Our Ref:80215013 Contact: Nancy Sample (02) 9495 8199



Date: 16 November 2016

Ms Rebecca Sommer, Acting Team Leader, Industry Assessments, Department of Planning & Environment GPO Box 39 SYDNEY NSW 2001

Attention: Rebecca Sommer, Acting Team Leader

Dear Ms Sommer,

SECTION 75W REQUEST TO MODIFY THE MINISTER'S APPROVAL OF PROJECT APPLICATION 06_0250 (28 JUNE 2010) – NELSON BAY ROAD, FERN BAY.

MODIFICATION 9 - DESIGN CHANGES TO STAGE 14 AND THE ACCESS INTERSECTION WITH NELSON BAY ROAD AND CHANGES TO APPROVED SUBDIVISION LAYOUT OF STAGES 18 – 20 INCLUDING UPDATED SUBDIVISION PATTERN AND RELOCATION OF PROPOSED PUMP STATION P3.

Further to your recent advice to and ongoing discussions with Mr Michael Radovnikovic of Rawson Communities, we hereby submit an Application and Environmental Assessment lodged pursuant to section 75W (s75W) of the *Environmental Planning and Assessment Act, 1979* (the Act). The Application is to modify the above Part 3A Consent on behalf of Rawson Communities, the owners of the subject land known as the Fern Bay *Seaside Village, Fern Bay.* The application is referred to by Cardno as proposed Modification 9 (MOD 9).

It is understood that the 'general' requirements for approval of a modification under s75W are as follows (Justice Basten – Court of Appeal):

- 'the approval must be one to which Part 3A relates;
- the proposed modification must have 'limited environmental consequences beyond those which had been the subject of assessment' (of the original project assessment); and
- the consent authority must be the Minister for Planning.'

It is our opinion that this application meets the threshold test above and therefore, can be considered by the Department of Planning and Environment for determination.

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1. INTRODUCTION

This s75W Modification application includes the following requested modifications:

- Modification of approved road intersection and access from Stage 14 to Nelson Bay Road from general use to an emergency access track only and addition of a turning circle to the northern end of Seaside Boulevard at corner with Windsurf Circuit and associated deletion of approved condition B5 in regard to Stage 14 (detailed below);
- Subdivision of approved Stages 18 20 to reconfigure the pattern of lots;
- Relocation of Pump Station P3 from the western side of Stage 18 to its eastern side.

In support of our application and in addition to the required completed s75W Form which includes the Political Donations Declaration, the application comprises this letter and attached plans which outline:

- A revised road layout for Stage 14 (attached as drawing reference number 29850 L and entitled 'Stages 13 & 14 Detail Plan Rev-L');
- A revised subdivision layout for Stages 18 & 19 (attached as drawing reference number 29850 L and entitled 'Stages 18 & 19 Detail Plan REV-L');
- Reconfiguration of Stage 20 (attached as drawing reference number 29850L and entitled 'Stage 20 Detail Plan REV-L');
- Relocation plan for Pump Station (Sewerage Management) P3. This Pump Station is proposed to be relocated to the eastern side of Stage 18 and the southern side of Stage 19. The Pump Station remains within the R2 zone and will not encroach into the E2 zone;
- A description of the proposed changes in lot configurations and an Environmental Assessment covering the specific outcomes from the proposed modifications; and
- Recommendations for amendments to relevant conditions included in the body of this letter.

A visual summary of the proposed modifications relative to the overall development is provided below: -



Figure 1: Aerial Photograph of Seaside Village Development with modification locations indicated Source: Nearmap (Wednesday 04 May 2016)



