

Central Coast Council

Planning Proposal Lot 1 DP 610629 437 Wards Hill Road Empire Bay

File No: RZ_109_2020 October 22



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Lot 1 DP 610629

437 Wards Hill Road

Empire Bay

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Background & Locality Context

Locality Context

The subject site, Lot 1 DP 610629, is an "L" shaped lot, 3.67 Ha in area, with frontages to Wards Hill Road and Pomona Road, Empire Bay (Figure 1). The site accommodates a caravan park, comprising approximately 68 relocatable homes, laundry building, amenities building, an office and a dwelling house.

The southern boundary is the highest part of the site with an elevation of 17m AHD. The land falls to 9m AHD in the north-western part of the site.



Figure 1 – Aerial Photograph

The site is located within an area characterised by rural residential development, although adjoining the western boundary there is a veterinary hospital and a child-care centre and on the opposite side of Wards Hill Road is a service station and a tavern.

The land is zoned 7(c2) Conservation and Scenic Protection (Scenic Protection – Rural Small Holdings) under Interim Development Order No 122 – Gosford (IDO 122) (Figure 2).



Figure 2 – Existing Zoning under IDO 122

Background

On 19 February 1980 Council granted development consent for a caravan park with 26 sites with the following condition:

(aa) Compliance with Council's Code for Caravan Parks; in particular, no site may be used for permanent accommodation.

At the time the land was zoned 7(c3) Conservation and Scenic Protection (Scenic Protection – Coastal South) under IDO 122. "Caravan park" was not defined in IDO 122 but it was a use that was permissible with consent.

On 18 January 1983 Council approved a development application for 33 additional caravan sites, including the following condition:

(i) No site shall be used continuously for any period greater than six weeks.

On 6 May 1983 Sydney Regional Environmental Plan No 6 – Gosford Coastal Areas (SREP 6) came into force. In effect SREP 6 amended IDO 122 and zoned the subject land to part 7(c2) Conservation and Scenic Protection (Scenic Protection - Rural Small Holdings) and part 1(d) Rural (Urban Investigation). The use of "caravan park" became prohibited in both zones. The use of the site approved under the consents of 1980 and 1983 accordingly became an "existing use" under the Environmental Planning and Assessment Act 1979 (EPA Act).

On 26 June 1987, five (5) additional caravan sites were approved on the basis that the site had the benefit of existing use rights.

On 10 July 1998, Gosford LEP No 351 rezoned that part of the site zoned 1(d) Rural (Urban Investigation) to 7(c2) Conservation and Scenic Protection (Scenic Protection - Rural Small Holdings). This did not affect the permissibility of "caravan parks" which remained prohibited, nor the continuing existing use rights.

Until 29 March 2006 development consent could be granted for other uses not permitted in the, applicable zone, in this case the 7(c2) Conservation and Scenic Protection (Rural Small Holdings), on the basis of the existing non-conforming use on the site (i.e. short-term accommodation).

After March 2006 the "existing use rights" provisions under the Environmental Planning and Assessment Act and Regulations were changed to prohibit other non-conforming uses from being permitted.

On 16 November 2006 Council approved a Development Application to change the use of all existing sites from short-term to long-term accommodation including the following condition:

10 A total of 68 sites being available for long-term accommodation.

On 12 May 2017 Council refused a development application for an additional 48 long term sites on the basis that:

1 The proposed development of the site for the purpose of additional caravan park sites for longterm accommodation is prohibited within the 7(c2) Scenic Protection – Rural Small Holdings zone under Gosford Interim Development Order No.122.

2 The site for the purpose of additional caravan sites for long-term accommodation is not consistent with the existing use rights applicable to the land, which exist only for short-term caravan park accommodation.

This refusal was on the basis that the existing use rights provision in the *Environmental Planning and Assessment Regulations, 2000* does not permit a prohibited use to be changed to another prohibited use.

The owner took the matter to the Land and Environment Court (LEC) where the Court, in April 2018, confirmed that the site does not benefit from existing use rights for long-term accommodation.

Following this decision, the owner took the matter to the Court of Appeal, which confirmed the decision of the LEC, finding, in November 2018, that the site does not benefit from existing use rights for long-term accommodation.

The existing 68 sites are currently being used for long-term accommodation in accordance with the 2006 development consent, however as a consequence of the Court rulings, it is likely that the development consent of 2006 is invalid. Since the Court decision, Council has issued operational permits under the Local Government Act for short term accommodation only.

As a consequence of the Court decision, the owner submitted a Planning Proposal application seeking to permit long term accommodation on the site.

Part 1 Objectives or Intended Outcomes

Zoning

The Planning Proposal seeks to rezone the land from 7(c2) Rural Small Holdings under IDO 122 to an appropriate zone under the Central Coast Local Environmental Plan 2022 (CCLEP).

When the draft CCLEP was publicly exhibited (in 2018/19), it was proposed to zone the subject land and surrounding properties to E3 Environmental Management. A "caravan park" was not included as a permissible land use in that zone.

When Council considered the submissions received for the CCLEP on 14 December 2020, it resolved to proceed with the finalisation of the CCLEP. However, Council also resolved, in part:

1298/20 That an Environmental Lands Review and Planning Proposal to review the Deferred Matters under Gosford Local Environmental Plan 2014 (GLEP 2014) be commenced and that this project be given a high priority on the Strategic Planning Unit's work program.

Therefore, the site will remain zoned 7(c2) until the Environmental Lands Review (ELR) and Planning Proposal process is completed.

In order to bring the Deferred Matter land into the CCLEP, Council, on 27 April 2021, subsequently resolved, in part:

139/21 That Council prepare a planning proposal for the integration of Deferred Matters land under Central Coast Local Environmental Plan into Central Coast Local Environmental Plan.

Whilst it is preferable to avoid site specific planning proposals for Deferred Matter (DM) land until such time as the ELR is completed, there is adequate justification to support an isolated rezoning of this site, as discussed in Part 3, Section A below.

On 14 September 2021 Council resolved to prepare a Planning Proposal for the site which included zoning the land to E3 Environmental Management.

It should be noted that on 1 December 2021, Schedule 3 of the Standard Instrument (Local Environmental Plans) Amendment (Land Use Zones) Order 2021 came into effect. It changed the reference to Environment Protection zones E1, E2, E3 and E4 to Conservation zones C1, C2, C3 and C4. The uses within the corresponding land use tables did not change.

The preliminary Gateway advice required Council to establish the environmental values of the land, on the basis of a strategy or an environmental study, to justify the proposed environmental zone.

Council is currently undertaking the ELR which is intended to apply the appropriate zone based on the environmental characteristic of the land in accordance with the LEP Practice Note Environmental Protection Zones. A preliminary assessment of the subject land has assigned it the draft zone of C4 Environmental Living (Figure 3). This zone is considered appropriate as the subject lot is located within an established rural residential area located adjacent to land with higher conservation values.



Figure 3 – Proposed Environmental Living Zone under CCLEP

Additional Permitted Use

It is noted that the C4 Environmental Living zone in the CCLEP does not permit "caravan parks". Therefore, to enable a "caravan park" to be a permitted use on the site, it would have to be included in CCLEP Schedule 1 Additional Permitted Uses and mapped as shown in Figure 4.

The insertion of "caravan park" as an Additional Permitted Use (APU) would allow any length of accommodation term to operate, subject to development consent. The definition of "caravan park" is:

Caravan park means land (including a camping ground) on which caravans (or caravans and other moveable dwellings) are, or are to be, installed or placed.

The application of the APU to the whole site would potentially permit the provision of additional moveable dwellings on the site.

Guidelines for the future development of the land are included in the site-specific draft Development Control Plan.



Figure 4 – Proposed APU under CCLEP

Most of the existing dwellings on the site are affected by flooding, however the use has been operating on this site for approximately 40 years. The caravan park has been used for long-term accommodation since, at least 2006, when consent was issued for this type of accommodation. It was not until the decision by the Court of Appeal in 2018 that the validity of this 2006 consent was questioned.

To not support this Planning Proposal purely on the basis of the land being affected by flooding ignores the social consequences of dislocation and homelessness for those potentially low income residents who have lived on the site for many years and consider it home. The APU would enable residents to remain living on-site and potentially provide additional affordable housing accommodation on the site. This scenario is supported by the Social Impact Assessment.

Under the Environmental Planning and Assessment Act, 1979 affordable housing means;

housing for very low income households, low income households or moderate income households, being such households as are prescribed by the regulations or as are provided for in an environmental planning instrument.

Under *State Environmental Planning Policy (Housing) 2021*, a household is taken to be a very low income household, low income household or moderate income household if:

- (a) the household
 - (i) has a gross income within the following ranges of percentages of the median household income for Greater Sydney or the Rest of NSW—
 - (A) very low income household—less than 50%,
 - (B) low income household—50–less than 80%,
 - (C) moderate income household—80–120%, and
 - (ii) pays no more than 30% of the gross income in rent, or
- (b) the household—
 - *(i) is eligible to occupy rental accommodation under the National Rental Affordability Scheme, and*
 - (ii) pays no more rent than the rent that would be charged if the household were to occupy rental accommodation under the Scheme.

