

# **Planning Services**

# **Gateway Determination Report**

LGA	Cessnock				
PPA	Cessnock City Council				
NAME	Reclassification of various properties at Aberdare,				
	Cessnock, East Branxton and Kitchener				
NUMBER	PP_2018_CESSN_001_00				
LEP TO BE AMENDED	Cessnock Local Environmental Plan 2011				
ADDRESS	Various				
DESCRIPTION	<ol> <li>Reclassification of:</li> <li>Lot 3, DP4927, 6 William St Cessnock</li> <li>Lot 9, DP259718, 26 Tulloch St East Branxton</li> <li>Lots 9-12, DP758576, Cessnock and Aberdare Streets Kitchener</li> <li>Lots 11-18, Sec 46, DP758002, 62-76 Cessnock St Aberdare</li> <li>Lot 7, Sec A, DP5015, 16A Stephen St Cessnock</li> <li>Lots 507 and 508, DP755215, 10-12 Quorrobolong</li> </ol>				
	Rd, Cessnock Rezoning and amend minimum lot size map for: 5. Lot 7, Sec A, DP5015, 16A Stephen St Cessnock				
RECEIVED	6 April 2018, adequate 27 June 2018				
FILE NO.	EF18/5147				
POLITICAL DONATIONS	There are no donations or gifts to disclose and a political donation disclosure is not required				
LOBBYIST CODE OF CONDUCT	There have been no meetings or communications with registered lobbyists with respect to this proposal.				

#### INTRODUCTION

#### Description of planning proposal

To reclassify from "community" to "operational" six sites of Council owned public lands that have been recognised as surplus to community needs. It is also intended to rezone and amend the lot size map for one of the sites at Stephen Street, Cessnock.

Council advised that five (5) of the six sites were classified as community when the 1993 Local Government Act came into effect. The other site at Quorrobolong Road,

Cessnock was incorrectly classified as community land when it was acquired in 2005.

		When	Public	Size		
Site	Address	purchased	Reserve	(sq/m)	Trusts	Rezoning
	6 William Street,					
1	Cessnock	1968	No	390	No	No
	26 Tulloch Street, East					
2	Branxton	1979	Yes	1300	No	No
	27 & 29 Aberdare Street,					
3	Kitchener	1976	Yes	4000	No	No
	62 to 76 Cessnock Street,					
4	Aberdare	1978	Yes	8300	No	No
	Stephenson Park,					
5	Stephen Street, Cessnock	1945	No	1900	No	Yes - RE1 to R3
	10-12 Quorrobolong					
6	Road, Cessnock	2005	No	2250	No	No

The table under provides a summary of the proposal and each site.

Table 1 – summary of proposal

The Public Reserves status of sites 2, 3 and 4 will be removed as part of the reclassification process.

# Site description

There are six (6) sites being considered in this proposal and Figures 1-6 identify their locations and zoning context. Table 2 provides a brief description of each site.

Council has advised that two sites (referred to as sites 7 and 8) will be removed from the planning proposal, and are not considered in this Gateway assessment.

Site	Address	Recreation Assets	Zone	Min Lot size	Site size (m2)	Rezoning proposed?	Min Lot size change	Estimated additional dwellings
			R3 Medium					
	6 William Street,		density					
1	Cessnock	Nil - Vacant	residential	450m2	390	No	No	1
	26 Tulloch Street,		R2 Low Density					
2	East Branxton	Nil - Vacant	Residential	450m2	1300	No	No	2
	27 & 29 Aberdare							
3	Street, Kitchener	Nil - Vacant	RU5 Village	750m2	4000	No	No	4
	62 to 76 Cessnock		R2 Low Density					
4	Street, Aberdare	Nil - Vacant	Residential	450m2	8300	No	No	8
	Stephenson Park,							
	Stephen Street,		RE1 Public			Yes - RE1 to	Yes, to	
5	Cessnock	Nil - Vacant	Recreation	Nil	1900	R3	450m2	8
		Nil - One						
	10-12 Quorrobolong	house and	RU2 Rural					
6	Road, Cessnock	one vacant	Landscape	40ha	2250	No	No	1

Table 2 – Summary site description

# Existing planning controls and surrounding area

The proposal involves six separate sites as described in table 2 above. The proposal does not involve any zoning changes for sites 1-4 and 6. Site 5 is zoned RE1 Public recreation and is proposed to be rezoned to R3 Medium Density Residential consistent with the surrounding zone, and is likely to yield 4-6 dwellings.

