

Ku-ring-gai Council

**Rezoning report –
47 Warrane Road, Roseville Chase**

April 2018

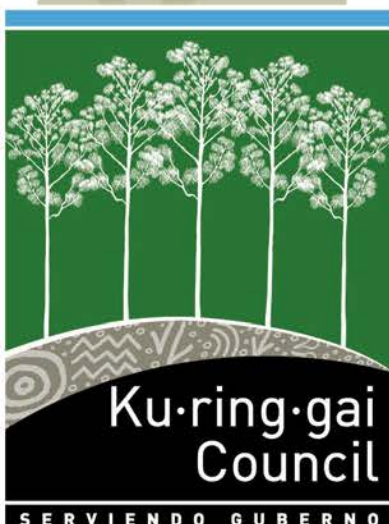


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1. Introduction

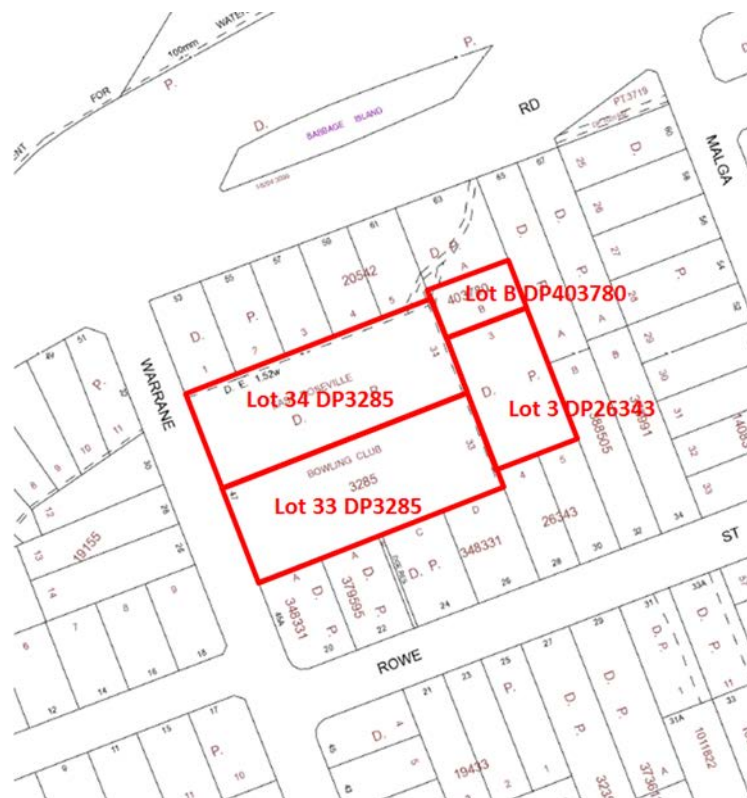
This rezoning report for 47 Warrane Road, Roseville Chase has been prepared to provide the preliminary information to support the preparation of a formal Planning Proposal to rezone the site from RE1 Public Recreation to R3 Medium Density residential under *Ku-ring-gai Local Environmental Plan 2015*.

2. Description of the site and use

The former bowling club is located at the northern end of Warrane Road, Roseville Chase near Babbage Road, Roseville Chase. The surrounding development comprises primarily detached one and two storey residential dwellings.

The site known as 47 Warrane Road, Roseville Chase comprises 4 lots with a total area of 10,110 sqm.

- Lot 33 DP 3285 - 3,844 m²
- Lot 32 DP 3285 - 3,844 m²
- Lot 3 DP26343 - 1,766 m²
- Lot B DP403780 - 6 56 m²





The site is currently zoned RE1 Public Recreation under Ku-ring-gai Local Environmental Plan 2015 and was used previously as a Bowling Club.

The site contains:

- a 2 storey brick clubhouse with a terra cotta tile roof;
- a car park;
- three bowling greens; and
- a green keepers brick cottage and curtilage known as 47 Warrane Road, located on the south western section of the site.

Records indicate the site has been in Council's ownership since 1948.

