

Planning Proposal

Planning Proposal – Additional Permitted Use – Service Station – 211 Wallarah Road Kanwal



August 2014

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Part 1 Objectives or Intended Outcomes

To make a service station permissible on the subject site.

Part 2 Explanation of Provisions

The proposed outcome will be achieved by an amendment to Wyong LEP 2013 Schedule 1 Additional Permitted Uses and Additional Permitted Uses Map, making a service station permissible on the subject site.

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 planning proposal only relates to providing for an additional land use on one lot and does not relate to a strategic study or report.

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

The subject site is zoned R1 – General Residential under Wyong LEP 2013. A service station is currently prohibited on the subject site and the previous commercial use of the site was abandoned several years ago. Therefore a Planning Proposal is required to achieve the intended outcome.

The use of Schedule 1 – Additional Permitted Uses, allows Council to be reasonably certain as to the potential impacts of the proposal as opposed to the alternative of rezoning the subject lot to a commercial zone.

Section B – Relationship to strategic planning framework

3. Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy?

Central Coast Regional Strategy (CCRS)

The CCRS represents the long term land use plan for the region and contains a series of policies and actions designed to cater for the region's projected housing and employment growth over the period to 2031. The CCRS identifies, "a need for the creation of 45 000 new jobs over the next 25 years"

The relevant Section of the CCRS to this proposal is Section 5 –Economy and Employment. Specifically Action 5.11 of the CCRS states:

Ensure new retail and commercial development is located in centres. Some local convenience retailing may be required out of centre, however the presence of a convenience shop can initiate a neighbourhood centre, around which activities such as childcare facilities can be located.

While the proposal is not for retail development, a service station will provide for some additional convenience shopping. Although the site is not specifically located within a 'centre' identified in the

CCRS, it is centrally located between various town centres and villages. The site is located opposite to the existing Kanwal shopping centre which includes existing community facilities.

4. Is the planning proposal consistent with a Council's local strategy, or other local strategic plan?

Wyong Shire Council Strategic/ Annual Plan

Wyong Shire Council Strategic Plan 2013-17 was adopted 10 April 2013. The Annual Plan and 4 Year Delivery Plan are Council's short to medium term plans that sit within the Strategic Plan and outline the strategic role that Council will play in delivering the community's strategic vision. Council has 12 Principal Activities, each activity provides a set of services to the community and the Delivery Plan and Annual Plan show the net cost of each service.

The following lists the 12 Principal Activities, identifies any relevant service, and relationship to the proposal.

Principal Activity	Service	Key Action and Objectives	Funding Source and Description	Impact on Key Performance Indicators/ Service Performance Indicators
1 Community & Education	None relevant			
2 Community Recreation	None relevant			
3 Economic & Property Development		There will be a strong sustainable business sector		The new land use will provide sustainable employment opportunities.
4 Council Enterprises	None relevant			22
5 Regulatory	None relevant	6		
6 Environment & Land Use	6.03 Land Use Planning & Policy Development	Increase revenue from full cost recovery and rezoning fees	Developer Funded	No net cost to Council in assessing this proposal.
7 Waste Management	7.01 Waste	Demolition of existing development and provide regular domestic waste service	Developer Funded	No net cost to Council
8 Roads & 9 Drainage	7.	Ease of travel Provision and maintenance	Developer Funded	Potential upgrade of roads and drainage required

Principal Activity	Service	Key Action and Objectives	Funding Source and Description	Impact on Key Performance Indicators/ Service Performance Indicators
10 & 11 Water & Sewerage Services	10.01 Water & Sewerage	Provide safe & reliable drinking water and the treatment and disposal of sewerage collected.	Developer funded Contributions Revenue	No net cost to Council
12 Administration	None relevant			

Settlement Strategy

Wyong Shire Council's Settlement Strategy was exhibited with draft Wyong LEP 2013 and came into force with the adoption of the LEP in December 2013.

The Settlement Strategy envisages that significant population growth will occur in the surrounding areas. While development of the subject site is not specifically mentioned in the Settlement Strategy, it is noted that Key Planning Considerations for Economic Development include the "increase in provision of locally based jobs".