This assessment report provides greater details on the surrounding area and the sites suitability for further development.

#### Summary of recommendation

The planning proposal is supported by Council's Recreation and Open Space Strategic Plan 2017 that identifies these sites as being surplus to Council's and the community's needs.

Proceed with conditions noting the planning proposal will need to be updated prior to consultation.

#### PROPOSAL

#### **Objectives or intended outcomes**

The objectives clearly set out Council's plans to reclassify all the six sites to enable the future sale of all the land, including the rezoning of Stephen Street, Cessnock from RE1 Public Recreation to R3 Medium Density Residential and changing the minimum lot size to 450m2.

#### **Explanation of provisions**

The proposal includes the reclassification land which involves changes to Schedule 4 of the LEP, being:

Part 1 will include sites 1,5 and 6 (Land classified, or reclassified, as operational – no interests changed); and

Part 2 will include sites 2, 3 and 4 (Land classified, or reclassified, as operational – interests changed).

For site 5 at Stephen Street, Cessnock, the land use zone and minimum lot size maps are proposed to be amended to implement the proposal's intended outcomes.

#### Mapping

The zoning and lot size maps for site 5 are adequate for public exhibition, and the maps within the planning proposal clearly indicate Council's intention to reclassify the land.

#### NEED FOR THE PLANNING PROPOSAL

The reclassification process is the initial step for Council to sell the land.

The planning proposal is one of the outcomes of the adopted Recreation and Open Space Strategic Plan 2017 (**Attachment A**). The plan includes an analysis of open space areas against population projections to 2031 for the Cessnock and Branxton/Greta Planning areas. This analysis (see extracts Table 25 and Table 39)

identified an excess of local and district parks, with all of the six sites being recognised as local parks.

Туре	Hierarchy	Existing provision (ha)	Surplus/Gap 2011 (ha) (Pop 22,505)	Surplus/Gap 2031 (ha) (Pop 28,720)
Park	Local	3.37	-7.88	-8.99
	District	1.12	-12.38	-15.36
	Regional	17.27	12.77	11.53
	Local	5.73	5.73	5.73
Sportsground	District	27.81	7.56	7.96
	Regional	32.37	18.87	15.14
	TOTAL	87.67	24.65	16.00

#### Table 25 - Core open space gap analysis for Cessnock Planning Area

Table 39 - Core open space gap analysis for the Branxton-Greta Planning Area

Туре	Hierarchy	Existing provision (ha)	Surplus/Gap 2011 (ha) (Pop 5,937)	Surplus/Gap 2031 (ha) (Pop 14,017)
	Local	1.39	-1.58	-0.45
Park	District	0	-3.56	-0.13
	Regional	0	-1.19	3.70
Sportsground	Local	5.50	5.50	14.10
	District	0	-5.34	-12.62
	Regional	30.77	27.21	33.86
	TOTAL	37.66	21.03	38.46

The methodology in the plan considers the proximity of these sites to other similar local open space parks and concludes that these sites are surplus to community need.

This report has determined that each site is appropriate for reclassification as outlined below.

#### Site 1 – 6 William Street, Cessnock

Figure 1 identifies the site as being part of the R3 Medium Density Residential zone with a minimum lot size of 450 m2. The site is around 500m to Cessnock CBD and nearest recreation area is Hall Park which is 630m walking distance.

The site as being vacant, 1300m2 in size and is surrounded by existing residences of varying ages and conditions similar to surrounding residential land (figure 2). The site backs onto a concrete channel, being part of Bellbird Creek with the rear section of the property subject to flooding, which is discussed over.



Figure 1 - 6 William Street, Cessnock

Source www.legislation.nsw.gov.au



Figure 2 – William Street Cessnock

(source - nearmap)

Figure 3 identifies the site as being wholly inundated by the 1% flood with the assessment of flooding is discussed in more detail under Section 9.1 Direction 4.3.

