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## Planning Proposal Sub-Acute Care Centre & Aged Care Residential Development Wauchope



Bundaleer

> Independent living > Residential care > Home care > Respite services

*...enriching lives*

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## Document Details

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Signed: 

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## Executive Summary

This Planning Proposal seeks a change to the height limit and associated floor space ratio which will facilitate the development of a Sub Acute Care Centre and Aged Care Residential Development adjoining the Hastings District Hospital in Wauchope. The Aged Care development will involve the demolition and rebuilding of the existing Bundaleer Aged Care Residential development in Johnstone Street, Wauchope. The new development will involve an increase in bed numbers, a brand new facility which meets current standards and a high level of facilities for aged care, as well as the provision of dementia care services. The Sub Acute Care Centre is a new development which will provide support services to both Bundaleer and the Hastings District Hospital. The Centre will include rehabilitation services, a hydrotherapy pool, as well as administration areas.

**Contents**

Executive Summary .....2

Contents .....3

1. Background & Proposal .....4

2. Subject Land & Locality .....7

3. Existing Planning Provisions under State Policies and LEP 2011 .....8

4. Context & Setting / Visual Analysis .....11

5. Wauchope Strategic Planning Policies & Guidelines .....17

6. Access, Transport & Traffic .....19

7. Natural Hazards .....20

8. Reticulated Services .....20

9. Stormwater .....20

10. Heritage .....20

11. Public Interest .....20

12. Conclusion .....21

Attachment 1 – Extract from Council & JRPP approved height variations .....22

Attachment 2 – ADG Architects - Plan Set .....23

Attachment 3 – SECA Solutions - Traffic Impact Assessment .....23

Attachment 4 – Lindsay Dynan – Stormwater Drainage Plan .....23

## 1. Background & Proposal

Bundaleer is a community owned not-for-profit residential aged care provider located in Wauchope. The Bundaleer mission is to provide a service which maximises the quality of life for elderly and disabled residents and provides a high standard of care in harmony with community, cultural and religious customs.

In order to fulfill this mission there is a need to continually upgrade and maintain a high standard of facilities. Bundaleer Care Services propose to rebuild the existing nursing home in Johnstone Street, Wauchope. This facility is the original nursing home constructed in 1978, and has undergone a number of extensions. The existing facility still has four bed wards which are not practical for today's standards of care. The building has reached the end of its life, and is in need of a complete reconstruction. The proposal is for the development of a 140 bed aged care facility to replace the existing Johnstone Street facility. The design will include single rooms and also facilities available for elderly couples, and 26 beds for Higher Care Dementia residents.

A Sub-Acute domiciliary is also proposed which will provide 40 beds for rehabilitation / palliative care and therapy facilities on land fronting High Street, Wauchope. Onsite facilities will include a hydrotherapy pool, assessment rooms as well as administration facilities. This Centre will support not only the Bundaleer Care Services, but will also provide support for the Hastings District Hospital, as a transition for patients who may be discharged from hospital care but require further rehabilitation before they are able to return to home or other care facilities. This will strengthen the existing medical precinct servicing Wauchope and the hinterland areas.

Thus, the proposal will provide a significant upgrade to the services and facilities currently provided by Bundaleer Care Services on this site, as well as provide for expansion onto the new adjoining lot (High St). The proposal will allow Bundaleer Care Services to ensure long term compliance with legislative requirements as well as providing an ongoing high standard of aged care facilities.

The development is permissible with consent on the subject land. Both State Policies and the Local Environmental Plan assist in this permissibility.

The proposal exceeds the height limit for a portion of the total 9,935m<sup>2</sup> of land being developed. The floor space ratios for each allotment will also be greater than the maximum prescribed by the current planning controls. The shadow diagrams demonstrate that this additional height does not have an adverse impact on adjoining properties. There is only one residential lot which directly adjoins this development as the area is dominated by the medical precinct around the Wauchope District Hospital and the large playground areas of the Wauchope Public School. Therefore, there is limited potential for adverse impacts.

