

### ITEM 5 POST EXHIBITION - CLEVELAND ROAD EAST PRECINCT NEIGHBOURHOOD PLAN

On 29 July 2024, Council resolved to exhibit a draft Neighbourhood Plan for the Cleveland Road East precinct, once required amendments were made.

The draft Neighbourhood Plan was exhibited from 14 October to 11 November 2024. This report considers the revised post exhibition Neighbourhood Plan for the precinct and recommends that the Cleveland Road East Neighbourhood Plan be adopted with amendments. The Neighbourhood Plan will facilitate an estimated 1,120 dwellings, subject to development application assessment, and includes the proposed Fowlers Village Centre.

#### RECOMMENDATION

The revised Cleveland Road East Neighbourhood Plan (Attachment 2) be adopted as an amendment to the Wollongong Development Control Plan – Chapter D16 West Dapto Release Area and a notice appear in the Public Notices advising of the adoption.

#### REPORT AUTHORISATIONS

Report of: Chris Stewart, Manager City Strategy

Authorised by: Linda Davis, Director Planning + Environment - Future City + Neighbourhoods

#### **ATTACHMENTS**

- 1 Location Plan
- 2 Revised Neighbourhood Plan
- 3 Additional development controls for inclusion in the amended Chapter D16 West Dapto Urban Release Area

#### ACRONYMS USED IN REPORT

Abbreviation	Meaning
LEP	Wollongong Local Environmental Plan 2009
DCP	Wollongong Development Control Plan 2009
ACHAR	Aboriginal Cultural Heritage Assessment Report
Lake Illawarra CMP	Lake Illawarra Coastal Management Program 2020-2030
ISRP	Illawarra Shoalhaven Regional Plan 2041
SEPP	State Environmental Planning Policy
WDURA	West Dapto Urban Release Area
WSUD	Water Sensitive Urban Design
TfNSW	Transport for NSW
DEECCW	Department of Climate Change, Energy, the Environment and Water
SES	NSW State Emergency Service
RFS	NSW Rural Fire Service

#### **BACKGROUND**

The Cleveland Road East Neighbourhood Plan precinct is within Stage 3 of the West Dapto Urban Release Area (WDURA). Stage 3 was rezoned for urban purposes in March and November 2024.

On 6 May 2024, as part of the finalisation of the Planning Proposal for Stage 3, Council resolved to make amendments to Wollongong DCP Chapter D16 to incorporate the following provisions -



- a Any development of the Cleveland Road precinct must not create impacts greater than that permitted in Wollongong DCP 2009 Chapter E13 Floodplain Management.
- b New roads and associated batters are to be located at a sufficient distance from the top of banks of creek areas to ensure they are outside of high hazard areas (being within 10m of the top of bank of a watercourse).
- c Water sensitive urban design facilities and on-site detention facilities (including batters) are located outside of high hazard / floodway areas and perform their required function in events such as the defined flood event without requiring repair / replacement of those facilities.

Clause 6.2 of the Wollongong Local Environmental Plan (LEP) 2009 requires a Development Control Plan (DCP) to be prepared addressing certain requirements relating to the development of land in the WDURA. Council has adopted the Wollongong DCP 2009 – Chapter D16 West Dapto Release Area which provides the overall development plan and guidelines for nominated release area precincts. The Neighbourhood Plan precincts generally cover multiple properties so that issues like connecting roads, drainage management, recreation facilities are addressed in an integrated manner. Generally, the preparation of a Neighbourhood Plan is led by a landowner with a property development background.

A draft Neighbourhood Plan is informed by the West Dapto Vision and Structure Plan 2018 adopted by Council. The vision is a Council policy that guides land use in the WDURA. The draft Neighbourhood Plan will form an amendment to the Wollongong DCP 2009 – Chapter D16 West Dapto Release Area.

The draft Neighbourhood Plan for the Cleveland Road East precinct was lodged in April 2024 covering all, or portions of the eight properties listed in Table 1 with a site area of 96.97 hectares (Attachment 1). The site is largely characterised by rural grazing land.