On 28 June 2017 The East Roseville Bowling Club Limited advised Council that they proposed relocate to the Lindfield Bowling Club 2b Carlyle Rd, Lindfield on a date after 13 October 2017 and that East Roseville Bowling Club Limited terminates its lease with the Ku-ring-gai Council and will vacate the property on 31 December 2017.

The key reasons for the Club vacating the property are:

- membership age profile and reduction in numbers;
- workload of few members;
- operational difficulties with fewer and aging membership;
- likelihood of future financial difficulties and leasehold risks; and
- opportunity to merge with Lindfield Bowling Club.

(Source; East Roseville Bowling Club Annual Report 2016/17)

3. Relationship with adjoining land

The site 47 Warrane Road, Roseville Chase is adjoined by traditional freestanding residential houses primarily detached one and two storey residential dwellings and are zoned R2 Low Density Residential. The surrounding lands are also zoned R2 Low Density Residential under the Ku-ring-gai Local Environmental Plan 2015.

4. Planning Considerations

Ku-ring-gai Local Environmental Plan 2015 sets out the key planning considerations for the site.

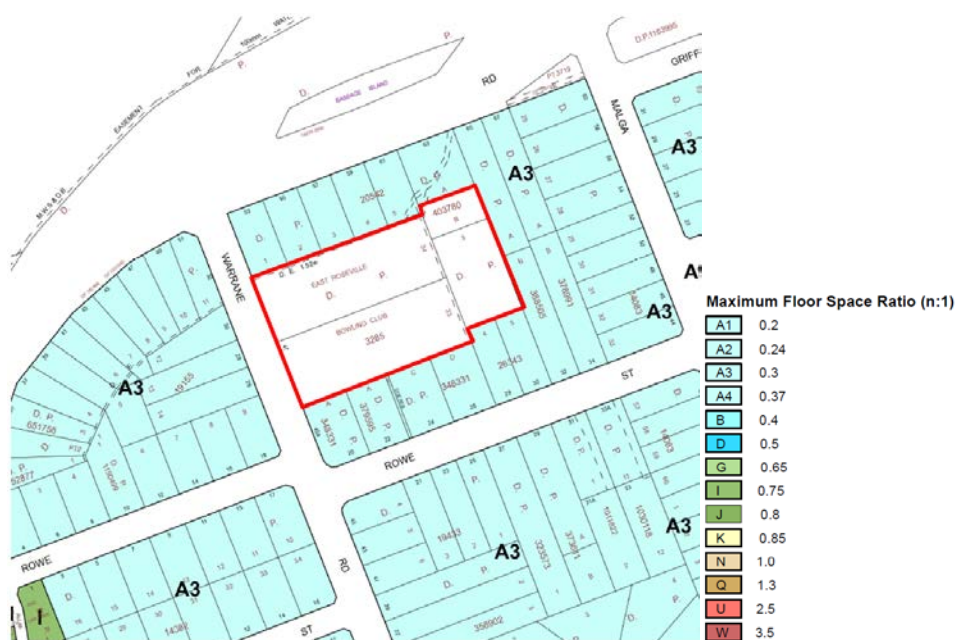
Zoning

RE1 Public Recreation



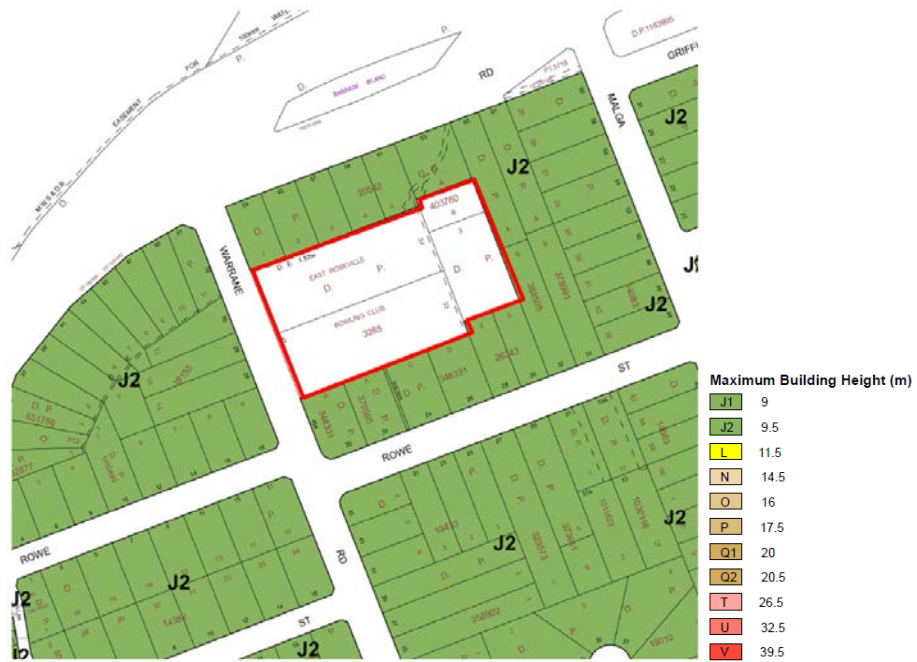
Floor Space Ratio

No FSR control for land Zoned RE1 Public Recreation as shown below



Height of Buildings

No height controls for land zoned RE1 Public Recreation as shown below:



Minimum Lot Size

There are no lot size restrictions applying to the site, as shown below:



Heritage

The site is not identified as a Heritage item under Ku-ring-gai Local Environmental Plan 2015. There are no Heritage Items or Heritage Conservation Areas in the vicinity of the site as shown below:



Bushfire prone land

The site is not recorded as Bush Fire Prone Land on the Bush Fire Prone Land Map as shown below:



Biodiversity & Greenweb

The property does not contain any areas of Biodiversity Significance under the KLEP 2015 Biodiversity Map. A small section of the south-western portion of the site is identified as identified under KLEP 2015-Greenweb Mapping with the identification minor area of Canopy Remnants. This is associated with the adjoining residential properties to west.



Environmental Assessment

Contamination

A Stage 1 Preliminary Site Investigation has been undertaken on the sites by Alliance Geotechnical March 2018. Based on the desktop review information and fieldwork data, in the context of informing future land use planning decisions, Alliance Geotechnical made the following conclusions:

- a number of areas of environmental concern (AEC) have been identified for the site;
- these AEC may present an unacceptable exposure risk (in the context of land contamination) for future land use settings; and
- the site could be made suitable (from a land contamination perspective) for future land use settings, subject to further assessment of the identified AEC, and management / remediation of potentially unacceptable contamination risks (if warranted). Based on these conclusions, AG makes the following recommendations:
- a stage 2 detailed site investigation (DSI) should be undertaken for the site, addressing the identified AEC.

Land Classification

Operational Land Classification

Under *Ku-ring-gai Local Environment Plan 2015 (Schedule 4)* the whole site is identified as Operational land - see extract below.

Part 2 Land classified, or reclassified, as operational land—interests changed

Column 1	Column 2	Column 3
Locality	Description	Any trusts etc not discharged
Roseville Chase	47 Warrane Road, being Lots 33 Nil and 34, DP 3285; Lot 3, DP 26343; Lot B, DP 403780	

The reclassification to operational land under KLEP 2015 for the entire site was a result of the zoning of the property that did not permit residential uses on the site, unless it was ancillary to the Bowling Club Use. The previous Council resolved to reclassify the site was to allow Council to permit the subdivision of the site so as to have the cottage and its curtilage situated on its own individual lot with separate title. It was originally intended once subdivided, that the new allotment on which the residence and its curtilage to be rezoned R2 Low Density Residential and permitting the future lawful residential use of the site. The remainder of the site was intended to retain its public recreation zoning for its ongoing use for recreational purposes, however since the Bowling Club has vacated the site, it is now possible for Council to consider a residential zoning for the site.

Operational Land – is land which facilitates the functions of Council, and may not be open to the general public, for example, a works depot or Council garage. An operational classification permits Council to sell, exchange or grant an interest – including longer term lease – to another party other than in accordance with the provisions of the *Local Government Act 1993*.

