

8.4 Planning Proposal - 26 Campbell Avenue, Cromer

EXECUTIVE SUMMARY

Purpose

To seek a Council resolution to prepare an amendment to the Warringah Local Environmental Plan for the rezoning of land 26 Campbell Avenue, Cromer, otherwise known to Council as the Evergreen Tennis Centre.

Summary

- The Evergreen Tennis Centre closed in December 2010.
- The proponent made an application to rezone the land in February 2011.
- The proposal involves:
 - rezoning of 1.4 hectares (84%) of the land to residential and creation of 34 lots;
 - dedication of 2,840 square metres (16%) of land to Council and rezoning to Public Recreation.
- The proposal was publicly exhibited and notified to nearby residents for one month in February/ March 2011.
- The application has been assessed by Council against the relevant statutory planning and policy considerations.
- Support of the proposal is recommended.

**RECOMMENDATION OF ACTING DEPUTY GENERAL MANAGER
STRATEGIC AND DEVELOPMENT SERVICES**

- A. That Council support the Planning Proposal – 26 Campbell Avenue, Cromer.
 - B. That Council refer the Planning Proposal, and any relevant supporting information, to the Department of Planning and Infrastructure for a Gateway Determination pursuant to Section 54 of the Environmental Planning and Assessment Act.
 - C. That Council notify the applicant, Binburra Pty Ltd, of its decision.
 - D. That Council notify at all persons who made submissions of Council's decision.
 - E. That should the Department of Planning and Infrastructure require additional information to enable the amending LEP to proceed, this be provided by Council staff, as required.
 - F. That development controls relating to the development of the land be incorporated in an amendment to the draft Warringah Development Control Plan 2009.
 - G. That Council staff work with the proponent to develop a Voluntary Planning Agreement to facilitate the Planning Proposal for the site.
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REPORT

The proposal seeks to rezone the land at 26 Campbell Avenue Cromer. Two outcomes will result from the proposal:

- Rezoning of 1.4 hectares (84%) of the land to residential
- Dedication of 2,840 square metres (16%) of land to Council and rezoning to Public Recreation

The reasons to support the proposal are summarised as follows:

Infrastructure available and no significant environmental constraints

- The land is serviced with the necessary infrastructure to support residential development. The site is a large contiguous area, in single ownership; within an established urban area, and is within proximity to a range of services.
- There are no significant environmental constraints applicable to the land. Much of the site is built upon, housing some 14 tennis courts, 8 squash courts, beach volley ball courts, administration building, car parking and other associated facilities. The land is capable of accommodating residential development.

Compatibility with surrounding land

- Residential development of the site is compatible with surrounding land uses, particularly in terms of the site's sensitive boundary interfaces with residential land to the west, south, and east.
- The site's use for active recreational purposes presents a higher potential for conflict with adjoining and nearby residences. For example residences that adjoin the southern boundary of the site (from the northern side of Brazzano Place) are currently within 7-15 metres of flood-lit tennis courts which when in operation has a number of amenity impacts over and above that of an adjoining residential dwelling. This is reflected by the fact that the 6 submissions in support of the proposal were received from residents close to the site. It is also relevant to acknowledge that the site's present zoning permits a range of uses which have higher potential for adverse impacts, for example, go-kart track, registered club, golf driving range, skateboard ramp.

Housing Supply

- Housing is in high demand. Estimates are that the Warringah LGA needs to grow by around 10,000 to 16,000 dwellings over the next 20 years (to 2031). Even if 12,000 dwellings is assumed to be the growth rate, this equates to a delivery rate of 600 dwellings a year, whereas current estimates show that only half this rate is being achieved with around 300 new dwellings being delivered.
- There are a range of sound social and economic principles as to why housing supply needs to keep pace with demand, for example, to maintain downward pressure on housing prices, to provide housing that is responsive to peoples needs at the different stages of their life, to provide a sufficient range of housing types and products to meet different price levels within the housing market.
- Council has taken a number of positive steps to address this challenge through the development of a Housing Strategy. However efforts in developing the Strategy stalled in July 2011 following the significant community concern raised by the residents of Narraweena. As a result Council resolved to cease working on a housing strategy until the State Government

commits to funding infrastructure upgrades to support the level of growth that has been forecast.

- However whilst the Housing Strategy is yet to be resolved it is relevant to distinguish the issues between infrastructure and housing growth that are associated with the draft Housing Strategy and those issues associated with the proposed rezoning of the site. Some clear distinctions can be drawn.
- Firstly, the site is well located to benefit from a range of established infrastructure provisions including proximity to: open space, the adjacent off-road walking and cycling link, public transport, nearby shops, services and employment areas. The advantages of the site's location and level of infrastructure available do not trigger the need for a larger scale, strategic assessment of these issues.
- Secondly, as a single, albeit large site at 1.7ha, it has the potential to deliver 34 dwellings. Whereas the draft Housing Strategy, in contemplating the growth of Narraweena for example, foreshadowed growth levels of 3,675 new dwellings over an area of approximately 65 hectares. The scales of the development outcomes are significantly different and the need for a larger scale, strategic assessment of these issues is not triggered.
- The development of housing on the site is consistent with the principles of concentrated growth in and around town centres, and within close proximity to public transport links/corridors. In this sense the proposal is consistent with the principles that underpin Council's Residential Development Strategy 1998, its draft Housing Strategy 2010 and indeed the Metropolitan Strategy. There is sufficient strategic planning justification to support the proposal.