The *NSW Affordable Housing Ministerial Guidelines 2021/22* specifies the income bands based on median incomes as per Table 1. The Greater Sydney Statistical Area includes the Central Coast, Blue Mountains and Wollondilly Local Government Areas.

INCOME BANDS	% OF MEDIAN INCOME	ANNUAL INCOME RANGE (SYDNEY) 2021-22	ANNUAL INCOME RANGE (REMAINDER OF NSW) 2021- 22
Very Low	50% median	\$49,800	\$42,300
Low	50% - 80% median	\$79,800	\$67,700
Moderate	80% - 120% median	\$119,600	\$101,600

Table 1 - Income bands by percentage of median income

The Planning Proposal is likely to provide potential additional affordable housing accommodation for people in the income brackets mentioned in Table 1. The owner has advised that 17 of the 68 existing dwellings on site (i.e. 25%) are leased and it is likely that a similar percentage of any additional dwellings will also be leased.

Under the exhibited draft Central Coast Development Control Plan (CCDCP) Chapter relating to Floodplain Management it was proposed that caravan parks could be considered where supported by appropriate studies and other required information on flood liable land where the Hazard Levels in the Probable Maximum Flood (PMF) are considered low hazard (i.e. H1, H2, H3). It should be noted that the

flood hazard levels did not make it into the adopted Central Coast DCP 2022 as the mapping was not completed in time. However, the flood hazard level mapping has been completed and is expected to be placed on exhibition later this year. Figure 5 shows the draft flood hazard levels applying to the site.



Figure 5 – Flood Hazard Levels

Therefore, it is proposed that the APU will seek to relocate those existing dwellings out of high hazard areas (i.e. H4, H5, H6) and not permit new dwellings or structures within these high hazard areas.

To accurately determine the flood hazard levels applying to the site, an additional site-specific flood study would be required to be undertaken and approved by Council at the Development Application stage. This requirement is set out in the proposed APU clause.

The proposed wording of the APU would likely be:

Use of certain land at 437 Wards Hill Road, Empire Bay

- (1) This clause applies to land at 437 Wards Hill Road, Empire Bay, being Lot 1, DP 610629, identified as "Caravan Park" on the Additional Permitted Uses Map.
- (2) Development for the purposes of a caravan park is permitted with development consent subject to the following criteria being satisfied:
 - any new dwellings, moveable homes, caravans or associated structure such as amenities blocks or carports are to be located outside the area of the Probable Maximum Flood Hazard Levels H4, H5, H6; and

- (ii) any existing dwellings within the area of the Probable Maximum Flood Hazard
 Levels H4, H5 or H6 are to be relocated to an area not affected by these Hazard
 Levels identified in a Flood Study by a qualified flooding engineer; and
- (iii) residents be able to safely evacuate the site without negotiating floodwaters in Flood Hazard Levels H4, H5 or H6.
- (3) A word or expression used in this clause has the same meaning as it has in the Floodplain Development Manual (ISBN 0 7347 5476 0) published by the NSW Government in April 2005, unless it is otherwise defined in this clause.

Part 2 Explanation of Provisions

The objectives/intended outcomes are to be achieved by including the subject land in the CCLEP.

The subject lot is currently zoned 7(c2) Conservation and Scenic Protection (Rural Small Holdings) under IDO 122. It is proposed to zone the subject land under the CCLEP. The most appropriate zone under the CCLEP is C4 Environmental Living.

In order to permit a "caravan park" to operate on the site, it is also proposed to include this use as an Additional Permitted Use on Lot 1 DP 610629.

These amendments include:

Map Layer	Existing Provisions under IDO 122	Proposed Amendment under CCLEP
Land Application Map	N/A	Delete the subject land from Deferred Matter and include as land affected by CCLEP
Land Zoning Map	7(c2) Rural Small Holdings	C4 Environmental Living
Minimum Lot Size Map	2 Ha	2 Ha
Additional Permitted Use Map	N/A	Caravan Park
Acid Sulfate Soil Map	N/A	Part of site is Class 5

Table 2 – Mapping Layer Amendments

Part 3 Justification

Section A – Need for the Planning Proposal

1. Is the Planning Proposal a result of any Strategic Study or report?

The Planning Proposal is not the result of a strategic study or report. However, the Planning Proposal does have strategic merit for the following reasons:

- The proposed zone of C4 Environmental Living is considered suitable for this site due to its location within a broader rural residential area.
- An alternative zone under the CCLEP which permits "caravan parks" is RE2 Private Recreation and was considered. However, this zone permits such uses as entertainment facilities, function centres, recreation facilities (major) and registered clubs which are incompatible with the character of this locality and the physical constraints of the site.
- The APU within the Planning Proposal will not seek to regularise existing development which is located in high hazard flood levels but will enable the relocation of these buildings, and any new development, to areas outside the high hazard flood levels.
- The CCLEP includes APUs for "caravan parks" on certain lots accommodating existing caravan parks which are zoned C2 Environmental Conservation and C4 Environmental Living. This Planning Proposal is consistent with this approach.
- The subject land is serviced with water and sewer which can service any future development of the site for long-term accommodation.
- The Planning Proposal does not adversely impact the existing vegetation on the site.
- The Planning Proposal will permit long-term affordable accommodation on the land, thus assisting with meeting the needs of the local community in this locality.
- To not proceed with this Planning Proposal may result in Council having to undertake action against an unauthorised use which will cause displacement of 68 economically vulnerable households.
- Even though the land is currently affected by flooding, the Planning Proposal and accompanying DCP, will ensure no new dwellings would be adversely affected by floodwaters.

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

A Planning Proposal process is the only means of achieving the objectives/intended outcomes of rezoning the land under the CCLEP and including caravan park as an additional permitted use.

Section B – Relationship to strategic planning framework

3. Is the planning proposal consistent with the objectives and actions of the applicable regional, sub-regional or district plan or strategy (including any exhibited draft plans or strategies)?

Central Coast Regional Plan (2036)

The Central Coast Regional Plan 2036 (CCRP) applies to the Central Coast local government area (LGA).

The CCRP provides the basis of strategic planning by local government and sets out a number of objectives. The table below demonstrates that the Planning Proposal is generally consistent with relevant objectives identified in the CCRP.

Cent	tral Coast Regional Plan		
	Objective	Applicable	Assessment/Comment
1.	Grow Gosford City Centre as the region's capital	N/A	Not Applicable. The subject site is not located within Gosford City Centre.
2.	Focus economic development in the Southern and Northern Growth Corridors	N/A	Not Applicable. The subject site is not within the two Growth corridors.
3.	Support priority economic sectors	N/A	Not Applicable. The proposal is not for an employment generating use.
4.	Strengthen inter- regional and intra- regional connections for business	N/A	Not Applicable. The proposal is not of regional significance.
5.	Support new and expanded industrial activity	N/A	Not Applicable. The proposal is not an industrial activity.
6.	Strengthen the economic self- determination of Aboriginal communities	N/A	Not Applicable. The proposal does not relate to Aboriginal land.
7.	Increase job containment in the region	N/A	Not Applicable. The proposal is not for an employment generating use.

8.	Recognise the cultural	N/A	Not Applicable.
	landscape of the Central Coast		The proposal does not impact the cultural landscape.
9.	Protect and enhance	N/A	Not Applicable.
	productive agricultural land		The subject site is not zoned for agricultural use.
10.	Secure the productivity	N/A	Not Applicable.
	and capacity of resource lands		The subject site is not identified as a resource land.
11.	Sustain and balance	N/A	Not Applicable.
	productive landscapes west of the M1		The subject site is not located west of the M1.
12.	Protect and manage	Yes	Applicable and Consistent
	environmental values		Council's Environment Officer has identified that the two vegetation communities on-site are in poor condition, representing canopy species only with a modified understorey. Only one (1) native tree is proposed to be removed. No hollow-bearing trees are proposed to be removed and all tree species characteristic of Swamp Sclerophyll Forest Endangered Ecological Community are proposed to be retained
13.	Sustain water quality and	N/A	Not Applicable.
	security		The subject site is not located within a Drinking Water Catchment.
14.	Protect the coast and	Yes	Not Applicable.
	manage natural hazards and climate change		The subject land is not located on the coast and subject to coastal hazards.
15.	Create a well-planned,	Yes	Applicable and consistent.
	compact settlement pattern		The Planning Proposal applies to a single lot of land which accommodates an existing caravan park which has occupied the land for over 40 years. It does not propose to expand the additional permitted use of Caravan Park to other parcels of land. However it would enable the number of moveable dwellings to be increased on the subject lot.

