PLANNING PROPOSAL

Amendment to the Maitland LEP 1993

CHISHOLM LOCAL CENTRE

(Lot 122, DP 1108020)

Prepared by: City Strategy, Maitland City Council.



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PART 1: OBJECTIVES and BACKGROUND

In accordance with cl. 55 of the Environmental Planning and Assessment Act 1979, this planning proposal has been prepared to allow for the rezoning of land within the Thornton North urban release area to create a new local centre to support the growing residential population in this area of the Maitland LGA.

The **Thornton North Structure Plan** was adopted by Council in December 2003 and subsequently endorsed by the Dept of Planning. The preparation of the structure plan considered the impact of increased population to determine the need for additional community services and identified a range of facilities needed to support residential development, including a small group of shops and professional consulting rooms. The need for a new centre to support significant residential development was also identified as a key part of the vision guiding the future development of the Thornton North urban release area.

The **Thornton North Area Plan** was prepared and adopted by Council in February 2008. This document provides detailed development controls which implement the principles and policies outlined in the Structure Plan. Within the Thornton North Area Plan, the provision of a future centre is identified as a 'Key Development Site' within the Waterford County Precinct.

The provision of a local centre in this location will provide a range of convenience retail activities to cater for the 'everyday' needs to support the new residential community of Thornton North. It also proposes to accommodate a variety of retail and commercial uses, some live/work units, associated 'at-grade' car parking, landscaping and servicing such as roads and loading areas and provide a place for the new residents to forge a strong identity with and be a focal point for community activities.

The purpose of this planning proposal is to enable the rezoning of land within the Thornton North urban release area to 3(a) General Business under the Maitland LEP 1993 and signals indicates Council's intent in regards to zoning decisions relating to this centre when Council finalises the preparation of the Maitland LEP 2011. This amendment will facilitate the development of a new local centre to support the significant residential growth in the area and support the strategic approach of Council to accommodating population growth within the LGA. This amendment

PART 2: PROVISIONS to be included in EPI

The objectives of the proposed amendment will be achieved through an alteration to the zoning map and minor addition to the wording of cl. 5(1) of the Maitland LEP 1993. This planning proposal applies to Lot 122, DP 1108020 within the urban release area of Thornton North.

Therefore, the Maitland Local Environmental Plan 1993 is proposed to be amended by inserting in appropriate order in the definition of "*The map*" in clause 5(1) the following words:

Maitland Local Environmental Plan 1993 (Amendment X) – Chisholm Local Centre

PART 3: JUSTIFICATION for PROPOSED REZONING

In accordance with the Department of Planning's 'Guide to Preparing Planning Proposals', this section provides a response to the following issues:

- Section A: Need for proposal;
- Section B: Policy Context;
- Section C: Potential Environmental, Social and Economic impact; and
- Section D: Other Government Interests.

Section A – NEED for the PLANNING PROPOSAL

1. Resulting from a Strategic Study or Report

The planning proposal for the creation of a new local centre at Chisholm was identified as a key part of the Thornton North Structure Plan (December 2003) due to the range of community services and facilities required to support the new residential community within the urban release area.

The need for a new local centre reinforced through the adoption of the Thornton North Area Plan (February 2008) and identification as a key development site within the Waterford County Precinct Plan. Appendix 5 provides the relevant extracts from the Thornton North Structure Plan and the Thornton North Area Plan.

2. Planning Proposal as best way to achieve the objectives

It is considered that an amendment to the Maitland LEP 1993 through the gateway process and preparation of this planning proposal is the most effective and timely method to achieve the vision of the Thornton North Structure Plan and the desired future outcomes for the urban release area. The provision of a local centre within the Thornton North urban release area supports Council's policy to ensure that adequate infrastructure is delivered in parallel with residential development, continues to implement the aims and desire outcomes of the Thornton North Structure Plan and ensures that the development of a sustainable community.

This amendment will enable the rezoning of land within the Thornton North urban release area to 3(a) General Business under the Maitland LEP 1993. Although Council is currently preparing the Maitland LEP 2011, rezoning of this land continues the progression of the Thornton North urban release area and builds on the substantial work and rezoning that has taken place in the release area.

The preparation of Council's new LEP within the standard template format is progressing along a 2011 completion timetable, as agreed with the Department. The Department has also endorsed the 'Maitland Urban Settlement Strategy 2001-2021 (2008 edition)' (*letter dated 07 September 2009*) and with the adoption of this document by Council, a land release program was approved which outlined the logical progression and sequencing of land release within the Maitland LGA.

This program identifies the Thornton North area as one of five urban release areas to be completed prior to the gazetted of the Maitland LEP 2011 and the creation of the Chisholm Local Centre in this area is critical to achieving a sustainable approach to the new residential community of Thornton North.

3. Net Community Benefit

Council envisages that this planning proposal will result in a net community benefit. In consideration of the net community benefit criteria as set out in the NSW Department of Planning's 'draft Centres Policy - Planning for Retail and Commercial Development'.

The Thornton North urban release area is one of the 'Major Priority Release Areas' as identified in the Lower Hunter Regional Strategy and is also identified as an urban release area within Council's endorsed Maitland Urban Settlement Strategy. The creation of a new local centre to support this residential growth is critical in achieving a sustainable outcome and is therefore, consistent with the outcomes of both the regional and local strategies

The subject site has been identified for the purpose of a new local centre since the adoption of the Thornton North Area Plan in 2006. Since this time, Council have been actively progressing the rezoning of land within the urban release area through a staged approach. This ensures that the infrastructure can be delivered in parallel with the increase in residential development. Specific to this planning proposal the necessary infrastructure to support the development of the Chisholm Local Centre is in place.

This planning proposal provides increased opportunities for employment generating activities in the area. The inclusion of the live/work units on the fringe of the local centre also contributes to the diversity of job types that may be created with the development of this new centre. This new centre proposal is to support the significant residential development within the Thornton North area, therefore the inclusion of smaller, flexible housing types on the fringe of the centre provide a greater variety in the size and housing type for future residents.

The creation of a local centre within this release area was identified through the preparation and adoption of the area plan. Therefore, the location of the local centre has been decided in the context of the overall release area and how it can be developed as a community focal point in the Thornton North area. Figure 1 provides the location of the proposed local centre in the broader context of the Thornton North Urban Release Area.

The creation of the Chisholm Local Centre provides more opportunities for choice and competition for residents within the eastern sector of the Maitland LGA, as well as facilitating new entrants into the market. The proposal includes the provision of live/work units on the fringe of the local centre which offers a variety of services and employment opportunities. This mix of uses and activity creates a more vibrant and diverse centre that people want to connect with.

The public interest reasons for preparing this draft planning include:

- Creation of a new local centre to support the growing residential population within this area of the Maitland LGA;
- Proposed size and scale of the local centre supports its identified role and function within Council's draft centres hierarchy and is expected to work in combination with the higher order centre at Thornton; and
- To foster a sense of community and strong local identity and a sense of place in neighbourhoods.