In detail, the proposed modifications described above entail the following: -

- Modified road layout amending the approved connection from Seaside Boulevard to Nelson Bay Road for Stage 14 to an 'Emergency Access ONLY Track'. The northern end of Seaside Boulevard before the start of the 'Emergency Access ONLY Track' is to terminate in a turning circle and consequently, deletion of condition B5;
- Reconfiguration of lot layout to Stages 18 and 19 resulting in 51 lots due to the proposed subdivision of approved super lots into standard sized lots for dwelling houses. This reconfiguration includes 43 residential lots and 8 commercial lots as nominated on the plans. The reconfiguration would result in a minor encroachment of the road around this stage into the E2 zone (we note that roads are a permissible use within E2 zone);
- 3. Reconfiguration of Stage 20 resulting in 34 residential lots due to the proposed subdivision of approved superlots into standard sized lots for dwelling houses;
- 4. Relocation of Pump Station P3 from the western side of Stage 18 to the eastern side of this Stage (while remaining within the R2 zone and outside of the E2 zone and avoiding existing infrastructure).

2. JUSTIFICATION FOR THE PROPOSED MODIFICATIONS REQUESTED

1. Change to road access from Stage 14 to Nelson Bay Road

This application seeks to modify the approved access from Seaside Boulevard to Nelson Bay Road through approved Stage 14 of the development. As previously described, this involves changing the access from a general use (access for all residents) road to an 'Emergency Access Only Track'.

In regard to the road network and secondary access through the development, the proponent had previously undertaken Intersection Analysis in regard to the Nelson Bay Road / Fullerton Cove Road / Seaside Boulevard Roundabout to support the project and inform the basis for works underway in regard to access through and to the development for consideration by the RMS. One of the conclusions of the intersection analysis undertaken was that 'the proposed second access to the Fern Bay residential estate is not required from a traffic operations perspective as the existing Nelson Bay Road / Fullerton Cove Road / Seaside Boulevard roundabout has the capacity to cater for the full development of the Fern Bay residential estate.' (extract from Intersection Analysis – Nelson Bay Road / Fullerton Cove Road / Seaside Boulevard roundabout, Fern Bay.' dated 14 July 2016).

This secondary access to Nelson Bay Road is a requirement of approved condition B5 of the existing consent. Condition B5 requires the northern extension of Seaside Boulevard and its intersection with Nelson Bay Road to be constructed as part of Stage 14.

The wording of condition B5 implies that it was imposed further to a specific requirement of the RTA (now RMS). However, an RMS officer has provided advice (Email dated 08 June 2016 – Martin Jenkins - attached to this report) that the imposition of this condition was not recommended by the RTA (now RMS) and therefore the proponent could apply for a modification of the existing consent.



The relevant sequence of events is summarised below:

- Initial Intersection Analysis dated April 8 2016 by Intersect Traffic provided to proponent;
- Proponent issued the Intersection Analysis to RMS for consideration on 5 May 2016;
- The RMS responded on 8 June 2016 (Email from Martin Jenkins attached); and
- Based on the RMS response from 8 June 2016 the Intersection Analysis was revised and re-issued to the proponent.

As previously considered, the RMS have been consulted and their comments have informed the decision to submit this modification application. We note, however, that their comments do not imply any kind of pre-approval of this application which will be referred to the RMS for formal consideration as part of the assessment process.

2. <u>Subdivision of approved Stages 18 – 20 resulting in 77 residential lots and 8 commercial lots</u>

While the proposed subdivision of Stages 18-20 includes a minor amendment to the scope of the approved development footprint, the redesign will result in a more consistent layout and pattern of development across these final stages of the development and will have minimal environmental impact in the context of the wider development.

This change to the subdivision pattern includes lots of 500m² or more in area and therefore complies with the Minimum Lot Size Development Standard for the site.

Under Part 3A of the Act, major applications must consider local planning controls but are not bound by them. This allows for flexibility in terms of the siting and development of major subdivision works, such as this one. Accordingly, this application references the relevant zoning controls under the *Port Stephens Local Environmental Plan 2013* (PSLEP 2013) as part of the Environmental Assessment below.

3. Relocation of Pump Station P3 from the western side of Stage 18 to its eastern side

The relocation of the pump station P3 from the western side of Stage 18 to its eastern side is requested to minimise conflict with existing approved infrastructure. The relocation will have minimal localised environmental impacts.