The proposal is able to provide for adequate onsite parking, as well as onsite manoeuvring areas and this will minimize traffic impacts on the local road network. A traffic study has been completed and is included with this Planning Proposal.

The following provides a view of the development proposal as seen from Johnstone Street with the playgrounds of the Wauchope Primary School to the left of the image.

**Figure 1: View of Proposed Development**



Figure 2: Site Plan of Proposed Buildings and Adjoining Developments



This Planning Proposal therefore seeks the amendment of LEP 2011 to permit a height limit up to 14.5m for a portion of the subject land, and an increase in floor space ratio as set out in the LEP to 1.41 for the subject land. The area the subject of the increased height limit is shown in the attached plan set, and the extract below.

Figure 3: Plan Extract showing area required for 14.5m height limit



As shown on this plan, the perimeter portions of the subject land will remain at an 8.5 metre maximum height limit, which is as per the standard residential provisions. This ensures that adjoining properties will have a separation to the area of increased building height.

This Planning Proposal is for a very specific development and therefore the assessment and design controls are able to be specific to the proposal. The Acute Care facility and the Aged Care Residential Development rebuild are subject to government grant funding, and strict time limits apply to such funding. Therefore, the design for the buildings has already been completed and the progression to the next stage of detailed construction design has commenced.

## 2. Subject Land & Locality

The subject land is located within the town of Wauchope, within an established medical and educational precinct. The Wauchope Base Hospital, Ambulance Station, Bundaleer Nursing Home and a number of medical facilities are within this precinct, as well as the Wauchope Primary School.

The subject land may be identified as 4-8 Johnstone Street being Lot 1 DP 603483, and 67 High Street being Lot A DP 157092. An aerial plan showing the subject lots and landuses in this locality is below.

Figure 4: Subject Land shown bounded in red



The land fronting Johnstone Street is currently developed by Bundaleer as an aged care facility. The land fronting High Street has previously been occupied by a single dwelling. There are no areas of environmental significance on the land.

Lot 1 has existing vehicular access off Johnstone Street. Lot A fronts High Street and has an existing driveway access. Both Johnstone and High Streets are 50km/h speed limited streets in this locality.



### 3. Existing Planning Provisions under State Policies and LEP 2011

The subject land is zoned R1 – General Residential under the provisions of Port Macquarie – Hastings Local Environmental Plan 2011. Seniors housing is permissible with consent. State Environmental Planning Policy – Infrastructure, permits medical centres and hospitals in areas zoned R1 – General Residential.

State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004 applies to development that provides seniors housing and would be considered as part of future development applications. The SEPP sets out a number of standards under which a Council would be unable to refuse such a development proposal, including a floor space ratio up to 1:1. There are also standards relating to minimum facilities for various types of seniors care developments.

The proposal is consistent with the zone objective: To enable other land uses that provide facilities or services to meet the day to day needs of residents.

An extract from the zone map is shown in the following figure with the boundaries of the subject land outlined in red.

Figure 5: Zone map extract



The LEP mapping does not identify the subject land as being impacted by coastal erosion, visually sensitive land or acoustic restrictions. The subject land is not identified as containing potential acid sulphate soils, nor is the land floodprone.

