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Tolland Renewal Precinct

Planning Proposal

Land and Housing Corporation

14 September 2023



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Executive Summary

Tolland estate is characterised by large areas of land and housing owned by the NSW Land and Housing Corporation (LAHC) and the Aboriginal Housing Office, private homes owned by members of the community and open space and road networks owned by Council.

The Land and Housing Corporation is partnering with the Aboriginal Housing Office, the Argyle Consortium (consisting of Argyle Housing, Birrabee Housing and BlueCHP) and Wagga Wagga City Council on this project. The aim of the renewal project is to enable Tolland to grow into a vibrant, healthy, socially and economically diverse and sustainable community.

The project will redevelop and improve approximately 67,5000m² of community parklands, that includes an additional 16,000m² of new community parklands.

Approximately 500 new homes, including an additional 270 homes, will be delivered across the precinct increasing the housing supply during a time of significant need. New homes will include lots for sale to the private market, enabling people to purchase and build their own home, as well as new, modern social and affordable housing that fits seamlessly into the local streetscape.

The objective of this Planning Proposal (PP) is to amend Wagga Wagga Local Environmental Plan 2010 (LEP) to rezone certain lots to R1 General Residential.

The masterplan incorporates a precinct wide approach to the provision of supporting infrastructure including roads, utilities, drainage basins, footpaths and landscaping. This process includes the reconfiguration of existing road and drainage lots owned by Council, as well as the redistribution of the open space and residential uses. This planning proposal aims to provide the correct land use permissibility and public land classifications to enable this process. It is therefore necessary and is the most efficient mechanism to do this on a precinct scale.

Given the design and land acquisition process is ongoing, flexibility in the zoning is necessary to the design process, and the proposal is to provide R1 zoning across the majority of the site. On this basis it is intended that a binding agreement is entered into with Council for the provision and dedication of open space, ensuring practical delivery of the masterplan. This will enable the ongoing land acquisition and dedication, offsetable works, contributions and the timing for all associated activities.

Provision of housing is a current priority for all levels of government, particularly affordable housing in regional areas. Tolland has been identified in the Wagga Wagga Local Strategic Planning Statement as an opportunity for broadscale urban renewal. That renewal is aimed at improving housing choice, amenity and community space combined with improved connectivity, public spaces and facilities to deliver on improved socio-economic outcomes.

Strategically, the Tolland Project aligns with the stated commitment of both the Federal and NSW Governments to grow regional cities and local centres. Critically, the Project will also deliver social and community benefits that align with the Premier's Priorities and the Future Directions for Social Housing in NSW initiative. The project aligns with the objectives, priorities, and actions of a number of strategic planning documents, including:

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- National Housing Accord
- Housing 2041
- Future Directions for Social Housing NSW
- The Riverina Murray Regional Plan 2041
- Wagga Wagga Local Strategic Planning Statement 2040
- Wagga Wagga Urban Cooling Strategy 2022 2052
- Wagga Wagga Active Travel Plan

The site is affected by clauses 7.4 Vulnerable land, 7.6 Groundwater vulnerability and 5.21 Flood planning under the LEP. Supporting documentation that accompanies this proposal include flood, heritage, traffic, contamination, ecology and urban design. These supporting plans and studies confirm the site's suitability for the proposed project, as well as its ability to satisfy the provisions of applicable State Environmental Planning Policies. The site is an established urban area with existing transport, open space, education and services. Required servicing upgrades will be managed through the development process.

The project has an ongoing project engagement strategy which has included extensive and ongoing consultation with Council and the community as well as a number of stakeholders. Wagga Wagga City Council is supportive of the proposal and intends to work closely with LAHC in the delivery of the project. The design has been informed by and responded to stakeholder comments as appropriate. Ongoing consultation will be undertaken with the community as part of the masterplan process, as well as mandatory public exhibition of this proposal.

This document presents the objectives and intended outcomes of the planning proposal and an explanation of the provisions that are to be included in the proposed LEP. The strategic merit has been presented as being in alignment with a suite of strategic policies across all levels of government and the site's merit is substantiated by the package of supporting documentation and site studies.

1 Introduction

1.1 Project

Tolland estate is characterised by large areas of land and housing owned by the NSW Land and Housing Corporation (LAHC) and the Aboriginal Housing Office (AHO), private homes owned by members of the community and open space and road networks owned by Wagga Wagga City Council (Council).

The LAHC is working with the AHO, the Argyle Consortium (consisting of Argyle Housing, Birrabee Housing and BlueCHP) and Council to transform the Tolland estate into a mix of new social, affordable, seniors and private housing, along with new community facilities, roads and parks.

The Project will redevelop and improve approximately 67,500m² of community parklands, that includes 16,000m² of new community parklands.

Approximately 500 new homes will be delivered across the precinct, including an additional 270 dwellings, increasing the housing supply during a time of significant need. New homes will include lots for sale to the private market, enabling people to purchase and build their own home, as well as new, modern social and affordable housing that fits seamlessly into the local streetscape.

The type and design for the housing will be based on best practice design principles including single and double-storey homes, and north-facing sites incorporated into the masterplan design. The project also proposes low-rise units with lifts for seniors housing on Bruce Street. This new, fit for purpose housing will provide security for older people and enable them to stay connected to community and services via close transportation links.

<u>Vision</u>

Tolland will grow into a vibrant, healthy, socially and economically diverse and sustainable community. The renewal will provide housing choice for prospective residents, including modern fit-for-purpose social housing, affordable housing, new private housing and specialist housing typologies.

Tolland will provide a variety of housing densities and typologies suited to the needs of the community, including the needs of youth, low income key workers and seniors. Future housing will be tenure blind and cater for the variety of physical, social and cultural needs of the current and future residents. This development will also support non-residential or community uses.

An inclusive neighbourhood character and personal experience is to be delivered through diverse housing typologies, improved walkability, safer environments, opportunities for social connection, an improved sense of place and personal safety and opportunities for education, recreation, work, socialisation and wellbeing.

Tolland will be developed in stages in accordance with the approved masterplan, retaining its predominantly low density character, with higher densities encouraged in nominated areas. Increased amenity and liveability will be achieved through the provision of solar access to living and



open space areas, embellished green spaces, public domain areas and landscaped developments and a considered arrangement of scale and bulk of the built form.

A strong relationship is to be provided between the public and private domains, including streets, lanes and parks, designed to allow increased safety, perceived safety, passive surveillance and sight lines.

Next Stage

Upon approval of this Planning Proposal application, the next anticipated steps are as follows:

- 1. Creation of a Voluntary Planning Agreement between LAHC and Wagga Wagga City Council
- 2. Preparation and adoption of a precinct-specific Development Control Plan
- 3. Design and construction of Stage 1A under Part 5 of the Environmental Planning and Assessment Act.