The implications of not proceeding are that:

- The desire future outcomes of Council's strategic plan for this area will not be achieved;
- Undue pressure will be placed on the existing town centre at Thornton to support the increasing needs of existing and future residents of this part of the Maitland LGA;
- There will be no opportunities for any reduction in car generating trips made for convenience items, such as bread and milk: and

• It will be a lost opportunity to create a sense of community for new residents to Thornton North and provide a place that they can create a strong identity with.



Figure 1: Location of proposed centre in relation to the wider release area.

(Source: Urbis 2009 - Rezoning Submission)

Section B - RELATIONSHIP to STRATEGIC PLANNING FRAMEWORK

4. Consistency with Objectives and Actions within Regional Strategies

Lower Hunter Regional Strategy (NSW Dept of Planning) – October 2006

The Thornton North Investigation Area has been identified in the Lower Hunter Regional Strategy (LHRS) as a regionally significant urban release area. The residential growth target for this release area is up to 7000 dwellings.

To ensure the sustainable development of this area and provide adequate services and facilities to support the new residents of Thornton North, the rezoning and future development of the Chisholm Local Centre is critical. This planning proposal for a new local centre supports the neighbourhood planning principles of the LHRS, in particular that local planning ensure "easy access to major town centres with a full range of shops, recreational facilities and services along with smaller village centres and neighbourhood shops" (2006:26)

Draft Centres Policy (NSW Dept of Planning) – April 2009

The 'Draft Centres Policy – Planning for Retail and commercial Development' sets out the Department's desired approach to the development of centres with a particular focus on retail and commercial development. The aim of this policy is to "create a network of vital and vibrant centres that cater for the needs of business, and are places where individuals and families want to live work and shop" (DoP 2009: ii).

Of particular relevant is the principle which states that the growth of centres and the creation of new centres are to be supported by a flexible planning system, which should regulate the location and scale of development. This planning proposal is facilitating the creation of a new centre, which is of a scale to support Council's centres hierarchy and is catering to the needs of the growing residential population in this area of the Maitland LGA.

5. Consistency with Council's Community Strategic Plan or other Local Strategic Plan

Council is currently preparing a draft community strategic plan in line with the new Integrated Planning and Reporting legislation and guidelines. In regards to land use strategies, the following documents provide the appropriate strategic policy framework to support this planning proposal.

Maitland Urban Settlement Strategy 2001-2021 (Maitland City Council) – 2008 Edition

The Thornton North Investigation Area is one of the priority urban release areas in the Maitland LGA. One of the key policies of the Maitland Urban Settlement Strategy (MUSS) 2008 is to" provide suitable commercial sites and employment land in strategic areas" (2008: 54).

This planning proposal offers the opportunity to provide a mix of commercial, community and residential uses in a suitable location to support growth in the Thornton North area. The provision of the proposed Chisholm local centre is not expected to significantly affect the vitality of the existing Thornton Town Centre, as the scale, role and function of each is different.

Thornton North Structure Plan (Maitland City Council) – December 2003

The Thornton North Structure Plan was adopted by Council in December 2003 and subsequently endorsed by the Dept of Planning. The structure plan provides a clear vision for the creation of a new residential neighbourhood and states that "Thornton North is envisaged as a local community in harmony with its rural surrounds; a place with its own identity that is attractive to be in, and from surrounding areas" (p.12)

This vision also outlines the need for a new centre to support the significant residential development. This states that "at the core will be a new local centre with local shops, a primary school and perhaps a community centre. Linking the site to this centre will be a wide avenue lined with trees, forming a memorable feature and allowing extensive views to the rural surrounds" (pg 12).

The general principles to guide future development in Thornton North, and relevant to this planning proposal includes:

- integrate sustainable development principles into all planning and development;
- plan for a village-sized settlement with a centre that residents can access by cycling, walking and public transport; and
- plan for future land use change.

The preparation of the structure plan considered the impact of increased population to determine the need for additional community services and identified a range of facilities needed to support residential development, including a small group of shops and professional consulting rooms.

To implement this, the structure plan identified as a key feature the creation of a Central Village. It is envisaged that the local centre will "consist of a small group of local shops and possibly a community centre with a pre-school / child care centre [and that it] has been centrally located along the main entrance avenue to encourage viability, vitality and close proximity to the majority of residents"

Thornton North Area Plan (Maitland City Council) - February 2008

The Thornton North Area Plan was prepared and adopted by Council in February 2006. This document provides detailed development controls which implement the principles and policies outlined in the Structure Plan. Relevant to this planning proposal, the adopted plan outlines the following desired future outcomes:

- To provide walkable neighbourhoods with convenient access to employment, retail premises, community facilities and other services, with less dependence on cars for travel:
- To foster a sense of community and strong local identity and a sense of place in neighbourhoods; and
- To facilitate an appropriate mixed use development that is compatible with residential amenity, capable of adapting over time as the community changes, and which reflects community standards of health, safety and amenity.

Within the Thornton North Area Plan, the provision of a future centre is identified as a 'Key Development Site' within the Waterford County Precinct (Appendix 5). The objectives for this site are to:

- Incorporate a future village centre that provides a range of shopping and community support facilities and activities commensurate with its role in a hierarchy of centres across the Maitland LGA;
- Create a transport hub at the Village Centre, by providing good connectivity to the centre for pedestrians, cyclists and public transport; and
- Create a critical mass of residential dwellings close to or within the centre to provide out of hours activity.

The planning proposal is consistency with the vision and principles of the Thornton North Structure Plan and the objectives and development controls of the Thornton North Area Plan and specific precinct plan. This new local centre will provide a mix of services and facilities in close proximity to the residential population and will be a community focal point for new residents to form a strong identity with.

Draft Maitland Centres Strategy -2009

Council have recently exhibited a draft Maitland Centres Strategy. In line with the principles of the Dept of Planning's draft Centres Policy and the Lower Hunter Regional Strategy, the draft Maitland Centres Strategy presented a hierarchical framework to define the role and function of centres.

This strategy is currently being revised and will be re-exhibited before its finalisation. However, the role and function of the new local centre proposed for Chisholm has not been altered within the network and hierarchy of centres framework. Therefore, the rezoning of land to accommodate a new local centre is consistent with Council's and Dept of Planning strategic approach.

6. Consistency with applicable State Environmental Planning Policies (SEPPs)

There are no existing or draft SEPPs that prohibit or restrict the proposed development as outlined in this planning proposal. An assessment of relevant SEPPs against the planning proposal is provided in the table below.

SEPP	Relevance	Consistency and Implications
SEPP (Infrastructure) 2007	Provides a consistent approach for infrastructure and the provision of services across NSW, and to support greater efficiency in the location of infrastructure and service facilities.	Nothing in this planning proposal affects with the aims and provisions of this SEPP.
SEPP No. 64 - Advertising and Signage	Aims to ensure that outdoor advertising is compatible with the desired amenity and visual character of an area, provides effective communication in suitable locations and is of high quality design and finish.	Any future planning application for the Chisholm Local Centre will need to demonstrate compliance with the standards of this SEPP.