5. Objectives

The objective of the Planning Proposal is to:

- rezone the site 47 Warrane Road, Roseville Chase from RE1 Public Recreation to R3 Medium Density Residential;
- apply a Floor Space Ratio of 0.8:1;
- apply a Maximum Height of Building of 11.5m; and
- apply a minimum lot size of 1,200 sq m.

6. Justification

Need For Planning Proposal

On 28 June 2017 The East Roseville Bowling Club Limited advised Council that they proposed relocate to the Lindfield Bowling Club at 2b Carlyle Rd, Lindfield on a date after 13 October 2017. The East Roseville Bowling Club Limited has terminated its lease with the Ku-ring-gai Council and have vacated the site.

The key reasons for the Club vacating the property were:

- membership age profile and reduction in numbers;
- workload of few members;
- operational difficulties with fewer and aging membership;
- likelihood of future financial difficulties and leasehold risks; and
- the opportunity to merge with Lindfield Bowling Club.

The site's future use under the current RE1 Public Recreation zoning is not considered the highest or best use of the site.

The co-ordinated and orderly use of the land would be best facilitated by rezoning the site to medium density residential, with compatible planning controls with the surrounding residential development.

Consistency with strategic planning framework

The Planning Proposal to rezone the site is consistent with the following strategic planning policies and plans:

- *Ku-ring-gai Council Community Strategic Plan* – The reclassification and rezoning of the site is consistent with the following issue and long term objectives:
 - C6.1 Housing Choice and Affordability
 - Long Term Objectives '*Councils planning approach to the provision of housing across Ku-ring-gai addresses the supply, choice and affordability of the community*' and '*Diversity and supply of new housing has been investigated to provide safe and responsive housing that addresses the changing population*'

The site is located in an established residential area. The Planning Proposal would allow the site to be redeveloped for housing, increasing housing supply in the local area. Rezoning the site from RE1 Public Recreation to R3 Medium Density Residential would achieve the objectives relating to housing choice and affordability by better meeting the needs of the changing population by providing a broader and diverse range of housing – instead of freestanding houses or apartments – to suit different lifestyles and address housing affordability.

A review of the Community Strategic Plan in 2017 included community planning workshops. The sentiment gleaned from the consultation was the need to provide a greater mix of housing, particularly housing in the form of townhouses in order to provide for downsizers and a more affordable housing option for younger families.

- *Greater Sydney Region Plan – A Metropolis of Three Cities (March 2018)* – This is the key strategic plan prepared by the Greater Sydney Commission and sets out the 40 year vision for the Sydney Metropolitan Area. It provides direction for Sydney's Infrastructure, Productivity, Liveability and Sustainability. The reclassification and rezoning of the site is consistent with the following objectives:

- Objective 10 – Greater Housing Supply;
- Objective 11 – Housing is more diverse and affordable; and
- Objective 14 – Integrated land use and transport creates walkable and 30 minute cities.

Currently, most new home built in NSW fall into two categories – either traditional freestanding houses or apartments. Almost 75% of all dwellings in Ku-ring-gai are separate houses (low density), which is much higher than the Greater Sydney average of 55%. Ku-ring-gai also has a significantly lower proportion of medium density dwellings than the Greater Sydney average. The changes resulting from the Planning Proposal will permit an increase in supply of medium density housing in Roseville, contributing to the objectives of providing ongoing housing supply and a range of housing types in the right location, in order to support Sydney’s growing population.

Rezoning part of the site to R3 Medium Density Residential will support the objective relating to diverse and affordable housing. A range of housing types within a centre provides for the needs of the community at different stages of life, and caters to diverse household types. It means that as people age they can move into smaller homes and stay in their existing neighbourhood. Medium density housing provides an alternative, and a more affordable housing choice compared to a freestanding house.

The objective of a 30min city is so people are able to access jobs and services in their nearest metropolitan and strategic centre within 30min by public transport. The site is well located in terms of accessibility to bus transport to Roseville Local Centre and the North Shore Line, providing access to the metropolitan centre of Sydney CBD, and the strategic centres of Chatswood, Hornsby, Macquarie Park and St Leonards.