Retail Centres Strategy

Council adopted the Wyong Shire – Retail Centres Strategy (RCS), 27 November 2013. The RCS provides specific requirements for new retail facilities that are located outside of existing centres, specifically recommending that that a Net Community Benefit Test should be applied as part of any new 'Gateway' process for commercial rezoning proposals. The consistency of the proposal with the Net Community Benefit Test requirements are summarised below:

Consideration	Consistency
Whether the proposal is consistent/compatible with agreed State and regional strategic directions.	As per Section B above and Section 117 Direction Considerations below.
Whether the proposal is likely to create a precedent.	The site has historically been used for commercial purposes is considered that the site is suitable for this form or redevelopment. Approval of this proposal would not result in an undesirable precedent.
What the cumulative effects of the proposal might be.	The site is adjacent to an existing neighbourhood centre. There is potential for some increase in vehicular movements that can be addressed by RMS and Council requirements for the upgrades where required.
Whether it is likely to facilitate employment	The proposal will provide for employment during construction and ongoing employment once

opportunities.	completed.
Whether it will impact on the supply of residentially zoned land.	The Planning Proposal relates to an additional permitted use only and does not alter the current permissibility of residential development.
Whether there is sufficient infrastructure in place or planned for to service the development.	There is existing provision for commercial development on site. Council's initial assessment indicates adequate services are available.
Whether it is sustainable.	The previous commercial development of the site has proven to be unsustainable. The redevelopment of the site will provide for a more sustainable land use.
Whether it is in the public interest.	There is potential for job creation and an increase in convenience for the public.
Whether the proposal will impact on the availability of retail and commercial services in the area.	As the proposal is to allow a service station as an additional permitted use, the retail use of the site is to be limited to convenience goods only
ă	While there may be some impact on the adjacent neighbourhood centre with regard to convenience shopping, this is likely to be off-set by the new land use attracting more people to the area.
	Service stations are permissible under Wyong LEP 2013 on all land zoned for industrial and business purposes and therefore there is currently limited constraint as to where service stations are located outside of centre areas.
	The site was previously used for commercial purposes and is adjacent to the Kanwal Shops, identified as a Neighbourhood Centre in the RCS. The growth of existing centres is consistent with the objectives of the RCS.
Whether the proposal (if a single entity commercial development) has the capacity to develop into a centre in the future.	Adjoins an existing centre.
Where an extension of a centre is proposed, it will be necessary to consider other issues such as design, connections, transport service, public domain and pedestrian circulation to ensure that the additional development integrates with the existing centre.	Signalised intersection nearby. To be guided by the requirements of the RMS.

SEPP	Consistency	
SEPP 55 – Remediation of Land	A Preliminary Contamination Assessment will be	
This SEPP aims to promote the remediation of	undertaken as required by any Gateway	
contaminated land for the purposes of reducing	Determination.	
the risk to human health and/or the environment.		
SEPP (Exempt and Complying Development	The Planning Proposal does not include any	
Codes) 2008	specific provisions relating to Exempt and	
This SEPP provides assessment processes for	Complying Development, nor does it contradict	
development that complies with specified	or repeat any provisions in the SEPP (Exempt and	
development standards.	Complying Development Codes) 2008.	
SEPP 64 – Advertising and Signage	Development applications for future development	
This SEPP aims to ensure that outdoor advertising	on the land will need to comply with the	
is compatible with the desired amenity and visual	requirements of the SEPP, Exempt and Complying	
character of an area, provides effective	Development SEPP and Council's Signage DCP	
communication in suitable locations and is of	Chapter.	
high quality design and finish.		
SEPP (Infrastructure) 2007	Development of the site adjacent to a State Road	
Provides a consistent planning regime for	and will require the input of Roads and Maritime	
infrastructure and the provision of services across	Services (RMS). The RMS will be consulted in	
NSW, along with providing for consultation with	accordance with any Gateway Determination.	
relevant public authorities during the assessment		
process.		

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 and is considered to be consistent with the relevant Directions as summarised below.

