

RECLASSIFICATION AND REZONING - 4 PENNANT AVENUE, GORDON - FORMER GORDON BOWLING CLUB

EXECUTIVE SUMMARY

PURPOSE OF REPORT:

To have Council consider a Planning Proposal to reclassify and rezone 4 Pennant Avenue, Gordon, the site of the former Gordon Bowling Club.

BACKGROUND:

The site has historically been used by Gordon Bowling Club, which, due to declining membership terminated their lease with Council and vacated the property in early 2018.

COMMENTS:

The site is currently zoned RE1 Public Recreation. The site's future use under the current zoning is not considered the highest or best use of the site. Nor is the site considered an appropriate location for more intensive recreation uses.

Reclassifying and rezoning the site is consistent with the objectives relating to increasing housing supply, housing choice and housing affordability within strategic planning policies and plans such as Council's *Community Strategic Plan*, the Greater Sydney Region Plan *A Metropolis of Three Cities*, and the *North District Plan*.

RECOMMENDATION:

That Council prepares a Planning Proposal to rezone part of the land at 4 Pennant Ave, Gordon (Lot Y DP387680) to R3 Residential Medium Density and reclassify the site from 'community land' to 'operational land'.

It is recommended that Lot X DP387680 retain the current RE1 Public Recreation zoning and 'community' classification, allowing for this lot to be categorised as a Natural Area, providing for the retention of the trees and open space for passive recreation.

PURPOSE OF REPORT

To have Council consider a Planning Proposal to reclassify and rezone 4 Pennant Avenue, Gordon, the site of the former Gordon Bowling Club.

BACKGROUND

Description of site and use

The site is located at the eastern end of Pennant Avenue, Gordon. The site is situated approximately 250m west of the Pacific Highway, Gordon. The site is irregular in shape, with a main frontage to Pennant Avenue, and a pedestrian access handle to the north of the site providing access to Bushland Avenue, Gordon (between numbers 18 and 22 Bushlands Avenue).

The site has a combined area of 12,838sqm. The site comprises:

- Lot X DP387680 – 1638sqm
- Lot Y DP387680 – 1.12ha



Lot X DP387680 contains trees and vegetation identified as Sydney Turpentine-Ironbark Forest, and asphalt entrance and exit driveways to the carpark.

Lot Y DP387680 contains the former clubhouse, asphalt carpark, 3 bowling greens, greenkeepers storage shed and pedestrian access handle to Bushlands Avenue.

The site was occupied by the former Gordon Bowling Club, which leased the site from Council. In 1953 the club was granted a 50 year lease to use the land. On 15 August 2017 Gordon Bowling Club Limited advised Council that they wished to terminate the lease with Council and vacate the property in early 2018. The key reason for the club terminating the lease and vacating the site was declining membership.

The site is currently zoned RE1 Public Recreation under *the Ku-ring-gai Local Environmental Plan 2015*.

COMMENTS

A detailed Planning Report which sets out the justification and implications for a Planning Proposal for proposed amendment to the Ku-ring-gai Local Environmental Plan 2015 to reclassify the site from 'community land' to 'operational land' and to rezone from the current zoning of RE1 Public Recreation to R3 Medium Density Residential is included at **Attachment A1**. Some of the key matters are summarised below:

Objectives and Intended Outcomes – To rezone the site to facilitate future development for multi dwelling housing. This could involve the following options:

Option 1

- Reclassify part of the site being Lot Y DP387680 from 'community land' to 'operational land';
- Rezone part of the site being Lot Y DP387680 from RE1 Public Recreation to R3 Medium Density Residential;
- Apply a floor space ratio of 0.8:1;
- Apply a maximum height of buildings of 11.5m;
- Retain the current RE1 Public Recreation zoning and 'community land' status on part of the site being Lot X DP387680.

This option allows for the retention of Lot X DP 387680 as community land, allowing for the Lot to be categorised as a Natural Area – Bushland under the *Local Government Act 1993*, providing for the retention of the trees and open space for passive recreation.

Option 2

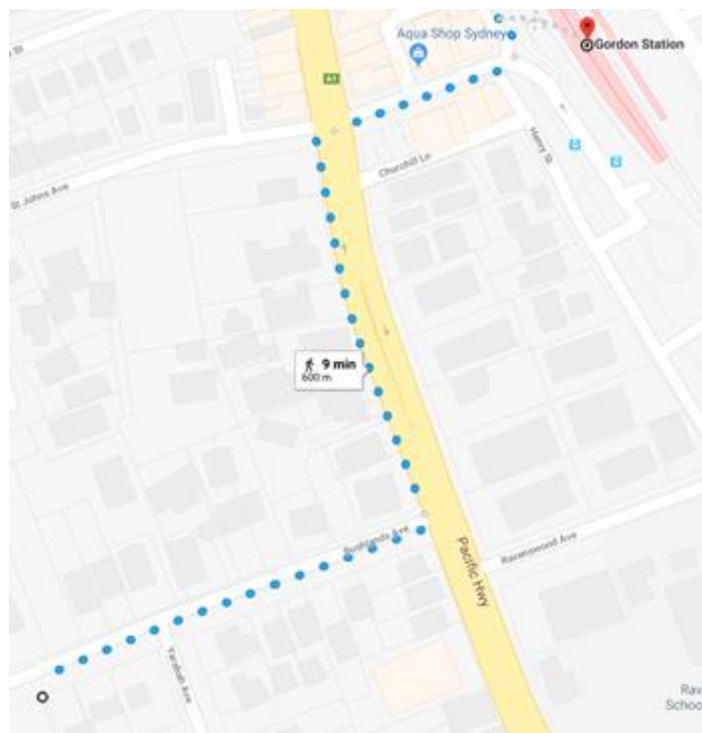
- Reclassify the whole site being both Lot X DP387680 and Lot Y DP387680 from 'community land' to 'operational land';
- Rezone whole site from RE1 Public Recreation to R3 Medium Density Residential;
- Apply a floor space ratio of 0.8:1;
- Apply a maximum height of buildings of 11.5m.

