Planning Proposal Assessment Report

APPLICATION DETAILS

Application No:	LEP18.0007
Applicant:	R Mastroianni c/- Salvestro Planning
Proposal Summary:	Reduce the minimum lot size requirement applicable to the land from 2 hectares down to 5,000m ² .
Land Owner	R Mastroianni
Assessment Officer	Crystal Atkinson, Senior Strategic Planner
Referrals:	Internal: Standard internal referrals.
	<u>External:</u> External consultation will be undertaken as per the requirements of any Gateway Determination.
Recommendation:	That the planning proposal, as modified by Council's addendum, be submitted to the NSW Department of Planning, Industry and Environment for Gateway Determination.

SITE AND LOCATION

The site is located approximately 8 kilometres south of the Wagga Wagga Central Business District (CBD) on Gregadoo Road, Lake Albert. The site and surrounds are residential in nature.

Subject Land:	The subject land is described as follows:
	 Lot 10 DP594448, 2 Gregadoo Road, Lake Albert Lot 11 DP586511, 4 Gregadoo Road, Lake Albert Lot 12 DP586511, 6 Gregadoo Road, Lake Albert Lot 1 DP582808, 8 Gregadoo Road, Lake Albert Lot 9 DP594448, 30 Blackbutt Road, Lake Albert Lot 8 DP594448, 42 Blackbutt Road, Lake Albert Lot 7 DP594448, 44 Blackbutt Road, Lake Albert See Figure 1 for further details.
Current LEP Provisions:	Land Zoning: R5 Large Lot Residential
	Minimum Lot Size: 2ha
Current DCP Provisions	Section 9 – Residential Development
Existing Character:	The properties have been developed for large lot residential purposes and the land surrounds other large lot residential properties.





Figure 1 – Plan showing the land subject to the Planning Proposal (as proposed)

PROPOSAL

Council is in receipt of an application to amend the Wagga Wagga Local Environmental Plan 2010 (LEP) as it applies to the subject land at Lake Albert. Specifically, the Planning Proposal seeks to:

• Reduce the minimum lot size requirement applicable to the land from 2 hectares down to 5,000m².

The Planning Proposal as submitted by the applicant would involve a change to the LEP, specifically by amending Minimum Lot Size Map Sheet LSZ_004G as shown below:

LEP18/0007 - Proposed reduction in minimum lot size



Figure 2 – Proposed change to Minimum Lot Size Map (as proposed)

The proponent's description of the proposal, supporting information and conceptual development plans are provided as a separate attachment.

This assessment report examines this change to the LEP to establish its efficacy and includes a further assessment at the precinct-wide scale in response to the outcomes sought by the Planning Proposal. The



assessment concludes that the submitted Planning Proposal should be modified by a Council addendum. The reasoning for change to the Planning Proposal is detailed at length in the later sections of the document.

It is recommended that this modification to the Planning Proposal be included in Council's request for Gateway Determination to the NSW Department of Planning, Industry and Environment (DPIE). The eventual development outcomes of the Planning Proposal can be demonstrably improved by a Council addendum. This will substantially improve the chances of a successful outcome for the Planning Proposal and will ensure a more appropriate lot size reflective of the established subdivision pattern of the area.

The addended Planning Proposal seeks to achieve similar changes to the LEP but would apply these changes to a larger land area than the applicant submitted proposal. Similarly, the addended Planning Proposal recommends a minimum lot size of 7,000m² to better reflect the existing subdivision pattern of the area and address matters regarding stormwater drainage and road access. The addended Planning Proposal will instead change the LEP by amending the Minimum Lot Size Map Sheet LSZ_004G as shown below.



Figure 3 – Proposed change to Minimum Lot Size Map (as amended by Council)

The addended Planning Proposal seeks to incorporate additional land along Olearia Place to the west in recognition of the current subdivision pattern and lot configuration of this area.