Council's assessment identifies the site as being surplus to community need that the site is suitable for at least one additional dwelling.





(source - Cessnock City Council - intramaps90)

# Site 2 - 26 Tulloch Street, East Branxton

The site as zoned R2 Low Density Residential with a minimum lot size of 450m2, being 1.2km to the Branxton CBD and 150m walking distance to an embellished local park (figure 4).

Council's assessment identifies the site as being surplus to community need and Council have not identified any land use constraints for development.



Figure 4 – Tulloch Street, East Branxton

Source www.legislation.nsw.gov.au

# Site 3 – Aberdare Street, Kitchener

Site 3 is four separate lots zoned RU5 Village zone with a minimum lot size of 750m2 (figure 5).



Figure 5 – Aberdare Street, Kitchener

Source www.legislation.nsw.gov.au



Figure 6 – Aberdare Street, Kitchener

(source - nearmap)

The subject site as vacant with a small stand of existing mature trees and is surrounded by low density residential houses of varying ages and condition (figure 6). The public school is 300m to the east and an existing large recreation area known as Poppet Head Park is across the road to the west. Poppet Head Park is crown land and managed by Council by a reserve trust.

Figure 6 also shows the extent of the existing vegetation in this urban context which indicates scattered trees and a highly disturbed understory. The site is identified as partly bushfire prone – buffer (see **Attachment B**).

Council's assessment identifies the site as being surplus to community need and Council have not identified any land use constraints for development.



Site 4 – 62 - 76 Cessnock Street, Aberdare

Figure 7 – 62-76 Cessnock Street, Aberdare

Source www.legislation.nsw.gov.au

The site is eight separate lots zoned R2 Low Density Residential with a minimum lot size of 450 m2 (figure 7). The site is vacant and surrounded by existing residences and preschool and is near a private rail line operated to service the Austar coal mine.

The site is around 700m from an embellished local park in Pokolbin Street (see figure 8), around 1km to a district park (Turner Park) and 2km to Cessnock CBD. The site has some existing mature trees that are not identified as significant vegetation in Council's environmental mapping records (REMS). The site is however identified as being bushfire prone (buffer) see **Attachment B**.

Council's assessment identifies the site as being surplus to community need and Council have not identified any land use constraints for development.



Figure 8 – Aberdare

(source - nearmap)



# Site 5 – Stephens Street, Cessnock

Figure 9 – Stephens Street, Cessnock

Source www.legislation.nsw.gov.au

This 1900m2 lot is zoned RE1 Public Recreation and surrounded by existing low density and medium density housing. This site is proposed to be rezoned from RE1 Public Recreation to R3 Medium Density Residential, introduce a minimum lot size of 450m2 and is likely to yield 4-6 dwellings.

The site is 150m to Hall Park and 1km to Cessnock CBD (figure 9). The site is flat and relatively constraint free, is similar to surrounding residential land.

Council's assessment identifies the site as being surplus to community need and Council have not identified any land use constraints for development.



Figure 10 – Stephens Park, Cessnock

(source - nearmap)

Site 6 – 10-12 Quorrobolong Road, Cessnock

The site is zoned RU2 Rural Landscape with a minimum lot size of 40ha and located on the outskirts of Cessnock in an existing small village settlement near Cessnock Racecourse (see figure 11). Cessnock sportsground (Baddeley Park) is 400m to the north and Cessnock CBD under 2km from the site (figure 13).

The site comprises two properties with an existing dwelling on lot 507. The vacant lot (508) has been investigated by Council and retains a dwelling entitlement through the LEP existing holdings provisions.

A report to Council in May 2005, advised that "it appears for some unknown administrative reason the rezoning and reclassification to operational was never completed for either block".

The site is identified as being bushfire prone (buffer) and also flood affected (1% extent) on the rear of the lots (figure 12).



Figure 11 – Quorrobolong Road, Cessnock

Source www.legislation.nsw.gov.au

Council's assessment identifies the site as being surplus to community need and considering the land use constraints for development they expect a single dwelling to be built on the vacant lot.



