

cw-CS3 JRPP Recommendations with regard to pre-Gateway reviews for the Colo Vale Highway Service Centre and Chelsea Gardens/Coomungie Urban Release Area.

Reference: PN1682700, PN1705602, PN1710130, 5901
Responsible Officer: Group Manager Strategic and Assets

PURPOSE

The purpose of this report is to advise Council of the recommendations of the Southern Joint Regional Planning Panel (JRPP) with regard to the pre-Gateway review of an application to develop a highway service centre and associated land uses at Church Avenue Colo Vale and an application to rezone and reduce the minimum lot size of land on the properties known as Chelsea Gardens and Coomungie, Yarrawa Road, Moss Vale.

COLO VALE HIGHWAY SERVICE CENTRE

BACKGROUND

At its meeting on 12 June 2013 Council considered a report to amend Wingecarribee Local Environmental Plan 2010 (WLEP 2010) to permit development for the purposes of a Highway Service Centre and associated development on Lot 2 DP 1010179, 1-9 Church Avenue, Colo Vale. At the meeting Council resolved:

1. *THAT Council resolve to not support the submission to permit a highway service centre on Lot 2 DP1010179, 1-9 Church Avenue, Colo Vale.*
2. *THAT the applicant and property owners be informed of Council's decision.*

Subsequently, the proponent applied to the Department of Planning & Infrastructure (DP&I) for a pre-Gateway review by the Southern JRPP. The matter was considered by the JRPP on 7 November 2013 and Council was advised of the JRPP's recommendation on 22 November 2013.

JRPP RECOMMENDATION

The JRPP, on a unanimous decision, recommended that the Planning Proposal proceed to a Gateway Determination subject to the provision of additional information. A full transcript of the recommendation follows. The full JRPP Review Report forms **Attachment 1** to this report.

Recommendation

The regional panel recommends that:

- (a) Proposed Instrument PGR_2013_WINGE_003_00 proceeds to a Gateway determination subject to:
- (i) Permitted land uses being limited to a highway service centre and hotel or motel accommodation, and

(ii) A detailed traffic impact analysis being provided that meets the requirements of Roads and Maritime Services as outlined in correspondence to Wingecarribee Shire Council dated 10 June 2011.

It is noted that, although the JRPP has recommended that the planning proposal proceed to a Gateway determination, the range of development over the site has been significantly restricted. The Panel was of the view that the site is not suited to retail uses other than those included within the definition of a highway service centre, namely restaurants, café and take away food and drink premises.

It is also noted that the Panel was of the view that adequate information, including the methodology, findings and assumptions made in any traffic modelling, needs to be provided to the Roads and Maritime Services for their assessment before determining whether the proposal should proceed. Therefore, the onus will be on the applicant to satisfy the RMS in this regard and without that concurrence the Planning Proposal would not proceed to a Gateway Determination.

The JRPP also suggested that Council give further consideration to future development of the northern villages in preparation of the forthcoming strategic planning exercises. It is the intention of Council to review all future development options in all towns and villages in the preparation of the Local Planning Strategy during 2014.

CHELSEA GARDENS/COOMUNGIE

BACKGROUND

At its meeting on 9 October 2013 Council considered a report to amend Wingecarribee Local Environmental Plan 2010 (WLEP 2010) to permit development of 1,500 residential lots and ancillary business uses on Lot 12 DP 866036, Chelsea Gardens, 32 Lovelle Street, Moss Vale and Lot 3 DP 706194, Coomungie, 141 Yarrowa Road, Moss Vale. At the meeting Council resolved:

1. ***THAT** the Planning Proposal to amend WLEP 2010 to rezone and reduce the minimum lot size of Lot 12 DP 866036, Chelsea Gardens, 32 Lovelle Street, Moss Vale and Lot 3 DP 706194, Coomungie, 141 Yarrowa Road, Moss Vale, not be supported at this point in time for reasons outlined in the report.*
2. ***THAT** Council prepares a planning proposal to remove Chelsea Gardens, 32 Lovelle Street, Moss Vale and Lot 3 DP 706194, Coomungie, 141 Yarrowa Road, Moss Vale, from Urban Release sites in the Wingecarribee LEP 2010.*
3. ***THAT** the applicant be advised of Council's decisions made at 1 and 2 above.*
4. ***THAT** Council commence discussions to investigate the potential for land located in the vicinity of the Moss Vale Enterprise corridor to be rezoned in the future for urban residential purposes*

Subsequently, the proponent applied to the Department of Planning & Infrastructure (DP&I) for a pre-Gateway review by the Southern JRPP. The matter was considered by the JRPP on 7 November 2013 and Council was advised of the JRPP's recommendation on 22 November 2013.

