



Boondah Road Precinct

6 Jacksons Road and
10 & 12 Boondah Road, Warriewood

Planning Proposal

December 2016

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Executive Summary

This Planning Proposal (PP) has been prepared on behalf of the owners of 6 Jacksons Road; and 10 & 12 Boondah Road, Warriewood ('the site') and seeks to rezone the site to permit Bulky Goods Retail, associated food and drinks premises and a small element of residential as a transition buffer to the residential development to the immediate north. The site is to be known as the Boondah Precinct.

The site is located within the Northern Beaches Local Government Area (LGA) and is within the Warriewood Valley urban release area.

The site is adjacent to the existing Warriewood Square and the district active recreation area of Boondah Road. The PP seeks to facilitate a rezoning of the subject land to permit development of the Boondah Precinct as a Bulky Goods Retail Centre (BGRC) that would be an extension of the retail offering available, without competing with the adjoining Warriewood Square retail centre. The precinct is targeted to provide a contribution to the growing demand for retail floor space identified in the SHOROC Employment Study to serve the needs of the Northern Beaches LGA.

The PP is based upon a Masterplan for the Boondah Precinct prepared by GM Urban Design which provides for the establishment of a Bulky Goods Retail Centre.

The Concept delivers the desirable attributes of:

- Provision of additional retail floor space;
- Improved integration of the retail centre with the emerging locality;
- Provision of linkages to the Warriewood Wetlands;
- Conservation and rehabilitation of Endangered Ecological Communities (EECs);
- Increase in flood storage capacity within the Southern Buffer;
- Provision of additional open spaces opportunities and access to existing open space; and
- Provision of 231 fulltime equivalent employment jobs and 400 construction jobs.

The northern section of the Masterplan area would accommodate residential development and act as a transition from the residential development in Macpherson Street and the northern sections of Boondah Road.

The conceptual Masterplan demonstrates that the landholdings of 3.565ha can accommodate and facilitate development ranging from two (2) up to four (4) storeys in height. The development would accommodate approximately 25-30 dwellings and 16,000m² – 17,000m² gross floor area (GFA) of Bulky Good Retail space.

The concept has responded to the environmental attributes of the precinct in relation to riparian corridors, bushfire hazard planning and flora and fauna impacts. The development concept is predicated on a no net loss of flood storage basis and provides for floor levels above the relevant flood planning levels. As noted in the accompanying flood and stormwater analysis, it is noted that Council's flood planning levels are evolving with further modelling and investigation. The basis of the approach is to comply with the flood planning levels as determined by the ongoing modelling. Based upon the current flood planning guidance, the approach includes the concept of an undercroft flood storage area. This undercroft flood storage area will provide a net increase in flood storage capacity. The undercroft area will be utilised for car parking for the bulky goods retail development.

Emergency flood evacuation would be via a raised Boondah Road to the north. Should the proposal proceed a flood management and evacuation strategy would be prepared and implemented for the bulky goods retail centre.

The predominant land use is non- residential with Flood Hazard Management operating in a similar manner to Warriewood Square.

The flood management strategy adopts Council's flood planning levels and does not propose or require any permanent opening of Narrabeen Lagoon.

The approach to the planning of the area embodied in the Masterplan will lead to the establishment of the area as a focus for the Warriewood Valley and North Narrabeen localities providing a broad range of retail, recreation, employment and residential opportunities.

The site has been demonstrated to be suitable for mixed use development and the submission provides an analysis of the physical and strategic planning constraints and opportunities of the site.

This PP seeks commencement of the statutory process to rezone the site.

Support for this PP is based on the following circumstances and merits:

- Infill urban development opportunity - The redevelopment of the site represents an opportunity to provide additional employment and minor housing opportunities in a location that is well located to augment and complement existing retail and commercial facilities.
- Consistency with the adjoining development - The site can form a complimentary service offering to the adjoining Warriewood Square retail complex and the Warriewood Valley urban release area to the north. The concept enhances the open space network and retains and enhances creekline corridors and buffers to the Warriewood wetlands. The PP represents an opportunity to deliver a compatible urban infill providing employment and minor housing opportunities which will be well located to employment, services, education, recreation and transport facilities.
- Consistency with the planning framework - The PP is consistent with A Plan for Growing Sydney, the Draft North District Plan, the Pittwater Local Planning Strategy 2011, the Warriewood Valley Planning Framework 2010, and the Warriewood Valley Strategic Review 2012.
- Development constraints - The PP is supported by an analysis of the opportunities and constraints of the site in particular the urban design, environmental, natural hazard and transport context of the site. The site is identified as bushfire prone land and subject to flooding. The concept has been designed having regard to these constraints. Similarly, the concept has had regard to environmental constraints and accommodates riparian corridors and buffers to environmentally sensitive lands.

Recommendations

It is recommended that arising from the consideration of this PP, Northern Beaches Council resolve to support the rezoning as detailed in this PP and forward the PP for a Gateway Determination to undertake the following:

- Amend the Land Zoning Map to show the site as part zone R3 Medium Density Residential, part B2 Local Centre, part RE1 Public Recreation and Part E3 Environmental Management in accordance with the configuration shown on the attached proposed Zoning Plan (refer to Attachment 1);
- Impose Building Heights ranging between 15.0m and 18.5m on the Height of Buildings Map in accordance with the configuration shown on the attached proposed Height of Buildings Plan (refer to Attachment 2);
- Impose an FSR of 1.2:1 to the B2 Local Centre zone;
- Delete the land from the Minimum Lot Size map; and
- Amend Clause 6.1 (3) of the Pittwater LEP 2013 to reflect the development potential of the land with a dwelling range of 25-30 dwellings.

1.0 Background

A previous PP included the subject land as well as 3, 6, and 8 Boondah Road, Warriewood.

That PP was subject to a Pre-Gateway Review by the former Sydney Region East JRPP. The PP subject of the Pre-Gateway Review proposed 35,000m² GFA of residential floor space and up to 36,000m² GFA of retail/commercial floor space. The total site area of the land covered by that PP was 6.24ha. This PP covers land of 3.565ha in area.

The JRPP in its advice to the Minister recommended that the proposal not proceed to Gateway Determination for the following reasons:

- The Panel acknowledges that the Warriewood Valley Strategic Review Report 2013 suggests that individual landowners in the Southern Buffer may pursue their own planning proposals. However, the proposal is inconsistent with the Warriewood Valley Strategic Review Addendum Report 2014. This is a recent report prepared by the council and based on community input. The general intention of the Addendum Report for most of this land is to be used for recreation.
- The scale of the residential component of the proposal is twice that of nearby development and would be out of context with any other development in the Warriewood Valley.
- The site is flood-prone land. The proposal is inconsistent with s117 Direction 4.3 in that it may have impact on other properties. The panel notes that the proponent acknowledges that, should the proposal proceed to Gateway, further work on flooding would be required. If this were the only problematic aspect of the proposal, the Panel would merely defer consideration pending completion of further flooding studies.
- The Panel notes that there are Endangered Ecological Communities on the land. While the proponent suggests that these communities could be replanted/relocated elsewhere, there is no firm proposal, approved by the landowner of the land, for such compensatory relocation or replanting.
- The future population of Warriewood Valley requires additional Open Space. The majority of the site (excluding 6 Jackson Road) has been identified for future active Open Space in the draft Warriewood Valley Section 94 Contribution Plan. The Panel notes that the population foreseen by this proposal (about 1,000 persons) alone generates a need for about 2.8ha of Open Space.
- The amount of retail area proposed is excessive. The proposed connection to the existing Warriewood Centre is unsatisfactory. The impact on the expanded Warriewood Centre of -18%, suggested by the applicant, is significant. The impact on Mona Vale centre has not been calculated.

This PP has been prepared having regard to the concerns raised by the JRPP. These are addressed in detail in the submission. Broadly, the concerns raised have been addressed as follows:

- Recreation provisions are addressed in detail below at Section 1.1;
- Residential is now a minor element of the concept providing a buffer transition from existing residential development to the north to the proposed Bulky Goods Retail Centre;
- The flood management approach is focused towards a no net loss of flood storage approach and has significantly reduced the residential component resulting in significantly less potential demand on emergency service agencies;
- The under croft flood storage is provided, increasing local flood storage capacity and providing over flow car parking opportunities;

- The concept includes a proposal to include 6 Jackson Road as open space land that in part includes an identified EEC that comprises Swamp Oak floodplain forest and which has the capacity to augment Council's existing open space assets as well as providing walking trails and maintenance access into the Warriewood Wetlands;
- No EECs are directly impacted on the site;
- The scale of additional residential development capacity and the potential provision of recreation space is addressed at Section 1.1;
- The proposed Bulky Goods Retail Centre would not compete with the existing Warriewood Square Centre, instead providing a form of retail not currently accommodated in the northern area of the Northern Beaches Council; and
- The Economic Impact Assessment has identified that potential impacts on existing centres are very low to low having a less than 10% impact upon trade.

1.1 Open Space Provision

The Warriewood Valley Strategic Review Addendum 2014 ("WVSRA") and the Warriewood Valley s94 Plan Amendment 16, revision 1 ("s94 Plan") identify and recommend that the subject lands (except 6 Jacksons Road) should ideally become active open space for recreational use. This it is stated is based upon the land use suitability identified in the WVSRA and the open space needs of Warriewood valley.

Council's recent Pre-Lodgement Report (Meeting date 2 November 2016) relating to this PP states on page 1 that:

"Council's current strategic planning documents identify the subject sites for active open space. That is Council's clearly outlined position for the Southern Buffer. Any proposal to change that approach is considered high risk."

The report further states at page 2:

"The Warriewood Valley Strategic Review Report 2012 and the Warriewood Valley Strategic Review Addendum 2014 are the adopted strategic planning documents for the Warriewood Valley Release Area including the subject properties."

It is relevant that the Warriewood Valley Strategic Review Report 2012 ("WVSRR") was endorsed by the Department of Planning and Environment however the WVSRA was not.

The Pre-lodgement report further states at page 6:

"The proposal, in seeking to develop 10 and 12 Boondah Road, must account for how the land area earmarked for future sportsfields under the s94 Plan as well as the additional area generated by the subject development can be delivered elsewhere or in close proximity to the Warriewood Valley release area without net loss to the existing active open space area network..."

This report demonstrates that:

- The studies and the associated land capability mapping upon which the open space recommendation are based do not support this recommendation;
- The adopted s94 plan prescribes embellishment of existing playing fields if the subject lands are not purchased by Council for active open space (as opposed to the proponent identifying where new sports fields can be delivered);

- Numerous open space opportunities exist (as identified in the Pittwater Public Space and Recreation Strategy 2014) (“PPSRS”) in close proximity to the Warriewood Valley Land Release that could be embellished in accordance with the s94 plan;
- Open Space assets used for golfing activities provide significant proximate opportunities for sportsfields and are recommended for investigation by Council in the PPSRS for possible change of use to open space uses other than golfing;
- The former Pittwater LGA appears to be well provisioned with Open Space;
- Warriewood Valley appears to be well provisioned with sportsfields; and
- The open space designation is in conflict with the Greater Sydney Commission North District Priorities in this instance.

Given the above issues the Council open space designation in the unendorsed WWSRA should not be supported for the subject lands and should not be determinative for this PP as the WWSRA is not a document that should be given any considerable weight in an independent review. Specifically in Practice Note 16-004 issued by the DP&E it is noted that:

“The Department has strengthened the Strategic Merit Test and proposals will now be assessed to determine if they are:

“consistent with a relevant local strategy that has been endorsed by the Department;...”

Given the WWSR was endorsed by the DP&E the PP should be assessed for consistency against that document and not against the WWSRA that contains the open space/recreation designation which has not been endorsed, and unlike the original WWSRR was not prepared in conjunction with the DP&E.

Basis for Open Space Designation

The WWSRR presented Capability Mapping for the Southern Buffer land. One of the main constraints was flooding and the Hydrology Study (Cardno, 2011) categorised the various parcels from A (least constrained) to G (most constrained) depending upon the extent of inundation during flood events.

The WWSRA reviewed the flood constraint and states in section 5.3.2:

“A review of the lands within the Southern Buffer based on the Narrabeen Lagoon Flood Study 2013, identified that the floor levels required for development would increase. The Category F classification for the majority of land in the Southern Buffer remains. Under this category the land uses recommended are restricted to sporting fields and recreational areas.”