The addended Planning Proposal is also recommended to apply to the following properties:

- Lot 33 DP1127002, 1 Olearia Place, Lake Albert
- Lot 32 DP1127002, 2 Olearia Place, Lake Albert
- Lot 31 DP1127002, 3 Olearia Place, Lake Albert
- Lot 30 DP1127002, 4 Olearia Place, Lake Albert
- Lot 29 DP1127002, 5 Olearia Place, Lake Albert
- Lot 28 DP1127002, 6 Olearia Place, Lake Albert
- Lot 27 DP1127002, 7 Olearia Place, Lake Albert
- Lot 26 DP1127002, 8 Olearia Place, Lake Albert
 Lot 25 DP1127002, 9 Olearia Place, Lake Albert
- Lot 25 DP1127002, 9 Olearia Place, Lake Albert
 Lot 24 DP1127002, 10 Olearia Place, Lake Albert
- Lot 24 DP1127002, 10 Olearia Place, Lake Albert
 Lot 23 DP1127002, 11 Olearia Place, Lake Albert
- Lot 23 DP1127002, 11 Olearia Place, Lake Albert
 Lot 22 DP1127002, 12 Olearia Place, Lake Albert
- Lot 22 DF 1127002, 12 Oleana Place, Lake Albert
 Lot 21 DP1127002, 16 Oleana Place, Lake Albert
- Lot 20 DP1127002, 15 Olearia Place, Lake Albert
- Lot 19 DP1127002, 17 Olearia Place, Lake Albert
- Lot 18 DP1127002, 18 Olearia Place, Lake Albert
- Lot 17 DP1127002, 19 Olearia Place, Lake Albert
- Lot 16 DP1127002, 20 Olearia Place, Lake Albert
- Lot 15 DP1127002, 21 Olearia Place, Lake Albert



ASSESSMENT

1. Council's Vision or Strategic Intent

Local Strategic Planning Statement – Planning for the Future: Wagga Wagga 2040

The Wagga Wagga Local Strategic Planning Statement (Wagga Wagga 2040) provides a blueprint for how and where Wagga Wagga will grow into the future. It sets out Council's 20-year vision for land use planning in the Wagga Wagga Local Government Area, along with a suite of planning principles and actions to ensure that as the city's population increases, new houses, transport networks, infrastructure and services are developed sustainably.

Wagga Wagga 2040 is underpinned by three key themes and principles:

- The Environment.
- Growing Economy.
- Community Place and Identity.

The subject land is identified as 'residential land' in Wagga Wagga 2040.

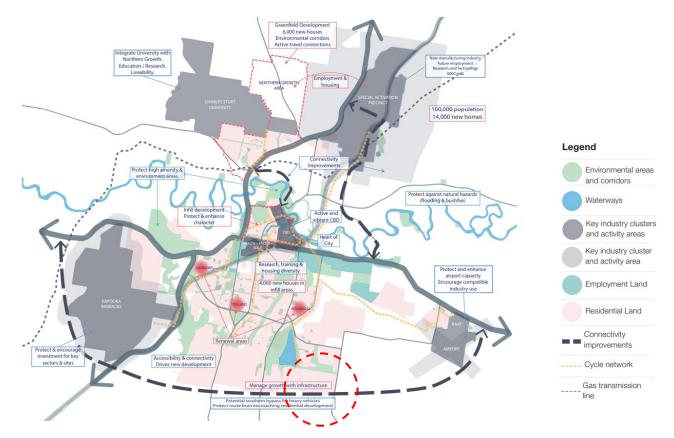


Figure 6 – Extract of Wagga Wagga Local Strategic Planning Statement

The plan updates and replaces the Wagga Wagga Spatial Plan and identified eleven key principles:

- ensure our natural areas and corridors are prioritised as we grow
- strengthen our resilience to natural hazards and land constraints
- provide growth in a sustainable manner
- see Wagga Wagga grow as the regional capital of southern New South Wales
- attract investment to our city



- *improve accessibility*
- provide sustainable infrastructure solutions aligned to growth
- provide healthy lifestyle options
- deliver high quality public spaces and engaging urban character
- improve housing diversity
- build strong rural and village communities

The proposal is consistent with these key principles as it avoids environmentally sensitive land, encourages growth in a sustainable manner, provides for sustainable infrastructure and improves housing supply and diversity.

