Ku-ring-gai Council



Planning Proposal

Planning Proposal to rezone and reclassify Council owned land at 5 Ray Street, 12William Street and 1275 Pacific Highway, Turramurra, via an amendment to the Ku-ring-gai Local Environmental Plan (Local Centres) 2012

Ku-ring-gai Council

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EXECUTIVE SUMMARY

This Planning Proposal seeks to amend the *Ku-ring-gai Local Environmental Plan (Local Centres)* 2012 to achieve:

- The reclassification of 5 Ray Street, 12 William Street and 1275 Pacific Highway Turramurra from community to operational land
- The rezoning of part of 5 Ray Street, Turramurra, the adjoining William Street road reserve and 1275 Pacific Highway from RE1 Public Recreation to B2 Local Centre.

The Planning Proposal is to enable the Council to facilitate a comprehensive planning and development response for the Turramurra centre, ensuring a high quality urban precinct with a new park, retail shops, community facilities and residential apartments.

Project overview

The Planning Proposal has been prepared in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) and the relevant Department of Planning guidelines including *A Guide to Preparing Local Environmental Plans* and *A Guide to Preparing Planning Proposals* (the **Guide**).

The Planning Proposal seeks to amend the Local Centres LEP as it applies to the following lands:

- 5 Ray Street (Lot 2 DP 221290) both reclassification and rezoning of the land.
- 12 William Street (Lot 1 DP 519532) reclassification of the land only.
- William Street road reserve rezoning of the land.
- 1275 Pacific Highway (Lot 1 DP81994) both reclassification and rezoning of the land.

At the Ordinary Meeting of Council on 12 November 2013, Council resolved to prepare a Planning Proposal to reclassify the 5 Ray Street and 12 William Street, Turramurra from Community Land to Operational Land, and to remove the RE1 Public Recreation Zone that applies to Lot 2 and replace it with the B2 Local Centre Zone. The report and resolution is provided at **Appendix A**.

GLN Planning Pty Ltd was engaged by Ku-ring-gai Council to prepare a Planning Proposal in relation to the above resolution.

At the Ordinary Meeting of Council on 8 December 2015, Council resolved to amend the existing Planning Proposal to incorporate 1275 Pacific Highway, Turramurra. Council resolved to reclassify 1275 Pacific Highway, Turramurra from Community Land to Operational Land and to rezone the site from RE1 Public Recreation to B2 Local Centres. The report and resolution is provided at **Appendix B**.

The sites to which the Planning Proposal applies are shown in Land to which the Planning **Proposal Relates** and more detailed maps are included under **Part 4 – Mapping**.

Council wishes to facilitate a high quality development within this precinct which would incorporate a new park, community facilities, retail shops and residential apartments. Section 45 of the *Local Government Act 1993* prevents Council from selling, exchanging or otherwise disposing of Community Land.

An optimal town centre outcome, including the crucial public elements of town square, library and community buildings, is more likely to be achieved if Council includes its land in the redevelopment project.

Reclassification and rezoning is a necessary step in Council partnering with the private sector to create the public library and town square identified in Council's DCP and section 94 contributions plan.

Note: this Planning Proposal refers to various terms that are defined in the Department of Planning and Environment's *Practice Note PN09-003 Classification and reclassification of public land through a local environmental plan*:

'Public land' is any land (including a public reserve) vested in, or under the control of, council. Exceptions include roads, land to which the Crown Lands Act 1989 applies, a common, or land to which the Trustees of Schools of Arts Enabling Act 1902 applies.

'Community' land is generally open to the public, for example, parks, reserves or sports rounds.

'Operational' land may be used for other purposes, for example, as works depots or garages, or held by council as a temporary asset.

'Classification' of public land refers to the process when this land is first acquired and first classified as either 'operational' land or 'community' land.

'Reclassification' of public land refers to the process of changing the classification of 'operational' land to 'community' land or from 'community' land to 'operational' land.

What is Community Classified Land?

Community Classified Land is a land classification that prohibits Council to sell, exchange or grant an interest to another party other than in accordance with the provisions of the Local Government Act 1993.

What is Operational Classified Land?

Operational Classified Land is a land classification that permits Council to sell, exchange or grant an interest to another party other than in accordance with the provisions of the Local Government Act 1993.

Refer to **Appendix G** for NSW Planning Reclassification of public land through a Local Environmental Plan Checklist based on Practice Note PN09-003 *Classification and reclassification of public land through a local environmental plan*

Background to the Planning Proposal

The Coles Group Property Developments Ltd submitted a Development Application (**DA**) in April 2013 for a new supermarket at No. 1 Ray Street, Turramurra. The site of the proposed Coles development is situated within Precinct T1 – Pacific Highway and Ray Street Retail Area (Ray Street Precinct) of the Turramurra Local Centre, as described in the *Ku-ring-gai Local Centres Development Control Plan 2013* (**KDCP**).

The DA sought approval for the demolition of the existing supermarket building and the construction of a new 3,275m² Coles supermarket with basement car parking for 109 vehicles. The existing Turramurra supermarket comprises a floor area of 1,650m² and at-grade car parking for 55 vehicles. The proposed new supermarket would replace the existing building and extend the footprint of the supermarket to cover the whole of the site.

Ku-ring-gai Council is a significant landowner within the Ray Street Precinct, owning three parcels of land, being No. 5 Ray Street and Nos. 4 and 12 William Street. Council also has control and management of the road reserves of Higgs Lane, Forbes Lane and William Street.

At the Ordinary Meeting of Council held on 12 November 2013, a report was presented to Council outlining that the proposed Coles development (whilst permissible with consent) was not consistent with the relevant strategic objectives and planned future character for the Ray Street Precinct. The report noted that should the Coles DA be approved and developed, it could sterilise the future development of adjoining sites and prevent Council's vision for the Turramurra town centre from being realised for at least the life of the supermarket, which could be in the order of 30 or more years.

Specifically, the report identified a number of implications for Council in relation to the proposed Coles development, including:

- A town square is unlikely to be delivered within the Precinct due to issues related to road closures during development.
- The RE1 Public Recreation Zone places considerable constraints on the co-ordinated development of the Precinct and significantly reduces the value of the asset. That is, it unnecessarily locks-in the location of the town square and prevents the possibility of a

comprehensive car parking solution below the ground level.

