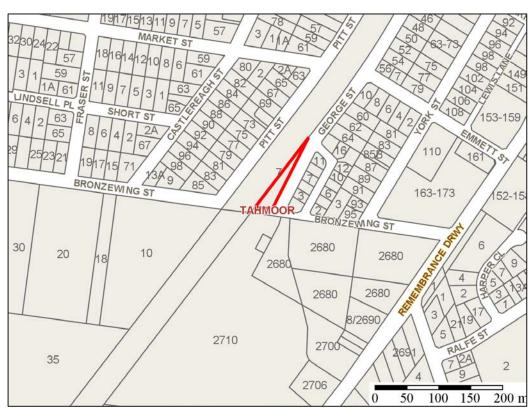
PE3 – Planning Proposal to enable an additional permitted use at No. 7 Bronzewing Street, Tahmoor

PE3 Planning Proposal to Enable an Additional Permitted Use at No. 7 Bronzewing Street, Tahmoor

1010 TRIM 9030

Applicant: Tahmoor Joint Venture Nominee Pty Ltd
Owner: Verdoso Tahmoor Pty Ltd



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LOCATION MAP N

Stage	Completed
Preliminary notification	13 April, 2016 to 11 May, 2016
Gateway Determination	26 July, 2016
Consultation with Public Agencies	August, 2016
Specialist Studies	October, 2016
Public exhibition/community	27 October, 2016 to 11 November,
consultation	2016
Referred to Minister for Publication	Not yet completed



PE3 – Planning Proposal to enable an additional permitted use at No. 7 Bronzewing Street, Tahmoor

EXECUTIVE SUMMARY

- This Planning Proposal seeks to amend the provisions of Wollondilly Local Environmental Plan, 2011 as they apply to Lot 110 DP 8982 (No. 7) Bronzewing Street, Tahmoor by:
 - Amending the additional permitted uses maps that form part of Wollondilly Local Environmental Plan 2011 to include the subject land at No. 7 Bronzewing Street, Tahmoor (see attachment 4);
 - Amending Schedule 1 of Wollondilly Local Environmental Plan 2011 to include an additional permitted use on the site for the purposes of a 'car park' or a car park ancillary to any 'child care centre', medical centre', 'educational establishment', 'shops', 'food and drink premises', or 'office premises'.
- This Planning Proposal was submitted to Council to support a development application for a child care centre on the adjoining land at No. 2710 Remembrance Driveway, Tahmoor. The development application proposes to use the land at No. 7 Bronzewing Street, Tahmoor for car parking to service the proposed child care centre. Car parking ancillary to the child care centre is currently a prohibited use on the land.
- The Planning Proposal is consistent with the Key Policy Directions and Assessment Criteria within Council's Growth Management Strategy.
- No submissions were received in response to Community Consultation.
- Under legislation, a person who makes a relevant planning application or public submission is required to disclose any reportable political donations. The disclosure requirements extend to any person with a financial interest in the application or any associate of the person making a public submission. No disclosure of political donation has been made in association with this application.
- It is recommended:
 - That Council support the Planning Proposal in the form described in this report;
 - That the Planning Proposal be finalised and forwarded to the Greater Sydney Commission for publishing;
 - That the applicant be notified of Council's decision.



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REPORT

1.1 SITE DESCRIPTION

The land to which this Planning Proposal relates is known as Lot 110 DP 8982 (No. 7) Bronzewing Street, Tahmoor. The site is a triangular shaped allotment which is 1467 square metres in area (attachment 1). The site adjoins an existing rail corridor to the west and has frontage to existing unformed parts of George Street to the east and Bronzewing Street to the south. The site is currently vacant and contains some shrubs and low lying vegetation across the site. There is currently limited access to the site via George Street due to the presence of a large drainage channel which runs parallel to the eastern property boundary.

To the south of the site is a large parcel of land that was previously subject to a Planning Proposal (known as the Tahmoor South Business Development Lands Proposal) to rezone land from Rural to B5 Business Development. The Tahmoor South Business Development Lands Planning Proposal was gazetted on 28 March, 2014. A development application for a child care centre on this site has recently been submitted to Council and proposes to use the land at No. 7 Bronzewing Street for car parking, ancillary to the child care centre use. Some parking is proposed on the public road and would be permitted within the road reserve.

