



Gateway determination report – PP-2024-1602 Gwynneville Precinct

Gwynneville Precinct

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Acknowledgment of Country

The Department of Planning, Housing and Infrastructure acknowledges the Traditional Owners and Custodians of the land on which we live and work and pays respect to Elders past, present and future.

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Table 1 Reports and plans supporting the proposal

Relevant reports and plans
Appendix A – Urban Design Report (Gyde July 2024)
Appendix B – Social Infrastructure Needs Assessment (Gyde August 2024)
Appendix C – Flood Risk Management Report (Stantec July 2024)
Appendix D – Bushfire Assessment (Peterson Bushfire July 2024)
Appendix E – Traffic Impact Assessment (Stantec July 2024)
Appendix F – Aboriginal Heritage Assessment (July 2024)
Appendix G – European Heritage Impact Statement (Urbis July 2024)
Appendix H – Preliminary Biodiversity Assessment (Stantec July 2024)
Appendix I – Geotechnical Desktop Analysis (Stantec July 2024)
Appendix J – Preliminary Site Investigation
Appendix K – Acoustic Assessment (WSP July 2024)
Appendix L – Utilities Servicing Study (Stantec July 2024)

1 Planning proposal

1.1 Overview

Table 2 Planning proposal details

LGA	LGA name
PPA	Wollongong City Council
NAME	Gwynneville Precinct (1250 homes)
NUMBER	PP-2024-1602
LEP TO BE AMENDED	Wollongong LEP 2009
ADDRESS	Precinct bounded by Irvine Street, Madoline Street, Paulsgrove Avenue, Spearing Parade and Murphys Avenue, Gwynneville
RECEIVED	4/12/2024
FILE NO.	IRF24/2847: EF24/8620
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

1.2 Objectives of planning proposal

The planning proposal identifies objectives and outcomes.

The objective is to facilitate the development of the Gwynneville precinct for medium density/mid-rise housing that includes at least 50% social and affordable housing.

The intended outcome is to replace aging housing stock with mid-rise residential flat buildings that better address social and affordable housing demand and needs.

The objectives and intended outcomes of this planning proposal are clear and adequate.

1.3 Explanation of provisions

The planning proposal seeks to amend the Wollongong LEP 2009 to:

- Rezone 117 lots from R2 Low Density Residential to R4 High Density Housing
- Rezone 9 lots from R2 Low Density Residential to RE1 Public Recreation
- Remove FSR, MLS and HOB controls from RE1 land
- Identify Homes NSW as the acquisition authority for the acquisition of 2 privately owned lots proposed to be zoned RE1 Public Recreation

- Identify 27 key sites where lots will need to be amalgamated to achieve bonus height and FSRs required to achieve the proposed development and public domain outcomes. The sites have been categorised as:
 - Primary – 6 sites entirely owned by Homes NSW. These will be development entirely for social and affordable housing
 - Secondary – 6 sites where more than 60% of properties are owned by Homes NSW. Homes NSW intends to acquire privately owned properties and develop for social and affordable housing
 - Private – 15 sites where Homes NSW own less than 50% of the lots. These are likely to be developed privately.

Table 3 provides a summary of the proposed LEP changes:

Table 3 Current and proposed controls

Control	Current	Proposed
Zone	R2 Low Density Residential.	R4 High Density Residential RE1 Public Open Space
Maximum height of the building	9m	9m RE1 areas will have no max HOB Height bonuses will be provided through a local provision for key sites to encourage lot amalgamation to achieve public domain and social/affordable housing outcomes.
Floor space ratio	0.5:1	0.5:1 RE1 areas will have no FSR FSR bonuses will be provided through a local provision for key sites to encourage lot amalgamation to achieve public domain and social/affordable housing outcomes.
Minimum lot size	449m ² .	No minimum lot size as development density will be managed through key sites provisions.
Number of dwellings	131	1250
Key sites	N/A	27 Key Sites – see Figure 1 Table 4 of this report identifies specific controls for each of the 27 sites. Triggers design excellence requirements.

The planning proposal contains an explanation of provisions that adequately explains how the objectives of the proposal will be achieved.