- A new Turramurra Branch Library is unlikely to be delivered within this Precinct due to a shortfall in funding.
- Reclassification and the sale of Council's land assets in the Precinct is important to fund the
 acquisition of other community assets (new Turramurra Brach Library, community facilities
 and town square), which are more relevant to the changing requirements of the community.

The report recommended that Council actively participate in the redevelopment of the Ray Street Precinct as it presents new opportunities to bring forward the delivery of public infrastructure and facilities by many years. The steps required to facilitate this process include:

- Reclassification of Council lands from Community to Operational Land;
- Removal of the RE1 Public Recreation Zone and replacement with the B2 Local Centre Zone;
- Delay the sale of a portion of land currently owned by Council; and
- Commence the preparation of a masterplan for the Precinct.

Council resolved to prepare a Planning Proposal to reclassify 5 Ray Street and 12 William Street within the Precinct from Community Land to Operational Land, and to remove the RE1 Public Recreation Zone from the precinct and to replace it with the B2 Local Centre Zone. Council also resolved to prepare a masterplan for the Precinct based on the current controls in *Ku-ring-gai Local Environmental Plan (Local Centres) 2012* (Local Centres LEP 2012) as well as the proposed reclassification and re-zoning.

Coles withdrew the DA in May 2014 and indicated their commitment to working collaboratively with Council in regard to future opportunities being considered in establishing a Turramurra Town Centre in the Ray Street precinct.

At the Ordinary Meeting of Council held on 9 December 2014, Council resolved to adopt the preferred design option for the 'Turramurra Community Hub' for public exhibition and that a draft masterplan be prepared. The preferred design option '2CA' represented a modified version of one of the four design options reported to Council on 28 October 2014 and incorporated feedback that was obtained during a number of Councillor information sessions held between 8 October 2014 and 1 December 2014. A concept sketch of the adopted design is provided at **Appendix C**.

A key aspect of the preferred design option '2CA' is the proposal to relocate Turramurra Village Park (1275 Pacific Highway, Turramurra) and utilise the existing park site for a community building.

At the Ordinary Meeting of Council held of 8 December 2015, Council resolved to amend the existing Planning Proposal applying to 5 Ray Street and 12 William Street, Turramurra, to incorporate the site 1275 Pacific Highway, Turramurra (Turramurra Village Park). Council resolved to reclassify the site from Community Land to Operation Land and to rezone the site from RE1 Public Recreation to B2 Local Centres.

Land to which the Planning Proposal applies

The location and base descriptions appear below. Additional maps including zoning and development controls appear in **Part 4 – Mapping**.

5 Ray Street, Turramurra





Figure 1: Aerial Photograph – Ray Street, Turramurra

Description and Use

The site comprises Lot 2 DP 221290 and has an area of 3,471m². The site has frontages of approximately 75 metres to Ray Street (west) and approximately 110 metres to the William Street road reserve (east), which is currently utilised for public car parking. The site currently comprises Council's Turramurra Branch Library with the remainder of the area occupied by public car parking.

The Turramurra Railway Station and North Shore Rail Line are situated on the opposite side of the William Street road reserve to the east. A freestanding supermarket, currently operated by Coles, is located to the south of the site at No. 1 Ray Street.

The site is currently zoned part B2 Local Centre and part RE1 Public Recreation under the Ku-ring-gai Local Environmental Plan (Local Centres) 2012.

Records indicate that the site has been in the ownership of Ku-ring-gai Council since 1947. There are no easements or restrictions registered on the current Certificate of Title.

William Street Road Reserve (Part), Turramurra



Figure 2: Aerial Photograph – William Street Road Reserve, Turramurra

Description and Use

The section of William Street road reserve subject to this planning proposal is approximately 63m in length with a total area of approximately 1280m². The site is currently a public road and also utilised for public parking. The roadway runs between the North Shore Rail line to the east and Council's land at 5 Ray Street to the west.

The portion of the roadway subject to this planning proposal is that part RE1 Public Recreation under the Ku-ring-gai Local Environmental Plan (Local Centres) 2012. As this land is currently public road, it is not subject to the reclassification process under this planning proposal.

12 William Street, Turramurra



Figure 3: Aerial Photograph – 12 William Street, Turramurra

Description and Use

The site comprises Lot 1 DP 519532 and has an area of 581m². The site is currently occupied by public car parking and has frontages of approximately 25 metres to Higgs Lane (east) and approximately 15 metres to Forbes Lane (south). To the north and west of the site is public car parking associated with the Coles supermarket, which is located further to the west. A number of commercial/retail tenancies are situated on the opposite side of Higgs Lane.

The site is currently zoned B2 Local Centre under the Ku-ring-gai Local Environmental Plan (Local Centres) 2012.

Records indicate that the site has been in the ownership of Ku-ring-gai Council since 1947. As noted on the current Certificate of Title, the site is subject to the reservations and conditions in the original Crown Grant and is exclusive of minerals specified in Section 141 of the *Public Works Act 1912*.

1275 Pacific Highway, Turramurra





Figure 4: Aerial Photograph – 1275 Pacific Highway, Turramurra

Description and Use

The site comprises Lot 1 DP81994 and has an area of 847.30m². The site is currently occupied by the Turramurra Village Park. The park has frontages of approximately 37m to the Pacific Highway (south) and approximately 43m to William Street (west). The Turramurra Railway Station and North Shore Rail Line are situated to the east.

The site is currently zone part RE1 Public Recreation and part SP2 Infrastructure under the Ku-ringgai Local Environmental Plan (Local Centres) 2012.

Records indicate that the site has been in Council ownership since 1935. There are no easements or restrictions registered on the current Certificate of Title.

The part of site that is zoned SP2 Infrastructure is the subject of an RMS road reservation. During the State Agency consultation for the Ku-ring-gai Local Environmental Plan (Local Centres) 2012, the RMS provided information on the road reservations to be included on the Pacific Highway in Turramurra local centres, and the LEP maps were amended accordingly.

Existing planning controls

Land Classification

The sites are classified as Community Land under the *Local Government Act* 1993. Section 45 of that Act prevents Council from selling, exchanging or otherwise disposing of Community classified land.