16.	Grow investment	N/A	Not Applicable.
	opportunities in the region's centres		The subject site is not within a Centre and will not affect the growth of Centres.
17.	Align land use and	Yes	Applicable and consistent.
	infrastructure planning		The subject land is serviced by existing water and sewerage systems. Adequate capacity has been built into the sewerage network for long-term accommodation at the park. There is adequate water supply available in Council's network for long-term accommodation usage.
18.	Create places that are	N/A	Not Applicable.
	inclusive, well-designed and offer attractive lifestyles		The subject land is not a public place.
19.	Accelerate housing	Yes	Applicable and consistent.
	supply and improve housing choice		The Planning Proposal will contribute to the delivery of additional affordable housing in the southern area of the Local Government Area.
20.	Grow housing choice in	N/A	Not applicable.
	and around local centres		The subject land is not located in or adjacent to a Centre.
21.	Provide housing choice to	Yes	Applicable and consistent.
	meet community needs		This Planning Proposal seeks to allow additional long-term accommodation on the site and seeks to meet some of the growing demand for affordable housing in the area.
22.	Deliver housing in new	N/A	Not applicable.
	release areas that are best suited to building new communities		The subject site is not located within an urban release area.
23.	Manage rural lifestyles	N/A	Not applicable.
	Control Coast Pagional Plan As		The subject site is not located within a rural area.

 Table 3 - Central Coast Regional Plan Assessment

4. Is the planning proposal consistent a local Council's local Community Strategic Plan or other local strategic plan?

Central Coast Community Strategic Plan – One Central Coast

The Central Coast Community Strategic Plan (CSP) outlines a set of guiding principles, aspirations and values for the community. These reflect on social, economic, environmental and governance aspects for now and the future.

The following strategies outlined in the CSP are applicable to this Planning Proposal:

Central Coast Community Strategic Plan	
Theme - Belonging	
Focus Area – Our community spirit is our str	ength
Objectives	Assessment
A2	Applicable and Consistent.
Celebrate and continue to create opportunities for inclusion where all people feel welcome and participate in community life.	The Planning Proposal will facilitate the use of the subject land to accommodate those in need of affordable housing and thereby assist them to participate in the life of the local community.
Theme - Green	
Focus Area – Cherished and Protected Natur	al Beauty
Strategies	Assessment
F1	Applicable and Consistent.
Protect our rich environmental heritage by conserving beaches, waterways, bushland, wildlife corridors and inland areas and the diversity of local native species.	The Planning Proposal will not adversely affect the vegetation on the site that has been identified as having ecological value. Only one native tree is proposed to be removed. No hollow-bearing trees are proposed to be removed and all tree species characteristic of Swamp Sclerophyll Forest EEC are proposed to be retained.
F2	Applicable and Consistent.
Promote greening and ensure the wellbeing of communities through the protection of local bushland, urban trees, tree canopies and expansion of the Coastal Open Space System (COSS)	The Planning Proposal will not adversely affect the vegetation on the site that has been identified as having ecological value. Only one native tree is proposed to be removed. No hollow-bearing trees are proposed to be removed and all tree species characteristic of Swamp Sclerophyll Forest EEC are proposed to be retained.

Theme - Responsible		
Focus Area – Balanced and sustainable development		
Strategies	Assessment	
12	Applicable and Consistent.	
Ensure all new developments are well planned with good access to public transport, green space and community facilities and support active transport.	The subject land is adjacent to Empire Bay Drive which is a major arterial road connecting the coastal communities with commercial centres via a regular bus service.	
13	Applicable and Consistent.	
Ensure land use planning and development is sustainable and environmentally sound and considers the importance of local habitat, green corridors, energy efficiency and stormwater management.	The site currently accommodates a caravan park. The Planning Proposal seeks to permit additional long-term accommodation on the site which will not impact on vegetation of ecological significance. Only one (1) native tree is proposed to be removed. No hollow-bearing trees are proposed to be removed and all tree species characteristic of Swamp Sclerophyll Forest EEC are proposed to be retained.	
4	Applicable and Consistent	
Provide a range of housing options to meet the diverse and changing needs of the community and there is adequate affordable housing.	The provision of long-term affordable accommodation in manufactured homes directly seeks to meet the demand for such housing.	

Table 4 – Community Strategic Plan Assessment

Local Strategic Planning Statement

The interim Central Coast Local Strategic Planning Statement (LSPS) sets a clear vision for the future and a proactive framework for delivering a growing and sustainable Region with a strong network of Centres and thriving and connected communities. The LSPS is Council's guide to how the Central Coast will respond to future population growth challenges in a manner that benefits our existing residents.

The following strategies and priorities outlined in the LSPS are applicable to this Planning Proposal and the proposal is consistent with these, or in the few cases where inconsistent, it is considered to be minor and justifiable.

Interim Local Strategic Planning Statement			
Strategies	Assessment/Comment		
1 Revitalise our centres	The subject land is not located within, or adjacent to, a Centre and therefore will not directly contribute to the revitalising of nearby Centres.		
2 Renew urban form	The subject land is not located within the urban footprint and therefore will not contribute to its renewal.		
3 Define the urban edge	In an analysis of the built form on this site, the Planning Proposal will enable the addition of new dwellings on this site for long-term accommodation.		
4 Create a sustainable region	The subject land is an existing mobile home park located well outside the existing urban edge. The Planning Proposal seeks to zone the land to C4 Environmental Living and permit additional long-term accommodation on the site which will not alter the broad character of the area.		
Planning Priority & Action	Assessment/Comment		
Planning Priority 1 Align development to our infrastructure capacity structure capacity Action Develop a Central Coast Regional Infrastructure Plan that considers	Applicable and Consistent. The subject site is adequately serviced by water and sewer.		
our infrastructure capacity, appropriate trigger points for infrastructure provision and prioritises opportunities for integrated infrastructure delivery across the Central Coast.			
Planning Priority 8	Applicable and Consistent.		
Provide for the housing needs of our growing region Actions	The planning proposal is consistent with this strategy, as it seeks to provide an affordable housing option to meet the diverse accommodation needs of the community.		
 Prepare Housing Strategy for the Central Coast to provide a clear vision and strategic direction to accommodate the population growth envisaged for the region in a sustainable manner. Implement relevant actions from the draft Affordable and Alternative Housing Strategy to provide for the 			

Interim Local Strategic Planning Statement		
Strategies	Assessment/Comment	
diverse housing needs of our		
community.		
Planning Priority 10	Applicable and Consistent	
A consistent and balanced		
approach to land use planning	The proposed zoning of the subject land aligns with the	
and development supporting the	physical constraints of the site and is therefore consistent with	
directions and goals of the	the directions and goals of the CCRP and CCCSP.	
Central Coast Regional Plan 2036, themes and focus areas of		
the Central Coast Community		
Strategic Plan 2018.		
Strategie Fan 2010.		
Actions		
Deliver a Consolidated Local		
Environmental Plan and		
Development Control Plan to		
provide a single guiding document		
for land use and development for		
the Central Coast region.		
<u>Planning Priority 25</u>	Applicable and Consistent.	
Manage floodplains, coastal		
areas and bushland to improve	The subject site is flood liable and with most of the	
community resilience to natural hazards	existing mobile homes affected. The planning proposal	
nazaras	seeks to permit long-term accommodation on that part of the site which is not affected by High Hazard flooding.	
Actions	Therefore the safety of the future residents is improved.	
- Prepare / review the Coastal	merenere the safety of the future residents is improved.	
Management Programs, Flood		
Studies, Flood Risk Management		
Plans and Bushfire Prone Lands		
Mapping for the Central Coast.		
- Prepare the Tuggerah Lakes		
Coastal Management Program to		
manage flooding and water quality.		

 Table 5 – Interim Local Strategic Planning Statement Assessment

Central Coast Affordable and Alternative Housing Strategy

The Central Coast Affordable and Alternative Housing Strategy (2020) (AAHS) seeks to provide effective policy solutions to address the growing need for affordable and alternative housing within the Central Coast LGA. It aims to build a vision for a 'fair and inclusive region, where everyone has access to affordable and sustainable housing'.

The AAHS identifies a need for additional affordable housing and diversity of housing on the Central Coast. However the loss of more affordable caravan parks and Manufactured Housing Estates, and relative undersupply of more affordable housing types like New Generation Boarding Houses, is having a serious impact on very low income renters and those more vulnerable in the local housing market.

The site currently accommodates 68 affordable dwellings and it is anticipated that, should the Planning Proposal be successful, additional affordable dwellings would able to be provided on site, with the number dependent on how many existing dwellings would require relocation and suitable development controls. The additional affordable housing will satisfy some of the low-income housing needs of the community, thus being consistent with the AAHS.

Biodiversity Strategy

The Biodiversity Strategy (2020) provides a framework and guide for the management of biodiversity on the Central Coast that is consistent with regional, state and national strategies, plans and policies. The following Theme in the Biodiversity Strategy is applicable to the Planning Proposal:

Biodiversity Strategy		
Theme 4 Protecting biodiversity through land	use planning and information management	
Goals and Actions	Assessment	
Goal 4.1 High biodiversity value areas are appropriately identified, protected and restored as part of future land use planning investigation Action 4.1.5 Identify appropriate mechanisms to achieve rehabilitation and enhanced landscape connectivity through the rezoning and development assessment process (such as Vegetation Management Plans)	Council supports the implementation of appropriate planning controls to protect biodiversity and seek to ensure that LEPs strengthen protection of biodiversity within the LGA. The Ecological Assessment shows only one (1) native tree is proposed to be removed. No hollow-bearing trees are proposed to be removed and all tree species characteristic of Swamp Sclerophyll Forest EEC are proposed to be retained. The Ecological Assessment has identified that indirect impacts may occur to approximately 0.18 ha of poor condition native vegetation. Assessments of significance were conducted for EEC and threatened fauna species detected on the site, which concluded that the proposal would not result in a significant impact. Council's Environmental Officer concurs with these conclusions.	