Number	Direction	Applicable	Consistent
Employment	t & Resources		
1.1	Business & Industrial Zones	N	N/A
1.2	Rural Zones	^N 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
Environmen	t & Heritage		
2.1	Environmental Protection Zones	N	N/A
2.2	Coastal Protection	N	N/A
2.3	Heritage Conservation	N	N/A
2.4	Recreation Vehicle Areas	N	N/A
Housing, Inf	rastructure & Urban Development		
3.1	Residential Zones	Y	Y
3.2	Caravan Parks and Manufactured Home Estates	N .	N/A

3.3	Home Occupations	Ν	N/A
3.4	Integrating Land Use & Transport	Y	Y
3.5	Development Near Licensed Aerodromes	Ν	N/A
3.6	Shooting Ranges	Ν	N/A
Hazard & Ris	sk		
4.1	Acid Sulfate Soils	N	N/A
4.2	Mine Subsidence and Unstable Land	Y	Y
4.3	Flood Prone Land	Ν	N/A
4.4	Planning for Bushfire Protection	Ν	N/A
Regional Pla	nning		
5.1	Implementation of Regional Strategies	Y	Y
5.2	Sydney Drinking Water Catchments	N	N/A
5.3	Farmland of State and Regional Significance on the NSW Far North Coast	N	N/A
5.4	Commercial and Retail Development along the Pacific Highway, North Coast	Ν	N/A
5.5 to 5.7	Revoked		N/A
5.8	Second Sydney Airport: Badgerys Creek	Ν	N/A
Local Plan M			
6.1	Approval and Referral Requirements	Y	Y
6.2	Reserving Land for Public Purposes	N	N/A
6,3	Site Specific Provisions	Y	Y
Metropolita	n Planning		
7.1	Implementation of the Metropolitan Strategy		N/A

Ministerial Directions under s.117 of the Act relevant to the planning proposal are addressed below,

Ministerial Direction	Consistency
3.1 Residential Zones	The addition of service station as an additional
Aims to encourage a variety and choice of	permitted use does not alter the zoning of the
housing types to provide for existing and future	land or reduce the supply of residential land.
housing needs, to make efficient use of existing	
infrastructure and services and ensure that new	A service station can be considered as consistent
housing has appropriate access to infrastructure	with the objectives of the R1 Zone, specifically
and services, and to minimise the impact of	"to enable other land uses that provide facilities
residential development on the environmental	or services that meet the day to day needs of the
and resource lands.	community".
Applies when a planning proposal affects land	
within an existing or proposed residential zone,	
and any other zone in which significant	
residential development is permitted or	
proposed to be permitted.	
3.4 Integrating Land Use and Transport	The site is located adjacent to an existing centre
Aims to ensure that urban structures, building	with reasonable access to public transport.
forms, land use locations, development designs,	
subdivision and street layouts to achieve:	

improving access to housing, jobs and services by walking, cycling and public transport; increasing choice of available transport and reducing transport on cars; reducing travel demand; supporting efficient and viable public transport services; and provide for efficient movement of freight.	
4.2 Mine Subsidence and Unstable Land Aims to prevent damage to life, property and the environmental on land identified as unstable or potentially subject to mine subsidence.	The site is located within a Mines Subsidence District. Consultation with the Mines Subsidence Board will be undertaken as part of the exhibition
Applies when a planning proposal permits development on land which is within a mine subsidence district, or identified as unstable in a study or assessment undertaken by or on behalf of the relevant planning authority or other public authority and provided to the relevant planning authority.	process.
5.1 Implementation of Regional Strategies	The subject site is not identified in the CCRS or
The objective of this direction is to ensure draft	North Wyong Shire Structure Plan (NWSSP).
LEPs are consistent with regional strategies such	The addition of the permissibility of a service
as the Central Coast Regional Strategy (CCRS).	station to the subject site has the potential to
	increase convenience for the public and help support the adjoining neighbourhood centre.
6.1 Approval and Referral Requirements	The planning proposal and subsequent LEP will
Aims to ensure that LEP provisions encourage	not contain any additional referral requirements.
the efficient and appropriate assessment of	The development application process would
development.	include comment of RMS and MSB at that stage.
6.3 Site Specific Provisions	The planning proposal relates to allowing a specific land use on the site. Additional provisions in the LEP will not be required to control the site development as this can be achieved through the existing provisions.