1.2 DESCRIPTION OF PROPOSAL

Wollondilly Local Environmental Plan, 2011 (WLEP, 2011) is the principal planning legislation which determines the permitted and prohibited uses in each land use zone across the Wollondilly Local Government Area. WLEP 2011 is based on the Standard Instrument (Local Environmental Plans) Order 2006 which applies state wide and acts as a template for which Council's base the content of their Local Environmental Plans.

The Standard Instrument enables additional permitted uses on certain land where the use is prohibited by zoning. These additional permitted uses are listed in Schedule 1 of the LEP. Wollondilly Council currently has eight (8) sites which are identified in Schedule 1 of WLEP 2011 as containing certain types of additional permitted uses. These sites are also identified on a series of maps within the LEP known as Additional Permitted Uses maps.

The Planning Proposal follows the submission to Council of a Development Application for a Child Care Centre on the adjoining land at No. 2710 Remembrance Driveway, Tahmoor. The development application proposes to use the site at No. 7 Bronzewing Street for a car park to service the proposed child care centre development.



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The land at No. 7 Bronzewing Street, Tahmoor is zoned RU2 Rural Landscape under WLEP 2011 and the land use zoning identifies most commercial land uses and commercial car parking as prohibited uses in this zone. The development application therefore cannot be approved by Council as the use of the land at No. 7 Bronzewing Street for car parking is a prohibited land use.

A Draft Planning Proposal was submitted to Council on 11 March, 2016. The Draft Planning Proposal as submitted intended to amend Wollondilly Local Environmental Plan 2011 in the following manner:

- Amend the additional permitted uses maps that form part of Wollondilly Local Environmental Plan 2011 to include the subject land at No. 7 Bronzewing Street, Tahmoor;
- Amend Schedule 1 of Wollondilly Local Environmental Plan 2011 by adding the following:
 - 1) This clause applies to land at Bronzewing Street, Tahmoor being Lot 110, DP 8982, within Zone RU2 Rural Landscape.
 - 2) Development for the purposes of providing car parking for any adjoining or nearby development is permitted with development consent.

Council is of the view that the Planning Proposal has Strategic Planning merit and a Gateway Determination was issued on 26 July, 2016. It is considered however, that the final amendments to Schedule 1 of Wollondilly Local Environmental Plan 2011 should comprise alternate wording to that set out by the proponent in the Draft Planning Proposal that was originally submitted to Council.

The proposed alternate wording is to enable on the site (with consent) development for the purposes of a Car Park or a Car Park ancillary to any Child Care Centre, Medical Centre, Educational Establishment, Shops, Food and Drink Premises or Office Premises.

The reason for the proposed alternate wording is outlined below:

The Standard Instrument LEP Order 2006 enables certain types of development to be included in Schedule 1 of a Council's LEP. However, the additional permitted use must be a land use term identified in the list of definitions (dictionary) in the Standard Instrument;



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- Car Park' is a term included in the list of definitions within the standard instrument that could be adopted as an additional permitted use on the site; however, the use of a site for a car park that expressly services a commercial use on an adjoining site is unlikely to be defined as a car park. This is in accordance with the Land and Environment Court Judgement Site Plus Pty Ltd vs Wollongong City Council (2014) NSWLEC 125:
- In accordance with the findings of this judgement, a car park that services a child care centre that is situated on adjoining land would be characterised as a 'child care centre' under WLEP 2011, as the underlying intent of the car park is to service the child care centre development;
- It would therefore be more appropriate for the Planning Proposal to amend the LEP by including an additional permitted use on the site for the purpose of a car park or a car park ancillary to a child care centre;
- It would also be appropriate to include an additional permitted use for car parking ancillary to other uses that may eventuate on the adjoining B5 zoned land in the future. This would include car parking ancillary to a medical centre, educational establishment, shops, food and drink premises or office premises to ensure flexibility. This would ensure that in the event of the proposed child care centre ceasing to operate or downsizing, that the site would still be capable of providing car parking to serve other adjoining uses, and would also enable visitors to the adjoining Tahmoor Public School to utilise a car park at No. 7 Bronzewing Street if there is an oversupply of car parking on this site.