Council records indicate that Council compulsorily acquired 5 Ray Street and 12 William Street in 1947 for 'council purposes' using general revenue funds. 1275 Pacific Highway was acquired in 1935 from the Commissioner for Railways.

There is no information available from Council records that would indicate that the sites were dedicated in accordance with a condition imposed under Section 94 of the EP&A Act.

Ku-ring-gai Local Environmental Plan (Local Centres) 2012

The following table shows the relevant planning controls that apply to the subject sites:

	5 Ray Street	12 William Street	William Street Road Reserve	1275 Pacific Highway
Zoning	Zoning Part B2 Local Centre and Part RE1 Public Recreation.		Part B2 Local Centre and Part RE1 Public Recreation.	Part RE1 Public Recreation and Part SP2 Infrastructure (Classified Road)
Floor Space Ratio (FSR)	Land zoned B2 Local Centre – maximum FSR 1.8:1. Maximum FSR for 'commercial premises' 1.2:1. No FSR control for land zoned RE1 Public Recreation.	Maximum FSR – 1.8:1. Maximum FSR for 'commercial premises' 1.2:1.	Land zoned B2 Local Centre – maximum FSR 1.8:1. Maximum FSR for 'commercial premises' 1.2:1. No FSR control for land zoned RE1 Public Recreation.	No FSR control for land zoned RE1 Public Recreation
Height of Building	Maximum 17.5 metres on land zoned B2 Local Centre. No height control for land zoned RE1 Public Recreation.	Maximum 17.5 metres.	Maximum17.5metresonzonedB2LocalCentre.NoheightcontrolforlandzonedRE1PublicRecreation.	No height control for land zoned RE1 Public Recreation
Lot Size	There are no lot size restrictions applying to the site.	There are no lot size restrictions applying to the site.	There are no lot size restrictions applying to the road reserve.	There are no lot size restrictions applying to the site.
Heritage Listing	Not Listed.			
Bushfire Prone Land	Not recorded as Bushfire Prone on the Bushfire Prone Land Map.			
Riparian Land	Not shown as affected on the Natural Resource Riparian Lands Maps.			
Biodiversity	Not shown as affected on the Natural Resource Biodiversity Maps.			

Part 1 – Objectives

The objective of this Planning Proposal is to rezone and reclassify Council owned land so as to provide flexibility to implement the future masterplan for the Ray Street Precinct, Turramurra.

Part 2 – Explanation of provisions

Explanation of the provisions

This Planning Proposal seeks to amend the Local centres LEP 2012 by:

 Inserting the following matter in Part 2 of Schedule 4 – Classification and Reclassification of Public Land:

Column 1	Column 2	Column 3
Locality	Description	Any trusts etc. not discharged
Turramurra	Lot 2 DP 221290, 5 Ray Street	Nil
Turramurra	Lot 1 DP 519532, 12 William Street	Nil
Turramurra	Lot 1 DP 81994, 1275 Pacific Highway	Nil

- Amending the Zoning Map by rezoning the existing RE1 Public Recreation zone applying to part 5 Ray Street (Lot 2 DP 221290), the William Street road reserve, and 1275 Pacific Highway (Lot 1 DP 81994) and rezoning to B2 Local Centre zone.
- Amending the Floor Space Ratio Map by extending the 'Area 4' and applying the maximum (S2) 1.8:1 Floor Space Ratio over part Lot 2 DP 221290 and the William Street road reserve. Applying a maximum (U1) 2.5:1 Floor Space Ratio to Lot 1 DP 81994.
- Amending the Height of Buildings Map by applying the maximum (P) 17.5m building height over part Lot 2 DP 221290 and the William Street road reserve. Applying the maximum (N) 14.5m building height to Lot 1 DP 81994.

Part 3 - Justification

This section sets out the reasons for the proposed outcomes and development standards in the Planning Proposal.

The following questions are set out in the Department of Planning's *A Guide to Preparing Planning Proposals* and address the need for the planning proposal, its strategic planning context, the environmental, social and economic impacts and the implications for State and Commonwealth government agencies.

Section A - Need for the Planning Proposal

Q1. Is the planning proposal a result of any strategic study or report?

Yes. At its meeting on 12 November 2013, Council considered a report dated 6 September 2013 that was prepared by the Director Strategy and Environment that comprehensively set out the justification for the Planning Proposal.

Based on this report Council resolved to prepare a Planning Proposal to reclassify No. 5 Ray Street (Lot 2 DP 221290) and No. 12 William Street (Lot 1 DP 519532) from Community Land to Operational Land, and to remove the RE1 Public Recreation Zone and replace it with the B2 Local Centre Zone.

Council also considered a report prepared by the Director Strategy and Environment on 25 November 2014 on the Turramurra Community Hub master plan at its meeting of 9 December 2014. At that meeting Council resolved, among other things, that Design Option 2CA as the preferred option for the purposes of a public exhibition to take place in the first half of 2015.

Design Option 2CA includes proposals to provide residential and commercial development on the sites the subject of this Planning Proposal in order to achieve comprehensive and integrated public domain and private development in the Turramurra centre. A key aspect of Option 2CA is the proposal to relocate Turramurra Village Park and utilise the existing park site for a community building.

Council considered a report at its meeting of 8 December 2015 where it resolved to incorporate the Turramurra Village Park at 1275 Pacific Highway, Turramurra (Lot 1 DP 81994) into the existing Planning Proposal for 5 Ray Street and 12 William Street. Council resolved to reclassify 1275 Pacific Highway from Community Land to Operational Land, and to rezone the site to B2 Local Centre zone. The benefit of amending the existing Planning Proposal is having only one Planning Proposal applying to the whole master plan area.

Q2. Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Yes. The sites are currently classified as Community Land and therefore, Council is not able to develop, sell, exchange or dispose of the land under the provisions of the Local Government Act 1993. Amending the Local Centres LEP 2012 would be the only means of achieving the objectives of the Planning Proposal.

Section B - Relationship to the Strategic Planning Framework

Q3. Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

Yes. This Planning Proposal is consistent with the applicable regional and subregional strategies as detailed below.

