




Coffs Harbour CBD - Review of Height and Built Form Controls Final Study Report



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Final Study Report

Cover Image: View along Harbour Drive looking southeast

Revision	Date	Description	By	Chk	App
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1.0 Introduction

1.1 The Brief

Coffs Harbour City Council (CHCC) resolved on 9 February 2017: *'That Council commence urgently a review of the building heights in the CBD of Coffs Harbour (as defined in the CBD Masterplan) with a view to seeking an amendment to the LEP based on the findings.'*

This urban planning study has undertaken a strategic review of the existing Coffs Harbour CBD building height and built form controls and provides an assessment of the most appropriate urban design principles to apply in the CBD. The outcomes of this study will inform Council's decision making with regard to potential amendments to the Coffs Harbour LEP 2013 and DCP 2015.

The study has considered the most appropriate urban design principles which should apply in the CBD, relating to building height, bulk and floor space ratio (density). Built form scenarios have been tested with regard to climate responsive design considerations, including sunlight and shadowing, reflection and glare.

1.2 Project Objectives

The project has the following Objectives, to:

- Undertake a technical review and analysis of built form characteristics that should be achieved through height controls and FSRs;
- Maintain the integrity and future desired use of key areas within the City Centre, particularly City Square;
- Ensure adequate solar access is available to all key areas within the City Centre;
- Undertake 3D modelling of possible scenarios to ensure the community is actively engaged in the review process; and
- Ensure outcomes of the review are consistent with the Coffs Harbour City Centre Masterplan 2031.

1.3 City Centre Vision

The vision for the Coffs Harbour CBD, as established in the CBD Masterplan, is:

'To create a place where economic, social and cultural pursuits fuse to enrich and enliven all who live, work and visit the City Centre. At our core will be a strong heart from which the ripples of vibrancy and prosperity will flow throughout the City Centre and to the region as a whole... The City Centre will be a destination featuring world class design of the physical fabric that creates a unique and creative streetscape that inspires all who visit.'

The City Centre is envisioned to be the key retail, commercial, services and entertainment focus for the region, and to have an attractive urban environment. The Centre will develop 'lifestyle facilities' that attract residential living to the City Centre. Key principles of the adopted CBD Masterplan that relate to the current project include:

- One retail, business, cultural and entertainment precinct with preferred development to occur as close to City Square as possible;
- Encouragement of best practice development which is of a high quality modern standard;
- Increasing the capacity of the City Centre to foster economic growth and to meet the demographic needs of Coffs Harbour which are characterised by high population growth and an ageing population;

- Providing short term stimulus measures to revitalise the City Centre, reduce the number of vacant shopfronts and increase retail sales; and
- Working with private landowners and prospective investors to create economic opportunities through compelling development incentives.

The greater Coffs Harbour area and coastline is a major tourist destination, and is growing in popularity as a place to live - offering a 'sea-change' lifestyle, either in resort style apartment accommodation along the coast, as holiday or seniors living, and more recently urban 'city-living', enjoying the convenience of the Coffs Harbour CBD.



Figure 1: Coffs Harbour City Centre (Source: Coffs Harbour City Centre Masterplan 2031)

1.0 Introduction

1.4 Project Setting

The Coffs Harbour CBD is situated on the NSW coast, at approximately the halfway point along the Pacific Highway, between Sydney and Brisbane. Setback approximately two kilometers from the coastline and beaches, and nestled into the coastal plain, Coffs Harbour provides major retail, entertainment, local and state government, community and educational services for the region.

1.5 Study Area

The Coffs Harbour CBD Study Area is 92 hectares in size and is generally defined by lands with a B3 Commercial Core zoning. Also included in the Study Area are associated residential, infrastructure and environmental zoned areas. Refer to Figure 6.

1.6 Study Methodology + Program

The Conybeare Morrison (CM⁺) consultant team commenced work in June 2017 and the project has had an approximately nine month program. There are five stages to the methodology:

1. Review Current Controls + Engagement Framework
2. Prepare CBD 3D Built Form Modelling
3. Stakeholder + Community Consultation
4. Prepare Draft Study Report
5. Finalise Study Report

Stakeholder and community consultation has been an important component of the project – informing the urban design at key intervals through the urban planning process. The community engagement specialist; PlanCom has worked with Council to ensure a comprehensive community and stakeholder engagement process, throughout the project.

The engagement program included project launch and early consultation, stakeholder and community workshops, a briefing presentation to Coffs Harbour City Council and a public exhibition of the study recommendations and proposed changes to CBD height and built form development controls. The program has allowed multiple opportunities for community and stakeholder comment and feedback on draft proposals prior to formal adoption by Council.

1.7 Study Team

Coffs Harbour City Council (CHCC) commissioned CM⁺ in May 2017. The CM⁺ led Consultant Team includes significant urban planning experience, with specific expertise in Project Management, Urban Design, 3D Built Form Modelling, and Stakeholder and Community Consultation.

Stakeholder + Community Consultation

The CM⁺ lead Consultant Team includes PlanCom, who bring significant expertise and experience in the management and delivery of stakeholder and community consultation.



Figure 2: Study Area

2.0 Planning Context

This Review of CBD height and built form development controls implements the urban planning principles and objectives of the North Coast Regional Plan 2036 and the City Centre Masterplan 2031. In the first stage of the study, CBD precinct analysis prepared by Council's Local Planning Section has informed the built form review.

The current LEP and DCP height and built form controls have emerged primarily from a 2008 NSW Department of Planning - Cities Taskforce study undertaken in partnership with Coffs Harbour City Council which undertook a strategic review of the Coffs Harbour City Centre. The outcome of this review was:

- Acknowledgement of the connection between the future economic development and the quality of the greater City Centre area;
- Establishment of height and other built form controls to be represented in Council's Planning documents; and
- Plans for the CBD based on thinking about urban planning at the time and this resulted in height restrictions in the centre of the CBD that were lower than those of the surrounding parts of the CBD.

2.1 North Coast Regional Plan (NCRP) 2036

Regional City

The Plan was completed in 2017, and confirms Coffs Harbour's status as a Regional City. It reiterates the importance of Coffs Harbour to NSW, as not only an important regional and commercial Centre, but also is a 'city', in the true sense - a city offering urban amenity and a full range of civic, community, entertainment and cultural facilities and venues.

The North Coast's cities of Port Macquarie, Coffs Harbour, Lismore and Tweed Heads are envisaged as a string of vibrant cosmopolitan Centres along the North Coast. These Centres will accommodate three-quarters of the region's population growth over the next 20 years, as well as supporting jobs growth and health and educational services.



