

Draft Planning Proposal

for the Narromine Aerodrome

(Lot 44 DP 1209533)

Prepared on behalf of
Narromine Shire Council



Prepared by:

Stephen Fletcher & Associates Pty Ltd
Environmental Planning

November 2015

1 PART 1 - OBJECTIVES OR INTENDED OUTCOMES	1
1.1 Objectives	1
1.2 Site Context and Setting	1
1.3 Council Landholdings	2
2 PART 2 - EXPLANATION OF PROVISIONS	3
3 PART 3 - JUSTIFICATION	3
3.1 Section A - Need for the Planning Proposal	3
3.1.1 Question 1 - Is the planning proposal a result of any strategic study or report?	3
3.1.2 Question 2 - Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?	5
3.2 Section B - Relationship to strategic planning framework	5
3.2.1 Question 3 - Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy?	5
3.2.2 Question 4 - Is the planning proposal consistent with a council's local strategy or other strategic plan?	5
3.2.3 Question 5 - Is the planning proposal consistent with applicable State Environmental Planning Policies?	6
3.2.4 Question 6 - Is the planning proposal consistent with applicable Ministerial Direction (s. 117 direction)?	7
3.3 Section C - Environmental, social and economic impact	7
3.3.1 Question 7 - Is there a likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats will be adversely affected as a result of the proposal?	7
3.3.2 Question 8 - Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?	7
3.3.3 Question 9 - Has the planning proposal adequately addressed any social and economic effects?	10
3.4 Section D - State and Commonwealth Interests	11
3.4.1 Question 10. Is there adequate public infrastructure for the planning proposal?	11
3.4.2 Question 11 - What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?	12
4 PART 4 - MAPPING	13
4.1 Current Zoning	13
4.2 Proposed LEP Map	13
5 PART 5 - COMMUNITY CONSULTATION	14
6 PART 6 - PROJECT TIMELINE	15
7 CONCLUSION	15

1 Part 1 - Objectives or Intended Outcomes

1.1 Objectives

The primary objectives of the planning proposal are to enable the change in zoning of approximately 22.8 hectares of the Narromine Aerodrome so as to provide for special land uses that are not provided for in other zones, and to facilitate development that is in keeping with the special characteristics of the site or its existing or intended special use, and that minimises any adverse impacts on surrounding land.

These objectives will be achieved through an amendment to the Narromine LEP 2011 so as to establish a Special Activities SP1 zone. The draft zoning map is included As Appendix 1.

The Narromine Aerodrome is zoned part SP2 (Air transport facilities) and part RU1 general rural. This planning proposal provides for the majority of the SP2 land to be rezoned to SP1 Special Activities (Business Premises, Residential, Tourist and Visitor Accommodation, Incidental with Aviation)

Sections of the lands the subject of this proposal are developed for the purpose of aviation industries and businesses. The planned zoning change is in response to numerous requests Narromine Shire Council has received from lessees or other interested parties seeking ancillary business, tourism, aviation and residential uses in conjunction with existing activities. Council's position has been that such uses were not accommodated under the current SP2 zoning (despite being deemed appropriate), thereby necessitating the planned change in zoning.

1.2 Site Context and Setting

The Narromine Aerodrome is identified by real property description as Lot 44 DP 1209533. It is a locally significant site adjacent to the Narromine township and is an historic site of regional significance. In addition to the aerodrome infrastructure, airstrip etc, a section has been developed for residential housing in conjunction with aerodrome activities. The estate is known as the Narromine Skypark and is outside of the lands the subject of this planning proposal.

The aerodrome property has an area of approximately 322 hectares. The section of the site the subject of this rezoning proposal has an area of approximately 22.8 hectares.

The site is located to the north-west of the main residential and business area of Narromine, it is bounded by the Mitchell Highway to the south and to the east by Warren Road.

The planned development area is relatively flat with a slight westerly slope. The land is mostly cleared with the only remaining vegetation being grasses and other low growing herbaceous species. It is understood that the area has in the past been cropped.

Of note is that proposed rezoning area includes aerodrome infrastructure and facilities including hangars, aero club, glider club, and Narromine Aviation Museum. An aerial image of the locality is provided as Figure 1 below.



A plan of the rezoning area is included as Appendix 1.

Adjoining and surrounding land uses are varied and principally comprise the main aerodrome taxiways and runway, tourist park, Narromine Golf Club and the Skypark residential development.