A Plan for Growing Sydney

The NSW Government's *A Plan for Growing Sydney* sets the framework for the delivery of the Government's vision for Sydney: 'a strong global city, a great place to live'. The Plan is built around achieving four (4) key goals:

- 1. A competitive economy with world class services and transport,
- 2. A city of housing choice with homes that meet our needs and lifestyles,
- 3. A great place to live with communities that are strong, healthy and well connected
- 4. A sustainable and resilient city that protects the natural environment and has a balanced approach to the use of land and resources.

Of relevance to the Planning Proposal is Goal No. 3 – Sydney's great places to live, which aims to create more vibrant places and revitalised suburbs. In this regard, the Government will prioritise the

delivery of housing in or near centres within established urban areas that are well-serviced by trains. This will help more people to live where they want – closer to jobs, services and transport.

The Planning Proposal is consistent with Direction 3.1 – Revitalise existing suburbs, as it will facilitate a high quality development within the Ray Street Precinct, including co-located community facilities, retail shops and residential apartments that would create a community hub for the residents of Turramurra. The proximity to the Turramurra railway station will enable residents to move around easily and to travel to surrounding areas.

With regard to Direction 3.3 – Create healthy built environments, the Planning Proposal will encourage a healthy community by creating a mixed-use precinct that can support physical activity and connect and strengthen communities. Specifically, the Planning Proposal will integrate land use and transport to encourage active modes of travel, such as walking and cycling, and will provide for public space that is safe, clean and attractive and of which, will encourage social interaction.

The Planning Proposal will also provide for a new Turramurra Library, which will be co-located with other community facilities, retail shops and residential apartments. According to Direction 3.4 – Promote Sydney's heritage, arts and culture, the use of local cultural infrastructure, such as libraries, can deliver benefits to communities by increasing social participation. Further to this, growth in local arts and culture can be fostered through partnerships and shared resources, such as local co-working spaces. It is therefore considered that the Planning Proposal is consistent with Direction 3.4.

Ku-ring-gai is within the North District. The Ray Street Precinct is serviced by the North Shore Rail Line. The corridor along this rail line has been identified for accelerated urban renewal. The future redevelopment of the Ray Street Precinct will therefore be well-connected and accessible.

Q4. Is the planning proposal consistent with a council's local strategy or other local strategic plan?

Ku-ring-gai Council Community Strategic Plan 2030

Yes. The Planning Proposal is consistent with the Ku-ring-gai Council Community Strategic Plan 2030, which includes references to implementing planning objectives for the local centres.

The Community Strategic Plan is based around the following principle activity areas that align with Council's Management Plan:

- Community development,
- Urban environment,
- Natural environment,
- Planning and development,
- Civic leadership and corporate services,
- Financial sustainability.

Community Development

The proposed reclassification will assist in meeting the aim to make Council's community and cultural programs and services accessible, affordable and meet current and emerging needs.

Urban Environment

The proposed reclassification will assist in an aim that Council's assets are managed effectively to meet community needs and standards within available resources.

Natural Environment

As noted previously in this report, the subject sites are predominantly hard paved public car parks with some significant trees located along the edges. There are no heritage items present or areas of biodiversity significance. Therefore, the natural environment will not be affected by the proposed rezoning and reclassification process.

Planning and Development

The proposed reclassification and re-zoning will assist in ensuring that the urban areas will become more liveable and sustainable to State Government and community demands for the provision of additional housing, greater housing choice and associated facilities.

Financial Sustainability

The proposed reclassification and re-zoning will assist in meeting the aim that Council effectively manages its financial position to meet community expectations for projects and service delivery. The reclassification of the land to an operational status will assist Council in the development of a community hub for Turramurra. Council has an adopted 20 year long-term financial model to assist in the financial planning and delivery of strategic projects.

Draft Turramurra Community Facilities Study

Consultants were engaged in May 2014 to undertake the Turramurra Community Facilities Study, which sought to determine a successful network of community facilities across the Turramurra catchment in line with the principles proposed in the Ku-ring-gai Community Facilities Strategy 2014. A draft Study has been completed.

The draft Study identified a deficit in community centre floor area within the Turramurra catchment and in response, supported the provision of a new district level community facility comprising a library and multi-purpose community centre on the existing library site in Ray Street. In line with the floor area recommendations for district community centres identified in the Strategy and to address the deficit in the catchment, the new district level community facility is to comprise a floor area of 1,200-1,500m².

The Planning Proposal is consistent with the findings and recommendations of the draft Study as it provides flexibility to implement Council's preferred Design Option 2CA, which incorporates a new district level community facility with almost 3,000m² of floor space.

Ku-ring-gai Local Centres Development Control Plan 2013

The development objectives of the area are expressed in the KDCP, namely:

Precinct T1 – Pacific Highway and Ray Street Retail Area:

- *i.* In the future this precinct will become a community focal point, centred on a large new town square. A new Turramurra branch library will also be provided fronting the proposed public space.
- *ii.* This area will also become a **major shopping destination** with a new larger supermarket and associated specialty shops.
- *iii.* **Forbes Lane will be widened** (through development setbacks) to create a new two-way street with on-street parking and "kiss-and-ride" area for the train station.

- iv. Shop-top housing will be provided on the retail podium providing further support for the retail and community uses. Council's **parking will be relocated to new basement parking** upon redevelopment.
- v. Shops along the Pacific Highway will be encouraged to have an active street frontage to Forbes Lane to create a quieter shopping precinct away from the Pacific Highway which will also activate the laneway. [emphasis added]

Precinct T1 will therefore be developed for a mix of land uses with substantial community facilities that are the responsibility of the Council to provide. A master plan for the precinct has been prepared which reflects this mix of uses. A key feature of the master plan is for Council to use its substantial land assets in the precinct to realise new community assets such as a town square, linear park, library and other community facilities. Some of these assets, such as the basement parking, may optimally be provided in strata as part of a comprehensive development of the land in the precinct.

Although the Planning Proposal includes the removal of an RE1 Public Recreation zone from 5 Ray Street and 1275 Pacific Highway, this does not mean there will not be open space provided in the Turramurra centre. The preferred development option 2CA for the Ray Street Precinct shows provision of at least 4,000 square metres of town square and linear park in a similar location to that envisaged in the Local Centres LEP. The precise location for this open space will be firmed up as part of the detailed design of the Turramurra Community Hub. The current strict RE1 zoning applying to these two sites is likely to prevent locating the open space in the optimum location bordering the adjoining retail and residential redevelopment. The current Community Land classification on Council's land prevents Council offering its land assets into a comprehensive redevelopment scheme involving the private sector.