Table 1: Lots contained within the Neighbourhood Plan for the Cleveland Road East Precinct

Lot & DP	Street Address	Owner
Part of Lot 402 DP 1254873	Fairwater Drive, Cleveland	Daa Development Corporation Pty Ltd
Part of a vacant strip of land [former tramway]. Zoned RE1	Fairwater Drive, Cleveland	Wollongong City Council
Lot 200 DP 803810	144 Cleveland Road, Cleveland	Cavi Properties Pty Ltd
Lot 201 DP 803810	138 Cleveland Road, Cleveland	Private owner
Lot 1 DP 999485	Cleveland Road, Cleveland	Cavi Properties Pty Ltd
Part of Lot 313 DP 1188000	129 Cleveland Road, Cleveland	Wollongong City Council
Lot A DP 156446	Cleveland Road, Cleveland	Cleveland Group Holdings Pty Ltd
Part of Lot 1 DP 194419	273 Cleveland Road, Cleveland	Australasian Conference Association Limited

On 29 July 2024, Council considered a report on the draft Neighbourhood Plan and resolved -

- 1 The draft Neighbourhood Plan for the Cleveland Road East precinct be endorsed to progress to exhibition as an amendment to Wollongong Development Control Plan 2009 Chapter D16 West Dapto Urban Release Area for a minimum of 28 days following receipt of the following additional information from the proponent
  - a Updated flood, earthworks, riparian and environmental requirements.
  - b Minor changes to proposed planning controls.
- 2 That the additional related amendments to Chapter D16 be exhibited with the draft Neighbourhood Plan.

Following further work on the draft Neighbourhood Plan, it was exhibited from 14 October to 11 November 2024.



On 22 October 2024 a development application DA-2024/798 was lodged for one of the lots in the precinct, seeking approval to subdivide 144 Cleveland Road into 230 residential lots, six (6) super lots, one (1) public reserve and one (1) drainage lot over three (3) stages. The application is under assessment and can't be determined until the Neighbourhood Plan is finalised.

#### **PROPOSAL**

The revised Neighbourhood Plan (Attachment 2) is the result of several discussions since the exhibition period, and has been prepared in response to the following issues –

#### Flooding, riparian and water management

The Neighbourhood Plan was amended to reduce impacts on riparian areas and also reduce the number of proposed detention basins. There are annotations on the revised Neighbourhood Plan and controls relating to riparian and flooding issues. There will be a further detailed assessment at development application stage, as the long-term solutions require a co-ordinated approach between development properties.

# • Alignment with revised Council plans for road widening of Cleveland Road

The Neighbourhood Plan was revised to be consistent with the Cleveland Road upgrade plans and proposed intersection locations. These are still subject to review and a notation has been included in the development controls to make the intent clear.

#### Cut and fill

The Neighbourhood Plan was revised to reduce cut and fill impacts and development controls have been included (Attachment 3) to manage impacts on adjoining properties, proposed open space and the public domain.

#### Urban design

The Neighbourhood Plan has been amended to fit with the Fowlers Village Centre Master Plan and address issues raised regarding the location of open space, connectivity of public accessways and design issues. Controls are proposed to ensure development addresses the street, and in relation to development density targets, public open space levels and embellishment and the interface with the public domain.

The revised Neighbourhood Plan will require some controls for implementation, including -

- Annotation that final intersection arrangements and locations on Cleveland Road and the proposed Town Centre are subject to Council's detailed road designs.
- Controls relating to riparian corridors, and vegetation management.
- Controls related to landform levels, cut and fill and interfaces between sites.
- Controls relating to a minimum density of 25 dwellings per hectare in the R3 zoned areas.
- Controls relating to consistency with Fowlers Village Centre Master Plan.
- Controls on stormwater management and detention basin location.
- Frontage controls, relating to addressing the street and fencing onto public spaces.
- Staging sequencing controls.
- Controls relating to open space provision.
- Controls relating to further studies required on some sites.

The further controls to be incorporated into the amended DCP chapter are outlined in Attachment 3, including controls which would apply to the wider Cleveland Precinct (as resolved by Council at its meeting of 6 May 2024).

# Ordinary Meeting of Council

#### CONSULTATION AND COMMUNICATION

The draft Neighbourhood Plan was exhibited from 14 October to 11 November 2024.