1.2 The Site

The Project site comprises the western portion of the suburb of Tolland. The project area (approximately 67.5 hectares) is bounded by major collector roads (Glenfield Road in the west; Red Hill Road in the south and Bourke Street in the east). The northern bounds of the site are the rear property boundaries of the dwellings fronting Maher Street.

The project area currently includes 614 residential properties comprising 227 social housing and approximately 387 private residential homes and 20 vacant social housing lots. There is a community centre, a private school and public school, a place of worship and two recreational parks within the project site.

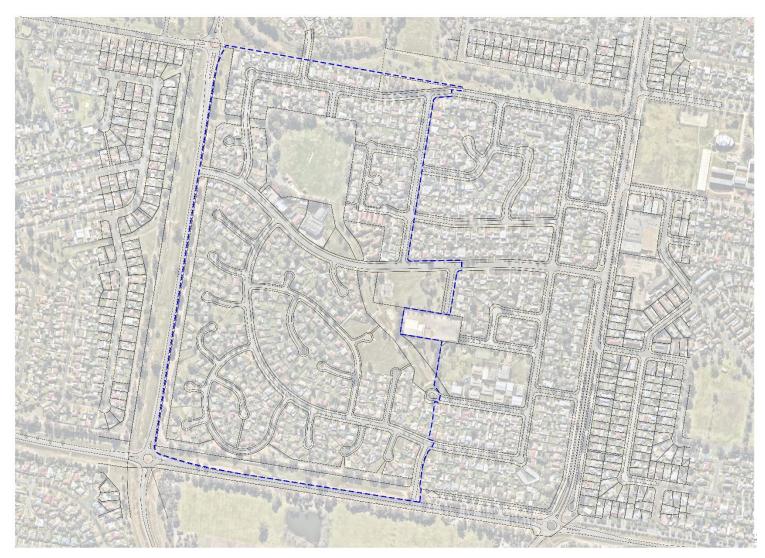


Figure 1-1 Site Plan



Tolland Renewal Precinct 1 Introduction

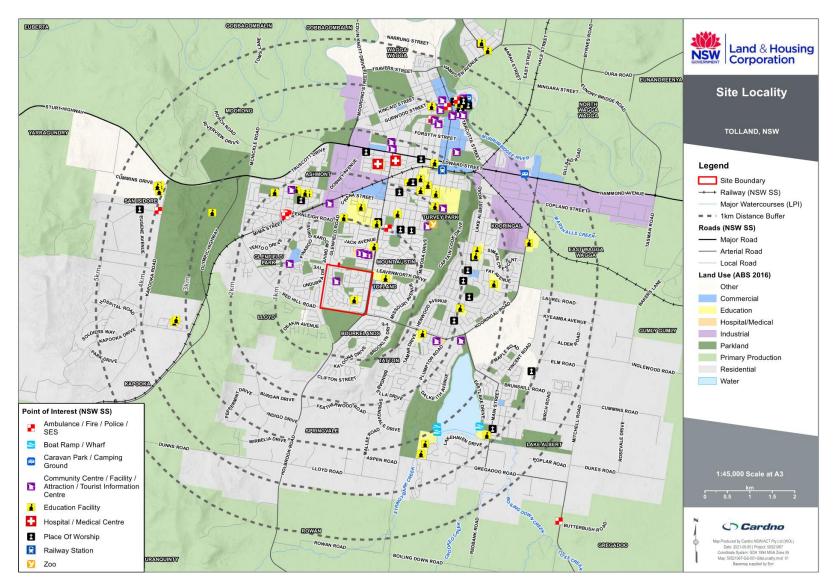


Figure 1-2 Location Plan



1.3 Locality

The suburb of Tolland is located 4 kilometres south of the Wagga Wagga Central Business District. Wagga Wagga is NSW's largest inland regional city, home to more than 67,000 people and the central hub for much of the region's east. Wagga Wagga town centre includes a well-established commercial district, emergency services facilities, hospital and administration centre.

East of the town centre is the Bomen Special Activation Precinct which is 5km from the study site. The master plan for this Activation Precinct was adopted on 21 May 2021. The precinct is centred on the Inland Rail Project at the Bomen Business Park and is expected to generate 6,000 new jobs in manufacturing, agribusiness and freight logistics as well as education and training facilities. The Special Activation Precinct will commence construction within the next 12 months and continue to develop over a 40 year timeframe. This precinct will provide a local economic boost and specifically opportunities for the resident workforce in Tolland as well as generate demand for worker and student accommodation.

Immediately northeast of the site is Mount Austin High School with approximately 500 students. On the eastern side of Bourke Street is a group of speciality shops, an IGA supermarket, service station and a hotel. South of the site is Jubilee Park Sports Complex, a 30 hectare multi-sport centre including athletics track, clubhouses and amenities.

1.4 Local Planning Context

1.4.1 WAGGA WAGGA LOCAL ENVIRONMENTAL PLAN 2010

The Wagga Wagga Local Environmental Plan 2010 (LEP) is the primary environmental planning instrument applying to the site and the proposed development.

The subject site currently includes the following zones:

- R1 General Residential
- R3 Medium Density Residential
- RE1 Public Recreation
- E1 Local Centre

The LEP is otherwise silent on principle planning controls, with no Height controls, Floor Space Ratio, Heritage or minimum lot size controls for subdivision applicable to the site.

Tolland, and the majority of Wagga's urban area, contains two key residential zones: R1 General Residential and R3 Medium Density Residential. The LEP's land use table specifies anything as permitted if it is not prohibited. With the exception of 'rural workers' dwellings' neither zone prohibits any form of residential accommodation. Therefore, the permitted residential land uses within both zones is identical.

The site is affected by clauses 7.4 Vulnerable land, 7.6 Groundwater vulnerability and 5.21 Flood planning. The site is additionally mapped under clause 7.3 Biodiversity, however, Council has confirmed the redundancy of its Terrestrial Biodiversity mapping and its preferred use of the NSW



Biodiversity Threshold Mapping Tool as enforced by the Biodiversity Conservation Act (BC Act). It is worth noting here that the site does not contain values under the Biodiversity Threshold Mapping.

Finally, clause 5.2 relates to the reclassification of public land as described in Schedule 4 of the LEP.