Below is an extract from the WWSRR Hydrology Study where orange is Category F, light blue is Category B and yellow is Category D (12 Boondah Road):

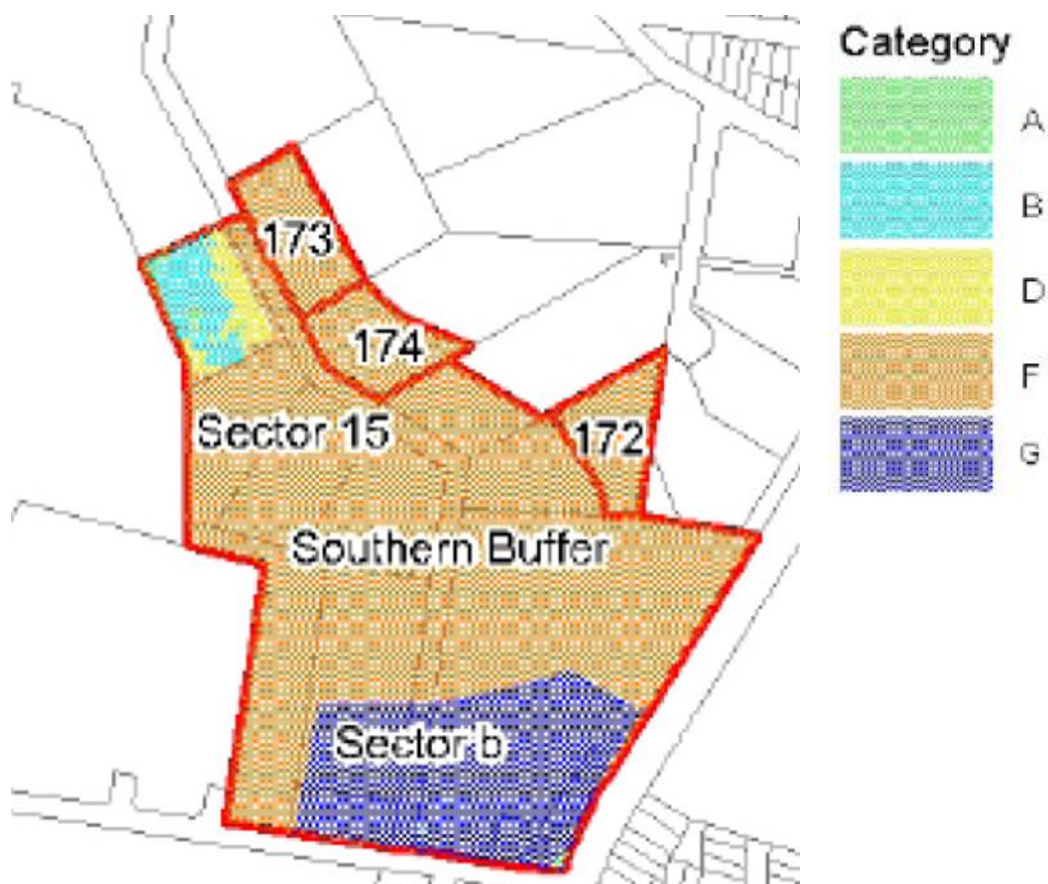


Figure 1: Extract WWSRR Land Classification map

The subsequent Narrabeen Lagoon Flood Study 2013 (NLFS) concluded that the 1% AEP water level is lower than previously estimated and utilised in the capability mapping for the WWSRR. The NLFS revised the level from RL3.15 in the WWSR to RL3.04 in the WWSRA. This is confirmed in the previous assessment report by Don Fox Planning on behalf of Council for a Planning Proposal lodged for the Southern Buffer (PP0007/13) identifying:

“However the most recent adopted 1% AEP (as per Narrabeen Lagoon Flood Study 2013) is 3.04m AHD and PMF of 4.9m AHD”

This 1% AEP level plus 0.5m freeboard is the “Flood Planning Level” (minimum habitable floor level) in the relevant Development Control Plan and this 0.11m reduction in 1% AEP level would correspondingly increase the area that would be mapped as having greater development capability and decrease the required floor level for development. This is opposite to the statement in the WWSRA that:

“the floor levels required for development would increase”.

Notwithstanding that the difference between to RL3.15 and RL3.04 is not likely to materially change the capability of any land other than land within 0.1m of the 1% AEP flood level, this error raises questions as to the reliability of conclusions and recommendations of the WWSRRA generally. In the specific case of 10 and 12 Boondah Road, the Flood Planning Level decreases and it follows that the Capability should increase or at least stay the same as previous.

The WWSRR identified 12 Boondah Road is in fact Category B and D and is not Category F, as shown in Figure 1 above. The WWSRR did not recommend this land should be open space and the hydrology evidence presented in the WWSRA does not support any change to this position based on the review of land capability.

Other constraints are cited as applying to the land in Appendix B of the WWSRA such as bushfire and ecology. This PP demonstrates those constraints can be managed acceptably in the context of the proposal. The PP presents a cut/fill solution for 10 and 12 Boondah Road that is very similar in principal to the cut/fill strategy discussed in the WWSRR at page 47 which states:

“Consequently, the Hydrology Study recommended a significant amount of cut and fill to create two developable areas, noting that the central areas are not suitable for development due to flood depth and flow path requirements. The developable areas are:

- *3.66 hectares in the southern portion of the sector at the corner of Pittwater Road and Jacksons Road*
- *0.87 hectares in the northern portion of the sector adjoining Boondah Road” (including the subject land of this PP).”*

The developable pad in this proposal is approximately 8,000-9,000m² over 12 and 10 Boondah Road, the northern portion of the sector. Extending this habitable floor level over an undercroft parking area on 10 Boondah Road, with the undercroft level based on natural ground level and existing drainage topography, allows for additional flood storage capacity to be introduced to the site. This is demonstrated in the Cut Fill Flood Study by Calibre Consulting 2016 (Attachment 4). The two (2) parcels combined with a cut/fill proposal yield significant developable land that would not be deemed as Category F if the capability were mapped.

The recommendation for the land to be open space/recreation on the basis of capability in the WWSRA should not be determinative for this PP.

Warriewood Valley Section 94 Plan and Pittwater Public Open Space and Recreation Strategy 2014

The Pre-Lodgement report advises that the land is identified for acquisition and if the proponent wishes to use the land for a different purpose then other land must be identified by the proponent. Regarding the Southern Buffer however the s94 Plan states on page 49;

“In the event that Council is unsuccessful in purchasing the 4.15 Ha (or part thereof) or insufficient funds towards embellishing the land purchased to sufficiently meet the objectives of this plan, the following options will be considered:

- *Delay embellishment until funds become available through other future opportunities;*
- *Identify existing sportsfields including any lands purchased for that purpose, with the view to embellishing the playing surface to a higher standard to facilitate increasing the number of hours available for sports use (for example, replacing a turf playing surface with a synthetic surface will allow 7 days per week continued usage regardless of weather conditions and in turn, facilitate increase in number of users).”*

The s94 Plan does not prescribe that the owners must find other land for substitution if negotiations are unsuccessful. This is Council's own adopted s94 plan. As such, the proponent is not required due to their PP to identify new open space on the Council's behalf. Suggested strategies for implementing the s94 Plan are however identified below in Table 1 and existing active open space shown on Figure 2.

Sports grounds	Precinct or reserves	Sportsground (ha)	Sportsfields (ha)
Boondah Reserves East and West	9.21	5	3.6
Narrabeen Sports High School	1.4	1.4	1.4
North Narrabeen Reserve, incorporating Pittwater Rugby Park	23.78	16.97	10.1
Warriewood Valley Sportsground	4.7	3.8	2.4
Total within 600m of PP site	39.09	27.17	17.5

Table 1: Summary of open space within 600m of site (Source: Pittwater Public Open space and Recreation Strategy 2014)

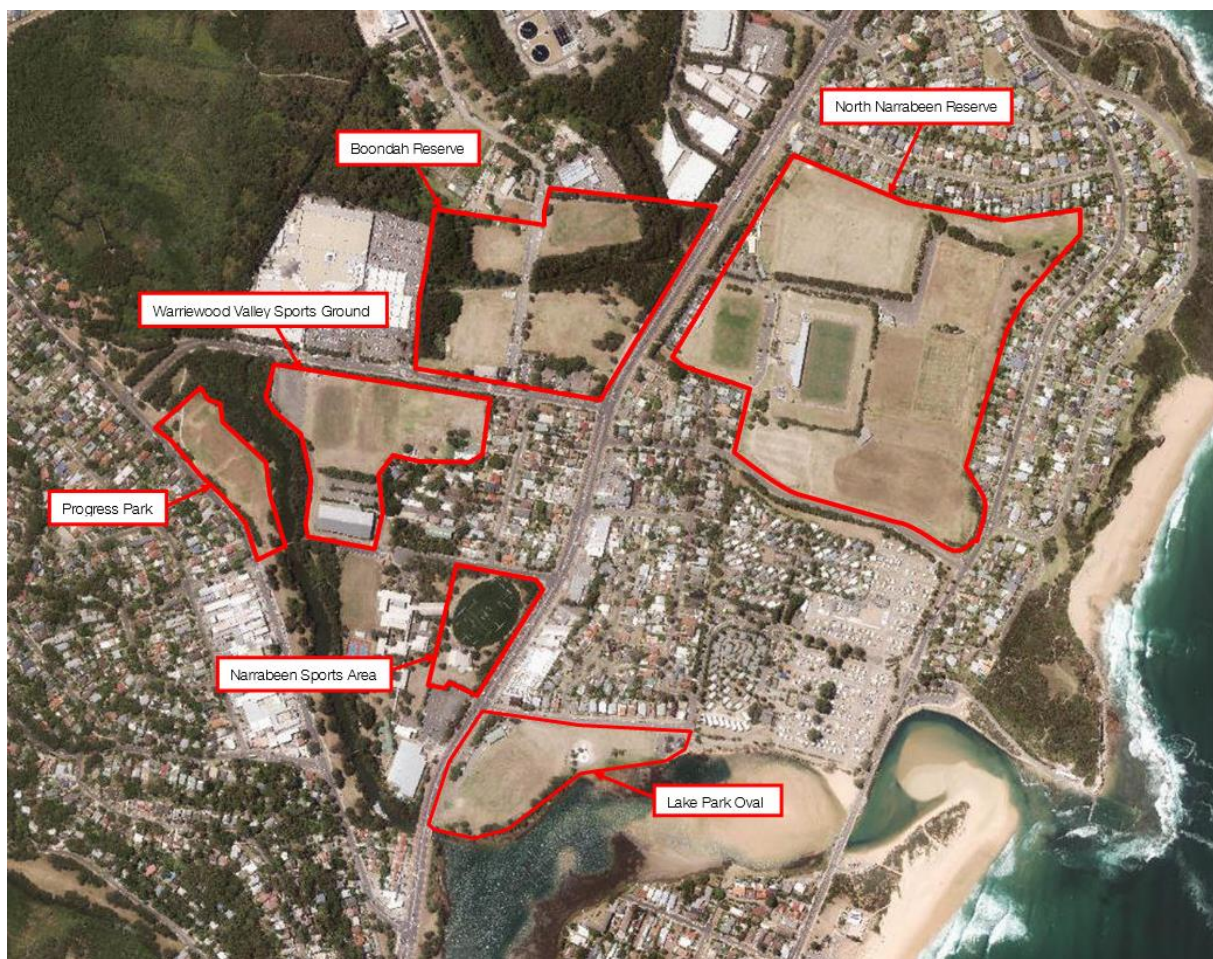


Figure 2: Map of sportsfields within 600m of PP site

From Council's published plans, there are 27Ha of sportsgrounds within 600m of the subject lands. Review of aerial photos and site inspection reveals that almost all of these sportsfields have traditional grass/soil surfaces without any treatment as suggested in the s94 Plan. These fields provide opportunities to embellish underutilised public assets in accordance with the adopted s94 Plan in lieu of the 2Ha (or less given the EEC community on 10 Boondah Road that presumably would be preserved if the land were in fact playing fields) the subject of this proposal.

This approach:

- Provides nexus between the s94 funds from the Warriewood Valley due to proximity of the existing sports fields; and
- Directs the contributions from new residents to improvement of existing public assets that they will utilise, thus avoiding intergeneration equity arguments, a key consideration in s94 matters.

The PPSRS also identifies on page 44 an oversupply of golf courses, one of them being the 13ha Mona Vale Golf Course just over 1km from the subject site.

The PPSRS recommends on page 88:

“Investigate more equitable use of golf courses and bowling clubs for the benefit of the wider community. For instance, Pittwater contains three public golf courses covering 66.6 hectares plus three private golf courses for a population of approximately 62,000”.

When combined with the 4.5ha North Narrabeen Golf Driving range, within 500m from the site it appears there is a total of approximately 17.5ha of golf related public open space that could be investigated as opposed to land in the Southern Buffer adjacent to the existing Warriewood Square centre.

The s94 Plan acknowledges on page 44 the high provision of open space in the former Pittwater LGA stating:

“The LGA is well served, in terms of the everyday needs of its residents, through the provision of local and district parks.”

Comparison to neighbouring (former) Local Government Areas of Warringah, Manly and Ku-Ring-Gai (based on Council figures from relevant s94 plans and open space strategies) it is confirmed that the former Pittwater LGA does in fact have appear to have high provision of total open space, even when conservation, natural areas and national parks are removed. This is demonstrated in Table 2 below.