Increased public open space

- The proposal will result in an additional 2,846 square metres of land being dedicated to Council for the purpose of public open space. This is viewed as a significant public benefit of the proposal to which a number of positive impacts are foreshadowed- as detailed below.

Dedication of land – enhancement of ecological value

- Much of the site is already developed (eg. levelled and surfaced with concrete based tennis courts) and much of it is capable of urban development for a number of potential uses (eg ice rink, registered club) under the current zoning. However the northern edge of the site, which is already developed, is within the natural riparian area of the Dee Why Creek. The proposal will return a significant portion of this sensitive land to public open space.
- The proposed rezoning of the site will expand the width of the creek line corridor, improve its natural qualities and better balance the corridor's functions as a recreation space and ecological habitat.
- Enhancement and expansion of Dee Why Creek / open space corridor which adjoins the northern boundary of the site. The proposal presents a significant opportunity to widen and enhance the narrowest section of an important bushland corridor. The corridor links the coastline to bushland areas in the western reaches of Warringah. Outcomes will be:
 - Better balancing of the land's dual functions: for recreational use as an off-road walking and cycling corridor and ecological functions as habitat for flora and fauna.
 - Improved habitat for flora and fauna, potential for enhanced biodiversity.

Recreation opportunities

- The Warringah area offers a wide range of recreational activities, across different zones and land tenures.

- As evidenced in Council's Recreation Strategy 2009, beaches, parks, walking trails and bushland are the most visited recreation assets, ahead of outdoor sporting facilities and playing fields.
- Warringah involvement in the provision of recreation is extensive with the provision of land estimated to be well over 800 hectares. This means that supply levels exceed the historical benchmark for open space provision which is 2.83 hectares of open space per 1,000 people of population. Warringah's population is estimated to be approximately 144,000, generating demand for 408 ha of open space, meaning that current supply exceeds the benchmark by a ratio of two to one.
- It is notable that two of the three most popular recreational pursuits (at least at the time the Warringah Recreational Strategy 2009 was prepared) being walking and cycling, are able to occur virtually irrespective of land zoning and land tenure considerations, that is, along roads (cycling) and footpaths (walking).
- Private recreational zoned land accounts for a small proportion of the supply in recreational activities. Furthermore court based sports make up a small proportion of the overall range of recreational activities.
- There has been no evidence to indicate that, in the time since the closure of the Evergreen site in December 2010, an undersupply of recreational opportunities or an unmet demand has been created.
- The proposed change in the site's zoning represents an insignificant impact on the supply of recreational facilities in Warringah.
- Under the present zoning controls applicable to the site there is no requirement for it to operate as a tennis centre. As such it is appropriate to consider the proposed zoning change in light of the wider spectrum of land uses permitted by the zone.
- In terms of the site's future use the site's poor access, lack of public visibility, small street frontage, and irregular site dimensions are considered salient and inherent characteristics that work against its future success for a renewed recreational use. Furthermore a number of the other uses permitted in the Private Recreation zone (eg, indoor recreation use, go-kart track, golf driving range, paint ball centre) are potentially incompatible with the adjoining residential housing. This is in part a reflection of the fact that residential development has built-up in the 34 years since the courts were originally developed on the site.
- For these reasons, and given the site's compatibility with adjoining residential development, absence of significant environmental constraints, and capability to accommodate residential development a change in the land's zoning is appropriate.

Conclusion

Taking the above matters into account, in deciding whether a change in the land's zoning is appropriate there are essentially 4 questions to consider:

1. Is the land capable of accommodating residential development?
2. Is the location appropriate for residential development?
3. Is the residential development compatible with surrounding land uses?
4. Is there sufficient land available in the area to meet demand for recreational pursuits?

The answer to all 4 questions is yes, and therefore support of the planning proposal is recommended.



Background

The Department of Planning and Infrastructure sets the form and structure for Planning Proposal reports. Accordingly, the report follows this structure and the full report is attached as a booklet to this Council agenda.

Financial Impact

Nil. The proponent has paid approximately \$24,400 as an application fee to assess and process the proposed LEP amendment.

Policy Impact

Amendment to Warringah LEP.

Group Manager Strategic Planning

Attachment Booklet – Planning Proposal WLEP – 26 Campbell Parade, Dee Why December 2011