Figure 1 – Key Sites (Source: Planning Proposal PP-224-1602)

1.4 Site description and surrounding area

The subject land comprises 9 hectares of land bounded by the University of Wollongong campus to the north, Irvine Street to the east, Murphy's Avenue/Sparring Parade to the south and the Wollongong Botanic Gardens to the west (Figure 2). The precinct is approximately 2km north/west of the Wollongong CBD (Figure 3).

The precinct contains 117 lots and currently provides 131 dwellings of which 79 are social housing owned by Homes NSW and 56 are privately owned. The precinct is predominantly single storey detached family homes dating from the 1950s and 1960s.

The Princes Motorway is located immediately east of the precinct, providing good access to the area from the north and south. TAFE NSW Wollongong Campus is located east of the site across the Princes Motorway.



Figure 2 Subject site (source: Nearmap)



Figure 3 Site context – Wollongong CBD shaded green (source: Gyde draft PP)

1.5 Mapping

The planning proposal includes mapping showing the proposed changes and the maps provided are suitable for community consultation.



Figure 4 Current zoning map



Figure 5 Proposed zoning map



Figure 6 Proposed Land reservation acquisition map



Figure 7 Proposed key sites map

Table 4 – Proposed bonus controls for each key site

Development site	Total No of lots	Area (m2)	Min lot size (m2)	Proposed Floor Space Ratio (x:1)	Proposed Max Height (m)	Estimated No. of dwellings
10	2	1,368	1,300	1.4	15	23
11	3	1,954	1,900	1.0	13	21
12	6	3,755	3,700	1.2	15	53
13	4	2,564	2,500	1.4	15	43
14	4	2,520	2,450	1.1	13	32
15	3	1,919	1,850	1.4	18	33
16	10	6,362	6,250	1.2	15	91
17	4	2,532	2,450	1.4	18	44
18	7	4,416	4,350	1.8	22	96
19	2	1,295	1,250	1.2	15	19
20	3	1,901	1,850	1.1	15	26
21	4	2,518	2,450	1.0	15	28
22	6	4,087	3,950	1.2	18	56
23	3	1,781	1,700	2.3	22	50
24	5	3,216	3,150	1.2	18	46
25	6	3,713	3,650	1.2	18	51
26	3	1,815	1,750	1.4	15	30
27	4	2,574	2,500	1.3	18	39
28	5	3,245	3,200	1.4	18	56
29	3	1,801	1,750	2.0	22	43
30	3	1,748	1,700	2.1	22	46
31	4	2,556	2,500	1.3	18	56
32	3	1,911	1,850	1.3	15	29
33	7	4,241	4,150	1.6	18	83
34	4	2,591	2,500	1.8	15	57
35	4	2,577	2,500	1.3	18	40
36	3	1,762	1,700	2.4	22	51

2 Need for the planning proposal

The planning proposal will address the need for housing, including social and affordable housing consistent with the National Housing Accord and the NSW Government's commitment to address the housing crisis in NSW.

In June 2024, the Minister for Homes announced that Homes NSW would pursue the revitalisation of the Gwynneville precinct. This is an area where Homes NSW owns a majority of the housing and this will expedite the delivery of social and affordable housing.

3 Strategic assessment

3.1 Illawarra Shoalhaven Regional Plan 2041

The proposal supports objectives in the Illawarra Shoalhaven Regional Plan 2041 relating to housing delivery. Specifically:

- Objective 18: Provide housing supply in the right locations.
- Objective 19: Deliver housing that is more diverse and affordable.
- Objective 21: Respond to the changing needs of local neighbourhoods.

The proposal will facilitate housing, including social and affordable housing in a well serviced area with good access to transport links and public transport. The housing stock is ageing and the proposal will support the revitalisation of the area and deliver a range of housing types.

The proposal will provide approximately 1250 dwellings and increase social housing from the existing 75 dwellings to 375 dwellings. The precinct will also provide 250 affordable rental dwellings in a range of sizes and typologies.

3.2 Local strategic plans

The proposal is consistent with Council's strategic planning including the Local Strategic Planning Statement, Wollongong Housing Strategy, and Council's Affordable Housing Policy which identify the need to renew and increase social housing in the LGA.

