



Wyong Shire Council
Planning Proposal
2 – 8 Aldinga Road
Gwandalan

RZ/8/2014
August 15



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Gwandalan

RZ/8/2014
Date: August 15
Consultation Version

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Tourist and Visitor Accommodation

Lots 1, 2, 3 & 4, Section 22, DP 28961, Nos. 2 – 8 Aldinga Road,
Gwandalan

File No. RZ/8/2014

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Introduction & Locality Context

The subject site is located to the south of the neighbourhood shopping centre and to the west of the Gwandalan Bowling Club, which is located within the foreshore reserve to Crangan Bay, Lake Macquarie (see Figure 1). It comprises four (4) lots which are currently vacant and zoned R2 Low Density Residential, having a combined area of approximately 3066m².

The site generally flat, with a gentle fall to Gamban Road. It is currently being partly utilised for informal car parking. There are no historic records of previous developments on any of the four lots. Remnant mature trees exist on site, together with a mature Bottlebrush hedge. Generally the trees are of reasonable health. Several have a pronounced lean, or have a poor aesthetic, having been poorly pruned to avoid adjacent power lines, and the soil over the root systems has been compacted by the utilisation of the land as an informal carpark. There are no identified threatened or endangered flora or fauna species observed on site.

The land is bounded on three sides by bitumen sealed road with table drains, with no kerb and gutter. There is formal piped drainage in Aldinga Road and Gamban Road. There is also an open channel flowing west to east in the adjoining properties to the south of the land.

The locality to the west and south is generally characterised by low density housing (R2 Low Density Residential zone). On the opposite side of Aldinga Road (to the north) and fronting Gamban Road is a small shopping centre (B1 Neighbourhood Centre zone) containing 10 shops. Land immediately to the west (across a lane from the commercial area) and opposite the subject land, is zoned R1 General Residential.



Figure 1 Contextual Locality Plan

Part 1 Objectives or Intended Outcomes

The objective of this proposal is to enable tourist and visitor accommodation on the land.

The intended outcome of the proposal is to permit the development of hotel or motel accommodation (tourist and visitor accommodation) as an additional land use within the R2 Low Density Residential zone, on Nos. 2 – 8 Aldinga Road Gwandalan. This outcome will be achieved through an amendment to WLEP 2013 to insert an enabling clause into Schedule 1 – Additional Permitted Uses, and an amendment to the Additional Permitted Uses Map Sheet identifying the land and that the use is to be operated only in association with a registered club (The Gwandalan Bowling Club Ltd.)

Part 2 Explanation of Provisions

The outcome will be facilitated by an amendment to Wyong Local Environmental Plan (LEP) 2013. In order to achieve the intended outcome of tourist and visitor accommodation on the site, the proposal is to insert the following enabling clause into Schedule 1 – Additional Permitted Uses:

9. ***Use of Certain Land at 2 - 8 Aldinga Road, Gwandalan***

- 1. This clause applies to land identified as "Item 31" on the Additional Permitted Uses Map.*
- 2. Development for the purposes of tourist and visitor accommodation is permitted with development consent if the development is associated with a registered club.*
- 3. Nothing within this clause allows for use of the site as a Caravan Park.*

Additionally, the following table identifies the proposed map sheet amendment:

Existing Provision	Proposed Amendment
Additional Permitted Uses Map (Extract of 8550_COM_APU_022_020_20150821)	- permit tourist and visitor accommodation as an additional land use

Table 1 – Explanation of Map Amendment

Part 3 Justification

Section A – Need for the Planning Proposal

1. Is the Planning Proposal a result of any Strategic Study or report?

No. The proposal is as a result of an identified need for tourist and visitor accommodation on the Gwandalan/Summerland Point peninsula.

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

Council considered rezoning the land to R1 General Residential, however, determined that the retention of the R2 Low Density Residential zoning was preferred. Council was concerned that the R1 zone would enable a caravan park on the land. The planning proposal is considered to be the best means of achieving the objectives and intended outcome.

Section B – Relationship to strategic planning framework

Where a regional or sub-regional strategy is in place:

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

The Central Coast Regional Strategy (CCRS) identifies the attractive lifestyle, scenic attractions and recognised tourism potential of the area.