- *North District Plan (March 2018)* – This plan implements the Greater Sydney Region Plan at a district level. The 20 year plan is a bridge between regional and local planning. The reclassification and rezoning of the site is consistent with the following planning priorities:
 - Planning Priority N5 – Providing housing supply, choice and affordability, with access to jobs, services and public transport
 - Planning Priority N12 – Delivering integrated land use and transport planning and a 30min city

Rezoning of the site would allow for the reasonable residential redevelopment of an existing site and would assist in meeting the objectives relating to the delivery of housing supply and contributes to the additional 92,000 new homes required in the North District from 2016-2036. Rezoning to medium density residential provides housing choice which better meets the needs of Sydney’s changing population by providing a broader range of housing options to suit different lifestyle and affordability needs.

The site is well located in terms of access to jobs, services and public transport, consistent with the objective of a 30 minute city. The site is in close proximity to the Babbage Road Neighbourhood Centre, the Roseville Local Centre and Chatswood CBD in the neighbouring Willoughby Council LGA. 47 Warrane Road, Roseville Chase has good transit access with nearby public transportation options including 2.1Km to the North Shore Rail Line - Roseville Station and 200 metres to Forest Coach bus services on Warringah Road with linkages to Chatswood, Terrey Hills and North Sydney.

- *Consistency with applicable Ministerial Directions (s.117 directions)*

The S117 Ministerial Directions – These are directions issued by the Minister for Planning to relevant planning authorities under s117 of the *Environmental Planning and Assessment Act 1979*. The reclassification and rezoning is consistent with the following directions:

- 3.1 Residential Zones
- 3.4 Integrating Land Use and Transport
- 7.1 Implementation of Metropolitan Plan

The reclassification and rezoning would be consistent with the objectives of 3.1 Residential Zones as it will provide a variety and choice of housing types to provide for existing and future housing needs of the local community, and Sydney as a whole. The site is well located, ensuring that new housing has appropriate access to infrastructure and services.

The objective of direction 3.4 integrating land use and transport is to ensure that urban structures, building forms, land use locations, development designs, subdivisions and street layouts achieve improved access to housing, jobs, and services by walking, cycling and public transport – reducing the demand and dependence of cars. The site has good access to shops and services, and is well located in terms of accessibility to public transport – including buses on Warringah Road and trains – at Roseville Station. The site is a walkable distance 200 m to the local neighbourhood services and infrastructure.

- *SEPPS* – State Environmental Planning Policies (SEPPs) are made where the Minister for Planning is of the opinion that the matters concerned are of significance for the State. The rezoning and reclassification is consistent with the following SEPPs:
 - SEPP 32 Urban Consolidation – the Planning Proposal will facilitate urban consolidation by increasing the amount of land available for redevelopment in an existing urban area, close to public transport.
 - SEPP 55 Remediation – a Phase 1 Preliminary Site Investigation was carried out on the subject site which concluded that a number of areas of environmental concern that have been identified on the site from past activities including uncontrolled demolition, uncontrolled filling, application of herbicides/pesticides and chemical storage. The Phase 1 concludes that the site could be made suitable (from a land contamination perspective) for future land use settings subject to further assessment, management and remediation. It is recommended that a Stage 2 Detailed Site Investigation be undertaken on the site.
 - SEPP Infrastructure 2007 – The site is within an existing developed area and it is not anticipated that there will be significant change in demand for infrastructure.

SITE CONTEXT

The site 47 Warrane Road, Roseville Chase is adjoined by traditional freestanding residential houses zoned R2 Low density residential. The site is well located to the Babbage Road Neighbourhood centre, and is in close proximity to shops, services and public transport in the Roseville and Lindfield Centres and Chatswood CBD in the neighbouring Willoughby Council LGA.

It is proposed that the site be rezoned from RE1 Public Recreation to R3 Medium Density Residential, which permits multi-dwelling housing – which would be generally described as townhouse style development. The maximum height of buildings for medium density is 11.5m and floor space ratio is 0.8:1, compared to a maximum height of buildings of 9.5m and floor space ratio of 0.3:1 for low density residential.