A Planning Proposal, that will allow the Council to flexibly plan and deliver the proposed community facilities, is therefore considered appropriate.

Ku-ring-gai Council Car Parks – Generic Plan of Management

The subject land at 5 Ray Street and 12 William Street, Turramurra, are identified in Council's Generic Plan of Management for Car Parks. The rezoning and reclassification of the subject land would not result in the immediate removal of the sites from the management arrangements under the Plan of Management.

Q5. Is the planning proposal consistent with applicable State Environmental Planning Policies?

Yes. The State Environmental Planning Policies (SEPPs) that are directly relevant to the Planning Proposal are detailed and reviewed below. For a complete checklist of SEPPs, refer to **Appendix D**.

In summary, it is considered that the Planning Proposal for rezoning and reclassification of the two Council owned sites is not inconsistent with any of the SEPPs. However, further compliance and consistency with the SEPPs will need to be considered during the assessment of any future development application involving the subject sites.

The following is a discussion of those SEPPs that apply to this Planning Proposal.

State Environmental Planning Policy (Infrastructure) 2007

The key objective of the Policy is to assist in facilitating the delivery of infrastructure by introducing consistent planning regime, which provides greater certainty regarding the planning provisions applying to infrastructure projects across NSW.

This Planning Proposal does not contradict or repeat any provision within the Policy. Any future development within the subject sites will need to be in accordance with the provisions of the Policy.

Based on the above, the Planning Proposal is consistent with this SEPP.

State Environmental Planning Policy No. 19 – Bushland in Urban Areas

The key objective of this SEPP is to protect and preserve bushland within urban areas due to its value to the community, its aesthetic value and its value as a recreational, educational and scientific resource. The Policy is designed to protect bushland in public open space zones and reservations, and to ensure that bush preservation is given a high priority when local environmental plans for urban development are prepared.

As noted previously in this report, the subject sites are predominantly hard paved public car parks with some trees located throughout. This Planning Proposal is considered to be consistent with the objectives of this Policy as it aims to secure Council's strategic vision for the Ray Street Precinct.

State Environmental Planning Policy No. 32 – Urban Consolidation

This SEPP focuses on the redevelopment of urban land that is no longer required for the purpose it is currently zoned or used, and encourages local councils to pursue their own urban consolidation strategies to help implement the aims and objectives of the Policy.

The Planning Proposal is consistent with the provisions of this SEPP as it facilitates urban consolidation by increasing the amount of land available for redevelopment in an existing urban environment.

State Environmental Planning Policy No. 55 – Remediation of Land

This SEPP introduces planning controls for the remediation of contaminated land. The Policy states that land must not be developed if contamination renders it unsuitable for a proposed use. If the land is unsuitable, remediation must take place before the land is developed.

A Phase One (1) Environmental Site Assessment has been undertaken for the subject sites. A copy of the Environmental Site Assessment is attached at **Appendix E**. In summary the following conclusions were made:

- There is a low to medium likelihood of unacceptable contamination to be present on the sites, as a result of past and present land use activities.
- Further assessment would be required to assess the suitability of the site for future land uses.
- Potential future land use options should be identified prior to undertaking further assessment works, to enable appropriate human and environmental health exposure scenarios to be considered during those assessment works.
- Further contamination assessment work should be undertaken by a suitably experienced environmental consultant.

Based on the above, this Planning Proposal is consistent with the provisions of this SEPP.

Sydney Regional Environmental Plan No 20—Hawkesbury-Nepean River

This deemed SEPP identifies policies and strategies that should be taken into consideration in the preparation of environmental planning instruments and development control plans that applies to land subject to the deemed SEPP. The policies and strategies aim to protect the environment of the Hawkesbury-Nepean River system by ensuring that the impacts of future land uses are considered in a regional context.

The Planning Proposal is consistent with the deemed SEPP and any future development within the subject sites will need to be in accordance with the provisions of the Policy.

Q6. Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?

The Section 117 Directions that are relevant to the Planning Proposal have been detailed below. For a complete checklist of Section 117 Directions, refer to **Appendix F**.

Applicable s117 Direction	Consistency of the Planning Proposal and Comments
 Employment and Resources Business and Industrial Zones Objectives (1) The objectives of this direction are to:	Consistent. The objectives and planned future character statement for the Ray Street Precinct are set out in the KDCP. The Planning Proposal furthers these objectives and character statement by facilitating a future comprehensive renewal of the most strategic land in the Turramurra centre. The Planning Proposal will facilitate an optimal arrangement of retail, commercial, residential, community and open space uses. The Planning Proposal will result in a modest increase in the amount of Business zoned land and the potential floor space area available for employment uses in the LGA. The extra potential will apply to land that is within an existing centre.
 Environment and Heritage Heritage Conservation Objective The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance. 	 Consistent. In summary, the purpose of this Direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance. The subject sites do not contain any items, areas, objects and places of environmental heritage significance and indigenous heritage significance. The heritage items nearest to the subject sites are: the Rohini House Gates situated on the Railway lands (part Lot 1 DP 1129573) to the east of the subject sites. This is listed as an item of local heritage significance under Schedule 5 of the Local Centres LEP (Item No. 1161). a dwelling house on the opposite side of Ray Street (8 Ray Street, Lot 4 DP 11752). This is listed as an item of local heritage significance under Schedule 5 of the Local Centres (Item No. 1162). "Hillview" on the opposite side of the Pacific Highway (1334 Pacific Highway, Lot 7, DP 214733) to the south of the subject sites. This is listed as an item of local heritage significance under Schedule 5 of the Local Centres (Item No. 1155). Hillview Garages on the opposite side of the Pacific Highway (1340 Pacific Highway, Lot 6, DP 26828). This is listed as an item of local heritage significance under Schedule 5 of the Local Centres (Item No. 1156) Former Commonwealth Bank building on the opposite side of the Pacific Highway, Lot 5, DP 132873). This is listed as an item of local heritage significance under Schedule 5 of the Local Centres (Item No.1157) Commercial buildings on the opposite side of the Pacific Highway, Lot 5, DP 132874; Lot 8, DP 237813). These are listed as an item of local heritage significance under Schedule 5 of the Local Centres (Item No.1157)