The Strategy provides under the key economic opportunities for the region, that 'the regions tourism advantages are also likely to increase' and identifies the conservation of environmental assets and landscape values as a key employment and recreation tourism opportunity. Support for the growth of the tourism sector of the local economy and the economic benefits both direct and indirect to the region, are key objectives of the applicable actions for the area.

The proposal addresses the following Actions identified within the Strategy:

Action 4.22: the proposal will assist in addressing State Plan priority E5 'jobs closer to home'. There are currently no commercial tourist accommodation premises (e.g. hotel or motel) in Gwandalan. The proposal will address an identified need for tourist and visitor accommodation in the Gwandalan/Summerland Point area, and in doing so provide local jobs both directly and indirectly;

Action 5.1: the proposal will contribute to economic and employment growth and the principle within the State Plan of 'self-containment' on the Central Coast; and

Action 6.21: the proposal will enable tourism facilities to be appropriately managed (by the Gwandalan Bowling Club Ltd.) to minimise impacts on natural resources, potential for land use conflicts and impacts on the natural environment.

The North Wyong Shire Structure Plan (NWSSP). The broad strategies within the CCRS were further developed and refined in the release of the North Wyong Shire Structure Plan (NWSSP) in October, 2012. The NWSSP seeks the provision of approximately 7,970 additional dwellings and 1360 jobs in the north of the Wyong LGA during the medium term years to 2027. The proposal is complimentary to this Plan.

4. Is the planning proposal consistent with the local Council's Community Strategic Plan, or other local strategic plan?

The Community Strategic Plan identifies eight (8) priority objectives, each supported by a range of actions. The Planning Proposal is assessed against the 3 relevant objectives, as follows.

1. Communities will be vibrant, caring and connected with a sense of belonging and pride in their local neighbourhood.

The Gwandalan community has developed a strong sense of local identity and pride, through its isolation and the scenic attributes of the adjacent bushland and Lake Macquarie foreshore. Preliminary community consultation on the proposed tourist and visitor accommodation was conducted and the willingness of the community to support the Club proposal was strongly evident. At a community meeting attended by approximately 177 people, 170 attendees indicated support for the proposal. Further, the Club has provided records to Council of a further meeting held by the Club where 118 of 122 attendees recorded their support, a petition was tabled containing over 500 signatures in support, and letters have been received from other related service organisations, which all demonstrate that the proposed development has strong local support.

3. Communities will have access to a diverse range of affordable and coordinated facilities, programs and services.

The site is opposite the Gwandalan Bowling Club and in close proximity to the surrounding services and facilities. These include the neighbourhood shops (containing a bottle shop, bakery, mini-market, butcher, hair and beauty salon, chemist, real estate agent, post office, fruit and vegetable market, and a solicitor's office) and lakefront recreation facilities. The proposal also includes purpose built aged or disabled persons visitor accommodation and will increase the range of affordable available local services.

7. There will be a strong sustainable business sector and increased local employment built on the Central Coast's business strengths.

The proposal will create new local employment opportunities, particularly in the food, cleaning and service sectors. The proposal will assist in securing a solid financial future for the Club, which in turn supports the local community and sporting activities, and provides a venue for social cohesion within the community. The long term plan is for this development to help finance further new development on the Lake Macquarie foreshore (including a function centre, café, children's playground, jetty extension with new berths and pump out station to encourage the establishment of a sailing club), adding to the potential for increased local employment.

5. Is the planning proposal consistent with applicable state environmental planning policies?

The proposal has been considered against the relevant State Environmental Planning Policies (SEPP) as detailed below. The full assessment of the SEPPs is contained within the Attachments to this proposal.

