Item: 12.10

Subject: PLANNING PROPOSAL - 2021 ADMINISTRATIVE REVIEW OF

PORT MACQUARIE-HASTINGS LOCAL ENVIRONMENTAL PLAN

2011

Presented by: Community, Planning and Environment, Melissa Watkins

Alignment with Delivery Program

4.5.1 Carry out strategic planning to manage population growth and provide for coordinated urban development.

RECOMMENDATION

That Council:

- 1. Prepare a draft Planning Proposal pursuant to section 3.33 of the Environmental Planning and Assessment Act 1979, for the amendment of the provisions of Port Macquarie-Hastings Local Environmental Plan 2011, in relation to the eight issues as generally described in this report.
- 2. Forward the Planning Proposal to the NSW Department of Planning, Industry and Environment for a Gateway Determination under Section 3.34 of the *Environmental Planning & Assessment Act 1979*, and request that the Gateway Determination authorise Council to be the local planmaking authority.
- 3. Delegate authority to the Director Community, Planning and Environment to make any minor mapping updates to the Planning Proposal prior to seeking a Gateway Determination, and/or as a result of the issue of Gateway Determination.
- 4. Receive a report following the public exhibition period on any submissions received.

Executive Summary

Council continually monitors the operation of *Port Macquarie-Hastings Local Environmental Plan 2011* (LEP 2011) to identify necessary refinements and adjustments to the LEP 2011 written plan and maps. This report considers a number of proposed administrative amendments to the LEP 2011.

The issues are:

- Map tidy-ups for the Lot Size Map and Koala Habitat Map at Map Series 013G -Insert labels for the Macquarie, Sea Acres and Lake Innes Nature Reserves to align with standard mapping practice.
- 2. IN2 Light Industrial zone table update Amendment to the zone table to remove 'places of public worship' from Prohibited as it is currently showing as both a Permitted with Consent and Prohibited use in the zone table.
- 3. Lot 1 DP 1261690, Highway Service Centre Amend the Additional Permitted Use Maps and LEP Schedule 1 for "Item 12" Use of certain land at 1179 Oxley Highway, Sancrox to update the legal description of the land on which the proposed highway service centre will be situated.

- 4. Lot 5 DP21713, 46 Cooperabung Drive, Telegraph Point Transport for NSW request to rezone site from SP2 Infrastructure zone to RU1 Primary Production zone.
- 5. IN1 General Industrial zone table update Amendment to zone table to add 'funeral homes' to the Permitted with Consent and make 'crematoriums' permissible in the zone.
- 6. Lot 66 DP 754406, Lots 7008, 7009, 7011 DP 1026600, 19 Bril Bril-Belangray Road, Rolland's Plains Rezone the Rollands Plains Showground from RU1 Primary Production zone to RE1 Public Recreation zone; apply an 8.5m maximum building height; and remove the Lot Size map from the subject lands.
- 7. Lot 3, 21 and 65 DP 286585 Provence Close, Sancrox Amendment to the E2 Environmental Conservation zone and corresponding amendment to the Lot Size map.
- 8. Lot 2 DP 1250767, Sovereign Drive, Thrumster Rezone 549sqm of R1 General Residential zone to B1 Neighbourhood Centre zone to remove split zoning on the land and corresponding amendment to the Lot Size map.

This report contains more detail on each of the proposed administrative amendments and recommends that Council prepare a Planning Proposal for forwarding to the Department of Planning, Industry and Environment requesting a Gateway Determination.

Discussion

Details of the proposed amendments to LEP 2011 are provided below. They comprise of updates to LEP maps and the LEP written instrument.