The final Planning Proposal intends to amend Wollondilly Local Environmental Plan 2011 in the following manner:

- Amend the Additional Permitted Uses Maps in Wollondilly Local Environmental Plan 2011 to include the land at Lot 110 DP 8982 (No. 7) Bronzewing Street, Tahmoor.
- Insert the following clause in Schedule 1 of Wollondilly Local Environmental Plan 2011:
 - "9. Use of Certain Land at Tahmoor, within zone RU2 Rural Landscape
 - (1) This clause applies to land at Tahmoor, being Lot 110 DP 8982 within zone RU2 Rural Landscape.
 - (2) Development for the following purposes is permitted with development consent:

A Car Park or a Car Park ancillary to any Child Care Centre, Medical Centre, Educational Establishment, Shops, Food and Drink Premises or Office Premises".



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1.3 GATEWAY DETERMINATION

A Gateway Determination was issued on 26 July, 2016. And determined that the Planning Proposal should proceed. The Gateway Determination can be seen in attachment 4. The conditions of the Gateway Determination are summarised in the following table with comments as to how these have been addressed in the Planning Proposal process:

Gateway Condition

Addressed by:

Prior to undertaking public exhibition, the Planning Proposal is to be updated to include a Flora and Study Fauna which addresses the impact of the proposal on the Shale Sandstone Transition Forest which is present on

the site;

Community consultation is required under sections 56(2) and 57 of the Act as follows:

a) The planning proposal must be made publicly available for 14 days; and b) The relevant planning authority must comply with the notice requirements for public exhibition planning proposals and the specifications for material that must be made publicly available along with planning proposals identified in section 5.5.2 of the Department's 'A Guide to Preparing Local Environmental Plans'.

The public authority is to be provided with a copy of the planning proposal and any relevant supporting material, and given at least 21 days to comment.

The Flora and Fauna Study has been prepared and was included as part of the public exhibition documentation.

The Flora and Fauna Study found that the removal of vegetation from the site is unlikely to result in a significant impact and that the site is suitable for development. Council's Environment Officer agreed with the findings of the Study.

The Planning Proposal was placed on exhibition from 27 October, 2016 to 11 November, 2016. The Proposal was on exhibition for a total of 15 days as the exhibition was concurrent with development application for the child care centre and car park on the site which required a 15 day advertising period. No submissions were received during the exhibition period.



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Gateway Condition	Addressed by:
Should the public authority require any additional information, or specify any additional matters to be addressed, the Planning Proposal is to be updated to respond to any such submission, a copy of which is to be included with the updated Planning Proposal.	
Consultation is required with the following public authority under section 56(2)(d) of the Act:	OEH was consulted in accordance with the condition. OEH noted the findings of the Flora and Fauna Study and raised no objections to the proposal.
- Office of Environment and Heritage;	
A public hearing is not required to be held into the matter by any person or body under section 56(2)(e) of the Act. This does not discharge Council from any obligation it may otherwise have to conduct a public hearing.	Noted.
The timeframe for completing the LEP is 9 months from the week following the date of the Gateway Determination.	The current gateway Determination Deadline is 2 May, 2017 and the proposal is expected to be finalised within this timeframe.

CONSULTATION

2.1 FORMAL CONSULTATION WITH COUNCIL STAFF THAT PROVIDE SPECIALIST COMMENT

The following comments on the Planning Proposal were received from Council staff:



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Manager Environmental Services

Council's Manager Environmental Services agreed with the findings of the Flora and Fauna Assessment that there would be no significant impact on the Shale Sandstone Transition Forest vegetation associated with the future car park on the site and no objections to the proposal were raised.

2.2 Consultation with Public Agencies

The Gateway Determination required consultation with the NSW Office of Environment and Heritage (OEH). The following is a summary of the matters raised by OEH and Council's assessment comments:

OEH notes the conclusions of the Flora and Fauna Assessment that the proposal is not likely to have a significant impact on biodiversity values and has no further requirements for this Planning Proposal.

Comment: The comments made from OEH are consistent with the views of Council's Environmental Services Team. No concerns were raised from OEH in relation to the proposal.

2.3 COMMUNITY CONSULTATION

The Gateway Determination specified a 14 day period of community consultation and public exhibition. A joint exhibition of the Planning Proposal and the Development Application for the Child Care Centre (and associated car park on the site) was carried out under s72K of the Environmental Planning and Assessment Act, 1979.

In accordance with the requirements of the Act, where the joint exhibition of a Development Application and Planning Proposal is carried out by including them in the same notice, the period in which the public may inspect the documents must be whichever is the longer of the two. The development application for the child care centre and car park required an exhibition period of 15 days and the Planning Proposal was therefore exhibited for the same period to comply with the requirements of the Act.