Figure 3: Pacific Highway, Tweed Shire (Source: North Coast Regional Plan 2036)

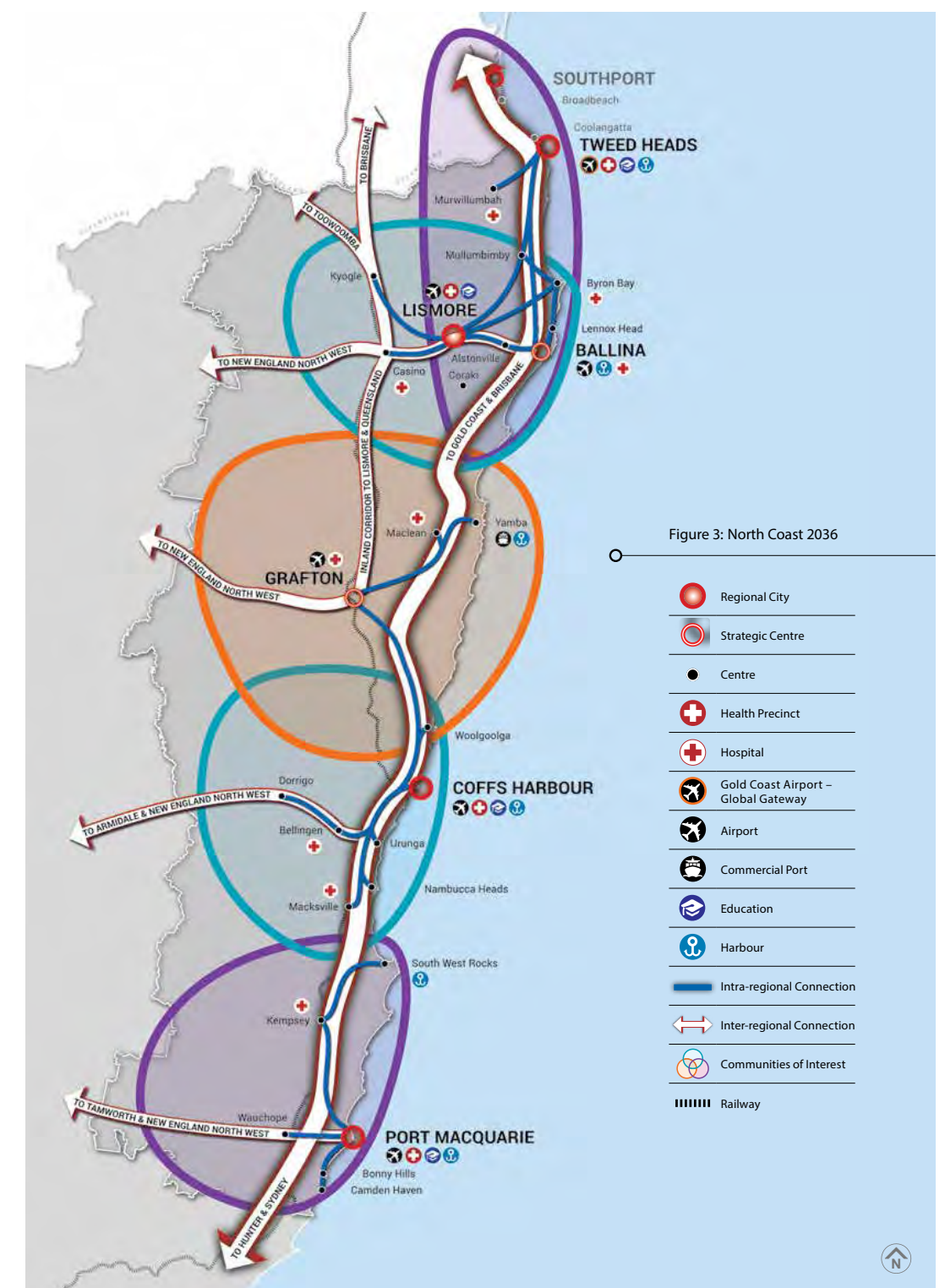


Figure 4: North Coast 2036 (Source: North Coast Regional Plan 2036)

2.0 Planning Context

Projected Growth

The region's population is projected to grow by 76,200 people, and 46,000 more homes will be required over the next 20 years - an increase of 8,950 dwellings. There is a delivery target of 40% multi-dwelling housing (up from 30% in 2013-14). The Plan identifies the need to pursue suitable housing densities in the right locations, including creating a compact urban footprint and protection of significant environmental areas. Housing is encouraged that will meet the needs of residents on a range of incomes.

Tourism

Growth in the tourism industry is significant, with the North Coast being the most popular Australian tourist destination (measured by overnight stays). There were 12.2 million visitors to the region in 2016 which injected \$3.7 billion dollars into the economy. There is an opportunity for the region to develop eco-tourism and nature-based tourism, leveraging the world-class network of national parks, pristine marine parks and magnificent wildlife.

Visitors will be drawn to the region for family holidays, tranquil getaways and vibrant cultural and sporting events and festivals. Coffs Harbour CBD is a prime tourism development focus, with opportunities for conference and function centres and for large-scale accommodation venues.

Regional Vision + Goals

The Plan's vision is: 'The best region in Australia to live, work and play, thanks to its spectacular environment and vibrant communities.' The Plan has set the following regional goals:

1. The most stunning environment in NSW.
2. A thriving, interconnected economy.
3. Vibrant and engaged communities.
4. Great housing choice and lifestyle options.

The Plan includes a series of broad strategic planning 'moves' including:

- Reinforcing the CBD as the Business Centre;
- The completion of the Proposed Pacific Highway Upgrade;
- Improved local connections north-south along the existing

Pacific Highway and east-west along Harbour Drive;

- Better connections to the Coffs Harbour Airport Precinct (one of the five busiest regional NSW airports); and
- Better connections east to the Marina.

City Living

In recent times regional cities such as Coffs Harbour, have become increasingly popular places to live. The mix of uses that results, has the potential to bring a new '24/7' life to Coffs Harbour's streets, plazas and parks.