3. ENVIRONMENTAL ASSESSMENT

This Environmental Assessment addresses the following key issues of the proposed modification: -

- Impact of the revised design on Port Stephens local planning controls and subsequent DA processes;
- Lot configuration;
- Implications for s.94 development contributions and the Voluntary Planning Agreement for the site;
- Specific conditions of approval that require modification and new proposed wordings.

These issues are addressed in the Assessment that follows.



Port Stephens Local Planning Controls

We are aware that the Department is obliged to take local planning controls into consideration in assessment of proposals lodged under the former Part 3A of the EPA Act, but is not required to enforce these provisions. Cardno and Rawson Communities have been cognisant of the intent to meet the local controls wherever possible.

Port Stephens Local Environmental Plan 2013 (PSLEP 2013)

Under the PSLEP 2013 the B1 Neighbourhood Centre zone currently applies to the north western corner of Stage 19 as shown below.



Figure 2: Extract from plan numbered 29850L sheet 20 of 21 – Aerial View Rev-L – Project Plan L – dated 01/11/16 prepared by North Point Surveys.

This modification seeks to retain the approved area of B1 Neighbourhood Centre zoning and commercial lot configuration and modify the configuration of the rest of Stage 19 as previously approved. The proposal includes eight (8) commercial lots to this stage relying upon the permissibility of Neighbourhood Shops within the R2 zone in regard to the two 'commercial' lots that are located in the R2 zone being Lots 467 and 474.



Figure 3: Eight (8) lots nominated as 'commercial' in Stage 19 (red cross- hatching)



As previously noted in this letter, the subdivision pattern throughout this development is to be considered and respected in light of existing controls and the proposed pattern of subdivision would result in consistency across the development as a whole. The relevant provisions of the DCP are considered below: -

Section					
B1	Tree Management	To ensure adequate consideration is provided to the relevant matters for the removal of trees or vegetation.			
В4	Drainage and Water Quality	 To ensure a stormwater drainage plan is submitted when development increases non-permeable surfaces and will place significant additional flows into public drainage; To ensure the stormwater drainage plan details a legal and physical point of discharge to minimise impacts on water balance, surface water and groundwater flow regimes and flooding; To implement sustainable mitigation systems that can be maintained using resources available to the maintainer. 			
B5	Flooding	 To reduce the impact of flooding and flood liability on individual owners and occupiers of flood prone property; To recognise flood prone land as a valuable resource that should not be sterilised by unnecessarily precluding its development; That flood risk is considered as early as possible in the planning and development process, is based on the best available flood information and is a flexible, locally-specific, merit-based approach; To ensure that the use and development of flood prone land has risk consequences that are acceptable to the community, takes into account the full spectrum of flood risks and recognises the social, economic and environmental values of flood prone land; To implement the principles of the NSW Government 2005, 'Floodplain Development Manual' into new development and satisfy the provisions of PSLEP2013 Clause 7.3. 			
B6	Essential Services	 To facilitate development by ensuring it is accompanied by the essential services of water, electricity, sewerage and suitable vehicular access. 			
Objectives	Objectives				
C1.C	Block & Street Layout	 To ensure local streets are well-connected to the street network with obvious pedestrian and cycle links to higher order streets; To ensure priority is provided to residents' needs when designing local streets to encourage usability; To ensure pathways follow desire lines. 			
C1.D	Lot Size & Dimensions	To ensure all new lots have a size and shape appropriate to their proposed use, and to allow for the provisions of necessary services and other requirements.			

Port Stephens Development Control Plan 2014 (PSDCP 2013)



Requirements					
C1.5 – C	Block Dimensions	• A block seeks to achieve the following dimensions:			
		Zone	Maximum depth	Max Length	
		Residential	80m	160m	
		Commercial	50m	80m	
C1.10 - D	Lot size	• Subdivision should adhere to PSLEP 2013 Part 4.			
C1.11 - D	Rectangular Footprint	• A residential lot is capable of supporting a rectangular building footprint of 15m x 8m or 10m x 12m as illustrated by Figure CA(p. C-70).			