1.4.2 WAGGA WAGGA DEVELOPMENT CONTROL PLAN 2010

Wagga Wagga Development Control Plan 2010 (DCP) provides the detailed development controls which apply to all development across the Wagga Wagga Local Government Area (LGA). Of relevance to the subject site and any future residential development, the development control plan includes the following chapters:

- Section 2 Controls that apply to all development
 - o Vehicle access and movements
 - o Off-street parking
 - Landscaping
 - Safety and security
 - Erosion and Sediment Control Principles
 - Development adjoining open space
- Section 4 Environmental Hazards and Management
 - Flooding
- Section 7 Subdivision
 - Residential and large lot residential subdivision
 - Design for use and accessibility
 - o Solar access, energy efficiency, size and shape of lots
 - o Open space, parks and the public domain
 - Water Sensitive Urban Design
- Section 9 Residential Development

The general controls contained within the DCP provide a framework for future development. This framework will be expanded upon to include precinct-specific DCP controls as part of the next steps following endorsement of the masterplan.

1.4.3 PLANNING AGREEMENTS AND DEVELOPER CONTRIBUTIONS

There is no planning agreement currently in place for the site. However, the masterplan aims to provide an increase of and renewal to the amount and quality of public open space within the precinct. Given the uncertainty around the exact masterplan design and location of uses, it is intended that a binding agreement is entered into for the provision and dedication of open space, ensuring that the intention of the masterplan will be delivered. This will enable the ongoing land acquisition and dedication, offsetable works, contributions and the timing for all associated activities.

A letter of offer has been provided to Council to outline the intent of the agreement. The terms of agreement are currently under negotiation with Council and is anticipated to be resolved prior to gazettal.

It is noted that the Wagga Wagga Local Infrastructure Contributions Plan 2019-2034 excludes the following development from the payment of Local Infrastructure Contributions under Sections 7.11 and 7.12 of the Environmental Planning and Assessment Act:

- Social housing and affordable housing
- Development for the purposes of any form of seniors housing defined in State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004 that is provided by a social housing provider.

1.5 Supporting Documentation

This Planning Proposal is supported by the following studies and documents:

- Masterplan set prepared by Stantec dated September 2023
- Landscape plans prepared by Stantec dated September 2023
- Urban Design Report prepared by Stantec dated September 2023
- Preliminary flood assessment report prepared by GRC dated September 2023
- Traffic Impact Assessment prepared by Stantec dated September 2023
- Aboriginal & Historic Heritage Due Diligence Assessment Report prepared by OzArc dated September 2023
- Preliminary Biodiversity Assessment Report prepared by The Environmental Factor dated September 2023
- Tree Assessment prepared by Mark McCrone dated September 2023
- Preliminary Site Investigation prepared by MacMahon Earth Sciences dated September 2023
- Utilities report prepared by Stantec dated September 2023
- Social and Community Needs Assessment prepared by Stantec dated September 2023

2 Purpose of the Planning Proposal and Amendments

This Planning Proposal (PP) has been prepared in accordance with Section 3.33 of the Environmental Planning and Assessment Act 1979 (EP&A Act) and the Department of Planning and Environment Local Environmental Plan Making Guideline dated August 2023.

2.1 Objectives and Intended Outcomes

The objectives of this PP is to amend Wagga Wagga Local Environmental Plan 2010 to rezone subject lots from existing zoning of RE1 and R3 to R1 General Residential. These amendments aim to achieve the following outcomes:

- To facilitate precinct wide renewal with revised street layout, increased permeability, connectivity and safety, walkability and liveability.
- Optimise the site's potential through the provision of market housing and the renewal of the existing social dwellings to create a vibrant, healthy, community.
- Provide a pattern of housing which integrates social housing, is tenure blind and appropriately increases densities, dwelling typology and yield.
- Improve precinct interface and connectivity with the wider community through suburb boundaries and road reserves which are active and open.
- Provide enhanced and safer public spaces with increased permeability and surveillance, which are open, activated, accessible, appropriate for a range of age groups and functional.
- Allow flexibility in the design process while detailed site studies and land acquisition processes are ongoing.

2.2 Explanation of Provisions

The objectives and intended purpose of this planning proposal can be achieved through the following amendments to Wagga Wagga LEP 2010. It is noted that the existing public open space is proposed to be rezoned to R1, general residential, only for the purposes of delivering the necessary infrastructure to support the redevelopment. The proposed public open space within the development is to be delivered through a voluntary planning agreement and necessary LEP amendments will be made in the future to reflect the actual boundaries of public open space once those assets have been constructed.

1. Land Zoning Map Amendments – Sheet LZN_004D. All proposed land zoning amendments are listed in **Appendix A**, as depicted in Error! Reference source not found. and **Section 4** mapping.



1Current zoning Figure 2-1



Proposed zoning

3 Justification

Section A – Need for a Planning Proposal

Is the planning proposal a result of an endorsed LSPS, strategic study or report?

Yes. The Wagga Wagga Local Strategic Planning Statement (LSPS) identifies the suburb of Tolland as an opportunity for broadscale urban renewal. That renewal is to aim to improve housing choice, amenity and community space and combine this with improved connectivity, public space and facilities to deliver on improved socio-economic outcomes.

Furthermore, it is generally understood that the provision of housing is a current government priority, emphasised in documents and initiatives such as the National Housing Accord, Housing 2041, Regional Housing Taskforce and expedited planning pathways. Critically, this project will deliver social and community benefits that align with the Premier's Priorities and the Future Directions for Social Housing in NSW initiative. Additionally, it implements the findings and recommendations of the 2021 Regional Housing Taskforce stakeholder consultation, with one of the key recommendations being to "increase the availability of affordable and diverse housing across regional NSW."

Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Yes – the PP to enable the amended rezoning of land to primarily R1 General Residential is considered the best means of achieving the objectives and intended outcomes of the Tolland Renewal Project.

The Tolland project is a precinct wide master planning process, which is currently restricted by a significant number of lots, and partial lots, requiring rezoning or reclassification. A Planning Proposal is the only way of providing the appropriate land use permissibility and land classification at a systematic, precinct wide level.

The current zoning controls have the effect of locking any future design to the existing land uses, rather than a reimagined future land use that is considered and planned. Amending the zoning will allow the precinct wide planning and inclusion of intended general residential, medium density, seniors living, public open space and recreation area and drainage uses. A planning proposal is the most efficient mechanism to deliver site wide requirements and providing flexibility in the design process while detailed site studies and land acquisition processes are ongoing.

Section B – Relationship to Strategic Planning Framework

Will the planning proposal give effect to the objectives and actions of the applicable regional or district plan or strategy (including any exhibited draft plans or strategies)?