It is considered that the proposal to rezone the site to R3 Medium Density Residential is compatible with the surrounding context and built form. The NSW Land and Environment Court Planning Principle *Compatibility in the Urban Environment* sets out the principles for considering whether a proposal is compatible with surrounding development. The most appropriate meaning of ‘*compatible*’ in relation to the urban environment is “*capable of existing together in harmony*”. Compatibility is therefore different from ‘*sameness*’ - that is - development does not need to be the same to be compatible. It is generally

accepted that buildings can exist together in harmony without having the same height, density, scale or appearance.

OPEN SPACE ASSESSMENT

The need to provide open space for passive recreation is recognised within Roseville, and Ku-ring-gai as a whole. Council's Open Space Acquisition Strategy has been prepared to establish a series of principles for acquisition of land for local parks within priority areas. The priority areas are generally around the local centres and along the main road corridors where there is limited existing parkland and where new development is increasing the local population and thereby demand on existing parks. Land acquisition is funded by development contributions (S94) collected by Council.

The Open Space Acquisition Strategy (OSAS) establishes principles and priorities for acquiring open space in Ku-ring-gai; a brief assessment of the subject site is undertaken below:

- **Location** - The site is located in a priority 6 zone as shown in the figure below. This is a low level priority as current planning provisions indicate very little higher density is planned for the area; in addition the site is very well served by parks. The nearest parks are:
 - **Echo Point Park** is a 15 minute walk to the east of the site; it is situated in bushland on the shores of Middle Harbour and has a wide range of facilities and attractions including a beach, mangroves, Aboriginal heritage sites, walking tracks, terraced gardens, playground and remains of the old Roseville Baths and Roseville Bridge;
 - **Malga Reserve** is a local park located within a 5 minute walk from the site; it is has an area of approximately 4,300sqm with a recently upgraded playground on the corner of Griffith Avenue and Malga Avenue; and
 - **Castle Cove Park** in Willoughby LGA is a 15 minute walk to the south-east of the site and provides a wide range of facilities including BBQ facilities; off-leash dog area; sportsground; multipurpose ball court; toilets; and a jump track.

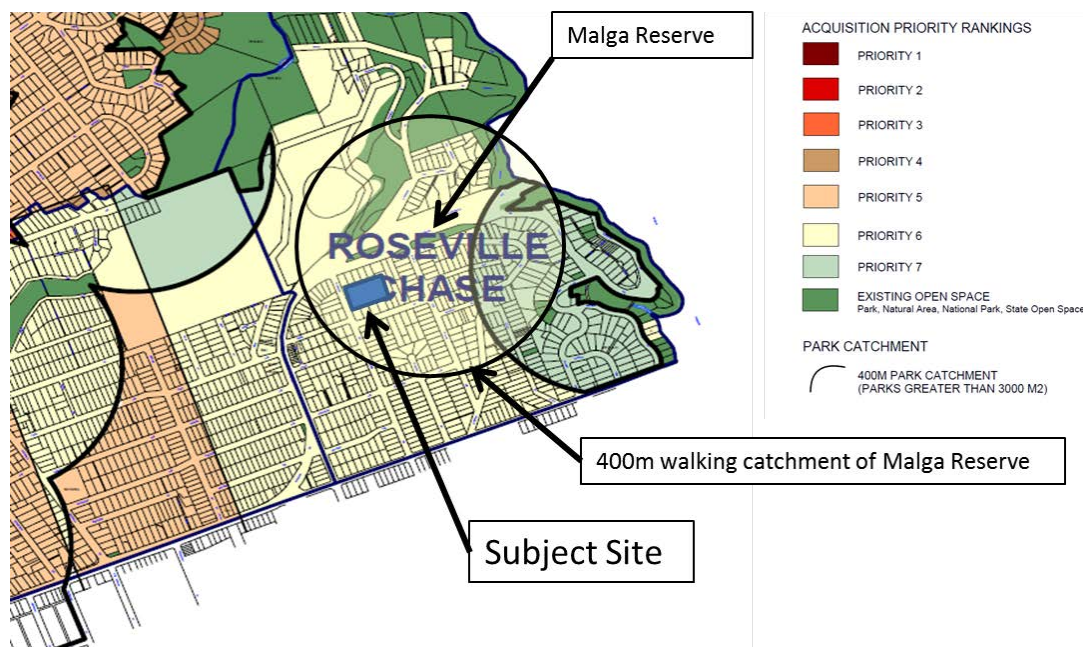


Figure – extract from Open Space Acquisition Strategy showing subject site and acquisition priority rankings