Need – The site's future use under the current RE1 Public Recreation zoning is not considered the highest or best use of the site. The co-ordinated and orderly use of the land would be best facilitated by reclassifying the site to 'operational land' and rezoning to medium density residential to provide greater housing choice while still being compatible with the surrounding context and built form.

Consistency with strategic planning framework – the Planning Proposal for the proposed amendments to reclassify and rezone the site is consistent with the following objectives from strategic planning documents, including Council's *Community Strategic Plan*, the Greater Sydney Region Plan *A Metropolis of Three Cities* and the *North District Plan*, as follows:

1. *Increase housing supply* - Rezoning to medium density meets objectives relating to the delivery of housing supply and contributes towards the additional 92,000 new homes required in the North District from 2016-2036. The rezoning will increase the amount of land available for redevelopment in an existing urban area, increasing housing local housing supply.
2. *Housing choice and diversity* - Currently, most new homes built in NSW fall into two categories – either a traditional free standing house or apartments. Almost 75% of all dwellings in Ku-ring-gai are traditional free standing houses, which is much higher than the Greater Sydney average of 55%. Ku-ring-gai also has a significantly lower proportion of medium density dwellings than the Greater Sydney average. Rezoning to medium density residential provides housing choice which better meets the needs of Sydney's changing population by providing a broader range of housing options to suit different lifestyle needs.

3. *Housing affordability* – Medium density housing, such as townhouse style development, provides an alternative and more affordable housing choice, when compared to a free standing home.
4. *Integrating land use and transport* - The site is well located in terms of access to jobs, services and public transport, consistent with the objective of a 30min city. The site is in close proximity – 600m walking or 400 as the crow flies - to Gordon local centre which provides access to shops and services, and Gordon Station providing access to trains and buses to Hornsby, Chatswood, Macquarie Park, St Leonards and the Sydney CBD.



Excerpt Google Maps – Proximity to Gordon town centre and station

Open Space – The need to provide open space for passive recreation is recognised within Gordon, and Ku-ring-gai as a whole. Council's *Open Space Acquisition Strategy* has been prepared to establish a series of principles for acquisition of land for local parks within priority areas. The priority areas are generally around the local centres and along the main road corridors where there is limited existing parkland and where new development is increasing the local population.

The *Open Space Acquisition Strategy* (OSAS) establishes principles and priorities for acquiring open space in Ku-ring-gai. An assessment of the subject site against the OSAS has been undertaken in **Attachment A1**. When the site is assessed against the principles and criteria under the OSAS, the subject site it is not considered suitable as a park primarily due to limited access and visibility as well as contamination risk.

Council is committed to providing additional open space within Gordon, and Ku-ring-gai as a whole. Council has been actively acquiring land over the past 10 years for parkland in Wahroonga, Turramurra, St Ives, Killara, Lindfield and Gordon. A total of 20,000sqm of land has been purchased and much of this converted to new parklands. Council will continue to acquire sites that are better suited for the provision of open space needs for the community. There is a standing resolution of Council to convert the Gordon Golf Course to a regional park in the mid 2020's when the current Golf Club lease concludes.

INTEGRATED PLANNING AND REPORTING

Theme 1 – Community, People and Culture – C6 Housing Choice and Affordability

Community Strategic Plan Long Term Objective	Delivery Program Term Achievement	Operational Plan Task
C6.1 Housing diversity, adaptability and affordability is increased to support the needs of a changing community.	C6.1.1 Council's planning approach to the provision of housing across Ku-ring-gai addresses the supply, choice and affordability needs of the community.	Analyse and monitor Council land holdings available for potential development. Monitor housing choice in Ku-ring-gai local government area.

GOVERNANCE MATTERS

Reclassification - Public land is defined by the *Local Government Act 1993* as any land vested in, or under Council control. Public land is managed under the *Local Government Act 1993* based on its classification. All public land must be classified as either 'community land' or 'operational land'.

Community land- is land Council makes available for use by the general public, for example, parks, reserves or sports grounds. Community land must not be sold, exchanged or otherwise disposed by Council.