Former/current LGA	Pittwater	Warringah	Manly	Ku ring gai
Population	61,201	138,869	40,059	120,978
Total open space (ha)	321	621	94	296
Open space (ha/1000 residents)	5.2	4.5	2.3	2.4
Notes	Only includes non conservation areas	Includes developed open space only		Non-bushland open space

Table 2: Open space benchmarking with comparative councils

It is noted that at 5.2ha/1000 residents, Pittwater is providing open space well above the planning guide of 2.83ha per 1000 persons adopted by Pittwater and included in the NSW Growth Centres Code (2006).

Comparing sportsground provision within the former Pittwater LGA and the Warriewood Valley land release also provides a comparison of the equity of sportsfield provision anticipated.

For the population of 61,201 persons, 45ha of sports fields are provided. This equates to 0.7ha of sportsfields per 1,000 persons.

For a projected Warriewood valley population of 6,777 residents, 10.7ha of sportsfields are proposed. This comprises the existing 6.1ha and the 4.6ha identified in the current in force section 94 contributions plan. This equates to a rate of sportsfields for Warriewood Valley of 1.6ha per 1,000 residents, well above the Pittwater average. If the additional 4.6ha is not counted then the sportsfield provision for Warriewood valley would be 0.9ha per 1,000 residents, still well above the Pittwater average.

Council in the exhibited, but not adopted, Draft Warriewood Valley S94 Contributions Plan, Amendment 16, Revision 2 (Draft S94 Plan) identifies that the Warriewood Valley land release generates a need for 18.7ha of open space. The Draft S94 Plan further identifies that 12.86ha of open space has been delivered. The balance to be delivered is 5.84ha comprising 4.15ha (a reduction from the current s94 plan) of active open space and 1.69ha of passive open space, primarily as creek line corridor land.

The former Pittwater Council prepared an addendum to the Warriewood Valley Strategic Review Report (WVSRR) 2013. The original WVSRR was a report prepared jointly by the then Department of Planning and Infrastructure (DP&I) and Pittwater Council. The outcomes of the WVSRR were endorsed by the Director General of the DP&I on 1 May 2013. The WVSRR identifies a range of options that could be pursued for the southern buffer pending demonstration that any constraints on development could be achieved.

The area of land Council has most recently identified as being required for recreation purposes is 4.15ha.

Within the Southern Buffer area, the land not currently open space has a total area of 6.9921ha. This comprises:

Address	Title Description	Site Area
*12 Boondah Road	Lot 3 DP 26902	1.020ha
*10 Boondah Road	Lot 4 DP 26902	1.027ha
8 Boondah Road	Lot 5 DP 26902	1.035ha
6 Boondah Road	Lot 2 DP 574339	1.024ha
3 Boondah Road	Lot 2 DP 552465	0.6197ha
1 Boondah Road	Lot 100 DP 1095913	0.7484ha
* 6 Jacksons Road	Lot 9 DP 806132	1.518ha
Total		6.9921ha

* Land subject to this planning proposal

Table 3: Land within the Southern Buffer area not currently open space

In addition to these identified lands, the opportunity remains for the buffer around the Warriewood STP to be explored for recreation uses.

From a simple mathematical exercise within the Southern Buffer there is approximately 2.84ha more land than the quantum identified as being required for open space. This PP seeks to develop 2.047ha for a Bulky Goods Retail Centre and the delivery of 1.518ha to augment existing open space, retain ecological values and provide recreation amenity and access into the Warriewood Wetlands from the east, which is not currently possible. The configuration of the PP also provides opportunities for maintenance access into the wetlands. The concept anticipates the delivery of a boardwalk connection through 6 Jacksons Road providing connection to Warriewood Square, and boardwalk access into the wetlands which represents superior public access than is currently provided via the loading area and back of house perimeter access road at Warriewood Square or the informal pathways further west.

The two (2) lots proposed to be developed are the northern most lots in the Southern Buffer and the most isolated from existing open space. As Council acknowledges in the Draft S94 Plan, if 4.15ha is not able to be acquired the approach to the provision of open space would need to be reviewed. This also suggests that land that is contiguous to existing open space would be more efficient in accommodating increased open space provision.



Figure 3: Aerial of the Southern Buffer

As shown in the aerial at Figure 3, the current open space is divided by Boondah Road. A comprehensive review of Council's land holdings would identify that the expansion of the eastern open space in a northerly direction and potentially a western direction would provide the most efficient addition of open space. The existing depot site also provides an ideal opportunity to realign land use.

The amalgamation of Pittwater Council to form the Northern Beaches Council should logically include a review of its operational facilities. Converting the current depot to open space would be an outcome worthy of detailed consideration. The investigation of this alternate use would also be consistent with the original planning for the Boondah Depot structures to be light weight and readily relocatable to allow maximum flexibility of the future use of the land.

The addition of the Depot site alone to the available open space would provide opportunities to realign and reorganise the existing sporting facilities. This potential reconfiguration, in addition to the fact that within 600m of Boondah Reserve there is some 27Ha of sportsgrounds controlled by Council or to which Council has rights was shown in Figure 2. The repurposing of these assets would readily facilitate consideration of the Southern Buffer lands for higher order purposes.

Draft North District Plan - District Priorities

Of significance to Warriewood and the Southern Buffer when considering open space is the identification of Warriewood as a Local Centre in the Map Atlas North District. The written Draft District Plan at part 3.1.3 states that:

“The priorities should be considered in strategic planning activities and planning proposals as appropriate.”

Of relevance are two (2) particular priorities being:

- Planning for retail floor space provision and demand in the North District; and
- Prioritise the provision of retail floor space in centres.

This PP is consistent with these priorities and the DP&E endorsed WVSRR, as the land the subject to this submission is:

- A clear extension of the Local Centre;
- Provides a complementary, but not competing, employment generating use;
- Reflects the development capability identified in the WVSRR; and
- Demonstrates how the land use constraints have been addressed.

The stated North District priorities should take precedence.

2.0 Consultation with Council

Formal pre-lodgement consultation occurred with Council at a meeting held 2 November 2016. The report prepared by Council arising from the meeting is included at Attachment 10.

This Planning Proposal has been prepared having regard to the advice received. The summary issues raised are addressed in summary below.

2.1 Strategic Planning Context

Consistent with A Guide to Preparing Planning Proposals (August 2016) the strategic planning documents focussed on relate to those endorsed by the Department of Planning and Environment (DP&E). Accordingly more weight is given to the WWSRR than the subsequent WWSR Addendum.

Regardless the concept has been substantially revised to be now an essentially employment generating land use proposal for a BGRC. The residential component now proposed provides a transitional buffer between the BGRC and the residential development to the north. A residential yield of 25-30 dwellings is now proposed at a scale of four (4) storeys consistent with the adjoining development.

This approach imposes considerably less potential demand upon open space provision and flood evacuation requirements.

The scale has been further reduced to now no longer include 3 Boondah Road. In the Pre-Lodgement concept 3 Boondah Road was to be partially excavated for flood storage creation and ultimate use as open space. The geotechnical investigations have concluded that the depth of the water table is such that excavating to create flood storage may render the land as unsuitable for open space use. The scheme now proposes to increase flood storage through the inclusion under the BGRC an undercroft flood storage area that also functions as car parking.

2.2 Traffic & Transport and Environmental Considerations

The PP is supported by a range of technical assessments:

These include:

- A traffic Impact Assessment;
- An urban design concept demonstrating the potential pedestrian and cycle way connections afforded by the proposal;
- A bushfire assessment report;
- A Flora and Fauna impact assessment;
- Economic Impact Assessment;
- An assessment of flood and stormwater management;
- Groundwater monitoring results;
- Geotechnical advice; and
- Site survey.

The requirements of SEPP 55 have been addressed. Should the proposal proceed to gateway the assumptions made in the consideration of SEPP 55 could be confirmed through the preparation of a stage 1 and or Stage 2 site assessment. These are appropriate reports to consider once the strategic merit of the proposal has been considered. Similarly an Acid Sulfate Soil management plan would be an appropriate requirement when any construction is proposed.

2.3 Urban Design, Social & Cultural Considerations

The Urban Design report (Attachment 3) provides the context, and relationships of the proposal relative to integration with existing retail, residential and open space land uses. The concept masterplan provides an appropriate basis upon which the strategic merits of the concept can be assessed and provide a basis for any high level planning controls relating to building height, FSR and dwelling yield.

2.4 Economic Considerations

The concept has been substantially refined and repositioned responding to the preliminary assessment provided through the pre lodgement process. The concept now encompasses primarily employment land uses comprising a bulky goods retail centre. The approach is to provide a substantially employment generating land use for the site. The bulky goods does not seek to compete with the retail offering of Warriewood Square rather provide a complementary offering in the Warriewood local centre identified in the Draft Northern District Plan. The concept is supported by an Economic Impact Assessment, included at Attachment 8.

2.5 Infrastructure and Other Considerations

As noted the proposal no longer includes 3 Boondah Road or a concept to provide that land as open space and flood storage.

The proposal does include the concept for 6 Jacksons Road to become open space providing pedestrian connectivity into the Warriewood wetland as well as potential augmentation of the existing active open space adjoining the land. Should the strategic merits of the proposal the mechanism for this land to become open space could be formalised post gateway determination.

In consideration of increased demand on infrastructure and services, the primary concern related to a substantial provision of additional residential accommodation and the consequential impacts upon open space provision in particular. While the quantum of demand is not necessarily agreed as addressed at Section 1.1 of this report, the application has regardless been substantially amended to an extent that the dwelling yield sought is in the range of 25-30 dwellings. The impact of this minor residential component would be well within the capacity of planned for support infrastructure.

3.0 Introduction

This Planning Proposal has been prepared on behalf of Cassius Investments Pty Ltd, Henry Fraser Pty Ltd and Henlen Pty Ltd. The Proposal covers land known as 6 Jacksons Road and 10 & 12 Boondah Road, Warriewood. The Proposal provides the justification for the rezoning of the land which is within the Northern Beaches LGA.

This Proposal seeks commencement of the statutory process to rezone the site from RU2 Rural landscape under Pittwater Local Environment Plan (Pittwater LEP) 2014 to part R3 Medium Residential part B2 Local Centre, part RE1 Public Recreation and Part E3 Environmental Management.

It is envisioned that the redevelopment would establish a Bulky Good Retail precinct of two (2) levels with three (3) to four (4) storey residential in the northern portion of the site to integrate with existing and proposed surrounding development.

The Proposal has been prepared in accordance with the Department of Planning and Environment Publication *A Guide to Preparing Planning Proposals* dated August 2016.

The consideration of the proposed amendment to the Pittwater LEP 2014 could be undertaken as a standalone matter.

The Planning Proposal in the following chapters details the merits of the proposed rezoning and has been structured in the following manner:

- Section 2.0 provides a description of the site and its context, including identification of the land to which the proposed rezoning applies and existing development;
- Section 3.0 is the Planning Proposal and is provided consistent with the matters to be considered in the guide to preparing Planning Proposals;
- Section 4.0 provides the conclusions and recommendations to proceed with the Planning Proposal to Gateway Determination and amendment of the Pittwater LEP 2014;
- Appendix 1 provides an assessment against the LEP Evaluation Criteria;
- Appendix 2 provides a consideration of the consistency of the Planning Proposal with State Environmental Planning Policies; and
- Appendix 3 provides a consideration of the consistency of the Planning Proposal with the Section 117 Directions.

The Proposal is supported by the following attachments:

- Attachment 1: Proposed amending Zoning Map;
- Attachment 2: Proposed amending Height of Buildings and FSR Map;
- Attachment 3: Urban Design Study;
- Attachment 4: Flooding and Stormwater Assessment;
- Attachment 5: Flora and Fauna Assessment;
- Attachment 6: Bushfire Hazard Assessment;
- Attachment 7: Transport Assessment;
- Attachment 8: Economic Impact Assessment;
- Attachment 9: Groundwater testing;
- Attachment 10: Geotechnical advice; and
- Attachment 11: Council pre lodgement advice

4.0 Site Description and Context

4.1 Overview

This chapter describes the location of the site, existing development on the land, the current planning framework, and the relationship of the area to A Plan for Growing Sydney and the Draft North District Plan. This description of the site and its context should be read in conjunction with the detailed urban design analysis undertaken by GMU (refer to Attachment 3).

4.2 Site Locality

The area that is the subject of this Planning Proposal is shown in Figure 4.

