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# MODIFICATION REQUEST: VINCENTIA COASTAL VILLAGE Naval College Road, Vincentia

## **Description of Modification Request** This application seeks approval for:

- Creation of four large residential lots,
- Deletion of four lower order roads,
- Creation of a large landscaped area at the western end of Halloran Street,
- Slight realignment of the central ridge road,
- Creation of the sewer pumping station buffer and
- Alterations to three approved footpaths.

Director-General's Environmental Assessment Report Section 75W of the *Environmental Planning and Assessment Act 1979* August 2010

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#### **EXECUTIVE SUMMARY**

The residential subdivision which is the subject of this modification formed part of the Concept Plan (MP06\_0060) and the Project Application (MP06\_0058) which were concurrently approved by the Minister on 25 January 2007. The approved layout for the residential subdivision contained 604 lots all served by a generally rectangular road layout and bounded by bushland to the north and west, by Naval College Road to the south, and by the Vincentia District Retail Centre to the east.

This modification which was submitted on behalf of Stockland by Don Fox Planning Pty Ltd to the Department on 16 June 2010 relates mostly to the Western Village component of the residential subdivision and is the latest in a series of modifications submitted to the Department. Those previous modifications generally refined the layout which was originally approved.

This current modification (No. 8) seeks approval for the creation of four large residential lots, the deletion of four lower order roads, the creation of a large landscaped area at the western end of Halloran Street, a slight realignment of the central ridge road, the creation of a buffer area around the sewer pumping station, and alteration to three approved footpaths.

The overall effect of these modifications is a reduction in the total number of residential lots from 603 to 582, creation of larger and less fragmented landscaped areas within the street network, the provision of a landscape buffer around the sewer pumping station, and a slight straightening of the roads in certain parts of the Western Village.

A copy of the application was forwarded to Council for comment on 19 July 2010. The application was not publicly exhibited but it was posted on the Department's website and in response to this, two submissions were received from the public.

Council raised some concern about the prospect of additional lots along Naval College Road (additional lots are shown on the submitted plan however it is made clear on the plan and in the application that these are the subject of a separate application), the proponent not clarifying the intended type of development on the proposed large residential lots, the need for root guards around street trees, the adverse traffic impact of creating the 'rear lanes' around the proposed large residential lots, the possibility that the straightening of some roads will induce drivers to speed, the relocated footpath passing through flood prone land, and the size of the buffer around the sewer pumping station.

The submissions from the public raised concern that the modification was not publicly exhibited, that the larger residential lots will enable higher density housing to occur, the creation of the four larger lots conflicts with current planning principles, and the modification will result in their lot being relocated.

The proponent has provided a written response to those issues raised by Council. The Department has considered the issues raised by the public and is of the view that those which are of a planning nature have been adequately assessed as having no material weight.

On this basis, the Department supports the application to modify the approved subdivision layout subject to the conditions listed in the attached approval.

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# 1. BACKGROUND

The Minister concurrently approved a Concept Plan (MP06\_0058) and a Project Application (MP06\_0060) for the Vincentia Coastal Village on 25 January 2007. This Concept Plan involved a 604 lot residential subdivision, a residential development for adaptable housing, a commercial development and environmental protection measures on the remaining part of the site.

There have been seven applications lodged with the Department to modify this Project Application: six have been approved by the Director-General and one the proponent withdrew. Stockland has advised that approximately 140 lots have been constructed to date in the Central Village and approximately 30 lots along the south eastern edge of the Western Village are in the process of being purchased. Refer to Figure 2 for the approved project layout and Figure 3 for the lots constructed in the Central Village and those being sold in the Western Village.

The Applicant has stated (**Tag A**) that the modifications are proposed for the following reasons:

- as a result of the experience gained from constructing the central island verges in earlier stages of this subdivision, they have determined that these small areas are impractical and ineffective;
- now that the location of the sewer pumping station has been determined, the size and location of the required buffer area can now be confirmed,
- housing typologies have evolved since the Project Approval and the changes to the lot configuration are aimed at accommodating the new housing typologies.

# 2. PROPOSED MODIFICATION

## 2.1 Modification Description

This modification proposes the consolidation of several residential lots into four large residential lots, the deletion of four lower order roads, the creation of a large landscaped area at the western end of Halloran Street, the slight realignment of the central ridge road, the creation of the sewer pumping station buffer area, and the alterations to three approved footpaths.