The Riverina Murray Regional Plan 2041

The proposal is consistent with the Riverina- Murray Regional Plan and directly aligns with the following objectives:

- Objective 5: Ensure housing supply. Diversity, affordability and resilience
- Objective 18: Provide housing supply in the right locations
- Objective 15: Support the economic vitality of CBDs and main streets
- Objective 19: Deliver housing that is more diverse and affordable

The Plan outlines a need for redevelopment and higher residential densities to be the focus of urban growth in regional cities and identifies capacity for existing urban areas for infill and revitalisation, particularly near commercial centres. Additionally, it notes an existing oversupply in large, detached dwellings that do not align with demand for smaller, accessible and more affordable housing.

The Plan also acknowledges the recommendations of the Regional Housing Taskforce and need to deliver 127,000 news homes in the regions over the next 10 years. The renewal of Tolland Estate will assist with the delivery of increased regional housing supply and more diverse housing typologies. Finally, an increase in density will assist in supporting the viability of local businesses.

Is the planning proposal consistent with a council LSPS that has been endorsed by the Planning Secretary or GCC, or another endorsed local strategy or strategic plan?

Wagga Wagga Local Strategic Planning Statement 2040

The proposal aligns with the Wagga Wagga LSPS which identifies Tolland as an opportunity for broad scale renewal. The LSPS recognises the role of Tolland to contribute towards Wagga Wagga's housing supply.

Under three overarching themes, the LSPS sets a number of principles, each with key actions. Notably, Action COM12 is 'to collaborate and advocate for urban renewal opportunities with State and Federal government in key locations, including Tolland'.

The proposal directly aligns to the following 'Community Place and Identity' principles in the LSPS:

- **Principle 8: Our City promotes a healthy lifestyle –** recognises renewal opportunities in Tolland and opportunity to improve housing choice, amenity, community and public space and facilities to deliver on improved socio-economic outcomes.
- **Principle 9: High quality public spaces with an engaged urban character** The design of public spaces will enhance social connections, accessibility, safety, wellbeing, feelings of inclusion and sense of community.
- **Principle 10: Provide for a diversity of housing that meets our needs** Need for infill and renewal to provide more diverse housing. Growth, infill and urban renewal areas of the city

including sites of Alan Staunton Oval, Eric Weisel Oval, and the Mill, as well as Tolland, Kooringal and Ashmont will take the housing supply beyond 25 years.

The Wagga Wagga LSPS identifies a need for an additional 14,000 new homes over the next 20 years and recognises the need for urban renewal and infill development to deliver these outcomes. The LSPS recognises the role of infill development to provide increased housing, housing diversity, affordability and liveability in established communities, close to services, community and recreation facilities. The proposal will contribute a significant portion of housing for the LGA and will provide a diversity in housing and density that is fit for purpose with a renewed neighbourhood character and amenity.

Urban Cooling Strategy 2022 – 2052

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The Urban Cooling Strategy aims to increase community health, well-being and resilience through planning more sustainable future developments and adapting our existing areas wherever possible.

Design considerations of this strategy's actions include:

Strategy Action	Design Response	
Avoid and minimise tree removal in public and private spaces	The project aims to retain existing trees where possible as well as providing new street trees throughout the precinct	
Identify opportunities to increase shade in playgrounds through plantings or shade sails Identify opportunities to increase shade through plantings, shade sails or shelters as appropriate at sportsgrounds Prioritise the use of cool materials and surfaces for all new facilities and assets developed	Open space has been designed to increase shade and shelters within play areas and sportsgrounds. Future design is capable of including the use of cool materials and surfaces, shade sails and evergreen tree species where appropriate.	
Landscape nature strips with waterwise native plants	The proposed landscaping increases vegetation on existing nature strips, particularly Bruce Street, Red Hill Road and Glenfield Road	
Identify opportunities to increase plantings along the active travel path network	The masterplan introduces shared paths on Glenfield Road, Bruce Street and through the open space areas to tie into the existing Red Hill Road and Bourke Street links. Landscaping has been proposed on all these links within the site.	

Provide perimeter planting around existing detention basins	Landscaping is proposed around key stormwater and detention areas
Identify opportunities to increase shade through plantings or shelters at bus stops	Landscaping and street trees have been provided on Bruce Street where the bus stops are located
Bundling of power cables to reduce street tree pruning	Power lines within the precinct will be undergrounded, minimising the necessity to prune street trees
Consider roof colour	Future design is capable of including the use of cool materials and surfaces

Wagga Wagga Active Travel Plan

Council is constructing a 56 km network of dedicated cycle paths which when complete will crisscross the city and provide residents with a safe, alternative transport option for commuting. This is particularly relevant to Tolland, having one of the lowest car ownership rates in the LGA. The existing network follows Red Hill Road (Red Hill Road link) and Bourke Street (Bourke link).

The masterplan includes dedicated footpaths and shared path cycleways which connect the neighbourhood with existing Active Travel links and 'trip attractors', such as schools, shops, social infrastructure, aged care, recreational facilities.

Is the planning proposal consistent with any other applicable State and regional studies or strategies?

In addition to the Regional Plan as addressed above, a number of State and Federal studies discuss the critical need for housing, particularly housing which is affordable and located in regional areas. Strategically, the Tolland Project aligns with the stated commitment of both the Federal and NSW Governments to grow regional cities and local centres and contributes towards the obligation of the LAHC and AHO as government organisations.

National Housing Accord

The National Housing Accord is the federal government's plan to address the supply and affordability of housing. The Accord brings together all levels of government, investors, and the residential development, building and construction sector to unlock quality, affordable housing supply over the medium term.

Recommended commitments at a state level include:

• Looking for immediate opportunities to free up well located state land,

- Make housing supply more responsive to demand over time,
- Improve access to social and affordable housing, including rental housing, by:
 - Ensuring commitments made through the Accord contribute to increasing access to affordable housing beyond existing commitments; and
 - > Committing to building a strong and sustainable Community Housing Provider sector
 - > Ensuring commitments contribute to access to affordable housing.

Housing 2041

Housing 2041 provides the State government's 20-year vision for housing in NSW. The vision is reflected in the four pillars of supply, diversity, affordability and resilience of housing.

Housing affordability remains a concern for many NSW residents, with many people migrating to regional NSW for lifestyle and affordability reasons, increasing the pressure on those communities.

Government owned land is a priority area, with a goal to continue to invest in renewing and growing social housing, enabling the community housing sector and delivering more social housing to improve housing affordability for communities.

A key action of the plan is continuing to modernise and invest in the social housing portfolio, including building mixed tenure communities to support housing affordability and deconcentration.

Specific consideration needs to be given to a broad demographic of people. Housing is needed that suits the cultural needs of Aboriginal people, the physical needs of disabled or aging persons and the spatial needs of shifting household sizes. In regional NSW, larger dwellings continue to dominate new stock; one-bedroom homes made up less than 10% of housing stock in 2016. People located in regional areas, including students, seasonal workers, young couples and older people, need access to greater housing diversity and choice.