JRPP RECOMMENDATION

The JRPP, on a majority decision, recommended that the Planning Proposal proceed to a Gateway Determination subject to the provision of additional information. A full transcript of the recommendation follows. The full JRPP Review Report forms **Attachment 2** to this report.

Recommendation

The regional panel recommends that:

(a) Proposed Instrument PGR_2013_WINGE_002_00 proceeds to a Gateway determination subject to provision of the following information:

(i) comprehensive details of water and sewer servicing augmentation requirements and evidence that the capacity of Wingecarribee Shire Council's water and sewerage headworks and reticulation systems are adequate to service the land,

(ii) a preliminary analysis of traffic impacts on the surrounding local and arterial road network and any upgrading that is required to cater for traffic generated by the proposed urban subdivision,

(iii) A detailed site analysis and revised concept masterplan that responds to servicing requirements and capacity, adjoining land and site constraints.

(b) Wingecarribee Shire Council consider an amendment to Wingecarribee LEP 2010 Urban Release Area Map to include land in separate ownership at the north eastern corner of Lot 12 DP 866036 and at the southern edge of Lot 3 DP 706194.

(c) Wingecarribee Shire Council review Wingecarribee Shire Our Future Strategic Plan 2002 to ensure that it reflects the community's expectations for the future.

(d) Wingecarribee Shire Council commence a land and housing monitor, and liaise with the Southern Region office of the Department of Planning and Infrastructure regarding appropriate methodology and format.

The Panel did note that the level of detail provided in the proponent's planning proposal was not to a satisfactory level particularly with regard to the suitability of the land for development, the location and capacity of existing services, constraints to access, and the relationship to the rural landscape that surrounds the site. Consequently, the progress of the Planning Proposal to a Gateway Determination cannot proceed unless the applicant provides these additional details as identified.

The three requirements of Council under subclauses (b), (c) and (d) are noted and be undertaken as part of the development of the Local Planning Strategy during 2014.

STATUTORY PROVISIONS

Wingecarribee LEP2010 (WLEP 2010)

Council now awaits confirmation of these recommendations from the Department of Planning & Infrastructure. Council will then be given 40 days within which to advise the Department if it wishes to act as the Relevant Planning Authority (RPA) in the preparation and lodgement of the Planning Proposal or whether Council wishes the Department to nominate another RPA.

Because Council will not meet again until mid-February 2014 and Council must advise the Department within 40 days of receipt of confirmation of the pre-gateway outcome whether Council will nominate as the RPA for these Planning Proposals, one recommendation of this report will be that the Acting General Manager be given delegation to act on Council's behalf in this regard.

It is recommended that Council does nominate as the Relevant Planning Authority for these Planning Proposals as that will enable Council to remain actively involved with the assessment and consultation process. Council will be able to charge the proponent a fee in accordance with the adopted fees and charges for Planning Proposals, in this case, \$25,000 each.

Should the proponents comply with the requirements of the JRPP with regard to additional information, Planning Proposals will be prepared and progressed in accordance with the Gateway process introduced in July 2009 and which contains the following steps:

Planning Proposal - the RPA will be responsible for the preparation of the Planning Proposal. It is noted that the JRPP has identified additional studies which are required before each Planning Proposal can proceed to a Gateway Determination.

Gateway - The Minister (or delegate) determines whether the Planning Proposal is to proceed based on the information requested by the JRPP to accompany the Planning Proposal.

Community Consultation – If the Gateway panel determines that the Planning Proposal may proceed the Proposal would be publicly exhibited for a minimum of 28 days. Any person making a submission may also request a public hearing be held.

