#### ORDINARY COUNCIL MEETING 8 DECEMBER 2015

#### CCL 8/12/15 162A NEWCASTLE ROAD, WALLSEND -ENDORSEMENT OF PROPOSED AMENDMENT TO NEWCASTLE LOCAL ENVIRONMENTAL PLAN 2012

Attachment A: Planning Proposal - 162A Newcastle Road, Wallsend

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# Reclassification and Rezoning of 162A Newcastle Road, Wallsend

December 2015

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### **162A Newcastle Road, Wallsend**

#### Summary of Proposal

Proposal	Reclassification of 162A Newcastle Road Wallsend from Community to Operational and rezoning of part of the site from RE1 Public Recreation to R3 Medium Density Residential
	Apply a minimum lot size, maximum building height and a floor space ratio on the residential zoned land.
Property Details	Lot 110 DP 9755, 162A Newcastle Road, Wallsend
Applicant Details	City Plan Services Suite 2, 14 Watt Street NEWCASTLE NSW 2300

#### Background

Newcastle City Council resolved on 9 December 2014 to further investigate the reclassification, rezoning and sale of six parcels of Council owned land that had been identified as being surplus to Council and community needs. The subject site, 162A Newcastle Road Wallsend, was included in this report.

Following further assessment of the site, it was identified that the site is used as rear lane access for a number of properties located in Drury Street and The Crescent, Wallsend. The intent of the Planning Proposal is to amend the planning framework to allow the rear lane access to be formalised.

City Plan Services on behalf of Newcastle City Council have lodged a request to amend Newcastle LEP 2012 by reclassifying the entire site, rezoning part of the site and adopting minimum lot sizes, building heights and floor space ratios similar to the adjoining residential zoned land of 162A Newcastle Road Wallsend.

Should the formalisation of the lane result in the disposal of the site, the proceeds from the sale of the land would be credited to the Land and Property Reserve and used to upgrade open space areas within Wallsend.

#### Site

The proposal consists of land at 162A Newcastle Road, Wallsend, described as Lot 110 DP 9755. The site is approximately 980m<sup>2</sup> and irregular in shape with the southern arm extending into Newcastle Road.

The site is predominately flat, with a slight slope upwards towards Newcastle Road; the site comprises a part gravel/bitumen entry road connecting directly to Newcastle Road. The remainder of the site is covered in grass.

The site is used for car parking and access to garages located on the rear boundaries of the adjoining properties. Although no formal visitation data is available for the site it is considered unlikely the site is used for recreation activities by the general public.

(see **Figure 1:** Subject Site). (see **Figure 2:** Air Photo of Site).









## Figure 2 -

### Part 1 - Objectives or Intended Outcomes

To reclassify all and rezone part of 162A Newcastle Road Wallsend to enable formalisation of the site as a vehicular lane.

### Part 2 - Explanation of Provisions

It s proposed to amend the Newcastle Local Environmental Plan 2012 by:

- Including the subject land within Part 1 Land classified or reclassified, as operational land – no interests changed within Schedule 4 Classification and reclassification of public land as follows:
  - a) Column 1 to read "Wallsend"
  - b) Column 2 to read "Lot 110 DP 9755, 162A Newcastle Road"
- Amending Map LZN\_002F by rezoning part of Lot 110 DP 9755 from Zone RE1 Public Recreation to Zone R3 Medium Density Residential.
- Amending Map HOB\_002F by including a maximum height limit of 10m to part of Lot 110 DP 9755.
- Amending Map FSR\_002F by including a maximum floor space ratio of 0.9 to part of Lot 110 DP 9755.
- Amending Map LZN\_002E to have a minimum lot size of 450m<sup>2</sup> to part of 110 DP 9755.

The effect of the proposed amendment is to reclassify the site from community to operational land and to rezone the land from RE1 Public Recreation to R3 Medium Density Residential.

### Part 3 – Justification

#### Section A - Need for the Planning Proposal

#### 1. Is the Planning Proposal a result of any strategic study or report?

The Planning Proposal is not a result of any strategic planning study but the result of a council resolution obtained after considering a report on various parcels of Council owned land that were identified as surplus to Council and community needs.