During this time the Planning Proposal, specialist studies and other documents as required by the Gateway Determination were made available for public viewing on Council's website, at Council's Administration Building and at Wollondilly Library. A public notice was placed in the local newspaper. Letters were also sent to those who made previous submissions and to adjoining and nearby landowners.

There were no submissions received during the community consultation period.



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2.4 PLANNING PROPOSAL

The Planning Proposal has been prepared in accordance with Section 55 to the EP&A Act, 1979 and the guidelines published by the DP&E.

Council's options are:

- 1. Resolve to support the Planning Proposal in the form described in Section **2.9.1** to this report.
- 2. Resolve to support the Planning Proposal in another form. If this option is selected, a new Gateway Determination, amended specialist studies and a new public exhibition period may be required.
- 3. Resolve not to support the Planning Proposal. If this option were selected, there would be no further action required other than to inform the applicant, submitters and the Department of Planning and Environment that the Planning Proposal has been terminated. The applicant could choose to submit a new Planning Proposal. There are no appeal rights through the Land and Environment Court against Council' refusal to support the Planning Proposal at this stage of the process.

Option 1 is the recommendation of this report.

Nota:

The part of the unformed public road which would service the proposed car park and Child Care Centre at No. 7 Bronzewing Street, Tahmoor is also currently zoned RU2 (as outlined in red on the land use zoning map in attachment 5).

The Planning Proposal originally submitted to Council indicated that this land would be constructed as Public Road, in which case on-street car parking would be permitted. However, it is important to note that if this part of the road is acquired by the proponent prior to the use of the commencement of the use; a separate Planning Proposal would be required in order to make the use of this land permissible.

2.5 A PLAN FOR GROWING SYDNEY

It is considered that the additional permitted use of car parking on the site to service a proposed child care centre would not compromise any of the goals or visions within the Plan for Growing Sydney.



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2.6 SECTION 117 MINISTERIAL DIRECTIONS

Direction 1.2 Rural Zones

The Ministerial Direction provides the following in respect of rural zoned land:

A planning proposal must:

- (a) not rezone land from a rural zone to a residential, business, industrial, village or tourist zone.
- (b) not contain provisions that will increase the permissible density of land within a rural zone (other than land within an existing town or village).

It is considered that the Planning Proposal is consistent with sub clause (a) above as it would not involve the re-zoning of rural land to a residential, business, industrial, village or tourist zone.

The Planning Proposal would not increase the permissible density within the zone (as required by sub-clause (b)) as the additional permitted use would not enable additional lots or dwellings to be established on the site.

The additional permitted use for a car park would not be a typical rural use; however, it is considered an appropriate use in this case as the site is immediately adjoining an existing village and railway corridor and is limited in its ability to support most rural uses due to its size, constraints and proximity to existing urban areas.

Direction 3.4 Integrating Land Use and Transport

The Planning Proposal would enable future off street car parking to be provided for the proposed child care centre (and potentially other future uses) on the adjoining lands. The proposal is considered to be consistent with the objectives of the Ministerial Direction.



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2.7 STATE ENVIRONMENTAL PLANNING POLICIES

Sydney Regional Environmental Plan No. 20 - Hawkesbury Nepean River

The Planning Proposal is able to achieve the requirements of the REP. The requirements of the REP relating to water quality are likely to be capable of being suitably managed. Council's Development Engineers have advised that no Specialist Studies are required in relation to water quality and that appropriate consideration of measures required to achieve water quality goals would be undertaken as part of the development application for the child care centre which includes the construction of the car park.

The REP also contains a Planning Policy and recommended strategy to ensure that flora and fauna communities are managed so that the diversity of species and genetics within the catchment are conserved and enhanced.

The surveys that were carried out as part of the Flora and Fauna Assessment determined that there was a small immature patch, 5m by 15m (0.016) ha of Shale Sandstone Transition Forest (SSTF) within the subject site with the remainder of the site containing acacia regrowth and cleared land (as shown in attachment 2).

The composition of the SSTF vegetation community was found to be in a highly degraded condition with an absent canopy and does not meet the condition threshold for the Threatened Ecological Community listed under the Commonwealth Environmental Protection and Biodiversity Conservation Act Act 1999 due to the patch size being less than 0.5ha.