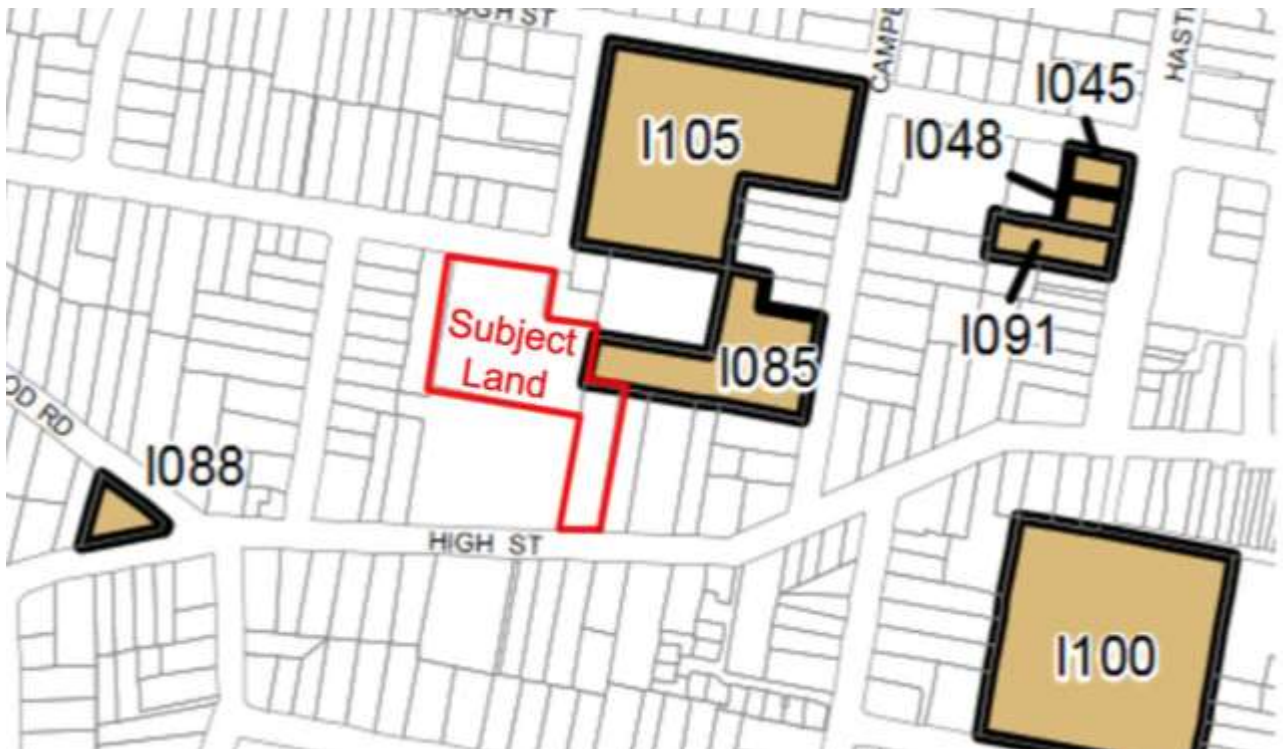
The subject land has a maximum floor space ratio of 0.65:1 as shown on the following extract from the LEP mapping. However there are provisions within State Policies which permit aged care facilities to achieve a FSR of 1:1.

Figure 6: Floor Space Ratio map extract



Wauchope contains a number of sites of European heritage. The subject land has previously been developed and there are no records of any heritage items on the subject land. However the adjoining land does contain known items of heritage as shown on the following map extract.

Figure 7: Heritage map extract



Heritage item I085 is the Davis Memorial Church building located at 39 Campbell Street, Wauchope. Whilst the property adjoins the subject land, the church building itself fronts Campbell Street and is some distance from the proposed buildings. The following streetview image shows the church as viewed from Campbell Street. There is a church hall at the rear of the property; however this building is not part of the heritage listing.

**Figure 8: Heritage listed Davis Memorial Church as viewed from Campbell St**



Heritage Item I105 is the original Wauchope Primary School buildings, mature palm trees and fencing fronting Waugh Street. The heritage listing specifically excludes the more recent additions to the school. Whilst the subject land does have a common corner boundary with the primary school, this is extremely limited frontage. The area of the primary school closest to the subject land is used as open playground and does not form part of the heritage listed buildings. The school has a current development application for replacement of some of the existing classrooms. This Planning Proposal will not adversely impact on the school development.

The LEP mapping identifies the subject land as having a maximum building height of 8.5m. This is shown on the following plan extract.

**Figure 9: Height of Buildings map extract**



The LEP mapping does not identify the land as containing any known koala habitat, nor is any of the land mapped as being required for acquisition.