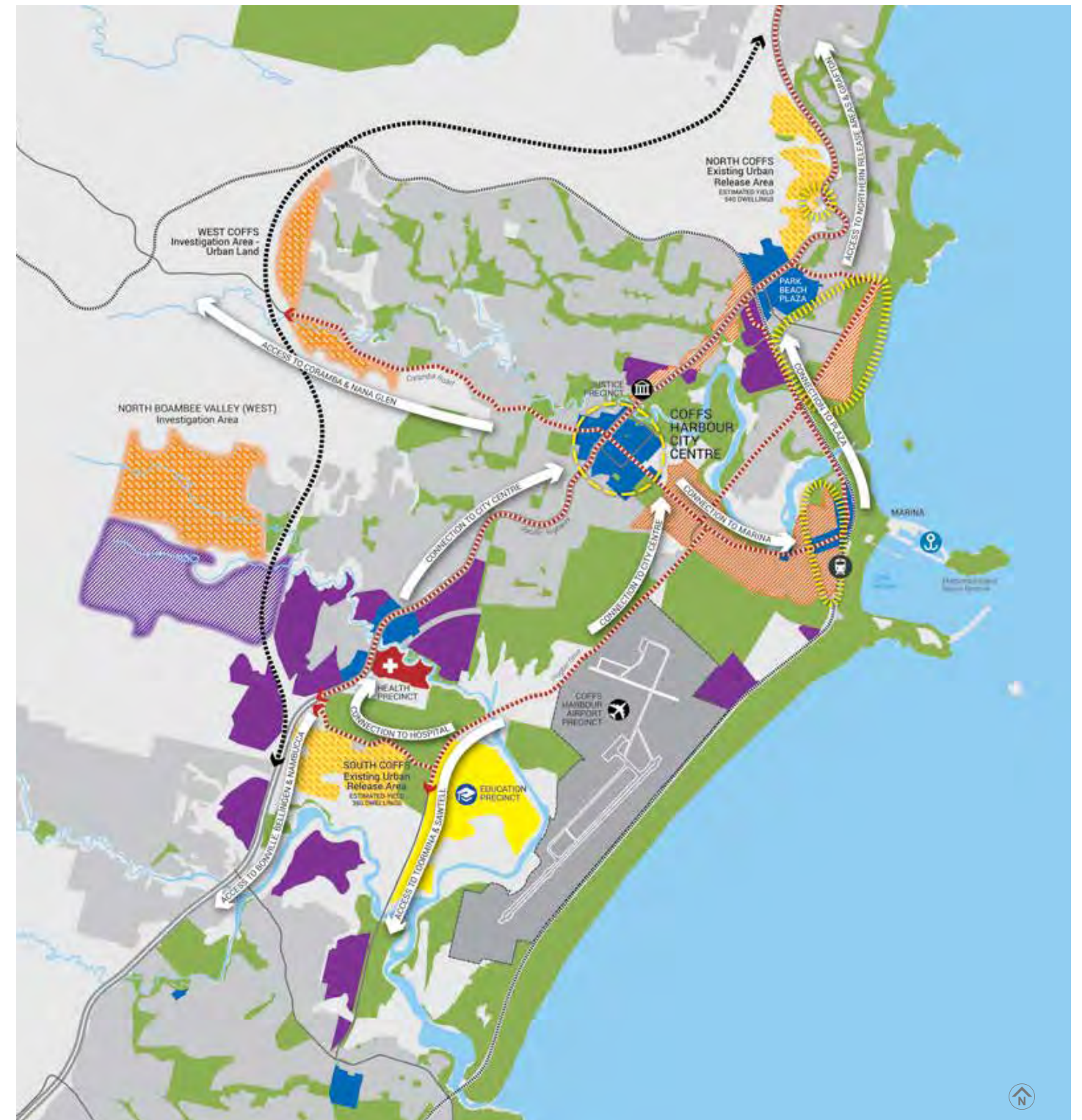
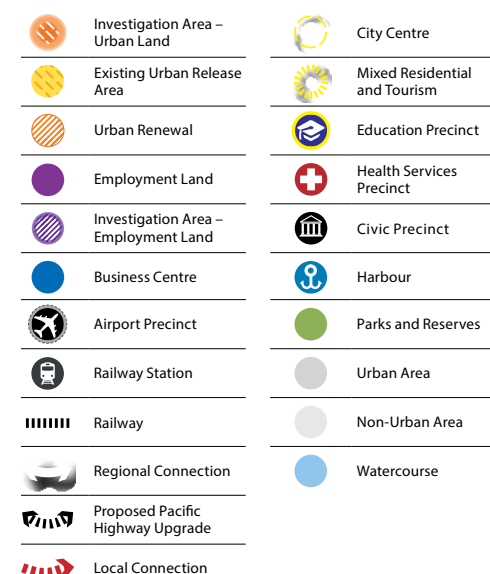


Figure 5: Coffs Harbour Regional City map (Source: North Coast Regional Plan 2036)

2.0 Planning Context

2.2 Current Height + Built Form Controls

2.2.1 Coffs Harbour Local Environmental Plan (CHLEP) 2013

The CHLEP 2013 establishes the overarching development controls which apply to the Coffs Harbour CBD, including land Zoning, Height of Buildings (HOB) and Floor Space Ratios (FSR). The LEP also maps items of heritage significance. These LEP maps are illustrated in Figures 6, 7, 8 and 9.

Land Zoning

The majority of the Study Area is zoned B3 Commercial Core. Land zoned SP2 Infrastructure includes the Grafton Street/Elizabeth Street (Pacific Highway/Woolgoolga Road) corridor (Classified Road) and properties in the east of the CBD preserved for Defence and Community uses.

Parcels of land in the north and east of the CBD are zoned RE1 Public Recreation including Brelsford Park, Lions Safety Park, Ex Services Club Park (Cnr. Vernon + Castle Street) and green space reserves adjacent to Coffs Creek, including Fitzroy Oval. Small areas on the banks of the creek are also zoned E2 Environmental Conservation.

Land in the south, west and north of the CBD are zoned R1 General Residential, and R2 Low Density, R3 Medium and R4 High Density Residential.

Floor Space Ratio (FSR)

The density of the CBD generally reflects the permitted building heights, with the core areas generally at FSR 2.5:1, the next 'ring' out increases to FSR 3.5, and the two tallest zones reach FSR 4.5:1 at the Pacific Highway arrival and along Coff Street and Duke Street.

A small group of properties in the north are restricted to FSR 0.8:1. Properties around the CBD periphery generally have no FSR control in place (density in these areas are addressed in the DCP).