Table 6- Biodiversity Strategy

5. Is the planning proposal consistent with applicable State Environmental Planning Policies?

The proposal has been considered against the relevant State Environmental Planning Policies (SEPP) as detailed below.

State Environmental Planning Policy	Comment
SEPP (Biodiversity and Conservation) 2021	
Chapter 2 Vegetation in Non-Rural Areas	
The aims of this chapter are:	Applicable and Consistent.
 (a) to protect the biodiversity values of trees and other vegetation in non-rural areas of the State, and (b) to preserve the amenity of non-rural areas of the State through the preservation of trees and other vegetation. 	The SEPP chapter applies to this Planning Proposal as it proposes to zone land to C4 Environmental Living. Two native vegetation community types have been identified on the site. Both vegetation communities are considered to be in poor condition, representing canopy species only with a modified understorey. All tree species characteristic of Swamp Sclerophyll Forest EEC are proposed to be retained. An assessment of significance was conducted for the EEC and it was concluded that the proposal would not have significant impact on the EEC. The site is mostly cleared of native vegetation and contains scattered trees that provides limited arboreal connectivity between adjacent vegetation. Given the limited impact of the proposal on remnant canopy vegetation, it is considered the proposal is unlikely to have a significant effect on connectivity or movement corridors.
Chapter 4 Koala Habitat Protection 2021	
Aims 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.	Applicable and Consistent. The site is identified within the Koala Development Application Map and one (1) Koala feed tree (<i>Corymbia maculata</i>) is proposed for removal. However, the Ecological Assessment has sufficiently demonstrated that the proposal will have a low or no direct impact on Koalas or koala habitats, as such a Tier 2 assessment process is not required.
Chapter 6 Bushland in Urban Areas	
The general aim of this chapter is to protect and preserve bushland within the urban areas referred to in Schedule 1 because of: (a) its value to the community as part of the natural heritage,	Applicable and Consistent. Two native vegetation community types have been identified on the site. Both vegetation communities are considered to be in poor condition, representing canopy species only with

State Environmental Planning Policy	Comment
 (b) its aesthetic value, and (c) its value as a recreational, educational and scientific resource. The specific aims of this policy are: (a) to protect the remnants of plant communities which were once characteristic of land now within an urban area, (b) to retain bushland in parcels of a size and configuration which will enable the existing plant and animal communities to survive in the long term, (c) to protect rare and endangered flora and fauna species, (d) to protect habitats for native flora and fauna, (e) to protect wildlife corridors and 	a modified understorey. All tree species characteristic of Swamp Sclerophyll Forest EEC are proposed to be retained. An assessment of significance was conducted for the EEC and it was concluded that the proposal would not have significant impact on the EEC. The site is mostly cleared of native vegetation and contains scattered trees that provides limited arboreal connectivity between adjacent vegetation. Given the limited impact of the proposal on remnant canopy vegetation, it is considered the proposal is unlikely to have a significant effect on connectivity or movement corridors.
vegetation links with other nearby bushland, (f) to protect bushland as a natural stabiliser of the soil surface,	
(g) to protect bushland for its scenic values, and to retain the unique visual identity of the landscape,	
(h) to protect significant geological features,	
(i) to protect existing landforms, such as natural drainage lines, watercourses and foreshores,	
(j) to protect archaeological relics,	
(k to protect the recreational potential of bushland,	
(I) to protect the educational potential of bushland,	
(m) to maintain bushland in locations which are readily accessible to the community, and	
(n) to promote the management of bushland in a manner which protects and enhances the quality of the bushland and facilitates public enjoyment of the bushland compatible with its conservation.	

State Environmental Planning Policy	Comment
SEPP (Resilience and Hazards) 2021	
Chapter 2 Coastal Management	
Aims to promote an integrated and co-	Applicable and consistent
ordinated approach to land use planning in the coastal zone in a manner consistent with the objects of the Coastal Management Act 2016 by: (a) managing development in the coastal zone	That part of the lot fronting Wards Hill Road is within the Coastal Wetland Buffer. The actual coastal wetland is located on the western side of Empire Bay Drive.
and protecting the environmental assets of the coast, and	Clause 2.8(1) of the chapter states:
(b) establishing a framework for land use planning to guide decision-making in the coastal zone, and(c) mapping the 4 coastal management areas	Development consent must not be granted to development on land identified as "proximity area for coastal wetlands" unless the consent authority is satisfied that the proposed development will not significantly impact on:
which comprise the NSW coastal zone, in accordance with the definitions in the Coastal Management Act 2016.	(a) the biophysical, hydrological or ecological integrity of the adjacent coastal wetland, or
	(b) the quality and quantity of surface and groundwater flows to and from the adjacent coastal wetland.
	The section of the property that is within the Coastal Wetland Buffer contains part of the entry from Wards Hill Road. The planning proposal identifies that there will be no impact on this area of the site.
Chapter 4 Remediation of Land	
Aims to promote the remediation of	Applicable and Consistent
contaminated land for the purpose of reducing the risk of harm to human health or any other aspect of the environment	Council's aerial photographic record does not show any use that is listed in Table 1 Contaminated Land Planning Guidelines being
 (a) by specifying when consent is required, and when it is not required, for a remediation work, and 	carried out on the land. Between the aerial photographs of 1964 and 1986, the caravan park was developed.
(b) by specifying certain considerations that are relevant in rezoning land and in determining development applications in general and development applications for consent to carry out a remediation work in particular,	The Preliminary Site Investigation concludes that the site is suitable for residential use following removal of potential contamination sources including building materials and fill stockpiles. Council's Environmental Health section agrees

and

Council's Environmental Health section agrees with this assessment and considers these matters can be addressed at the DA stage.

State Environmental Planning Policy	Comment
(c) by requiring that a remediation work meet certain standards and notification requirements.	
SEPP (Housing) 2021	
The principles of this Policy are as follows:	Applicable and Consistent
(a) enabling the development of diverse housing types, including purpose-built rental housing,	The Planning Proposal seeks to facilitate the delivery of additional affordable housing to more vulnerable members of the community
(b) encouraging the development of housing that will meet the needs of more vulnerable members of the community, including very low to moderate income households, seniors and people with a disability,	and to mitigate the potential loss of existing affordable rental housing in the locality.
(c) ensuring new housing development provides residents with a reasonable level of amenity,	
(d) promoting the planning and delivery of housing in locations where it will make good use of existing and planned infrastructure and services,	
(e) minimising adverse climate and environmental impacts of new housing development,	
(f) reinforcing the importance of designing housing in a way that reflects and enhances its locality,	
(g) supporting short-term rental accommodation as a home-sharing activity and contributor to local economies, while managing the social and environmental impacts from this use,	
(h) mitigating the loss of existing affordable rental housing.	
Part 8 Manufactured Home Estates	
The aims of this Part are:	Applicable and Consistent
(a) to facilitate the establishment of manufactured home estates as a contemporary form of medium density residential development that provides an alternative to traditional housing arrangements, and	This Planning Proposal seeks to permit long- term affordable housing on a site where a caravan park use have been established since the 1980s. The site is adequately serviced by water and sewer. The proposal will not adversely affect

State Environmental Planning Policy	Comment
(b) to provide immediate development opportunities for manufactured home estates on the commencement of this Policy, and	the ecology of the site nor impact the environment on adjoining sites.
(c) to encourage the provision of affordable housing in well designed estates, and	
(d) to ensure that manufactured home estates are situated only in suitable locations and not on land having important resources or having landscape, scenic or ecological qualities that should be preserved, and	
(e) to ensure that manufactured home estates are adequately serviced and have access to essential community facilities and services, and	
(f) to protect the environment surrounding manufactured home estates, and	
(g) to provide measures which will facilitate security of tenure for residents of manufactured home estates.	
Part 9 Caravan Parks	
The aims of this Part are to encourage—	Applicable and Consistent
(a) the orderly and economic use and development of land used or intended to be used as a caravan park catering exclusively or predominantly for short-term residents (such as tourists) or for long-term residents, or catering for both, and	The Planning Proposal seeks to permit low cost housing for long term residents. This will ensure the social and economic welfare of the residents is supported.
(b) the proper management and development of land so used, for the purpose of promoting the social and economic welfare of the community, and	
(c) the provision of community facilities for land so used, and	
(d) the protection of the environment of, and in the vicinity of, land so used.	
SEPP (Transport and Infrastructure) 2021	
Chapter 2 Infrastructure	
Aims to facilitate the effective delivery of infrastructure by:	Applicable and Consistent

State Environmental Planning Policy	Comment
 (a) improving regulatory certainty and efficiency through a consistent planning regime for infrastructure and the provision of services, and (b) providing greater flexibility in the location of infrastructure and service facilities, and 	The land proposed to permit a caravan park is provided with water and sewer services and electricity. The local road network has capacity for further potential development.
(c) allowing for the efficient development, redevelopment or disposal of surplus government owned land, and	
(d) identifying the environmental assessment category into which different types of infrastructure and services development fall (including identifying certain development of minimal environmental impact as exempt development), and	
(e) identifying matters to be considered in the assessment of development adjacent to particular types of infrastructure development, and	
(f) providing for consultation with relevant public authorities about certain development during the assessment process or prior to development commencing, and	
(g) providing opportunities for infrastructure to demonstrate good design outcomes	

 Table 7 - SEPP Assessment

6. Is the planning proposal consistent with applicable Ministerial Directions (s.9.1 directions)?

The proposal has been considered against the relevant Ministerial Directions as summarised below. The full assessment of these Directions is contained below.