Whilst the proposal is permissible, and would provide a significant social and economic benefit to the wider Hastings region, the overall height of the proposal is not permitted under the current LEP provisions. The existing height limit reflects the residential nature of the zoning applied at the time of the LEP mapping, such that all standard residential areas have a height limit of 8.5 metres.

The proposal includes some areas with a maximum height of up to 14.5 metres. This height allows for lift overruns and other structures which are to be located on the roof areas, as well as the terrace facilities for both patients and staff. There will also be a need to make increases to the maximum floor space ratio for the subject land to support the height limit, with the final floor space ratio being 1.41:1, and thus a change to the permitted floor space ratio in the LEP mapping is sought.

The height of the buildings allows for a number of design elements to be incorporated into the building, such as an increased ceiling height which allows ambulance access on the ground floor, as well as the higher ceilings and openness of medical facilities. The increased building area also allows for the required scale of development to support this type of landuse.

The areas where the height is exceeded are fairly centrally located to the lots, and thus a shadow analysis has demonstrated that the adjoining properties will not be adversely impacted by the additional height of the buildings.

It is noted that the height limits for major developments have been varied by Council where there are anomalies such as exist for this proposal – that being, the height limit set for the land relates to residential landuses, rather than setting a height limit for a major infrastructure development such as for medical or educational developments. A review of Council's support for variations to height limits is included in the attachments, and include reference to height variations for the Charles Sturt University, the University of NSW Rural Clinical School and the Student Housing facility in Kingfisher Road. It is considered that the subject land is within a medical and educational precinct, similar to the landuses and developments which have occurred around the Base Hospital and University area in Port Macquarie.

#### **4. Context & Setting / Visual Analysis**

All Planning Proposals must consider how the proposal is consistent with the range of planning controls relating to the rezoning of land, and the particular landuse being facilitated by the change in zoning. The following is an analysis of planning controls as are relevant to the proposal.

The change in building height required a detailed analysis of the impact of the proposal from a number of perspectives. The plan set includes a range of view perspectives from key locations, including the limited frontage to High Street, as well as the view from Johnstone

Street. The full plan set is included with this application, however extracts from the plans are shown below.

The below street view is the view from Mackay Street. This street is the primary location for parents to drop off and pick up students from the adjoining Wauchope primary school (to the left of the photo). The image demonstrates that the buildings are well setback from the Johnstone Street frontage, and this results in a more distant view of the buildings.

Figure 10: View from Mackay Street



Figure 11: View from High Street



The view from High Street demonstrates the stepped nature of the building design. This minimises any concerns regarding building bulk and highlights the fact that the area of the maximum building height is located centrally to the allotment. This provides a visual and height 'buffer' to the perimeter areas of the land.

The bulk of a building is affected by the height, setbacks and visual variations. The proposed building limits the highest sections of the buildings away from the residential properties by incorporating generous side setbacks into the design, as well as incorporating variations to the building setbacks.

The massing images included in the application plans demonstrate the relative openness of the proposed buildings. The use of balconies, large sections of glass, and the stepping of the building, have combined to minimise the building mass.

The shadow analysis has demonstrated that the buildings will have minimal impacts on the neighbouring properties. The standardised measure of impact is to ensure the adjoining residential properties retain a minimum of 4 hours of sunlight to the outdoor living areas on 22nd June – that being the shortest day of the year.

It may be seen that the shadow onto adjoining properties is typical of an area where the properties have a north / south alignment. In the morning, the shadows will fall to the west, and in the afternoon the shadows will fall to the east. Therefore, there are no residential properties which will be impacted by shadow for a full day. In fact, the adjoining residential

properties in Graham Street will only receive minor shadow in the early morning, and further consideration of this area of shadow suggests that the dividing fence is likely to cast the same length of shadow. These residential properties are only impacted by shadow for a short period of time, and then the properties are completely free of any overshadowing as shown on the plans.