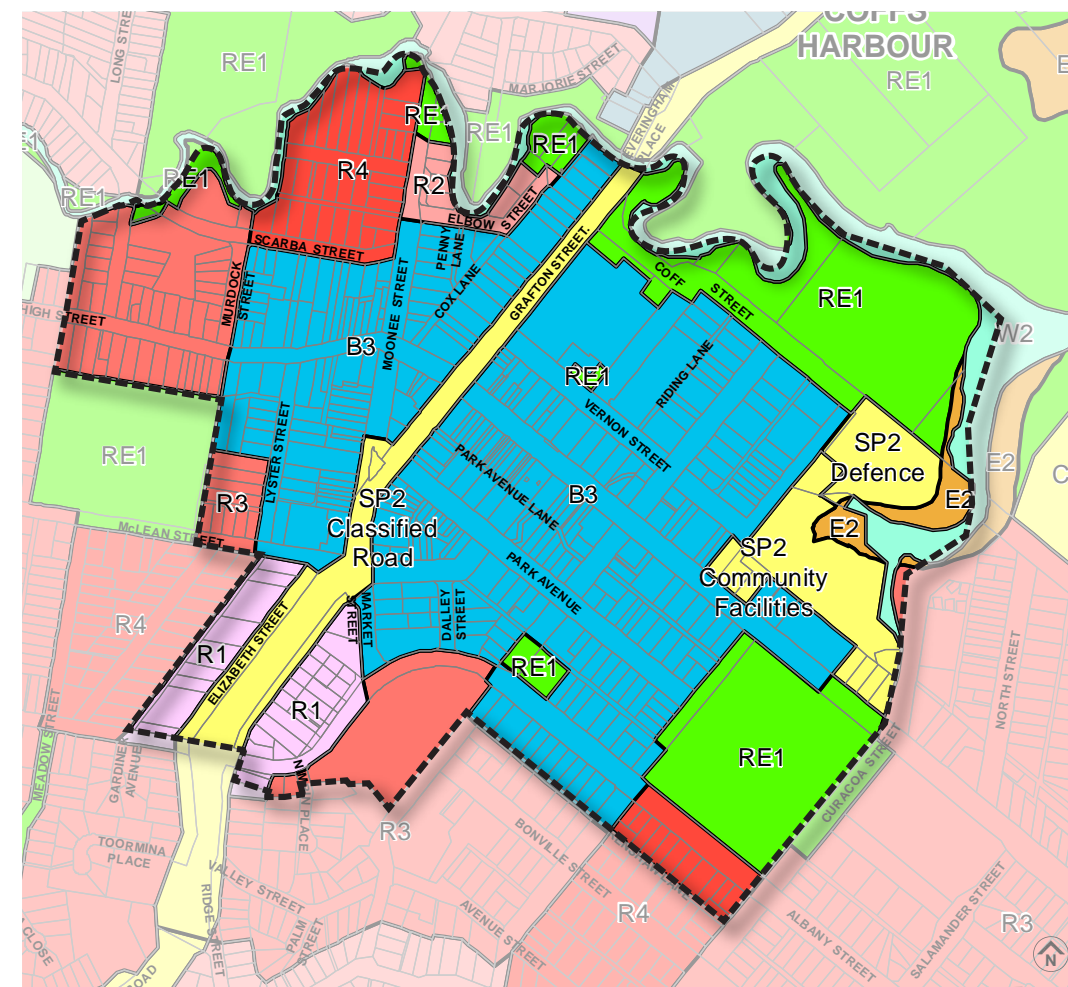


Figure 6: Land zoning (Source: Coffs Harbour Local Environmental Plan (CHLEP))

Zone	
B1	Neighbourhood Centre
B2	Local Centre
B3	Commercial Core
B4	Mixed Use
B5	Business Development
B6	Enterprise Corridor
E1	National Parks and Nature Reserv
E2	Environmental Conservation
IN1	General Industrial
IN3	Heavy Industrial
IN4	Working Waterfront
R1	General Residential
R2	Low Density Residential
R3	Medium Density Residential
R4	High Density Residential
R5	Large Lot Residential
RE1	Public Recreation
RE2	Private Recreation
RU2	Rural Landscape
RU3	Forestry
SP1	Special Activities
SP2	Infrastructure
SP3	Tourist
W1	Natural Waterways
W3	Working Waterways
W2	Recreational Waterways
	Study Site

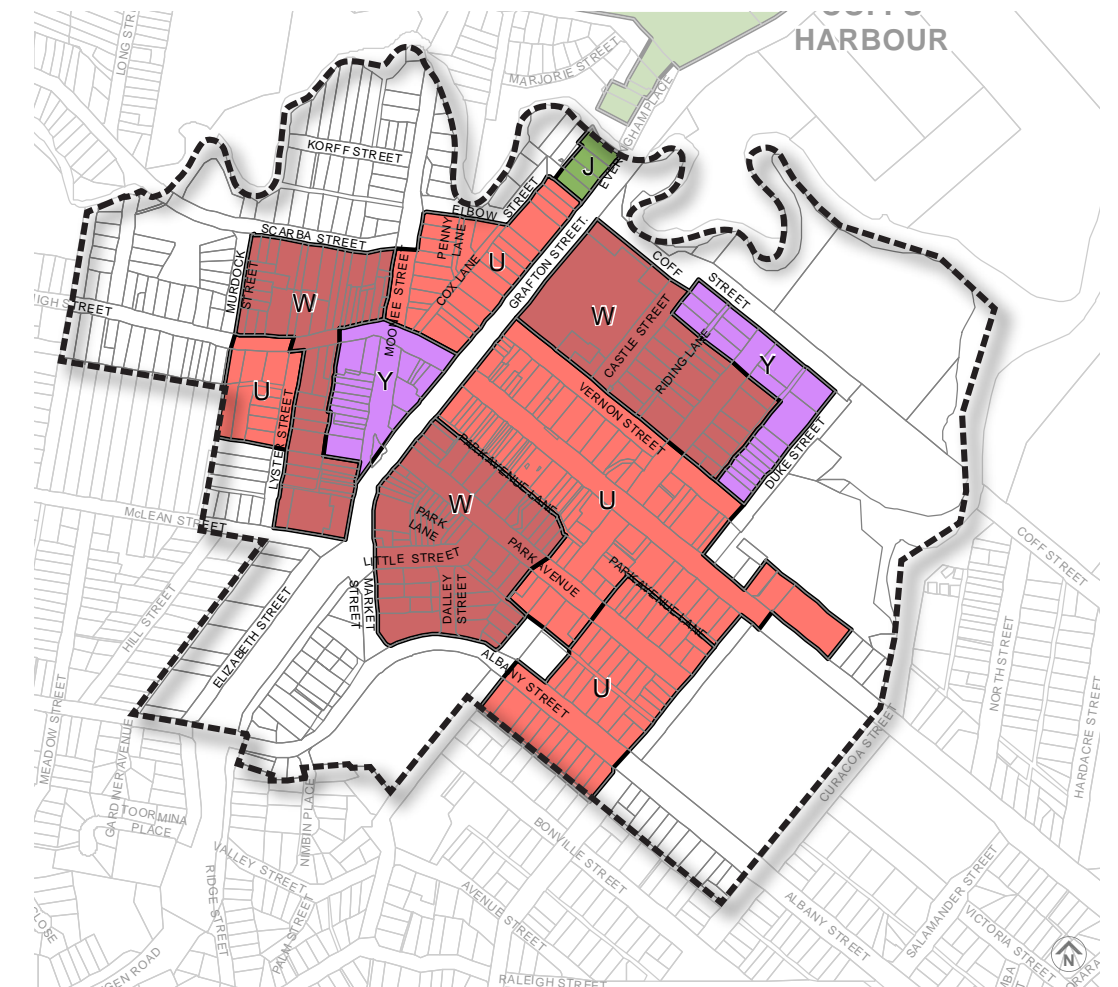


Figure 7: Floor space ratio (Source: Coffs Harbour Local Environmental Plan (CHLEP))

Maximum Floor Space Ratio (n:1)	
D	0.5
J	0.8
N	1
S	1.5
T	2
U	2.5
V	3
W	3.5
Y	4.5
	Study Site

2.0 Planning Context

Height of Building (HOB)

CBD building height limits range from 8.5 metres (approximate two storeys) restricting height for the recreational green spaces along Coffs Creek and for city parks, through to 40.0 metres (approximately 12 storeys), as you arrive in the Centre along the Pacific Highway and in the northeast for sites along Coff Street and Duke Street which overlook the recreational green spaces along Coffs Creek.

Heritage (HER)

The Coffs Harbour LEP 2013 identifies a heritage property (Ref. I21) which is situated in the northwest of the study area at 20 Korff Street which is of Local Heritage Significance. Four further heritage items are located at the edges of the CBD:

- I7 an interwar heritage residence (Local Significance);
- I15 a Former Police Station and Court House at 215 Harbour Drive (Local Significance);
- I24 Coffs Harbour Cemetery (Local Significance); and
- I25 Coffs Harbour Public School (Local Significance).