Assessment - The RPA would consider public submissions and the Proposal may be varied as necessary. It is noted that clause 58 of the EP&A Act allows the RPA to vary, at any time, its Proposal as a consequence of its consideration of any submission or report during community consultation or for any other reason. The RPA may also resolve to not proceed with the Planning Proposal under this clause.

If the Planning Proposal does proceed, Parliamentary Counsel then prepares a draft local environmental plan (the legal instrument).

Decision - With the Minister's (or delegate's) approval the plan becomes law and is published on the NSW Legislation website.

Development Control Plans (DCPs)

The Planning Proposals, if supported, would require amendments to both the Northern Villages DCP and the Moss Vale DCP to provide controls for further development.

State Environmental Planning Policies (SEPPs)

All relevant SEPPs would be considered in the preparation of the Planning Proposals. All Planning Proposals must seek comment from the Sydney Catchment Authority (SCA) prior to being forwarded to DP&I and it is recommended that referrals also be obtained from the Rural Fire Service. Consideration of other SEPPs would occur at the Land Use Assessment stage.

Section 117 Directions

The Minister for Planning, under section 117(2) of the EP&A Act issues Directions that Council must follow when preparing Planning Proposals. The Directions cover the following broad categories:

1. Employment and Resources
2. Environment and Heritage
3. Housing, infrastructure and urban development
4. Hazard and risk
5. Regional planning
6. Local plan making.
7. Metropolitan Planning

Relevant State Legislation

No other State legislation is relevant at this stage.

CONSULTATION

The Gateway Determination would identify what referrals and consultation would be required.

SUSTAINABILITY ASSESSMENT

• Environment

If Council were the Relevant Planning Authority for these Planning Proposals, Council would expect that any environmental concerns already identified are considered and addressed by the proponent in any additional documentation submitted prior to preparation and lodgement of the Planning Proposal.

• Social

If Council were the Relevant Planning Authority for these Planning Proposals, Council would expect that any social concerns already identified are considered and addressed by the proponent in any additional documentation submitted prior to preparation and lodgement of the Planning Proposal.

- **Broader Economic Implications**

If Council were the Relevant Planning Authority for these Planning Proposals, Council would expect that any economic concerns already identified are considered and addressed by the proponent in any additional documentation submitted prior to preparation and lodgement of the Planning Proposal.

- **Culture**

If Council were the Relevant Planning Authority for these Planning Proposals, Council would expect that any cultural concerns already identified are considered and addressed by the proponent in any additional documentation submitted prior to preparation and lodgement of the Planning Proposal.

- **Governance**

If Council were the Relevant Planning Authority for these Planning Proposals, it would ensure that all relevant governance issues are correctly addressed.

RELATIONSHIP TO CORPORATE PLANS

There are no Corporate Plan implications associated with this report.

BUDGET IMPLICATIONS

If Council were the Relevant Planning Authority for each Planning Proposal, a fee would be payable by the applicant in accordance with the adopted fees and charges.

RELATED COUNCIL POLICY

There are no related Council Policies associated with this report.

OPTIONS

Two (2) options are available to Council:

Option 1

Resolve to not nominate Council as the relevant planning authority for these Planning Proposals.

Comment: This option is not recommended as it would relegate Council to a minor role in the consideration of two matters of importance to the long term development of the Shire.

Option 2

Resolve to nominate Council as the Relevant Planning Authority for these Planning Proposals.

Comment: This option is recommended in order for Council to retain an active role in the management of these matters.

CONCLUSION

The Southern JRPP has recommended that Planning Proposals to consider development of a Highway Service Centre at Church Road Colo Vale and development of the Chelsea Gardens/Coomungie properties in Moss Vale for residential urban development proceed to a Gateway Determination subject to certain significant conditions. The JRPP has also suggested, or directed Council to undertake certain strategic planning reviews and it is the intention of Council to implement these directions through the preparation of the Local Planning Strategy during 2014.

When the Department confirms the outcomes of the JRPP review, Council will be given 40 days within which to advise the Department it wishes to act as the relevant planning authority (RPA) with regard to these Planning Proposals. It is recommended that Council does act as the RPA in order to retain active involvement, both directly and on behalf of the community, in the processing of the Planning Proposals.