Figure 12: Extract from Shadow diagram showing 9am, 22nd June



Figure 13: Extract from Shadow diagram showing 3pm, 22nd June



The 3pm shadow diagram highlights the movement of all shadows away from the Graham Street residential properties. The winter sun will be fully accessible to these properties prior to lunchtime and completely throughout the winter afternoon.

The shadow from the Sub-Acute Care Centre will impact on the Wauchope Dentist building to the east of the property, only in the late afternoon. It is noted that this is an approved business operation and the outdoor areas are not typically used for private recreation as occurs with a residential home. In any case, there is no shadow across this property throughout the full morning period and it is only in the late afternoon that the property is impacted.

These limited shadow impacts reflect the sensitivity of the design to the adjoining properties. The stepped setback of the building and the increase in side setbacks to sensitive neighbouring properties has resulted in a minimal impact on adjoining neighbours.

These setbacks also aid the retention of privacy to adjoining properties. The plan set includes an analysis of privacy controls and demonstrate the use of design elements which protect the adjoining properties from impacts such as overlooking.



Figure 14: Privacy controls for Johnstone Street

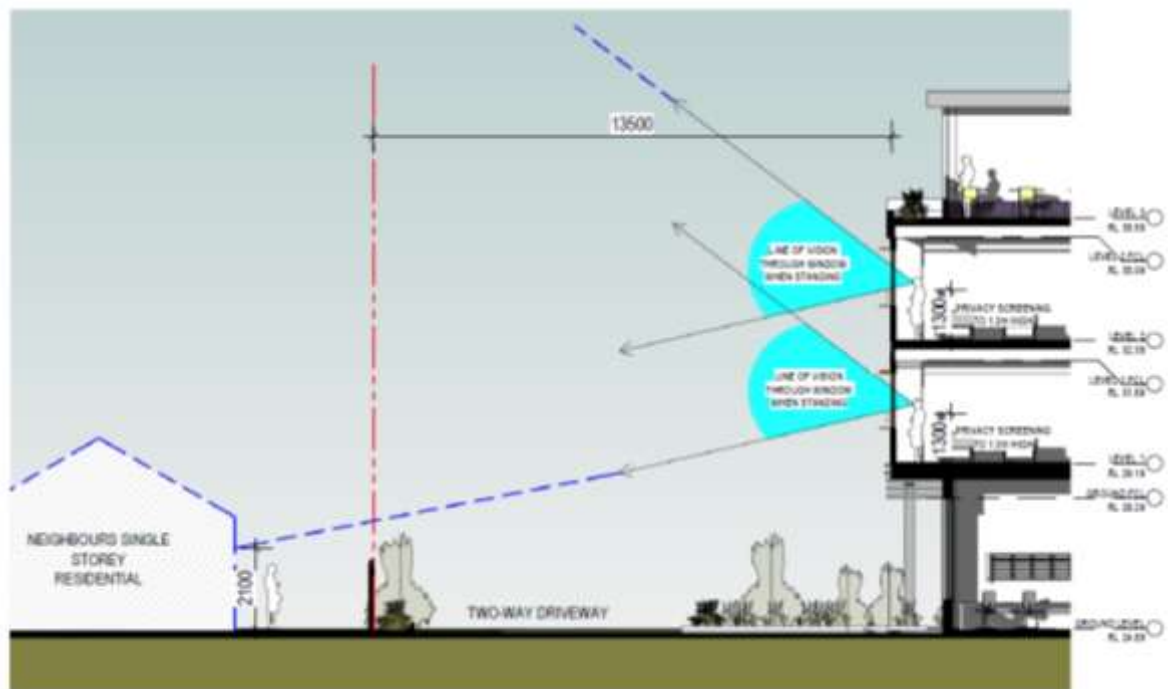


Figure 15: Privacy Controls for High Street



The above diagrams demonstrate the mechanisms by which overlooking will be controlled to ensure privacy for all properties is maintained and protected.