On 9 December 2014, Newcastle City Council considered a report recommending the sale of the subject site and five other Council reserves, subject to the land being able to be reclassified and rezoned to permit residential or commercial uses. The Council report included a Recreation Improvements Options paper which identified potential park improvement projects in the vicinity of each reserve which could potentially be funded from the disposal proceeds of surplus park assets. Following consideration of the report, Council resolved:

- "1. Council endorses all property actions, including the release of Land and Property Reserve funds to meet the associated cost to enable appropriate land zoning and reclassification of the following properties:
  - a) 4 Mayo Street, Jesmond Lot 20 DP 230341
  - b) 26 Edith Street, Waratah Lot 374 DP 755247
  - c) 162A Newcastle Road, Wallsend Lot 110 DP 9755
- 2. A report is to be presented back to Council following the public exhibition period undertaken as part of the reclassification process.
- 3. Subject to Council's consideration of responses to the public exhibition period (2 above) and any further decision arising from this consideration, should any properties be deemed to be suitable for sale, Council officers should prepare a report to Council on the outcome of the consultation and Council will determine whether sale of these properties is appropriate and the conditions of sale.
- 4. The net proceeds of the sale(s) are to be credited to the Land and Property Reserve and a report be presented to Council proposing local park improvements in accordance with paragraph 17(a) of the report."

## 2. Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Yes, amending the Newcastle LEP 2012 is considered the best means of achieving the objectives of the Planning Proposal

#### Section B - Relationship to strategic planning framework

3. Is the Planning Proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

#### Lower Hunter Regional Strategy (2006)

The Lower Hunter Regional Strategy applies to the land. The aim of this Strategy is to ensure that adequate land is available to accommodate the projected housing and employment growth in the Hunter Region over the next 25 years.

The intent of the Planning Proposal is to provide the planning framework to formalise rear lane access to existing dwellings. The Planning Proposal is not intended to create any additional dwellings.

## 4. Is the Planning Proposal consistent with the local council's Community Strategic Plan, or other local strategic plan?

#### Newcastle 2030 Community Strategic Plan

Council adopted the Newcastle 2030 Community Strategic Plan in February 2011, as revised in 2013. The Planning Proposal primarily aligns to the strategic direction 'Open and Collaborative Leadership' identified within the Newcastle 2030 Community Strategic Plan.

Compliance with the LEP amendment process, in particular section 57 – community consultation of the Environmental Planning and Assessment (EP&A) Act 1979, will assist in achieving the strategic objective; "Consider decision-making based on collaborative, transparent and ac countable leadership" and t he identified strategy 7.2b, which states: "Provide opportunities for genuine and representative community engagement in local decision making".

#### Local Planning Strategy

The Planning Proposal is consistent with the aims and objectives of the Local Planning Strategy.

#### Plans of Management for Community Land

There is no specific Plan of Management or specific actions for the site.

## 5. Is the Planning Proposal consistent with applicable State Environmental Planning Policies?

Consistency (of the Planning Proposal) with State Environmental Planning Policies is outlined in the table below.

Name of SEPP	Applicable	Consistency
SEPP No 1 (Development Standards)	No	
SEPP No 14 (Coastal Wetlands)	No	
SEPP No 15 (Rural Land sharing Communities)	No	
SEPP No 19 (Bushland in Urban Areas)	No	
SEPP No 21 (Caravan Parks)	Yes	Not Consistent. Caravan Parks are a permissible use in the RE1 Zone, but not in the proposed R3 Zone. Due to the small size and irregular shape of the site it is unlikely a caravan park would have been viable on the site.
SEPP No 26 (Littoral Rainforests)	No	
SEPP No 29 (Western Sydney Recreation Area)	No	
SEPP No 30 (Intensive Agriculture)	No	
SEPP No 32 (Urban Consolidation)	Yes	Consistent. The Planning Proposal is consistent with the aims and objectives of the SEPP. The R3 zone and associated proposed development controls allow for a range of multi-unit housing types, promoting urban consolidation.
SEPP No 33 (Hazardous and Offensive Development)	No	
SEPP No 36 (Manufactured Home Estates)	No	
SEPP No 39 (Spit Island Bird Habitat)	No	
SEPP No 44 (Koala Habitat Protection)	Yes	The SEPP applies to the entire LGA, however, the land is urban in nature and does not consist of areas of koala habitat.
SEPP No 47 (Moore Park Showground)	No	
SEPP No 50 (Canal Estate Development)	No	
SEPP No 52 (Farm Dams and Other Works in Land and Water Management Plan Areas	No	