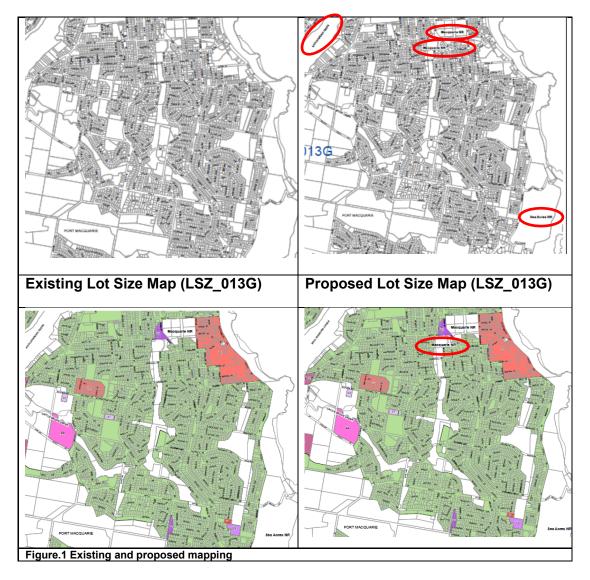
 Map tidy-ups for the Lot Size Map and Koala Habitat Map at Map Series 013G

In 2017, the NSW Department of Planning and Environment (now known as Department of Planning, Industry and Environment DPI&E) published *Standard Technical Requirements for Spatial Datasets and Maps* to guide Councils on the preparation and presentation of the maps contained within the planning instruments. 'These standard technical requirements have been determined by the Secretary of the Department of Planning and Environment under Section 158E(3) of the Environmental Planning and Assessment Act 1979' (DP&E 2017:5) and it is the responsibility of the Council to implement them.

It has been identified that the subject nature reserves have not been labelled on the Lot Size and Koala Habitat maps in map series 013G. The abovementioned technical requirements state that the cadastral layer for LEP maps should show, amongst other things, national parks and nature reserves (labelled). This is the intention of this administrative update.

Proposal: Insert labels at the Koala Habitat and Lot Size maps for the Macquarie, Sea Acres and Lake Innes Nature Reserves to align with standard mapping practice, as described above and demonstrated in **Figure 1** below.

Existing Koala Habitat Map (KHA_013G)	Proposed Koala Habitat Map (KHA_013G)



2. IN2 Light Industrial Zone table update

Places of public worship are currently listed as both permissible and prohibited in the IN2 Light Industrial zone table in LEP 2011. As determined by the *Standard Instrument - Principal Local Environmental Plan*, 'places of public worship' are mandated as Permissible with Consent in the IN2 Light Industrial zone; the error occurred due to a past amendment to the Standard Instrument LEP.

Proposal: Amend the zone table to remove 'places of public worship' from prohibited in the zone table, as described above and demonstrated below.

3 Permitted with consent

Depots; Garden centres; Hardware and building supplies; Industrial training facilities; Landscaping material supplies; Light industries; Medical centres; Neighbourhood shops; Oyster aquaculture; <u>Places of public worship</u>; Plant nurseries; Pubs; Roads; Rural supplies; Take away food and drink premises; Tank-based aquaculture; Timber yards; Vehicle sales or hire premises; Warehouse or distribution centres; Any other development not specified in item 2 or 4

4 Prohibited

Advertising structures; Agriculture; Air transport facilities; Airstrips; Animal boarding or training establishments; Camping grounds; Caravan parks; Cemeteries; Centre-based child care facilities; Commercial premises; Correctional centres; Crematoria; Eco-tourist facilities; Entertainment facilities; Exhibition homes; Exhibition villages; Farm buildings; Forestry; Freight transport facilities; Function centres; Hazardous storage establishments; Health services facilities; Helipads; Highway service centres; Home-based child care; Home businesses; Home occupations; Home occupations (sex services); Industries; Information and education facilities; Marinas; Mooring pens; Offensive storage establishments; Passenger transport facilities; Places of public worship; Pond-based aquaculture Recreation facilities (major); Recreation facilities (outdoor); Registered clubs; Residential accommodation; Respite day care centres; Rural industries; Schools; Sewerage systems; Tourist and visitor accommodation; Waste disposal facilities; Water recreation structures; Water storage facilities; Wharf or boating facilities

3. Highway Service Centre, Sancrox - Amendment to LEP map and Schedule 1

In 2019, an LEP amendment was gazetted to allow development for the purpose of a highway service centre on No 1179 Oxley Highway, Sancrox (Lot 11 DP 1029846), located on the south-western corner of the Pacific and Oxley Highways. The amendment incorporated ancillary hotel or motel accommodation to permit overnight accommodation for heavy vehicle drivers.