Future Directions for Social Housing NSW

Future Directions for Social Housing in NSW sets out the Government's vision for social housing from 2016 to 2025. It is underpinned by 3 strategic priorities:

- More social housing
- More opportunities, support and incentives to avoid and/or leave social housing
- A better social housing experience.

This project implements a number of key actions identified in this plan, including:

- 1.1 Increase redevelopment of Land and Housing Corporation properties to renew and grow supply;
- 1.4 Better utilisation of social housing properties;
- 3.2 Better maintenance and community amenity;
- 3.4 A "place-making" approach to building communities; and
- 3.5 Regional options.

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Is the planning proposal consistent with applicable SEPPs?

There are four relevant State Environmental Planning Policies (SEPPs) applicable to the future development of the land as specified in **Table 3-1**. The proposal is capable of meeting relevant requirements under these policies. A full list of SEPPs and a comment as to their relevance is provided at Appendix B.

Policy	Relevance	Consistent
Resilience and Hazards SEPP	Chapter 4 provides a state-wide approach to the remediation of contaminated land, with the aim of promoting remediation to reduce the risk of harm to human health or any other aspect of the environment.	Yes
	A Preliminary Site Investigation (PSI) has been prepared for the site, confirming that there is potential for contaminated materials due to the age of the existing structures. The PSI has recommended an unexpected finds protocol and detailed site investigations to occur as part of the future approvals process. The site is capable of complying with obligations under this SEPP.	
Housing SEPP	Future delivery of housing or subdivision may occur under the provisions of this SEPP. Not relevant at PP stage.	Yes
Transport and Infrastructure SEPP	Development applications proposing traffic generating developments (as listed in Schedule 3 to the TISEPP) or triggering consideration under Clauses 2.120 or 2.121 to the TISEPP will require referral to Transport for NSW (TfNSW). While this PP does not meet the definition of traffic Generating Development, initial consultation has occurred and is ongoing as required.	Yes
SEPP 65 – Design Quality of Residential Apartment Development	Future development can address this SEPP where applicable.	Yes

Is the planning proposal consistent with applicable Ministerial Directions (section 9.1 Directions) or key government priority?

The proposal is consistent with the following relevant Section 9.1 Directions, particularly:

- Direction 5.1 Integrating Land Use and Transport
- Direction 6.1 Residential Zones

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A full list of Ministerial Directions and a comment to their relevance is provided at Appendix C.

Section 9.1 Direction		Consistency Comment	
1.1	Implementation of Regional Plans	Yes	Section B of this PP demonstrates that the Proposal is consistent with the Riverina Murray Regional Plan 2041.
4.1	Flooding	Yes	Preliminary flood modelling of the project area concluded that the flood impact of the residential areas was relatively low risk. Several recommendations for further flood modelling analysis are detailed in Section 7 of the Flood Assessment Report provided under separate cover and can be considered during future design stages. Based on the above, development arising from the PP can be designed to be consistent with this Direction.
5.2	Reserving Land for Public Purposes	Yes	Under this Renewal Project land will be reserved for the purpose of public benefits such as public open space and drainage infrastructure as required to facilitate the masterplan development via a VPA or similar mechanism.
6.1	Residential Zones	Yes	This planning proposal includes provisions that encourage the provision of housing, increased density in certain areas, and broadens the choice of housing typologies and tenure. Being a master planned renewal project delivered by a collaboration of housing providers the efficient use of existing infrastructure and services is proposed where possible and serves to deliver housing based on best planning practice design principles, reducing the consumption of land for

housing and associated urban development on the urban fringe. Therefore, the Planning Proposal is
generally consistent with Direction 6.1.

Section C - Environmental, Social and Economic Impacts

Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected because of the proposal?

A Preliminary Biodiversity Assessment Report (PDAR) and tree study accompanies this proposal. These assessments considered vegetation which was publicly accessible; vegetation within private residential areas generally did not form part of this assessment.

The PDAR finds that native vegetation on site was comprised three Plant Community Types. The remainder of vegetation on site was comprised of planted local and non-locally native species along road verges, in urban gardens and other public recreation areas and a variety of exotic, ornamental planted tree and shrub species. One (1) area of scattered remnant trees likely previously forming part of a naturally occurring woodland.

Based on the field surveys and validation of vegetation condition on site, one (1) TEC (Box-Gum Woodland), listed as critically endangered under the BC Act. In total, 0.18 ha of degraded condition TEC occurs within the Subject Land. No impacts to this community are anticipated as a result of the Planning Proposal or future development in the Tolland housing estate. In general, threatened flora and fauna are not anticipated to occur in the Subject Land given the high levels of disturbance and degraded condition of habitat.

Anticipated impacts include:

- Potential impacts to up to 2.98ha of planted native shrubs and trees within the public recreation area along Maher Street, assigned to PCT 346 to which is proposed to be re-zoned to facilitate the construction of future dwellings for the Tolland Renewal Project
- Potential impacts to up to a further 0.18 ha of remnant native woodland conforming to PCT 266 and 2.4 ha of native planted vegetation assigned to PCT 277 located within the Subject Land, depending on the final design plans
- Potential impacts to 1.68 ha of vegetation comprised of mixed exotic and native planted trees along streets and reserves
- Potential impacts to the remaining 48.58 ha of existing residential lots, buildings, gardens, roadways, parklands and infrastructure categorised as non-native vegetation. Existing street and park trees are proposed to be retained where possible.

Consequently, the BOS would apply to the approved development to be assessed under Part 4 of the EP&A Act. This assessment is based on preliminary design; full impacts and minimisation thereof can be determined and addressed in future stages of the project.

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

The accompanying documentation confirms that the site is relatively free of environmental constraints that may be adversely affected by the proposal. These investigations indicate that any relevant matters can be addressed during the future detailed design and development processes.

Flood

A preliminary flood assessment has been prepared to accompany this PP. This report finds that the proposed Master Plan design for the area of interest is relatively low risk, with the modelling showing:



- The proposed residential areas are flood free for events up to the 1% AEP flood, with shallow (<0.05 m)/low hazard (H1) flows affecting surrounding roads.
- During the PMF, a portion of the Stage 1C site is subject to shallow (<0.05 m)/low hazard (H1) flows and the proposed Parkhurst Street extension was impacted by H2 hazard flooding, which is unsafe for small vehicles.
- There were no adverse impacts affecting properties outside of the Tolland Renewal Project for events up to and including the 1% AEP flood event.
- Localised increases in flood level within the existing open channel directly downstream of the development, to the west of Wagga Wagga Brethren Church. These impacts are noted to be confined to the existing stormwater channel and do not adversely impact surrounding properties.
- A minor increase in flood level of less than 0.1 m affecting the Wagga Wagga Brethren Church during the PMF.
- An area of impact of typically less than 0.03 m during the PMF extending to properties to the north of Bruce Street.