Further details regarding these strategic plans and policies are provided in Table 1 below.

2. Character & Needs Analysis

Character Analysis

The submitted Planning Proposal seeks to reduce the minimum lot size applicable to land identified in Figure 1 from 2 hectares down to 5,000m².

An analysis of the existing character and lot size pattern of the area has been undertaken to determine the appropriateness of this proposed change to the LEP as outlined in Figures 7 and 8.

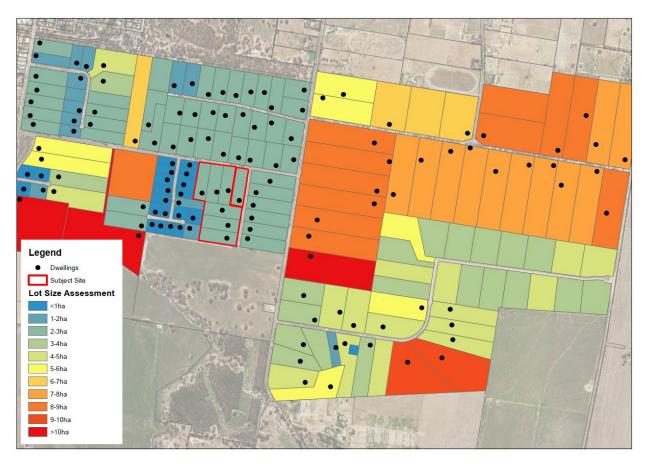


Figure 7 - Lot Size Analysis - Gregadoo Road Precinct





Figure 8 - Individual Lot Sizes - Gregadoo Road Precinct

As can be seen in Figures 7 and 8, lot sizes within the immediate and surrounding area range from less than 1 hectare up to 10 hectares. The area the subject of the Planning Proposal currently has an existing lot size pattern of between 2-3 hectares reflective of previous planning controls.

It is noted however that land located to the immediate west generally has lot sizes ranging from 5,000m² up to 8,000m² despite the 2-hectare minimum lot size that applies to this land.

In recognition of the existing subdivision pattern of the immediate area, it is also recommended that the land to the west (Olearia Place) also have its minimum lot size reduced. The results of this change will be policy neutral with minimal opportunity for additional dwelling entitlements for those lots fronting Olearia Place.

This recommendation is also generally consistent with a recent Planning Proposal submitted to and approved by Council seeking to reduce the minimum lot size for land generally bordered by Gregadoo Road and Tallowwood Road down to 4,000m². By reducing the minimum lot size applicable to the land as recommended by Figure 3 this will ensure a more precinct-wide approach.

Opportunities to include the land on the eastern side of Blackbutt Road were also considered, however, it is not appropriate as this land is severely constrained by a large 100-metre-wide overhead electrical easement. The retention of this land with a 2-hectare minimum lot size is also considered appropriate as it provides an appropriate transition and interface with larger RU4 Primary Production Small Lots Zoned land to the east.

Given the relatively modest development outcomes sought by the Planning Proposal, the development does not require further consideration of matters regarding urban design, landscaping, open space, streetscapes and built forms/typologies.



Supply & Demand Analysis

A supply and demand analysis were undertaken as part of the submitted Planning Proposal. In summary, the Planning Proposal suggests that approximately 15 - 22 potential additional dwelling lots could be created under this proposal, depending on lot configuration in relation to existing dwellings and other improvements on the land.

Wagga Wagga's current population of 65,000 is expected to grow beyond 80,000 by 2036 based on expected growth rates. To accommodate this growth, the City needs to ensure the creation of 343 new lots per year.