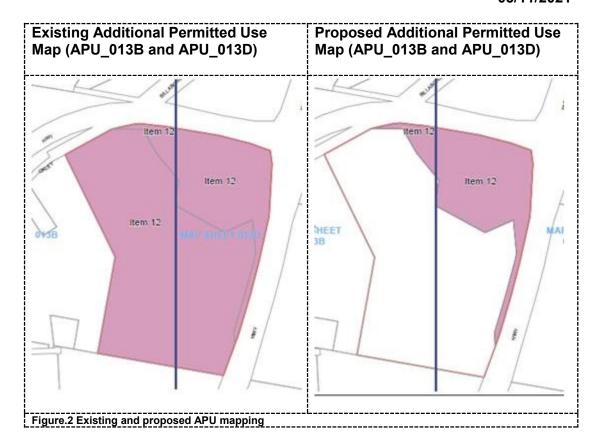
The amendment allowed for the lot to be subdivided into two lots, with one lot to contain the highway service centre site and the other lot containing the existing dwelling house, facilitated through incorporating this property at Schedule 1 of the LEP, identification on the Additional Permitted Use (APU) mapping and enforcement of a planning agreement.

This land has now been subdivided to exclude the house site. The new legal description for the site of the proposed highway service centre is Lot 1, DP 1261690. Subsequently, Schedule 1 of the LEP needs to be updated to accurately reflect the legal description of the lot, and the APU map removed from the lot containing the existing dwelling house. **Table 1** below provides details on the proposed LEP 2011 Schedule 1 updates.

Table 1 - Current and Proposed Wording for LEP 2011 - Schedule 1

Schedule 1		
	Current wording	Proposed wording
Title	12 - Use of certain land at 1179 Oxley Highway, Sancrox	12 - Use of certain land at Lot 1, DP 1261690 Oxley Highway, Sancrox
Clause(1)	This clause applies to land at 1179 Oxley Highway, Sancrox, being Lot 11, DP 1029846, shown as "Item 12" on the Additional Permitted Uses Map.	This clause applies to Lot 1, DP 1261690, Oxley Highway, Sancrox shown as "Item 12" on the Additional Permitted Uses Map.

Proposal: Amendment to Schedule 1 "Item 12 - Use of certain land at 1179 Oxley Highway, Sancrox" to update the legal description for the proposed highway service centre site, as described above; and to remove the APU map from the existing dwelling, and only apply it to the site of the proposed highway service centre as demonstrated in **Figure 2** below.



4. Cooperabung Drive, Telegraph Point - Rezone to Primary Production

The landowner, Transport for New South Wales (TfNSW), has requested that Council review the zoning and associated development standards of Lot 5 DP 21713, Cooperbung Drive, Telegraph Point.

The land identified in **Table 2** is currently zoned SP2 Infrastructure (Classified Road). TfNSW has advised that this parcel consists of residue land, located outside of its dedicated road boundary and is not required for future road purposes. Therefore, the current SP2 zoning is not accurate.

TfNSW has requested a review of the SP2 zone with a view to zone the land to be consistent with the surrounding land, which is RU1 Primary Production.

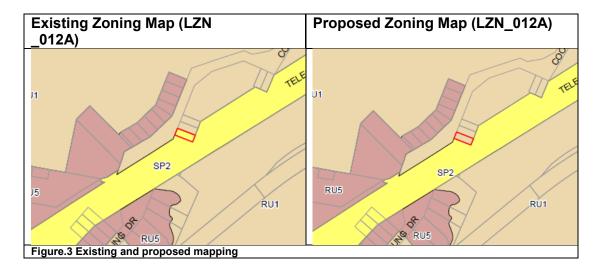
Table 2 - Lot 5 DP 21713 Current and Proposed LEP Provisions

	Current LEP 2011	Proposed LEP 2011
Zoning	SP2 Infrastructure	RU1 Primary Production
Floor Space Ratio	Nil	Nil
Height of Building	Nil	Nil
Lot Size	40ha	No change (40ha)

The LEP Practice Note, *Zoning for Infrastructure in LEPs*, outlines six principles that should be followed for zoning infrastructure.