This timeframe may be during the time Council is not meeting over the December/January recess and therefore it is the intention of this report to make Council aware of the current situation and delegate to the Acting General manager to nominate Council as the Relevant Planning Authority should the Department of Planning & Infrastructure proceed to implement the JRPP's recommendations.

ATTACHMENTS

There are two (2) attachments to this report:

1. The JRPP pre-Gateway report regarding the Colo Vale Highway Service Centre.
2. The JRPP pre-Gateway report regarding Chelsea Gardens/Coomungie.

RECOMMENDATION

1. **THAT** the pre-Gateway report of the Southern Joint Regional Planning Panel with regard to development of a highway service centre at Part Lot 2 DP 1010179, 1-9 Church Avenue, Colo Vale be noted
1. **THAT** the pre-Gateway report of the Southern Joint Regional Planning Panel with regard to development of 'Coomungie' Lot 3 DP 706194 Yarrowa Road and 'Chelsea Gardens' Lot 12 DP 866036 Lovelle Street, Moss Vale, be noted.
2. **THAT** the Acting General Manager be given delegation to act on Council's behalf in responding to the Department of Planning & Infrastructure with regard to Council acting as the Relevant Planning Authority with regard to the preparation of Planning Proposals for the matters listed in 1 and 2 above.

ATTACHMENT 1

Joint Regional Planning Panel Pre-Gateway Review

The Joint Regional Planning Panel (JRPP) has considered the request for a review of the proposed instrument as detailed below.

The Pre-Gateway Review:

Date of Review:	7-8 November 2013
Dept. Ref. No:	2013STH022
LGA:	Wingecarribee Shire
LEP to be Amended:	Wingecarribee LEP 2010
Address / Location:	Part Lot 2 DP 1010179, 1-9 Church Avenue, Colo Vale
Proposed Instrument:	PGR_2013_WINGE_003_00

Reason for review:	☒	The council has notified the proponent that the request to prepare a planning proposal has not been supported
	☐	The council has failed to indicate its support 90 days after the proponent submitted a request to prepare a planning proposal

In considering the request, the JRPP has reviewed all relevant information provided by the proponent as well as the views and position of the department and the relevant local government authority.

Based on this review the JRPP recommends the following:

JRPP RECOMMENDATION:	☒	The proposed instrument should be submitted for a Gateway determination subject to provision of additional information
	☐	The proposed instrument should not be submitted for a Gateway determination
Composition of Recommendation:	☒ Unanimous ☐ Not unanimous	Comments:

JRPP Advice and Justification for Recommendation:

1. Request for review

The Director-General, as Delegate of the Minister for Planning and Infrastructure, requested on 3 October 2013 that the Southern Joint Regional Planning Panel (regional panel) carry out a pre-Gateway review of proposed instrument PGR_2013_WINGE_003_00 and to prepare advice concerning the merits of the proposal. The request for the review has been made by the proponent TCW Consulting Pty Ltd.

The regional panel constituted for this matter comprised Allen Grimwood (Acting Chair) and Alison McCabe as state appointed members, and Laurel Cheetham and Councillor Duncan Gair appointed by Council to represent the community.

Meetings have been held with TCW Consulting Pty Ltd (the proponent), Wingecarribee Shire Council staff (Council) and representatives of the Department of Planning and Infrastructure (Southern Region) on 7 and 8 November 2013. Departmental representatives attended all meetings as observers and to provide advice.

2. The planning proposal

The proposed instrument PGR_2013_WINGE_003_00 that was submitted for review comprises a Planning Proposal to amend Wingecarribee Local Environmental Plan (LEP) 2010 to permit specific land uses either as additional permitted uses or by way of applying zone SP1 Special Activities to land described as part Lot 2 DP 1010179, 1-9 Church Avenue, Colo Vale.

The proposed land uses as described in section 4.0 Explanation of Provisions of the Planning Proposal comprise a highway service centre, associated retail premises and hotel or motel accommodation. These uses are defined in Wingecarribee LEP 2010 as a highway service centre, retail premises, and hotel or motel accommodation. The land is currently zoned RU4 Rural Small Holdings with a minimum lot size of 2 hectares. The proposed uses are prohibited in this zone.