Figure 12 - flood and bushfire

(source - Cessnock City Council - intramaps90)



Figure 13 – Quorrobolong Road, Cessnock

(source - SIX maps)

# STRATEGIC ASSESSMENT

## **Regional / District**

The proposal will enable small scale infill development on these surplus sites and is consistent with the following:

### Hunter Regional Plan 2016:

• Direction 18 - Enhance access to recreation facilities and connect open spaces;

As described under the heading of 'Need for the Planning Proposal', the decision and analysis to dispose of these sites is justified. The analysis included each of the sites proximity to similar local open space parks and also a holistic assessment against the 2017 Recreation and Open Space Strategic Plan's 'Strategic Objective' which includes – 'Create a recreation and open space network that is connected and accessible'. The planning proposal is consistent with this Direction.

Direction 21 – Create a compact settlement; and Direction 22 – Promote housing diversity.

Of the estimated 24 dwellings to be enabled through this amendment, only site 6 on Quorrobolong Road is not situated in an existing urban area.

The development of these sites for residential development will contribute to the creation of a more compact settlement, noting Site 5 in Stephen Street, Cessnock is proposed to be rezoned from RE1 Public Recreation to R3 Medium Density Residential and will potentially provide 6-10 dwellings providing greater housing diversity.

Draft Greater Newcastle Metropolitan Plan (2017):

• Strategy 2.3 (Enhance the blue and green grid and the urban tree canopy).

The adopted Recreation and Open Space Strategic Plan 2017 sets out a series of actions to acquire more recreation land in specific locations and to improve the recreation assets in many areas which will 'create and activate public spaces in strategic centres' and also within local communities in line with Strategy 2.2 of the draft Greater Newcastle Metropolitan Plan. The disposal of these sites is only part of the actions in Council's Plan for recreation areas.

The abovementioned strategic plan also enables increased access to quality open space areas which is consistent with the actions of Strategy 2.3 of the draft Greater Newcastle Metropolitan Plan.

• Strategy 3.1 (Prioritise the delivery of housing supply).

See assessment above on Hunter Regional Plan for Directions 21 and 22.

# Local

The proposal provides for a relatively minor change to the existing urban area and is consistent with the Cessnock City Wide Settlement Strategy (2010) in its desire to provide further infill residential development.

The justification for the planning proposal stems from the adopted Recreation and Open Space Strategic Plan 2017 (**Attachment A**). This is a comprehensive strategy that has included alignment with existing Council strategies and reports such as Council's Community Strategic Plan, population projections, needs analysis, asset and gap analysis, and community and stakeholder consultation. The consultation process did not receive any submissions relevant to this proposal.

One of the outcomes of the plan is the identification of areas for expansion of open space, including recreation asset investment, and areas of surplus land to be

disposed of. This planning proposal implements the disposal of the identified surplus land by reclassifying sites from community to operational and rezoning site 5 at Stephens Street Cessnock from RE1 Public Recreation to R3 Medium Density Residential.

The proposal is consistent with the local strategy.

## **Section 9.1 Ministerial Directions**

The planning proposal includes six sites, five of which will not involve any change to the zones or development controls.

<u>Direction 1.5 Rural Lands</u> – applies to site 6 at Quorrobolong Road, Cessnock as it is zoned RU2 Rural Landscape. The Direction states that a planning proposal 'must be consistent with the Rural Planning Principles listed in the SEPP (Rural Lands) 2008'.

The future development of a dwelling on this lot will be inconsistent with the Rural Planning Principles. However, the inconsistency is considered minor, considering the aims of the SEPP being for more typical rural land. This site is located in a semiurban context around 2km to Cessnock with the surrounding settlement pattern consisting of many small rural residential sized lots.

Recommendation – The Secretary can be satisfied that the inconsistency with this Direction is of minor significance.

<u>Direction 4.2 Mine subsidence and unstable land</u> – Site 4 (Cessnock Street, Aberdare) is within a Mine Subsidence District. While the planning proposal does not propose any changes to the existing R2 Low Density Residential zone, the reclassification of the land will permit Council to dispose of the land, and residential development may occur on the site.

Consultation with Subsidence Advisory NSW will be required to address the consistency with this Direction.

<u>Direction 4.3 Flood Prone land</u> – Site 1 at William Street, Cessnock and site 6 at Quorrobolong Road, Cessnock are both flood affected. While the planning proposal does not propose any changes to the existing zones of these sites, the reclassification of the land will permit Council to dispose of the land, and residential development may occur on these sites.