SEPP No. 55 - Remediation of Land	Provides state-wide planning controls for the remediation of contaminated land. The policy states that land must not be developed if it is unsuitable for a proposed use because it is contaminated. If the land is unsuitable, remediation must take place before the land is developed.	This site was rezoned to Residenti 2(a) as a part of Amendment 86 to the Maitland LEP 1993, therefore the lar use proposed is suitable on this site.		
SEPP No. 22 - Shops and Commercial Premises	ops and one kind of commercial premises to another, within a business affects with the aims and proving zone, even if the change of use is prohibited under an EPI. this SEPP.			
SEPP No. 1 - Development Standards	It allows councils to approve a development proposal that does not comply with a set standard where this can be shown to be unreasonable or unnecessary	Nothing in this planning proposal affects with the aims and provisions of this SEPP.		

 Table One:
 Relevant State Environmental Planning Policies

7. Consistency with applicable s.117 Ministerial Directions

There is no s.117 Ministerial Directions that the proposed development is inconsistent with. An assessment of relevant s.117 Directions against the planning proposal is provided in the table below below.

Ministerial Direction	Aim of the Direction	Consistency and Implications			
EMPLOYMENT and RESOURCES					
1.1 Business and Industrial Zones	Encourage employment growth, protect employment land in business zones and support the viability of identified strategic centres.	This planning proposal aims to create a new local centre, identified in the Thornton North Area Plan. This proposal will increase commercial and retail floorspace to support the growing residential population in this area of the Maitland LGA and being a lower order centre; will support the function and role of the existing town centre in Thornton.			
1.2 Rural Zones	Planning proposal not affected by this direction				
1.3 Mining, Petroleum Production and Extractive Industries	Planning proposal not affected by this direction				
1.5 Rural Lands	Planning proposal not affected by this direction				
ENVIRONMENT and HERITAGE					
2.1 Environment Protection Zones	Planning proposal not affected by this direction				
2.3 Heritage Protection	Planning proposal not affected by this direction				
2.4 Recreation Vehicle Areas	Planning proposal not affected by this direction				

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HOUSING, INFRASTRUCTURE and URBAN DEVELOPMENT				
3.1 Residential Zones	Encourage a variety and choice of housing, minimise the impact of residential development on the environment and resource lands and make efficient use of infrastructure and services.	The proposed rezoning is from 2(a) Residential to 3(b) General Business. However, this planning proposal aims to support the growing residential population in this area of the Maitland LGA and the potential loss of land for residential development is negligible within the context of the residential land within the Thornton North urban release area.		
3.2 Caravan Parks and Manufactured Home Estates	Planning proposal not affected by this dir	rection		
3.3 Home Occupations	Encourage the carrying out of low impact small businesses in dwelling houses.	Planning proposal aims to encourage this type of activity with the location of live/work units located on the fringe of the local centre.		
3.4 Integrating Land Use and Transport	Direction aims requires consistency with the objectives relating to the location of urban land and its proximity to public transport infrastructure, road networks and to improve access to housing, jobs and services by methods other than private vehicles.	The land is well located to support the surrounding residential development and to provide high levels of accessibility to existing road and public transport networks.		
HAZARD and RISK				
4.1 Acid Sulphate Soils	Direction aims to avoid significant adverse environmental impacts from the use of land that has a probability of containing acid sulphate soils.	The location of the planning proposal is not affected by Acid Sulphate Soils		
4.2 Mine Subsidence and Unstable Land	Planning proposal not affected by this direction			
4.3 Flood Prone Land Directions aims to reduce the risk of flood and to ensure that the development of flood prone land is consistent with NSW Flood Prone land policy.		The location of the planning proposal is not within an area of the LGA identified as being affected by flooding.		
4.4 Planning for Bushfire Protection	Planning proposal not affected by this direction			
REGIONAL PLANNING				
5.1 Implementation of Regional Strategies Direction requires a draft amendment to be consistent with relevant state strategies that apply to the LGA		As outlined above, this planning proposal is consistent with the vision and objectives of the Lower Hunter Regional Strategy and the DoP draft Centres Policy.		

LOCAL PLAN MAKING				
6.1 Approval and Referral	Direction aims to ensure that LEP provisions encourage the efficient and appropriate assessment of development	Planning proposal does not affect the objectives of this direction and will be consistent with this requirement.		
6.2 Reserving Land for Public Purpose	Direction prevents a draft LEP from altering available land for public use.	A public use of land is not proposed and this planning proposal does not affect any reservation of public land.		
unnecessarily restrictive site specific planning controls.		It is proposed that this land be rezoned from residential zone to a General Business 3(a) zone under the Maitland LEP 1993. The objectives, permissible activities and associated development controls currently in place will applied to this land once rezoned.		

Table Two: Relevant s. 117 Ministerial Directions

Section C – ENVIRONMENTAL, SOCIAL and ECONOMIC IMPACT

8 & 9. Environmental Impact (existing and as a result of the proposal)

The subject site was rezoned to 2(a) Residential as part of Amendment 86 to the Maitland LEP 1993. As such, all planning and environmental matters were investigated and addressed as part that amendment. After assessment of the applicants rezoning submission, Council has concluded that there will no additional environment impacts as a result of this proposal. Therefore it is considered that there is no impediment to the progression of this amendment to the Maitland LEP 1993.

10. Social and Economic Impacts

The planning proposal will achieve positive social and economic outcomes for the residents of Thornton North, but also in the wider context of the local economy. This planning proposal provides for the development of a new centre in a suitable location which provides a range of commercial activities and therefore a number of new employment opportunities. The proposal for live/work units on the fringe of the centre provides opportunities for small start-up businesses to locate in the centre, which will have high levels of accessibility.

Council considers social and economic benefits as a result of this planning proposal to be:

- The provision of range of shopping and community facilities to support a growing residential population and that the scale of activities area proportionate with its role in a hierarchy of centres across the Maitland LGA;
- An increase in the provision of more convenience retail activities increases the choice and competition in the area for residents and allows new players to enter into the market;
- The creation of a well-deigned and well-connected local centre provides a focal point for residents to

meet and a place that they can forge a strong identity with. This provides an attractive point of difference to other residential land releases:

- The provision of good connectivity to the centre for pedestrians, cyclists and public transport; and
- The provision of residential dwellings close to or within the centre and the significant residential development in the immediate area, coupled with the provide facilities, such as restaurant and cafes provide out of hours activity and a more vibrant centre.

Section D – STATE and COMMONWEALTH INTERESTS

11. Adequate Public Infrastructure

The provision of public infrastructure has been considered with Amendment 86 to the Maitland LEP 1993 which rezoned this portion of the release area from a rural to residential zone. Therefore, this planning proposal is not considered likely to place additional demands on the public infrastructure and the infrastructure needs required by this type of development would be met by the existing infrastructure that is in place and any additions to be conditioned as part of the development application.

12. Consultation with State and Commonwealth Authorities

Relevant State and Commonwealth departments and agencies have been previously consulted during the preparation of the Thornton North Structure Plan. Comments received at that time were considered through that process, which identified the potential rezoning of this site for a future local centre.