Taking direction from the fifth principle, 'where surplus public land is currently zoned 'special use', the land should be rezoned as a compatible land use, (e.g. to a prescribed zone)', changing the zone on Lot 5 DP 21713 would be the recommended approach. The land is vacant and no changes are proposed to the minimum Lot Size applying to the land which is 40ha.

Proposal: Rezone Lot 5 DP 21713 from SP2 Infrastructure to RU1 Primary Production, as described above and demonstrated in **Figure 3** below.



5. IN1 General Industrial Zone table update

An inconsistency with the permissibility of mortuaries, funeral homes and crematoriums has become apparent in the Port Macquarie-Hastings LEP.

While, by definition, these uses are all slightly different, they function in a similar manner. For consistency, it is logical to include them as either permissible or prohibited.

A review of surrounding LEPs (Kempsey, Great Lakes and Coffs Harbour) confirms that mortuaries are permitted with consent in all of the LEPs, whereas there is some inconsistency in the permissibility of funeral homes and crematoriums amongst the LEPs. Coffs Harbour identifies all three uses as being permissible in the IN1 General Industrial zone and this approach avoids any inconsistency, subsequently this is the proposal; refer to **Table 3** below for details.

Table 3 - Comparison Table with Current and Proposed LEP Provisions

IN1 zone	Port Macquarie LEP (Current)	Coffs Harbour LEP	Port Macquarie LEP (Proposed)
Permitted with	Mortuaries (Any other development not	Funeral homes	Funeral homes
consent	specified in item 2 or 4)	Crematoria (Any other development not specified in item 2 or 4)	Crematoria (Any other development not specified in item 2 or 4)

		Mortuaries (Any other development not specified in item 2 or 4)	
Prohibited	Commercial premises (funeral homes) Crematoria		

Proposal: Amend the zone table to delete crematoria from our prohibited table and insert funeral homes into the permissible table, as described above and demonstrated below.

3 Permitted with consent

Depots; Freight transport facilities; funeral homes; Garden centres; General industries; Hardware and building supplies; Industrial training facilities; Kiosks; Landscaping material supplies; Light industries; Medical centres; Neighbourhood shops; Oyster aquaculture; Places of public worship; Plant nurseries; Pubs; Roads; Rural supplies; Take away food and drink premises; Tank-based aquaculture; Timber yards; Vehicle sales or hire premises; Warehouse or distribution centres; Any other development not specified in item 2 or 4

4 Prohibited

Advertising structures; Agriculture; Air transport facilities; Airstrips; Amusement centres; Animal boarding or training establishments; Camping grounds; Caravan parks; Cemeteries; Centre-based child care facilities; Commercial premises; Crematoria; Eco-tourist facilities; Entertainment facilities; Exhibition homes; Exhibition villages; Farm buildings; Function centres; Hazardous storage establishments; Health services facilities; Heavy industries; Highway service centres; Home-based child care; Home businesses; Home occupations; Home occupations (sex services); Information and education facilities; Marinas; Mooring pens; Offensive storage establishments; Passenger transport facilities; Pond-based aquaculture Public administration buildings; Recreation areas; Recreation facilities (major); Recreation facilities (outdoor); Registered clubs; Residential accommodation; Respite day care centres; Schools; Tourist and visitor accommodation; Water recreation structures; Water storage facilities; Wharf or boating facilities.

6. <u>19 Bril Bril-Belangray Road, Rollands Plains - rezoning Rollands Plains Showground</u>

The Rollands Plains Showground is currently zoned RU1 Primary Production. The objectives of the RU1 Primary Production zone are:

- To encourage sustainable primary industry production by maintaining and enhancing the natural resource base.
- To encourage diversity in primary industry enterprises and systems appropriate for the area.
- To minimise the fragmentation and alienation of resource lands.
- To minimise conflict between land uses within this zone and land uses within adjoining uses.

The current uses of the land do not fulfil the objectives of the zone. Furthermore, the minimum lot size for land in the RU1 Primary Production zone is 40ha. The combined

total of the abovementioned properties is less than 20ha, meaning they do not meet the lot size requirements of the zone.

The Wauchope, Kendall and Comboyne showgrounds are all zoned RE2 Private Recreation as they are not classified as being either community or operational.