Copies of the draft Neighbourhood Plan and supporting documents were available for viewing at -

- Dapto and Wollongong Libraries during library opening hours.
- Council's Customer Service Centre, Ground Floor Administration Building, Wollongong, on weekdays between 9 am and 5 pm.
- Council's website.

Council's exhibition webpage was viewed 93 times and 64 copies of the documents were downloaded.

During exhibition, Council received feedback from six State Government agencies and one public submission on the Neighbourhood Plan. A summary of the key issues raised in submissions is provided in Table 2 below -

**Table 2: Summary of Submissions** 

Submission	Comment	Response
Transport for NSW	Note that signalised intersections will require TfNSW approval.	<ul> <li>Further details will be part of road designs for Cleveland Road.</li> <li>Additional notations and controls will be part of the amended DCP chapter.</li> </ul>
	• Note that there needs to be sufficient land to accommodate such intersections.	
	All sub-arterial and major/minor collector roads should be bus capable.	
	Bus routes/stops need to be accessible for pedestrian use and meet disability standards.	
	Bus stops must enable pedestrian/cyclist to pass the bus stop while potential passengers are waiting.	
	Road types and speed limits should meet NSW speed zoning standards.	
	TfNSW promotes active transport options.	
DEECCW	The Neighbourhood Plan needs to be consistent with Council's LEP & DCP with regard to flood risk.	<ul> <li>Amendments made to Neighbourhood Plan to address flooding, stormwater, WSUD and riparian issues.</li> <li>Further controls will be included in the DCP chapter amendment (see controls #18 #19 &amp; #20 in Attachment 3)</li> </ul>
	Water Cycle Management should be in accordance with the Coastal SEPP, Lake Illawarra CMP and ISRP.	
	The proposal should be amended to meet riparian buffer requirements. It is noted there are opportunities for riparian revegetation.	
	The proposal should integrate suitable public open spaces and recreational outcomes – the Neighbourhood Plan appears to underutilise these opportunities.	



Submission	Comment	Response
NSW SES	Flood safety needs to be considered, and high-risk flood area should be excluded from development.	Noted – see comments above
NSW RFS	Note their previous advice on the Planning Proposal in relation to bushfire protection.	<ul> <li>Noted – advice was considered during the Planning Proposal. Individual development applications are required to demonstrate bushfire safety provisions.</li> </ul>
Heritage NSW	<ul> <li>Recommends additional archaeological surveys be carried out in the southern area along the creek and drainage lines.</li> <li>CR-PAD 01 is close to heritage listed site 52-5-0777 and 52-2-0780. These sites should be investigated to confirm if it is a continuation of the same site.</li> <li>The ACHAR needs to include more</li> </ul>	Noted — additional controls in the DCP chapter amendment (see control #15 in Attachment 3).
	maps.  • Include advice on the process and regular consultation with parties.	
	Note that the proposal would not impact on State Heritage Register items.	
Sydney Water	The development is in a greenfield site not currently serviced. Part of the development is within the Dapto water supply zone.	Advice noted.
	Include development advice and conditions and recommend the developer lodge a Growth Data Form.	
Public submission	Concerned about impacts from flooding.	Noted. The development areas need to include flood mitigation and drainage to service the proposed new developments.
		<ul> <li>Additional controls in the DCP chapter amendment (see Attachment 3).</li> </ul>

# PLANNING AND POLICY IMPACT

This report contributes to the delivery of Our Wollongong Our Future 2032 Community Strategic Plan Objectives 1 "We value and protect our environment". It specifically delivers on the following -

Community Strategic Plan 2032	Delivery Program 2022-2026
Strategy	Service
1.5 Maintain the unique character of the Wollongong Local Government Area, whilst balancing development, population growth and housing needs.	Land Use Planning

#### wollongong city of innovation

#### SUSTAINABILITY IMPLICATIONS

The DCP chapter proposes environmental sustainability development controls (Attachment 3) relating to consideration of Aboriginal Cultural Heritage, impacts on native flora and fauna, the need for ecological restoration works and improved water quality targets based upon the Lake Illawarra Risk Based Framework.

#### **RISK MANAGEMENT**

This report deals with the planning aspects of the precinct through the preparation and adoption of a Neighbourhood Plan. Given Council is a landowner in the precinct, strict probity measures have been complied with to separate the planning assessment and property management functions of Council.