- **Size** - The OSAS requires new parks to have an area greater than 3000m² to provide for maximum passive recreation opportunity. The subject site is approximately 1.0 Ha in size; if part of the site was to be dedicated as parkland it would occupy about 30% of the site, the location of the park would have to be at the front of the site to meet other criteria set out below. The site has

a 75 metre frontage to Warrane Street; a depth of 40-50 metres would therefore be required to create a park of 3,000sqm.

- **Natural Systems** - There would be no potential conflicts between natural systems and recreation on the subject site.
- **Cultural heritage** - There would be no potential conflicts between heritage and recreation on the site.
- **Visual and landscape quality** - The site does not have particularly high visual or landscape qualities that would enhance the recreational use of the site.
- **Accessibility** - The site is in a reasonably prominent location and is visible from a public street. The OSAS requires that new parks have at least 2 street frontages; the subject site would not currently comply with this requirement.
- **Connectivity** - The site would not provide potential to create new linkages between residential blocks. Further land acquisition would be required to achieve this outcome.
- **Carrying Capacity** - The site does not extend or build on an existing reserve or system of reserves. A park in this location would duplicate the facilities provided in Malga Reserve.
- **Economic Efficiency** - Assessment of a walking catchment around the subject site indicates that a park in this location would duplicate the facilities currently provided in Malga Reserve.
- **Management and Maintenance** - The subject site is likely to be affected by unacceptable risks such as contamination given the past use. This would dramatically increase the cost of construction of the park. Such costs are not budgeted for and must be avoided to ensure maximum funds are available to create new parks with high levels of facilities and amenities.
- **Passive Surveillance** - The location is largely consistent with "Safety by Design" principles in terms of passive surveillance. The current situation would be improved by redevelopment of the site.

In summary, when assessed against the principles and criteria under the OSAS, the subject site (or part of) is not a suitable location for a park because:

- the site is located in a priority 6 zone which is a low level priority;
- the site is very well served by parks; and
- a park on the site would duplicate and conflict with the facilities currently provided in Malga Reserve.

Value and Yield

- RE1 Public Recreation – limited development options - dwellings prohibited.
- R3 Medium Density Residential – may result in approximately 30-34 dwellings (dependent on dwelling size)

Considering the location and surrounding context it is recommended that medium density zoning be applied to the site as this represents the highest and best use of the site.

Divestment

Should the site be rezoned, any future divestment would be subject to a separate Council Resolution, and would be undertaken in accordance with Council's *Acquisition and Divestment of Land Policy 2014*.

7. Consultation

A formal Planning Proposal would be prepared to rezone the site to permit medium density residential development and submitted to the NSW Department of Planning & Environment seeking Gateway Determination to permit public exhibition of the draft Planning Proposal.

A Planning Proposal to rezone Council land of this type would normally be publically exhibited for at least 28 days.

Surrounding properties would be notified of the public exhibition, and an advertisement placed in the North Shore Times.

In addition, there is also a requirement to consult with the relevant State Government Agencies to seek their feedback on the Planning Proposal. Following the exhibition period all submissions made on the plan would be assessed by staff and the matter would be reported back to Council.

8. Conclusion

47 Warrane Road, Roseville Chase, is currently zoned for public recreation purposes, and the site was previously used a bowling club. Due to declining membership and increasing maintenance costs the club terminated their lease with Council and vacated the property. The sites future use under the current RE1 Public Recreation zoning is not considered the highest or best use of the site. The co-ordinated and orderly use of the land would be best facilitated preparing and exhibiting a Planning Proposal to rezone the site to permit medium density residential development. There is sufficient strategic and site specific merit for the reclassification and rezoning of the site.