The key aspects of the proposed modification are listed in Table 1

Aspect	Description
Creation of four large residential lots	The adjustment of the lot layout and road configuration in the centre of the Western Village to create four large residential lots which have been identified as sites for future multi dwelling housing
Deletion of four lower order roads	The approved layout included two lower order roads in the northern half of the Western Village and two in the southern half. These have been deleted and the layout of the surrounding residential lots has been amended.
Creation of large landscaped area in Halloran Street	The small landscaped 'islands' at the eastern and western end of four roads have been deleted and replaced with a larger consolidated landscaped area at the western end of Halloran Street.

#### Table 1: Key Proposed Modifications

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Aspect	Description			
Slight realignment of the central ridge road	The main north-south road and several smaller roads have been straightened without a reduction in the width of the road reserve			
Pumping StationNow that the location of the sewer pumping station has been finalised, the size and location of the required buffer area can now be confirmed.				
Alterations to three approved footpaths	One footpath in the Western Village is proposed to be altered and two footpaths in the Central Village are proposed to be deleted.			





Figure 2: Approved Project Layout

NSW Government Department of Planning

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# The proposed modified layout is shown in Figure 4



Figure 4: Proposed Modified Layout

NSW Government Department of Planning

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# 3. STATUTORY CONTEXT

# 3.1 Modification of the Minister's Approval

The modification of the Ministers Approval by way of a s.75W request is considered appropriate in this instance because while it does propose a slight departure from the approved layout, it is still generally consistent with the original approval and the proposed changes do not materially change what has been approved.

# 3.2 Delegated Authority

On 25 January 2010, the Minister delegated his powers and functions under section 75W of the EP&A Act to Directors in the Major Projects Assessment Division in cases where there are less than 10 public submissions (not including submissions from public authorities) in the nature of objections in respect of the modification request.

As less than (10) public submissions were received (see section 4), the Director may determine the modification request under delegated authority.

# 4 CONSULTATION AND SUBMISSIONS

# 4.1 Exhibition

Under Section 75X(2)(f) of the EP&A Act, the Director-General is required to make the modification request publicly available. The Department considered the proposed modifications to be generally minor and chose to not publicly exhibit the application. However, the Modification application was listed on the Departments website on 30 June 2010 and a copy was forwarded to Shoalhaven City Council on 19 July 2010 for their comment.

The Department received three submissions in response – one submission from Shoalhaven City Council and two submissions from the members of the public.

A summary of the issues raised in submissions is provided below.

# 4.2 Public Authority Submissions

One submission (**Tag B**) dated 9 August 2010 was received from Shoalhaven City Council in which concern was raised regarding the following matters:

- the additional lots proposed along Naval College Road (additional lots are shown 'ghosted' on the plan and notes on the plan and in the report clearly state that these additional lots are to be the subject of a separate application and do not form part of this modification),
- a lack of clarity regarding the type of development intended for the proposed large residential lots,
- o the need for tree root guards for all street trees,
- o the creation of "rear lanes" to serve the proposed large residential lots,
- o the realigning of some roads will induce drivers to speed,
- the relocated footpath runs through flood prone land, and
- the size of the proposed buffer around the sewer pumping station does not comply with the requirements of Shoalhaven Water.

## 4.3 Public Submissions

Two submissions were received from members of the public: one dated 9 August 2010 (**Tag C**) and another dated 18 August 2010 (**Tag D**).

The submission dated 9 August 2010 was received from Mr and Mrs Lissenden who advised that they are purchasing one of the residential lots in the subdivision, although they have not specified which lot. They expressed concern regarding:

- why the proposed modification is not being publicly exhibited,
- the four proposed large residential lots will allow for medium density development,
- an increase in traffic resulting from higher density residential development on the large residential lots,
- the proposed modification substantially changes the existing master plan, and
- the proposed modification conflicts with the current planning principle which seeks of a variety of forms of development across the subdivision.

The submission dated 18 August 2010 was received from Ms Nancy Marriott, the purchaser of Lot 555 which is one of the lots affected by the creation of these four large residential lots. She expressed concern that the location of Lot 555 had been altered and that they did not want to be located opposite housing of a higher density than originally proposed.