Development of the Cleveland Road East precinct will likely involve dedication of certain lands to Council. The arrangement for any land dedication will be further considered at Development Application stage.

#### FINANCIAL IMPLICATIONS

The financial implications of the WDURA are significant and are subject to regular monitoring and modelling. As part of the West Dapto Review Project, Council considered and adopted an updated West Dapto Development Contribution Plan 2025.

There are no significant financial implications resulting from this report.

#### SUSTAINABILITY IMPLICATIONS

The revised Neighbourhood Plan provides greater clarity to assist with the understanding and application of development controls in the Wollongong DCP, many of which seek to improve the sustainability, liveability and resilience of our city.

# **RISK MANAGEMENT**

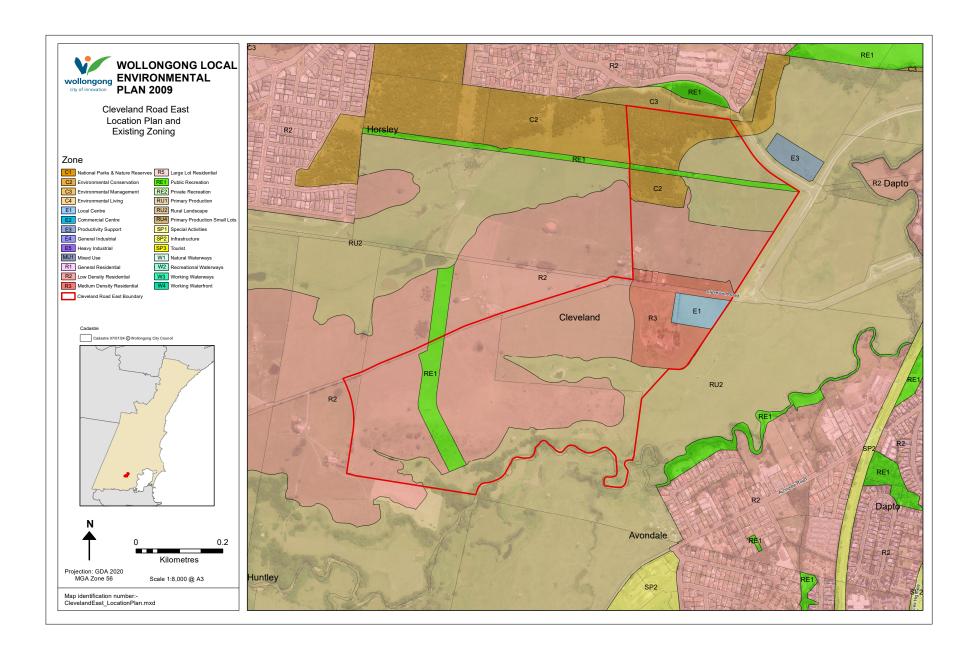
The revised Neighbourhood Plan will provide improved clarity to Council, developers and the community regarding the lodgement requirements and development assessment process within the West Dapto Urban Release Area.