The land uses are proposed over an area of four hectares located at the north eastern corner of Lot 2 adjacent to the Hume Highway and Church Avenue intersection as outlined in blue in Figure 3 of the Planning Proposal.

The amendment to Wingecarribee LEP 2010 may be carried out by one of the following methods:

- Permit the proposed land uses by inclusion in Schedule 1 Additional permitted uses, or
- Apply the SP1 Special Activities zone to part Lot 2.

The Planning Proposal was lodged with Wingecarribee Shire Council in January 2012. Council had previously resolved in October 2011 to prepare a planning proposal to, amongst other things, prohibit highway service centres in all zones. The amendment to Wingecarribee LEP 2010 was published, however, the prohibition of highway service centres was excluded from the amendment.

The Planning Proposal was reported to Council's Local Planning Strategy Committee Sunset Working Group in August 2012 and again in February 2013. The matter was then put to the meeting of Council held on 17 April 2013 and was deferred to the Local Planning Strategy Steering Committee Working Group and considered again on 15 May 2013. Wingecarribee Shire Council at its meeting of 12 June 2013 resolved to not support the Planning Proposal. The proponent subsequently lodged an application for a pre-Gateway Review.

3. Strategic merit assessment

Site suitability

The location of the site, being adjacent to a major national highway and freight route, is considered to be strategically appropriate for the development of a highway service centre and motel accommodation that offer services to the travelling public. The site is well located to ensure that fuel, food and accommodation needs are met at regular intervals along the Hume Highway.

However, the regional panel is of the view that the site is not suited to retail uses other than those included within the definition of a highway service centre, i.e. restaurants, cafes and take-away food and drink premises. Retail uses such as shops and supermarkets offer services to the inhabitants of nearby towns and villages, and are more appropriately located within those centres in close proximity to resident populations.

Traffic impacts

The site is located adjacent to an off ramp from the Hume Highway that provides access to and from the villages of Colo Vale, Hill Top and Yerrinbool. This off-ramp is located less than one kilometre north of an on-ramp from the settlement of Mittagong. This separation distance between the on-ramp and the off ramp to Colo Vale makes traffic impact a threshold issue in considering whether or not the Planning Proposal should proceed to a Gateway determination. Traffic issues such as vehicle weaving in relation to access to both on ramps to Church Avenue, and the eastern off-ramp, the capacity of the local road network, the level of service of the highway and road signage are matters that need to be addressed to determine whether road safety can be maintained if the development proceeds. The regional panel is of the view that adequate information, including the methodology, findings and assumptions made in any traffic modelling, that meets the requirements of guidelines utilised by Roads and Maritime Services needs to be provided before determining whether the proposal should proceed.

Strategic planning

The expansion of the village of Colo Vale was considered by Council in Wingecarribee Our Future Strategic Plan 2002. Land known as Wensleydale that is located east of Colo Vale and opposite the site was identified for future urban development in that strategy, however, this land is not mapped as an urban release area in Wingecarribee LEP 2010. The regional panel nevertheless acknowledges the potential for growth in the villages north of Mittagong through infill development and potential future urban expansion to cater for long term demand. It is suggested that Council give further consideration to future development of the northern villages in forthcoming strategic planning exercises having regard to land supply, projected growth rates and housing demand, and the provision of commercial services in these settlements.

Summary

Subject to the provision of an analysis of traffic impacts that demonstrates that the proposed development will not impact adversely on road safety or the capacity of the local and arterial road network, the regional panel supports the development of a highway service centre and hotel or motel

accommodation. The regional panel does not support the development of retail uses other than those that are ancillary to a highway service centre.

In making recommendations the regional panel believes that, due to location, surrounding land zoning and site attributes, detailed consideration should be given to the following matters during assessment of any future development application for the proposed land uses:

- site access arrangements,
- the landscape setting,
- built form and design,
- adjoining land uses and the need for appropriate transitions and buffers.

4. Recommendation

The regional panel recommends that:

- (a) Proposed Instrument PGR_2013_WINGE_003_00 proceeds to a Gateway determination subject to:
 - (i) Permitted land uses being limited to a highway service centre and hotel or motel accommodation, and
 - (ii) A detailed traffic impact analysis being provided that meets the requirements of Roads and Maritime Services as outlined in correspondence to Wingecarribee Shire Council dated 10 June 2011.