Historic research indicates that rural lifestyle lots make up between 12-15% of all residential dwelling lots. This equates to the creation of up to 50 vacant, serviced rural residential lots per year.

According to the Planning Proposal, the report concludes that there are:

- 34 subdivided vacant lots
- 155 potential remaining lots
- 189 total lot supply
- 58 lots consumed per year
- Current land supply estimated at 4.34 years

The subject Planning Proposal is therefore considered appropriate as it will help add to the residential land supply, whilst also supporting infill development of serviced residential zoned land.

Social and Economic Impacts

The submitted Planning Proposal will have a generally positive social and economic impact as it seeks to better utilise zoned and serviced residential land.

As outlined above, it is recommended that the Planning Proposal be amended to include additional land to the west, which is reflective of the existing subdivision pattern and lot sizes of this area. In doing so, this will ensure a more precinct-based approach and will avoid potential land use conflicts.

Similarly, the subject land is separated from land to the north by Gregadoo Road, whilst land on the eastern side of Blackbutt Road will provide a transition to larger rural zoned lots to the east. Whilst it is acknowledged that the subject land does adjoin rural zoned land with a 200 hectare minimum lot size to the south, the impacts of the subject Planning Proposal are considered limited given that an opportunity only exists to create one additional lot along this southern boundary.

2. Infrastructure

Matters regarding infrastructure and services have been investigated as part of the preparation of the Planning Proposal. The Planning Proposal was referred to Council's engineers and below is a summary of the key infrastructure investigations.

Stormwater

Stormwater is currently managed via table drains along Gregadoo Road and Blackbutt Road. Whilst it is acknowledged that a drainage depression traverses the north-western portion of the subject land, development in this area can be designed to minimise impacts of stormwater drainage.

Sewer

Council engineers have confirmed that there is a 50mm pressure sewer line from Mitchell Road into Gregadoo Road to Blackbutt Road, which is a combination of 50mm and 63mm. Gregadoo Road contains a 90mm sewer line from Blackbutt Road past Olearia Place heading west.

A sewer options investigation report was prepared in support of the Planning Proposal to determine the



availability and capacity of existing sewerage infrastructure to accommodate future development.

The report concludes that there is a theoretical maximum capacity of 224 additional tenements available in relation to sewer. Consequently, there is appropriate capacity within existing sewerage infrastructure to accommodate the development.

Water

The subject land is urban zoned and already connected to a reticulated water supply provided by Riverina Water. It is understood that there is capacity within this system to accommodate the proposed development outcomes sought by the Planning Proposal.

Telecommunications & Gas

The subject land is already serviced by both telecommunications and gas infrastructure and there is ample capacity within these networks to accommodate the additional development.

Traffic

The subject land has direct access to the sealed Gregadoo Road to the north and Blackbutt Road to the east. Gregadoo Road has a posted speed limit of 60km/h whilst Blackbutt Road has a 50km/h speed limit.

Both roadways do not contain any formalised kerb and guttering and instead use table drains to manage stormwater run-off.

Electricity

The subject land has access to an electrical supply.

As outlined above, consideration was given to the inclusion of the land on the opposite side of Blackbutt Road as part of the subject Planning Proposal. This land was investigated, but however not considered appropriate for inclusion due to the presence of a large approximate 100-metre-wide overhead powerline line that traverses these properties.



Figure 8 – Transgrid Electricity Easement



3. Environmental

The environmental impacts of the Planning Proposal have been considered.

The subject land is not identified as being bushfire prone on the Bushfire Prone Land Map, nor is it known to be contaminated. An assessment against the requirements of State Environmental Planning Policy No. 55 – Remediation of Land (SEPP 55) was undertaken as part of the Planning Proposal. The report concludes that the land has been developed for residential purposes, as well as previous broadacre agricultural purposes (grazing and cropping) and shows no signs of land contamination.

It is acknowledged however that a portion of the subject land is identified as major overland flow. Nonetheless, the level of overland flooding is low and generally limited to less than 0.15 metres, which is appropriate in this instance.