3.3 Section 9.1 Ministerial Directions

The planning proposal is generally consistent with relevant section 9.1 Directions. Table 5 provides an assessment of the proposal against directions of particular relevance:

Table 5 - 9.1 Ministerial Direction assessment

Directions	Consistent	Reasons for Consistency or Inconsistency
1.1 Implementation of Regional Plans.	Yes	This Direction requires planning proposals to be consistent with relevant regional plans. This proposal is consistent with the Illawarra Shoalhaven Regional Plan 2041 as it will provide housing in the right location and will include diverse and affordable housing. The precinct is an existing residential area so future development will not have an unreasonable environmental impact.
1.4 Site Specific Provisions	Inconsistency justified	This Direction discourages restrictive site specific planning controls. However, for this proposal the inconsistency is considered of minor significance as the proposed key sites clause will enable bonus height and FSRs from future amalgamations to achieve better outcomes.
4.1 Flooding	Yes	This Direction stipulates that a planning proposal must not, inter alia, <ul style="list-style-type: none"> - rezone land for residential development, - permit development in a floodway, - permit development that will result in worsened flood impacts to other properties, - permit development in high hazard areas, or

- permit a significant increase in the development density of flood prone land.

Part of the precinct is mapped as flood prone land.

The proposal rezones flood affected properties in the southern part of the site from R2 to RE1. This land will be transferred to Council to extend the existing Spearing Reserve. This will improve the flood hazard situation by removing housing from flood areas.

The proposal was supported by a Flooding, water quality and stormwater report (Appendix C – Stantec July 2024) which considered pre-development and post-development scenarios. The report found that parts of the site are an island in a PMF event, noting that housing is elevated out of the floodway. It considers that a shelter-in-place approach is suitable as isolation periods will be short (less than 6 hours).



Existing PMF flood extent (Source: Stantec Flood report July 2024)



Future PMF flood extent (post development) (Source: Stantec July 2024)

Council has noted that it considers the proposal will improve flood outcomes.

Council consulted with SES and DCCEEW – Biodiversity and Conservation who advised that a Flood Impact and Risk Assessment (FIRA) should be prepared to ensure that flood impacts, including evacuation and emergency access are acceptable.

To address DCCEEW and SES comments, Council has asked Homes NSW to prepare a FIRA and this will be exhibited with the planning proposal.

The proposal is considered to be consistent with this direction as it improves flood outcomes and will rezone flood affected land from a residential zone to a recreation zone. The increased density will be located outside flood affected lands.

5.2 Reserving Land for Public Purposes	Yes	This Direction states that a planning proposal must not create, alter or reduce an existing area of zoned land reserved for public purpose without the approval of the relevant public authority and the Secretary of Planning. This proposal identifies land that will be acquired by Homes NSW for local open space and transferred to Council. Both Homes NSW and Council are supportive of this outcome.
6.1 Residential Zones	Yes	<p>This Direction supports the provision of a variety of housing that makes efficient use of existing infrastructure and services. This proposal will increase housing, including social and affordable housing in an existing residential area with good access to services. The Direction also note that housing should be of good design. This proposal triggers design excellence requirements for future flat buildings.</p> <p>The proposal is considered consistent with this direction.</p>

3.4 State environmental planning policies (SEPPs)

The proposal is consistent with relevant SEPPs.

4 Site-specific assessment

4.1 Environmental

There are no identified areas of critical habitat or threatened species, populations or ecological communities in the precinct. The precinct is an existing low density residential neighbourhood.

Spearing Reserve contains biodiversity including mature trees within the riparian corridor. The proposal will extend Spearing Reserve and improve biodiversity outcomes for the precinct. The proposal will not have unreasonable environmental impacts.

The proposal also has the potential to improve flood outcomes for the area. Council has asked Homes NSW to prepare a Flood Impact and Risk Assessment to ensure that flood impacts are acceptable. The FIRA will be exhibited with the planning proposal.

4.2 Social and economic

A Social Impact Assessment (Appendix B) has been provided in support of the proposal. The proposal will provide much needed housing, including social and affordable housing in the LGA.