Response:

B1

The proposal results in a minor encroachment into the E2 area adjoining Stages 18 & 19 by the road to the edge of this Stage. The encroachment is permissible within the E2 zone. Therefore, this is not considered to be an impediment to the issuance of a consent as requested. It is noted that similar minor encroachments have been previously approved as part of the overall scheme.

B4

The proposal is consistent with the approved stormwater management plan, which has been re-issued unchanged as part of the modified set of plans.

B6

The proposed modifications include a change to vehicular access for Stage 14 as previously outlined. The RMS have been consulted on this element of the modification and raised no objection subject to further consideration during the modification assessment process. The application is supported by detailed intersection analysis. Also, each stage has been completed to date with all essential services and connections undertaken efficiently in accordance with the consent.

C1.C

The proposal meets the relevant objectives and includes good connections to higher order streets and subsequent pathways will follow 'desire lines'. The block dimensions are met as evidenced above and the proposal will meet the remainder of C1.C, some of which goes to detailing that has not yet been undertaken as this application involves the initial land subdivision and finessing thereof.

C1.5-C

In regard to block dimensions, the proposal meets most of the DCP requirements as shown in the table below:



Required Block dimensions – PSDCP 2013

Zone	Maximum depth	Max Length	
Residential	80m	160m	
Proposed	Stage 18 – 62m Stage 19- 68.36m Stage 20- 74m	Stage 18 – 80m Stage 19- 123m Stage 20-211m	

Zone	Maximum depth	Max Length	
Commercial	50m	80m	
Proposed	Stage 19- 60.89m	Stage 19- 75m	

C1.D

It is considered that the proposal meets the requirements of applicable controls at C-10 & 11 D because all lots proposed could accommodate a building footprint as prescribed under the controls.

It is considered that the proposed modification meets local planning controls to the extent required and we are mindful that the residential lots proposed are of a size and shape that can accommodate a dwelling house thereby achieving consistency with the zone objectives and development as a whole.

C1.10 – D

The proposal meets the Development Standard for Minimum Lot Size as prescribed under PSLEP 2013 being 500m². All proposed Lots exceed 500m² in area.

C1.11- D

The Lots proposed include dimensions that are capable of accommodating a dwelling footprint of ' $15m \times 8m \text{ or } 10m \times 12m$ ' as required.



3.1 LOT SIZE AND LAYOUT AMENDMENTS



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Figure 4: Extract from Staging Plans – Previously approved Mod 8 (left hand side) and proposed (right hand side)

The extracts above illustrate the Lot Size and shape modifications included in this application as compared with the previously approved Modification plans (Mod_08). As can be seen the number of residential superlots is reduced to zero and the shape of Stage 20 is amended to remove a superlot from the R2 area thereby reducing localised environmental impacts. In particular, the changed shape reduces the area of Swamp Mahogany Paperbark Forest affected by the application. The previously approved modification encroached into this area further. This is shown below, comparing the previously approved Landscape Plan and the proposed landscape plan (for Stages 18-20).



Figure 5: Extract from Landscape Plan – Previously approved Mod 8 (left hand side) and proposed (right hand side)



The block amendment shown above produces a far better environmental outcome, achieving a reduction in localised impact upon the surrounding woodland areas. Given the scale of the development as a whole and extensive environmental considerations previously undertaken, it is requested that the modification be given consideration in light of all previous mapping. It is noted that the site is not considered to be of heritage significance and this proposal results in the retention of woodland areas currently intact on the site (site inspection undertaken as part of this reporting process). The redevelopment of this area has been and will continue to be undertaken sympathetically and sensitively as required by existing conditions of consent, ensuring the protection of the surrounding natural environment.

3.2 IMPACTS ON S94 CONTRIBUTIONS AND VOLUNTARY PLANNING AGREEMENT (VPA)

Section 94 Contributions

Condition E20 of the approval requires the payment of section 94 contributions on a per lot basis and is affected by the revised design. There are 40 more lots proposed in the revised plan than exist under the approved plan thus generating additional S.94 income for the Council. At minimum, the additional contribution would potentially equate to \$12,726 x 40 lots (based on the current rate).