Ministerial Section 9.1 Directions	
Direction	Comment
Focus Area 1: Planning System	
1.1 Implementation of Regional Plans	
Aims to give legal effect to the vision, land use strategy, goals, directions and actions contained in Regional Plans. Applies when the relevant planning authority	Applicable and Consistent. The Planning Proposal is considered to be consistent with the directions and actions contained in the Central Coast Regional Plan. The

Ministerial Section 9.1 Directions	
Direction	Comment
prepares a planning proposal.	vegetation on-site will not be adversely impacted and the Proposal will meet demand for affordable housing in the area.
1.2 Development of Aboriginal Land Council	Lands
Aims to provide for the consideration of development delivery plans prepared under Chapter 3 of the State Environmental Planning Policy (Planning Systems) 2021.	Not Applicable. The land is not owned by an Aboriginal land council and it is not affected by chapter 3 of the SEPP.
Applies when the relevant planning authority prepares a planning proposal for land shown on the Land Application Map of chapter 3 of the SEPP (Planning Systems) 2021.	
1.3 Approval and Referral Requirements	
Aims to ensure that LEP provisions encourage the efficient and appropriate assessment of development. Applies when the relevant planning authority	Applicable and Consistent. This Planning Proposal is consistent with this direction as no such inclusions, or designation is proposed.
prepares a planning proposal. 1.4 Site Specific Provisions	
Aims to discourage unnecessarily restrictive site-specific planning controls.	Applicable and Consistent. The Planning Proposal uses existing zones,
Applies when the relevant planning authority prepares a planning proposal to allow particular development to be carried out.	and lot size requirements set out in the Standard Instrument LEP. It is therefore consistent with this Direction.
Focus Area 1: Planning Systems – Place Based	
Not Applicable. The Directions in this Focus Area do not apply to	o the Central Coast Local Government Area.
Focus Area 2: Design and Place	
The Directions in this Focus Area are not in effec	ct.
Focus Area 3: Biodiversity and Conservation	
3.1 Conservation Zones	
Aims to protect and conserve environmentally sensitive areas.	Applicable and Consistent The subject land is zoned 7(c2) Rural Small

Ministerial Section 9.1 Directions	
Direction	Comment
Applies when the relevant planning authority prepares a planning proposal.	Holdings and accommodates an existing caravan park. The Planning Proposal seeks to permit the land to be used for long-term accommodation.
	It is proposed to include the land in the C4 Environmental Living zone. The environmental protection standards are not proposed to be altered.
	All tree species characteristic of Swamp Sclerophyll Forest EEC are proposed to be retained. An assessment has concluded that the proposal would not have significant impact on the EEC.
	The site is mostly cleared of native vegetation and contains scattered trees that provides limited arboreal connectivity between adjacent vegetation. Given the limited impact of the proposal on remnant canopy vegetation, it is considered the proposal is unlikely to have a significant effect on connectivity or movement corridors.
3.2 Heritage Conservation	
Aims to conserve items, areas, objects and	Applicable and Consistent.
places of environmental heritage significance and indigenous heritage significance. Applies when the relevant planning authority prepares a planning proposal.	An Aboriginal Cultural Heritage Assessment has been undertaken. No sites or Potential Archaeological Deposits were identified and as such no site-specific conservation/ protection recommendations are required.
3.3 Sydney Drinking Water Catchments	
Aims to protect water quality in the hydrological	Not Applicable.
catchment.	This Direction does not apply to the Central Coast Local Government Area.
Applies when a relevant planning authority prepares a planning proposal that applies to Sydney's hydrological catchment.	Coast Local Government Area.
3.4 Application of C2 and C3 Zones and Envir	onmental Overlays in Far North Coast LEPs
Aims to ensure that a balanced and consistent	Not Applicable.
approach is taken when applying environmental protection zones and overlays	This Direction does not apply to the Central

Direction	Comment
to land on the NSW Far North Coast.	Coast Local Government Area.
3.5 Recreation Vehicle Areas	1
Aims to protect sensitive land or land with significant conservation values from adverse impacts from recreation vehicles. Applies when the relevant planning authority prepares a planning proposal.	Applicable and Consistent. The Planning Proposal does not seek to permit recreation vehicle areas on the land.
Focus Area 4: Resilience and Hazards	
4.1 Flooding	
Aims to ensure development on flood prone	Applicable and Inconsistent.
land is consistent with NSW Government's Flood Prone Land Policy and principles of the Floodplain Development Manual 2005; and ensure the provisions of an LEP applying to flood prone land are commensurate with flood behaviour and include consideration of the potential flood impacts on and off the subject land. Applies when a planning proposal creates, removes or alters a zone or provision that affects flood prone land.	The Floodplain Development Manual, 2005 defines the Flood Planning Area as the area of land below the Flood Planning Level (i.e combination of flood events and freeboards as determined in management studies and incorporated in management plans) and thus subject to flood related development controls. The central and northern part of the site, which already accommodates the existing mobile homes, is affected by flooding. The proposed
	clause relating to the APU for caravan park is to require all existing and future dwellings to be only affected by Low Hazard flooding. Council's Floodplain Management Section is satisfied provided that a more detailed flood study is required to be provided at the DA stage. Counci requirements are included in the site-specified DCP.
	The Direction states that a Planning Proposal must not rezone land within the flood planning area from, amongst other things, Environment to Residential. The planning proposal seeks to zone flood prone land to permit a residential use which is inconsistent with this Direction. This inconsistency is considered to be of minor significance by Council's Floodplain Management section as the proposed residential use is proposed to be located on land defined as Low Hazard.

Direction	Comment
4.2 Coastal Management	
Aims to protect and manage coastal areas of	Applicable and Consistent
NSW. Applies when a planning proposal applies to land in the Coastal Zone as defined under the Coastal Management Act 2016.	The objects of the Coastal Management Act 2016 are to manage the coastal environment of New South Wales in a manner consistent with the principles of ecologically sustainable development for the social, cultural and economic well-being of the people of the State.
	That part of the lot fronting Wards Hill Road is within the Coastal Wetland Buffer. The Buffer extends onto the site for a distance of 30m with the only development in this area being the access driveway. The actual coastal wetland is separated from this site by Empire Bay Drive.
	Clause 2.8(1) of the chapter states:
	Development consent must not be granted to development on land identified as "proximity area for coastal wetlands" unless the consent authority is satisfied that the proposed development will not significantly impact on:
	(a) the biophysical, hydrological or ecological integrity of the adjacent coastal wetland, or
	(b) the quality and quantity of surface and groundwater flows to and from the adjacent coastal wetland.
	The conceptual plan accompanying the planning proposal identifies that there will be no impact on this area of the site.
	The NSW Coastline Management Manual provides "information to assist present and potential users and occupiers of the coastline to understand the nature of coastline hazards and the options available for their management." As the site is not subject to immediate coastal processes it is not relevant to the Planning Proposal.
	The Coastal Design Guidelines relates to

Ministerial Section 9.1 Directions	
Direction	Comment
	design of dwellings and location of new settlements and is not strictly relevant to this Planning Proposal. The following objectives are however pertinent to this Planning Proposal:
	- To protect and enhance the cultural, ecological and visual characteristics of a locality.
	- To limit coastal sprawl by establishing separation and greenbelts between settlements.
	- To integrate new development with surrounding land uses.
	- To encourage new coastal settlements to be appropriately located.
	- To create neighbourhoods centred around services and facilities.
	Zoning the land to a comparable zone under the CCLEP and permitting caravan parks is consistent with what currently exists on the site. It is appropriate given the physical character of the land and access to services and facilities.
4.3 Planning for Bushfire Protection	
Aims to protect life, property and the	Applicable and Consistent
environment from bushfire hazards, and encourage sound management of bushfire prone areas. Applies when a planning proposal affects or is in proximity to land mapped as bushfire prone	In the preparation of a planning proposal request, the relevant planning authority must consult with the Commissioner of the NSW Rural Fire Service (RFS) following receipt of a gateway determination.
land.	The subject land is classified as RFS Category 1 and 2 Vegetation and Bushfire Buffer. Consequently, the Planning Proposal and Strategic Bushfire Study was referred to the RFS for comment. The RFS considered that there is capacity for future development to comply with Planning for Bush Fire Protection 2019.
4.4 Remediation of Contaminated Land	
Aims to reduce the risk of harm to human	Applicable and Consistent