Of the 2 public submissions, both objected to the proposed modification.

The Department has considered the issues raised in submissions in its assessment of the proposed modification.

## 5 ASSESSMENT

The Department considers the key issues for the proposed modification to be:

- the creation of the four large residential lots and associated service roads;
- the deletion of four lower order roads and the resulting adjustment of nearby lots and roads;
- the deletion of some landscaped 'islands', the reduction in the width of some landscaped verges at the eastern and western ends of four roads and the construction of a large landscaped area at the western end of Halloran Street in their stead;
- the slight realignment to the north-south central ridge road;
- the creation of the buffer area around the sewer pumping station; and
- alterations to three of the approved footpaths.

## 5.1 Creation of four large residential lots.

The application proposes the consolidation of several residential lots into four larger residential lots (Lots 513, 514, 701, and 716 on the submitted plan), and the introduction of new lower order roads to serve these new lots.

The proponent has stated that these four lots will be the subject of future development applications for 'multi dwelling housing' which is a permissible form of development in the current 'R2 Low Density Residential' zone, subject to consent.

Council expressed the view (**refer Tag B**) that, whilst not objecting to the creation of these large lots, the proponent should clarify whether they are seeking additional design controls for future development on these large lots. In their response (**Tag E**) to Council's comments the proponent has confirmed that they are not proposing to amend either the current 'Design Guidelines' or the Exempt and Complying Development provisions, nor to extend them to other forms of housing. On this basis the Department considers that the concerns of Council have been adequately addressed.

In addition, Council (**refer Tag B**) has objected to the creation of the new roads (which it describes as 'rear lanes') adjacent to these new large lots as it believes that they will impose future maintenance costs on Council and will "increase traffic congestion in the vicinity of the main north-south ridge road and the east west connector road to the eastern development and the district centre" (**refer Tag B**). The proponent contends (**refer Tag E**) that the new roads will have a reservation width of 7m and a carriageway width of 5m which are consistent with the approved typical street sections, and is consistent with what has already been constructed in Stage 1.

The Department is of the view that the proposed road system around these large lots affords adequate opportunity for the provision of safe and efficient access and egress points for each lot. Fürther, the finer details of traffic movement to, from and around these large lots will need to be addressed as part of any future Development Application for the development of these large lots.

One submission from the public questioned the permissibility of the foreshadowed 'multi dwelling housing' on these large lots, claiming that the creation of these large lots will result in increased traffic within the estate, and that these changes are substantial changes to the master plan and in conflict with current planning principles.

The Department does not share these views for the following reasons:

- 'multi dwelling housing' is currently permissible in the 'R2 Low Density Residential' zone, irrespective of the creation of these large lots,
- an assessment of the traffic impact of any future 'multi dwelling housing' development will be made at the time an application for such development is being considered,
- the proposed changes are not considered significant as the overall street layout and general arrangement of lots is broadly consistent with the approved scheme, and
- the proposed modification does not alter the range of permissible or prohibited uses within the zone and will still enable the objectives of the 'R2 Low Density Residential' zone to be achieved.

#### 5.2 Deletion of four lower order roads.

The approved layout included four lower order roads which afforded rear lane access to a total of 26 narrow lots in the south eastern corner, the north eastern corner, and in the centre of the Western Village (**refer Figure 2**). These roads were originally included in order to provide a diversity of lot sizes which, in turn, would encourage variety in building styles. However the proponent has advised that in response to a lack of market demand for lots with rear lane access, these four lower order roads

are being deleted and these narrow lots are being replaced by lots whose size and shape is more typical of the rest of the subdivision and which more closely reflect market demand.

The Department supports this aspect of the modification because through a combination of the existing range of lot sizes and shapes and the approved and enforceable 'Design Guidelines', as well as the fact that 'multi dwelling housing' is already a permissible form of development in the 'R2 Low Density Residential' zone, there is adequate opportunity for a variety of housing styles to be introduced into this subdivision and the retention of these narrow lots is not essential to achieving this aim.

#### 5.3 Creation of a large landscaped area at the western end of Halloran Street.

The approved layout included instances of wide landscaped verges along some roads and broadly triangular landscaped 'islands' at the end of four smaller roads (**refer to Figure 2**).