A number of recommendations for further flood modelling analysis are detailed in Section 7 of the assessment report and can be considered during future design stages.

Aboriginal & European Heritage

An Aboriginal & Historic Heritage Due Diligence Assessment has been prepared to accompany this PP. The undertaking of the due diligence process resulted in the conclusion that the proposed works will have an impact on the ground surface, however, no Aboriginal objects or intact archaeological deposits will be harmed by the proposal. An Aboriginal Heritage Impact Permit application is not necessary and an Unanticipated Finds Protocol has been recommended.

Access and Movement

A Traffic Assessment has been prepared to accompany this Planning Proposal and all documentation has been provided in support.

Contamination

A Preliminary Site Investigation has been prepared to accompany this Planning Proposal and all documentation has been provided in support.

Has the planning proposal adequately addressed any social and economic effects?

Social and Community Needs

A Social and Community Assessment has been prepared by Stantec and accompanies this PP under separate cover. This report provides a demographic overview, population projections and social housing demand, as well as an audit of Existing Social Infrastructure and open space.

Key findings include:

- There are significantly more single parent households raising children;
- There are more very young children (0-4);
- There is a significant Aboriginal community;
- Our SEIFA score is significantly lower and is amongst the lowest scores for an urban area in Australia;
- Household incomes are low;
- There was no internet in half our homes, and no car in one in five households in 2016;
- Unemployment is higher and people are in lower skilled and lower paid jobs; and

Tolland Renewal Precinct 3 Justification

• Rates of unpaid carers, and particularly, unpaid child carers point towards a marked community strength higher than community norms elsewhere.

The report provides an affordable housing strategy, which outlines the objectives of the delivery partners for the social and affordable housing components of the project and confirms its alignment with the objectives of the State Assessed Planning Proposal (SAPP) fast track program requirements.

Open Space

The masterplan includes the redevelopment and improvement of approximately 67,500m² of community parklands, which incorporates 16,000m² of new community parklands. The accompanying Urban Design Report confirms that the proposed layout provides a design which improves the functionality, amenity and accessibility of open space. Safety, and Crime Prevention through Environmental Design (CPTED) design principles have been implemented, providing improved surveillance, access, interface and sight lines.

Section D - Infrastructure (Local, State and Commonwealth)

Is there adequate public infrastructure for the planning proposal?

The site is an established urban area with existing transport, open space, education and services. Standard servicing upgrades will be managed through the development process and includes upgrades and augmentation to water, sewer and stormwater infrastructure.

NSW Land and Housing Corporation are currently in the process of entering into a Voluntary Planning Agreement with Wagga Wagga City Council to establish the mechanism by which any infrastructure upgrades required for the project can be delivered. These upgrades will include sewer, water and stormwater mains upgrades, provisions for public open space embellishments, road closures and reopening as required to facilitate the masterplan development, intersection upgrades and the like. These upgrades will be delivered on a stage-by-stage basis as the development progresses and will be design and delivered in accordance with the requirements of the VPA as well as Council's guidelines and development standards.

The site is not impacted by any significant constraints and all site-specific matters can be appropriately managed through the planning process.

Section E - State and Commonwealth Interests

What are the views of state and federal public authorities and government agencies consulted in order to inform the Gateway determination?

The project has an ongoing project engagement strategy which has included extensive and ongoing consultation with Council and the community. Additional consultation has been undertaken with NSW Police, the Department of Education, NSW Health, local utility authorities and local stakeholders. Feedback from this extensive consultation process has been extremely positive and has shaped and informed the development progress of the proposed redevelopment to date.

Wagga Wagga Council is in support of the proposal, and the masterplan has adopted a number of details as a response to collaboration with Council, as detailed in the accompanying Urban Design

Tolland Renewal Precinct 3 Justification

Report. Council has provided a letter a support for the project and the rezoning and preparation of a planning proposal for the site. Council's letter outlines the strategic merit of the proposal and alignment with Council's LSPS. Council has resolved to sign a Collaborative Agreement with NSW LAHC to establish the intent of Council and NSW LAHC to work together on the delivery of improved and additional social housing.

4 Mapping

The proposed amendment to the Wagga Wagga LEP Land Zoning Map – Sheet LZN_004D is shown below:



5 Community Consultation

5.1.1 FORMAL PUBLIC EXHIBITION PERIOD

It is expected that the PP will be publicly exhibited for 28 days in accordance with any future Gateway Determination. It is anticipated this will be the week commencing 13 November 2023. Public exhibition will be coordinated by Council.

5.1.2 PREVIOUS CONSULTATION

Consultation with government stakeholders has been detailed above in **Section E**. In addition, consultation and engagement with residents and stakeholders has been an integral component of the design process.

In late 2022 and early 2023, LAHC invited community members to share their feedback on the future for Tolland. Feedback during the consultation period was overwhelmingly positive (85%), with residents and community groups welcoming changes to improve the area. The survey results told us that:

- 78% of participants said changes should be made to provide a mix of housing types.
- 69% of participants said changes should be made to the existing parks and green spaces.
- 31% of participants said that changes should be made to the streets and footpaths to improve safety.
- 21% of participants identified as Aboriginal.

Further consultation with the community in early – mid 2023 informed the draft version of the Tolland Masterplan put to Wagga Wagga City Council for consideration, and preliminary notice of the Masterplan PP application and exhibition was provided to tenants in September 2023.

5.1.3 FUTURE CONSULTATION

LAHC have established a 'rolling consultation period' for the duration of this process, with information available online, public consultation sessions as required, letterbox newsletters as well as an established phone and email hotline for community enquiries.

Key dates of ongoing community consultation by LAHC with the community are as follows:

- **Tuesday 19 / Wednesday 20 September:** All students of Red Hill Public school will participate in a targeted engagement that allows them to explore the proposed Tolland masterplan in a virtual realm. The aim of this engagement is to build awareness of the renewal and stimulate discussion between Tolland kids and their families. This engagement also has the potential to generate interest in future employment pathways and apprenticeship opportunities.
- **Thursday 21 September**: Two drop in community BBQ sessions planned at the Tolland Community Centre
- **Tuesday 10 October:** An additional two drop in community BBQ sessions at the Tolland Community Centre

As this project enters the next phase of development it is expected that further consultation will inform the proposal to ensure that it meets the needs of the community and delivers the desired social change.