Therefore, Council will not specifically be seeking any comments from State or Commonwealth Authorities in regard to this planning proposal.

PART 4: COMMUNITY CONSULTATION

In accordance with cl. 57(2) of the Environmental Planning and Assessment Act 1979, this planning proposal must be approved prior to community consultation is undertaken by the local authority. Council is confident that the planning proposal meets the criteria and definition of being a 'low impact planning proposal' by virtue of the rezoning proposal being identified within the *Thornton North Area Plan*. Therefore, it is intended for this proposal to be exhibited for a fourteen (14) day period.

In accordance with Council's adopted *Community Engagement Strategy (March 2009)*, consultation on the proposed rezoning will be to inform and received limited feedback from interested stakeholders. To engage the local community the following will be undertaken:

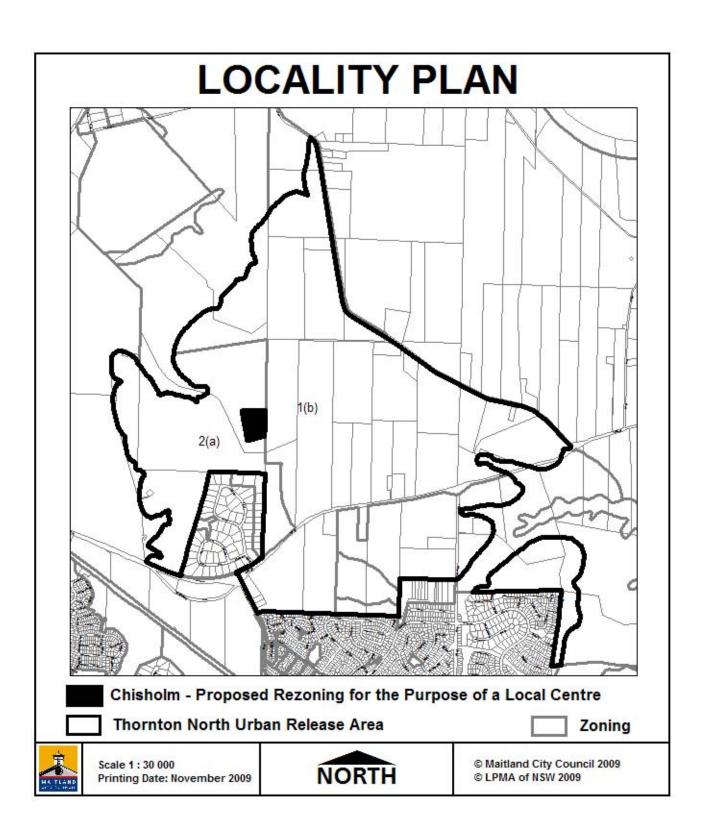
- Notice in the local newspaper;
- Exhibition material and relevant consultation documents to be made available at the Central Maitland and Thornton Branch Library and Council's Administration Building;
- Consultation documents to be made available on Council's website; and
- Letters, advising of the proposed rezoning and how to submit comments will be sent to adjoining landowners and other stakeholders that Council deem relevant to this rezoning proposal.

Planning Proposal – Chisholm Local Centre File no: RZ09-004

At the close of the consultation process, Council officers will consider all submissions received and present a report to Council for their endorsement of the proposed rezoning before proceed to finalisation of the amendment.

The consultation process, as outline above does not prevent any additional consultation measures that may be determined appropriate as part of the 'Gateway' determination process.

Appendix ONE Location Map



Appendix TWOProposed Zoning Map



3(a)

3(a) General Business



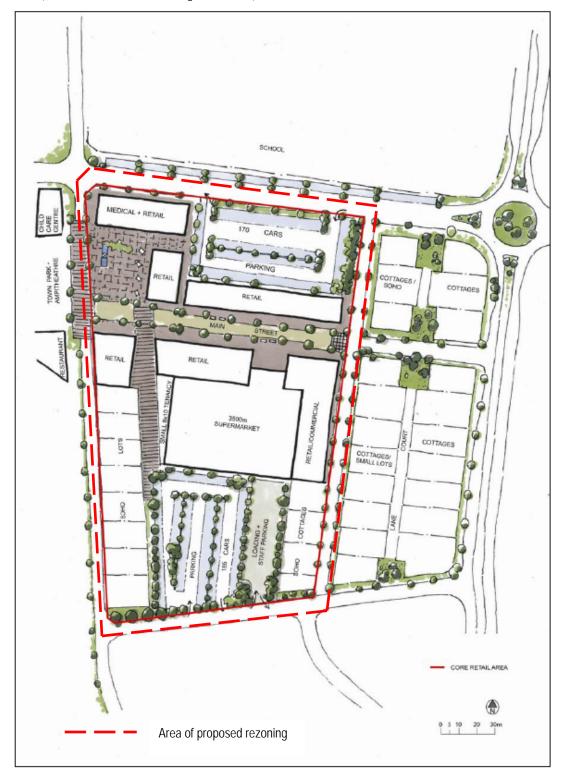
SCALE 1:20 000 LOCALITY: CHISHOLM PARISH: ALNWICK COUNTY OF: NORTHUMBERLAND © Maitland City Council 2009 © LPMA of NSW 2009

ENVIRONMENTAL PLANNING & ASSESSMENT ACT 1979 MAITLAND LOCAL ENVIRONMENTAL PLAN 1993 DRAFT (AMENDMENT No:)

DRAWN BY: D MURRAY DATE: 18.11.09		STATEMENT OF RELATION	ONSHIP WITH OTHER PLA	ANS	
SUPERVISING DRAFTSPERSON:					
PLANNING OFFICER: A McCABE	DATE: 18	.11.09	AMENDS MAIT	'LAND L.E.P. 199	3
COUNCIL FILE No: RZ09004					
DEPT FILE No:			CERTIFIED III A COORDANICE		
CERTIFICATE PLAN NUMBER:			CERTIFIED IN ACCORDANCE WITH THE ENVIRONMENTAL		
CERTIFICATE ISSUED UNDER	DATE:		PLANNING & ASSESSMENT ACT 1979, AND REGULATIONS		
SEC 65 E.P.A. ACT 1979			AS AMENDED		
PUBLISHED IN GOVERNMENT GAZETTE OF No:		A3 AIIILIIDED	GENERAL MANAGER	DATE	

Appendix THREE Indicative Layout of Proposal

Chisholm Local Centre – Concept Plan (prepared by GMU Design) (Source: Urbis 2009 - Rezoning Submission)



Indicative layout only

Appendix FOURCouncil Report and Resolution

24 November 2009

10 SERVICE PLANNING AND REGULATION REPORTS

10.1 AMENDMENT TO MAITLAND LEP 1993 - REZONING FOR CHISHOLM NEIGHBOURHOOD CENTRE

File No: RZ09004

Attachments: 1. Information sheet on Gateway Planning

Proposals (DoP)

2. Locality Plan and Proposed Layout of Local

Centre

3. Planning Proposal

Responsible Officer: Leanne Harris - Group Manager Service Planning and

Regulation

Monica Gibson - Manager City Strategy

Author: April McCabe - Strategic Project Planner

EXECUTIVE SUMMARY

The Thornton North Structure Plan was adopted by Council in December 2003. The preparation of the structure plan considered the impact of increased population to determine the need for additional community services and identified a range of facilities needed to support residential development, including a small group of shops and professional consulting rooms. The need for a new centre to support significant residential development was also identified as a key part of the vision guiding the future development of the Thornton North urban release area.