Section C – Environmental, Social and Economic Impact

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

The subject site has previously been cleared of native vegetation. The proposal does not impact on critical habitat or threatened species, populations or ecological communities or their habitats.

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

Contamination

As the site has historically been utilised for commercial purposes, there is potential for some minor land contamination. In addition the proposed development will require extensive excavation and

removal of soil that will need to be considered during construction. A contamination report will be prepared as required.

Traffic Impacts and Vehicular and Pedestrian Access

The site is located on the northern side of Wallarah Road, Kanwal which is a main arterial road that runs east west and connects with the Pacific Highway / Motorway.

There are two existing vehicular access points for the existing premises. The proposed LEP amendment and subsequent redevelopment of the site will result in minor changes to the access arrangements off Wallarah Road.

Initial consultation with the RMS has been undertaken by the applicant, and preliminary assessment has been undertaken (Annexure B). Impacts from the proposal on traffic, access and parking will be addressed in detail following the initial gateway determination.

9. How has the planning proposal adequately addressed any social and economic effects?

The proposal will result in an abandoned commercial use being replaced with a viable commercial use. It is considered that the proposal will result in an increase in convenience for residents and provide employment opportunities.

The net community benefit test above indicates that the proposal will generally have positive social and economic effects.

Section D – State and Commonwealth Interests

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

Given the site is currently used for commercial purposes; existing public infrastructure will be adequate to meet the needs of the proposal.

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

To be completed prior to exhibition if required.





Figure 1 – Site locality map



Figure 2 – Zone map extract

Part 5 Community Consultation

It is recommended that the proposal be publicly exhibited for a period of 14 days.

Notification of the public exhibition is recommended to be placed in the Central Coast Express Advocate and written notification sent to owners adjacent to the site. Notices will be placed on Council's website and a link attached to Council's new ePanel imitative.

The Planning Proposal, Gateway Determination, and supporting studies will be made available on Council's website, at Council's Administration Building in Hely Street Wyong.

A public hearing is considered unlikely to be necessary.

Part 6 Project Timeline

Council Endorsement	July 14
Gateway Referral	August 14
Gateway Determination	September 14
Pre-Exhibition referrals (if required)	September 14
Completion of exhibition material	October 14
Exhibition	November 14
Consideration of Submissions	November 14
Report to Council	December 14
PC Consultation	January 15
Notification and Effect	February 15

Attachments and Supporting Documentation

Annexure	Document	Attached
A	Council Report and Resolution	Y
В	Preliminary Traffic Report	Y
С	Draft Revision – Wyong LEP 2013	Y

Annexure A: Council Report and Resolution

23 July 2014

Director's Report Development and Building Department

3.3 Planning (Rezoning) Proposal - Permit Service Station Development -211 Wallarah Road Kanwal

TRIM REFERENCE: RZ/1/2014 - D08851484MANAGER:Scott Cox, DirectorAUTHOR:Rodney Mergan; Senior Planner

To the Ordinary Council Meeting

SUMMARY

Council has received an application seeking to permit a *service station* on a site that is currently zoned R1 General Residential under Wyong Local Environmental Plan (LEP) 2013. The site contains a vacant building previously used as a carpet warehouse. A preliminary review of the information submitted indicates that the proposal has merit. This report therefore recommends that a planning proposal be forwarded for a Gateway Determination by the Department of Planning and Environment (DP&E).

Applicant:	KDC Pty Ltd
Owners:	KL Properties Pty Ltd
Proposal No.:	RZ/1/2014
Description of Land:	Lot 2 DP 518378 No 211 Wallarah Road Kanwal
Zoning:	R1 – General Residential
Existing Use:	Vacant commercial building
Employment Generation:	Potential construction and on-going employment
Estimated Value:	Future development value approximately \$2,000,000

RECOMMENDATION

- 1 That Council <u>prepare</u> a Planning Proposal to amend Wyong Local Environmental Plan, 2013, pursuant to Section 55 of the Environmental Planning and Assessment (EP & A) Act, 1979, to permit the land use, service station, on Lot 2 DP 518378.
- 2 That Council <u>forward</u> the Planning Proposal to the Department of Planning and Environment accompanied by a request for a "Gateway Determination", pursuant to Section 56 of the EP&A Act 1979.
- 3 That Council <u>request</u> the General Manager to apply to accept plan making delegations for the rezoning.
- 4 That Council <u>undertake</u> community and government agency consultation in accordance with the requirements of the "Gateway Determination".
- 5 That Council <u>consider</u> a further report on results of the community consultation.