6 Project Timeline

The following intended timeline has been provided by the Department of Planning for this application:

Process	Intended timing
Lodgement for rezoning pathway	14 September 2023
Date of Gateway determination	13 October 2023
Applicant response to matters in Gateway Determination (e.g. updated reports)	
Public exhibition and agency consultation	Week commencing 13 November 2023
Post exhibition consideration of submissions	Week commencing 8 January 2024
Finalisation report and legal drafting of LEP	Week commencing 8 January 2024
Gazettal of LEP	18 March 2024

Tolland Renewal Precinct

APPENDICES



Appendix A. Full list of lots affected by zoning change

Lot	DP	Current zoning	Proposed zoning
332	DP705938	R3 Medium Density Residential	R1 General Residential
211	DP705940	R3 Medium Density Residential	R1 General Residential
318	DP705938	R3 Medium Density Residential	R1 General Residential
178	DP235331	RE1 Public Recreation	R1 General Residential
351	DP819959	R3 Medium Density Residential	R1 General Residential
317	DP705938	R3 Medium Density Residential	R1 General Residential
353	DP819959	R3 Medium Density Residential	R1 General Residential
347	DP819959	R3 Medium Density Residential	R1 General Residential
346	DP819959	R3 Medium Density Residential	R1 General Residential
345	DP819959	R3 Medium Density Residential	R1 General Residential
720	DP819961	R3 Medium Density Residential	R1 General Residential
701	DP819961	R3 Medium Density Residential	R1 General Residential
707	DP819961	R3 Medium Density Residential	R1 General Residential
708	DP819961	R3 Medium Density Residential	R1 General Residential
706	DP819961	R3 Medium Density Residential	R1 General Residential
709	DP819961	R3 Medium Density Residential	R1 General Residential
704	DP819961	R3 Medium Density Residential	R1 General Residential
314	DP705938	R3 Medium Density Residential	R1 General Residential
335	DP815404	R3 Medium Density Residential	R1 General Residential
338	DP815404	R3 Medium Density Residential	R1 General Residential
336	DP815404	R3 Medium Density Residential	R1 General Residential
711	DP819961	R3 Medium Density Residential	R1 General Residential
320	DP705938	R3 Medium Density Residential	R1 General Residential
319	DP705938	R3 Medium Density Residential	R1 General Residential
337	DP815404	R3 Medium Density Residential	R1 General Residential
334	DP815404	R3 Medium Density Residential	R1 General Residential
344	DP819959	R3 Medium Density Residential	R1 General Residential
340	DP819959	R3 Medium Density Residential	R1 General Residential
349	DP819959	R3 Medium Density Residential	R1 General Residential
348	DP819959	R3 Medium Density Residential	R1 General Residential
343	DP819959	R3 Medium Density Residential	R1 General Residential
342	DP819959	R3 Medium Density Residential	R1 General Residential
341	DP819959	R3 Medium Density Residential	R1 General Residential
339	DP819959	R3 Medium Density Residential	R1 General Residential
350	DP819959	R3 Medium Density Residential	R1 General Residential

719	DP819961	R3 Medium Density Residential	R1 General Residential
718	DP819961	R3 Medium Density Residential	R1 General Residential
717	DP819961	R3 Medium Density Residential	R1 General Residential
716	DP819961	R3 Medium Density Residential	R1 General Residential
713	DP819961	R3 Medium Density Residential	R1 General Residential
712	DP819961	R3 Medium Density Residential	R1 General Residential
702	DP819961	R3 Medium Density Residential	R1 General Residential
703	DP819961	R3 Medium Density Residential	R1 General Residential
714	DP819961	R3 Medium Density Residential	R1 General Residential
715	DP819961	R3 Medium Density Residential	R1 General Residential
159	DP224143	R3 Medium Density Residential	R1 General Residential
158	DP224143	R3 Medium Density Residential	R1 General Residential
1	DP513872	R3 Medium Density Residential	R1 General Residential
2	DP513872	R3 Medium Density Residential	R1 General Residential
161	DP235331	R3 Medium Density Residential	R1 General Residential
316	DP705938	R3 Medium Density Residential	R1 General Residential
162	DP235331	R3 Medium Density Residential	R1 General Residential
163	DP235331	R3 Medium Density Residential	R1 General Residential
164	DP235331	R3 Medium Density Residential	R1 General Residential
315	DP705938	R3 Medium Density Residential	R1 General Residential
165	DP235331	R3 Medium Density Residential	R1 General Residential
166	DP235331	R3 Medium Density Residential	R1 General Residential
167	DP235331	R3 Medium Density Residential	R1 General Residential
169	DP235331	R3 Medium Density Residential	R1 General Residential
355	DP819959	R3 Medium Density Residential	R1 General Residential
168	DP235331	R3 Medium Density Residential	R1 General Residential
710	DP819961	R3 Medium Density Residential	R1 General Residential
705	DP819961	R3 Medium Density Residential	R1 General Residential
352	DP819959	R3 Medium Density Residential	R1 General Residential
354	DP819959	R3 Medium Density Residential	R1 General Residential
2	DP1182775	RE1 Public Recreation	R1 General Residential
1	DP1182775	RE1 Public Recreation	R1 General Residential
1	DP1217153	RE1 Public Recreation	R1 General Residential
2	DP1217153	RE1 Public Recreation	R1 General Residential

Lot	DP	Current zoning	Proposed zoning
1	DP1187387	RE1 Public Recreation	R1 General Residential
2	DP1187387	RE1 Public Recreation	R1 General Residential
3	DP1187387	RE1 Public Recreation	R1 General Residential
4	DP1187387	RE1 Public Recreation	R1 General Residential
5	DP1187387	RE1 Public Recreation	R1 General Residential
6	DP1187387	RE1 Public Recreation	R1 General Residential
7	DP1187387	RE1 Public Recreation	R1 General Residential
8	DP1187387	RE1 Public Recreation	R1 General Residential
9	DP1187387	RE1 Public Recreation	R1 General Residential
10	DP1187387	RE1 Public Recreation	R1 General Residential
11	DP1187387	RE1 Public Recreation	R1 General Residential
Part 12	DP1187387	RE1 Public Recreation	R1 General Residential

Road Corridor	Current zoning	Proposed zoning	
Nyrang Place (Part)	RE1 Public Recreation	R1 General Residential	
Awaba Avenue (Part)	RE1 Public Recreation	R1 General Residential	
O'Connor Street (Part)	R3 Medium Density Residential	R1 General Residential	
Anne Street (Part)	R3 Medium Density Residential	R1 General Residential	
Bruce Street (part)	Part R3 Medium Density Residential Part RE1 Public Recreation	R1 General Residential	
Lockett Place (Part)	R3 Medium Density Residential	R1 General Residential	
Tarra Place (part)	R3 Medium Density Residential	R1 General Residential	
Weldon Crescent (Part)	R3 Medium Density Residential	R1 General Residential	