The Thornton North Area Plan was prepared and adopted by Council in February 2008. This document provides detailed development controls which implement the principles and policies outlined in the Structure Plan. Within the Thornton North Area Plan, the provision of a future centre is identified as a 'Key Development Site' within the Waterford County Precinct.

The proposal currently before the Council will enable the rezoning of land within the Thornton North urban release area to 3(a) General Business under the Maitland LEP 1993. Although Council is currently preparing the Maitland LEP 2011, rezoning of this land continues the timely progression of the Thornton North urban release area and builds on the substantial work and rezoning that has taken place in the release area.

The provision of a local centre in this location will provide a range of convenience retail activities to cater for the 'everyday' needs to support the new residential community of Thornton North. It also proposes to accommodate a variety of retail and commercial uses, some live/work units, associated 'at-grade' car parking, landscaping and servicing such as roads and loading areas and provide a place for the new residents to forge a strong identity with and be a community focal point.

With the reforms to the NSW planning system, the 'gateway' process provides an early assessment of the viability of a proposed amendment to the LEP through the preparation of a planning proposal. The planning proposal outlines the objectives and justifications for making the amendment in line with state, regional and local strategies. Planning proposals also consider the relevant economic, social and environmental benefits and impacts of the development proposal to ensure a sustainable outcome for the community.

OFFICER'S RECOMMENDATION

THAT In accordance with section 55 of the *Environmental Planning and Assessment Act 1979*, Council submit a planning proposal to the Department of Planning to amend the Maitland LEP 1993 for the purpose of a new local centre within the Thornton North urban release area.

COUNCIL RESOLUTION

THAT In accordance with section 55 of the *Environmental Planning and Assessment Act 1979*, Council submit a planning proposal to the Department of Planning to amend the Maitland LEP 1993 for the purpose of a new local centre within the Thornton North urban release area.

Moved Clr Garnham, Seconded Clr Humphery

CARRIED

The Mayor in accordance with Section 375A of the Local Government Act 1993 called for a division.

The division resulted in 13 for and 0 against, as follows:

For: Clr Baker Against:

Clr Blackmore

Clr Casey

CIr Fairweather CIr Garnham CIr Geoghegan CIr Humphery CIr Meskauskas

Clr Mudd Clr Penfold Clr Procter Clr Tierney Clr Wethered

File No: RZ09004

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Centre

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Responsible Officer: Leanne Harris - Group Manager Service Planning and

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With the reforms to the NSW planning system, the 'gateway' process provides an early assessment of the viability of a proposed amendment to the LEP through the preparation of a planning proposal. The planning proposal outlines the objectives and justifications for making the amendment in line with state, regional and local strategies. Planning proposals also consider the relevant economic, social and environmental benefits and impacts of the development proposal to ensure a sustainable outcome for the community.

OFFICER'S RECOMMENDATION

THAT: In accordance with section 55 of the *Environmental Planning and Assessment Act 1979*, Council submit a planning proposal to the Department of Planning to amend the Maitland LEP 1993 for the purpose of a new local centre within the Thornton North urban release area.

REPORT

The purpose of this report is:

- Provide information about the new 'Gateway' planning process for the making and amendment of LEPs:
- Provide a summary of the rezoning proposal received for the development of a new neighbourhood centre within the Thornton North urban release area for submission to the Department of Planning as an amendment to the Maitland LEP 1993; and
- Provide a summary of the background and policy context relevant to the inclusion of a new local centre within the Thornton North urban release area.

Background

The **Thornton North Structure Plan** was adopted by Council in December 2003 and subsequently endorsed by the Dept of Planning. The structure plan provides a clear vision for the creation of a new residential neighbourhood and states that "Thornton North is envisaged as a local community in harmony with its rural surrounds; a place with its own identity that is attractive to be in, and from surrounding areas" (p.12)

This vision also outlines the need for a new centre to support the significant residential development. This states that "at the core will be a new local centre with local shops, a primary school and perhaps a community centre. Linking the site to this centre will be a wide avenue lined with trees, forming a memorable feature and allowing extensive views to the rural surrounds" (pg 12)

The general principles to guide future development in Thornton North, and relevant to this planning proposal includes:

- integrate sustainable development principles into all planning and development;
- plan for a village-sized settlement with a centre that residents can access by cycling, walking and public transport; and
- plan for future land use change.

The preparation of the structure plan considered the impact of increased population to determine the need for additional community services and identified a range of facilities needed to support residential development, including a small group of shops and professional consulting rooms.

To implement this, the structure plan identified as a key feature the creation of a Central Village. It is envisaged that the local centre will "consist of a small group of local shops and possibly a community centre with a pre-school / child care centre [and that it] has been centrally located along the main entrance avenue to encourage viability, vitality and close proximity to the majority of residents"

The **Thornton North Area Plan** was prepared and adopted by Council in February 2008. This document provides detailed development controls which implement the principles and policies outlined in the Structure Plan. Within the Thornton North Area Plan, the provision of a future centre is identified as a 'Key Development Site' within the Waterford County Precinct (pg. 24). The objectives for this site are to:

- Incorporate a future village centre that provides a range of shopping and community support facilities and activities commensurate with its role in a hierarchy of centres across the Maitland LGA;
- Create a transport hub at the Village Centre, by providing good connectivity to the centre for pedestrians, cyclists and public transport; and
- Create a critical mass of residential dwellings close to or within the centre to provide out of hours activity.

The provision of a local centre in this location will provide a range of convenience retail activities to cater for the 'everyday' needs of the surrounding residential neighbourhood. The scale, role and function as local centre will support the higher order centre at Thornton and provide a place for the new residents of Thornton North to forge a strong identity with and be a community focal point.

Council have recently exhibited a **draft Maitland Centres Strategy.** In line with the principles of the Dept of Planning's draft Centres Policy and the Lower Hunter Regional Strategy, the draft Maitland Centres Strategy presented a hierarchical framework to define the role and function of centres.

This strategy is currently being revised and will be re-exhibited before its finalisation. However, the role and function of the new local centre proposed for Chisholm has not been altered within the network and hierarchy of centres framework. Therefore, the rezoning of land to accommodate a new local centre is consistent with Council's and Dept of Planning strategic approach.

Local Plan Making - Gateway Process

The NSW Government has changed the way in which Local Environmental Plans (LEPs) are prepared and such changes are part of the government's planning system reforms. It is intended that these changes will streamline the process and that the timeframes for preparing, assessing and approving LEPs be reduced.

The first stage is called the gateway process and provides an early assessment of the viability of a planning proposal. It also ensures that other government departments and agencies provide input up front, improving the links between longterm strategic planning documents and individual planning proposals and providing clear justification for the proposal at an early stage.