The study notes that the removal of this vegetation would require an Assessment of Significance under s5a of the Environmental Planning and Assessment Act, 1979 as part of the development application for the car park construction; however, it is likely that any impact would not be significant and the land is suitable for the additional permitted use.

The NSW Office of Environment and Heritage and Council's Environmental Services Team both agreed with the findings of the Flora and Fauna Assessment and raised no concerns with the proposed additional permitted use for car parking on the site. The proposal therefore satisfies the policies and strategies of the REP in respect of flora and fauna communities.



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2.8 WOLLONDILLY GROWTH MANAGEMENT STRATEGY

Key Policy Direction	Comment
General Policies	
P1 All land use proposals need to be consistent with the key Policy Directions and Assessment Criteria contained within the GMS in order to be supported by Council.	It is considered that the Planning Proposal is consistent with the key policy directions and assessment criteria contained in the GMS.
P2 All land use proposals need to be compatible with the concept and vision of "Rural Living" (defined in Chapter 2 of the GMS).	Whilst the proposal would enable the use of a car park on rural zoned land, it is considered that the proposal would not be contrary to the concept of rural living based on the following:
	 The site immediately adjoins an existing village and the use of the site as a car park is considered appropriate for the area; The site is limited in its capacity to support most rural uses due to its small size and constraints.
P3 All Council decisions on land use proposals shall consider the outcomes of community engagement.	Community consultation was carried out in accordance with the Gateway Determination conditions and the requirements of the Act. No submissions were received during the formal consultation period.
P4 The personal financial circumstances of landowners are not relevant planning considerations for Council in making decisions on land use proposals.	The personal financial circumstances of individual landowners have not been given consideration as part of this Planning Proposal.
P5 Council is committed to the principle of appropriate growth for each of our towns and villages. Each of our settlements has differing characteristics and differing capacities to accommodate different levels and types of growth (due to locational	The use of the site for car parking intends to service a proposed development (child care centre) within the South Tahmoor Business Development Lands site and it is therefore likely to support an appropriate level of growth in the locality. The use of the subject land for car parking is considered appropriate given the constraints of the site and its limited ability to support other uses.



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Key Policy Direction	Comment
attributes, infrastructure	- Comment
limitations, geophysical	
constraints, market forces	
etc.).	
Housing Policies	
P6 Council will plan for	Not Applicable.
adequate housing to	Trot / ippiloasioi
accommodate the Shire's	
natural growth forecast.	
P8 Council will support the	Not Applicable.
delivery of a mix of	
housing types to assist	
housing diversity and	
affordability so that	
Wollondilly can better	
accommodate the housing	
needs of its different	
community members and	
household types.	
P9 Dwelling densities,	Not Applicable.
where possible and	
environmentally	
acceptable, should be higher in proximity to	
higher in proximity to centres and lower on the	
edges of towns (on the	
"rural fringe").	
P10 Council will focus on	Not Applicable.
the majority of new	Trot rippiiodolo.
housing being located	
within or immediately	
adjacent to its existing	
towns and villages.	
Macarthur South Policies	
Key Policy Directions P11,	Not applicable.
P12, P13 and P14 are not	
applicable to this planning	
proposal. The subject land	
is not with the Macarthur	
South area.	
Employment Policies	
P15 Council will plan for	The car park would support a proposed,
new employment lands	potential employment generating activity
and other employment	on an adjoining lot with the potential to
generating initiatives in	support other future adjoining business
order to deliver positive	uses.



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Key Policy Direction	Comment
local and regional	
employment outcomes.	
P16 Council will plan for different types of employment lands to be in different locations in recognition of the need to create employment opportunities in different sectors of the economy in	The use of the site for car parking would support the viability of the adjoining business development lands which were rezoned as part of a recent Planning Proposal.
appropriate areas.	
Integrating Growth and Infra	structure
P17 Council will not support residential and employment lands growth unless increased	The use of the site for car parking would not create any additional servicing or infrastructure demands.
infrastructure and servicing demands can be clearly demonstrated as being able to be delivered in a timely manner without imposing unsustainable burdens on Council or the Shire's existing and future community.	Servicing and infrastructure provision/upgrades may be required to provide suitable access to the car park and these would be given appropriate consideration as part of the development application for the child care centre and car park.
P18 Council will encourage sustainable growth which supports our existing towns and villages, and makes the provision of services and infrastructure more efficient and viable – this means a greater emphasis on concentrating new housing in and around our existing population centres.	Not Applicable.
P19 Dispersed population growth will be discouraged in favour of growth in, or adjacent to, existing population centres.	The subject site is located adjacent to an existing urban area and will service anticipated future uses on adjoining commercial lands.
P20 The focus for population growth will be in two key growth centres, being the	Not applicable.