Арр	licable s117 Direction	Consistency of the Planning Proposal and Comments
		Any future development of the sites will need to address any potential impacts on the existing heritage items.
3.	Housing, Infrastructure and Housing Development	Consistent.
3.1	Residential Zones	This Direction applies as the Planning Proposal will affect land within the B2 Local Centres Zone, which permits residential
Obje	ctives	development with consent.
(1)	 The objectives of this direction are: (a) to encourage a variety and choice of housing types to provide for existing and future housing needs, (b) to make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services, and (c) to minimise the impact of residential development on the environment and resource lands. 	 As detailed at Direction 1.1 above, the Planning Proposal aims to provide enough flexibility to achieve the strategic objectives and planned future character for the Ray Street Precinct, which supports residential apartments in mixed use buildings to support the viability of retail uses. The Planning Proposal is consistent with this Direction as it will: increase the total potential floor space available for residential type uses (shop-top housing), encourage a variety and choice of housing types within close proximity to infrastructure and public services, facilitate the implementation of social infrastructure to serve the Turramurra community through the Turramurra Community Hub masterplan.
3. 3.4 Obje (1)	 Housing, Infrastructure and Urban Development Integrating Land Use and Transport ctive The objective of this direction is to ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts achieve the following planning objectives: (a) improving access to housing, jobs and services by walking, cycling and public transport, and (b) increasing the choice of available transport and reducing dependence on cars, and (c) reducing travel demand including the number of trips generated by development and the distances travelled, especially by car, and (d) supporting the efficient and viable operation of public transport services, and (e) providing for the efficient movement of freight. 	Consistent. As detailed at Direction 1.1 above, the subject sites are situated within the Ray Street Precinct, which is an 'island' of land between the Pacific Highway and the North Shore Rail corridor. The sites adjoin the Turramurra Railway Station and a new pedestrian bridge, which provides direct access over the railway line to Rohini Street to the rest of the Turramurra centre. The Planning Proposal is consistent with this Direction as it wi increase the total potential floor space area available for development of employment uses, shop-top housing and related public services within close proximity to high frequency public transport services. A Precinct-wide masterplan, which is currently being prepared will aim to capitalise on the Precinct's favourable location to the transport corridors and existing pedestrian linkages. Key design principles for the masterplan will also focus heavily on improving pedestrian and vehicular access arrangements.
6.	Local Plan Making	Consistent.
6.1	Approval and Referral Requirements	This Planning Proposal does not propose to include additional provisions in the Local Centres LEP that require the concurrence, consultation or referral to a Minister or public authority. It is therefore, consistent with this Direction.
Obje (1)	ctive The objective of this direction is to ensure that LEP provisions encourage the efficient and appropriate assessment of development.	Despite the above, due to the sites proximity to the Pacific Highway and the North Shore Rail Corridor, future DAs may require the concurrence of, consultation with or referral to the RMS and RailCorp (Sydney Trains) respectively.

Арр	licable s117 Direction	Consistency of the Planning Proposal and Comments
6.	Local Plan Making	Justifiably inconsistent.
6.2	Reserving Land for Public Purposes	The Planning Proposal seeks to rezone part of 5 Ray Street (part Lot 2 DP 221290) and 1275 Pacific Highway (Lot 1 DP 81994) which are currently zoned for public recreation purposes.
(1)	 The objectives of this direction are: (a) to facilitate the provision of public services and facilities by reserving land for public purposes, and (b) to facilitate the removal of reservations of land for public purposes where the land is no longer required for acquisition. 	Council is the relevant public authority in this instance and the Director General's concurrence to the reduction of RE1 Public Recreation zoned land is ultimately sought via this Planning Proposal. The Planning Proposal demonstrates the strategic objectives of Ku-ring-gai Council with respect to the delivery of civic, community and cultural facilities at Turramurra. Ku-ring-gai Council is also increasing the provision of new open space in areas of intensive redevelopment through its adopted Open Space Acquisition Strategy. Collectively, the planned acquisitions and deliveries will well-exceed the area affected by the reclassified and rezoned properties. Master planning for the Ray Street Precinct is currently underway, which aims to deliver the Turramurra Community Hub. Although it is proposed to remove the RE1 Public Recreation zoned land the Ray Street Precinct, the current master plan shows that the future development of the site will include a much greater area of open space than envisaged by the current zoning. The preferred development option 2CA for the Ray Street Precinct shows provision of at least 4,000 square metres of town square and linear park in a similar location to
		that envisaged in the Local Centres LEP. The current strict RE1 zoning applying to these sites is likely to prevent locating the open space in the optimum location bordering the adjoining retail and residential redevelopment. The current Community Land classification on Council's land prevents Council offering its land assets into a comprehensive redevelopment scheme involving the private sector. Based on the above, the proposed removal of the RE1 Public
		Recreation zone from part of 5 Ray Street and 1275 Pacific Highway is justifiably inconsistent with the Direction.
		There is an existing Road Reservation on 1275 Pacific Highway, Turramurra. The Road Reservation was requested to be included by the RMS during the public exhibition of the Draft Local Centres LEP 2012. The Planning Proposal does not seek to remove or amend this Road Reservation on 1275 Pacific Highway, Turramurra.
7.	Metropolitan Planning	Consistent.
	Implementation of the Metropolitan Plan for Sydney 2036	Since this Direction was made the State Government has adopted <i>A Plan for Growing Sydney</i> as the new metropolitan plan to replace <i>Metropolitan Plan for Sydney 2036</i> .
 Objective (1) The objective of this direction is to give legal effect to the vision, transport and land use strategy, policies, outcomes and actions contained in the Metropolitan Plan for Sydney 2036. 	The <i>Plan for Growing Sydney</i> sets the framework for the delivery of the Government's vision for Sydney: 'a strong global city, a great place to live'. A key goal of the Plan is to create more vibrant places and revitalised suburbs where people want to live – welcoming places and centres with character and vibrancy that offer a sense of community and belonging.	
		This Planning Proposal is considered to be consistent with the key goals of the Plan as it will facilitate a high quality development within the Ray Street Precinct, including co- located community facilities, retail shops and residential apartments that would create a community hub for the residents of Turramurra.
		The Precinct is strategically positioned between the Pacific Highway and North Shore Rail Corridor and as such, the planned future re-development will be well-connected and

Applicable s117 Direction	Consistency of the Planning Proposal and Comments
	accessible.