The gateway process commences with Council's preparing a planning proposal which is reviewed by the Department of Planning and the approval (with or without variations) to proceed can be obtained. The planning proposal must include:

- A statement of objectives;
- An explanation of the provisions of the proposal;
- A detailed justification as to the outcomes and implications of the planning proposal, supported by relevant mapping; and
- Details of the community consultation that is intended to be undertaken.

Attachment 1 contains information prepared by the NSW Department of Planning on the new Local Plan Making or 'Gateway' Planning process.

Rezoning Proposal

The planning proposal has been prepared to allow for the rezoning of land within the Thornton North urban release area to create a new local centre, which has previously been identified in the Thornton North Structure Plan and to support the growing residential population in this area of the Maitland LGA.

This amendment will enable the rezoning of land within the Thornton North urban release area to 3(a) General Business under the Maitland LEP 1993. Although Council is currently preparing the Maitland LEP 2011, rezoning of this land continues the timely progression of the Thornton North urban release area and builds on the substantial work and rezoning that has taken place in the release area.

Part 12 of the Maitland LEP 1993 outlines the statutory process for urban release areas. In particular, clause 53(c) aims "to ensure that development on such land occurs in a logical and cost-effective manner, in accordance with a staging plan and only after a development control plan including specific controls has been prepared for the land". The staging of the Thornton North urban release area has been established through the Thornton North Structure Plan, while detailed development controls and the identification of this key development site for a new local centre has been set through the Thornton North Area Plan.

The provision of a local centre within the Thornton North urban release area supports Council's policy to ensure that adequate infrastructure is delivered in parallel with residential development, continues to implement the aims and desire outcomes of the Thornton North Structure Plan and ensures that the development of a sustainable community.

The subject site is approximately 3.2 hectares of the Waterford County site within the Thornton North urban release area. It is proposed that the local centre will accommodate a variety of retail and commercial uses, some live/work units, associated 'at-grade' car parking, landscaping and servicing such as roads and loading areas. Attachment 2 provides an indicative layout and location for the proposed local centre.

The benefits of this proposed new local centre for the Thornton North area include:

- Creation of a new local centre to support the growing residential population within this area of the Maitland LGA;
- Proposed size and scale of the local centre supports its identified role and function within Council's draft centres hierarchy and is expected to work in combination with the higher order centre at Thornton; and
- An increase in the provision of more convenience retail activities increases the choice and competition in the area for residents and allows new players to enter into the market;
- The creation of a well-deigned and well-connected local centre provides a focal
 point for residents to meet and a place that they can forge a strong identity with.
 This provides an attractive point of difference to other residential land releases;
- The provision of good connectivity to the centre for pedestrians, cyclists and public transport; and
- The provision of residential dwellings close to or within the centre and the significant residential development in the immediate area, coupled with the proposed facilities, such as restaurant and cafes provide out of hours activity and a more vibrant centre.

Attachment 3 provides the draft planning proposal which has been prepared to submit to the Department of Planning for their consideration through the 'gateway' process.

Next Steps

If approved by Council, a planning proposal will be submitted to the Department of Planning for gateway approval to proceed with the LEP amendment. If approval for this amendment is obtained Council will prepare a draft LEP and will consult with relevant government department, agencies and infrastructure providers.

In line with the previous requirements, Council will seek approval from the Director-General to consult the community on the draft LEP amendment. Council officers will consider the submissions received on the draft and a report will be presented to Council for their final approval to request the Minister to make the instrument which will result in a rezoning of land to a General Business 3(a) zone under the Maitland LEP 1993.

FINANCIAL IMPLICATIONS

This matter is to progress the rezoning of the Thornton North Area and therefore has no direct financial impact upon Council's adopted budget or forward estimates.

POLICY IMPLICATIONS

The site to which this rezoning proposal refers has been identified as a key site within Council's adopted Thornton North Area Plan and therefore has no specific policy implications for Council.

STATUTORY IMPLICATIONS

There are no statutory implications under the Local Government Act 1993 with this matter. This rezoning is progressing in line with legislative requirements of the Environmental Planning and Assessment Act 1979, associated regulations and the guidelines for gateway approvals which is part of DoP's planning reforms.

CONCLUSION

The provision of a local centre in this location will provide a range of convenience retail activities to cater for the 'everyday' needs of the growing residential neighbourhood of Thornton North and to provide a community focal point.

The preparation of a planning proposal for submission to the Department of Planning as an amendment to the Maitland LEP 1993 is the next stage of rezoning for the Thornton North urban release area and is critical to implementing the aims of the Thornton North Structure Plan and ensure the sustainable development of this urban release area.

Appendix FIVE

Extracts from Thornton North Structure Plan (Dec 2003) and Thornton North Area Plan (Feb 2006)



Thornton North Master Plan

Volume 1 Master Plan











Council Resolution

Council Meeting, 9 December 2003 Thornton North Master Plan – Item 10.3.3

THAT:

- 1. That the Thornton North Master Plan as amended, be adopted
- 2. Council seek formal endorsement of the Master Plan from the Department of Infrastructure Planning and Natural Resources
- 3. Council advise the RTA that issues relating to the standard of state road infrastructure and the level of contributions deemed appropriate by the development within the Master Plan area will be determined as a component of a Developer Contributions Plan for the Thornton North area.
- 4. The Maitland Urban Settlement Strategy continue to show land to the north and west of Timberlane Estate and land to the north of Somerset Park (east of Government Rd) as Category 1 investigation areas.
- 5. To facilitate commencement of development in the locality, Council accept rezoning applications in the Category 1 areas, noting that such rezoning applications will be finalised concurrently with the adoption of a Developer Contributions Plan for the Thornton North study area.
- 6. A further report be submitted to Council by March 2004 which provides a review of the status of properties to the west of Government Road as potential Category 1 investigation areas on the basis that there has been resolution of the future of clay extraction on Lot 20 DP 10419, Raymond Terrace Road. If the future of clay extraction on Lot 20 is resolved in the interim, the status of the properties will be the subject of a separate report to Council.
- 7. Those persons and authorities who made submissions be formally acknowledged for their contribution and advised of the Council's decision.
- 8. The large lot buffer on the northern and western boundaries of Timberlane be amended to increase the size of lots immediately adjoining Timberlane to a minimum of 1500 m². The remainder of the buffer is to be set aside for medium lots and all lots are to be subject to appropriate design controls in a DCP, in consultation with the community, to limit the visual impact of new development.

Disclaimer:

While every reasonable effort has been made to ensure that this document is correct at the time of printing, Maitland City Council and its employees disclaim any and all liability to any person in respect of anything or the consequences of anything done or omitted to be done in reliance upon the whole of any part of this document.

Introduction

The Thornton North area represents a unique opportunity for a new community in the Lower Hunter. It is one of few remaining urban release areas with urban development potential in the east of Maitland Council's area.