The built form and height of buildings in the vicinity of these items should respect their scale and character to ensure heritage significance is not undermined by any new development occurring within their visual catchment.

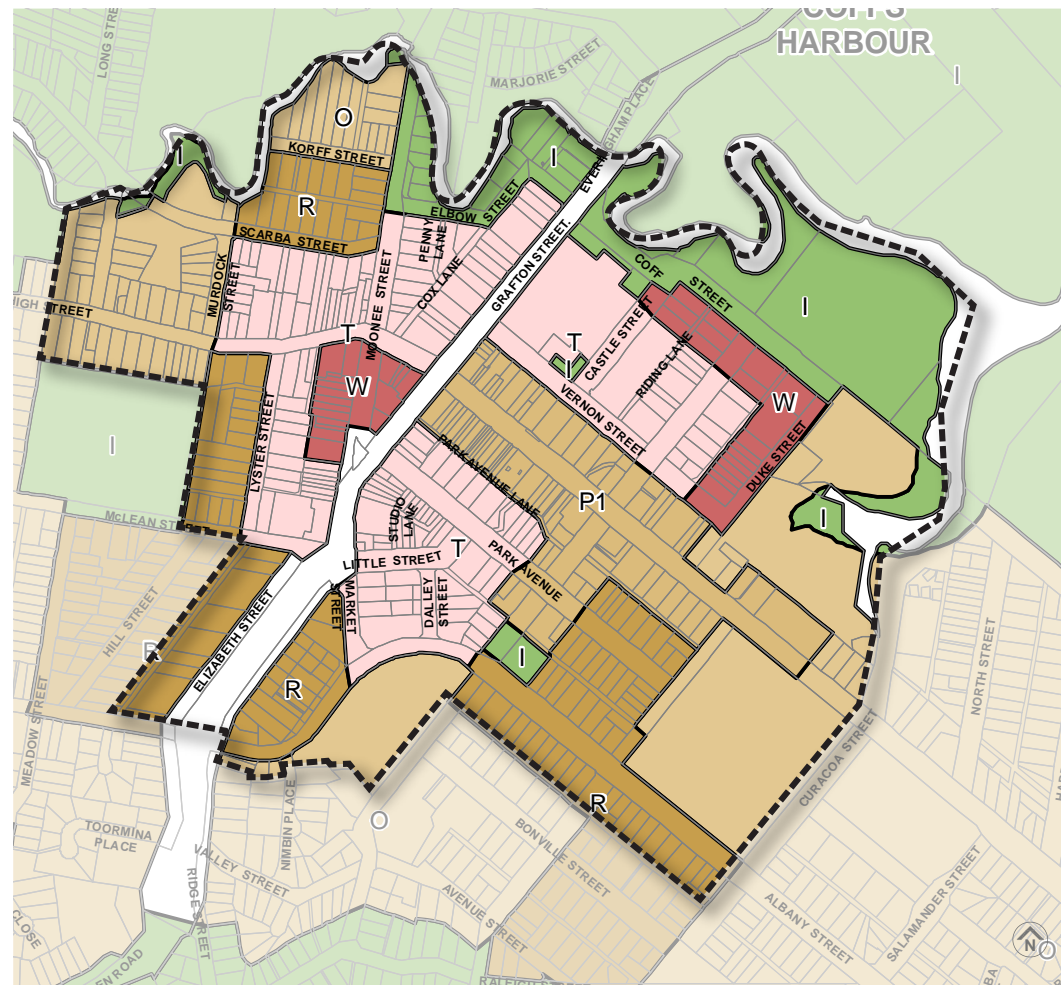


Figure 8: Height of building (Source: Coffs Harbour Local Environmental Plan (CHLEP))

Maximum Building Height (m)

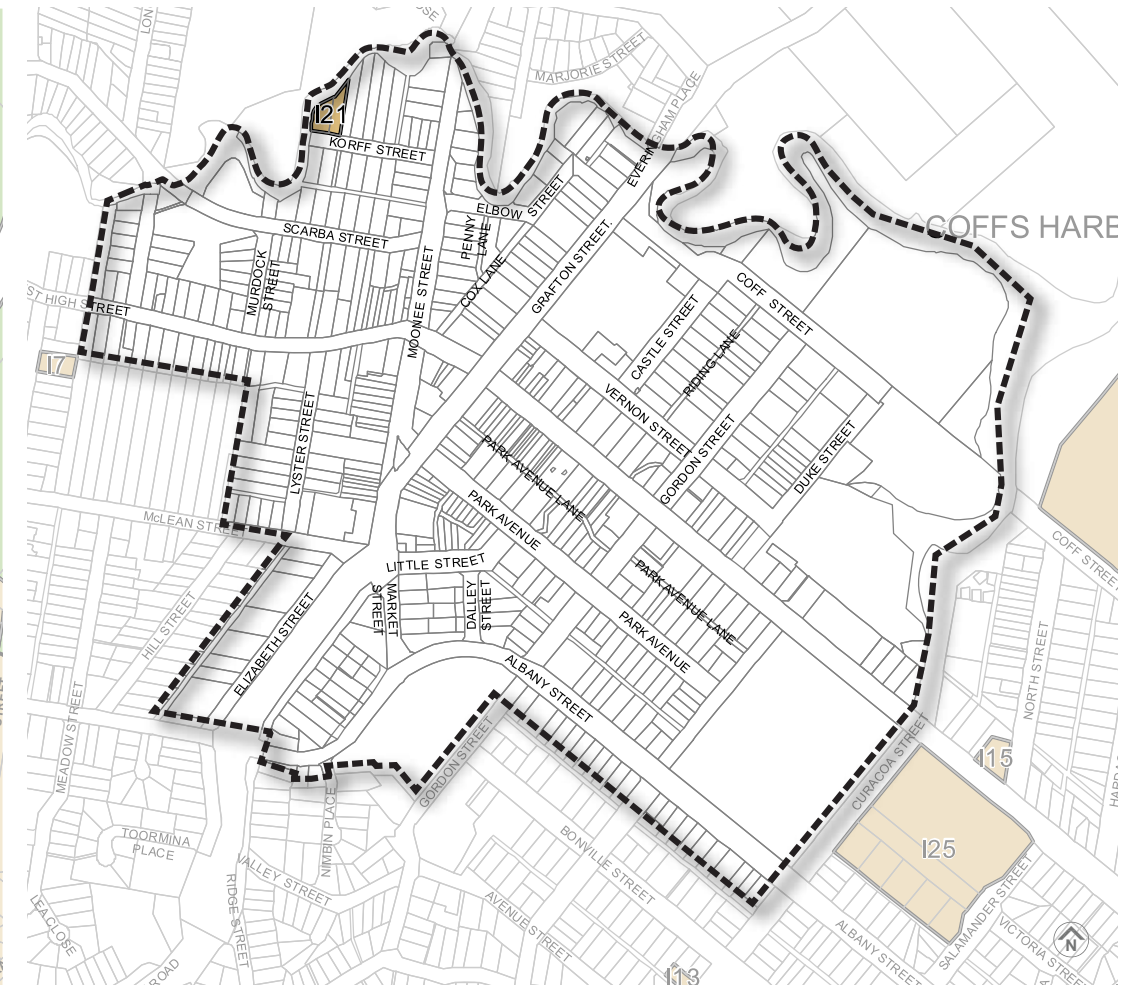
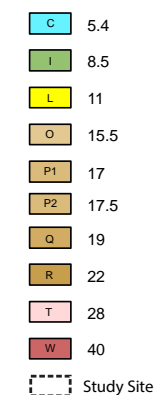
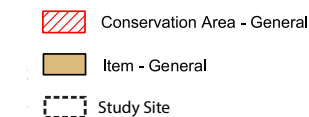