This application seeks approval to delete these 'islands' and to reduce the width of some verges whilst maintaining the width of the road reservation. In their place it is proposed to construct a large landscaped area located at the western end of Halloran Street. The proponent contends that through the experience gained with the construction of earlier stages of this subdivision, minor amendments are required to the road reserve layout (**refer Tag A**). They claim that this rationalising of landscaped areas will reduce the future on-going maintenance costs to Council and will result in a more significant landscape statement at the end of the main east-west road through the Western Village.

In regard to the tree root guards requested by Council, the proponent has advised (**refer Tag E**) that such guards were included in the street landscaping in the latter stages of the Central Village and has confirmed that they will be included in the street landscaping throughout the remainder of the subdivision.

The Department raises no objection to these modifications as the proposed larger landscaped area at the western end of Halloran Street will make a more significant contribution to the landscape quality and general appearance of the subdivision and will be more easily maintained than the small 'islands' approved as part of the original layout.

#### 5.4 Slight realignment of the central ridge road

The approved layout of the Western Village included a distinct central ridge road running north to south through the village, connecting it to Naval College Road. The reservation for this road was 30m wide and included two way traffic lanes which were intermittently separated by ten (10) large, irregularly shaped landscaped medians of varying sizes (**refer Figure 2**).

The proponent seeks to slightly straighten the alignment of this central ridge road, while still retaining the 30m wide road reservation and reducing the number of landscaped medians from ten (10) to eight (8).

Council has expressed concern over this (**refer Tag B**) and other modifications to the road layout, believing that the straightening of the roads and the regularising of the landscaped verges will induce drivers to speed when travelling along these roads.

The Department is of the view that the modified layout is generally consistent with the approved layout. Further, the alterations to the alignment of the central ridge road will not adversely impact on the eventual appearance of the road because the extent of landscaped area within the overall reservation has not been significantly reduced. At the same time the very wide landscaped verges at the northern and southern ends of the road will provide a good opportunity for a significant landscaped entry statement to be created in these areas.

#### 5.5 Creation of the Sewer Pumping Station Buffer Area

At the time of the original Project Approval, the need and final location of a Sewer Pumping Station (SPS) to serve the Western Village had not been finalised. Since that time, negotiations between the proponent and Shoalhaven Water have been held and the location of the SPS has been confirmed as approximately mid way along the western boundary of the Western Village (**refer Figure 4**). Shoalhaven Water requires a 40m buffer area to be created around the SPS to mitigate the impacts of any odour or noise emanating from it.

The proponent has amended the lot layout to accommodate both this SPS and the buffer area and this has required slightly altering the configuration of the perimeter road and the lots adjacent to the SPS

In its submission Council (**refer Tag B**) observed that the size of the buffer area around the SPS did not comply with the requirement of Shoalhaven Water. The proponent has submitted a plan (**Tag F**) which shows that the 40m buffer encroaches only slightly onto three of the proposed lots, and this encroachment does not extend beyond the Building Line of any of the three lots. The proponent advised that Shoalhaven Water had approved this plan. The Department separately contacted Shoalhaven Water who advised (**Tag G**) the buffer as indicated on this plan is in accordance with their requirements. On this basis the Department raises no objection to the amendments to the road and lot layout in order to create the buffer area around the SPS.

#### 5.6 Alterations to three approved footpaths

The original approval included a Footpath Location Plan which showed the location and width of the main footpaths serving the overall development. This application is seeking approval for the modification of three of these approved footpaths (**Tag H**).

One footpath was approved on either side of the road linking the Central Village to the Western Village: a 2.4m wide combined footpath and cycle path on the northern side, and a 1.2m wide footpath on the southern side. The proponent now wishes to divert that section of the 1.2m wide footpath crossing the creek so that it runs through the adjacent open space, with the aim being to separate the pedestrians from the

vehicles using the roadway. Council expressed concern regarding this amendment on the grounds that this section of open space is flood prone and, in times of heavy rain, it would be unwise to have pedestrians trying to walk along this section of footpath. In response (**refer Tag E**) the proponent has advised that in such periods of heavy rain, pedestrians have the option of using the footpath/cycle path on the northern side of the road.