Endorsed by:



Allen Grimwood
Acting Chair
Southern Joint Regional Planning Panel
14 November 2013

ATTACHMENT 2

Joint Regional Planning Panel Pre-Gateway Review

The Southern Joint Regional Planning Panel has considered the request for a review of the proposed instrument as detailed below.

The Pre-Gateway Review:

Date of Review:	7-8 November 2013
Dept. Ref. No:	2013STH023
LGA:	Wingecarribee Shire
LEP to be Amended:	Wingecarribee LEP 2010
Address / Location:	'Coomungie' Lot 3 DP 706194 Yarrawa Road and 'Chelsea Gardens' Lot 12 DP 866036 Lovelle Street, Moss Vale
Proposed Instrument:	PGR_2013_WINGE_002_00

Reason for review:	☒	The council has notified the proponent that the request to prepare a planning proposal has not been supported
	☐	The council has failed to indicate its support 90 days after the proponent submitted a request to prepare a planning proposal

In considering the request, the JRPP has reviewed all relevant information provided by the proponent as well as the views and position of the department and the relevant local government authority.

Based on this review the JRPP recommends the following:

JRPP RECOMMENDATION:	☒	The proposed instrument should be submitted for a Gateway determination subject to provision of additional information
	☐	The proposed instrument should not be submitted for a Gateway determination
Composition of Recommendation:	☐ Unanimous ☒ Not unanimous	Comments: majority support

JRPP Advice and Justification for Recommendation:

1. Request for review

The Director-General, as Delegate of the Minister for Planning and Infrastructure, has requested that the Southern Joint Regional Planning Panel (regional panel) carry out a pre-Gateway review of proposed instrument PGR_003_WINGE_002_00 and to prepare advice concerning the merits of the proposal. The request for the review has been made by Murray Sowter on behalf of Glen Ayr Pastoral Pty Ltd and J Avery Pty Ltd on 8 August 2013.

The regional panel constituted for this matter comprised Allen Grimwood (Acting Chair) and Alison McCabe as state appointed members, and Laurel Cheetham and Councillor Ian Scandrett appointed by Council to represent the community.

Meetings have been held with representatives of Glen Ayr Pastoral Pty Ltd and J Avery Pty Ltd (the proponent), Wingecarribee Shire Council (Council) and representatives of the Department of Planning and Infrastructure (Southern Region) on 7 and 8 November 2013. Departmental representatives attended all meetings as observers and to provide advice.

2. The planning proposal

The proposal involves the rezoning of two adjoining agricultural properties - Chelsea Gardens and Coomungie that have a combined area of 123.7 hectares to allow for residential development on the south east edge of Moss Vale. The land is zoned RU2 Rural Landscape under Wingecarribee Local Environmental Plan (LEP) 2010 and is currently used for cattle grazing. The land is also included in Wingecarribee LEP 2010 as an urban release area.

The proposed instrument PGR_003_WINGE_002_00 that was submitted for review comprises amendments to Wingecarribee LEP 2010:

- to rezone the land as part R2 Low Density Residential, part R3 Medium Density Residential, part RE1 Public Recreation and part B1 Neighbourhood Centre, and
- to change the Lot Size Map from 40 hectares (Q) to principally 450m² (G) with pockets of 300m² (D) and 1,000m² (U) consistent with a concept masterplan submitted with the Planning Proposal.

The Planning Proposal was lodged with Wingecarribee Shire Council on 6 May 2013. The proponent lodged an application for a pre-Gateway Review on 8 August 2013 on the basis that Council had not dealt with the Planning Proposal within 90 days.

Council considered the Planning Proposal at an ordinary meeting held on 14 August 2013 and resolved to defer the matter pending a further information session. Council then resolved at a meeting on the 9 October 2013 to not support the rezoning and to prepare a planning proposal to remove Chelsea Gardens and Coomungie from the Urban Release Area Map in Wingecarribee LEP 2010. Council also resolved to commence discussions to investigate the potential for land located in the vicinity of the Moss Vale enterprise corridor to be rezoned in the future for urban residential purposes. Council has not yet progressed this planning proposal.