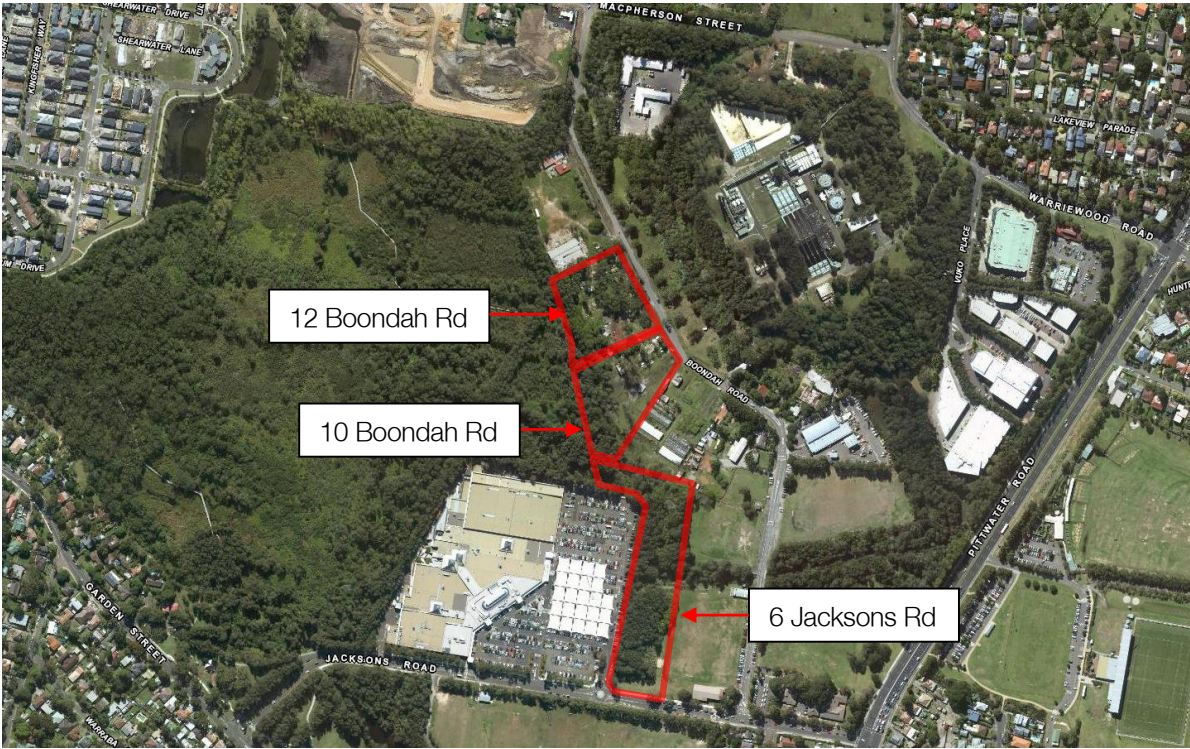


Figure 4: Locality plan (site outlined in red) (Source: Google Maps)

The site is located in the southern area of the Warriewood Valley urban release area within the Pittwater Local Government Area (LGA). The subject land sits within an area known as The Southern Buffer.

The land is currently zoned RU2 Rural Landscape and is located in the vicinity of commercial development (Warriewood Centre) recreation land (Boondah sports fields) environmental protection lands (Warriewood Wetlands), regional infrastructure (Warriewood Sewage Treatment Plant (STP) and residential land (residential development on Macpherson Street and Boondah Road).

4.3 Site Context

Outline

The context of the site is currently predominantly urban in character against a backdrop of the Warriewood wetlands to the west. Warriewood Valley has been undergoing change from a former intensive agricultural area to a predominantly residential locality. The Southern Buffer area has been delayed for redevelopment initially due to the desire to provide a buffer to the Warriewood STP. The STP has been upgraded to a level that the desired buffer is now able to be accommodated within the Sydney Water landholding and no longer relies upon limitation of land use on private land holdings.

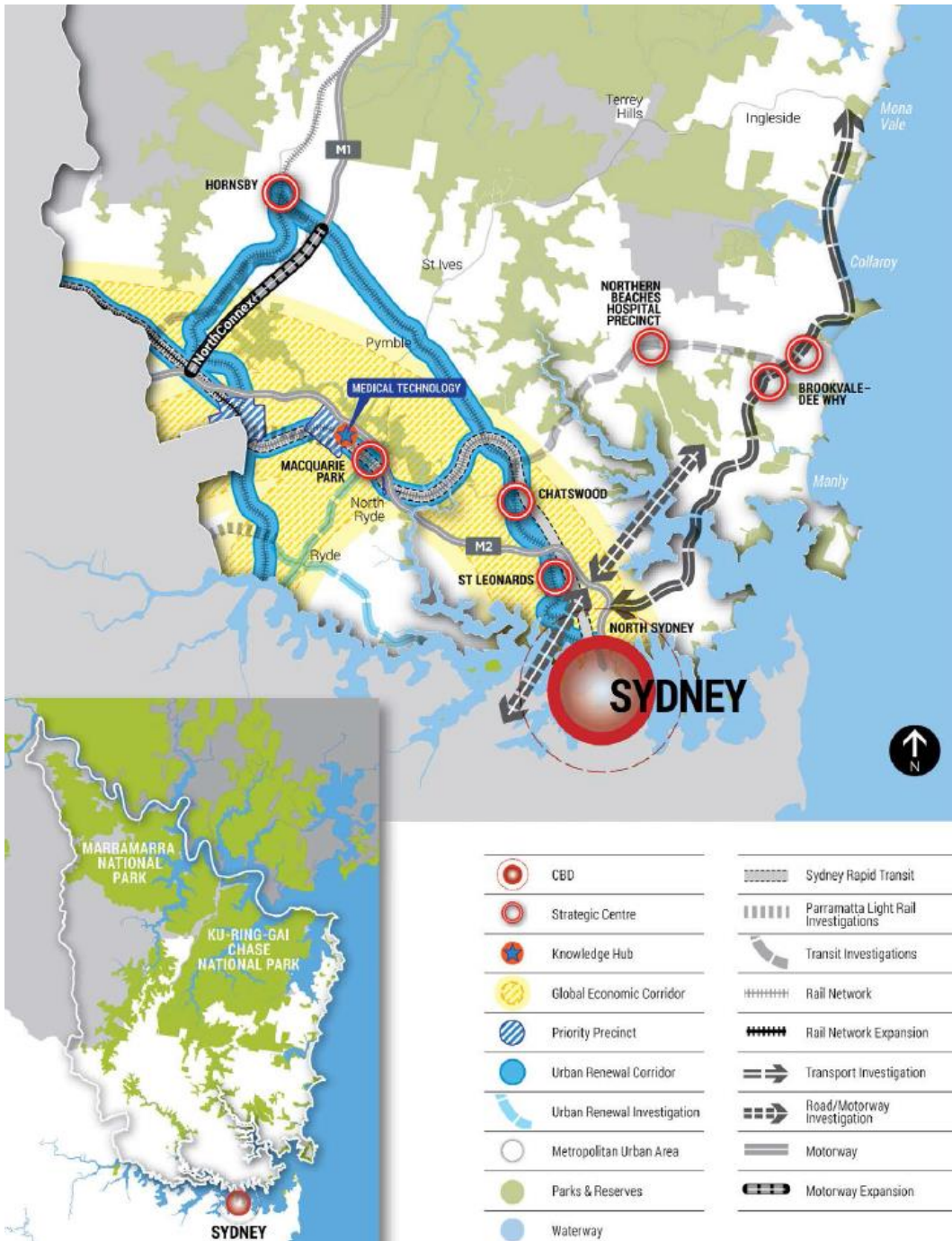


Figure 5: North Subregion – A Plan for Growing Sydney

The surrounding development will be a mix of urban, active recreation and passive recreation/environmental protection.

Warriewood Valley Urban Land Release

The Warriewood Valley urban release area has been progressing since the mid 1990's. Warriewood Valley and the recently announced Ingleside, are significant contributors to the 3,400 additional dwellings by 2024, projected for the Northern Beaches in the Draft North District Plan.

A review of the undeveloped lands within Warriewood Valley known as the "Warriewood Valley Strategic Review" (WVSR) has been completed as a joint project between Council and the then Department of Planning & Infrastructure (DP&I).

The review sought to:

- Identify appropriate development controls for the Warriewood Valley area;
- Investigate opportunities to create a new employment/retail/commercial area in the Southern Buffer; and
- Review and provide recommendations for dwelling numbers for undeveloped land in Warriewood Valley having regard to environmental constraints and the needs of the local and wider population.

The Strategic Review report recommended that the exhibited concept plan for a mixed use centre not proceed. The exhibited concept essentially contemplated development of publicly owned land at the corner of Jacksons Road and Pittwater Road.

The review recommended that future investigation by landowners, individually or collectively, must address the constraints and opportunities highlighted in the review.

This request for a Planning Proposal is consistent with the WVSRR outcomes being supported by:

- An urban design analysis and Masterplan;
- Hydrological analysis;
- Traffic and transport analysis;
- Bushfire risk assessment;
- Flora and fauna impact assessment; and
- Economic Impact Assessment.

In addition to these matters raised by the WVSRR, the proposal is supported by groundwater monitoring and geotechnical advice.

4.4 The Site

The land that is the subject of the Planning Proposal is located within the Northern Beaches LGA. The land is owned or controlled by Henroth Investments Pty Ltd and comprises three (3) allotments of land with real property descriptions of:

Address	Real Property Description
10 Boondah Road	Lot 4 DP 26902
12 Boondah Road	Lot 3 DP 26902
6 Jacksons Road	Lot 9 DP 806132

Table 4: Real property descriptions of the subject sites



Figure 6: Site context – subject sites indicated by red markers (Source: Sixviewer)

The three (3) lots are to the west of Boondah Road and share boundaries with the Warriewood Wetlands, Boondah Reserve open space, Warriewood Square and residential flat building development to the north.

The combined lots are irregular in shape and have a combined area of approximately 3.565ha. The area proposed to accommodate the Bulky Goods Retail Development and minor residential accommodation has an area of approximately 2.047ha.

The land has historically been used for intensive agricultural uses, but is now predominantly used for residential purposes and storage.

The eastern portions of the site are largely cleared, with regrowth vegetation located to the east adjoining the Warriewood wetlands, with the exception of 6 Jacksons Road which contains predominantly swamp oak forest trees.

5.0 Current Land Use Zoning

5.1 Zoning

The site is currently zoned RU2 Rural Landscape under the provisions of the Pittwater LEP 2014 (refer to Figure 7 below).

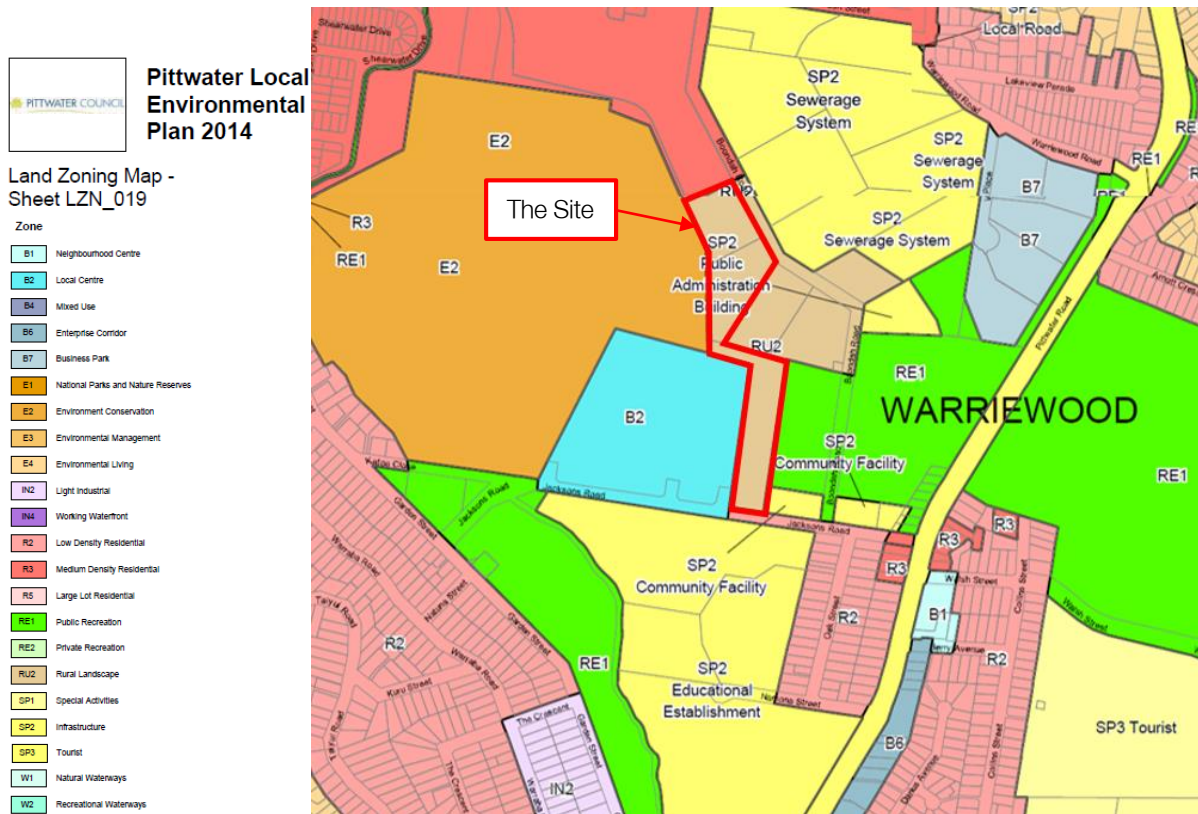


Figure 7: Zoning Map Extract from Pittwater LEP 2014

It is evident from the zoning map at Figure 7 that the site is located immediately adjacent to a large area of Residential zoned land to the north, Business zoned land to the southwest (Warriewood Square) and Recreation zoned land to the east (Boondah sports fields).