Figure 9: Heritage (Source: Coffs Harbour Local Environmental Plan (CHLEP))

Heritage



2.0 Planning Context

2.2.2 Coffs Harbour Development Control Plan (CHDCP) 2015

The CHDCP 2015 establishes development controls for the CBD including Density, Front Setbacks, and Side and Rear Setbacks. It also includes general CBD built form controls, and protects solar access to the southern footpaths of major CBD streets and City Square.

The DCP Density Map identifies properties which are zoned residential, where there is currently no FSR control in the LEP – generally at the periphery of the CBD. Density controls in the east of the CBD are generally assessed ‘on merit’, whilst properties in the west of the CBD range from 1 dwelling per 50m², to 1 dwelling per 100-200m² of site area. Refer Figure 10.

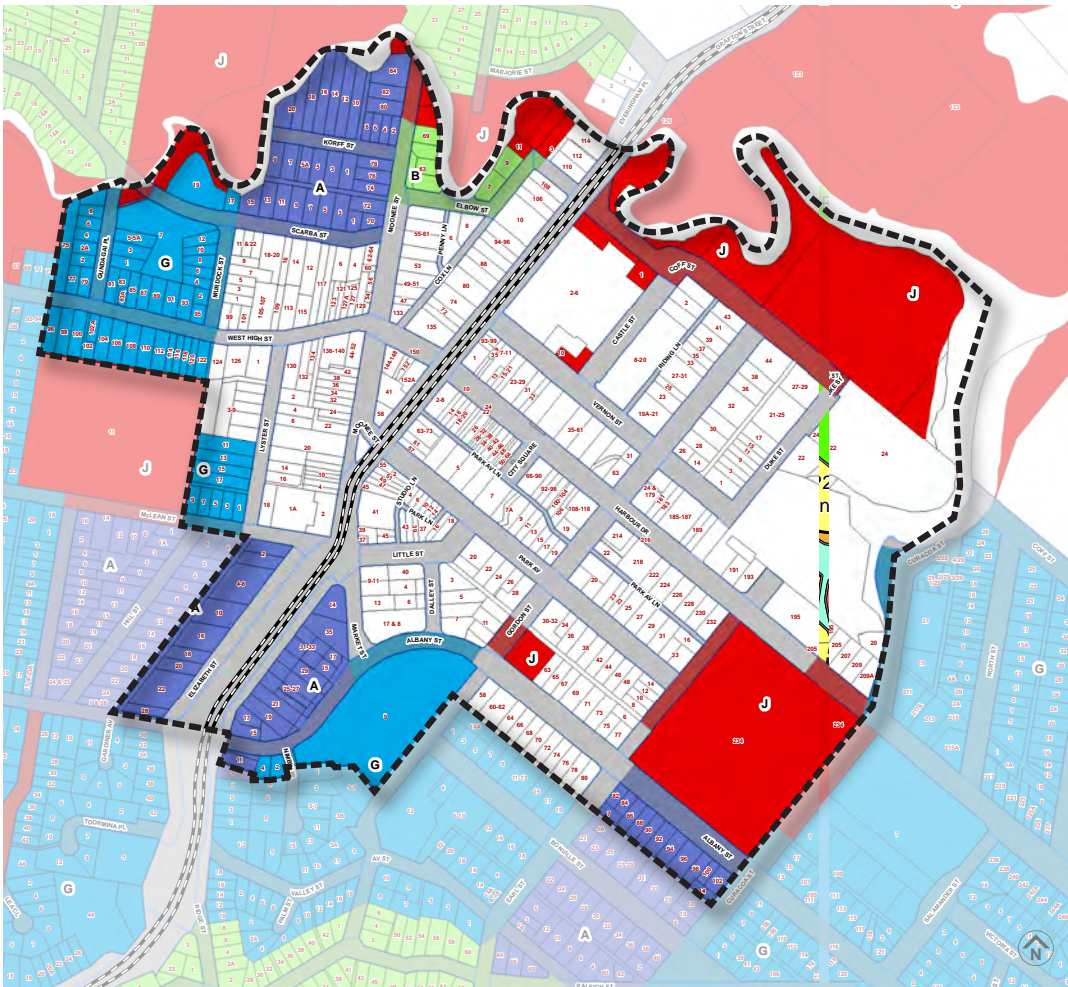


Figure 10: Density (Source: Coffs Harbour Development Control Plan (CHDCP))

Density	Density (1 dwelling per x m² of site area)	Density (other)	DM LEP 2013 - Deferred Matter
A 1 dwelling per 50m²	B 200m² - Buildings up to 8.5m in height 100m² - Buildings > 8.5m in height	J Merit Assessment	Arterial Road
B 1 dwelling per 400m²	C 150m² - Tourist and Visitor Accommodation 200m² - Residential Accommodation	K Maximum 5000m² GFA - Neighbourhood Centre	Sub Arterial Road
C 1 dwelling per 550m²	D 150m² - Tourist and Visitor Accommodation 400m² - Residential Accommodation	Refer to the Coffs Harbour LEP 2013 as housing density and/or floor space ratio provisions may apply.	Study Site
D 1 dwelling per 1300m²			
E 25 dwellings per ha			
F 35 dwellings per ha			
G 1 dwelling per 400m²			
H 150m² - Tourist and Visitor Accommodation			
I 150m² - Tourist and Visitor Accommodation			
J Merit Assessment			
K Maximum 5000m² GFA - Neighbourhood Centre			

2.0 Planning Context

For many properties within the CBD, the DCP Front Setback controls are assessed 'on merit'. In the core of the CBD, Front Setbacks are zero, with a maximum podium height of two storeys, and 8.5 metres. Height is restricted on the north side of the main east-west streets, to protect solar access to the six metre wide southern footpath zone, at the Winter Solstice (21 June), between the hours of 10am to 2pm. In residential zones in the south and west of the CBD, setbacks of six or nine metres are required. Refer Figure 11.

DCP Side and Rear Setbacks in the CBD are mostly assessed 'on merit', whilst residential zones in the west are required to setback three or six metres to their side and rear boundary, depending on building height. Refer Figure 12.