Clause 6(a) states that 'A planning proposal must not contain provisions that apply to the flood planning areas which ... permit development in floodway areas'. Both sites are identified as being flood affected:

- site 1 at William Street, Cessnock adjoins Bellbird Creek and is wholly within the 1% flood extent (see figure 8); and
- site 6 at Quorrobolong Road, Cessnock is around 100m from Black Creek and is wholly within the 1% flood extent (see figure 14).

Changes to the flooding controls in the Cessnock Development Control Plan (DCP) in 2017 introduced provisions for development on flood prone land.

Council advise that the DCP is consistent with the requirements of the NSW Flood Prone Land Policy and NSW Floodplain Development Manual 2005. Council also advised that they worked closely with OEH and SES to prepare the DCP. Site 1 (William Street, Cessnock) may be isolated during flood events, however no consultation with SES is necessary in this instance given the site is already zoned R3 Medium Density Residential and surrounded by existing residential development that is also potentially isolated during flood events. It is noted that William Street, Cessnock has access to a flood free road access along Alexander Street.

Site 6 Quorrobolong Road, Cessnock has flood free access.

Consultation with Office of Environment and Heritage (Flooding) will be required to address consistency with this Direction.

<u>Direction 4.4 Planning for Bushfire Protection</u> – Site 3 at Aberdare Street, Kitchener, site 4 at Cessnock Street, Aberdare and site 6 at Quorrobolong Road, Cessnock are identified as being wholly or partly bushfire prone land (buffer) (see **Attachment B**). While the planning proposal does not propose any changes to the existing zones, the reclassification of the land will permit Council to dispose of the land, and residential development may occur on the site.

Consultation with NSW Rural Fire Service will be required to address consistency with this Direction.

<u>Direction 6.2 Reserving land for Public Purposes</u> - Site 5 at Stephen Street, Cessnock is proposed to be rezoned from RE1 Public Recreation to R3 Medium Density Residential. The planning proposal will reduce existing recreation reservations for public purposes by 1900m2, hence this Direction applies.

The Public Reserves status must be removed as part of the reclassification process for sites 2, 3 and 4.

These three sites are all vacant and have no existing recreation assets. Council advise that they are currently not being used for recreation purposes. The Governor's approval of the removal of the reserve status will be required following public exhibition and consideration of submissions.

The Recreation and Open Space Strategic Plan 2017 included an outcome of the identification of surplus recreation land assets. As described under the heading of 'Need for the Planning Proposal', the decision and analysis to dispose of these sites is justified.

The analysis included proximity to similar local open space parks. The site at Stephen Street, Cessnock is around 150m to Hall Park, a 1.25ha park which provides both active and passive recreation opportunities for the population catchment. The Cessnock Showground and Indoor Sports Centre are also within close proximity. The Stephens Street site is around 1,900m2 in size and 1km from Cessnock CBD and its proposed change in zone is considered to be of minor significance.

As no community consultation has been undertaken on this proposal, there is not enough information to form an opinion on the proposal's consistency with this Direction at this time.

It is recommended that Council request the Secretary of the Department consider the inconsistency against this Direction following the completion of public exhibition.

## State environmental planning policies

Site 6 at Quorrobolong Road, Cessnock is zoned RU2 Rural Landscape and has a minimum lot size of 40ha. SEPP (Rural Lands) 2008 'Rural Planning Principles' applies to the reclassification of this site. The proposal is consistent with this SEPP as assessed under Section 9.1 Direction 1.5 above.

Each of the six sites are consistent with all other relevant SEPPs.

# SITE-SPECIFIC ASSESSMENT

#### Social

The sites have been assessed as being surplus to Council's and the community's needs due to their location and suitability for recreation as part of Council's adopted Recreation and Open Space Strategic Plan 2017. The Plan also includes details of land acquisitions to expand the recreation network and improvements to parks.

#### Environmental

Sites 1-4 and 6 do not propose any land use zone changes and environmental impacts will be addressed when a Development Application is lodged. There are potential flood related impacts for site 1 at William Street, Cessnock and site 6 at Quorrobolong Road, Cessnock that will be addressed as part of the consultation process and future development applications.

