

WYONG SHIRE COUNCIL

31 October 2007
To the Ordinary Meeting of Council

Director's Report
Shire Planning Department

445 Adoption of the Wyong/Tuggerah Planning Strategy

F2004/07589 LH:LH

SUMMARY

The draft Wyong/Tuggerah Planning Strategy has been exhibited and 21 submissions were received. The submissions identified a need for further planning of a number of precincts within the Wyong/Tuggerah Major Centre, namely the River Foreshore, Baker Park and Tuggerah Town Centre precincts.

A Council resolution is sought to adopt the Wyong/Tuggerah Planning Strategy and commence implementation of the Strategy outcomes, being preparation of a draft Local Environmental Plan (LEP) for the Wyong Town Centre and revision of Development Control Plan (DCP) 2005: Chapter 7 Wyong Town Centre.

At the same time it is proposed to commence masterplanning of the River Foreshore and Baker Park precincts, funded by Council's 2007-2008 Management Plan. Funding has yet to be allocated for the Tuggerah Town Centre Masterplan; however, this funding will be included in the 2008/2009 Management Plan. The timing will depend upon the progression of the Baker Park and River Foreshore Masterplans.

RECOMMENDATION

- 1 That the draft Wyong/Tuggerah Planning Strategy be adopted.**
- 2 That Council commence implementation of the Wyong/Tuggerah Planning Strategy by:**
 - a The preparation of a draft Local Environmental Plan to rezone land within the Wyong township to allow for mixed use, commercial and residential development in accordance with the Strategy;**
 - b The revision of Development Control Plan 2005: Chapter 7 Wyong Town Centre to increase heights and densities, and improve design guidelines for the Wyong Town Centre, in line with the Strategy and in association with the draft Local Environmental Plan; and**
 - c The preparation of masterplans for the River Foreshore and Baker Park Precincts in accordance with Council's 2007/2008 Management Plan.**
- 3 That the preferred sites for public carparking be further investigated during the preparation of the draft Local Environmental Plan to rezone land within the Wyong Township and revised Development Control Plan 2005: Chapter 7 Wyong Town Centre, in accordance with the Strategy.**

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- 4 *That the carparking sites be identified publicly through the proposed draft Local Environmental Plan and revised Development Control Plan, and costed in a Section 94 Contribution Scheme for Carparking within the Wyong Town Centre.*
- 5 *That a copy of the Wyong/Tuggerah Planning Strategy be forwarded to the Department of Planning for its reference.*

BACKGROUND

The draft Wyong/Tuggerah Planning Strategy was publicly exhibited for a period of six weeks from 1 November 2006 to 15 December 2006. During the exhibition period Council staff presented the Strategy to the Wyong/Tuggerah Chamber of Commerce. The Strategy was well received by over 100 local business people who attended the meeting. In addition, staff have attended a number of meetings about land within the Strategy area and have been told that the Strategy is welcomed and generally supported by the community.

Twenty-one submissions were received from various Government agencies, businesses and landowners during the exhibition period. The majority of submissions supported the guidance provided by the Strategy as to the future development potential within the Wyong/Tuggerah area.

The main concerns raised in the submissions were in relation to:-

- * Traffic and parking constraints within the Wyong Town Centre;
- * Flooding constraints within Tuggerah;
- * Land use proposed for the eastern side of Bryant Drive, Tuggerah;
- * Identification of land adjoining the Chapman Stores as a public courtyard in the Urban Design Vision and Masterplan (UDVMP); and
- * Workability of the concept plans in the UDVMP for the River Foreshore, Baker Park, Tuggerah Town Centre and Gateway precincts.

Traffic and parking within the Wyong Town Centre

The draft Strategy was placed on public exhibition at the same time as the exhibition of the Pacific Highway, Wyong Options Paper by the NSW Roads and Traffic Authority (RTA). A number of submissions were concerned as to the potential impact on traffic and parking within the Wyong Town Centre should any of the central corridor options be selected. Suggestions were made as to the suitable location of a centralised parking station with the Wyong Town Centre.