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Key Policy Direction	Comment
Picton/Thirlmere/Tahmoor	
Area (PTT) area and the	
Bargo Area. Appropriate	
smaller growth	
opportunities are identified	
for other towns.	
Rural and Resource Lands	
P21 Council acknowledges	The site adjoins an existing urban area and
and seeks to protect the	minimal impact in terms of water quality,
special economic,	drinking water catchment, agricultural
environmental and cultural	lands, aboriginal and European heritage
values of the Shire's lands	and landscape is anticipated.
which comprise	
waterways, drinking water	The Flora and Fauna Assessment has
catchments, biodiversity,	demonstrated that the use of the site for
mineral resources,	car parking would cause minimal impact on
agricultural lands,	flora and fauna values on the site.
aboriginal heritage and European rural	
European rural landscapes.	
P22 Council does not	The proposal would not result in any
support incremental growth	increase in dwelling entitlements or
involving increased	fragmentation of rural lands.
dwelling entitlements	Tragificitiation of rural lands.
and/or rural lands	
fragmentation in dispersed	
rural areas. Council is	
however committed to	
maintaining where possible	
practicable, existing	
dwelling and subdivision	
entitlements in rural areas.	



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2.9 FINAL FORM OF PLANNING PROPOSAL

2.9.1 WOLLONDILLY LOCAL ENVIRONMENTAL PLAN, 2011 (WLEP 2011)

There are no changes to the Planning Proposal as exhibited.

The Planning Proposal seeks amendments to WLEP 2011 as described below:

- Amend the Additional Permitted Uses Maps in Wollondilly Local Environmental Plan 2011 to include the land at Lot 110 DP 8982 (No. 7) Bronzewing Street, Tahmoor.
- Insert the following clause in Schedule 1 of Wollondilly Local Environmental Plan 2011:
 - "9. Use of Certain Land at Tahmoor, within zone RU2 Rural Landscape.
 - (1) This clause applies to land at Tahmoor, being Lot 110 DP 8982 within zone RU2 Rural Landscape.
 - (2) Development for the following purposes is permitted with development consent:

A Car Park or a Car Park ancillary to any Child Care Centre, Medical Centre, Educational Establishment, Shops, Food and Drink Premises or Office Premises".

2.9.2 WOLLONDILLY DEVELOPMENT CONTROL PLAN, 2011 (WDCP 2011)

No amendments are proposed to WDCP 2011.

FINANCIAL IMPLICATIONS

Funding for this project to date has been achieved through Council's adopted Fees and Charges.

ATTACHMENTS IN A SEPARATE BOOKLET

- 1. Map showing subject land.
- Map showing vegetation communities.
- 3. Gateway Determination.
- 4. Proposed amendments to Additional Permitted Uses maps.
- 5. Land use zoning map showing existing unformed road.



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RECOMMENDATION

- 1. That Council finalise the Planning Proposal for land being Lot 110 DP 8982 (No. 7) Bronzewing Street, Tahmoor to amend Wollondilly Local Environmental Plan, 2011 as follows:
 - Amend the Additional Permitted Uses Maps in Wollondilly Local Environmental Plan 2011 to include the land at Lot 110 DP 8982 (No. 7) Bronzewing Street, Tahmoor.
 - Insert the following clause in Schedule 1 of Wollondilly Local Environmental Plan 2011:
 - "9. Use of Certain Land at Tahmoor, within zone RU2 Rural Landscape
 - (1) This clause applies to land at Tahmoor, being Lot 110 DP 8982 within zone RU2 Rural Landscape.
 - (2) Development for the following purposes is permitted with development consent:
 - A Car Park, or a Car Park ancillary to any Child Care Centre, Medical Centre, Educational Establishment, Shops, Food and Drink Premises or Office Premises".
- 2. That in accordance with Section 59 to the Environmental Planning and Assessment Act, 1979 the Planning Proposal be forwarded to the Greater Sydney Commission to make the Plan in the form as detailed in this report and in the Planning Proposal.
- 3. That the applicant be notified of Council's decision.