ealth and the environment by ensuring that ontamination and remediation are onsidered by planning proposal authorities. Co can ph wa Th that fol sou sto Co wit	Comment puncil's aerial photographic record does not ow any use that is listed in Table 1 ontaminated Land Planning Guidelines being rried out on the land. Between the aerial notographs of 1964 and 1986, the caravan park as developed. e Preliminary Site Investigation concludes at the site is suitable for residential use llowing removal of potential contamination urces including building materials and fill ockpiles. puncil's Environmental Health section agrees th this assessment and considers these atters can be addressed at the DA stage.
ontamination and remediation are onsidered by planning proposal authorities. Co cal ph wa Th tha fol sol sto co wit	ow any use that is listed in Table 1 ontaminated Land Planning Guidelines being rried out on the land. Between the aerial notographs of 1964 and 1986, the caravan park as developed. e Preliminary Site Investigation concludes at the site is suitable for residential use llowing removal of potential contamination urces including building materials and fill ockpiles. puncil's Environmental Health section agrees th this assessment and considers these
tha fol sou sto Co wit	at the site is suitable for residential use lowing removal of potential contamination urces including building materials and fill ockpiles. buncil's Environmental Health section agrees th this assessment and considers these
wit	th this assessment and considers these
5 Acid Sulfate Soils	
	oplicable and Consistent.
at has a probability of containing acid inc	e Acid Sulfate Soils (ASS) Planning Maps dicate that the subject land is wholly within ass 5. The CCLEP maps Class 5 as being within
nd having a probability of containing acid sul Ifate soils on the Acid Sulfate Soils Planning thi	0m from any ASS Classes 1 to 4. Part of the bject land fronting Wards Hill Road is within is 500m area and will be included in the nendment to the CCLEP.
6 Mine Subsidence and Unstable Land	
	ot Applicable
stable or potentially subject to mine	e subject land is not within a mine subsidence strict.
oplies when a planning proposal permits evelopment on land which is within a mine obsidence district, or identified as unstable in study, strategy or assessment undertaken by on behalf of the relevant planning authority other public authority and provided to the levant planning authority.	
ocus Area 5: Transport and Infrastructure	
1 Integrating Land Use and Transport	

Ministerial Section 9.1 Directions		
Direction	Comment	
Aims to ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts to achieve: improving access to housing, jobs and services by walking, cycling and public transport; increasing choice of available transport and reducing dependence on cars; reducing travel demand; supporting efficient and viable public transport services; and provide for efficient movement of freight. Applies when a planning proposal creates alters or moves a zone or provision relating to urban land, including land zoned for residential, business, industrial, village or tourist purposes.	Applicable and Consistent. The Planning Proposal is located close to Empire Bay Drive which is the major arterial road connecting the coastal communities with regular bus services to Ettalong Beach, Woy Woy, Kincumber, Erina Fair and Gosford City Centre. Whilst future residents could use their private vehicles, the option to use public transport would be available.	
5.2 Reserving Land for Public Purposes		
Aims to facilitate the provision of public services and facilities by reserving land for public purposes and facilitate the removal of reservations of land for public purposes where land is no longer required for acquisition. Applies when the relevant planning authority prepares a planning proposal.	Applicable and Consistent The Planning Proposal does not propose to zone land for public purposes.	
5.3 Development Near Regulated Airports an	d Dofonco Airfiolds	
Aims to ensure the effective and safe operation of regulated airports and defence airfields; to ensure that their operation is not compromised by development that constitutes an obstruction, hazard or potential hazard to aircraft flying in the vicinity; and to ensure development, if situated on noise sensitive land, incorporates appropriate mitigation measures so that the development is not adversely affected by aircraft noise. Applies when a planning proposal creates, alters or removes a zone or provision relating to land near a regulated airport which includes a defence airfield.	Not Applicable. The subject land is not located near a regulated airport which includes a defence airfield.	
5.4 Shooting Ranges		
Ministerial Section 9.1 Directions		
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Direction	Comment	
Aims to maintain appropriate levels of public safety and amenity when rezoning land adjacent to an existing shooting range, to reduce land use conflict arising between existing shooting ranges and rezoning of adjacent land, and to identify issues that must be addressed when giving consideration to rezoning land adjacent to an existing shooting range.	Not Applicable. The land does not lie adjacent or near to a shooting range.	
Applies when a relevant planning authority prepares a planning proposal that will affect, create, alter or remove a zone or a provision relating to land adjacent to and/ or adjoining an existing shooting range.		
Focus Area 6: Housing		
6.1 Residential Zones	1	
Aims to encourage a variety and choice of housing types to provide for existing and future housing needs, to make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services and to minimise the impact of residential development on the environment and resource lands.	 Applicable and Consistent. The Planning Proposal does not propose to zone the land to a residential zone, however, it does propose to permit a residential use (caravan park) on the site. The land is serviced by water and sewer. As a caravan park already exists on the site there will be minimal impact on the environment and 	
Applies when a planning proposal affects land within an existing or proposed residential zone, and any other zone in which significant residential development is permitted or proposed to be permitted.	amenity of the area subject to further development controls. The Planning Proposal will include provisions that will broaden the choice of housing by providing affordable housing on the site.	
6.2 Caravan Parks and Manufactured Home	Estates	
Aims to provide for a variety of housing types and provide opportunities for caravan parks and manufactured home estates (MHE). Applies when the relevant planning authority	Applicable and Consistent. The Planning Proposal provides a form affordable housing in the form of a long-te accommodation caravan park.	
prepares a planning proposal.		
Focus Area 7: Industry and Employment		
7.1 Business and Industrial Zones		

Ministerial Section 9.1 Directions			
Direction	Comment		
Aims to encourage employment growth in suitable locations, protect employment land in business and industrial zones and to support the viability of identified centres. Applies when a planning proposal affects land within an existing or proposed business or industrial zone.	Not Applicable. The site is not within an existing or proposed Business or Industrial zone		
7.2 Reduction in Non-hosted Short-term Ren	tal Accommodation Period		
Applies when a Council prepares a planning proposal to identify or reduce the number of days that non- hosted short term rental accommodation may be carried out in parts of its local government area.	Not Applicable This Direction does not apply to the Central Coast Local Government Area.		
Applies to Byron Bay Shire Council			
7.3 Commercial and Retail Development Along the Pacific Highway, North Coast			
Aims to manage commercial and retail development along the Pacific Highway, North Coast. Applies to all councils between and inclusive of Port Stephens and Tweed Shire Councils.	Not Applicable. This Direction does not apply to the Central Coast Local Government Area.		
Focus Area 8: Resources and Energy			
8.1 Mining, Petroleum Production and Extrac	tive Industries		
Aims to ensure that the future extraction of State or regionally significant reserves of coal, other minerals, petroleum and extractive materials are not compromised by inappropriate development. Applies when a planning proposal would have the effect of prohibiting the mining of coal or other minerals, production of petroleum, or winning or obtaining of extractive materials, or restricting the potential of development resources of coal, other mineral, petroleum or extractive materials which are of State or regional significance by permitting a land use that is likely to be incompatible with such development.	Not Applicable. The planning proposal aims to alter one Environmental zoning to another, hence there is nothing in this planning proposal that affects the aims and provisions of this Direction.		

Direction	Comment		
Focus Area 9: Primary Production			
9.1 Rural Zones			
Aims to protect the agricultural production value of rural land. Applies when a planning proposal affects land within an existing or proposed rural zone.	Not Applicable. The site is not within an existing or proposed Rural zone.		
9.2 Rural Lands			
Objectives are;	Applicable and Consistent.		
 protect the agricultural production value of rural land; facilitate the orderly and economic development of rural lands for rural and related purposes; assist in the proper management, development and protection of rural lands to promote the social, economic and environmental welfare of the State; minimise the potential for land fragmentation and land use conflict in rural areas, particularly between residential and other rural land uses; encourage sustainable land use practices and ensure the ongoing viability of agriculture on rural land; 	Applicable and Consistent. The subject land is within an environmer protection zone and currently has existing rights for a caravan park with short-ta- accommodation. The Planning Proposal seeks to include additional permitted use for a caravan park we would enable long-term accommodation. The Planning Proposal has also to consider natural and physical constraints on the land the subject land is affected by overland flo flood events, satisfactory measures are to included in the Additional Permitted Schedule and the accompanying DCP to add this issue. The Planning Proposal does not propose amend the minimum lot size applying to zone.		
9.3 Oyster Aquaculture			
Aims to ensure that Priority Oyster Aquaculture Areas and oyster aquaculture outside such an area are adequately considered, and to protect Priority Oyster Aquaculture Areas and oyster aquaculture outside such an area from land uses that may result in adverse impacts on water quality and consequently, on the health of oysters and ovster consumers	Applicable and Consistent. Priority Oyster Aquaculture Areas exist in Brisbane Water. The subject site is approximately 750m from Brisbane Water. All runoff from the proposed additional dwellings on site will be required to be treated in accordance with Council's requirements in the CCDCP 2022.		

oyster consumers.