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The RTA raised concern as to the suitability of a number of intersection treatments proposed for the Pacific Highway, such as roundabouts and suggested that further detailed planning is required to determine how each intersection fits in with the overall strategy of works for the Pacific Highway and traffic circulation in the town centre. The RTA submission also sought further detail on the additional transport facilities required under the Strategy and the options available to fund such facilities.

It is agreed that further detailed planning is required in consultation with the RTA to determine the type of intersection treatments to be provided. It is difficult to formally assess what types of intersection improvements are required along the Pacific Highway until the outcomes of the proposed upgrade of the Pacific Highway are known, with no details yet released by the RTA as to its preferred option. Each of the four central corridor options would significantly impact on parking and traffic within the Wyong Town Centre. Council's report has acknowledged this uncertainty and attempted to provide direction for the township in any case. Issues identified in Council's investigations for the Wyong Town Centre have been forwarded to the RTA for consideration in the development of the Pacific Highway upgrade.

Flooding constraints at Tuggerah

Concern was raised by the Department of Planning (DoP) and a number of community members as to the flood characteristics of the Tuggerah area. Further investigation was requested into the flooding implications for the Tuggerah Straight precinct, and the two "deferred areas" off Lake Road, Tuggerah. The "deferred areas" have been identified as such to emphasise that any increase in development potential for these two sites will not be able to proceed until the outcomes of detailed flood investigations are known, and any required flood mitigation works are scheduled for construction.

As discussed later in this report, flooding investigations are currently being undertaken for the area by Council's Hydrology Engineers and consultants, Webb, McKeown and Associates. Such investigations have indicated that the deferred flooding areas are highly unlikely to be developed for residential, commercial or industrial purposes.

Minor additional development is proposed within Tuggerah Straight, along Mildon and Johnson Road where it is proposed to rezone a number of properties from 4(b) Light Industrial to 3(b) Centre Support. This will allow for an improved building design along the two intersections which are both highly visible from the Pacific Highway. All existing properties fronting the Pacific Highway along Tuggerah Straight are currently zoned 3(b) Centre Support.

Bryant Drive, Tuggerah

The proposed change in zoning of land to the east of Bryant Drive, Tuggerah was discussed in a number of submissions. Whilst the majority of submissions were supportive of the increase in land use permitted under the proposed bulky goods zoning, others argued that additional uses such as mixed use development should be considered for the area.

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As discussed below, the Strategy has been amended to identify this area as being suitable for "employment generating land". However, a number of issues require resolution prior to development of the land. The definition of an appropriate zone for this area will be reliant on further investigation of flooding impacts and outcomes of the Central Coast Regional Economic Development and Employment Strategy (REDES) being prepared by the DoP.

Chapman Stores

The Urban Design Vision and Masterplan (UDVMP) identifies the land to the rear of the Chapman Stores, on the corner of Alison Road and Hely Street, Wyong as having the potential for a civic open space/public courtyard area. Concern has been raised as to the impact this proposed concept may have on the development potential of the site.

It is noted that the UDVMP includes a number of concepts to illustrate how the precincts within the Wyong/Tuggerah Major Centre may develop to ensure that the area retains its unique qualities and sense of place, whilst accommodating growth, providing a choice of housing type and catering to a diversity of future residents. Whilst such concepts will be considered when formulating the revised DCP 2005: Chapter 7 Wyong Town Centre, they will not necessarily form strict controls but rather guidelines or objectives for the development of the site.

The Strategy proposes no change in zoning for the subject site, currently 3(a) Business Centre Zone, and development of the site would be in accordance with its commercial zoning.

Concept plans for the River Foreshore, Baker Park, Tuggerah Town Centre and Gateway Precincts

The Urban Design Vision and Masterplan outlines a number of concept plans for the various precincts within the Wyong/Tuggerah Major Centre. The River Foreshore, Baker Park, Tuggerah Town Centre and Gateway Precincts created the most concern as to workability, suitability, proposed heights, proposed land uses and site constraints. It was considered that further detailed planning within these precincts is required to address the issues at a more comprehensive level.