#### CONCLUSION

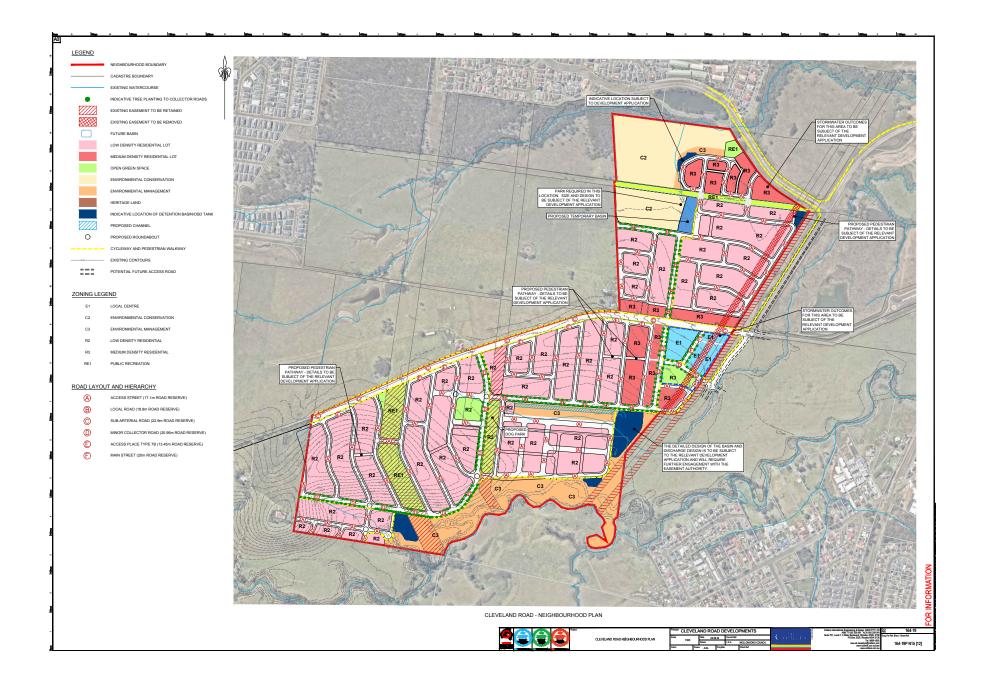
Council has expended significant time and funds to develop a vision and planning for the West Dapto Urban Release Area. As part of the on-going review of the West Dapto Urban Release Area, the adoption of Neighbourhood Plans enables progression of housing and related development.

It is recommended that the Neighbourhood Plan be adopted as an amendment to Wollongong DCP 2009 – Chapter D16 West Dapto Release Area with the amendments outlined in this report.









design by Council.

Gas Pipeline.

Plan.

Item 5 - Attachment 3 - Additional development controls for inclusion in the

**Proposed Control – Chapter D16 Cleveland Precinct (wider area)** 

amended Chapter D16 West Dapto Urban Release Area



1	Any development of the Cleveland Road Precinct must not create impacts greater than that permitted in Wollongong DCP Chapter E13 Floodplain Management.	
2	New roads and associated batters are to be located at a sufficient distance from the top of banks of creek areas to ensure they are out of high hazard areas (being within 10m of the top of bank of a watercourse).	
3	Water sensitive urban design facilities and on-site detention facilities (including batters) are located outside of high hazard/floodway areas and perform their required function in events such as the defined flood event without requiring repair/replacement of those facilities.	
	Proposed control – Cleveland East Neighbourhood Plan	
1	The future subdivision of the land shall be generally in accordance with the adopted Neighbourhood Plan.	
2	A development application for subdivision shall demonstrate the manner in which it is compatible with the current and likely future orderly and economic development of adjoining lands including -	
	Connectivity to pedestrian, cycling and public road networks. This includes provision of the north-south shareway within the West Dapto Development Contributions Plan linking Marshall Mount Road to the proposed By-Pass Road, via local road east of the riparian corridor.	
	Earthworks, retaining walls and future cut/fill requirements	
	Stormwater management including any necessary works on adjoining land.	
	A construction management plan maintaining connections to all essential services and public road network during and post-construction.	
	<ul> <li>Management of Asset Protection Zones and connectivity to public roads for bushfire emergency access and evacuation.</li> </ul>	
3	Final intersection location and arrangement on Cleveland Road will be subject to detailed	

Final design around the town centre will be consistent with the Folwers Village Centre Master

Cut and fill is to be minimised at the interface of Cleveland Road East Neighbourhood Plan

Development Applications within the R3 zone are required to demonstrate they will meet a

Prior to issue of the first subdivision certificate for residential development, or other timing agreed with Council, the following lots and corresponding open spaces are required to be

Dwellings must address Cleveland Road, Fowlers Road and the interface to the Eastern

with adjoining parcels to allow smooth transition between land holdings.

minimum residential density of 25 dwellings per hectare.

embellished to a level acceptable to Council staff.

assessment.