#### Table 1 - Consideration of State Environmental Planning Policies

Name of SEPP	Applicable	Consistency
SEPP No 55 (Remediation of Land)	Yes	A search of Council records indicates the site in not listed on the contaminated land register. The site has been zoned or reserved as open space since at least 1960. However, there is some evidence following consultation with adjoining land owners that the site may have previously been used as a mechanical workshop which operated as part of a service station located on approximately 160-162 Newcastle Road Wallsend. To address this risk a preliminary contamination assessment can be prepared (if required) to support the Planning Proposal following a Gateway Determination.
SEPP No 59 (Central Western Sydney Economic and Employment Area)	No	
SEPP No 62 (Sustainable Aquaculture)	No	
SEPP No 64 (Advertising and Signage)	No	
SEPP No 65 (Design Quality of Residential Flat Development)	No	
SEPP No 70 Affordable Housing (Revised Schemes)	No	
SEPP No 71 (Coastal Protection)	No	
SEPP (Affordable Rental Housing) 2009	No	
SEPP (Building Sustainability Index: BASIX) 2004	No	
SEPP (Exempt and Complying Development Codes) 2008	No	
SEPP (Housing for Seniors or People with a Disability) 2004	No	
SEPP (Infrastructure) 2007	No	
SEPP (Kosciuszko National Park—Alpine Resorts) 2007	No	
SEPP (Major Development) 2005	No	
SEPP (Mining, Petroleum Production and Extractive Industries) 2007	No	
SEPP (Rural Lands) 2008	No	
SEPP (State and Regional Development) 2011	No	
SEPP (Sydney Region Growth Centres) 2006	No	
SEPP (Three Ports) 2013	No	
SEPP (Urban Renewal) 2010	No	
SEPP (Western Sydney Employment Area) 2009	No	
SEPP (Western Sydney Parklands) 2009	No	

## 6. Is the Planning Proposal consistent with applicable Ministerial Directions (s.117 directions)?

Consistency (of the Planning Proposal) with applicable s117 Ministerial Directions is outlined in the table below.

S117 Direction	Applicable	Consistent
1. Employment and Resources		
1.1 Business and Industrial Zones	No	
1.2 Rural Zones	No	
1.3 Mining, Petroleum Production and Extractive Industries	No	
1.4 Oyster Aquaculture	No	
1.5 Rural Lands	No	
2. Environment and Heritage		
2.1 Environment Protection Zones	No	
2.2 Coastal Protection	No	
2.3 Heritage Conservation	No	
2.4 Recreation Vehicle Areas	No	
3. Housing, Infrastructure and Urban Dev	velopment	
3.1 Residential Zones	Yes	Consistent. The Planning Proposal requests to utilise the existing land use provisions within the R3 zone, and development controls that are consistent with surrounding residential development.
3.2 Caravan Parks and Manufactured Home Estates	Yes	Not consistent. The RE1 zone permits the development of caravan parks and manufactured home estates with consent, whilst the R3 zone does not. However, the inconsistency is considered minor as the land is unsuitable for a caravan park or manufactured home estate due to its small size and irregular shape.
3.3 Home Occupations	No	
3.4 Integrating Land Use and Transport	Yes	The site lies within an accessible area, featuring a bus stop directly at front. The site is a 200m walk to Jesmond bus stop and Stockland shopping centre. The University of Newcastle Callaghan Campus is accessible via frequent bus services and nearby off road cycleway.
3.5 Development Near Licensed	No	