6.0 The Planning Proposal

6.1 Overview

In accordance with *A guide to preparing Planning Proposals* (NSW Department of Planning August 2016) a Planning Proposal is to be comprised of six (6) parts:

- Part 1 – A statement of the objectives or intended Outcomes of the proposed LEP;
- Part 2 – An explanation of the provisions that are to be included in the proposed LEP;
- Part 3 – The justification for those objectives, outcomes and provisions and the process for their implementation;
- Part 4 – Mapping;
- Part 5 – Details of the community consultation that is to be undertaken on the Planning Proposal; and
- Part 6 – Project timeline.

This section addresses and responds to the matters for consideration detailed within the guide.

6.2 Objectives and Intended Outcomes

The objective of this Planning Proposal is to enable the redevelopment of the land for a range of urban development comprising a BGRC with associated food and drinks premises, and a small transitional residential flat building (RFB) to the north.

A Masterplan for the site has been prepared by GM Urban Design and Architecture (refer to Attachment 3).

The objectives of the proposal are to:

- Establish a BGRC in the Southern Buffer of Warriewood Valley to supplement the range of services and facilities in the current and future expanded Warriewood Centre;
- Provide employment and limited residential opportunities responding to identified demand;
- Provide opportunities for reconfiguration of Council's active open space assets through the provision of 6 Jacksons Road as open space;
- Provide recreation access into Warriewood Wetlands from the east;
- Conserve the EECs on the site;
- Increase flood storage capacity in the Southern Buffer; and
- Optimise the utilisation of existing infrastructure.

The intended outcome of the Planning Proposal is to rezone the subject land to amend the Land Zoning Map to show the site as part zone R3 Medium Density Residential, part B2 Local Centre, part RE1 Public Recreation and Part E3 Environmental Management).

It is intended that the Planning Proposal would result in an amendment to Pittwater LEP 2014.

The Planning Proposal and Masterplan would accommodate a two (2) level Bulky Good Retail Centre of 17,000 to 18,000m² and a part three (3), part four (4) storey RFB of 25-30 dwellings to the north adjoining, existing residential development.



Figure 8: Preferred concept masterplan - GMU

6.3 Explanation of Provisions

The requested amendments to the Pittwater LEP 2014 proposes to rezone the land to facilitate urban development of the subject land. It is proposed that the land be zoned part R3 Medium Density and part B2 Local Centre, part RE1 Public Recreation and Part E3 Environmental Management. The R3 zone would facilitate a small transitional RFB of 25-30 dwellings, while the B2 zone will facilitate a Bulky Good Retail

Centre of 16,000 – 17,000m² GFA. The Masterplan developed for the Boondah Precinct establishes a mixed use retail, residential and recreation destination in the lower Warriewood Valley.

The Masterplan envisages creating a boardwalk link with the Warriewood Wetlands and a possible future plaza, oriented towards the wetlands.

Building height controls will control the form and scale of proposed development. The Masterplan graduates building height down to the site periphery. Heights proposed are three (3) to four (4) storeys for residential (15.0m) and two (2) levels (18.5m) for the Bulky Goods Retail component.

The amended controls include the following:

- Amend the land zoning map to show the subject land as part R3 Medium Density Residential, part B2 Local Centre, part RE1 Public Recreation and part E3 Environmental Management (refer Attachment 1);
- Amend the height of building map to impose height ranging from 14.5m to 16.0m over the site (Attachment 2);
- Amend the FSR Map to apply an FSR of 1.2:1 to the B2 Local Centre Zone; and
- Add a dwelling yield range to clause 6.1(3) of Pittwater LEP 2014 for the site of between 25-30 dwellings.

There are no other provisions that are required to be amended.

It is anticipated that site specific DCP controls may be required for the area. These can be incorporated into the Pittwater DCP and could be prepared, upon Gateway determination.

The Planning Proposal does not seek to amend the zoning of any public land.

6.4 Justification

This section addresses the need for the rezoning, identifies the background studies undertaken, why the Planning Proposal is the best approach and what the community benefits will be.

Section A – Need for the Planning Proposal

Q1 Is the planning proposal a result of any strategic study or report?

The subject land has been part of the broader Warriewood Valley land release since its inception. Of particular relevance are:

- The Warriewood Valley Planning Framework 2010;
- The SHOROC Employment Lands Study and Addendum;
- The Pittwater Local Planning Strategy;
- The Warriewood Valley Strategic Review Report; and
- The Warriewood Valley Strategic Review Addendum.

These documents are addressed below.

Warriewood Planning Framework 2010

The land subject of this Planning Proposal request is located within Sector 15 under the Planning Framework (refer to Figure 9 overleaf).

Under the Planning Framework, Sector 15 is identified as potential employment generating land. The framework also identifies that the land is subject to potential flooding and sea level rise due to climate change.

The objective of the framework is to provide a basis against which to assess and consider the preparation of detailed Planning Proposals to pursue urban development of land in the release area.

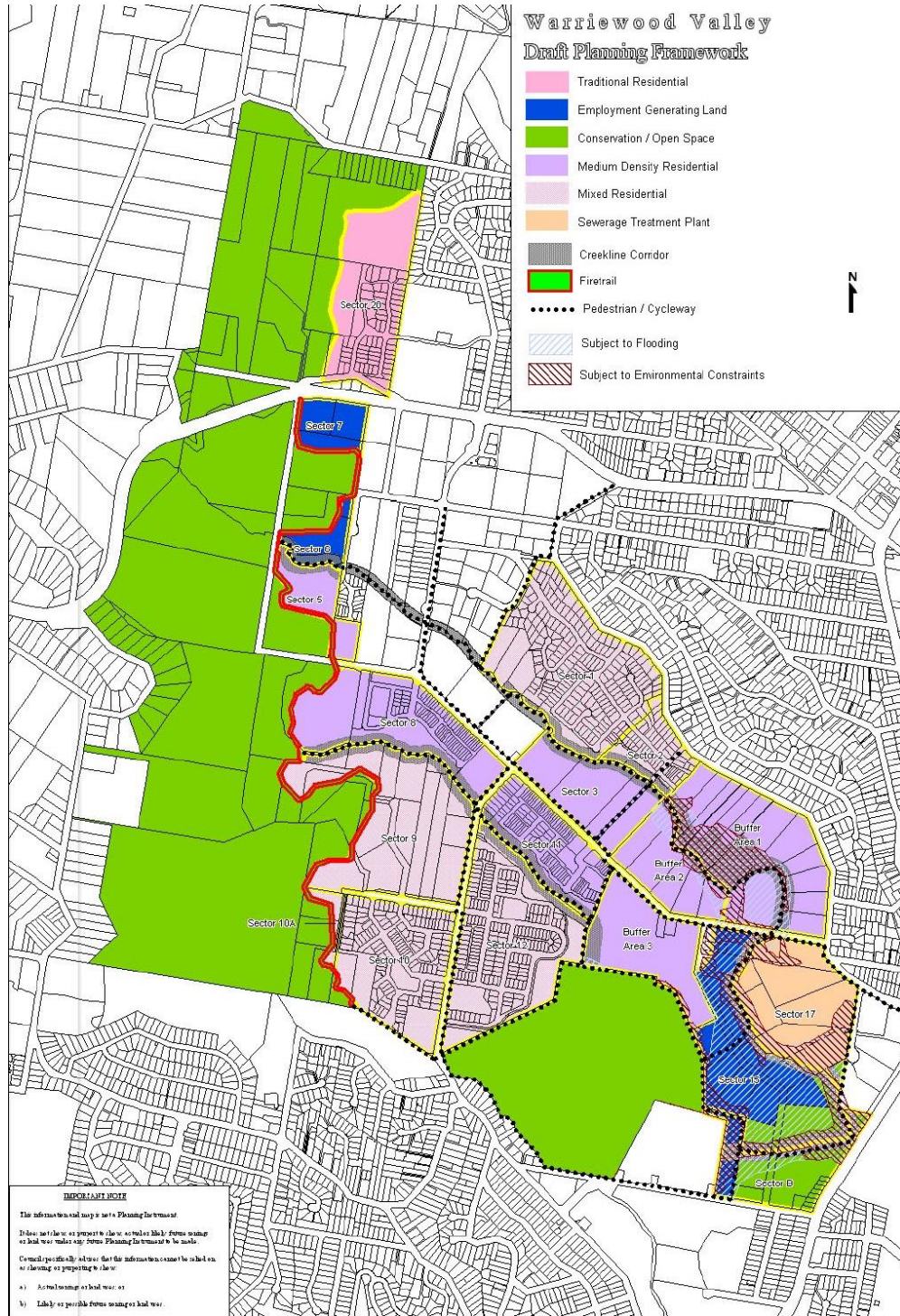


Figure 9: Planning Framework Map extract (Source: Warriewood Valley Planning Framework 2010 p.60)

SHOROC Employment Lands Study and Addendum

The SHOROC Employment Lands Study (ELS) was commissioned in response to the draft Subregional Strategies applying to the member Councils to test the employment targets identified for the region.

The SHOROC (ELS) and Addendum identified a projected required increase in retail floor space of 106,708m², to facilitate the accommodation of 3,771 employment positions.

The report confirms that for the then Pittwater LGA to contribute to the generation of local employment opportunities will require action to identify and zone appropriate land to accommodate employment generating uses.

Pittwater Local Planning Strategy

The Pittwater Local Planning Strategy (LPS) was prepared by the then Pittwater Council to guide land use planning decisions, particularly as a foundation for a Comprehensive Pittwater Local Environmental Plan (LEP) and Development Control Plan (DCP). This comprehensive LEP is now the in force Pittwater LEP 2014.

Of relevance to the subject site is Section 7.0 Economy and Employment and the discussion on the strategies to address employment targets for the Pittwater Area. The strategy addressed the strengths and weaknesses of a number of locations to consider to accommodate increased retail floor space.

The only option recommended for further investigation was the creation of a new centre in the Southern Buffer adjoining Warriewood Centre.

This Planning Proposal has embraced this analysis and has demonstrated the feasibility of the establishment of a new centre which integrates with, and anticipates, expansion of the existing Warriewood Centre to create a genuine town centre. As indicated in the Strategy, the Planning Proposal is supported by preliminary investigations to demonstrate how the constraints applying to the site can be addressed.

Warriewood Valley Strategic Review Report

The Department of Planning & Infrastructure (DP&I) and the then Pittwater Council completed and endorsed in May 2013 the Warriewood Valley Strategic Review into the planning framework within Warriewood Valley. The review sought to explore opportunities for increased development potential within undeveloped sectors of the release area. The review examined dwelling densities, height controls, transport network capacity and infrastructure capacity, and demands within the valley and surrounding areas.

Specifically, the review explored development opportunities for the Southern Buffer and the potential for a mixed use centre to be developed. The review was supported by specialised studies comprising:

- Hydrology Study;
- Urban Design Study;
- Transport Study; and
- Economic Feasibility Study.

Recommendation 1.6 of the review relating to the Southern Buffer area included:

"It is recommended that the exhibited Concept Plan for a mixed use centre not proceed.

Future planning investigation by landowners, either working individually or as a group, must address the constraints and opportunities highlighted by this review, including the impact of any proposed development on the environmental (sic) other centres, recreational lands and community expectations."

This request for a Planning Proposal has addressed the broader strategic framework and is supported by:

- Urban Design Study and Masterplan prepared by GMU;
- Flood and Stormwater Management report prepared by Calibre Consulting;
- Traffic assessment prepared by GTA;
- Ecological constraints analysis prepared by Travers Consulting;
- Bushfire Hazard Assessment;
- Economic Impact Assessment; and
- Groundwater monitoring and geotechnical advice.

Urban Design

The urban design and supporting masterplan identifies the outcomes of the concept as achieving:

- A centre that strengthens the area's identity and supports the traditional retail offering of Warriewood Square without directly competing;
- The use of Warriewood Wetlands as an integral part of the centre with enhanced recreational, walking and nature-watching opportunities;
- Enhanced access and services to surrounding residential areas;
- Provision of employment opportunities and Bulky Goods Retail space to respond to projected demands;
- A Residential transition to the north of the site;
- A development that meets the new requirements of the flood planning level, retail parking on the roof and undercroft, transition treatments to adjoining areas and public domain linkages; and
- A new employment hub well connected to the broader catchment.