BACKGROUND

The subject site contains a vacant building and associated parking area, previously used as a carpet warehouse business which has relocated to North Wyong. There has been several land uses proposed for the site in recent years, including:

- a proposal for a hotel (Irish Pub) in 2004, rejected by Council but subsequently approved by the Land and Environment Court in 2005.
- the proposed use of the existing building as a bottle shop, withdrawn by the applicant in 2011, following acknowledgement that the proposal was recommended for refusal.

The land was previously zoned 2(b) Multiple Dwelling Residential and following the Gazettal of Wyong LEP 2013 converted to the comparative R1 General Residential Zone. Both *commercial premises* and the separately defined land use *service station*, are prohibited in the R1 Zone. Previous development applications have attempted to rely on existing use provisions of the EP&A Act 1979, to permit the continuation of commercial operations on the site. Given the time that has lapsed since the site was lawfully occupied and that a *service station* is separately defined from other forms of commercial development under Wyong LEP 2013, existing use rights provisions cannot be relied upon. Therefore a Planning Proposal is required to permit the redevelopment of the site as proposed.

CURRENT STATUS

The site is located opposite the recently expanded Kanwal Neighbourhood Shopping Centre, adjoins (and is held in common ownership with) an existing caravan park to the rear on north. Though the site has been vacant for several years, the building, car parking and associated landscaping have been reasonably well maintained.

The site was included as part of Council's Iconic Development on Key Sites process and is located within the Wyong Leagues Club and Oasis Caravan Park Key Site. The issue of the independent development of the subject lot is discussed further in this report.

THE PROPOSAL

It is proposed that a Planning Proposal prepared in accordance with the requirements of the EP&A Act 1979 be forwarded to the DP&E requesting a Gateway Determination.

Schedule 1 of Wyong LEP 2013 lists additional permitted uses for particular land. It is proposed that the Planning Proposal request that an Additional Permitted Use - *service station*, be added to the land uses permissible on the subject site through an addition to Schedule 1.

ASSESSMENT

In accordance with the EP&A Act 1979, assessment against the relevant strategic considerations of Council is required in the preparation of Planning Proposals. The proposal has been considered against the Wyong Shire Council Strategic Plan, Central Coast Regional Strategy, Wyong Settlement Strategy and Wyong Shire Retail Centres Strategy. The proposal is considered to be consistent with these documents. Attachment 1 – *Draft Planning Proposal: Part 3B* – *Relationship to strategic planning framework*, details the assessment of the proposal against these considerations. This assessment indicates that the proposal has merit. In summary it is noted that the proposal:

- provides for a sustainable commercial use and employment generation on a site that has been vacant for several years as a suitable land use could previously not be found.
- adjoins an existing shopping centre and provides for a land use that does not currently exist in this locality. This will potentially complement the existing centre.
- Could integrate with the potential future key site development of surrounding land.

OPTIONS

As previously discussed, a service station is prohibited in the R1 zone and existing use rights cannot be applied. Therefore a Planning Proposal (rezoning) is required to permit the development of a service station.

An alternative to an additional permitted use would be to submit a planning proposal to rezone the site to a business zone. This is not considered appropriate given:

- The applicant has agreed that an additional permitted use is the appropriate means of permitting the development
- The additional permitted use gives certainty to surrounding land owners including others within the Wyong Leagues Club and Oasis Caravan Park Key Site.
- The expansion of an out of centre business zone may not gain public or DP&E support.

CONSULTATION

The Gateway Determination will provide the requirements for external consultation and public exhibition. It is likely that the Gateway Determination will require that authorities such as Roads and Maritime Services (RMS) and the Mines Subsidence Board be consulted during the public exhibition process. The results of the consultation process will be reported to Council.