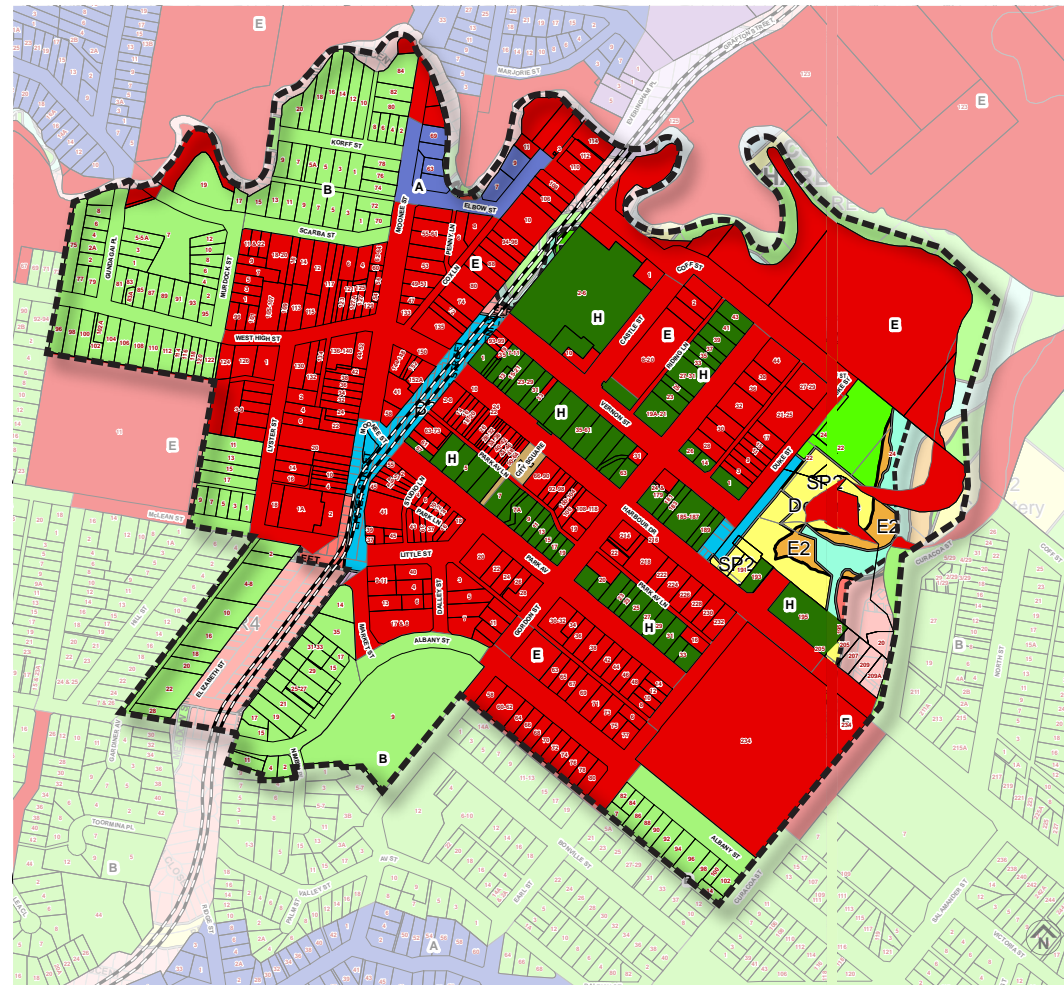


Figure 11: Front setbacks (Source: Coffs Harbour Local Environmental Plan (CHLEP))

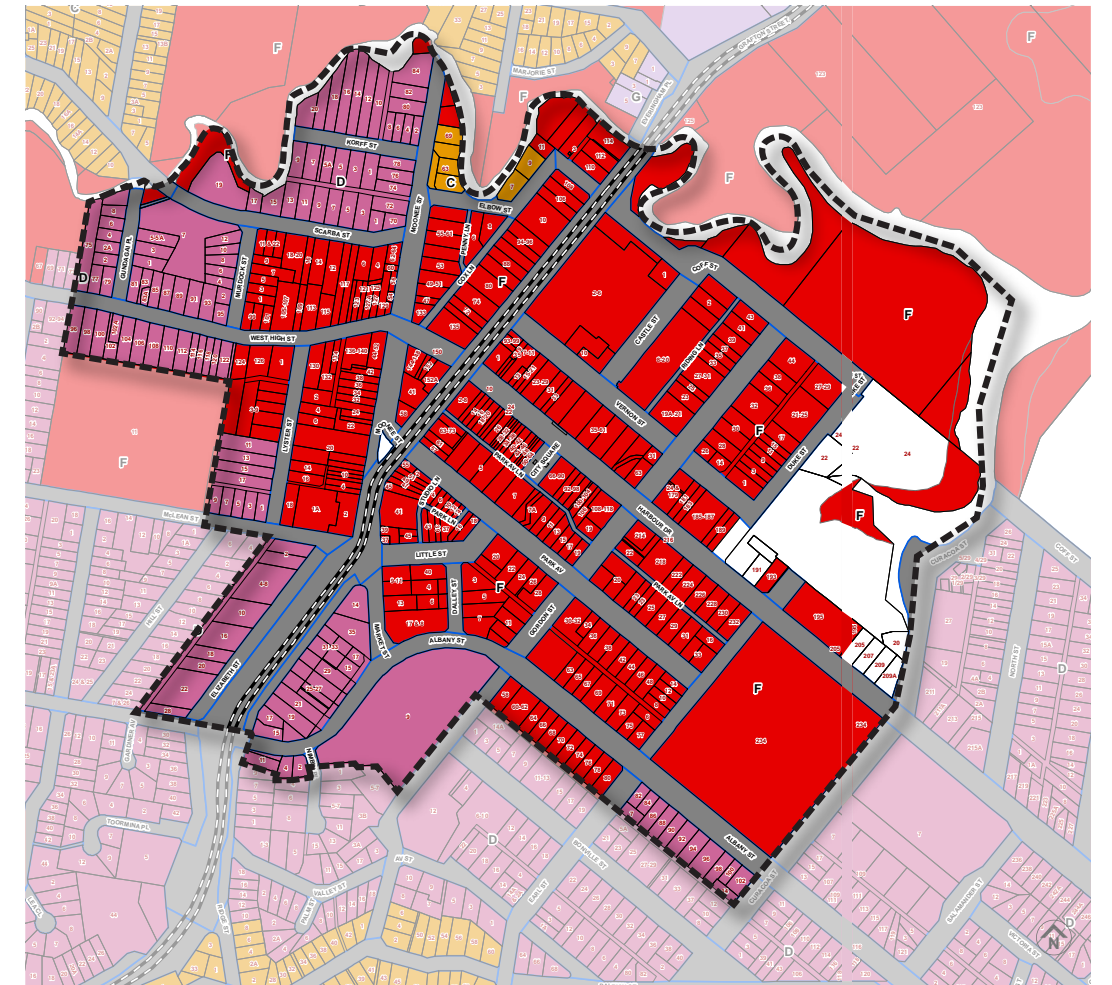
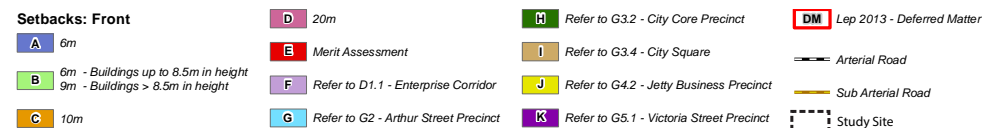
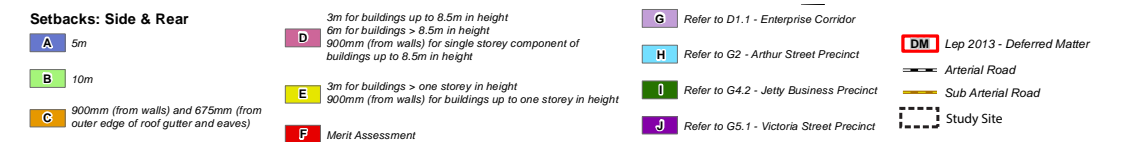