A footpath was approved for the eastern side of Moona Creek Road extending from north of the District Centre car park to the group of 20 residential lots further to the north. The proponent wishes to delete this section of footpath for the following reasons (**refer Tag A**):

- The approved footpath terminates at a roundabout some distance from the District Centre car park and so does not form a safe, direct and continuous pedestrian connection to the District Centre,
- The 20 residential lots will be the subject of a future application to consolidate them into 9 lots thereby reducing the possible demand for this footpath, and
- The 2.4m wide combined footpath/cycle path approved for the western side of Moona Creek Road will provide a better, more direct and continuous pedestrian link from the northern end of the Central Village to the District Centre.

Similarly, a footpath was approved on either side of the U-shaped road serving the 20 lots in the north eastern corner of the Central Village. The proponent seeks approval to delete that footpath on the bushland side (or outside edge) of the U-shaped road as there are no residential lots on that side of the road and hence it does not serve any practical purpose.

The Department does no object to any of the proposed modifications to these three footpaths because the amendments are very minor in nature, and they do not detract from the overall pedestrian amenity, accessibility or connectivity throughout the overall development.

# 6 CONCLUSION AND RECOMMENDATIONS

This application seeks approval for a series of modifications to the overall lot and road layout in the Western Village and some minor amendments to three footpaths in the Central Village. These modifications are as follows:

- the creation of the four large residential lots and associated service roads;
- deletion of four lower order roads and the resulting adjustment of nearby lots and roads;
- the reduction in the width of the landscaped verges, the deletion of landscape 'islands' at the eastern and western ends of four roads and in their place the construction of a large landscaped area at the western end of Halloran Street;
- the slight realignment to the central ridge road while maintaining the overall road reservation width;
- amending the road and lot configuration to create the buffer area around the sewer pumping station; and
- the relocating of one footpath and the deletion of two other footpaths.

The documents reviewed by the Department in assessing this modification application are as follows:

- a s.75W Modification application prepared by Don Fox Planning dated 9 July 2010 (Tag A), their submission dated 16 August 2010 responding to Council's comments (Tag E), and subsequent emails dated 19 August 2010
- The submission made by Shoalhaven City Council (**Tag B**) and dated 9 August 2010,
- The email submissions made by Mr and Mrs A. Lissenden dated 23 July and 19 August 2010 (**Tag C**),
- The email submissions made by Stockland dated 12 August 2010 (Tag I)
- The email submission made by Ms Nancy Marriott dated 18 August 2010 (Tag D), and
- The email from Shoalhaven Water dated 23 August 2010 (Tag I)

The Department recommends that this application to modify the Concept Plan and Project approval be supported because the proposed changes are minor in nature and the road and lot configuration in the amended scheme is generally consistent with that of the approved scheme.

# Alan Bright A/Director Regional Assessments

Date:

# APPENDIX A RECOMMENDED MODIFYING INSTRUMENT

# **Modification of Minister's Approval**

#### Section 75W of the Environmental Planning & Assessment Act 1979

As delegate of the Minister for Planning under delegation executed on 25 January 2010, I approve the modification of the project application referred to in schedule 1, subject to the conditions in schedule 2.

Alan Brigh A/Director Regional Projects 2010 2010 Sydney

**Concept & Project Approval:** 

For the following:

Modification:

#### **SCHEDULE 1**

06\_0060 and 06\_0058 granted by the Minister for Planning on 25 January 2007 as amended by modification approvals granted on 8 October 2007, 9 July 2008, 6 February 2009, 13 February 2009, and 11 December 2009

A Concept Plan involving:

- a 603 residential lot subdivision;
  - a residential development for adaptable housing;
  - commercial development; and
    - environmental protection measures on the remaining land.

A Project Application for:

- a 603 lot residential subdivision;
- an open space area of at least 60 hectares comprising, water sensitive urban design/asset protection zones and urban parks, and at least 48 hectares of environmental conservation areas;
- an internal road network,
- three access points to Naval College Road;
- construction works related to providing physical infrastructure (both on and off site) and services including some vegetation clearing, water sensitive urban design measures and landscaping of public places in streets and parks, and
- closure of unformed roads at Lots 801 and 802 DP 102286 and Lots 72-75 DP 874040, Vincentia.