An internal engineering assessment of the site has indicated that the redevelopment of the site is generally supported with the most significant issue being the resolution of traffic and vehicular manoeuvring issues. It is likely that traffic issues can be resolved through consultation with the RMS.

As previously noted the site is identified as part of the Wyong Leagues Club & Oasis Caravan Park Key Site. Strategic Development staff have indicated that if there was to be

iconic site development for the entire Key Site, this proposal could easily integrate into a larger proposal.

GOVERNANCE AND POLICY IMPLICATIONS

The processing of the Planning Proposal is being undertaken in accordance with Council's adopted Planning Proposal Procedure.

Rezoning of the land is undertaken by preparing an amendment to the LEP through progressing of a Planning Proposal under sections 55-59 of the Environmental Planning and Assessment Act 1979.

Section 55 requires Council to prepare a Planning Proposal that explains the intended effect of the amendment to the LEP and sets out the justification for the amendment. Section 55 specifies matters to be included in the Planning Proposal.

Section 56 provides that Council submit the Planning Proposal to the Minister for a Gateway Determination who will advise whether or not the matter should proceed (with or without variation), and may specify further studies or modifications to the proposal, community and government agency consultation requirements and other matters.

Provisions introduced in 2012 now permit Council to request delegation from the Minister for Planning for the determination of locally significant planning proposals. Given the relatively minor nature of this proposal it is recommended that in this instance delegation be sought.

CONCLUSION

The redevelopment of the vacant "carpet warehouse" site as a service station is considered to have merit. Preliminary assessment indicates that the site is suitable for redevelopment and the development of a service station on the site will not impact on the viability of the surrounding Key Site. The submission of a Planning Proposal for Gateway Determination, requesting the inclusion of an additional permitted use on the subject site under Wyong LEP 2013 is the appropriate means by which this can be best achieved.

The Gateway Determination will provide Council with referral requirements and any further information that is to be provided by the applicant prior to public exhibition. The results of the public exhibition and the consultation process will provide Council with the appropriate information to determine the application, in a report that will be provided following the exhibition process.

ORDINARY MEETING

Subject: Planning (Rezoning) Proposal - Permit Service Station Development - 211 Wallarah Road Kanwal

RESOLVED unanimously on the motion of Councillor BEST and seconded by Councillor TAYLOR:

1 That Council <u>prepare</u> a Planning Proposal to amend Wyong Local Environmental Plan, 2013, pursuant to Section 55 of the Environmental Planning and Assessment (EP & A) Act, 1979, to permit the land use, service station, on Lot 2 DP 518378.

2 That Council <u>forward</u> the Planning Proposal to the Department of Planning and Environment accompanied by a request for a "Gateway Determination", pursuant to Section 56 of the EP&A Act 1979.

3 That Council <u>request</u> the General Manager to apply to accept plan making delegations for the rezoning.

4 That Council <u>undertake</u> community and government agency consultation in accordance with the requirements of the "Gateway Determination".

5 That Council <u>consider</u> a further report on results of the community consultation.

FOR: COUNCILLORS BEST, EATON, GRAHAM, GREENWALD, MATTHEWS, NAYNA, TAYLOR, TROY AND WEBSTER

AGAINST:

NIL

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Annexure B: Preliminary Traffic Report



An initial assessment of the project shows that the majority of the traffic will be passing trade and as such the impact upon the local road network will be minimal. The two access points can continue to operate in a safe and appropriate manner, with good visibility due to the straight alignment of Wallarah Road in this location. The driveways will have no impact upon the operation of the existing traffic signals at the intersection of Wallarah Road and Walker Avenue. The internal design of the site must allow for all vehicles to enter and exit the site in a forward direction and parking to be provided in accordance with the Council DCP.

Yours sincerely

Sean Morgan Director

Quality Traffic Advico

Annexure C: Draft Revision- Wyong LEP 2013

X Use of land at 211 Wallarah, Kanwal

1) This clause applies to land at 211 Wallarah, Kanwal, identified as "Item X" on the <u>Additional Permitted Uses Map</u>.

(2) Development for the purpose of a service station is permitted with consent.