As discussed below, the first stage in implementing the Strategy will require the preparation of masterplans for the River Foreshore and Baker Park precincts. The Baker Park precinct is currently identified with the Strategy as a deferred development area, subject to resolution of improved vehicular and pedestrian access across the railway line. The masterplanning of the Baker Park Precinct can commence on the assumption that the access issue will be resolved; however any increase in development potential identified within the masterplan will not be able to proceed until access improvements have been identified and scheduled for construction. It is anticipated that the required access improvements will be implemented in conjunction with the RTA following resolution of the preferred option for the Pacific Highway upgrade.

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The River Foreshore Masterplan will investigate appropriate land use to complement the cultural focus of the proposed Performing Arts Centre. It will identify options to improve the social amenity of the area by upgrading existing open space areas, provision of parklands, improved pedestrian connections, and introducing retail and commercial uses, such as cafes, to address and activate the foreshore.

The Tuggerah Town Centre Masterplan will commence in 2008/2009, depending upon the progression of the first two precincts and associated LEP and DCP review.

CHANGES TO THE DRAFT WYONG/TUGGERAH PLANNING STRATEGY

A summary of the submissions is outlined in the enclosure, together with comments on the issues raised and whether any amendments to the draft Strategy have been deemed necessary. The issues were presented to Councillors at a briefing on 9 May 2007. Following discussion of the major issues outlined in the submissions, both staff and the attending Councillors agreed that the following changes be made to Figure 16 (Tuggerah Development Strategy) prior to adoption of the Wyong/Tuggerah Planning Strategy:

- 1 Provision for additional carparking at the Tuggerah Rail Station to reflect future development plans by the Ministry for Transport;
- 2 Identify the land to the east of Bryant Drive as "employment generating land";
- 3 Include the large parcel of land to the south of Club Tuggerah within the area identified as "employment generating" land; and
- 4 Require any future development of the Crown land to the north of Lake Road, Tuggerah to complement and integrate with development proposed for Tuggerah Lakes Reserve (Pioneer Dairy).

It was also agreed at the Councillor Briefing to amend Figure 12 (Wyong Development Strategy) to identify the land either side of Margaret Street, between Alison Road and Anzac Road, as being suitable for mixed use development. Mixed use development is ground floor commercial with upper levels for residential development.

SUPPORTING STUDIES

Two projects are operating concurrently with the preparation of the Wyong/Tuggerah Planning Strategy. These are the Wyong Township Carparking Report which investigates parking issues within the Wyong Town Centre, and the Tuggerah Flood Study which identifies any potential constraints that the existing and future flood environment will place on the type and extent of development in the Tuggerah area.

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Wyong Township Carparking Report

The Wyong Township Carparking Report has recently been completed by Council staff. This study considers current and future parking requirements, both on and off-street, and seeks to quantify those requirements in terms of number and potential location of parking. The outcomes of the exhibition of the draft Wyong/Tuggerah Planning Strategy were required to inform the study in terms of type and scale of proposed land use and the implications on future parking for the township.

The Report separates the Wyong Town Centre into three (3) sections. Two sections are located to the west of the Railway line, one North of Alison Road, the other South of Alison Road. A third section is identified to the East of the Railway Line.

The availability of suitable sites for public carparking is very limited. The only suitable sites are restricted in size because of flooding and topography. Consequently, the parking demand has been calculated on the basis that commercial developments provide 90% of their parking requirements on site (i.e. any Section 94 contributions are limited to 10% of the parking requirements) and all residential development areas provide 100% of their parking requirements on-site (i.e. there is no option to pay Section 94 contributions in lieu of the required parking spaces).

The report identified that there is a current shortfall with on-site parking, but when on-street parking is taken into account there is a surplus of 172 and 84 spaces respectively for the sections North and South of Alison Road. With full development by 2031, there is likely to be a shortfall of 243 and 168 on-site parking spaces respectively for the sections North and South of Alison Road, which will need to be funded through Section 94 contributions.