#### Table 2 - Consideration of Section 117 Directions

No

Aerodromes

3.6 Shooting Ranges

S117 Direction	Applicable	Consistent
4. Hazard and Risk		
4.1 Acid Sulfate Soils	Yes	Not consistent. This inconsistency is considered minor as the subject site is mapped as containing Class 5 soils on the Acid Sulfate Soils Map of the NLEP 2012. Class 5 is the least critical category. Additional development is not proposed on the site.
4.2 Mine Subsidence and Unstable Land	No	
4.3 Flood Prone Land	No	
4.4 Planning for Bushfire Protection	No	
5. Regional Planning		
5.1 Implementation of Regional Strategies	Yes	Consistent. The <i>Lower Hunter Regional</i> <i>Strategy</i> applies and the Planning Proposal is consistent with this strategy.
5.2 Sydney Drinking Water Catchments	No	
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	No	
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	No	
5.8 Second Sydney Airport: Badgerys Creek	No	
5.9 North West Rail Link Corridor Strategy	No	
6. Local Plan Making		
6.1 Approval and Referral Requirements	Yes	Consistent. The Planning Proposal does not request the introduction of any new referral or concurrence provisions.
6.2 Reserving Land for Public Purposes	Yes	Consistent. The Planning Proposal does propose to reduce the land zoned and reserved for public purposes.
		Therefore, the approval of the relevant public authority and the Director- General of the (former) Department of Planning to reclassify the land is being sought in accordance with Section 56 of the <i>Environmental Planning</i> & <i>Assessment Act 1979.</i>
6.3 Site Specific Provisions	Yes	Consistent. The Planning Proposal proposes to rezone the site to an existing zone already applying in the NLEP 2012.
7. Metropolitan Planning	1	
7.1 Implementation of the Metropolitan Plan for Sydney 2036	No	

The Department of Planning and Environment's Practice Note PN 09-003 outlines requirements for the public exhibition of a Planning Proposal. The information required for public exhibition is addressed in the table below.

Issue	Comment
Reason why the Planning Proposal is being prepared	The Planning Proposal is being prepared to reclassify the land to enable the formalisation of a lane and rear access to a number of properties in Drury Street and The Crescent Wallsend.
Current and proposed classification	Current classification: 'community' Proposed classification: 'operational'
Council's ownership of the land	The site is owned by Newcastle City Council
How and when the interest was acquired	The land was originally acquired from the Newcastle Wallsend Coal Company in July 1968 as part of a large transfer of various drainage reserve and public park and recreation spaces.
The reason Council acquired an interest in the land	As discussed above. The land was acquired as part of a large transfer of public recreation spaces. No records are available which indicate the reason for the acquisition of this site.
Any agreements over the land	There are no known agreements over the land.
An indication of any financial loss or gain from the reclassification	The reclassification will enable rear lane access to a number of properties in Drury Street and The Crescent Wallsend to be formalised. Further negotiation will be required with the adjoining land owners and Council to determine the best method for achieving access over Council land. At this stage it is not known if this process will result in a financial loss or gain to Council.
The asset management objectives being pursued	No asset management objectives are being pursued through the Planning Proposal.
Whether there has been an agreement for the sale or lease of the land	No agreements have been entered into for the sale or lease of the land.
Relevant matters required in plan making under the EP&A Act 1979	The reclassification is proposed to be carried out in accordance with: S55 Relevant Authority to prepare Planning Proposal S56 Gateway Determination S57 Community consultation.
A copy of the practice note	A copy of the practice note will be included with the exhibition material and is attached to the Planning Proposal.

#### Section C - Environmental, social, and economic impact

# 7. Is there any 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 subject site is within an established urban environment, vegetation is limited to maintained lawn grasses and one tree. It is unlikely that any critical habitat, threatened species, populations or ecological communities or their habitats will be adversely affected by the Planning Proposal.