Voluntary Planning Agreement

The signed Planning Agreement will not be affected by the proposed modification. It applies only to contributions to be paid for works in the Worimi Regional Park and WSCA and these contributions are fixed annual payments, irrespective of the number of lots or design of the estate. The proposed redesign does not impinge on either the Regional Park or the WSCA.

4. **RECOMMENDED AMENDMENTS TO RELEVANT CONDITIONS**

The existing consent which comprises the original consent as modified by eight (8) previous modification applications (including one that was withdrawn) was subject to numerous conditions. This modification application requests to modify the approved conditions as follows: -

Requested modifications to the approved Administrative Conditions

Condition A1 – The project description is to be updated to reflect the changes proposed to read as follows: -

(1) In Schedule 2, Condition A1, delete point 2) in its entirety and replace it with new point 2) as follows:

2) Subdivision of land for the creation of 648 lots under a community title scheme (639 residential lots, 9 commercial lots, 5 superlots (1 commercial, 4 reserves / park areas, 0 residential superlots);

Condition A2 - This condition is requested to be amended by the proposal as follows: -

...(12) Stage 14 comprises:

- (a) Clearing, earthworks, roadwork, stormwater, and landscaping as well as servicing provisions for sewer, water supply, power and communications;
- (b) 35 lots including 1 superlot;
- (c) Northern extension of Seaside Boulevard, including an intersection with Nelson Bay Road (northern intersection); and



- (d) Construction of Corymbia Park (R5), including facilities.
- ...(16) <u>Stage 18</u> comprises:
 - (a) Clearing, earthworks, roadwork, stormwater, and landscaping as well as servicing provisions for sewer, water supply, power and communications;
 - (b) 28 lots including 8 commercial; and
 - (c) Construction of sewer pump station P3.
-(17) <u>Stage 19</u> comprises:
 - (a) Clearing, earthworks, roadwork, stormwater, and landscaping as well as servicing provisions for sewer, water supply, power and communications;
 - (b) 23 lots;
 - (c) Construction of drainage swale to infiltration area 1.
-(17) Stage 20 comprises:
 - (a) Clearing, earthworks, roadwork, stormwater, and landscaping as well as servicing provisions for sewer, water supply, power and communications;
 - (b) 34 lots; and
 - (c) Construction of unnamed park (R2), including recreation facilities....

[Emphasis added for illustrative purposes only]

Condition A3 - To be updated to include the following amendments reflecting the new plans: -

Project in Accordance with Plans

It is requested that the table in Condition A3 be modified to reflect the latest revisions in the plans to accommodate the minor design changes as follows:

Subdivision Drawings pre	Subdivision Drawings prepared by North Point Surveys					
Drawing No.	Revision	Name of Plan	Revision Date			
29850L - Sheet 1 of 21	L	Staging and Lot Layout Rev-L	01/11/2016			
29850L - Sheet 2 of 21	L	Staging Plan L	01/11/2016			
29850L - Sheet 3 of 21	L	Stages 4-6 Detail Plan Rev-L	01/11/2016			
29850L - Sheet 4 of 21	L	Stage 7 & 8A Detail Plan Rev-L	01/11/2016			
29850L - Sheet 5 of 21	L	Stages 8B-10 Detail Plan Rev-L	01/11/2016			
29850L - Sheet 6 of 21	L	Stages 13 & 14 Detail Plan – Rev – L	01/11/2016			
29850L - Sheet 7 of 21	L	Stages 15 - 17 Detail Plan Rev-L	01/11/2016			
29850L -Sheet 8 of 21	L	Stages 18 - 19 Detail Plan Rev-L	01/11/2016			
29850L - Sheet 9 of 21	L	Stage 20 Detail Plan Rev-L	01/11/2016			
29850L - Sheet 10 of 21	L	Indicative Sewer Layout Rev-L	01/11/2016			
29850L - Sheet 11 of 21	L	Indicative Watermain Layout Rev-L	01/11/2016			
29850L - Sheet 12 of 21	L	Land Tenure Plan Rev – L	01/11/2016			
29850L -Sheet 13 of 21	L	Subject and adjoining Title Details Rev- L	01/11/2016			
29850L - Sheet 14 of 21	L	Concept site Drainage Plan — Proposed Swales and Basins Rev-L	01/11/2016			
29850L - Sheet 15 of 21	L	Flood Prone & Low Lying Areas Rev-L	01/11/2016			
29850L - Sheet 16 of 21	L	Typical Drainage Treatments Detail 1 Rev-L	01/11/2016			
29850L - Sheet 17 of 21	L	Typical Drainage Treatments Detail 2 Rev-L	01/11/2016			
29850L - Sheet 18 of 21	L	Footpath & Cycleway Rev-L	01/11/2016			
29850L - Sheet 19 of 21	L	Typical Road Detail Rev-L	01/11/2016			