Power, telecommunications, water and reticulated sewerage is available to the site.

The predominant land uses within the wider locality are agricultural, residential and rural lifestyle living.

1.3 Council Landholdings

Narromine Shire Council is the landholder of the Lot 44 DP 1209533 the subject of this planning proposal. The land is classified as 'Operational Land' by Council under the Local Government Act 1993 and is therefore able to be rezoned and developed/ subdivided within the relevant land use planning controls.

2 Part 2 - Explanation of Provisions

It is proposed that the Narromine Local Environmental Plan 2011 be amended by applying a SP1 Special Activities (Business Premises, Residential, Tourist and Visitor Accommodation, Incidental with Aviation) zone to reflect the desired additional permissible uses of the rezoning area.

The written instrument will need to be amended to incorporate a new land use table proposed for the SP1 zone as provided as Appendix 2. The range of permissible and prohibited land uses has been prepared with the involvement of an aerodrome users group representing the various interest groups and aerodrome businesses.

There is no proposal to amend the currently applicable minimum lot size or to introduce a building height map.

3 Part 3 - Justification

3.1 Section A - Need for the Planning Proposal

There is a need for the Planning Proposal to provide for land uses (in particular business premises, residential accommodation, tourist and visitor accommodation), where such uses are incidental to the principal use of the site for aviation.

Council has received numerous enquiries over the past 2-3 years from existing and proposed business operators seeking businesses, on site resident and visitor accommodation as adjunct and ancillary components of their aviation based operations. Council has maintained that under the current zoning it is questionable whether such uses could be determined to be permissible and accordingly is seeking the rezoning so as to clarify the permissibility of such uses and to provide greater certainty for intending business operators.

3.1.1 Question 1 - Is the planning proposal a result of any strategic study or report?

The Western Councils Land Use Strategy identified the opportunities and demand for additional commercial growth and development within the region. The Strategy:

- Identifies that continued economic growth is essential for sustainable communities;
- Recognises the need for local employment opportunities;
- Supports opportunities for businesses compatible with community needs and aspirations, and
- Supports emerging (seed) related businesses.

The proposed rezoning seeks to provide for the future realisation of the objectives and identified opportunities of the Strategy.

The Narromine Aerodrome Strategic Plan established strategic directions and future demand for further development of the aerodrome site. Specifically, the Plan:

- Identifies the opportunity for mixed use development of the site;
- Identifies the need to assess the impacts additional uses may have upon existing uses, and
- Assesses land use constraints including drainage and heritage significance.

The Plan identified that a 'mixed use' zoning as provided for within the standard LEP template would likely be appropriate. Accordingly, Council resolved previously that a B4 Mixed Use zoning be applied. On the 11th November 2014 a facilitated workshop was held with stakeholders. Desired landuses were identified and as a result it was determined that the B4 zone under the standard template would not be suitable as it provided for a range of land uses not deemed complimentary to the principal uses of the aerodrome. As a result, Council rescinded the previous resolution and resolved on 10th December 2014 to seek a SP1 zoning over the planned rezoning area. A copy of the Strategy is provided as Appendix 8.

A review of the availability for commercial, business (and industrial uses) within currently zoned land at Narromine was conducted by Stephen Fletcher and Associates in 2014. The review identified that there is very limited zoned land available to accommodate future demand for such uses. The rezoning of the study area will provide the opportunity to meet this demand for additional commercial businesses, without adversely affecting the existing business centre.

As identified above, there is an established demand for limited (short term) residential accommodation in conjunction with aviation businesses. This may include mezzanine style accommodation in hangars.

Benefits from proceeding with the proposed rezoning include:

- Complementing the existing main commercial area within Narromine and addressing the limited land opportunities within the commercial area;
- Providing the opportunity for accommodating the demand for aviation related industries;
- Increased economic growth and employment generation, and
- Concentrating business development as the aerodrome is adjacent to the developed residential and commercial centre of Narromine.

Supporting technical studies have been undertaken to confirm the suitability of the proposed rezoning. These include:

- Flood investigation assessment by Lyall and Associates May 2015;
- Detailed Site Investigation (contaminated land assessment) by Impax Group June 2015;
- Assessment of availability of water and sewer supply by Council staff;
- Narromine Aerodrome Stormwater Drainage Strategy (Draft) by Boyden and Partners 2009;
- Heritage assessment of Narromine Aerodrome, and
- Traffic Impact Assessment by Geolyse June 2015.