Economic opportunities will be enhanced through increased development potential and development incentives. Employment opportunities will be created through construction of the dwellings.

4.3 Infrastructure

The planning proposal will require upgrades to existing services including water supply, electricity, footpaths, open space and road improvements. Council has identified that Homes NSW will fund these works.

The proposal will significantly increase dwelling numbers and will therefore increase traffic and parking issues and place greater demand on services and infrastructure.

Homes NSW has provided a Traffic and Transport Assessment (Appendix E) which makes recommendations for improvements/treatments that could be incorporated into the future design. It notes that, subject to reasonable mitigation measures, the road network will adequately accommodate the additional traffic demands.

The precinct has good access to road networks, and public transport options, including the free shuttle bus services operating between University of Wollongong, North Wollongong railway station, the beach, the city centre and hospital. The precinct is adjacent to the M1 Motorway and close to the future Mt Ousley Road interchange (currently under construction). It is within walking distance of North Wollongong Rail Station.

Traffic and parking, along with the overall scale of proposed development, are likely to be key issues of concern for the community.

Council has asked Homes NSW to prepare a Traffic Management Plan and Active Transport Plan as requested by Transport for NSW which will be exhibited with the proposal. The use of transport other than private vehicles will be encouraged.

5 Consultation

5.1 Community

Council undertook preliminary consultation with landowners and the local community. Council received 19 comments/submissions of support from the community; 26 objections; and 21 comments.

Key issues raised were:

- Uncertainty about acquisition and people losing their homes
- Increased traffic and parking issues
- Overdevelopment
- Significance of views to Mt Keira

Council proposes a community consultation period of at least 6 weeks. The exhibition period proposed is considered appropriate.

5.2 Agencies

Council undertook preliminary consultation with agencies. There are no agency objections to the proposal. DCCEEW and SES identified that a FIRA should be prepared. TfNSW recommended additional traffic investigations.

In response to these comments Council has asked Homes NSW to prepare a FIRA, a Traffic Management Plan and an Active Transport Plan which will be exhibited with the planning proposal.

It is recommended the following agencies be consulted on the planning proposal and given 30 working days to comment:

- Transport for NSW
- DCCEEW – Biodiversity and Conservation and Science Group
- DCCEEW – Heritage
- Endeavour Energy
- SES
- Sydney Water

6 Timeframe

Council proposes a 9 month time frame to complete the LEP.

Council has asked Homes NSW to provide additional studies prior to exhibition so a 12-month time frame is considered appropriate.

7 Local plan-making authority

Council has requested delegation to be the Local Plan-Making authority.

Due to the significance and anticipated public interest in the proposal, and the social benefits the Department recommends that Council not be authorised to be the local plan-making authority for this proposal.

8 Assessment summary

The planning proposal is supported to proceed with conditions for the following reasons:

- The proposal will provide significant housing, including social and affordable housing in an appropriate location with access to services and infrastructure.
- The proposal is considered to have both strategic and site-specific merit
- The development and design of future development will be subject to design excellence provisions in the LEP.

The following studies should be completed prior to consultation:

- Flood Impact and Risk Assessment
- Traffic Management Plan
- Active Transport Plan

9 Recommendation

It is recommended the delegate of the Secretary:

- Agree that any inconsistencies with section 9.1 Direction 1.4 Site Specific Provisions is minor or justified.

It is recommended the delegate of the Minister determine that the planning proposal should proceed subject to conditions.

The following conditions are recommended to be included on the Gateway determination:

1. Consultation is required with the following public authorities:
 - Transport for NSW
 - DCCEEW – Biodiversity, Conservation and Science Division
 - DCCEEW – Heritage
 - Sydney Water
 - Endeavour Energy
 - SES
2. Prior to community consultation, the following studies should be completed to the satisfaction of the planning proposal authority:
 - Flood Impact and Risk Assessment
 - Traffic Management Plan
 - Active Transport Plan
3. The planning proposal should be made available for community consultation for a minimum of 30 working days.

Given the nature of the planning proposal, it is recommended that Council not be authorised as the local plan-making authority.

The timeframe for the LEP to be completed is on or before 12 January 2026



10/1/2025

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