Site 5 is being rezoned from RE1 Public Recreation to R3 Medium Density Residential, is cleared and undeveloped with no significant environmental impacts anticipated from the development of this land for residential purposes.

Council have not identified any known threatened species for any of these six sites.

#### <u>Heritage</u>

Site 3 at Aberdare Street, Kitchener and site 4 at Cessnock Street, Aberdare adjoin large holdings of land identified as containing local heritage item I212, being 'Collieries of the South Maitland Coal Fields / Great Coal Measures'.

Site 4 at Cessnock Street, Aberdare and site 6 at Quorrobolong Road, Cessnock adjoin local heritage item I212, being the South Maitland Railway System.

The proximity to these heritage items will be a consideration in the assessment of a future Development Application.

#### Economic

None of the properties were purchased using development contributions (s.7.11 EPA Act).

The Recreation and Open Space Strategic Plan 2017 identifies sites to be acquired to address gaps in open space provision. The planning proposal states that the sale of surplus recreation land will enable these funds to be spent on improved recreation facilities in the city. The planning proposal should be updated (re: PN 16-001) to provide greater clarity on financial implications.

# CONSULTATION

#### Community

Council propose a 28 day public exhibition which is appropriate as the proposal is not considered a 'low impact proposal'. As the proposal involves reclassification, a public hearing under the Local Government Act will be required.

It is noted that the consultation process for the adopted Recreation and Open Space Strategic Plan 2017 did not receive any submissions relevant to this proposal.

#### Agencies

To address potential inconsistencies with Section 9.1 Directions, the following agencies will be consulted:

- NSW Subsidence Advisory;
- Office of Environment and Heritage (Flooding); and
- NSW Rural Fire Service.

#### TIME FRAME

Council's planning proposal included an 18 month timeframe, which is considered appropriate.

# LOCAL PLAN-MAKING AUTHORITY

Council has not requested delegation for this proposal. As the proposal involves the reclassification of Council land, it is not appropriate for Council to have plan making delegations.

#### CONCLUSION

Proceed with conditions as the proposal is based on sound justification, is consistent with relevant strategies and Directions and will enable the Council to dispose of the land surplus to Council's and the community's needs.

#### RECOMMENDATION

It is recommended that the delegate of the Secretary:

- 1. agree that any inconsistency with section 9.1 Direction 1.5 Rural Lands for site 6 at Quorrobolong Road, Cessnock is minor and justified.
- 2. note the unresolved consistency with section 9.1 Directions:
  - 4.2 Mine subsidence and unstable land (site 4 at Cessnock Street, Aberdare);
  - 4.3 Flood prone land (site 1 at William Street, Cessnock and site 6 at Quorrobolong Road, Cessnock);

- 4.4 Planning for bushfire protection (site 3 at Aberdare Street, Kitchener, site 4 at Cessnock Street, Aberdare and site 6 at Quorrobolong Road, Cessnock); and
- 6.2 Reserving land for public purposes (site 5 at Stephen Street, Cessnock).

It is recommended that the delegate of the Minister for Planning, determine that the planning proposal should proceed subject to the following conditions:

- 1. The planning proposal is to be updated prior to community consultation to include:
  - (a) remove reference to Sites 7 and 8 from the Planning proposal (e.g. page 2);
  - (b) additional information provided to the Department; and
  - (c) clearly articulate the requirements of Department of Planning and Environment LEP Practice Note PN16-001.
- 2. The planning proposal should be made available for community consultation for a minimum of 28 days.
- 3. Consultation is required with the following public authorities:
  - NSW Subsidence Advisory for site 4 at Cessnock Street, Aberdare;
  - Office of Environment and Heritage (Flooding) for site 1 at William Street, Cessnock and site 6 at Quorrobolong Road, Cessnock; and
  - NSW Rural Fire Service for site 3 at Aberdare Street, Kitchener, site 4 at Cessnock Street, Aberdare and site 6 at Quorrobolong Road, Cessnock.
- 4. The time frame for completing the LEP is to be **18 months** from the date of the Gateway determination.
- 5. Given the nature of the planning proposal, Council should not be authorised to be the local plan-making authority to make this plan.

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