The subject land is also identified on the Riparian lands and watercourses map and the Terrestrial biodiversity map of the LEP. Nonetheless, the Planning Proposal does not propose tree removal. Similarly, at the densities sought by the addended Planning Proposal, there is ample opportunity to retain vegetation on-site.

There are no other environmental factors that would limit the development of the land.

4. LEP Provisions

The subject land is currently zoned R5 Large Lot Residential with a 2-hectare minimum lot size.

It is noted that no change is required to the Land Zoning Map as it is consistent with the aims and objectives of this zone. More specifically, the Planning Proposal will provide for residential housing in a rural setting, does not place unreasonable demands on public infrastructure and services, minimises tree losses and seeks to avoid land use conflicts with land in adjoining zones.

5. Development Control Plan

The Wagga Wagga Development Control Plan contains both general and specific controls relating to development in the rural zones.

Given the nature of the proposal, a separate amendment to the DCP is not required in this instance.

COMPLIANCE TEST

The following matters pursuant to the provisions of Section 3.33 of the *Environmental Planning and Assessment Act 1979* and the Department of Planning, Industry and Environment's *Guide to Preparing Planning Proposal,* have been taken into consideration in the assessment of the proposal.

Riverina Murray Regional Plan 2036	
Direction	Compliance
Direction 22 Promote the growth of regional cities and local centres.	The planning proposal supports this direction in promoting the growth of regional cities and local centres. In particular, Action 22.2 requires local planning to consider the role, function and relationship between regional cities and centres in local land use strategies. The planning proposal seeks to enable infill development within an established urban area to accommodate future growth.
Direction 25	The planning proposal is consistent with this direction. The planning proposal provides an opportunity for the supply of additional large lot residential lots within proximity to town. This assists in meeting demand for this type of housing, and does so in a manner that

Table 1 – Compliance Table



Build housing capacity to meet demand.	facilitates improved planning outcomes not simply at the site of the subject land but also within the main urban area of Wagga Wagga
	where demand for this residential offer may otherwise arise.
	This fulfils multiple actions subordinate to the direction. The planning proposal upholds Action 25.2 "Facilitate increased housing choicein regional cities and locations close to existing jobs and services". Lake Albert is a location that is readily accessible to the services and employment opportunities available in Wagga Wagga proper, in view of the large lot type of residential development to be pursued.
	The planning proposal also gives effect to Action 25.3 "Align infrastructure planning with land release areas to provide adequate infrastructure." Providing this type of residential development in this location allows for more efficient use of urban infrastructure for more intensive forms of residential development within Wagga Wagga proper. It also makes effective and efficient use of infrastructure and services already provided within Lake Albert.
Direction 26 Provide greater housing choice.	The planning proposal is consistent with this direction. The planning proposal is supportive of the pre-existing strategic direction of the Wagga Wagga Spatial Plan to support growth of larger-lot rural- residential development and urban development within Lake Albert.
Direction 27	The planning proposal is consistent with this direction. In particular, Action 27.2 requires local planning to consider locating new rural
Manage rural residential development	residential areas in close proximity to existing urban settlements to maximise the efficient use of infrastructure and services, to avoid or minimise the potential for land use conflicts with productive, zoned agricultural land and to avoid areas of high environmental, cultural and heritage significance or areas affected by natural hazards.
Wagga Wagga CSP	
Direction	Compliance
We have housing that suits or needs	The planning proposal is consistent with this outcome. In particular, it seeks to provide for a range of housing types, provides a point of difference in the housing market and plans for the whole of life housing cycle.
We have sustainable urban development	The planning proposal is consistent with this outcome. More specifically, the planning proposal is responsive to the strategy to provide and maintain appropriate infrastructure and services that support current and future needs.
Wagga Wagga Spatial Plan 2013	
Action	Compliance
Area 11 - Lake Albert: A reduction in the minimum lot size of the subject area will be considered after the outcomes of the residential study are known. The land will still provide for Large Lot Residential development with flexibility for further subdivision. Existing development in this area meets the current requirements of the Wagga Wagga Development	The Planning Proposal complies with this action as it seeks a reduction in the minimum lot size of certain land in Lake Albert. Whilst it is acknowledged that a residential study has yet to be completed, Council is willing to accept site-specific proposals in the interim. More specifically, the Planning Proposal has demonstrated that the land can be appropriately serviced with all necessary reticulated infrastructure and services and avoids areas of environmental and natural hazards, namely overland flooding.