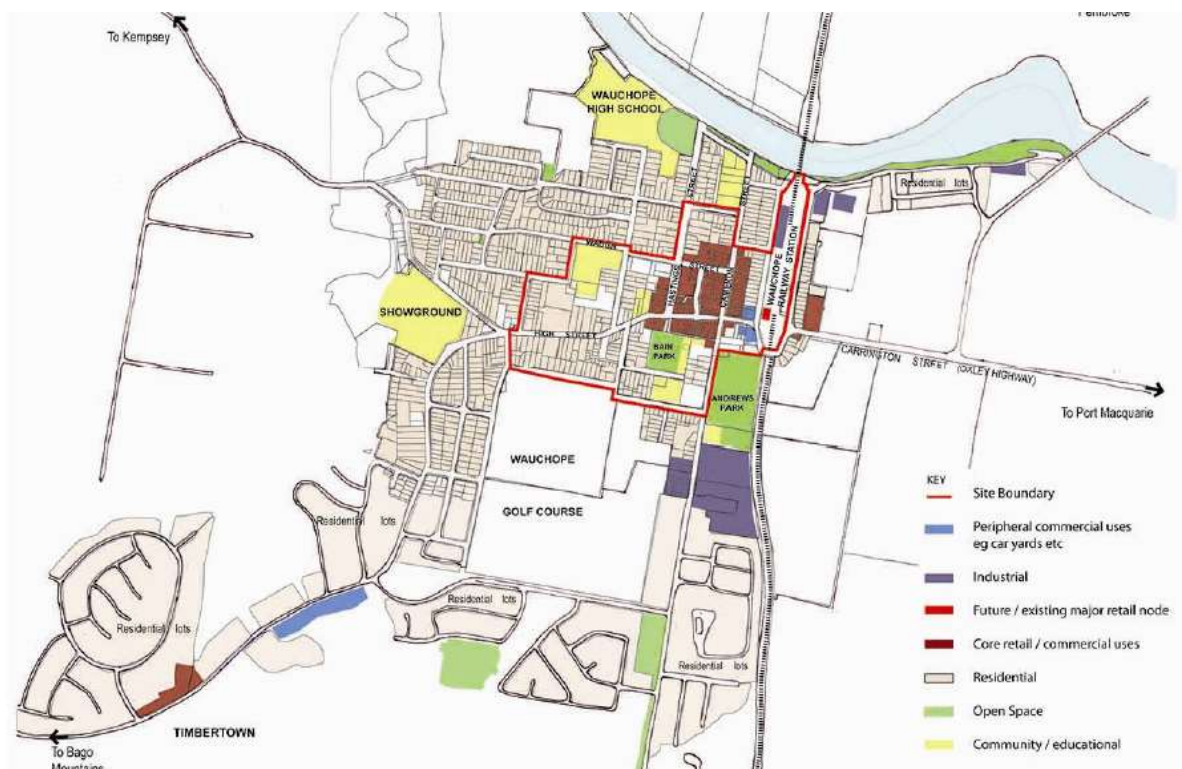
## 5. Wauchope Strategic Planning Policies & Guidelines

The Port Macquarie – Hastings Council has prepared a number of guidelines and policies to consider the broader Wauchope theme and design elements. The primary focus has been on the main street, and particularly the difficulties presented by the dual purpose of this road as both a thoroughfare in its role as the Oxley Highway, but also the need to facilitate the vehicular and pedestrian movements associated with a town centre.

The Wauchope Framework Plan was commissioned by Council, and the final document completed in October 2009. The focus with this document was the CBD area of Wauchope. There are references to gateway / entrance locations, and a particular need to landscape the main street to reduce vehicle dominance.

The Wauchope Framework Plan makes reference to a number of significant buildings and landuses, including the schools, the library, industrial areas, etc. However the Hastings District Hospital is not mentioned, nor noted on any maps or plans throughout the entire 78 page document. The identification of an emerging medical and educational precinct is not part of the document. Therefore, there is limited information in the Framework Plan which could be considered of particular relevance to this Planning Proposal.