State Environmental Planning Policy	Comment
SEPP No. 44 – Koala Habitat	
Aims to encourage the proper conservation and management of areas of natural vegetation that provide habitat for koalas to ensure a permanent free-living population over their present range and reverse the current trend of koala population decline: (a) by requiring the preparation of plans of management before development consent can be granted in relation to areas of core koala habitat, and (b) by encouraging the identification of areas of core koala habitat, and (c) by encouraging the inclusion of areas of core koala habitat in environment protection zones	Not relevant to this Proposal – land is less than 1 Ha and does not contain Koala habitat trees.
SEPP 55 – Remediation of Land	
Aims to promote the remediation of contaminated land for the purpose of reducing the risk of harm to human health or any other aspect of the environment (a) by specifying when consent is required, and when it is not required, for a remediation work, and (b) by specifying certain considerations that are relevant in rezoning land and in determining development applications in general and development applications for consent to carry out a remediation work in particular, and (c) by requiring that a remediation work meet certain standards and notification requirements.	Not relevant to this Proposal. The site has no previous history of development, or potential for site contamination. The Proposal is not inconsistent with the aims of the Policy.

SEPP 71 – Coastal Protection

Aims:

- (a) to protect and manage the natural, cultural, recreational and economic attributes of the New South Wales coast, and
- (b) to protect and improve existing public access to and along coastal foreshores to the extent that this is compatible with the natural attributes of the coastal foreshore, and
- (c) to ensure that new opportunities for public access to and along coastal foreshores are identified and realised to the extent that this is compatible with the natural attributes of the coastal foreshore, and
- (d) to protect and preserve Aboriginal cultural heritage, and Aboriginal places, values, customs, beliefs and traditional knowledge, and
- (e) to ensure that the visual amenity of the coast is protected, and
- (f) to protect and preserve beach environments and beach amenity, and
- (g) to protect and preserve native coastal vegetation, and
- (h) to protect and preserve the marine environment of New South Wales, and
- (i) to protect and preserve rock platforms, and
- (j) to manage the coastal zone in accordance with the principles of ecologically sustainable development (within the meaning of section 6 (2) of the Protection of the Environment Administration Act 1991), and
- (k) to ensure that the type, bulk, scale and size of development is appropriate for the location and protects and improves the natural scenic quality of the surrounding area, and
- (l) to encourage a strategic approach to coastal management.

The Proposal is located on land within the Coastal Zone, and is land which is identified as a "sensitive coastal location" under SEPP 71 – Coastal Protection (approx. 12% of one of the four lots is within 100m of Lake Macquarie).

The subject land is located on the opposite of the road from the Gwandalan Bowling Club, which is situated on the public reserve Lake foreshore, between the land and Lake Macquarie.

The land currently has an R2 zoning and it is proposed to enable the additional use "tourist and visitor accommodation". This will have no material impact on the issues relevant to the Coastal Protection Act or SEPP 71.

The Proposal is not inconsistent with the aims of the Policy.

Mining, Petroleum & Extractive Industries

Aims:

- (a) to provide for the proper management and development of mineral, petroleum and extractive material resources for the purpose of promoting the social and economic welfare of the State, and
- (b) to facilitate the orderly and economic use and development of land containing mineral, petroleum and extractive material resources, and
- (b1) to promote the development of significant mineral resources, and
- (c) to establish appropriate planning controls to encourage ecologically sustainable development through the environmental assessment, and sustainable management, of development of mineral, petroleum and extractive material resources, and
- (d) to establish a gateway assessment process for certain mining and petroleum (oil and gas) development:
 - (i) to recognise the importance of agricultural resources, and
 - (ii) to ensure protection of strategic agricultural land and water resources, and
 - (iii) to ensure a balanced use of land by potentially competing industries, and
- (iv) to provide for the sustainable growth of mining, petroleum and agricultural industries.

The land is within the Swansea North Entrance Mine Subsidence District. Council will consult with the Mine Subsidence Board.

Table 2 – SEPP Assessment

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

The proposal has been considered against the relevant Ministerial Section 117 Directions as summarised below. The full assessment of these Directions is contained within the Attachments to this proposal.