Rollands Plains Showground differs in that it is owned by the Crown and is administered by the *Crown Lands Management Act (2016)*. It comprises part Reserve 35451, gazetted 6 December 1902, for the purpose of Public Recreation. The Reserve is managed by Rollands Plains Recreation Reserve Land Manager. Subsequently, a RE1 Public Recreation zone is more appropriate. This zone is consistent with the public reserve purpose of the land. While the showground operates on this site, the property is left unlocked and includes a maintained walking track for public purposes. The DPI&E - Crown Lands has confirmed their support for this rezoning.

Amending the zone of Lot 66 DP 754406, Lot 7008, 7009 and 7011 DP 1026600 to RE1 Public Recreation would better reflect the existing uses of the land. The RE1 Public Recreation zone has the following objectives:

- To enable land to be used for public open space or recreational purposes.
- To provide a range of recreational settings and activities and compatible land uses.
- To protect and enhance the natural environment for recreational purposes.

As identified above, the showground is more closely aligned with the RE1 Public Recreation objectives. Further, there are additional permitted uses associated with a RE1 Public Recreation zoning, such as camping grounds, which may allow for an added income generation opportunity on the land.

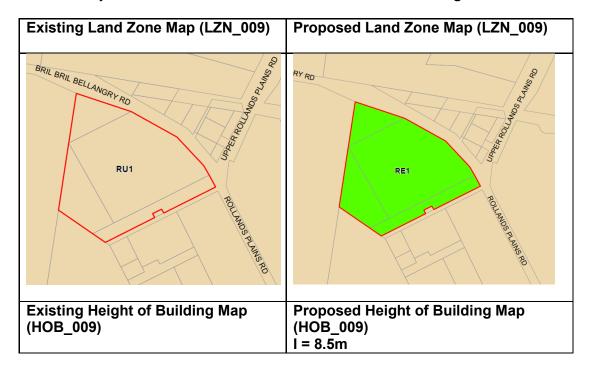
Currently there is no Height of Building map applying to the subject site, however the Kendall and Comboyne showgrounds have applied an 8.5m height limit to the land. Given that the Rollands Plains showground is located within a village, it is considered reasonable to apply the 8.5m maximum building height, which would be consistent with the controls applied at two of the other three showgrounds in this local government area. These villages are smaller than Wauchope and more similar in size to the village of Rollands Plains. Conversely, none of the other showgrounds have a minimum lot size, so it is proposed that the 40ha minimum lot size be removed from the subject site.

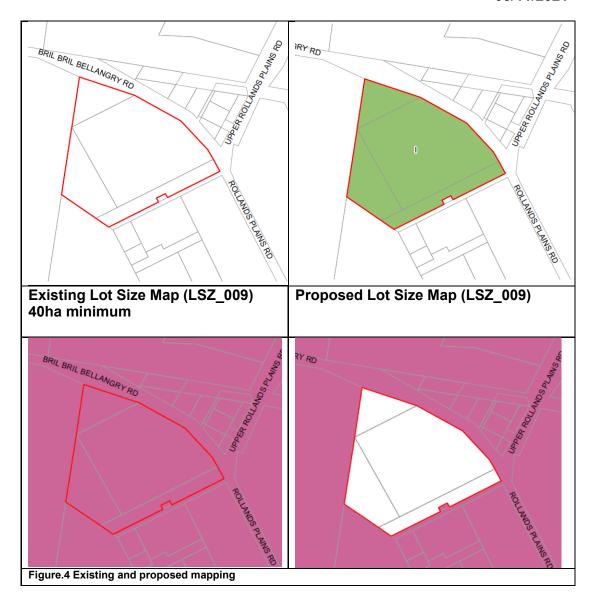
Refer to **Table 4** below for a comparison of LEP zoning provisions between the showgrounds.

Table 4 - Comparison Table with Current and Proposed LEP Provisions

	Wauchope Showground	Kendall Showground	Comboyne Showground and Tennis Courts	Rollands Plains Showground and Tennis Courts (Current)	Rollands Plains Showground (Proposed)
Zoning	RE2 Private Recreation	RE2 Private Recreation	RE2 Private Recreation	RU1 Primary Production	RE1 Public Recreation
Floor Space Ratio	Nil	Nil	Nil	Nil	Nil
Height of Building	14.5m maximum	8.5m maximum	8.5m maximum	Nil	8.5m maximum
Lot Size	Nil	Nil	Nil	40ha minimum	Nil

Proposal: Amend the Land Zoning map on Lot 66 DP 754406, Lots 7008, 7009 and 7011 DP 1026600; apply a Height of Building Map and remove the Lot Size map from the subject lands, as described above and demonstrated in **Figure 4** below.