Ministerial Section 9.1 Directions		
Direction	Comment	
Applies when a planning proposal could result in adverse impacts on a Priority Oyster Aquaculture Areas or current oyster aquaculture lease in the national parks estate or results in incompatible use of land between oyster aquaculture in a Priority Oyster Aquaculture Area or current oyster aquaculture lease in the national parks estate and other land uses.		
9.4 Farmland of State and Regional Significance on the NSW Far North Coast		
Aims to: ensure that the best agricultural land	Not Applicable	

 will be available for current and future generations to grow food and fibre; provide more certainty on the status of the best agricultural land, assisting councils with strategic settlement planning; and reduce land use conflict arising between agricultural use and non-agricultural use of farmland caused by urban encroachment into farming areas. Applies to Ballina, Byron, Kyogle, and Tweed Shire Councils, Lismore City Council and 	Aims to: ensure that the best agricultural land	Not Applicable.
Richmond Valley Council.	generations to grow food and fibre; provide more certainty on the status of the best agricultural land, assisting councils with strategic settlement planning; and reduce land use conflict arising between agricultural use and non-agricultural use of farmland caused by urban encroachment into farming areas. Applies to Ballina, Byron, Kyogle, and Tweed Shire Councils, Lismore City Council and	

 Table 8 - S9.1 Ministerial Direction Compliance

Section C – Environmental, Social and Economic Impact

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

Two native vegetation communities identified on the site are Coastal Narrabeen Moist Forest and Swamp Sclerophyll Forest on Coastal Floodplains (Endangered Ecological Community (EEC)). Both communities are in poor condition, representing canopy species with a modified understorey. An assessment of significance was conducted for the EEC and it was concluded that the proposal would not have significant impact on the EEC.

Only one native tree is proposed to be removed and all trees characteristic of the EEC are proposed to be retained. None of the four hollow-bearing trees on-site are proposed to be removed.

The site is mostly cleared of native vegetation and contains scattered trees that provides limited arboreal connectivity between adjacent vegetation. Given the limited impact of the proposal on remnant canopy vegetation, it is considered the proposal is unlikely to have a significant impact on connectivity or movement corridors.

Two threatened fauna species (Eastern Bentwing Bat and Little Bentwing Bat) were recorded on the site. An assessment of significance was conducted and it was concluded that the proposal would not have significant impact on these threatened species.

Council's Strategic Environmental Planner supports the planning proposal in its current form. The proposal does not trigger entry into the Biodiversity Offset Scheme (BOS). It is recommended that appropriate threatened microbat surveys be conducted targeting hollow-bearing trees and shed/building structures at the DA stage.

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

Floodplain Management

The Probable Maximum Flood Assessment has been assessed and is considered to contain information satisfactory for the assessment of the Planning Proposal.

The rain-on-grid model for the catchment and the subject site identifies the level of hazard more accurately. Generally, the majority of the site affected by flooding is what could be considered low hazard (H1 – H3) in the Probable Maximum Flood (PMF) however the areas of higher hazard (H4 – H6) are currently in locations where there is risk to people and light structures.

It is noted that the grid size is currently limited to 1.0m, which may not be sufficient to model the flow between buildings properly. There are benefits in modelling a smaller grid between the buildings in this instance. This is particularly pertinent given that it is unlikely that the buildings have been modelled individually, but as a block. The impact of this is magnified further by the approaches adopted for accounting for roughness.

The intent is to ensure that no dwellings are to remain in high hazard areas, and no new structures of any type be placed in the high hazard areas.

The Planning Proposal stipulates that no new dwellings or associated structures are to be placed in high hazard areas and that existing structures in high hazard areas are to be relocated. The proposed accompanying Development Control Plan sets out Council's requirements regarding flooding.

Character

Under Central Coast DCP Chapter 2.17 Character and Scenic Quality, the subject land is identified in the Character Statement for Empire Bay as Precinct 8 – Mixed Use Corridor (Scenic Buffer). The desired character for this precinct is:

This should remain a ribbon of low-impact retail, business and residential activities, where the distinctive semi-rural and natural qualities of prominent backdrops to Gosford City's major tourist routes are preserved by future road works and by developments that maintain leafy settings, as well as by limiting the proliferation of business signs.

Limit the intrusion of structures upon their landscape setting by concentrating new development within existing cleared areas. Use low-impact construction such as suspended floors and decks rather than extensive cut-and-fill, particularly on elevated slopes and near bushland.

In areas that are defined as bushfire prone, hazard must not be increased by inappropriate new plantings or structures.

In order to minimise their scale and bulk, all new buildings that would be visible from any road or nearby property should reflect the modest character and simple articulation of traditional farm buildings.

To disguise the scale and bulk of new buildings, a light-weight appearance is preferred for all facades that would be visible from the road.

The Mixed Use Corridor character precinct includes lots which accommodate such uses as a veterinary hospital, a child care centre, a tavern and service station as well as traditional bungalows.

The existing development on the site fronts an arterial thoroughfare which serves as the main access point; but it also fronts a quieter road that services rural residential properties. The site adjoins a tall woodland to the north and partly cleared rural residential sized lots on the other boundaries.

Although the subject land fronts Pomona Road, the remainder of lots in Pomona Road are under Precinct 9 – Rural Hamlets which has a separate character of rural residential allotments surrounded by dense woodland backdrops that are scenically and ecologically distinctive.

Any future development of the caravan park site would have to take into account the character of the adjoining area in Pomona Road. Such matters are addressed in the accompanying Development Control Plan applying to the site.

Scenic Quality

Under Central Coast DCP 2022, Chapter 2.17 Character and Scenic Quality, the subject land is identified in the Scenic Quality Statement for East Brisbane Water Geographic Unit., and more specifically the Cockle Broadwater Landscape Unit which consists of mangrove areas among extensive stands of natural forests and cleared land. The Cockle Broadwater Landscape Unit is characterised by the dominant Daleys Point ridge and western side of the MacMasters Ridge, together with foreshore wetland areas around Brisbane Water. The visual sensitivity is generally low for all areas but higher on visible slopes, areas viewed from main roads and waterfront areas. The Cockle Broadwater Landscape Unit is of local significance.

The development objectives of the East Brisbane Water Geographic Unit relevant to this Planning Proposal are:

- Maintain broad patterns of land use within area to ensure protection of landscape diversity and in particular Environmental/Conservation and Scenic Protection zoned areas.
- Retain current subdivision standards in Environmental/Conservation and Scenic Protection zoned areas to ensure continuing dominance of landscape features over built environment.
- Proposals for residential and retail/commercial rezonings be preferred where the result will be the consolidation of existing residential and retail/commercial areas rather than the extension of these areas as ribbon development or as incremental extensions into adjoining areas.

The proposed C4 Environmental Living zone with a minimum lot size of 2 Ha will retain the current subdivision standards for the site and locality. The proposed Additional Permitted Use of caravan park on the site will permit long-term accommodation on site. This will retain the broad pattern of land use currently existing on the site, although not currently approved for the site. The Planning Proposal will not result in incremental extension of a residential use into adjoining areas. The result is likely to be relocated and additional dwellings on the southern part of the site nearer Pomona Road. The accompanying Development Control Plan for the site addresses potential impacts on the amenity of the Pomona Road area.

9. Has the planning proposal adequately addressed any social and economic impacts?

Social Issues

The Social Impact Assessment (SIA) submitted with the Proposal demonstrates that the need for more diversity of housing exists within the area due to predominance of detached dwelling houses. There is also a relatively low percentage of rental dwellings in the area and few Manufactured Housing Estates (MHEs) in the southern part of the Central Coast LGA. This development would add to the diversity of housing options available through provision of rental and smaller dwellings.

Affordable housing should be in accessible localities so residents can access employment opportunities, services and facilities. The SIA provides evidence on transport disadvantage for low- income people and identifies that the site has relatively infrequent public transport. There is a requirement to travel to Ettalong or Woy Woy for most shops and services. It is likely that the majority of residents will own a car as there are high car ownership rates on the Central Coast, however, for older people, those on lower incomes and people with a disability, car ownership may not be feasible, and these are groups that are likely to reside in a long-term caravan park.

Therefore, there are concerns that the location of the caravan park may not be appropriate (if no mitigations are implemented e.g. community bus) due to the inadequate bus service and distance from services and shops. However, the extent to which this is a problem is difficult to ascertain without consultation with existing residents. Therefore, for any future Development Application the issue of transport and access to services, needs to be addressed adequately, including through engagement with existing residents on the issue and identification of mitigations to address the matter.

Economic Impacts

The proposal will assist those with very low to moderate incomes to access housing in a locality adjoining a main road which provides access to town centres that have the essential services and facilities.

Section D – State and Commonwealth Interests

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

Traffic and Transport

The transport network has the capacity to cater for the additional traffic generated as a result of the Planning Proposal.

The Traffic Impact Statement proposes that the primary access to and from the site is to be solely via the current Wards Hill Road frontage and emergency and service vehicle access is to be via Pomona Road. The Traffic Study considers that retaining access to Wards Hill Road will not be adversely affected by any additional dwellings being provided on site.

Council's Traffic Engineer agrees that the maintenance of existing right turns from the service road to Wards Hill Road as per existing arrangements can be continued for existing and future development levels, although additional queuing would likely occur in the service road during the AM peak. During this period vehicles queue back from Empire Bay Drive intersection past the service road junction providing limited opportunity for making right turns onto Wards Hill Road. This matter is to be addressed at the development application stage.

There are bus stops on both sides of Ward Hill Road and Empire Bay Drive. There are also pedestrian refuges in Empire Bay Drive and Wards Hill Road which provide access to the bus stops.