3.1.2 Question 2 - Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

The current SP2 zoning applying to the site identifies the current permissible use as Air Transport Facilities. *This is defined in the LEP as 'an airport or a heliport that is not part of an airport, and includes associated communication and air traffic control facilities or structures'.* The applicable land use table further provides that developments that are ordinarily incidental or ancillary to air transport facilities are also permissible uses. All other uses are prohibited.

Council considers that there is ambiguity in determining the extent to which desired additional uses such as business, residential and tourist developments may be deemed 'ordinarily incidental or ancillary to air transport facilities' and accordingly seeks clarity through the proposed rezoning.

The planning proposal is consistent with Council's strategic plan for the aerodrome and is considered to be the most appropriate means of enabling the additional development of the land in accordance with the community and business stakeholder consultations.

3.2 Section B - Relationship to strategic planning framework

3.2.1 Question 3 - Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy?

The planning proposal is consistent with the Western Councils Land Use Strategy prepared by the Department of Planning in conjunction with the councils of Narromine, Warren, Bogan, Gilgandra and Coonamble.

The planning proposal will assist in achieving the goals of the Strategy by:

- Providing for continued economic growth for Narromine;
- Providing for future local employment opportunities;
- Maintaining and supporting the existing commercial and industrial areas of Narromine, and
- Meeting identified demand for additional development and uses of the aerodrome site.

3.2.2 Question 4 - Is the planning proposal consistent with a council's local strategy or other strategic plan?

The planning proposal is consistent with the Narromine Aerodrome Strategic Plan which establishes strategic directions and future demand for further development of the aerodrome site. Specifically, the Plan:

- Identifies the opportunity for mixed use development of the site;
- Identifies the need to assess the impacts additional uses may have upon existing uses, and
- Assesses land use constraints including drainage and heritage significance.

The planning proposal will assist in achieving the goals of the Strategy by providing an appropriate land use zoning for development of the site in accordance with the Strategy.

The Plan contains the following objectives relevant to the planning proposal:

- *To provide a range of mixed-use development including business, industrial and community land uses;*
- *To encourage employment and economic development through business opportunities, tourism activities, and*
- *To encourage development that is innovative while being sympathetic with the character of the area.*

The planning proposal is consistent with these objectives.

The land the subject of the proposal is generally within identified Precincts 3 and 4 under the Strategy. Under the Strategy, the proposal for Precinct 3 is to allow for a combination of compatible community and commercial uses. This area will form the 'hub' of the public interface with the aerodrome, including a public recreation reservation zoned RE1. Development controls for this area will encourage active use of the site, generate community interest and provide opportunity for the establishment of aviation related business. For Precinct 4 the Strategy identified the opportunities for to provide for aviation and non-aviation related light industrial business such as construction and maintenance, including hangarage.

The proposal is consistent with the Narromine Agricultural Lands Strategy in that the subject site is not prime agricultural land, future development will not adversely affect agricultural operations and in acknowledgement that future business opportunities upon the site may benefit agricultural operations within the region.

The proposal is consistent with the Narromine Business and Investment Profile which supports the establishment of new commercial development within the Shire.

Council has adopted the Narromine Flood Policy 2011. The policy establishes minimum floor levels for various developments (including residential buildings) and adopts an assessment process for flood susceptibility.

The site is identified as flood liable in the Narromine Local Environmental Plan 2011. Narromine Shire Council has conducted a flood study (Narromine Shire Council Floodplain Risk Management Study & Plan) for the site and identified subdivision and development controls for future development on the site. A copy is included as Appendix 3.

Any future residential uses of the site will be subject to the development controls as identified in the flood policy. These development controls include a requirement that any habitable floor levels are at or above the nominated flood planning level for the lot.

3.2.3 Question 5 - Is the planning proposal consistent with applicable State Environmental Planning Policies?

The proposal is consistent with applicable State Environmental Planning Policies. A checklist is provided as Appendix 4.

3.2.4 Question 6 - Is the planning proposal consistent with applicable Ministerial Direction (s. 117 direction)?

The proposal is consistent with applicable Ministerial Directions. Where inconsistencies occur they can be justified.

A checklist is provided as Appendix 5.

3.3 Section C - Environmental, social and economic impact

3.3.1 Question 7 - Is there a likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats will be adversely affected as a result of the proposal?