3. Strategic merit assessment

Site planning

The regional panel notes that the planning proposal has been prepared using *A guide to preparing planning proposals* and *A guide to preparing local environmental plans* both issued by the Department. The guidelines set out the minimum information that is needed for a Relevant Planning Authority to be satisfied that a proposal has merit to proceed to a more detailed planning phase.

The regional panel has reviewed documentation submitted by the proponent and has met with the proponent to enable discussions about the planning proposal. However, in documentation provided with the planning proposal, important issues such as the suitability of the land for development, the location and capacity of existing services, and constraints to access have not been adequately considered. The concept masterplan and site analysis do not contain sufficient information to enable an understanding of the relationship of the site with adjoining land and to facilitate good access to the centre of Moss Vale.

The regional panel understands the need to ensure that the site is capable of accommodating the level of development that would be enabled by the proposed instrument before it proceeds to a favourable Gateway determination. In this instance, a more detailed site analysis would assist to ensure that there is connectivity with adjoining urban development and the centre of Moss Vale, and within the site itself, for example, to maximise access to any proposed commercial or community uses and open space. The relationship to the rural landscape that surrounds the site should also be considered in subdivision design.

Servicing

It is noted in section 2.1 Service Infrastructure of the Planning Proposal that reticulated water and sewer are provided to adjoining urban land and that modelling needs to be carried out to determine the extent of augmentation that is required to service the subject land. The Planning Proposal does not contain any preliminary analysis of traffic impacts on the surrounding local and arterial road network.

It is the view of the regional panel that modelling and analysis must be carried out before the proposal proceeds to a gateway determination to evaluate the extent and costs of augmentation that are required to reticulated water and sewer systems and the road network to cater for the additional load generated by the proposed urban subdivision and to provide the optimum transport network to link the site to Moss Vale centre. This is consistent with a housing and settlement action of the Sydney-Canberra Corridor Regional Strategy to integrate planning for urban land with the supply of relevant infrastructure and transport provision. Knowledge of servicing requirements will also inform subdivision design, lot yield and the staging of land release.

Land supply

The Sydney-Canberra Corridor Regional Strategy 2008 contains regional housing supply targets which project an undersupply of 3,000 dwellings over the period to 2031. This is based on demand for an additional 8,700 dwellings and a population of 58,800 persons in 2031. The current supply was estimated to be 2,200 potential dwellings in existing urban areas and 3,500 dwellings in proposed or planned release areas. The required 3,000 dwellings are to be provided in 'greenfield' development areas. It is identified in the strategy that 1,400 residential lots will be located in Moss Vale in the short to medium term. This estimate includes 1,000 to 1,200 lots to be developed in Chelsea Gardens and Coomungie. The population projection for Wingecarribee has since been revised down to 51,000 persons in 2031.

A Demographic and Housing Study prepared by SGS Economics and Planning in 2012 for Wingecarribee Council estimated that existing and future residential zoned land in Wingecarribee Shire can accommodate 28,965 dwellings, 5,818 of those dwellings being in Moss Vale. SGS used a

'meshblock' method based on ABS census areas which do not correlate with land use zones to estimate dwelling capacities. Population was forecast to be 52,901 in 2031. Demand was estimated in this study to be an additional 6,284 dwellings giving a surplus of 22,681 dwellings in 2031.

Council's internal estimate is that there is capacity for only 8,959 new dwellings in zoned urban areas, which includes potentially 2,180 in Moss Vale. Council also estimate that an average of 270 new dwellings per annum have been approved over the past 10 years in existing urban areas and excluding release areas. This comprises approximately 190 dwellings on existing lots and a further 85 dwellings being either multi dwelling developments or dwellings on newly created lots.

One panel member also advised that Council's forecast now is that is has over 30 years of approved housing stock on current population increases, namely 5000 persons up to 2031. That panel member suggested that in the current climate, staff estimates this stock might last as far as 2038.