Economic Impacts

The Economic Impact Assessment prepared for the proposal identifies that the potential impacts on existing centres are very low to low having a less than 10% impact upon trade. The assessment also identifies that the BGRC could generate 231 fulltime equivalent (FTE) on-going jobs and 400 construction jobs. This represents a short term and on-going positive economic contribution of the proposed development.

Ecological Constraints

The ecological constraints analysis has considered potential flora and fauna and bushfire constraints.

The analysis has found that no endangered flora populations occur within a 10km radius of the site and there are no known endangered flora populations.

In relation to fauna, two (2) threatened fauna species were recorded in the surveys undertaken – the Eastern bent wing bat and the Grey headed flying fox. Other fauna species were identified as having the potential to utilise the area on a seasonal or periodic basis. These would be matters of detailed consideration in future development applications, and not identified as matters that would preclude proceeding with a Planning Proposal.

Potential endangered populations considered included the Koala population and the Squirrel Glider population of the Barrenjoey Peninsula.

It was concluded that the site does not contribute any habitat of importance for the Squirrel Glider population.

In regards to the Koala population, Swamp Mahogany trees are present in the broader study area which are a potential feed source. It is, however, considered unlikely that the area is utilised by any remaining Koala population in the LGA. No swamp mahogany trees are identified on the land the subject of this Planning Proposal

Bushfire Hazard Management

Bushfire constraints have been mapped having regard to riparian corridor width and setbacks required by the Planning for Bushfire Guidelines. These buffers and setbacks have been incorporated into the Masterplan that has been prepared for the Boondah Precinct in support of this Planning Proposal request.

Flood Management

The conceptual Masterplan accommodates habitable floors above the flood planning level. The concept facilitates the provision of increased flood storage capacity within the undercroft which will also be utilised as car parking.

The Flood and Stormwater Analysis has adopted the flood planning levels identified by flood studies undertaken by Council for the locality. The flood management study has identified a strategy to accommodate development that:

- Maintains cut and fill balance to avoid loss of flood storage;
- Provision of suspended slab construction to accommodate permeable building footprints to accommodate flood flows;
- Maintaining the floodway to maintain existing flood conveyance capacity; and
- Providing habitable flood levels and basement entrances above the 1% AEP Flood Planning level.

Emergency Response planning has been addressed through the adoption of shelter in place for the small residential component and moving to the upper levels in the Bulky Goods Retail Centre.

Habitable floor levels will be provided above the PMF allowing shelter in place options if desired. Evacuation would be to the north via an upgraded and raised Boondah Road.

Transport Assessment

The Transport Assessment has considered:

- The impact of the modified road network;
- The traffic generation of the Masterplan;
- Impacts upon public transport;
- Car parking requirement and provision; and
- Road infrastructure upgrades.

The assessment has concluded that the proposal is generally consistent with previous traffic planning for the locality, that generated car parking demand could be accommodated on site and that the road network could accommodate the traffic generated.

Aboriginal Heritage

The site has been subject to significant disturbance through agricultural use and land filling and is considered unlikely to contain any Aboriginal heritage value. An Aboriginal heritage study could be undertaken post Gateway Determination and prior to exhibition if identified as necessary.

European Heritage

There are no items of European heritage significance on the site. No further heritage assessment is considered to be required in this instance.

Noise

The site is not in close proximity to the Pittwater Road carriageway and the road noise source.

It is considered that potential noise mitigation would be a matter appropriately dealt with at development application stage should the Planning Proposal proceed. The subject lands are substantially set back from the Pittwater Road corridor and are to be unaffected by road noise from the existing road corridor.

Odour

The Warriewood STP has been a source of potential adverse odour impact. Ameliorative measures have been implemented to the plant to avoid any restriction on residential occupation of the subject land.

Summary

The analysis undertaken identifies that the primary physical constraints of flood management, flora and fauna and bushfire risk can be addressed and accommodated.

Moreover, the Planning Proposal and Masterplan identifies significant beneficial outcomes in the establishment of a BGRC to support existing retail provision and provide employment opportunities close to home for the surrounding urban area. The concept includes limited residential development to provide a transition to the north.

The Masterplan for the Boondah Precinct proposes the development of a BGRC. The concept proposes floor levels above predicted flood levels. The proposed retail parking will be provided on the roof level with additional car parking provided within the undercroft.

Consideration of a rezoning of the land, informed by these and future investigations, will facilitate the pursuit of a comprehensive urban development for the area.

The Planning Proposal process is the most appropriate means to apply planning controls to the subject land. The Planning Proposal process would deliver revised planning controls for the site while also responding to the broader strategic issues of the A Plan for Growing Sydney and the Draft North District Plan.

The preliminary analysis identifies that there is development potential of the site and that strategies and approaches are available to pursue to respond to and address the environmental constraints.

Warriewood Valley Strategic Review Addendum

Consistent with the Practice Note 16-004 issued by DP&E, in considering strategic merit, planning strategies endorsed by the Department should be the basis of the strategic merits test. The addendum was not endorsed by the DP&E and is therefore of less relevance. As noted in the discussion of open space at Section 1.1.3, the WWSRA is in conflict with the Draft District Plan designation of Warriewood as a Local Centre. As discussed in the attached flooding and stormwater report there has been inconsistent interpretation of the flood planning levels that led to the open space designation recommendation in the WWSRA.

Q2. Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

The Planning Proposal is considered the best option as it will allow the redevelopment of the site in a manner that is compatible with the surrounding urban land uses. It is also the recommended way forward identified in the WWSRR.

The site is currently zoned RU2 Rural Landscape under Pittwater LEP 2014 which has limited urban development potential. Given surrounding lands have been zoned to include a number of residential precincts and is within an identified release area, the proposal seeks an urban rezoning. The Planning Proposal is considered to be the best and only method of achieving renewal of land use at the site – consistent with the changing context of the locality and the Planning Framework applying to the site.

A site specific LEP rezoning is preferred as it allows a detailed response to the site as opposed to a more broad brush approach of a comprehensive LEP. A site specific rezoning will enable a more detailed analysis of the site considerations and the delivery of appropriate controls and mechanisms to deliver development of this central location.

Section B – Relationship to Strategic Planning Framework

Q3. Is the planning proposal consistent with the objectives and actions of the applicable regional, sub-regional strategy, or district plan or strategy (including any exhibited draft plan or strategy)?

Q3(b). Does the proposal have strategic merit? Is it:

- Consistent with the relevant regional plan outside of the Greater Sydney Region, the relevant district plan within the Greater Sydney Region, or corridor/precinct plans applying to the site, including any draft regional, district or corridor/precinct plans released for public comment; or
- Consistent with a relevant local council strategy that has been endorsed by the Department; or
- Responding to a change in circumstances, such as the investment in new infrastructure or changing demographic trends that have not been recognised by existing planning controls.

A Plan for Growing Sydney

A Plan for Growing Sydney (the Strategy) outlines the government strategic framework for managing and delivering growth for greater Sydney until 2034. The Strategy identifies that 689,000 new jobs and 669,000 new homes will be required to support the projected growth of Sydney.

Recent updates on growth projections released by the Department of Planning and Environment identify that population growth is likely to be greater than originally anticipated in the strategy. Increased population growth will increase the demand for employment opportunities. Directions within the strategy relevant to the planning proposal include:

- **Direction 1.7:** Grow strategic centres, providing more jobs close to home.
 - **Action 1.7.1:** Invest in strategic centres across Sydney to grow jobs and housing and create vibrant hubs of activity.
- **Direction 2.1:** Accelerate housing supply across Sydney.
 - **Action 2.1.1:** Accelerate housing supply and local housing choices.
- **Direction 2.2:** Accelerate urban renewal across Sydney – providing homes closer to jobs.
 - **Action 2.2.2:** Undertake urban renewal in transport corridors which are being transformed by industrial and around strategic centres.

The PP is consistent with the strategy and the above relevant directions and actions as:

- The proposal is estimated to provide ongoing employment for in the order of 231 jobs;
- The employment would be located in an area with a high level of travel outside of the area for employment, providing jobs closer to home;
- Provision of a small contribution to overall dwelling targets within the Warriewood Valley Land Release;
- The potential new jobs supplement, but do not compete with the existing Warriewood Square; and
- The new dwellings are in a planned land release well reviewed for residential use.

Draft North District Plan

The District Plans have been released for exhibition by the Greater Sydney Commission (GSC) and will be on exhibition until early 2017. The District Plans provide the basis for strategic planning in each of the six (6) identified districts and establish planning priorities that are consistent with A Plan for Growing Sydney and actions to achieve those priorities. The Northern Beaches Council area and the Warriewood Local Centre are within the Northern District (figure 10).

Relevant Priorities and Actions for the proposal identified the Draft North District Plan (Draft Plan) include:

- **Productivity Priority 1:** Protect and support employment and urban services land.
 - **Action P1:** Develop a better understanding of the value and operation of employment and urban services land.
- **Productivity Priority 2:** Manage growth and change in strategic, and district centres and, as relevant, local centres.
 - Particularly delivery of district centre job targets and meeting the relevant and service needs of the community.
- **Productivity Priority 3:** Prioritise the provision of retail floor space in centres
 - Particularly responding to retail floor space demand, and employment opportunities close to population areas
- **Liveable Priority 1:** Deliver North District's five-year housing targets
 - **Action L3:** Council to increase housing capacity across the district.

The proposal is consistent with these Priorities and Actions, particularly in relation to employment opportunities. The provision of approximately 17-18,000m² of Bulky Goods Retail space has been identified as generating in the order of 231 FTE jobs. These jobs are considered with the Draft Plan that include underlying goals to provide access to local jobs, goods and services within 30 minutes, addressing the identified retail floor area shortfall for the North District.

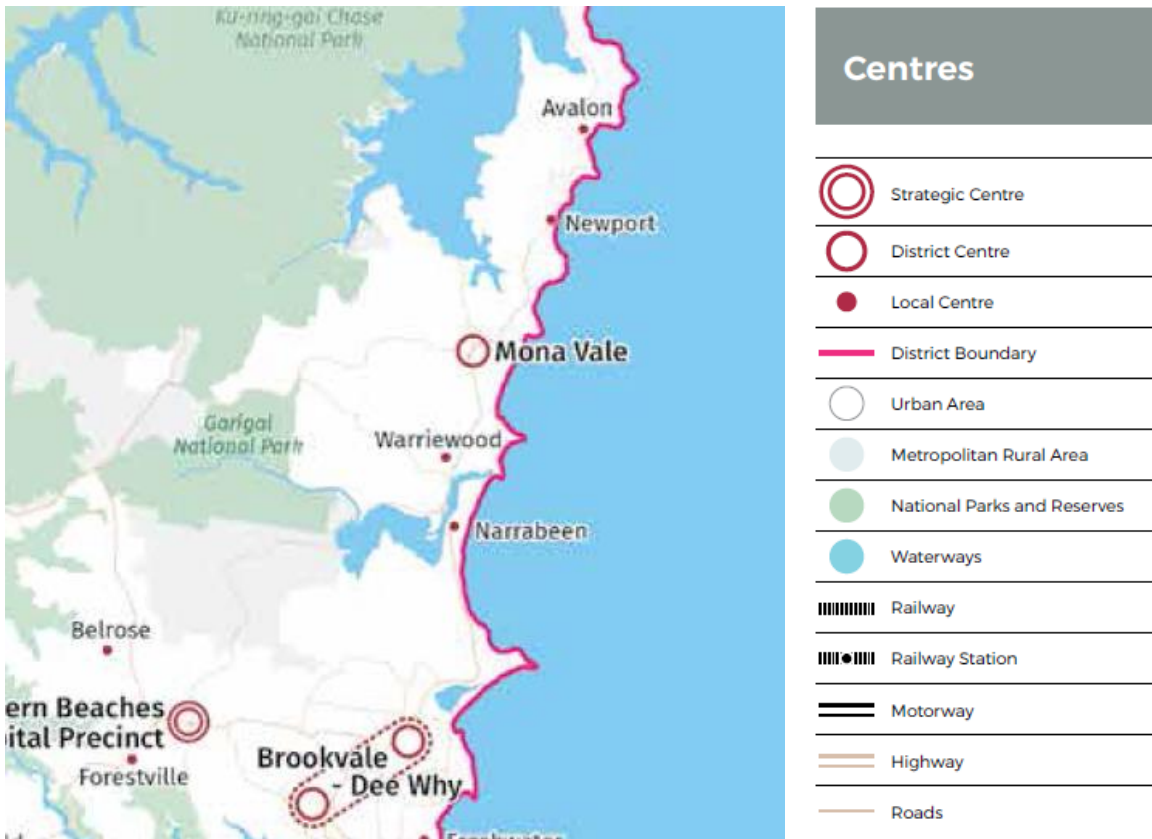


Figure 10: Extract of North District Centres - Draft North District Atlas

Consistency with a relevant local strategy endorsed by the Department

The Department of Planning & Infrastructure (DP&I) and the then Pittwater Council completed and endorsed in May 2013 the Warriewood Valley Strategic Review into the planning framework within Warriewood Valley. The review sought to explore opportunities for increased development potential within undeveloped sectors of the release area. The review examined dwelling densities, height controls, transport network capacity and infrastructure capacity, and demands within the valley and surrounding areas.