Should the Planning Proposal be supported at the Gateway Determination, further details on consistency with Ministerial Directions will be provided following consultation with the relevant public and private authorities.

Section C – Environmental, social and economic impact

Q7. Is there any likelihood that critical habitat or threatened species, population or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

As detailed previously within this report, the subject sites are predominantly hard paved public car parks containing minimal vegetation and no remnant vegetation. There are no areas of biodiversity significance.

There are no likely impacts on threatened species or ecological communities that would preclude the rezoning and reclassification of the subject sites.

Q8. Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

The intent of the proposed rezoning and reclassifications is to ensure that Council's strategic objectives and planned future character for the Ray Street Precinct can be achieved.

Overall, should development of the Ray Street Precinct be undertaken in a coordinated manner with site amalgamation, as planned, there is potential for a range of environmental improvements to be achieved, including:

- The provision of a new town square and streetscape improvements would allow additional tree planting.
- Council's stormwater management requirements would ensure significant improvements to stormwater management within the Precinct.
- New shops, cafés and restaurants will make the area safer at night.

The Planning Proposal is not expected to result in any significant unanticipated traffic impacts. The overall floor space proposed in masterplan option 2CA is well below that tested for the Ray Street Precinct as part of the *Turramurra Town Centre Traffic and Car Parking Study* undertaken in 2006-2008. Additional traffic modelling of the whole Turramurra Centre is currently being undertaken as part of the process of refining the detailed masterplan. This will be available for the public exhibition of the final masterplan and this planning proposal. Further modelling will also be required at the DA stage the traffic impacts are anticipated to be manageable within the recommendations of that study.

Q9. Has the planning proposal adequately addressed any social and economic effects?

Social Effects

The rezoning and reclassification of the sites will have social benefits for the Turramurra community.

Collectively, the Ray Street Precinct has the potential to provide new community buildings that will provide a high level of social benefit to the community. The opportunity cost to Council by not proceeding with the proposed reclassification and rezoning is that such public infrastructure and facilities may not be delivered for many years, if at all.

Council's Community Strategic Plan 2030 recognises the community's vision for Ku-ring-gai as a place with infrastructure and facilities that accommodate the needs of the community. The Plan further emphasises the desire for an adopted program for the implementation of new facilities, identified funding sources and a program to maintain Council's assets at a sustainable standard.

As detailed further in this report, the majority of the Ray Street Precinct is currently utilised for car parking by shoppers, commuters and local business owners. Beyond this function, the Precinct provides very little social benefit to the community and is very much an under-utilised asset for Council.

The proposed reclassification and rezoning of the subject sites will help secure Council's strategic objective to facilitate a high quality and coordinated development within the Ray Street Precinct, which would deliver a community and recreational 'hub' for the residents of Turramurra.

This Planning Proposal is needed to bring into effect the Turramurra Community Hub masterplan. The masterplan will achieve the following social benefits:

- Creation of a pedestrian spine along Forbes Lane through to Rohini Street and connecting to the Turramurra Community Service Centre on Gilroy Lane.
- Activation of the rear of the shops along the Pacific Highway.
- Creation of a green corridor adjoining the railway corridor.
- Provision of a pedestrian and cycle access way from the Pacific Highway north along the edge of the rail corridor linking to the cycle way on the east of the rail line.
- Creation of a large, level, accessible and centrally located town square.
- Co-location of the proposed library and community centre in a location adjoining the proposed town square.

A key aspect of the chosen masterplan option for the precinct is the relocation of the Turramurra Village Park, at 1275 Pacific Highway, and utilise the site for a community building. Council engaged a specialist to survey the number of people who use Turramurra Village Park over a 5 day period (Wed-Sun) in 2015. In total 207 used the park over this period, with 51% of people walking through the park, with an average stay of 1.5minutes and the majority of users staying less than 17minutes.

The removal of the park from this location does not mean that there will be no open space provided in the Turramurra Centre. The chosen masterplan option shows the provision of at least 4,000sqm open space comprising of a town square and a linear park. The proposed open space and park in the masterplan will cater for existing users of the park, as well as a range of new users who currently do not use the area for recreation.

Also, Council is currently undertaking an extension of Cameron Park, which is on the opposite side of the Turramurra railway station, about 100m to the north east. Council acquired an additional 2,600sqm of land through Section 94 funds, effectively doubling the size of the park to over 5,500sqm.

Accordingly, the open space and park area provided within the proposed masterplan, and the expansion of the existing Cameron Park, balance the loss of the existing Turramurra Park at 1275 Pacific Highway.

Economic Effects

The rezoning and reclassification of the sites will have economic benefits for both the Turramurra local community and Council.

Should re-development of the Ray Street Precinct be undertaken in line with Council's strategic objectives, there is potential for a range of economic benefits to be achieved. Such benefits may include the following:

- Activation and re-invigoration of a declining commercial centre
- Generation of local employment and investment
- Potential development contribution funds
- Potential increase in value of the Council's assets
- Potential gain in actual or prospective revenue through the future sale and leasing of land
- Reduced maintenance of new building assets
- No funding shortfall for Turramurra community facilities in Council's Long Term Financial Plan
- Access to land, improved local retail services and reduction in the proportion of retail expenditure that escapes the LGA.

Section D – State and Commonwealth Interests

Q10. Is there adequate public infrastructure for the planning proposal?

The proposal may result in minor increases in demand for facilities in an existing urban area where all utility services are available.

Consultation with key agencies about the capacity to service the sites was not undertaken prior to submitting this Planning Proposal to the Department of Planning and Environment. Consultation will need to be undertaken with the public authorities.

Consultation with State and Commonwealth agencies will be undertaken in accordance with **Part 5** of this Planning Proposal.

Q11. What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?