No.	Direction	Applicable	Consistent
Employment & Resources			
1.1	Business & Industrial Zones	N	N/A
1.2	Rural Zones	N	N/A
1.3	Mining, Petroleum Production and Extractive Industries	N	N/A
1.4	Oyster Aquaculture	N	N/A
1.5	Rural Lands	N	N/A
Environment & Heritage			
2.1	Environmental Protection Zones	N	N/A
2.2	Coastal Protection	Y	Y
2.3	Heritage Conservation	Y	Y
2.4	Recreation Vehicle Areas	Y	Y
Housing, Infrastructure & Urban Development			
3.1	Residential Zones	Y	Y
3.2	Caravan Parks and Manufactured Home Estates	Y	Y
3.3	Home Occupations	Y	Y
3.4	Integrating Land Use & Transport	Y	Y
3.5	Development Near Licensed Aerodromes	N	N/A
3.6	Shooting Ranges	N	N/A
Hazard & Risk			
4.1	Acid Sulfate Soils	Y	Y
4.2	Mine Subsidence and Unstable Land	Y	Y
4.3	Flood Prone Land	N	N/A
4.4	Planning for Bushfire Protection	N	N/A

Regional Planning		
5.1	Implementation of Regional Strategies	Y
5.2	Sydney Drinking Water Catchments	N
5.3	Farmland of State and Regional Significance on the NSW Far North Coast	N
5.4	Commercial and Retail Development along the Pacific Highway, North Coast	N
5.8	Sydney's Second Airport: Badgery's Creek:	N
Local Plan Making		
6.1	Approval and Referral Requirements	Y
6.2	Reserving Land for Public Purposes	Y
6.3	Site Specific Provisions	Y
Metropolitan Planning		
7.1	Implementation of A Plan for Growing Sydney	N

Table 3 – S117 Ministerial Direction Compliance

Section C – Environmental, Social and Economic Impact

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

Flora and Fauna

There are no identified threatened or endangered flora or fauna species observed, or likely to occur on site.

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

Bushfire

The site is within an existing urban area and is not identified on Council's Bushfire Prone Lands Map.

Mineral Resources - Extraction & Subsidence

The land is within the Swansea North Entrance Mine Subsidence District. The Planning Proposal will be referred to the Mine Subsidence Board for comment.

Water Supply, Sewer and Drainage Services

There are water and sewer mains within the three road frontages which will be able to service development on the site. Any future development of the site will require consideration of the sewer main traversing the site, as well as formalisation of the road frontage with kerb, gutter and pavement widening at the DA stage.

Aboriginal and European Cultural Heritage Items

There are no known sites or relics of European or Aboriginal Heritage significance on or near the land.

Contaminated Land and Acid Sulfate Soils

The land contains soils identified as Class 5 on the Acid Sulfate Soils Map (WLEP, 2013). It is noted that Class 1 soils are located on the opposite side of Gamban Road, within the Lakefront Reserve. Future development of the land will require detailed assessment of the soil conditions via the Development Application process, particularly for any excavation required, as dependant on the depth proposed the excavations may impact groundwaters, and mitigation measures may be required.

Flooding

The land is not subject to Flood Planning controls.

9. Has the planning proposal adequately addressed any social and economic impacts?

Social and Economic Issues

In order to consider the preliminary views of the community, a meeting was arranged and notified widely within the Gwandalan community. The meeting was held on Wednesday 3rd June at the Gwandalan Bowling Club. The meeting was well attended by local residents (approximately 180 persons) and provided an opportunity for the community to ask questions and make statements on the proposal.

A brief overview of the proposal was provided by the Gwandalan Bowling Club President and planning comments were provided by their planning consultant. Wyong Shire Council staff answered questions relating to the process for consideration of planning proposals and the likely timeframes for the process.

Speakers in favour of the proposal highlighted the following points:

- The proposal will assist in securing a solid financial future for the Club, which in turn supports the local community and sporting activities, and provides a venue for social cohesion within the community;
- The long term plan is for this development to help finance further new development on the Lake Macquarie foreshore (including a function centre, café, children's playground, jetty extension with new berths and pump out station to encourage the establishment of a sailing club);

- There are currently no commercial tourist accommodation premises (e.g. hotel or motel) in Gwandalan. The proposal will address an identified need for tourist and visitor accommodation in the Gwandalan/Summerland Point area;
- The proposal includes purpose built aged or disabled persons visitor accommodation;
- The proposal will create new local employment opportunities;
- The site is in close proximity to the surrounding services and facilities, the neighbourhood shops and the Club. Future issues relating to the design and operation of the development can be further considered and appropriately conditioned as part of any future development application for the use of the land; and
- The community wanted to support tourism, jobs for residents and young people, and assist the survival of the Club.