In light of the considerable variation in housing demand and supply estimates and having regard to the fact that Council has yet to establish a land monitor to accurately estimate land availability, the regional panel is of the view that an oversupply of urban land in appropriately planned locations contiguous with existing urban areas is preferred to an undersupply. This approach assists housing affordability and acknowledges that the release and development of urban land is subject to the aspirations of land owners, their access to capital and lifestyle preferences – factors which are beyond government control. Development of urban release areas is also subject to the availability and timing of the provision of infrastructure and occurs over an extended period of time.

Strategic planning

The site has been extensively investigated for urban development by Wingecarribee Shire Council since 2005 and has been identified by both Council and the NSW Government via the Sydney-Canberra Corridor Regional Strategy as a key area for 'greenfield' housing. The land is mapped as an urban release area in Wingecarribee LEP 2010. It adjoins the existing Moss Vale urban area and, with appropriate transport links, its development would provide a stimulus for the centre.

The regional panel notes that the Wingecarribee Shire Our Future Strategic Plan 2002 contains sound planning principles and provides strategic direction for future development. It is timely that the strategy be revisited to ensure that it reflects the community's expectations for the future, particularly in regards to issues such as the location of future urban development and maintaining separation between settlements, urban form and housing densities. The strategy should be supported by an accurate and current land and housing monitor, and it is recommended that Council liaise with the regional office of the Department regarding appropriate methodology and format.

Summary

The majority of members of the regional panel support the proposed development of Chelsea Gardens and Coomungie subject to the provision of additional information that demonstrates that the land is capable of urban development.

One panel member advised that Council considers that the scale of development is excessive and that, upon due consideration, he supports only elements of the concept plan, i.e. the areas north of the golf course and to the north east near the water tower where the release area adjoins existing

urban development. These two smaller areas are likely to yield 200 lots. This will still require substantial planning of the provisioning of infrastructure and access.

In making recommendations the regional panel believes that, due to the area of land proposed to be developed and its location relative to the town of Moss Vale, the site analysis and concept masterplan be revised to take into account the following matters:

- Linkages to and connectivity with adjoining urban development, and the centre of Moss Vale,
- The area and location of land to be used for commercial purposes,
- Providing a range of lot sizes to cater for a mix of housing types,
- the interface of urban development with the rural landscape backdrop to the site,
- the provision of adequate open space to cater for the resident population,
- flood and stormwater management using water sensitive urban design principles, and
- the staging of land releases according to the provision of services.

The regional panel is of the view that the location of the proposed business zoned land is not well located and should be more centralised to optimize access to facilities.

It is also recommended that land in separate ownership at the north eastern corner of Chelsea Gardens and at the southern edge of Coomungie along Yarrawa Road be considered by Council for urban development and the Wingecarribee LEP 2010 Urban Release Area Map be amended to include that land.

The regional panel also notes that many of the studies supporting the proposal are dated and will need to be revised if the matter proceeds to exhibition.

4. Recommendation

The regional panel recommends that:

- (a) Proposed Instrument PGR_2013_WINGE_002_00 proceeds to a Gateway determination subject to provision of the following information:
 - (i) comprehensive details of water and sewer servicing augmentation requirements and evidence that the capacity of Wingecarribee Shire Council's water and sewerage headworks and reticulation systems are adequate to service the land,
 - (ii) a preliminary analysis of traffic impacts on the surrounding local and arterial road network and any upgrading that is required to cater for traffic generated by the proposed urban subdivision,
 - (iii) A detailed site analysis and revised concept masterplan that responds to servicing requirements and capacity, adjoining land and site constraints.
- (b) Wingecarribee Shire Council consider an amendment to Wingecarribee LEP 2010 Urban Release Area Map to include land in separate ownership at the north eastern corner of Lot 12 DP 866036 and at the southern edge of Lot 3 DP 706194.

- (c) Wingecarribee Shire Council review Wingecarribee Shire Our Future Strategic Plan 2002 to ensure that it reflects the community's expectations for the future.
- (d) Wingecarribee Shire Council commence a land and housing monitor, and liaise with the Southern Region office of the Department of Planning and Infrastructure regarding appropriate methodology and format

Endorsed by:



Allen Grimwood
Acting Chair
Southern Joint Regional Planning Panel

22 November 2013