7. <u>Provence Close, Sancrox - Amendment to the E2 Environmental Conservation zone</u>

Council has received a request from Hopkins Consultants to review the E2 Environmental Conservation Zone at Provence Close in the Le Clos Verdun Estate, Sancrox, suggesting that the environmental sensitivity of the environmental zone in this location is over-stated.

Aerial imagery shows that there is a significant area on the western edge of the E2 Environmental Conservation zone that appears to be open grassland (refer to **Figure 5**), which is creating difficulties now that the first stages of this subdivision have been released and new land-owners are being faced with the problem an E2 zone boundary presents for new home-building.

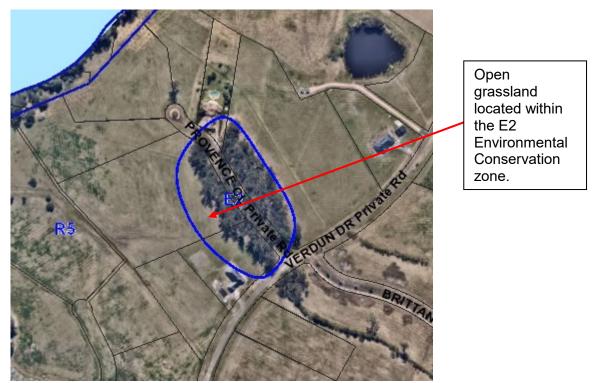


Figure.5 Subject site and zoning

This land was rezoned in 2007 and was supported by a number of studies, including an Ecological Study prepared by B Salter in February 2004, which includes Addendums, published in May 2004 and January 2008. These studies helped to inform the environmental sensitivities across the Estate. The subject E2 Environmental Conservation zone is classified as consisting a strip of large Blackbutt Trees along Provence Close. It is not identified as Core Koala Habitat. The 2008 Addendum report recommended that 'building sites, access driveways, bushfire buffers can and should be located to avoid the need for tree removal' (B Salter, 2008:10).

In 2008 a Fauna and Flora Study was prepared by Keystone Ecological to assist with the preparation of the Vegetation Management Plan (VMP) for the Le Clos Verdun Estate. This study confirms the presence of four hollow bearing trees within this parcel, which are numbered and identified as (14) Eucalyptus pilularis Blackbutt, (15) Eucalyptus microcorys Tallowwood, (16) Eucalyptus pilularis Blackbutt, (17) Eucalyotys pilularis Blackbutt (refer to **Figure 6**). This study recommended that 'driveways and other structures on the central ridge are to avoid conflict with the tree protection zones of the hollow-bearing trees' (E Ashby, 2008:49).



Figure.6 Subject site and location of hollow bearing trees

The approved VMP provides for the effective management of the fauna and flora in this estate. The VMP talks specifically to the Management Unit relating to the E2 Environmental Conservation zoned parcel in question, stating that it 'consists of established trees only and is isolated from any corridors linking it to any other Management Units. It has no understory or 'weed' growth, does not require any works in the form of revegetation or fencing and is subject to the following:

- 1. Collection of firewood will be prohibited through the Neighbourhood Management Statement.
- 2. It is to be monitored within the inspections and reporting to Council in accordance with this plan.
- 3. Driveways are to be located, or adapted, to minimise interference with existing tree protection zones.
- 4. No APZ around this Management Unit as this is not required in accordance with the Bushfire Risk Assessment by Mid-coast Environmental Services (page 22 of this VMP document).
- 5. No hollow-bearing trees are to be removed.
- 6. The Applicant will undertake sediment & erosion control during construction of driveways in this Management Unit.
- 7. Ecological burns in this Management Unit are not required or desirable.
- 8. Understorey maintenance and clearing may be undertaken at the discretion of the land owner' (G.H. Milne Home, 2016:21).