Control Plan for density	
provisions. Further intensification	
will require new studies to	
manage risks associated with	
increasing intensity. Overland flow	
flooding affects part of this area	
and any intensification in this area	
will not be supported on land	
affected by overland flow flooding.	
Warna Warna Lagal Stratagia Dk	anning Statements
Wagga Wagga Local Strategic Pla	
Action	Compliance
ENV 8	The Planning Proposal complies with this action as an assessment of
Infrastructure strategies are	infrastructure and service capability has been undertaken, which
developed for existing urban	supports opportunities for infill development.
areas to identify opportunities and	
guide infill development.	
COM 3	The Planning Proposal complies with this action as it will support
Develop a Housing Strategy to	additional residential development and provide housing diversity.
accommodate an additional	
14,500 homes and 36,000 people,	
with a view to analysing social	
housing, housing affordability,	
diversity, serviceability and	
sustainability.	
COM 4	The Planning Proposal complies with this as the proposal involves infill
Build a '15 minute city'	development within 15 minutes of the central area of Wagga Wagga.
	ort Strategy and Implementation Plan 2040
Action	Compliance
ILU2.2	The Planning Proposal complies with this action as it seeks to better
Ensure that future residential	utilise existing zoned and developed land via infill. Consequently, the
growth is connected to sufficient	land is serviced by the existing road network and is not expected to
road networks to minimise	create road congestion or traffic concerns.
congestion of key corridors. Section 9.1 Ministerial Directions	
Direction	Compliance
2.6 Remediation of Contaminated	The Planning Proposal complies with this Ministerial Direction as an
Land	assessment of the proposal against SEPP 55 has been undertaken.
	This assessment concluded that the subject land is not known or
	expected to be subject to land contamination.
3.1 Residential Zones	This direction applies as the Planning Proposal will affect land within
J. I NESIGEIIIIAI ZUITES	and existing residential zone, being the R5 Large Lot Residential Zone.
	The Planning Proposal is consistent with this direction as it does not
	seek to reduce the permissible residential density of land. Similarly, the
	Planning Proposal will broaden the choice of building types and
	locations available in the housing market, makes more efficient use of
	existing infrastructure and services, and reduces the consumption of
	land for housing and associated urban development on the urban
	fringe by reducing the minimum lot size of existing residential zoned
	land.
	The Planning Proposal is also consistent with Council's Spatial Plan
	and the recommendations of the LSPS.
3.4 Integrating Land Use and	This direction applies as the Planning Proposal seeks to reduce the
Transport	minimum lot size of land zoned for residential purposes.
	The Planning Proposal does not derogate from the aims of this
	objective as it will better utilise existing zoned residential land. The
	land is already serviced by the existing road network and will not place
	undue demands upon this road infrastructure.
4.3 Flood Prone Land	This direction applies as the Planning Proposal alters a provision
	(minimum lot size) affecting flood prone land.



	The Planning Proposal is justifiably inconsistent with this direction as the level of flooding is considered minor. More specifically, a small portion of the subject land is identified as being subject to overland flooding. Upon further review, this level of flooding is considered to be minor and only has a depth of less than 0.15m. Furthermore, the area of land most affected by this overlay along Olearia Place, whilst proposed to have its minimum lot size reduced from 2 hectares down to 5,000m ² will result in minimum opportunity for additional dwelling entitlements for this area. Therefore, there will be no additional risks created for these properties.
5.10 Implementation of Regional	The Planning Proposal complies with the general aims and directions
Plan	of the Riverina-Murray Regional Plan - See above for further details.