The two speakers who did not support the proposal noted the proximity to the Club premises and highlighted the following issues:

- Concerns in relation to the potential for alcohol related noise, violence and parking impacts on the immediate locality;
- The potential for impacts on the amenity of the occupants of the adjoining dwelling; and
- The potential for reduced value of adjoining properties.

Of the 177 people recorded in attendance, the vast majority (taken by show of hands) were in support of the proposal, with approximately seven indicating they were opposed.

The Club supplied Council with copies of a Community Information Package regarding their proposal which included:

- Newspaper clippings;
- Club Masterplan and schematic graphics;
- Record of the public meeting held by the Club on 24 May, 2015:
 - o Support: 118; Against: 4;
- Letters of support from:
 - o Point Wolstoncroft Sport and Recreation Centre;
 - o The Lioness Club of Gwandalan; and
 - o Revesby Workers Men's Bowling Club; and
- A Petition of Support containing 510 signatures.

Whilst it is clear there is strong community support for the Club's proposal, the Planning Proposal would be placed on formal Public Exhibition in accordance with any Gateway Determination issued.

Section D – State and Commonwealth Interests

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

Traffic and Transport

The Club intends to propose a tourist accommodation (cabin) development on the land. The land area available will permit a small scale development only. It is considered that the existing road system will adequately cater for the scale of development proposed. Any future development of the site will require formalisation of the road frontage with kerb, gutter and pavement widening at the DA stage.

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

Consultation with the following agencies is proposed, based on the identified triggers and site constraints:

Agency	Trigger/Constraint
Mine Subsidence Board	The land is within the Swansea North Entrance Mine Subsidence District.
NSW Trade and Investment - Minerals and Petroleum	The land is within the Swansea North Entrance Mine Subsidence District.

Table 4 – Proposed Agency Consultation List

Part 4 Mapping

Map	Map Title
Existing Provision	
A.	Additional Permitted Uses Map (Extract of 8550_COM_APU_022_020_20131219)
Proposed Provisions	
A.	Additional Permitted Uses Map (Extract of 8550_COM_APU_022_020_20150821)

Table 5 – Existing and Proposed Provisions

Part 5 Community Consultation

The proposal will be made available for community/agency consultation, undertaken in accordance with any determination made by the Gateway.

It is expected that the proposal will be made available at the following locations:

- Wyong Shire Administration Building, 2 Hely Street, Wyong; and
- Council's website (On Exhibition page and Consultation Hub page) www.wyong.nsw.gov.au.

Additionally, notification of the exhibition of the proposal will be provided to adjoining landholders prior to its commencement.

Part 6 Project Timeline

Action	Start Date
Anticipated commencement date (date of Gateway Determination)	September 2015
Anticipated timeframe for the completion of required technical information	October 2015
Timeframe for government agency consultation (pre and post exhibition as required by Gateway determination)	(21 days) October – November 2016
Commencement and completion dates for public exhibition	(28 days) November – December 2015
Dates for public hearing (if required)	N/A
Timeframe for consideration of submissions	January 2016
Timeframe for consideration of a proposal post exhibition	February 2016
Date of submission to the Department to finalise LEP	April 2016
Anticipated date RPA will make the plan (if delegated)	May 2016
Anticipated date RPA will forward to the Department for notification	June 2016

Table 6 – Key Project Timeframes

Supporting Documentation

No.	Document
01 Assessment and Endorsement	
A.	Council Reports and Minutes – • 10 December 2014 + Action Sheet; • 4 February 2015 + Action Sheet; • 22 April 2015 (including Minute of Resolution); and • 22 July 2015 + Action Sheet.
B.	SEPP Assessment
C.	Section 117 Ministerial Direction Assessment
02 Mapping	
Existing Provisions	
A.	Additional Permitted Uses Map (Extract of 8550_COM_APU_022_020_20131219)
Proposed Provisions	
B.	Additional Permitted Uses Map (Extract of 8550_COM_APU_022_020_20150821)

Table 7 – Supporting Documentation to the Planning Proposal

01

Assessment & Endorsement



Wyong
Shire
Council

02

Mapping



Wyong
Shire
Council