Maitland City Council engaged Parsons Brinckerhoff (PB) to prepare a Master Plan for Thornton North that optimises this scarce land resource, whilst ensuring protection of the natural environment and lifestyle of local residents. The Master Plan provides a broad framework for potential development in the Thornton North area which will act as a guide for future investigations and decisions by Council and the community. Maitland Council is committed to creating a new community that is well planned from the outset.

The primary focus of the Master Plan is the relationship between existing and future land uses. Its objective is to ensure that any growth takes place in a co-ordinated and sustainable manner in consultation with the local community.

This document forms Volume 1 of three volumes. Volume 2 provides greater detail and background information on the planning framework, natural environment, consultation activities, urban design issues and heritage. Volume 3 provides a detailed traffic impact assessment.



A future Thornton North; a new community

As part of the Master pPlan investigations, consultation was undertaken with the National Parks and Wildlife Service and Mindaribba Local Aboriginal Land Council. Outcomes have included retention of a continuous corridor of cultural landscape types within the planned open space network. These include bushland, creeks, knolls, and wetlands. More detailed investigations will be needed as part of any future rezonings and detailed design.

Two corridors have been identified that linked ridge lines to wetlands (refer open space plan) as well as a knoll (identified as likely to have significance) on the western edge.

There are no known sites or potential areas in the study area of Thornton North that have value in terms of non-indigenous or European heritage. The visual impact of further development at Thornton North on historic Morpeth and its approaches has been addressed in the Master Plan. The

role and function of the Metford Brickworks which has been in operation for more than 100 years has also been considered.

Master Plan Implications

- a range of Aboriginal cultural landscapes have been protected within the planned open space system in consultation with the NPWS and Mindaribba LALC
- ongoing consultation is recommended with these groups throughout future development
- visual impacts to Morpeth will be minimised by trees kept along approach roads and green corridors to break-up urban views.

Community Services

In developing a Master Plan for the study area, consideration has been given to the impact of increased population to determine the need for additional community services. The range of facilities which

residential development at Thornton North might need would include open space (passive and active), primary school, professional consulting rooms, aged/disability centre, community centre/ hall, childcare centre/preschool, library, fire brigade, police, ambulance, community health centre and a small group of shops.

Master Plan Implications

A local centre that includes shops and a primary school has been indicated on the Master Plan. This has been centrally located along the main entrance avenue to encourage viability, vitality and close proximity to the majority of residents. A potential site for a second independent school has also been shown, due to a possible need for this type of facility being identified.

Developing a Vision for Thornton North

Sustainable Development

The Master Plan has been designed using principles of sustainable development. There is a focus on walking, cycling and public transport opportunities such as increasing patronage of Metford Station and considering local bus routes. A range of housing and land sizes will also encourage population diversity and greater affordability.

A sustainable community can be defined as one that:

 meets residents and visitors social needs; and ensures that the environment can support these needs both now and in future

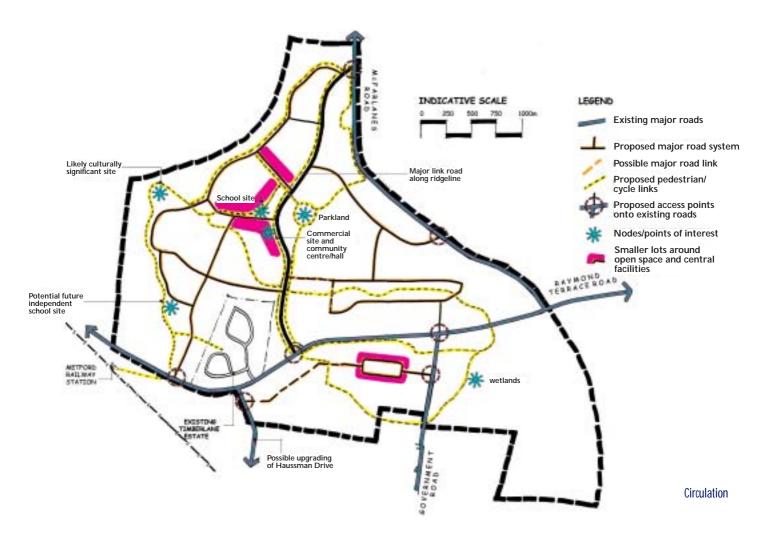
To achieve sustainable development, new urban areas should be located near existing or planned urban centres and near services like shops, railway lines, water and sewerage services. Several local scale benefits of sustainable development can be achieved through appropriate planning such as the new Master Plan.

These include:

- residents saving time and money;
- a sustainable community instead of urban sprawl;
- · cheaper government services;
- a better sense of community;
- less need to use cars and more opportunities to walk and cycle;
- protection of land with environmental assets (habitat and water catchment areas); and
- land preserved for economic purposes (extractive industries, prime agricultural, tourist sites).



Emphasis on walking and cycling, integrated with green corridors



If noised attenuation measures are necessary, mounding should be used in preference to wall structures.

Central Entrance Avenue

A central, main roadway has been designed to provide prominent trees on the central ridge of the

site. This will provide an attractive entrance avenue with trees in the central median and along the verges at this highpoint. An example of such an avenue is shown in Figure B.

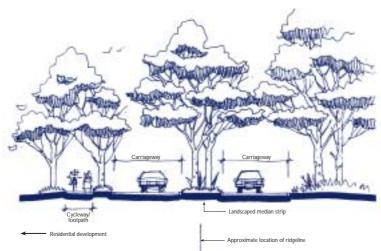
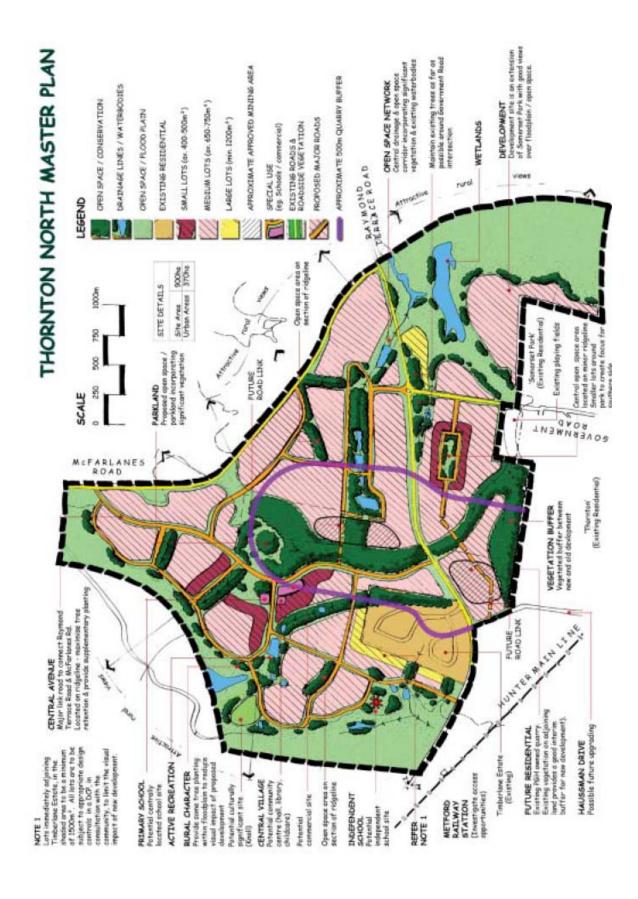


Figure B. Central avenue located on ridgeline

Key Features

Other features of the Master Plan are:

- Central Village consisting of a small group of local shops and possibly a community centre with a pre-school / child care centre.
- Primary School located as part of the central village; will allow for most children to walk/cycle to school.
- Rural Character will be achieved by retaining views to the surrounding floodplain and trees along major roadways, and separating residential areas with green corridors.
- Small to Medium Lots concentrated around the village centre to maximise the number of people who can walk/cycle to shops. Another area concentrated around a park south of Raymond Terrace Road will have direct access to open space.