Specifically, the review explored development opportunities for the Southern Buffer and the potential for a mixed use centre to be developed.

The review was supported by specialised studies comprising:

- Hydrology Study;
- Urban Design Study;
- Transport Study; and
- Economic Feasibility Study.

Recommendation 1.6 of the review relating to the Southern Buffer area included:

“It is recommended that the exhibited Concept Plan for a mixed use centre not proceed.

Future planning investigation by landowners, either working individually or as a group, must address the constraints and opportunities highlighted by this review, including the impact of any proposed

development on the environmental (sic) other centres, recreational lands and community expectations.”

This request for a Planning Proposal has addressed the broader strategic framework and is supported by:

- Urban Design Study and Masterplan prepared by GMU;
- Flood and Stormwater Management assessment prepared by Calibre Consulting;
- Traffic assessment prepared by GTA;
- Ecological constraints analysis prepared by Travers Consulting;
- Bushfire Hazard Assessment prepared by Travers Consulting;
- Economic Impact Assessment prepared by Leyshon Consulting;
- Groundwater monitoring and geotechnical advice prepared by Douglas Partners.

As addressed in detail at section 6.4 of this report the outcomes of the WWSRR have been addressed and the PP is consistent in that regard.

Q3(b). Does the proposal have site specific merit, having regard to the following:

- *The natural environment (including known significant environmental values, resources or hazards);*
- *The existing uses, approved uses, and likely future uses of land in the vicinity of the proposal; and*
- *The services and infrastructure that are or will be available to meet the demands arising from the proposal and any proposed financial arrangements for infrastructure provision.*

The PP is supported by studies, addressing flooding and stormwater, bushfire and ecological impacts. The assessments have identified that it is practical and feasible to incorporate the site’s physical and environmental attributes into a future development.

The site masterplan preserves the identified EECs and facilitates integration and linkages to the Warriewood Wetlands in particular provides greater opportunities for recreation and maintenance access while also making the views to the wetlands an attribute for future developments.

Q4. Is the planning proposal consistent a local council’s Local Strategy, or other local strategic plan?

The former Pittwater Council adopted the Pittwater Local Planning Strategy – Towards 2031, in August 2011.

The planning strategy was prepared to guide future planning decisions for Pittwater in the context of the overarching strategic planning framework.

The strategy outlines the desired approach to accommodating residential expansion and retail and employment growth.

Importantly for this Planning Proposal, the Southern Buffer area is identified as the area supported for further investigation for the establishment of a new centre to accommodate the necessary additional retail floor space (section 7.13 Retail). The Masterplan prepared for the land, unlike the concept rejected by the WWSR, does not rely upon cut and fill of adjacent lands. Further, it enhances opportunities to improve the amenity of the active sports fields. The Masterplan for the Boondah Precinct will add to the employment opportunities in Warriewood Valley and augment the services and facilities already available in the Local.

The rezoning of the site as proposed will provide minor additional housing and employment floor space opportunities in a site that has good access to public transport and community facilities and recreation areas.

Q.5 Is the planning proposal consistent with applicable state environmental planning policies?

The relevant State Environmental Planning Policies and deemed State Environmental Policies have been addressed at Appendix 2 to this report.

The consideration of these State Environmental Planning Policies and deemed SEPPs has identified that the Planning Proposal would not conflict with any of these Policies:

SEPP Title	Consistency	Comment
19. Bushland in Urban Areas	Yes	The proposal is unlikely to have adverse impacts upon urban bushland.
30. Intensive Agriculture	N/A	The provisions of this SEPP relate to cattle feed lot proposals.
32. Urban Consolidation (Redevelopment of Urban Land)	N/A	This SEPP only applies to existing urban land.
44. Koala Habitat Protection	Yes	The potential impacts upon the Koala population has been considered and addressed in the Planning Proposal.
55. Remediation of Land	Yes	The lands have been used for potentially contaminating uses i.e. agriculture with filling. However, it is unlikely that the site is unable to be made suitable for the proposed development. The site will be the subject of a Contamination Assessment post Gateway and prior to any statutory exhibition.
64. Advertising and Signage	N/A	Should the PP proceed future development would be subject to the provisions of this SEPP.
65. Design Quality of Residential Flat Development	Yes	The Masterplan has had regards to the principles of SEPP 65.
SEPP (Building Sustainability Index: BASIX) 2004	Yes	This SEPP is relevant to specific development that would become permitted under the Planning Proposal. Future development would need to comply with these provisions.
SEPP (Housing for Seniors or People with a Disability) 2004	Yes	This SEPP is relevant to specific development that would become permitted under the Planning Proposal and would need to comply with these provisions.
SEPP (Infrastructure) 2007	Yes	This SEPP is relevant to particular development categories. This Planning Proposal does not derogate or alter the application of the SEPP to future development.
SEPP (Exempt and Complying Development Codes) 2008	Yes	This SEPP is relevant to particular development categories. This Planning Proposal does not derogate

SEPP Title	Consistency	Comment
		or alter the application of the SEPP to future development.
SEPP (Affordable Rental Housing) 2009	Yes	This SEPP is relevant to particular development categories. This Planning Proposal does not derogate or alter the application of the SEPP to future development.

Table 5: Consistency of the Planning Proposal with SEPP titles

Q.6 Is the planning proposal consistent with applicable Ministerial Directions (S117 Directions)?

The Planning Proposal would be consistent with all relevant Directions.

S117 Direction Title	Consistency	Comment
1.0 Employment and Resources		
1.1 Business and Industrial Zones	Yes	The proposed B2 Local Centre zone is consistent with the employment lands study undertaken by Council. The Proposal seeks to augment an existing centre and accommodate identified demand for employment lands within the Northern Beaches LGA and encourage employment in a suitable location.
1.2 Rural Zones	N/A	Whilst the land is zoned RU2 Rural Landscape, the land is not used for any productive purpose. The land is located within a long standing urban release area.
1.3 Mining, Petroleum Production and Extractive Industries	N/A	
1.4 Oyster Aquaculture	N/A	
1.5 Rural Lands	N/A	
2.0 Environment and Heritage		
2.1 Environment Protection Zones	Yes	The Planning Proposal does propose the introduction of an Environmental Protection zone to a buffer for the Warriewood wetlands that contains EEC vegetation communities.
2.2 Coastal Protection	N/A	
2.3 Heritage Conservation	Yes	There are no known matters of Aboriginal heritage significance required to be

S117 Direction Title	Consistency	Comment
		<p>considered for the site. Notwithstanding this, an Aboriginal archaeological study could be prepared if required should the Proposal obtain Gateway Approval.</p> <p>There are no heritage items located on the site.</p>
2.4 Recreation Vehicle Areas	N/A	
3.0 Housing, Infrastructure and Urban Development		
3.1 Residential Zones	Yes	<p>The proposed R3 Medium Density zone proposed for a small portion of the site would permit residential development on the land commensurate with the zoning and development of immediately adjacent land.</p> <p>The site is considered to be consistent with the Direction as the rezoning would:</p> <ul style="list-style-type: none"> • Encourage and facilitate a variety of housing to satisfy future needs. • Would make efficient use of existing public transport infrastructure and utility services. • The provision of infill residential development on what will be a well serviced and located site.
3.2 Caravan Parks and Manufactured Home Estates	NA	
3.3 Home Occupations	Yes	<p>The zones proposed in the Planning Proposal will permit home occupations to be carried out in dwelling houses without the need for development consent.</p>
3.4 Integrating Land Use and Transport this Ministerial Direction	Yes	<p>The Planning Proposal is considered to be consistent with this Direction through:</p> <ul style="list-style-type: none"> • The Proposal will provide employment in a location that will be well serviced by public transport; • The Proposal will establish a supporting employment land use adjacent to an existing retail centre in an area designated a Local Centre in the Draft District Plan; • The provision of a small proportion of housing in a location that is 300m from

S117 Direction Title	Consistency	Comment
		<p>an existing centre that contains retail, commercial and community facilities;</p> <ul style="list-style-type: none"> • The site enjoys pedestrian and cycleway connections through the site; • The proposal will facilitate further pedestrian and cycleway connections through the site; • Providing an opportunity for residential development that improves opportunities for travel by means other than by car; and • Supports the efficient and viable operation of public transport services.
3.5 Development Near Licensed Aerodromes	N/A	
3.6 Shooting Ranges	NA	
4.0 Hazard and Risk		
4.1 Acid Sulphate Soils	Yes	The area is subject to potential acid sulfate soils. These potential issues could be addressed post Gateway Determination.
4.2 Mine Subsidence and Unstable Land	NA	
4.3 Flood Prone Land	Yes	The Planning Proposal will be consistent with this Ministerial Direction. The site is subject to flooding, however the Proposal demonstrates strategies to mitigate these impacts. Further detailed assessment would be undertaken post Gateway Determination.
4.4 Planning for Bushfire Protection	Yes	<p>The site is identified as being bushfire prone on the Council's Bushfire Prone Lands Map.</p> <p>The Proposal is supported by a bushfire hazard assessment.</p> <p>In this respect, the site is considered suitable for the proposed zonings with respect to the provisions of Planning For Bush Fire Protection.</p>
5.0 Regional Planning		

S117 Direction Title	Consistency	Comment
5.1 Implementation of Regional Strategies	N/A	
5.2 Sydney Drinking Water Catchments	N/A	
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	N/A	
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	N/A	
5.8 Second Sydney Airport: Badgerys Creek	N/A	
5.9 North West Rail Link Corridor Strategy	N/A	
5.10 Implementation of Regional Plans	N/A	
6.0 Local Plan Making		
6.1 Approval and Referral Requirements	Yes	The Planning Proposal is consistent with this Ministerial Direction.
6.2 Reserving Land for Public Purposes	Yes	The Planning Proposal is consistent with this Ministerial Direction.
6.3 Site Specific Provisions	Yes	The Planning Proposal is consistent with this Ministerial Direction.
7.0 Metropolitan Plan Making		
7.1 Implementation of the Metropolitan Strategy	Yes	The Planning Proposal is consistent with the relevant actions from A Plan for Growing Sydney and the Draft North District Plan as detailed within this submission.

Table 6: Consistency of the Planning Proposal with Ministerial Directions

Section C – Environmental, Social and Economic Impact

Q7. 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?

The request for a Planning Proposal is supported by a flora and fauna report. The report is based upon field work and research of various registers. The assessment indicates that development would not have a detrimental impact upon critical habitat or threatened species population.

Q8. Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

The site is subject to flood inundation. The concept is supported by a flood management study providing an overview on the ability to manage flood impacts, retain flood conveyance and provide flood evacuation routes.

The Masterplan developed for the site has also had regard for Bushfire Hazard and includes appropriate setbacks and Asset Protection Zones (APZ) from potential sources of hazard (Warriewood Wetlands and creek line corridors).

The site has not been the subject of environmental site assessment in regards to potential contamination, however it is acknowledged that the area may have been subject to fill that has the potential for contamination. Such Areas of Environmental Concern (AEC's) will require further investigation and potentially remediation. However, it is unlikely that filling would prevent the area covered by the Planning Proposal request from being made suitable for mixed retail and residential use and occupation without risk to human health.

In this regard, there are no hazards that cannot be addressed that would preclude consideration of a rezoning as proposed.

Q9. How has the planning proposal adequately addressed any social and economic effects?

Social Effects

The Planning Proposal will provide an opportunity for the redevelopment of the site for land uses and activities commensurate with the surrounding locality. The proposal would allow the redevelopment of the site to accommodate approximately 16-17,000m² of bulky goods retail floor space, generating 231 FTE jobs and 400 construction jobs. This supported by a minor residential development forming a transition between the proposed BGRC and existing residential development.

The proposed increase in bulky goods retail space will provide additional employment and services but impose minimal additional demand on social services and open space. However, the immediate locality will be well serviced with open space, especially given the proximity to the district open space facilities in Boondah Road, North Narrabeen Reserve, Narrabeen Public School and Warriewood Wetlands.

The scheme will facilitate the provision of employment opportunities in a well located and serviced area, and the creation of a central destination to service the surrounding residential areas.

The potential for additional dwellings is not significant and unlikely to place unreasonable burden on community facilities earmarked to be constructed in the surrounding urban release areas, which could be augmented through Council's normal collection of section 94 Contributions.

The provision of greater housing choice and diversity is considered a benefit to the community, particularly one which is in relatively close proximity to services and facilities. A Social Impact Statement will be prepared should the Proposal obtain Gateway determination.

The above sections of this Planning Proposal demonstrate that the proposed rezoning accords with the relevant strategic planning framework and is likely to result in a net community benefit.