State Environmental Planning Policies		
Policy	Compliance	
State Environmental Planning Policy No. 55 – Remediation of Land	This State Policy is relevant to the planning proposal as the land is known to have been previously used for a purpose listed in Table 1 of the Managing Land Contamination – Planning Guidelines for State Environmental Planning Policy No. 55 – Remediation of Land. Prior to its development for residential purposes, the land was used for rural land used for agricultural purposes, fulfilling the description of 'agricultural/horticultural activities' provided by Table 1 of the Guidelines.	
	In response, a SEPP 55 assessment was completed as part of the Planning Proposal, which concluded that the area has been developed for residential purposes since the 1970s and there are no signs or indicators of land contamination.	
	The conclusions of this assessment are generally agreed with and it is noted that consideration of matters regarding land contamination will be further considered at the development application stage.	
State Environmental Planning Policy (Koala Habitat Protection) 2021	This State Policy is relevant as the City of Wagga Wagga is listed in Schedule 1 of this SEPP as part of the Central and Southern Tablelands Far West. The purpose of the SEPP is to encourage the conservation and management of areas of natural vegetation that provide habitat for koalas to support a permanent free-living population over their present range and reverse the current trend of koala population decline.	
	Whilst it is acknowledged that the subject land does contain scattered trees across the property, no trees are proposed to be removed as part of the subject Planning Proposal. Similarly, much of this vegetation is planted and the lot sizes proposed will ensure that vegetation can be retained as part of any future subdivision and/or dwelling construction.	

Internal / External Consultation

Internal:

A cross-directorate internal referral occurred.

External:

The proposal has not been referred to any state agencies. Consultation with any relevant agencies will be undertaken in accordance with any conditions of the gateway determination.



<u>Community consultation:</u> Public consultation with adjoining landowners and the general public usually occurs after a Gateway Determination. However due to the nature of the planning proposal and potential public interest, the proposal was exhibited to affected landowners between 12 September 2018 and 5 October 2018 by notifying the surrounding landowners. No submissions were received.

Formal community consultation will also be undertaken as required by the Gateway Determination.

FINANCIAL IMPLICATIONS

In accordance with Council's 2017/18 Fees and Charges, a Minor LEP Amendment application attracts an application fee of \$7,500. The proponent has paid this fee. There are no requirements to amend the DCP, therefore, there are no such fees required to be paid in this instance.

Additional funding has however been required during the assessment and progression of the planning proposal as an external consultant has been engaged to undertake this process and expediate the finalisation of this planning proposal to amend the provisions of the Wagga Wagga Local Environmental Plan 2010.

CONCLUSION

The submitted Planning Proposal seeks to amend the Wagga Wagga Local Environmental Plan 2010 by reducing the minimum lot size of land generally bordered by Gregadoo Road and Blackbutt Road, Lake Albert from 2 hectares down to 5,000m².

Following a review of the proposal and the general strategic merit of the request, an addendum to the Planning Proposal has been prepared that seeks to expand the area of land that the Planning Proposal applies to.

The proposal is supported for the following reasons:

- It allows for additional infill development on currently underutilised land
- It is generally consistent with the context and setting of the area and will not create land use conflicts with adjoining land uses.
- It is consistent with Council's strategic plans and policies.
- It is consistent with relevant S9.1 Ministerial Directions and State Environmental Planning Policies.
- The investigation of the subject land provided with the application is enough to support the planning proposal and forward to the Department of Planning, Industry and Environment seeking Gateway Determination.

To comply with the NSW Department of Planning, Industry and Environment guidelines and to support the Planning Proposal, council staff will prepare a proposed timeline as an addendum to the proposal prior to submitting for Gateway Determination.

It is recommended that Council endorse the Planning Proposal and addendum and forward it to the NSW Department of Planning, Industry and Environment seeking Gateway Determination.