Operational land – is land which facilitates the functions of Council, and may not be open to the general public, for example, a works depot. An operational classification permits Council to sell, exchange or grant an interest to another party in accordance with the provisions of the *Local Government Act 1993*.

Reclassification of the site would be subject to the local plan making processes in the *Environmental Planning and Assessment Act 1979* and the public land management requirements in the *Local Government Act 1993*.

Planning Proposal - The process for the preparation and implementation of Planning Proposals is governed by the provisions contained within the *Environmental Planning and Assessment Act 1979* and the *Environmental Planning and Assessment Regulation 2000*.

Divestment - Should the site be reclassified and rezoned, any future divestment would be subject to a separate Council Resolution, and would be undertaken in accordance with Council's *Acquisition and Divestment of Land Policy 2014*.

RISK MANAGEMENT

The former Gordon Bowling Club site is now vacant, and Council has an opportunity to consider the rezoning of the site to a higher and better use. Rezoning will assist in the provisions of additional housing supply, and provide greater housing choice for Ku-ring-gai.

FINANCIAL CONSIDERATIONS

The cost of preparing the Planning Proposal and associated studies is covered by the Urban Planning Strategy Department budget and capitalised against the asset for disposal.

The reclassification and rezoning of 4 Pennant Avenue, Gordon will allow Council to effectively manage its financial position to meet community expectations for projects and service delivery, particularly in the context of Council's "Roadmap to Sustainability".

SOCIAL CONSIDERATIONS

The site is well located in terms of access to public transport and services. The site is located in close proximity to Gordon local centre providing access to retail and services, and Gordon Station.

There are educational and recreation facilities close by. The increase in residential density on the site will have access to facilities shared by the local community and is not anticipated to result in significant change in the demand of infrastructure.

Rezoning the site to medium density residential will assist in the provision of additional housing supply and greater housing choice for Ku-ring-gai.

ENVIRONMENTAL CONSIDERATIONS

The site is identified as containing areas of Biodiversity Significance and Riparian Lands under the KLEP 2015.

A Phase 1 Preliminary Site Investigation has been undertaken for the subject site which notes that there may be contamination present as a result of past land use activities, including uncontrolled demolition, uncontrolled filling, application of herbicides/pesticides and chemical storage. The report concludes that the site could be made suitable (from a land use contamination perspective) for future land use settings, subject to further assessment, management and remediation.

COMMUNITY CONSULTATION

Planning Proposals to reclassify public land are required to be publically exhibited for at least 28 days. Community Consultation will occur following a Gateway Determination by the Department of Planning.

Council must hold a public hearing when reclassifying land from community to operational. The public hearing is chaired by an independent chairperson.

INTERNAL CONSULTATION

Consultation has been undertaken with the relevant internal sections of Council where required for this report.

SUMMARY

4 Pennant Avenue, Gordon is currently zoned for public recreation purposes, and the site has been historically utilised by the Gordon Bowling Club. Due to declining membership, the club terminated their lease with Council and vacated the property in early 2018.

The site's future use under the current RE1 Public Recreation zoning is not considered to be the highest for best use of the site. The co-ordinated and orderly use of the site would best be facilitated by reclassifying the site to 'operational land' and rezoning to medium density residential to provide greater housing supply and choice while still being compatible with the surrounding context and built form.

When the site is assessed against the principles and criteria under the *Open Space Acquisition Strategy*, the subject site is not considered suitable as a park, primarily due to limited access and visibility as well as contamination risk.

It is recommended that Option 1 be the preferred option for the Planning Proposal.

There is sufficient strategic and site specific merit for the reclassification and rezoning of the site.

RECOMMENDATION:

- A. That a Planning Proposal be prepared in accordance with Section 3.33 of the *Environmental Planning and Assessment Act 1979* to amend the *Ku-ring-gai Local Environmental Plan 2015* for part of 4 Pennant Avenue, Gordon being Lot Y DP387680 to:


1. rezone Lot Y DP387680 from RE1 Public Recreation to R3 Medium Density Residential;
 2. apply floor space ratio development standard of 0.8:1, height of buildings of 11.5m and minimum lot size of 1200sqm;
 3. reclassify Lot Y DP387680 from 'community land' to 'operational land' and formally seek to extinguish all necessary interests that apply to the land.
- B. That the Planning Proposal be submitted to the Department of Planning and Environment for Gateway Determination in accordance with Section 3.34 of the *Environmental Planning and Assessment Act 1979*.
- C. That upon receipt of a Gateway Determination, the exhibition and consultation process is carried out in accordance with the requirements of the *Environmental Planning and Assessment Act 1979* and the Gateway Determination.
- D. Public access being maintained through to Bushlands Avenue..
- E. That a report be brought back to Council at the end of the exhibition process.

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Attachments: A1  Planning Report - 4 Pennant Avenue, Gordon 2018/113079

Reclassification and Rezoning - 4 Pennant Avenue, Gordon - former Gordon Bowling Club

File: S11955
Vide: GB.10

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Resolved:

[Moved: Councillors Citer/Szatow]

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CARRIED UNANIMOUSLY