401



# Item 5 - Attachment 3 - Additional development controls for inclusion in the amended Chapter D16 West Dapto Urban Release Area

	Proposed control – Cleveland East Neighbourhood Plan
8	If developed in an integrated manner, a zero side setback will be considered for attached dwellings or dwellings on adjoining lots.
9	Fencing and landscaping treatment of a road frontage that is not the primary frontage must ensure that clear lines of sight are maintained for motorists and pedestrians and to achieve passive surveillance from the dwelling.
10	Where rear or side boundary fences adjoin land to be dedicated as passive open space, or public laneway, fences are to be of a design and materials which allows for passive surveillance between the private lot and the passive open space and/or laneway.
	These fencing requirements are to be included as a Restriction-as-to-user on the title of affected lots.
	Fencing to primary frontages to the Shareway along the east-west RE1 land shall be constructed prior to the issue of a Subdivision Certificate. Where retaining walls are required, they are to be constructed in stepped design of masonry blocks or Council-approved equivalent and fencing as indicated in the Neighbourhood Plan and DCP controls. These fencing requirements are to be included as a Restriction-as-to-user on the title of affected lots.
11	For lots with more than one road frontage -
	All dwellings must face, address and activate the primary road frontage.
	Car ports, garages and on-site parking must not be located within the setback to the primary frontage and not be accessed from the primary front.
	<ul> <li>Fencing and retaining walls fronting controlled access roads are to present a consistent streetscape and should be constructed prior to the issue of a Subdivision Certificate to ensure consistency of materials, construction and delivery. Note: the primary frontage is that which is adjacent to the road with the widest reserve width (internal roads/laneway are considered to be the secondary road frontage and the rear of the lots).</li> </ul>
12	Council future acceptance of any proposed land dedication would be subject to satisfactory resolution of boundary treatments, use of land and ongoing maintenance at the DA stage.
13	As part of the future development of Lot A DP 156446, compliant pedestrian access is to be provided to the TransGrid easement area.
14	Development applications adjacent to Local heritage Item 61069 are to demonstrate how the development will interface with the park and include details of recommended heritage interpretation.
15	Prior to Development Application approvals in the southern area, additional Aboriginal Cultural Heritage Assessment Report are to be completed for Lot A DP 156446 and Lot 313 DP 1188000 which include -
	Additional survey work along existing creek and drainage lines.
	A map of the site locations, previous subsurface testing and flood extents.

Additional commentary which confirms the scientific values and significance

Provides additional commentary on Ecologically Sustainable Development principles.



# Proposed control – Cleveland East Neighbourhood Plan

Item 5 - Attachment 3 - Additional development controls for inclusion in the

amended Chapter D16 West Dapto Urban Release Area

- an Aboriginal Cultural Heritage Management Plan (ACHMP) is to be developed in consultation with relevant RAPs and Heritage NSW, prior to the commencement of works on the site. It is important that the ACHMP should provide provisions for the surrounding Aboriginal sites, so that development does not unintentionally create wider impacts.
- At any future Development Application stage, a detailed field survey will need to be undertaken to assess flora and fauna and the impacts of any future development. A Construction Environment Management Plan should be prepared with any future Development Application.
- 18 The riparian corridor areas in the Cleveland Rd East Neighbourhood Plan and subject to ecological restoration works under a Vegetation Management Plan (VMP) are to achieve fully structured native plant communities once established and mature and excluding areas of road batters, stormwater detention basins and other infrastructure will be -
  - No less than 2.388 hectares or greater in the Reid Creek catchment north of Cleveland Rd and accounting for WDCP Chapter E23 Riparian Land Management mapped Table 1
    - o 16,680 sqm of Category 3 watercourse including channel and 10m core riparian zone either side of the channels. A no net loss outcome requires compensatory areas to be on either a Category 3, 2 or 1 watercourse or extending into C2, C3 or other zoned land capable of ecological restoration works.
    - 7,200 sqm of Category 2 watercourse including channel, core riparian zone and 10m buffer either side of the channel. A no net loss outcome requires compensatory areas to be on either a Category 2 or 1 watercourse or extending into C2, C3 or other zoned land capable of ecological restoration works
  - No less than 6.754 hectares or greater in the Mullet Creek catchment south of Cleveland Rd and accounting for WDCP Chapter E23 Riparian Land Management mapped Table 1 -
    - 26,200 sqm of Category 3 watercourse including channel and 10m core riparian zone either side of the channels. A no net loss outcome requires compensatory areas to be on either a Category 3, 2 or 1 watercourse or extending into C2, C3 or other zoned land capable of ecological restoration works.
    - 41,340 sqm of Category 1 watercourse including 50% of the channel width (north side of centre line), core riparian zone (north side) and 10m buffer, north side. A no net loss outcome requires compensatory areas to only be on a Category 1 watercourse or extending into C2, C3 or other zoned land capable of ecological restoration works

Design of the riparian corridor areas must be presented in a Vegetation Management Plan

- All the C2, C3 or other zoned land riparian corridors for the first construction subdivision development application in the Reid Creek catchment north of Cleveland Road.
- All the C3 or other zoned land riparian corridors for the first construction subdivision development application in the Mullet Creek catchment south of Cleveland Road.