The disturbed nature of the site provides very limited habitat for faunal communities. The positioning of the subject land within the existing aerodrome infrastructure further reduces the potential for critical habitat.

The dominant vegetation on the site comprises introduced grass species which are maintained (slashed) as part of the overall aerodrome maintenance. There are no identified threatened flora species within this area.

There will be no significant impact on the existing environment, including vegetation and fauna communities. Future development of the site will not adversely affect the biodiversity of the locality.

The property does not constitute potential Koala Habitat as defined under SEPP 44.

The site does not constitute significant habitat for any of the scheduled threatened species, populations or ecological communities under the *Threatened Species Conservation Act 1995*, *Fisheries Management Act 1994* or *Environmental Protection and Biodiversity Conservation Act 1999*. The proposal will not impact upon the viability of any scheduled species.

3.3.2 Question 8 - Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

There are no other direct environmental effects likely to result from the planning proposal. Potential impact of additional development upon the hydrology of the area (and the Narromine flood plain) will be adequately addressed by adherence to the Narromine Flood Policy 2011 and the applicable DCP provisions and the site-specific flood study as outlined below. Developments to be accommodated by the rezoning will be subject to assessment and conditioning of future development applications, which includes an assessment of environmental effects.

Natural Hazards

Aside from flood impacts there are no identified natural hazards. The flood modelling and assessment undertaken by Lyall and Associates May 2015 (Appendix 6) identifies that

development of the site can occur in accordance with Council's Flood Policy and without significant effect upon the hydrology of the locality.

Land Contamination

The detailed land contamination assessment undertaken by Imax Group June 2015 (Appendix 7) confirms the suitability of the site for proposed additional development in accordance with this planning proposal. This comprehensive assessment included soil sampling and analysis in accordance with EPA sampling guidelines and State Environmental Planning Policy No. 55 - remediation of Land.

Water Quality and Stormwater Management

Council, through its standard development application assessment processes can ensure that any proposed future developments upon the site meet the Council's stormwater management requirements under the DCP provisions.

The site is identified as being subject to high groundwater vulnerability. Appropriate controls will be placed upon any future development to ensure that groundwater resources are not adversely affected.

The Boyden and Partners Stormwater Drainage Strategy (2009) identified various suitable options for addressing stormwater associated with any future development of the site including conventional piping and infiltration detention basins. Detailed design will occur at future development (subdivision) application stage.

Heritage Impact

The aerodrome site is listed as an item of heritage significance under the LEP. The Narromine Heritage Inventory identifies the aerodrome site as great local significance given its association with WWII, in the formation of the RAAF and the training of pilots and other RAAF personnel. It is also significant for its association with the local community as well as association with the earliest of aviators including Captain Wrigley, Sergeant Major Murphy and Sir Charles Kingsford Smith.

There has not been a heritage management document prepared for the site. Proposed development controls to be incorporated into the current DCP applying to the site will address design criteria for future developments, aimed at ensuring protection of the heritage significance of the site.

Proposed heritage controls include:

- Heritage management document or a heritage conservation management plan are to be prepared for any proposed alterations to the fabric of current heritage buildings;
- Design controls specifying building form, scale and materials for any infill development within the curtilage of the heritage items or immediately adjoining;
- Controls relating to external building colours and signage, and

- Heritage impact assessments to be required for infill developments where Council deems the development to potentially impact upon the heritage significance of the site.

Clause 5.10.4 of the LEP provides additional protection and requires that *“the consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned.”*

A search of the AHIMS system reveals one item of Aboriginal heritage has been found on the wider aerodrome site. The item is identified as a scarred tree located along the Mitchell Highway, well distanced from the proposed area the subject of this planning proposal.

Airspace Operations

A ground survey, overlayed with the Obstacle Limitation Surfaces survey undertaken for the adjacent Skypark subdivision suggests that with a maximum building height of 10 metres, all buildings will remain below the height limitations. Further consultation with CASA is proposed during the exhibition period for the planning proposal and any required specific controls will be incorporated into the Council's DCP.

Traffic

Geolyse (Traffic Engineers) undertook a detailed traffic assessment for the development of the study area as a commercial subdivision in June 2015. A copy of the report is included as Appendix 9. The report provides the following key conclusions:

The estimated daily traffic generation from the Narromine Aerodrome subdivision is 260 vehicle trips per day and the nominal peak hour traffic generation is 24 vehicle trips per hour.