In February 2021 Council staff visited the site and they agreed that part of the E2 Environmental Conservation zone boundary inaccurately extends over cleared grassland and that there may be a case for rationalising the western edge of the zone. This is particularly so given that the community does not contain any ground-level or middle-storey habitat elements, or any other floristic assemblage other than the remnant trees. The physical canopy extent, and thus drip-line of these trees thereby represents the extent of land with any floristic or habitat value in this location.

In the view of Council staff, a more accurate representation of the E2 Environmental Conservation zone would be for it to extend the zone a minimum of 2m beyond the tree dripline as a starting point (refer to the current and proposed maps at **Figure 7** below).

To ensure that the recommendations of the 2008 Salter Addendum Report and 2008 Ashby Report are not dismissed and the trees continue to receive appropriate ongoing protection, Tree Protection Zones (TPZ), in accordance with AS4970 and Council's Development Control Plan relating to TPZ's for Hollow Bearing Trees, also needs to be applied, as do the associated tree hazard zones. Application of the above will form the basis for the revised boundary of the E2 Environmental Conservation.

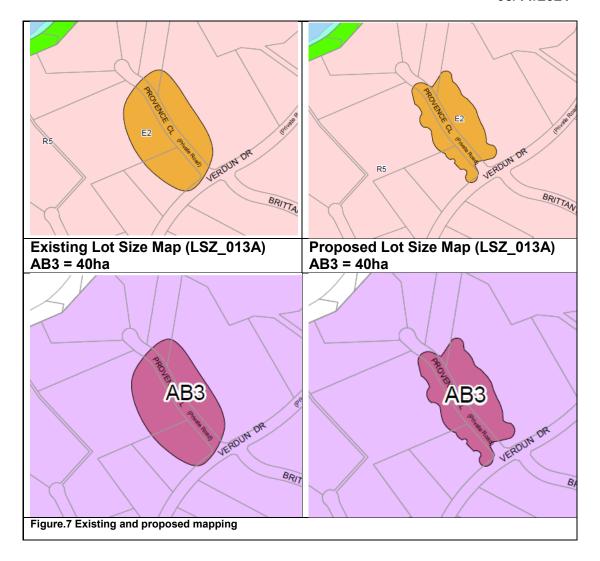
Of note, **Figure 7** currently does not incorporate the TPZ and tree hazard zones as Council staff are waiting on final, survey accurate, mapping from the consultants to confirm these areas. However, there is likely to be minimal change as a result of the application of the above, with an increase to the proposed E2 Environmental Conservation zone more likely.

As a result of any updates to the E2 Environmental Conservation zone, the corresponding Lot Size map will need to be amended, being 8000sqm for the R5 Large Lot Residential zoned land and 40ha for the E2 Environmental Conservation zoned land.

The properties in this estate are under the management of Riverpark Sancrox Trust, with whom Hopkins work closely and have confirmed that owner(s) of Lots 3, 21 and 65 DP 286585 are in support of this E2 Environmental Conservation zone review and any resultant mapping updates.

Proposal: Amend the Land Zoning map at Lot 3, 21 and 65 DP 286585 to rezone the abovementioned E2 Environmental Conservation zoned land to R5 Large Lot Residential and update the Lot Size map to correspond with the zones, as described above and demonstrated in **Figure 7** below.

Existing Land Zone Map (LZN_013A)	Proposed Land Zone Map
	(LZN_013A)



9. <u>Certain land at Sovereign Drive, Thrumster - Rezone from R1 General</u> Residential to B1 Neighbourhood Centre Zone

The approved subdivision for the South Oxley Neighbourhood Centre commercial zone and neighbouring residential lots (DA 2017.664) on Litchfield Parkway, Thrumster has been formally modified by Council (see **Figure 8** showing the approved stamped plan). The adjacent Lot 1 to the north has received consent for a Child Care Centre (DA 2018.471) which occupies the entirety of Lot 1.