Water and Sewer

Sewerage services to the site were recently provided in 2015 as part of a backlog sewer program that was subsidised by the State Government. Adequate capacity has been built into the network for long term occupation at the caravan park. At the time of connection, the caravan park would have paid developer charges as well as a priority sewer plan contribution. The Water Assessment Team will need to confirm the basis of the previous payment (long-term or short-term) under the previous Development Servicing Plan which applied at the time of connection.

There is adequate water supply available in Council's network for long-term usage however existing water supply Equivalent Tenement (ET) credits would have been based on the use at the time of connection to water supply in the early 1980s as well as any subsequent payments associated with the later intensification of development on the site described in the planning proposal.

Developer charges would be determined and made payable when the applicant lodges the relevant change of use documentation for the change from short-term to long-term sites.

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

Government agency and public consultation requirements were detailed in the Gateway Determination and will be conducted accordingly. The government agencies required to be consulted are set out in the table below.

Agency
NSW Rural Fire Service
Biodiversity and Conservation Division
Table 9 - Agency Consultation

Rural Fire Service

The comments from the Rural Fire Service (RFS) are:

Based on a preliminary assessment, there are areas on site which can support the proposed use and therefore there is capacity for future development to comply with Planning for Bush Fire Protection 2019 (PBP 2019)

However, revision of the plans and bushfire report will be required at the development application stage as follows:

Hazard

- NSW RFS assessment of the hazards to the north and west indicates that slopes are in the 0-5° downslope category, rather than the Flat/upslope category used in the bushfire report.
- It is not clear that the off-site vegetation within the lots to the east is currently managed and will continue to be managed in perpetuity. This vegetation will need to be treated as a hazard with appropriate APZs provided. Alternatively, evidence will need to be provided showing that the owners of the lots agree to the land being managed in perpetuity through a suitable legal mechanism such as an instrument created pursuant to s88 of the Conveyancing Act 1919.

Access

- A perimeter road will be required between any proposed long or short stay sites and the forest hazard to the north.
- A through road will be required from Wards Hill Road to Pomona Road.

Asset Protection Zone (APZ)

• The bushfire report designates a BAL-29 (29kW/m²) APZ setback for long-term sites. The acceptable solution for manufactured housing is the provision of an APZ which achieves 10kW/m² commensurate with Table A1.12.1 of PBP 2019. Where evidence can be provided which confirms that dwellings within the manufactured home estate will be constructed to the appropriate construction standards under AS 3959 or NASH Standard, an APZ can be provided which meets 29kW/m².

<u>Comment</u>

Any future Development Application for the site will require approval from the RFS, so the issues mentioned above will be required to be addressed at that stage.

Biodiversity and Conservation Division

The comments from the Biodiversity and Conservation Division are:

The Biodiversity Conservation Division (BCD) has reviewed documentation and has no comments.

Local Planning Panel

The Local Planning Panel (LPP) considered the matter on 19 August 2021. The LPP comments were:

The Panel supports Council progressing with the Planning Proposal, however Council should ensure that any subsequent development application for use of the land thoroughly addresses the issues of flooding, evacuation and suitability of the future proposed use.

Part 4 Mapping

Мар	Map Title	
A.	Locality Plan	
В.	Aerial Photograph	
Existing Provisions		
С	Existing Zoning of Land under IDO No 122	
Proposed Provisions		
D	Proposed Zoning under CCLEP	
E	Proposed Minimum Lot Size under CCLEP	
F	Proposed Additional Permitted Use under CCLEP	
G	Proposed Acid Sulfate Soil under CCLEP	
н	Proposed Land Application Map under CCLEP	

The maps listed in the Table below are included in Appendix 2.

 Table 10 - Site Characteristics and Existing and Proposed Provisions

Part 5 Community Consultation

The Planning Proposal will be made available for community consultation for 28 days as specified in the Gateway Determination and will be undertaken in accordance with this Determination.

Council has resolved to prepare a Development Control Plan for the site and exhibit it with the Planning Proposal.

It is expected that the proposal will be made available at the following locations:

- Council's website: www.yourvoiceourcoast.com

Additionally, notification of the exhibition of the proposal will be provided to adjoining and nearby landholders and residents of the caravan park prior to commencement of the exhibition period.

Part 6 Project Timeline

Action	Period	Start Date	End Date
Gateway Determination	10 months	24 May 2022	1 April 2023
Timeframe for the completion of required technical information	1 month	June 2022	June 2022
Time frame for Government Agency consultation	1 month	July 2022	July 2022
Commencement and completion dates for public exhibition	28 days	October 2022	November 2022
Timeframe for consideration of submissions	3 months	November 2022	February 2023
Timeframe for consideration of Proposal (by Council)	1 day	February 2023	February 2023
Date of submission to the Department to finalise LEP	1 month	February 2023	March 2023
Anticipated date Council will make the plan (if delegated)	14 days	March 2023	March 2023
Anticipated date Council will forward to the Department for notification	7 days	April 2023	April 2023

Table 11 - Key Project Timeframes

Appendix 1

Land Use Tables

Existing Land Use Table for Zone 7(c2) Conservation and Scenic Protection (Scenic Protection – Rural Small Holdings) under IDO 122

ZONE NO. 7(c2) CONSERVATION AND SCENIC PROTECTION (SCENIC PROTECTION - RURAL SMALL HOLDINGS) (Orange with dark red edging and lettered 7(c2))

Objectives of the zone

The objectives of Zone No. 7(c2) are:

- (a) to provide a buffer or transition zone between conservation areas and urban areas; and
- (b) to enable development for the purposes of rural-residential holdings to be carried out on land which is suitable for those purposes and which is unlikely:
 - (i) to adversely affect the aesthetic and scenic value of the land and its setting; or
 - (ii) to create a demand for the uneconomic provision of services; and
- (c) to allow for non-residential uses where those uses are:
 - (i) compatible with rural-residential development and unlikely to create an unreasonable demand for public services or substantially reduce existing levels of service;
 - (ii) unlikely to adversely affect the aesthetic and scenic value of the land and its setting; and
 - (iii) unlikely to interfere unreasonably with the amenity of adjoining properties.

1 DEVELOPMENT THAT DOES NOT REQUIRE CONSENT

Development (other than exempt development) for the purpose of: agriculture; home occupations; recreation areas. Exempt development.

2 DEVELOPMENT THAT NEEDS CONSENT

Development (other than exempt development) for the purpose of: animal establishments; bed and breakfast accommodation; child care centres; dams; **dual occupancies-attached; dwelling-houses;** educational establishments; home industries; horse establishments; places of public worship; plant nurseries; roads; roadside stalls; utility installations; veterinary hospitals. Subdivision.

Note: Development or related activities in this category indicated in **BOLD** may comprise complying development. An application may be made to Council or an accredited certifier for a complying development certificate. Details of such development or related activities are specified in Schedule 4.

3 PROHIBITED DEVELOPMENT

Any development not included in Item 1 or 2.

Land Use Table for Zone C4 Environmental Living under Central Coast Local Environmental Plan 2022

Zone C4 Environmental Living

1 Objectives of zone

• To provide for low-impact residential development in areas with special ecological, scientific or aesthetic values.

- To ensure that residential development does not have an adverse effect on those values.
- To allow additional land uses that will not have an adverse impact on those values.

2 Permitted without consent

Home occupations

3 Permitted with consent

Animal boarding or training establishments; Bed and breakfast accommodation; Bee keeping; Centre-based child care facilities; Community facilities; Dual occupancies; Dwelling houses; Eco-tourist facilities; Educational establishments; Emergency services facilities; Environmental facilities; Environmental protection works; Farm buildings; Flood mitigation works; Group homes; Home-based child care; Home businesses; Home industries; Home occupations (sex services); Information and education facilities; Oyster aquaculture; Pond-based aquaculture; Recreation areas; Research stations; Respite day care centres; Roads; Roadside stalls; Secondary dwellings; Sewage reticulation systems; Signage; Tank-based aquaculture; Veterinary hospitals; Water recycling facilities; Water supply systems

4 Prohibited

Industries; Service stations; Warehouse or distribution centres; Any other development not specified in item 2 or 3

Appendix 2

Mapping

Map A - Locality Plan



Figure 7 – *Subject land to be rezoned shown in context of broader locality*

Map B - Aerial Photograph



Figure 8 – Aerial Photograph of land proposed to be rezoned



Map C – Existing Zoning under IDO No 122

Figure 9 – Existing Zone

7(c2) Conservation and Scenic Protection (Scenic Protection – Rural Small Holdings)

Map D – Proposed Zoning under CCLEP



Figure 10 – Proposed Zone under CCLEP

C4 Environmental Living



Map E – Proposed Minimum Lot Size under CCLEP

Figure 11 – Proposed Minimum Lot Size under CCLEP



Map F – Proposed Additional Permitted Use under CCLEP

Figure 12 – Proposed Additional Permitted Use under CCLEP



Map G – Proposed Acid Sulfate Soil under CCLEP

Figure 13 – Proposed Acid Sulfate Soil under CCLEP



Proposed Land Application Map under CCLEP

Figure 14 – Proposed Land Application Map under CCLEP