The impact of the additional traffic generated by the development of the Narromine Aerodrome subdivision on the existing traffic on Tom Perry Drive and the Mitchell Highway is minimal and the functional classification of the surrounding road network would not change following the development of the aerodrome subdivision.

In completing the assessment of the impact of the additional traffic generated by the development of the Narromine Aerodrome subdivision, the following recommendations are made:

- The increase in traffic volumes on the roads surrounding the aerodrome will not change the classification of the roads under a functional road hierarchy.
- The post development peak hour traffic on the Mitchell Highway is only 10.9% of the operational capacity of the road at Level of Service B and Tom Perry Drive is only operating at 6.7% of its operational capacity at a Level of Service C.
- Following the development of the aerodrome subdivision, all traffic movements at the intersection of Tom Perry Drive and the Mitchell Highway continue to operate at a Level of Service A.
- The section of Tom Perry Drive between the intersection with the Mitchell Highway and the intersection with the subdivision access road should be upgraded to an 8m bitumen sealed width so that the same standard of road is provided to the subdivision from the intersection with the Mitchell Highway through to the cul-de-sac heads at the ends of each subdivision road.
- A small central median with a Give Way sign is to be installed on the new subdivision access road at the intersection with Tom Perry Drive.
- A Give Way sign should be installed on the Tourist Park access road at the intersection with Tom Perry Drive.
- Give Way signs should be installed on Tom Perry Drive at its intersection with the Mitchell Highway to control traffic in conjunction with the existing hold line painted on the roadway at the intersection.
- The design and construction of all roadways are to be carried out to the appropriate standards and the requirements of Narromine Shire Council.

3.3.3 Question 9 - Has the planning proposal adequately addressed any social and economic effects?

The planning proposal site is within close proximity to the Skypark residential development located within the north-eastern section of the aerodrome property. Additional development of the site has the potential for adverse impact upon residents of the estate unless appropriate controls are in place. Council proposes to amend the current DCP to provide additional development controls relating to such aspects as emissions, lighting, noise, operational hours, access and parking in addition to building controls in order to minimise the potential for adverse impact upon residents of the Skypark estate. It is noted that the Skypark estate provides for individual properties to have aircraft hangers which are in themselves consistent with the planned development for the proposed rezoning area.

Further removed from the site area are rural residential properties fronting Warren Road and thence more removed again residential zoned properties. Development of the planning proposal area is unlikely to affect the amenity of these residents, subject to relevant proposed controls.

As identified previously a review of the availability for commercial and business opportunities within currently zoned land at Narromine was conducted in 2014. The review identified that there is very limited zoned land available to accommodate future demand for such uses. The

rezoning of the study area will provide the opportunity to meet this demand for additional commercial businesses, enhancing future employment opportunities and creating economic growth.

Based upon the assessments, no adverse social impacts are expected to result from the planning proposal.

The proposal will provide positive economic effects through a less restrictive land-use planning table. Council and aviation businesses will be able to expand and provide additional aviation related service.

3.4 Section D - State and Commonwealth Interests

3.4.1 Question 10. Is there adequate public infrastructure for the planning proposal?

The site is currently zoned SP2 which provides for development for aviation and ancillary purposes. It is therefore noted that the proposed zoning change, whilst providing for additional uses, does not in effect result in additional development potential (buildings and overall development) than currently permitted. It is however acknowledged that the proposed opportunity for additional tourist and residential uses has the potential for additional load upon service provision requirements.

Council has previously consulted with the Civil Aviation Safety Authority (CASA) regarding development of the aerodrome site in general. More detailed consultation with the Authority will occur post gateway determination.

Council advises that there is adequate water and sewer supply for the planning proposal area and predicted future uses. The stormwater system can accommodate predicted future development.

Power and telecommunication facilities are available and adequate for expected demand. Consultation with the relevant service providers will occur post gateway determination.

The planning proposal is not expected to generate additional demand for open space or community facility provision.

The planning proposal site fronts the Mitchell Highway which is a State road controlled by the NSW Roads and Maritime Services. The Council design for the future subdivision and development of the site restricts direct access onto the highway. Consultation with the Roads and Maritime Services will be undertaken.