Economic Effects

The rezoning to allow for a combination of residential and employment development at the site will result in positive economic effects. The Planning Proposal will potentially result in short and long term employment opportunities related to construction and retail/commercial that can be expected with the residential

development upon rezoning with the creation of 231 FTE jobs and 400 construction jobs. The concept is consistent with the Pittwater Strategic Framework and responds to the identified need to provide additional retail lands.

Additionally, the rezoning will provide increased housing supply and diversity in a location with good access to nearby service. The economic impact of the proposal would be the subject of a full assessment should the proposal achieve Gateway determination.

Q10 Is there adequate public infrastructure for the planning proposal?

The site is located within the Warriewood Valley Urban Release Area and has access to all relevant utilities and access to public transport infrastructure. The rezoning and subsequent redevelopment of the site would be based upon sound principles for infill development utilising and supporting existing community investment in infrastructure and services with necessary augmentation undertaken as required.

The Planning Proposal has the potential to utilise and support the facilities due to be delivered in the neighbouring release areas, and the Planning Proposal would not place unacceptable demands on existing public infrastructure.

Any additional community infrastructure generated by the redevelopment of the site would be covered by the s94 developer contributions relevant to the site, and potentially off-set against the value of 6 Jacksons Road..

Q11 What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway Determination?

This section will be completed following consultation with any State and Commonwealth Public Authorities identified in the Gateway Determination.

6.5 Mapping

The mapping will require revisions to the:

- Land Zoning map;
- Height of Building map;
- FSR map; and
- Lot Size map.

The suggested amendments are contained in the draft maps prepared and included at Attachments 1 and 2. The Lot Size map will require removal of any colour key from applying to the subject land.

6.6 Community Consultation

The area has been subject to extensive consultation through the recent reviews for the WWSR, DLEP and Planning Framework. It is therefore considered that the standard public exhibition of the Planning Proposal for 28 days be supported by:

- A public notice in local newspapers;
- A notice on the Pittwater Council website; and
- Written notification to surrounding landowners and community groups.

This exhibition post Gateway Determination is anticipated to be appropriate in this instance.

6.7 Project Timeline

The project timeline will largely be guided by the Planning Authority. The landowners are however committed to proceeding with the Planning Proposal and completing required studies that may arise from a Gateway Determination.

7.0 Conclusions and Recommendations

This Planning Proposal for 6 Jacksons Road and, 10 and 12 Boondah Road, Warriewood, seeks to rezone the site to establish a Bulky Goods Retail Centre with food and drink premises and a small component of residential housing as a transition.

The site is located within the Southern Buffer of the Warriewood Urban Release Area which is well advanced in its development.

In this respect, the character and landscape of this locality is undergoing a significant transformation. The redevelopment of the Warriewood Valley area has been proceeding in an orderly manner for primarily residential purposes with large scale residential subdivision and dwelling construction. The release and development of the area is delivering significant benefits and opportunities, with the construction of key infrastructure and creation of residential communities. The requested Planning Proposal would establish a Bulky Goods Retail Centre servicing projected retail demand as well as providing employment opportunities closer to existing and proposed residential development. The location of Bulky Goods Retail employment lands in the lower reaches of Warriewood Valley will provide potential employment opportunities and services in a location with good transport connectivity and capacity for increased connectivity to be pursued.

The proposal will facilitate, in conjunction with the existing Warriewood Square, a retail service focal point for the area, and provide employment opportunities in a manner that can facilitate the reduction in travel distances to employment and services.

In this context, the current RU2 Rural Landscape zone is no longer appropriate.

Rezoning the site to facilitate Bulky Goods Retail has the potential to utilise the land in an appropriate manner that could integrate with the surrounding release areas. The site will be well serviced and accessible to all necessary services and infrastructure to support its redevelopment for mixed use purposes. It also has the potential to deliver improved site connectivity and focus.

It is recommended that arising from the consideration of this Planning Proposal that Pittwater Council resolve to support the intention of the Planning Proposal and prepare a Draft LEP to amend the Pittwater Local Environmental Plan 2014 in the following way:

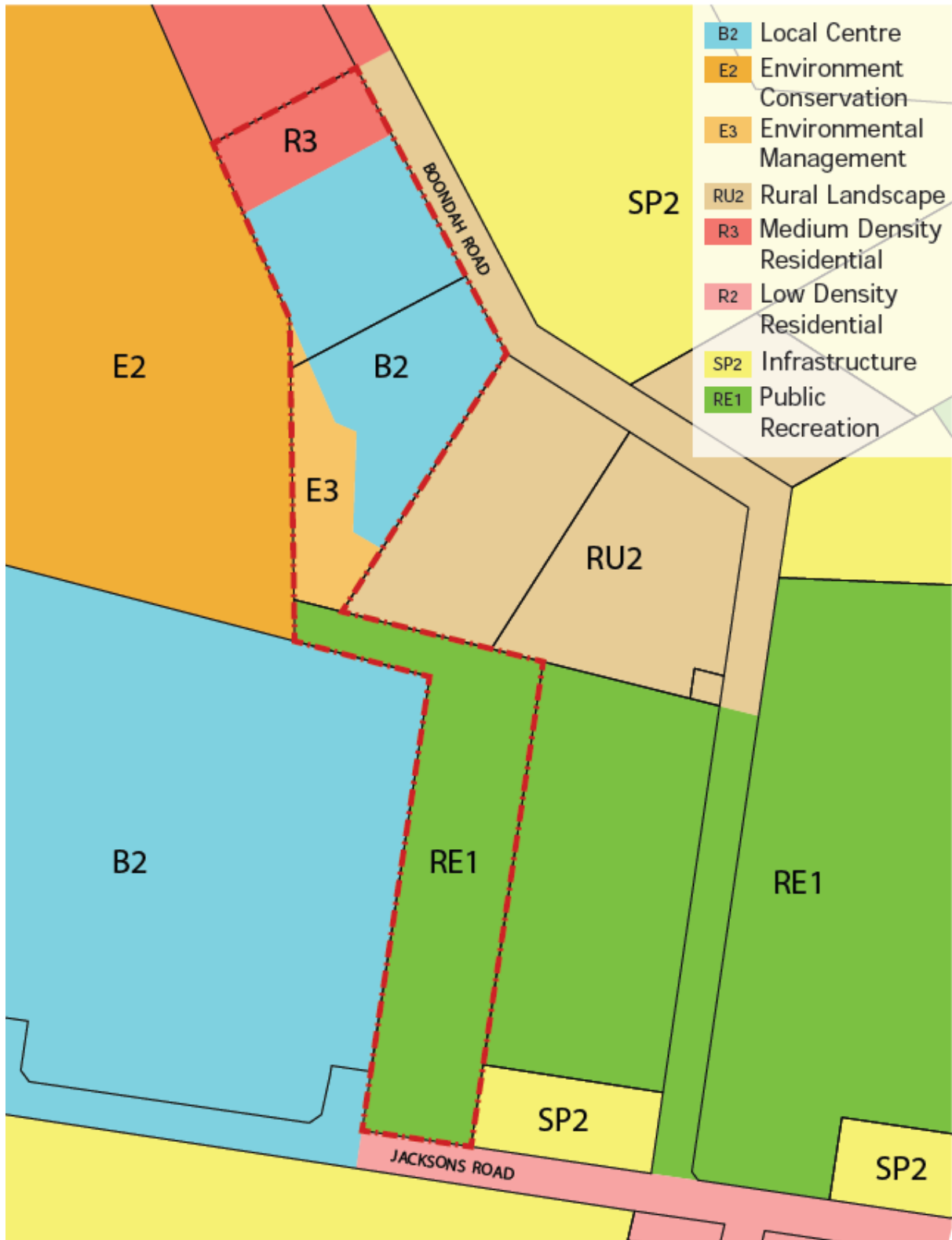
- Amend the Land Zoning Map to show the site as part R3 Medium Density Residential and part B2 Local Centre, part Re1 Public Recreation and part E3 Environmental Management in accordance with the configuration shown on the attached proposed Zoning Plan (refer to Attachment 1);
- Impose Building Heights of 15m and 18.5m on the Height of Buildings Map in accordance with the configuration shown on the attached proposed Height of Buildings Plan (refer to Attachment 2);
- Impose an FSR of 1.2:1 to the B2 Local Centre zone;
- Delete the land from the Minimum Lot Size map; and
- Amend Clause 6.1 (4) of the Pittwater LEP 2013 to reflect the development potential of the land with a dwelling range of 25-30 dwellings.



Attachments

Attachment 1: Proposed Zoning Plan

6397D_11.2_Planning Proposal_FINAL_161220

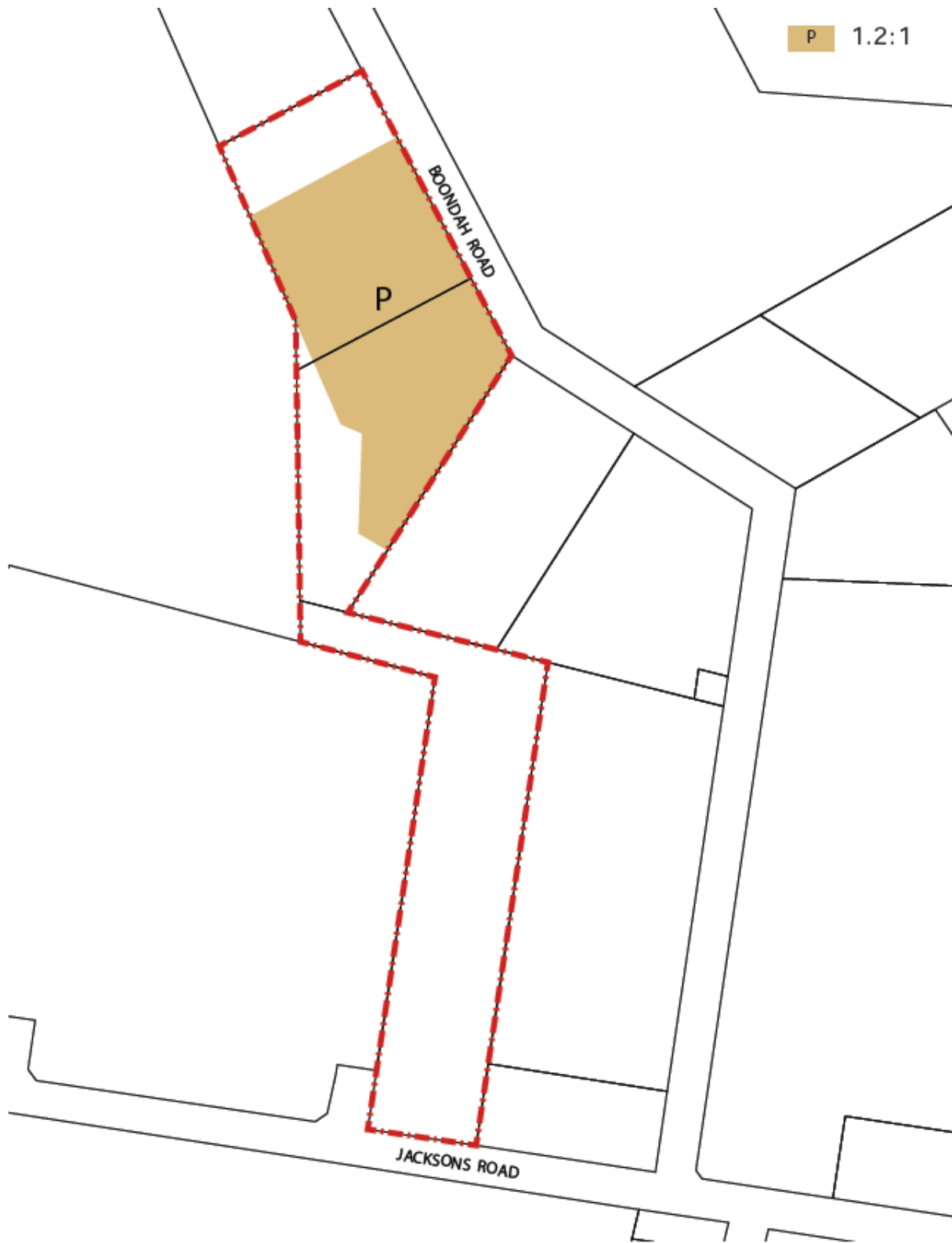


6397D_11.2_Planning Proposal_FINAL_161220

Attachment 2: Proposed Height of Building Map and FSR Map

6397D_11.2_Planning Proposal_FINAL_161220





Attachment 3: Urban Design Study

6397D_11.2_Planning Proposal_FINAL_161220

Attachment 4: Flooding and Stormwater Assessment

6397D_11.2_Planning Proposal_FINAL_161220

Attachment 5: Flora and Fauna Assessment

6397D_11.2_Planning Proposal_FINAL_161220

Attachment 6: Bushfire Hazard Assessment

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Attachment 7: Transport Impact Assessment

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Attachment 8: Economic Impact Assessment

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Attachment 9: Groundwater testing

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Attachment 10: Geotechnical advice

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Attachment 11: Council Pre Lodgement Advice

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