## 8. Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?

#### Mine Subsidence

The site is not located within a Mine Subsidence District.

#### Hydrology and Water Management

The site is not located within a flood prone area.

#### Bushfire

According to Newcastle Bush Fire Hazard Map (2009) the land is not affected by bushfire risk or in the vicinity of such a risk.

#### Heritage

There are no listed items of environmental heritage on site or in the vicinity of the site.

#### Contamination

The subject site is not identified as being contaminated within Council's Contaminated Lands Database. A review of the historical zoning of the site indicates it has been zoned and/or reserved for the purposes of 'Open Space- Public Parks and Recreation' and similar uses since at least 1960. During this time, it was not expressly permissible to undertake any of the 'potentially contaminating activities' listed in Table 1 of the Contaminated Land Planning Guidelines.

However, there is some evidence following consultation with adjoining land owners that the site may have previously been used as a mechanical workshop which operated as part of a service station located on approximately 160-162 Newcastle Road Wallsend. To address this risk a preliminary contamination assessment can be prepared (if required) to support the Planning Proposal following a Gateway Determination.

#### **Traffic Impacts and Vehicular and Pedestrian Access**

The site has a frontage to Newcastle Road; the existing driveway provides rear lane access to dwellings located in Drury Street and The Crescent Wallsend. The site access is not proposed to change as a result of the Planning Proposal.

## 9. Has the Planning Proposal adequately addressed any social and economic effects?

#### Social

The Planning Proposal will result in the loss of existing open space land through the proposed formalisation of the vehicular lane. Due to the location of the site and its current use, the loss of open space will not have a significant impact on the local community.

#### Economic

Reclassifying the site will allow Council to negotiate the establishments of rights of way or other arrangements with the adjoining landowners. If the site is disposed of through this process the proceeds of any sale could contribute towards the improvement of retained areas of public open space in the locality.

#### Council's Public Land Reclassification Policy 2000

Council's Public Land Reclassification Policy 2000 applies to all proposals reclassifying public land from community to operational. The Planning Proposal has been assessed against Council's Policy, see below:

Issue	Comment					
Step 1: Are there any significant public issu	ues affecting the land					
Biodiversity Conservation	The land is not of significance for biodivers conservation.					
Significant natural features	The land does not contain any significant natural features.					
Cultural significance	The land does not contain items of cultural significance.					
Public health and safety	The land is affected by Class 5 Acid Sulfate Soils, however, no change is being proposed to how the land is currently used.					
Public access	The site does not have any significance for public access.					
Special legal status	The land is designated as a 'public reserve'.					
Proceed to Step 2?	No significant public interests have been raised; therefore the proposal may proceed to Step 2.					
Step 2: Will there be a net positive benefit f	or the community?					
Financial Impact	The financial impact is unknown. Reclassifying the site will allow Council to negotiate the establishments of rights of way or other arrangements with the adjoining landowners. If the site is disposed of through this process the proceeds of any sale could contribute towards the improvement of retained areas of public open space in the locality.					
Land Management Impact	The ongoing maintenance and access through the site will be negotiated with Council and the adjoining landowners following the land being reclassified to operational.					
Impact on Community Uses and Opportunities	The Planning Proposal will result in a reduction in area of an existing public reserve. However the site is being used as vehicular lane and therefore provides no community use.					

Issue	Comment
Impact on enjoyment of community land	The site is unlikely to be providing any enjoyment as it is used for car parking and as a vehicular lane. Reclassifying the site will not change this use.
Social Impact	Reclassifying the site is unlikely to have a negative social impact on the local community.
Economic Impact	The economic impact of the proposal is unknown until the site is reclassified to operational and Council negotiates with the adjoining landowners to formalise access to the site.

#### Section D - State and Commonwealth interests

#### 10. Is there adequate public infrastructure for the Planning Proposal?

The subject site is located within an established urban area, with available connections to all necessary services (eg. electricity, water and the like). Augmentation to services is unlikely to be required as result of the Planning Proposal.