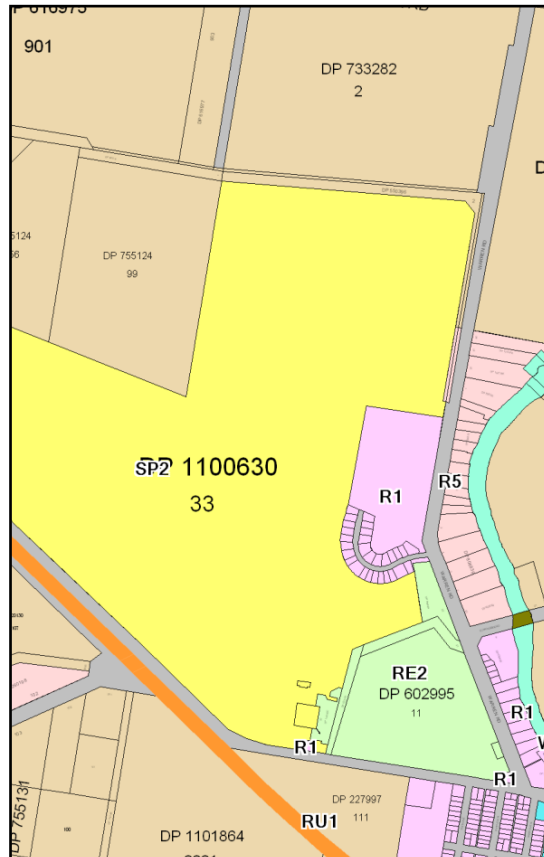
3.4.2 Question 11 - What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?

Post Gateway determination it is proposed to consult with the relevant agencies including CASA, NSW Roads and Maritime Services, NSW Office of Water, NSW Trade and Investment and the Office of Environment and Heritage.

4 Part 4 - Mapping

4.1 Current Zoning

The planning proposal site is currently zoned SP2 under the Narromine Local Environmental Plan 2011. The current zoning is shown below:



4.2 Proposed LEP Map

It is proposed to rezone the site to SP1 Special Activities (Business Premises, Residential, Tourist and Visitor Accommodation, Incidental with Aviation). Appendix 1 to this planning proposal contains the proposed LEP Map.

5 Part 5 - Community Consultation

Council has maintained a long association with stakeholders and users of the aerodrome site. The proposed rezoning of the land has arisen from various requests by current and proposed businesses and other users of the aerodrome facilities. In respect of this planning proposal a formal workshop with the Narromine Aerodrome Users Group was held on 11th November 2014. The group provided support for the rezoning so as to enable the proposed additional uses under a SP1 zoning.

The Narromine Aerodrome Strategic Plan which provides a background for the rezoning was developed in consultation with the community and involved a community consultation and public exhibition process.

Council undertook further consultation with the user group in developing the proposed land use table for the zone.

Council will undertake additional community consultation and public exhibition processes post Gateway determination. A 28 day exhibition period is proposed.

Notification of the exhibited planning proposal will include:

- Local newspaper advertisement;
- Letter to adjoining property owners, and
- Details on Council's website and Department of Planning and Environment website.

The **written notice** will:

- Provide a brief description of the objectives or intended outcomes of the Planning Proposal;
- Identify the land that is the subject of the Planning Proposal;
- Identify where and when the Planning Proposal can be inspected, and
- Advise how a submission can be made.

Exhibition Material:

The Planning Proposal, in the form approved for community consultation by the Director General of the Department of Planning and Environment.

6 Part 6 - Project Timeline

The following timeline is proposed:

- Report to Council - November 2015
- Gateway determination - December 2015
- Any additional technical studies as required by the determination - January 2016
- Public exhibition and Agency Consultation - January 2016
- Consideration of submissions - February 2016
- Post exhibition resolution by Council - March 2016
- Submission to Department for finalising - March 2016
- Plan making - April 2016

7 Conclusion

The planning proposal site is within the developed Narromine Aerodrome property under the ownership of the Narromine Shire Council. A Strategic Plan for the site was prepared by Council with community input, identifying the suitability of providing for future additional development uses of the subject lands where such uses are incidental to the principal use of aviation.

The current SP2 zoning of the site provides for development of the lands albeit with excessive restrictions on the range of permissible uses. Studies undertaken to date confirm the suitability of the site for additional uses as proposed with this planning proposal and in accordance with current demand and the requests of stakeholders.

The planning proposal is consistent with relevant State Environmental Planning Policies and relevant Section 117 Directions.

Additional agency and community consultation will occur during the exhibition stage of the proposal.

It is considered that the planning proposal is sufficient to enable the Department of Planning and Environment to issue a positive Gateway Determination.