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Condition B1 – To be deleted because 'Basin 6' referred to has been relocated from the Community Conservation Lands area and is now located within the development footprint as required by this condition. Previous modifications, in particular Mod_03 includes the relocation of Basin 6 as required.

Condition B2 – The proposal will have implications for this condition to be considered however, no amendment to wording is required.

Condition B3 – The proposal will have implications for this condition to be considered however, no amendment to wording is required.

Condition B4 – This condition is intrinsically linked to Condition B5 and therefore this condition should be updated to refer to the plan as follows:

29850L – Sheet 18 – Footpath and Cycleway Rev-K dated 01/11/2016 prepared by North Point Surveys.

Condition B5 – This condition should be deleted or modified as per consideration by the RMS to reflect the change from road to emergency access track as proposed.

Condition B14 – To be amended to include reference to updated landscape plan entitled '29850 Landscape Plan - Rev L, Sheet 1 of 1' prepared by North Point Surveyors dated 01/11/2016.

Condition B16 – To be amended to refer to the modified location of pump station P3 to include reference to plan entitled '*Indicative Sewer Layout Plan Rev –L*' Sheet 10 of 21, dated 01/11/2016 prepared by North Point Surveys.

Condition E20 – Contributions to be adjusted due to additional 40 lots as detailed previously in this report.

The reason for the modifications requested above are detailed throughout this letter and include the continuation of a pattern of subdivision that will meet the R2 zone requirements and allow for dwelling developments to each lot and not degrade the surrounding environment. We believe that the proposal is a better planning outcome for the development as a whole and will result in reduced environmental impacts. We consequently request your support for the application.

In addition to the required completed s75W Form and Political Donations Declaration Form (attached), the application includes this letter, plans prepared by North Point Surveyors and a copy of the '*Intersection Analysis – Nelson Bay Road / Fullerton Cove Road / Seaside Boulevard roundabout, Fern Bay.*' dated 14 July 2016 and copy of email from RMS Development Assessment Officer - Martin Jenkins dated 08 June 2016.

CONCLUSION



The above summarises the extent of the modifications now sought to the existing project approval. Given the simplicity of the modifications sought, the justification provided for seeking the modifications works, timely issuing of a modified approval is sought.

Thank you for your attention to this matter. If you have any queries or require additional information, please do not hesitate to contact me at your convenience.

Yours faithfully,

Ole

Nancy Sample Senior Urban Planner for Cardno

Enc:

Appendix A – Project Plans Revision L (Modification Plans prepared by North Point Surveyors);

Appendix B – s75W application form including political donations declaration;

Appendix C – Intersection Analysis Report and Email from RMS

Cc:

Mr Michael Radovnovic (Development Manager, Communities), Rawson Communities.



APPENDIX A – PROJECT PLANS REVISION - L

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APPENDIX B – S75W APPLICATION FORM AND POLITICAL DONATIONS DECLARATION



APPENDIX C – INTERSECTION ANALYSIS REPORT AND RMS EMAIL