**Figure 16: Extract from Wauchope Framework Plan identifying significant landuses, with the exception of the hospital, Bundaleer or any other aged care facility**



The Wauchope Framework Plan analysed the prominent view lines throughout the town area. These are shown in the following plan extract. It is noted that no view lines from or over the subject land were identified.

Figure 17: Extract from Wauchope Framework Plan showing view analysis (Location of subject land added)



The Wauchope Framework Plan makes reference to built form and notes that the topography of Wauchope will allow for taller developments with no broader visual impact. The guidelines for heights throughout the central town area identified a two storey precinct for the subject land. However it is also noted that the document identifies the subject land and adjoining properties as being occupied for residential landuses. The 2011 LEP provisions reflect this 2009 document such that the subject land and surrounding properties have a height limit of 8.5 metres. This is not considered to reflect the current nor likely future landuses in this locality.

In July 2015, the Council commissioned consultants to examine the main street. The Wauchope Main Street Plan was the resultant document. This plan does not include the subject land, as the focus was purely on the main CBD location. The plan introduces a high level of landscape elements into the main street with the aim being to increase pedestrian movements, and slow traffic to a 40km/h speed.

The plan will see a significant reduction in onstreet parking in the main street, as kerbside areas are replaced with landscaping. The gateway locations were identified as being in need of a sense of arrival, and improvements to River linkages were identified.

The elements from this plan which are important to this Planning Proposal are the recognition that the Oxley Highway / High Street areas are to be pedestrianised and vehicle speed reduced, and that the town was seen to be growing which was celebrated as a positive problem to have. Increasing vibrancy and economic growth have much broader positive impacts than simply the main street.

This Planning Proposal is consistent with this growth of Wauchope, as the proposal is a strong signal that the medical precinct in Wauchope is an important element of the town.

This proposal by Bundaleer is a strengthening of these services and facilities for Wauchope and the western hinterland.

## 6. Access, Transport & Traffic

A Traffic Impact Statement was undertaken by Seca Solutions, and the complete report is attached to this Planning Proposal. The assessment was undertaken in accordance with the Austroads Guidelines and the RMS Guide to Traffic Generating Developments. The report also notes consideration was given to Council's Development Control Plan, as well as the SEPP for Seniors or People with a Disability. The parking design and access has been undertaken in accordance with Australian Standard AS/NZS 2890.

The access to the proposed development off High Street will provide access to 10 visitor parking spaces in the front of the building. This will result in limited traffic movements turning into the subject land off High Street, thus minimising any adverse impact on the through flow of traffic in High Street.

A new access driveway is to be provided on the north-eastern corner of the subject land in Johnstone Street. The Aged Care Facility and Sub Acute Care Centre will only have vehicular connection for service vehicles. This allows service vehicles to enter via Johnstone Street and leave via High Street. Service vehicles will not need to turn into the site off High Street.

A total of 67 parking spaces may be accommodated on site, plus an ambulance bay and a drop off / pick up zone. The parking demand assessed for the site considered up to 58 parking spaces may be required. Therefore, the provision of 67 spaces on site exceeds requirements.

All vehicles can enter and leave in a forward direction. The site does not require access for buses or other larger vehicles through the site. Linen and other service vehicles are typically small rigid vehicles or small vans, and these have been provided for in the design and traffic assessment.

There will be additional traffic movements generated by the development. The proposed landuses are considered to be low generators of traffic. The Traffic Impact Statement notes that *"the majority of the traffic movements will be to and from the east of the site, towards the centre of Wauchope and further to connect with Port Macquarie to the east and the Pacific Highway"*.

The interaction with school peak times was also taken into consideration, as was the impact of the additional traffic movements on intersection operations. The Traffic Impact Statement concludes that the proposal *"will have a minimal impact upon the overall road network within the general vicinity of the site"*.

## 7. Natural Hazards

The subject land is not identified as being impacted by bushfire hazards, flood impacts or other natural hazards.