Modification of the concept and project approvals for:

- the consolidation of several lots to create four large residential lots (total lots reduced to 582);
- the deletion of four lower order roads:
- the creation of a large landscaped area at the western end of Halloran Street:
- the slight realignment of the central ridge road:
- altering the configuration of lots and roads along the western boundary to create the buffer area around the sewer pumping station; and
- the alteration of three approved footpaths.

#### **SCHEDULE 2**

The Concept Approval is modified by:

#### 1. Delete Part A, A1 and replace it with:

Table A1		
Proponent:	Stockland Developments Pty Ltd (Level 4, 157 Liverpool Street, Sydney)	
Application made to:	Minister for Planning	
Major Project Number:	06_0060	
On land comprising:	Lot 801 DP 1022286	
	Lot 802 DP 1022286	
	Lot 72 DP 874040	
	Lot 73 DP 874040	
	Lot 74 DP 874040	
ġ.	Lot 75 DP 874040	
Local Government Area:	Shoalhaven City Council	
Approval in summary for:	A Concept Plan for a 603 lot residential subdivision, a residential development for an adaptable housing area, a commercial development, and environmental protection measures on the remaining land.	
Capital Investment Value:	\$150 million	
Type of development:	Concept approval under Part 3A of the Act	
Determination made on:	25 January 2007	
Determination:	Concept approval is granted subject to the conditions in the attached Schedule 4.	
Date of commencement of approval:	This approval commences on the date of the Minister's approval.	
Date approval will lapse:	5 years from the date of determination	

- Delete Part A, A2(1)(a) and replace with:
  (a) up to 582 lots.
- 3 Delete Part A, A3(2)(a) and replace with:
  - (a) Preferred Project Report including Revised Statement of Commitments prepared by Stockland Developments Pty Ltd and dated December 2006, as amended by Don Fox Planning Pty Ltd letter dated August 2007, as amended by Don Fox Planning Pty Ltd letter dated April 2008, as amended by Cardno Forbes Rigby letter dated 22 December 2008, as amended by Cardno Forbes Rigby letter dated 12

March 2009, and as amended by Don Fox Planning letters dated 9 July 2010 and 16 August 2010.

#### The Project Approval is modified by:

#### 1. Delete Part A, A1 and replace it with:

Table A1		
Proponent:	Stockland Developments Pty Ltd (Level 4, 157 Liverpool Street, Sydney)	
Application made to:	Minister for Planning	
Major Project Number:	06_0058	
On land comprising:	Lot 801 DP 1022286	
	Lot 802 DP 1022286	
	Lot 72 DP 874040	
	Lot 73 DP 874040	
j - ·	Lot 74 DP 874040	
	Lot 75 DP 874040	
Local Government Area:	Shoalhaven City Council	
Approval in summary for:	A Project Application for a 582 lot residential subdivision and modifications to the lot and road layout	
Capital Investment Value:	\$150 million	
Type of development:	Project approval under Part 3A of the Act	
Determination made on:	25 January 2007	
Determination:	Project approval is granted subject to the conditions in the attached Schedule 4.	
Date of commencement of approval:	This approval commences on the date of the Minister's approval.	
Date approval will lapse:	5 years from the date of determination	

. . . . .

- 2. Delete Part A, A2 and replace with: (a) A 582 lot residential subdivision.
- 3. Delete Part A, A3(2)(a) and replace with:
  - (a) Preferred Project Report including Revised Statement of Commitments prepared by Stockland Developments Pty Ltd and dated December 2006, as amended by Don Fox Planning Pty Ltd letter dated August 2007, as amended by Don Fox Planning Pty Ltd letter dated April 2008, as amended by Cardno Forbes Rigby letter dated 22 December 2008, as amended by Cardno Forbes Rigby letter dated 12 March 2009, and as amended by Don Fox Planning letters dated 9 July 2010 and 16 August 2010

- 4. Delete Schedule 4, A1(a) and replace with:(a) A 582 lot residential subdivision.
- 5. Delete Schedule 4, A4(1) and replace with:

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(1) Pursuant to Division 6 of Part 4 of the Act, a monetary contribution shall be paid by the Proponent to Council of \$2,442,188 (current to October 2005).