Accordingly, there is considered to be adequate public infrastructure available to meet the needs of the proposal.

## 11. What are the views of State and Commonwealth public authorities consulted in accordance with the gateway determination?

No other State and Commonwealth public authorities have been consulted at this stage but will be carried out in accordance with the requirements of the Gateway Determination.

### Part 4 – Mapping

The Planning Proposal seeks to amend the following maps within Newcastle LEP 2012.

- Land Zoning Map
- Height of Buildings Map
- Floor Space Ratio Map
- Minimum Lot Size Map
- Land Classification Map

LAP

LZN

WRA

ASS

HOB

LSZ

LRA

CL1

HER

URA

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The Matrix below indicates (with an "X"), which map sheets (of Newcastle LEP 2012) are to be amended as a result of this Planning Proposal (eg. FSR\_001C)

	FSR	LAP	LZN	WRA	ASS	HOB	LSZ	LRA	CL1	HER	URA
001											
001A									-		
001B											
001C											
001D											
002											
002A											
002B											
002C											
002D											
002E											
002F	X		X			X	X				
002G											
002H											
003											
004											
004A									_		
004B		_		_							
004C		_		_							
004D		_		_				_			
004E		_		_				_			
004F		_						_			
004FA											
004G											
004H											
0041											
004J											
004K											
Мар С	odes:	FSR	=	Floo	or Space I	Ratio map	1				

Land Application Map

Acid Sulfate Soils Map

Height of Buildings Map

Urban Release Area Map

Wickham Redevelopment Area Map

Land Reservation Acquisition Map

Key Sites Map & Newcastle City Centre Map

Land Zoning Map

Lot Size Map

Heritage Map

Planning Proposal – Reclassification and Rezoning 162A Newcastle Rd Wallsend

The following maps illustrate the proposed amendments to the Newcastle LEP 2012 maps:

- Figure 3: Existing Land Zoning Map
- Figure 4: Proposed Land Zoning Map
- Figure 5: Existing Max Height of Buildings Map
- **Figure 6:** Proposed Max Height of Buildings Map
- Figure 7: Existing Max Floor Space Ratio Map
- Figure 8: Proposed Max Floor Space Ratio Map
- Figure 9: Existing Min Lot Size Map
- Figure 10: Proposed Min Lot Size Map

Furthermore the following maps illustrate the land proposed to be reclassified as a result of amending Schedule 4 - 'Classification and reclassification of public land':

- Figure 11: Existing Land Classification
- Figure 12: Proposed Land Classification





















### Part 5 – Community Consultation

Council recommends that the Planning Proposal be exhibited in accordance with the requirements of section 57 of the EP&A Act 1979 and section 29 of the Local Government Act 1993. The Proposal will be placed on public exhibition for a minimum of 28 days.

Notification of the community consultation will be provided in a local newspaper and on Council's website. In addition to this adjoining landowners will be notified in writing. The written notice will contain:

- a brief description of the intended outcomes of the Planning Proposal
- an indication of the land which is affected by the proposal
- information on where and when the Planning Proposal can be inspected
- the name and address of Council for the receipt of submissions and
- the closing date for submissions.

During the public exhibition period the following documents will be placed on public exhibition:

- the Planning Proposal
- the Gateway Determination
- the council report
- the LEP practice note: Classification and reclassification of land through a Local Environmental Plan (PN09-003) and any additional studies required by the Gateway Determination.

### Part 6 – Project Timeline

The project is expected to be completed within 8 months from Gateway Determination. The following timetable is proposed:

Task		Planning Proposal Timeline										
	Jan 16	Feb 16	Mar 16	Apr 16	May 16	Jun 16	Jul1 6	Aug 16	Sep 16	Oct 16	Nov 16	Dec 16
Issue of Gateway Determination												
Prepare any outstanding studies												
Consult with required State Agencies												
Exhibition of Planning Proposal and technical studies												
Review of submissions and preparation of report to Council												
Report to Council following exhibition												
Planning Proposal sent back to Department requesting the draft LEP be prepared												