As such two public carparks should be provided, one in each section north and south of Alison Road, to provide approximately 200 to 250 parking spaces in each carpark. The carparks will cater for the anticipated future shortfall in on-site parking. A number of potential public carparking sites have been identified in the Report. The preferred public carpark sites are to be further investigated for inclusion in the draft LEP to rezone land within the Wyong Town Centre in line with the outcomes of the Wyong/Tuggerah Planning Strategy.

For the section east of the railway line, there is a current shortfall in on-site parking for the Baker Park Complex. This shortfall is being catered for by on-street parking. The carparking report, however, identifies some improvements that can be incorporated in the proposed Baker Park Management Plan to better cater for on-street parking in the future. Based on residential development providing 100% of parking requirements on-site, there is no identified shortfall in parking spaces for future developments. If Council is prepared to accept the continuation of the existing on-street parking, then there is no justification in providing a carpark funded from Section 94 funds for the section east of the railway line.

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The Wyong Township Carparking Report concluded that there are limited sites where Public Parking Stations can be provided in the Wyong Town Centre at a reasonable cost. As such, it is essential that each and every development provide its own parking on-site. Where this is not possible for commercial developments, any Section 94 parking contributions should be limited to 10% of the development's parking requirements.

Tuggerah Flood Study

The Tuggerah Flood Study is currently being finalised by Webb, McKeown and Associates. The final study will assess the existing flood behaviour, identify flood related issues and constraints and outline key development restrictions due to flooding. Initial flooding investigations have raised significant concern as to the development potential of the land to the north of Lake Road, Tuggerah. As such, this area has been identified as a "deferred area" within the Wyong/Tuggerah Planning Strategy and will need to be investigated further as part of the Lower Wyong River Floodplain Risk Management Study. This constraint has been conveyed to planning consultants currently preparing a land feasibility study for the Department of Lands.

It should be noted that some areas of the Wyong Town Centre are also restricted by flooding and stormwater issues and this will be taken into account when preparing the draft LEP and revising DCP 2005: Chapter 7 Wyong Town Centre to implement the recommendations of the Strategy.

IMPLEMENTATION**Masterplans**

It is proposed to masterplan the River Foreshore, Baker Park and Tuggerah Town Centre Precincts as part of the first stage in implementing the Wyong/Tuggerah Planning Strategy. The masterplans will investigate the capability of the land and the workability of the precincts to provide greater development certainty.

Funding of \$45,000 each is provided in Council's 2007/2008 Management Plan for the Baker Park and River Foreshore Masterplans, however no funding has been allocated for the Tuggerah Town Centre Masterplan, or for any works that may be required to implement the Masterplans. Funding of the Tuggerah Town Centre Masterplan by Council will be required before the detailed planning of this area can proceed. This will be requested in the 2008/2009 Management Plan. The timing will depend upon the progression of the other two masterplans in Wyong Township.

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Draft Local Environmental Plan (LEP) and revised DCP 2005: Chapter 7 Wyong Town Centre

The first stage of implementing the Wyong/Tuggerah Planning Strategy will also involve the preparation of a draft LEP and revised DCP 2005: Chapter 7 for the Wyong Town Centre. The draft LEP and revised DCP 2005: Chapter 7 Wyong Town Centre will give statutory force to the recommendations of the Strategy, including provision for increased density and height for commercial and residential buildings within the Wyong Town Centre.

CONCLUSION

The Wyong/Tuggerah Planning Strategy has been exhibited, with submissions received and reviewed. Some minor changes to the draft Strategy have been made to address issues raised during the public exhibition process. The next stage is to adopt the Strategy and commence masterplanning for the River Foreshore and Baker Park. In addition, a draft LEP and revised DCP for the Wyong Town Centre will be prepared to give statutory force to the relevant findings of the Wyong/Tuggerah Planning Strategy that relate to the Wyong Town Centre.

Enclosures

***Summary of submissions received to the draft
Wyong/Tuggerah Planning Strategy
Draft Wyong/Tuggerah Planning Strategy
Urban Design Vision and Masterplan***