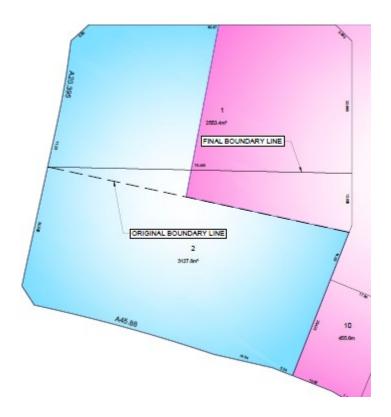


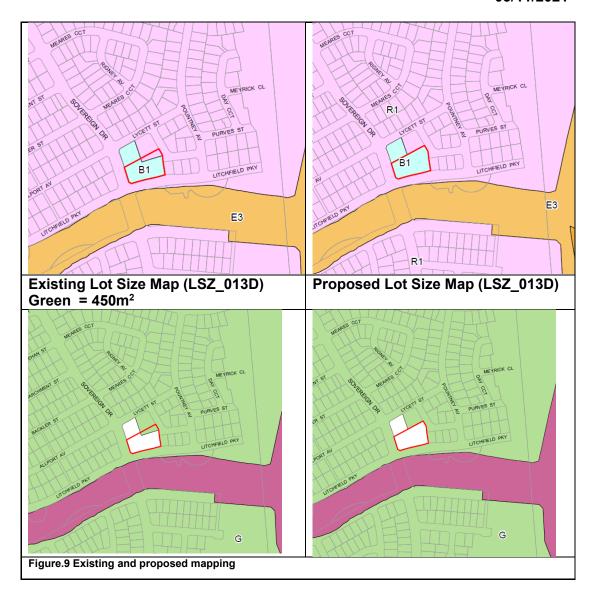
Figure.8 Modified plan (stamped)

As a result of the modification to consent of DA2017.664, Lot 2 DP1250767 has become dual zoned as B1 Neighbourhood Centre and R1 General Residential (refer to **Figure 8**).

Currently 431m² of Lot 2 is zoned R1 General Residential, however it is considered that a residential use of that land (which is below the minimum lot size of 450m²) annexed between the future "commercial" use of Lot 2, and the adjoining approved Child Care Centre, would not be a desirable urban planning outcome.

Proposal: Amend the Land Zoning map at Lot 2 DP 1250767 to rezone that part of the site zoned R1 General Residential to B1 Neighbourhood Centre Zone and remove the Lot Size map, consistent with the zoning on the rest of the property, as described above and demonstrated in **Figure 9** below.

Existing Land Zone Map (LZN_013D)	Proposed Land Zone Map
	(LZN_03D)



Options

This report addresses a number of proposed, administrative changes to Port Macquarie-Hastings LEP 2011, as discussed above. Council could opt to:

- 1. Do nothing (the issues raised would remain unresolved).
- 2. Omit or modify the Planning Proposal for any of the issues raised.
- 3. Resolve to prepare a Planning Proposal to amend LEP 2011 for issues one to eight, as described in this report.

It is recommended that Council proceed with Option 3.

Community Engagement and Internal Consultation

There has been internal discussions with relevant Council staff in the preparation of this report.

Council staff have received written confirmation that the DPI&E – Crown Lands supports the consideration of the Rollands Plains Showground site for the proposed re-zoning from RU1 Primary Production to RE1 Public Recreation.

Hopkins Consultants have confirmed that the owner(s) of Lots 3, 21 and 65 DP 286585 are aware of and in support of the proposed rezoning to rationalise the western edge of the E2 Environmental Conservation zone, as described, in the Le Clos Verdun Estate.

The DPI&E's Gateway Determination will specify any further targeted consultation requirements.

Community consultation for Planning Proposals will be undertaken in accordance with Council's *Community Participation Plan 2019* and include notification on Council's website and notification to affected and adjoining for the duration of the exhibition. The exhibition material will also be available at all of Council's Customer Service Centres.

Planning and Policy Implications

The proposed amendments will:

- Ensure continuous improvement of the LEP 2011.
- Facilitate future development through the refinement of the LEP 2011 provisions.

Financial and Economic Implications

The preparation of the Planning Proposal will be completed as part of Council's Land Use Planning program.

There are no expected economic impacts or financial impacts for Council in the proposed LEP 2011 amendments.

It is anticipated that there will be cost savings to the community in the future due to the removal of potential complications to development.

Attachments

Nil