At this stage, the appropriate State and Commonwealth public authorities have not been identified or consulted, and the Gateway Determination has yet to be issued by the Minister for Planning and Environment. Consultation with the following Government authorities, agencies and other stakeholders in regard to this Planning Proposal are proposed to include:

- NSW Department of Planning and Environment;
- Roads and Maritime Services;
- Sydney Water Corporation;
- Energy Australia;
- NSW Department of Transport.

Council seeks confirmation of the above list through the Minister's Gateway Determination.

Part 4 – Mapping

The land the subject of the planning proposal

The land the subject of the planning proposal



Current land use zone(s) applying to the land

Current land use zone(s) applying to the land



Current development standards relating to the land (FSR, height, minimum lot size)

Floor Space Ratio:

Current development standards relating to the land



Height of Building:

Current development standards relating to the land



The proposed zoning

The proposed alternative zone



Maps illustrating the extent of the proposed revised development standards

Proposed Floor Space Ratio:





Proposed Height of Building:

The proposed revised development standard



Aerial photograph

Aerial photographs



Part 5 – Community Consultation

Proposed Community Consultation Strategy

Extensive community consultation on the Planning Proposal will be undertaken by Council in accordance with the Department of Planning's guidelines, including 'A Guide to Preparing Local Environmental Plans' and 'A Guide to Preparing Planning Proposals'.

Council's consultation methodology will include, but not be limited to:

- Forwarding a copy of the Planning Proposal, the Gateway Determination and any relevant supporting studies or additional information to State and Commonwealth public authorities identified in the Gateway Determination.
- Undertaking consultation as required in accordance with requirements of a Ministerial Direction under Section 117 of the EP&A Act and/or consultation that is required because, in the opinion of the Minister (or delegate), a State or Commonwealth public authority will be or may be adversely affected by the proposal.
- Giving notice of the public exhibition in the main local newspaper (The North Shore Times).
- Exhibiting the Planning Proposal in accordance with the Gateway Determination. It is assumed this would require an exhibition period of at least 28 days duration.
- Exhibiting the Planning Proposal pursuant to Section 57 and the supporting documentation at Council's Administration Centre and on Council's website.
- Notifying the Planning Proposal's exhibition on Councils' website, including providing copies of the Planning Proposal, all supporting studies and additional information and the Gateway Determination.
- Notifying affected landowners and adjoining landowners where relevant.
- Holding a Public Hearing.
- Any other consultation methods deemed appropriate for the Proposal.

Reclassification of Council Land

Pursuant to Section 55(3) of the Act, the Director-General may issue requirements with respect to the preparation of a planning proposal. In this regard, the Department of Planning Guideline *A Guide to Preparing Local Environmental Plans* sets out the Director-General's requirements regarding the matters that must be addressed in the justification of all planning proposals to reclassify public land.

These requirements are addressed below:

Is the planning proposal the result of any strategic study or report?

Yes. As outlined at Part 3 Section A of this Planning Proposal, Council resolved, at the Ordinary Meeting held on 12 November 2014, to prepare a Planning Proposal to reclassify 5 Ray Street (Lot 2 DP 221290) and 12 William Street (Lot 1 DP 519532) from Community Land to Operational Land, and to remove the RE1 Public Recreation Zone and replace it with the B2 Local Centre Zone.

At the Council meeting held 9 December 2014, Council resolved to adopt Option "2CA" as the preferred option for purposes of public exhibition, and the basis on which to prepare a Draft Master Plan for the site. A key aspect of option '2CA' is the proposal to relocate Turramurra Village Park and utilise the existing park site for a community building.

Council resolved at the meeting held on 8 December 2015, to amend the existing Planning Proposal applying to 5 Ray Street and 12 William Street to also incorporate the Turramurra Village Park site at 1275 Pacific Highway, Turramurra (Lot 1 DP 81994). Council resolved to reclassify 1275 Pacific Highway from Community Land to Operational Land and to rezone the site to B2 Local Centre.

Is the planning proposal consistent with the local council's community plan, or other local strategic plan?

Yes. As detailed at Part 3 Section B, this Planning Proposal is considered to be consistent with the Ku-ring-gai Council Community Strategic Plan 2030.

If the provision of the planning proposal include the extinguishment of any interests in the land, an explanation of the reasons why the interests are proposed to be extinguished

Available Council records suggest that there are no unregistered interests in the sites that would need to be extinguished.

The concurrence of the landowner, where the land is not owned by the relevant planning authority.

Council is the landowner of the subject sites and has endorsed the preparation of the Planning Proposal.

Part 6 – Project Timeline

The timeline for the progression of this Planning Proposal is indicated in the following Table:

Stage	Timing
Anticipated commencement date (date of Gateway determination)	31 March 2016
Agency consultation	4 April 2016 (28 days consultation)
Notification of Exhibition	Friday 29 April 2016
Commencement and completion dates for public exhibition period	Friday 29 April 2016 – Friday 27 May 2016 (28 days exhibition)
Target date for Advertising Public Hearing in the Local Press	Friday 3 June 2016 (Minimum 21 days in advance of hearing)
Prospective dates for public hearing	Week beginning Monday 27 June 2016
Timeframe for consideration of submissions	July 2016
Timeframe for Chairperson's Report	3 Weeks – 22 July 2016
Preparation of Report to Council	July 2016
Targeted Dates for Ordinary Meeting of Council	9 August 2016
Legal drafting / Plan Making / Return to Department	August 2016
Anticipated date RPA will forward to the Department for notification.	August 2016

Conclusion

The Planning Proposal is to amend the Local Centres LEP to reclassify and re-zone land owned by Council, being 5 Ray Street (Lot 2 DP 221290) 12 William Street (Lot 1 DP 519532), and 1275 Pacific Highway (Lot 1 DP81994), Turramurra and William Street road reserve.

The Planning Proposal is in accordance with the objectives of *A Plan for Growing Sydney*, applicable State Environmental Planning Policies and Section 117 Directions as well as local strategic directions adopted by Ku-ring-gai Council. The Proposal forms part of Council's strategic objective to proactively facilitate a high quality development within the Turramurra Town Centre, which would incorporate community facilities, retail shops and residential apartments. There are not considered to be any negative environmental, social or economic impacts arising as a result of the Planning Proposal.

It is therefore requested that the Council resolve to forward this Planning Proposal to the Department of Planning and Environment for LEP Gateway Determination in accordance with the EP&A Act.