## 8. Reticulated Services

Preliminary discussions with Port Macquarie – Hastings Council have noted that the subject land has a 50mm and 20mm metered water service from the 150mm AC water main in High Street.

The subject land is also connected to sewer via a junction to the sewer main which adjoins the northern property boundary. Council's modeling showed that additional sewer augmentations would not be required, as there was capacity in the existing system to cater for the proposed development.

## 9. Stormwater

A stormwater concept plan has been prepared by engineering design consultants, Lindsay Dynan. The plan is included with this Planning Proposal application. Whilst the plan is conceptual at this stage, it has been an important level of detail to identify the levels across both allotments and determine the requirements for stormwater management. The location of onsite detention structures have been identified and the Lindsay Dynan plan demonstrates that the development proposal is able to manage stormwater on the site, in accordance with the current standards.

## 10. Heritage

As noted earlier, there are no heritage items on the subject land. The nearest heritage items fronting Campbell Street and within the grounds of the Wauchope Primary School, will not be adversely impacted by this Planning Proposal.

## 11. Public Interest

This Planning Proposal is to facilitate a significant expansion of the aged care and medical services and facilities available in the Port Macquarie – Hastings Local Government Area. The works involve a \$30 million injection of funds. This is a substantial improvement to facilities available in the local government area, and sits well with the recognition of the area as a Regional City on the North Coast.

The proposal will not only deliver a major economic injection for the Region, but will result in additional jobs during both the construction period, as well as permanent jobs upon completion.

The significance of the proposed facilities to the wider Region cannot be understated. The development has secured bed allocations for the Aged Care facility which have a two year time limitation / review, as well as funding grants allocated to the proposal which also have time limitations. Therefore, in order to secure these significant social and financial benefits to the Region, planning amendments are required to facilitate the lodgement and assessment of the required development application.

## 12. Conclusion

This Planning Proposal seeks an amendment to the provisions of LEP 2011 in relation to overall height limit and floor space ratio for two parcels of land. The proposed increase in height limit up to 14.5m relates to a portion of the subject land, and it is intended to retain an 8.5m height limit around the perimeter of the subject land to ensure there are no adverse impacts to adjoining properties.

The proposal has been assessed with regards to overshadowing, view impacts, traffic impacts, streetscape and privacy impacts to adjoining properties. The proposed Sub Acute Care Centre and Aged Care Facility will not adversely impact on adjoining properties and the proposal will have significant positive social and economic impacts for the local area and Regional Centre. Therefore, support for the Planning Proposal is sought to enable these benefits to be realised.

### Attachment 1 – Extract from Council & JRPP approved height variations

DA Number	Address	Details
2015 / 30	31 Vendul Cres, PM	New single dwelling. Height limit of 8.5m. Dwelling approved with variation up to 13.262m
2015 / 230	Young St, Wauchope	Seniors Living. Height limit of 8.5m. Development approved with variation up to 10.9m
2015 / 343	20 Park St, PM	Commercial/Retail. Height limit of 11.5m. Development approved with a variation up to 16.5m
2015 / 648	15 Vendul Cres, PM	Single Dwelling. Variation of height exceedance of 2.54m above the height limit.
2016 / 149	15 Clarence St, PM	Residential Units. Height limit of 19m. Development approved to 22.36m
2014 /120	Ellis Parade, PM	University. Height limit of 1.5m varied to 13.75m.
2014 /410	17 Clarence St, PM	Residential Units. Height limit of 19m. Development approved to 22.5m
2013 /148	20 Highfields Ct, PM	Educational Facility. Height limit of 8.5m. Development approved to 12.5m
2013 / 730	4 Highfields Ct, PM	Residential Units. Height limit of 8.5m. Development approved to 10.5m

**Attachment 2 – ADG Architects - Plan Set**

**Attachment 3 – SECA Solutions - Traffic Impact Assessment**

**Attachment 4 – Lindsay Dynan – Stormwater Drainage Plan**