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Appendix B. Full list of State Environmental Planning Policies



Policy	Relevance		
Housing SEPP	Future delivery of housing or subdivision may occur under the provisions of this SEPP. Not relevant at PP stage though it should be noted that the Proposal aligns with the main objectives under this SEPP.		
Transport and infrastructure SEPP	Development applications proposing traffic generating developments (as listed in Schedule 3 to the TISEPP) or triggering consideration under Clauses 2.120 or 2.121 to the TISEPP will require referral to Transport for NSW (TfNSW). While this PP does not meet the definition of traffic Generating Development, initial consultation has occurred and is ongoing as required.		
Primary production SEPP	N/A		
Biodiversity and Conservation SEPP	N/A		
Resilience and Hazards SEPP	Chapter 4 provides a state-wide approach to the remediation of contaminated land, with the aim of promoting remediation to reduce the risk of harm to human health or any other aspect of the environment. A Preliminary Site Investigation (PSI) has been prepared for the site, confirming that there is potential for contaminated materials due to the age of the existing structures. The PSI has recommended an unexpected finds protocol and detailed site investigations to occur as part of the future approvals process. The site is capable of complying with obligations under this SEPP.		
Industry and employment SEPP	N/A		
Resources and energy SEPP	N/A		

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Planning Systems SEPP	Development is not considered Regionally Significant at PP stage. This SEPP will be considered if relevant at future stages.	
Eastern Harbour City SEPP	N/A	
Western Parkland City SEPP	N/A	
Central River City SEPP	N/A	
Regional SEPP	N/A	
Codes SEPP	N/A at PP stage	
SEPP - BASIX	N/A at PP stage	
Industry and Employment SEPP	N/A	
SEPP 65 - Design Quality of Residential Apartment Development	Future development can address this SEPP where applicable.	

Appendix C. Full list of Ministerial Directions



Section 9.1 Direction		Consistency	Comment
	Focus Area 1: Planning Systems - Place Based		
1.1	Implementation of Regional Plans	Yes	Section B of this PP demonstrates that the Proposal is consistent with the Riverina Murray Regional Plan 2041.
1.2	Development of Aboriginal Land Council land	N/A	
1.3	Approval and Referral Requirements	Yes	The objective of this direction is to ensure that LEP provisions encourage the efficient and appropriate assessment of development. The Proposal is consistent with this direction as it does not alter the provisions relating to approval and referral requirements.
1.4	Site Specific Provisions	Yes	The Proposal is consistent with this direction as it will rezone the site to an existing zone already in the Wagga Wagga Local Environmental Plan 2010 without imposing any development standards or requirements in addition to those already contained in that zone.
	Focus area 2: Design and Place	N/A	Focus area is blank at the time of writing this document
	Focus area 3: Biodiversity and Cor	nservation	
3.1	Conservation Zones	N/A	
3.2	Heritage Conservation	N/A	
3.3	Sydney Drinking Water Catchments	N/A	
3.4	Application of C2 and C3 Zones and Environmental Overlays in Far North Coast LEPs	N/A	
3.5	Recreation Vehicle Areas	N/A	
3.6	Strategic Conservation Planning	N/A	
3.7	Public Bushland	N/A	
3.8	Willandra Lakes Region	N/A	

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3.9	Sydney Harbour Foreshores and Waterways Area	N/A	
3.10	Water Catchment Protection	Yes	The objective of this Direction is to protect water quality in the water catchment. The Proposal is consistent with this direction as it is expected that any residential and associated development across the broader site would have a neutral or beneficial effect on water quality.
	Focus area 4: Resilience and Haza	rds	
4.1	Flooding	Yes	Refer to Section B of this PP report. The Proposal is consistent with this direction as it is expected that any residential and associated development across the broader site will not be adversely impacted by flooding.
4.2	Coastal Management	N/A	
4.3	Planning for Bushfire Protection	N/A	
4.4	Remediation of Contaminated Land	Yes	The objective of this direction is to reduce the risk of harm to human health and the environment by ensuring that contamination and remediation are considered by planning proposal authorities. The accompanying PSI Report identifies the potential for contaminated materials due to the age of the existing structures. The PSI has recommended an unexpected finds protocol and detailed site investigations to occur as part of the
			future approvals process. The site is capable of being made suitable for the proposed residential uses.
4.5	Acid Sulfate Soils	N/A	
4.6	Mine Subsidence and Unstable Land	N/A	
	Focus area 5: Transport and Infrastructure		
5.1	Integrating Land Use and Transport	Yes	Based on an indicative additional yield of approximately 270 dwellings in the Tolland Precinct, the Proposal is considered supportable from a traffic planning perspective and does not require any intersection upgrades.

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			The Traffic Impact Assessment satisfactorily demonstrates that the traffic generated by the assumed development yield is supportable. Therefore, the Proposal is generally consistent with Direction 5.1. Additionally, the Proposal sets out to improve overall connectivity and access to housing, jobs and services via the provision of walking and cycling paths and existing public transport services.
5.2	Reserving Land for Public Purposes	Yes	The objectives of this direction are to facilitate the provision of public services and facilities by reserving land for public purposes and facilitate the removal of reservations of land for public purposes where the land is no longer required for acquisition. The Masterplan indicates the proposed renewal and additional provision of community infrastructure (facilities, roads and parks) to service the Tolland precinct. A suitable letter of offer is under negotiation with Council to enable the timely delivery of the community infrastructure. Therefore, the Proposal is generally consistent with Direction 5.2.
5.3	Development Near Regulated Airports and Defence Airfields	N/A	
5.4	Shooting Ranges	N/A	
	Focus area 6: Housing	1	
6.1	Residential Zones	Yes	This planning proposal includes provisions that encourage the provision of housing, increased density in certain areas, and broadens the choice of housing typologies and tenure. Being a master planned renewal project delivered by a collaboration of housing providers the efficient use of existing infrastructure and services is proposed where possible and serves to deliver housing based on best planning practice
			design principles, reducing the consumption of land for housing and associated urban development on the urban fringe. Therefore, the Planning Proposal is generally consistent with Direction 6.1.

6.2	Caravan Parks and Manufactured Home Estates	N/A	
	Focus area 7: Industry and Employment	N/A	
	Focus area 8: Resources and Energy	N/A	
	Focus area 9: Primary Production	N/A	