Ecological restoration works are to be undertaken as part of any application which proposes subdivision construction works immediately adjoining a riparian corridor.

A Vegetation Management Plan, prepared in accordance with the requirements of Chapter E23 of the Wollongong Development Control Plan 2009 is required to be provided as part of each development application which involves works adjoining and/or within riparian land.



## Item 5 - Attachment 3 - Additional development controls for inclusion in the amended Chapter D16 West Dapto Urban Release Area

#### Proposed control – Cleveland East Neighbourhood Plan

In addition to the requirements of Chapter E23, the VMP's must contain -

- A plan which aligns with the subdivision staging proposed and clearly demonstrates at what stage of works the VMP works are to be commenced.
- b Information demonstrating how an overall improved environmental function outcome for the riparian land will be achieved.
- Provide for the reinstatement of native riparian vegetation consistent with a plant community type that likely occurred prior to being cleared for agriculture or other land
- Alignment with proposed stormwater management measures. d
- Be supported by compatible engineering solutions and designs consistent with WDCP Chapter E23 Section 10.8 Restoration Works for any engineering works including channel realignments.
- Details for the future maintenance and ongoing management.
- Implementation of a Vegetation Management Plan for either the northern Reid Creek or southern Mullet Creek riparian corridors should only commence once all construction works that will impact the riparian corridors are complete. It may be necessary to defer the implementation of a Vegetation Management Plan and where a proposed riparian land dedication to Council occurs as a whole, rather than in stages.

#### 19 **Biodiversity Certification of the West Dapto Urban Release Area**

No direct or indirect impact will occur to areas relied on for generation of biodiversity credits for Councils Biodiversity Certification of the West Dapto Urban Releases Area either within or outside the Cleveland Road East Neighbourhood Plan and as described and presented in the final Biodiversity Certification Assessment Report and Conservation Strategy - West Dapto Urban Release Area (Ecoplanning 2023). This includes -

- For development planning and applications for subdivisions.
- For construction and in perpetuity operation phases of any development.
- Habitat, natural processes and buffer areas to plant community types in areas mapped in Ecoplanning (2023) Figure 1.4 as 'Land proposed for conservation measures 25%' and where -
  - Habitat includes adjoining native plant communities mapped in Ecoplanning (2023).
  - Natural processes include but are not limited to existing surface water flows in watercourses and existing groundwater regimes.
  - Buffer areas include WDCP Chapter E23 Riparian Corridor, Table 1 'Minimum Core Riparian Zone Width' and 'Minimum Vegetated Buffer Width' where there is a mapped WDCP Chapter E23 Riparian Corridor along with adjacent open spaces.
- The Lake Illawarra Risk Based Framework stormwater performance targets shall be used as a minimum for all water quality modelling and are to be determined using the software MUSIC in the detailed design phase.

Total Nitrogen (TN) - 67%

Total Phosphorus (TP) – 78%

Total Suspended Solids (TSS) – 82%

Gross Pollutants (GP) - 90%

(Note: This control is consistent with Wollongong DCP chapter E15: Water Sensitive Urban Design which states that Developments in the Lake Illawarra may have targets adjusted by Council.)



# Proposed control - Cleveland East Neighbourhood Plan

Item 5 - Attachment 3 - Additional development controls for inclusion in the

amended Chapter D16 West Dapto Urban Release Area

Consistent with WDCP Chapter E16 Bush Fire Management, Section 7 Asset Protection Zones on Council Managed Lands, Council will not accept dedication of land that needs to be managed as an Asset Protection Zone including in riparian corridors. Where revegetation is to occur and where remnant vegetation is to be restored, planning for Asset Protection Zones must take into account the vegetation formation of a fully structured mature established plant community type.