MAITLAND

CITYWIDE DEVELOPMENT CONTROL PLAN

THORNTON NORTH AREA PLAN

This chapter comprises part of the Maitland City Wide Development Control Plan and has been prepared in accordance with the provisions of the Environmental Planning and Assessment Act 1979. This chapter is to be read in conjunction with the whole document.

This chapter was adopted 26 February 2008 to be included in the City Wide Development Control Plan, and amended on 30 October 2008 to include the Government Rd Precinct Plan.

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2.18 Key Development Sites

Objectives	Requirements
To ensure that key development sites are properly planned for within Precinct Plans	 The following sites shall be included in the relevant Precinct Plans, including concept designs and site plans: Commercial/shopping area and parking Schools, libraries, community facilities and associated parking Timberlane surrounds Clay conservation areas, existing quarry sites and buffers Gateway sites Exhibition villages Residential areas adjoining the flood fringe

Part B - Precinct Plans

3 General Principles for Precinct Plans

3.1 Purpose of Precinct Plans

The Thornton North Urban Release Area is characterised by a number of precincts or catchments due to site constraints, infrastructure provisions, existing development and land ownership.

Precinct Plans must be consistent with the Thornton North Structure Plan and will be prepared by developer's and/or land owners, to the satisfaction of Council, and adopted by Council for inclusion within this Area Plan that forms part of the City Wide DCP.

Precinct Plans must be adopted by Council prior to determination of any development application for residential subdivision of land. The Precinct Plans shall be consistent with, and relate to land areas included within specific stages as shown in the adopted Staging Plan in *Section 2.2*.

The precincts and staging of development are closely linked to the requirements of Council's Thornton North Section 94 Contributions Plan, and other major infrastructure providers such as Hunter Water Corporation in respect to water, sewer and recycled wastewater.

3.2 Matters for Consideration in Precinct Plans

In addition to any site specific issues, all Precinct Plans must include the following:

- the boundaries of each precinct, the geographical location and physical characteristics of the land in that precinct, together with identifying coordinated and logical connections to adjoining precincts and stages,
- the subdivision stages of development within each precinct,
- details of essential infrastructure provision to service the area,
- a transport movement hierarchy showing the major circulation routes and connections to achieve a simple and logical movement system for vehicles, public transport, pedestrians and cyclists, incorporating shared off-road footpath/cycle paths
- a landscaping concept plan for the protection and enhancement of riparian areas and remnant vegetation, including visually prominent locations, and typical landscaping requirements for both the public domain and private land, particularly adjacent to the major roads and intersections, including the perimeter road adjacent to the flood prone lands to the north and west,
- the general location of potential stormwater and water quality and quantity management controls and devices,
- amelioration measures to protect future residential development from fumes, vibration and noise generated by traffic and rail movements in accordance with the relevant Roads and Traffic Authority and New South Wales EPA Standards,
- amelioration measures for natural and environmental hazards, including bushfire, flooding and any archaeological or site contamination constraints,

- buffer areas and protection to the existing quarry activities
- identification of any significant development sites within the precinct that require urban design controls, including any medium density sites, public open space, schools or community facilities, shops and commercial areas, including provisions for appropriate traffic management facilities and car parking,
- details of planning measures to protect any areas of scenic value and significant vegetation
- the estimated dwelling density or lot yields for each precinct
- background studies, reports, site surveys and investigations

4 Waterford County Precinct Plan

4.1 Precinct Plan

This Precinct Plan applies to land shown in Figure 6.

The Precinct Plan and the following development objectives and requirements are to be read in conjunction with Part A. All development in the Waterford County Precinct is to comply with this Precinct Plan and the provisions of Part A.

All development is subject to appropriate zoning controls and the provisions of the Maitland Local Environmental Plan 1993.

4.2 Subdivision design

Requirements **Objectives** To ensure that subdivision provides a The layout, hierarchy and design of safe and positive character, enhances major streets within the Precinct will be accessibility, minimises visual impacts, generally consistent with Figure 6. compliments the surrounding area, and promotes the principles of ecologically Pedestrian, cycleways and shared offsustainable development. road pathways are to be provided within the Precinct to link the Village Centre, open spaces, schools and recreational To create a subdivision pattern that reinforces the desired character and facilities. setting of Waterford County and ensures the retention of existing significant viable Medium density and small lot housing is vegetation and trees. to be provided in location with high amenity, including areas within 400 metres of the Future Village Centre. To design a layout that connects with other Precincts, in accordance with the Figure 3. Childcare centres and exhibition villages are to be sited in accordance with the To locate land uses in locations that are provisions of the Maitland Citywide generally consistent with the Thornton DCP. North Structure Plan and Council policies. To create lot and landscape buffers to the precinct edges where it abuts

- existing development, wetlands and existing roads.
- To encourage a walkable neightbourhood throughout the precinct.

4.3 Key development sites – Future Village Centre

Objectives Requirements To incorporate a Future Village Centre The Future Village Centre is to have that provides a range of shopping and easy and direct pedestrian, cyclist and community support facilities vehicle access to the surrounding activities commensurate with its role in a residential area and good visibility from hierarchy of centres across the Maitland the main access route. It is to be local government area. located generally in accordance with Figure 6. To create a transport hub at the Village Centre, by providing good connectivity The street structure and Village Centre to the Centre for pedestrians, cyclists is to be designed to accommodate or facilitate buses and bus stops. and public transport. To create a critical mass of residential Footpaths are to be a minimum of 4 dwellings close to or within the Future metres to Village Centre streets. Village Centre to provide out of hours activity. Loading and parking access for the Future Village Centre is generally to occur from the rear rather than the main street. The school is to be located on a collector road close to the Future Village Centre to encourage use of the Centre. The Future Village Centre is to be designed to capture views to the adjacent open space and streets are to terminate on axis with unique features and buildings.

4.4 Key Development Sites – Timberland edge

Objectives	Requirements
To make provision for appropriate subdivision design and urban development adjoining the existing Timberlane rural residential estate, to provide a transition betweenrural residential development and urban development	 Development on the land adjoining Timberlane Estate should be designed and located so as to minimise bulk and scale, thereby maintaining view corridors and minimising any impacts to the existing rural residential amenity. Allotments immediately adjoining the western and northern boundaries of Timberlane Estate must have a minimum lot size of 1500m² and