Figure 12: Side and rear setbacks (Source: Coffs Harbour Development Control Plan (CHDCP))



2.0 Planning Context

General DCP built form controls include requirements for modulation of building bulk and scale, and architectural differentiation of top, middle and base. Refer Figure 13. Buildings are limited to a maximum building length of 45 metres and are required to incorporate awnings.

The DCP includes specific controls for properties which adjoin the City Square - requirements include upper level setbacks and 45 degree corner setbacks to Harbour Drive.

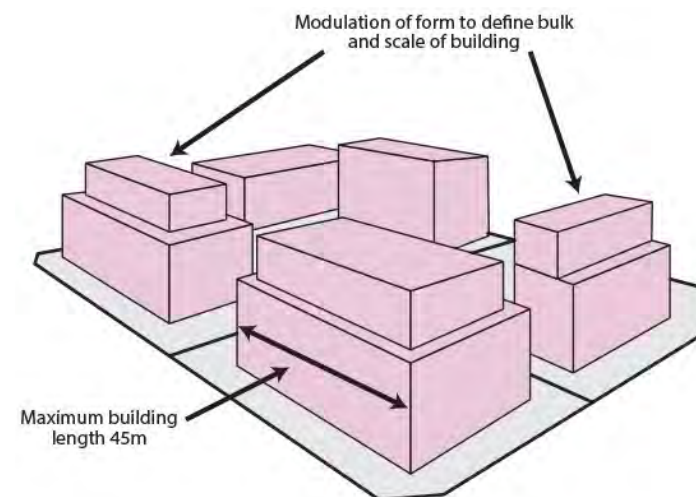


Figure 13: General built form requirements
(Source: Coffs Harbour Development Control Plan (CHDCP))



Figure 14: City Square plan
(Source: Coffs Harbour Development Control Plan (CHDCP))

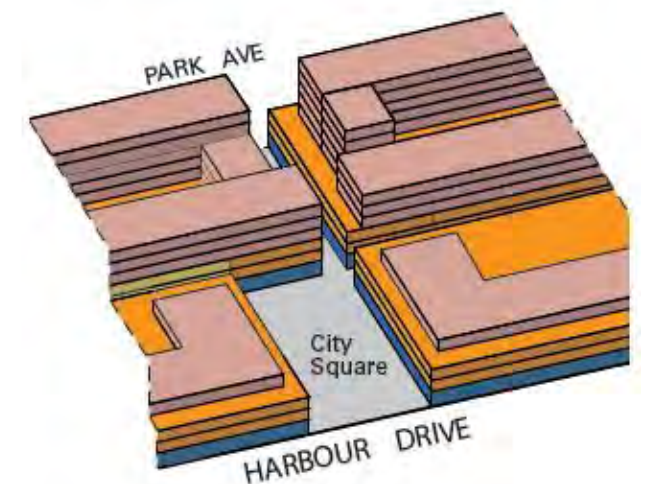


Figure 15: City Square 3D model
(Source: Coffs Harbour Development Control Plan (CHDCP))

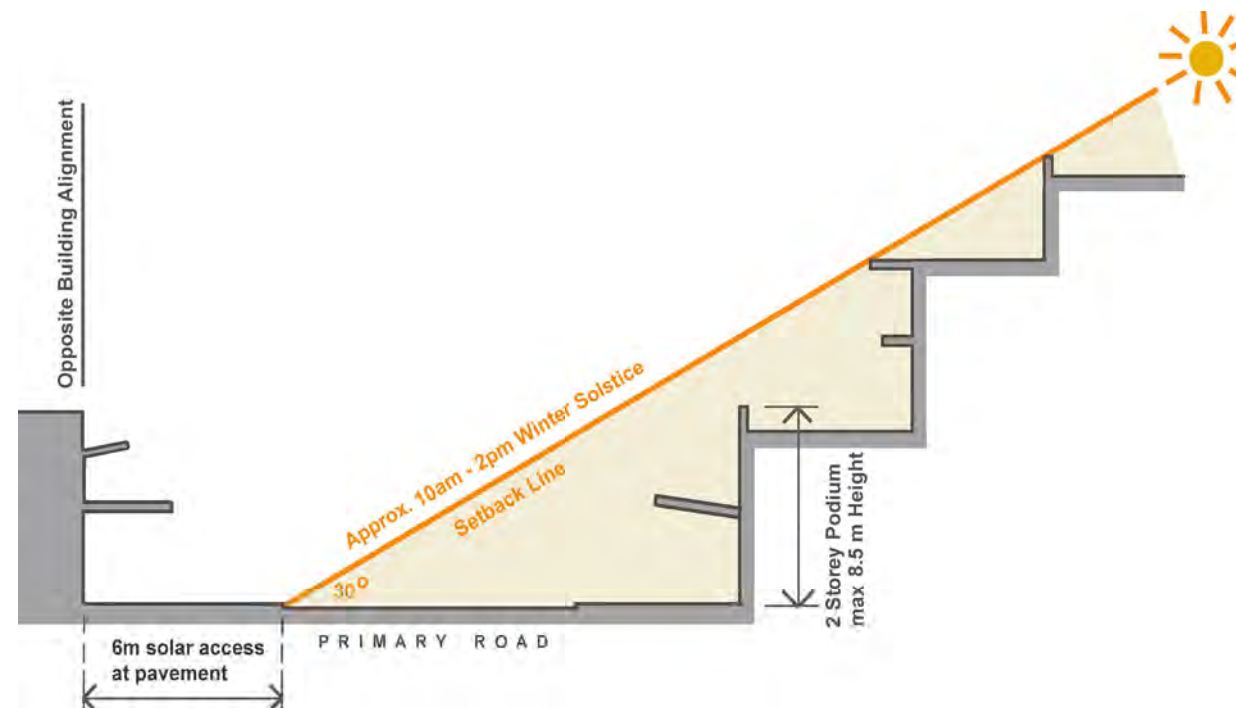


Figure 16: Front setback requirements
(Source: Coffs Harbour Development Control Plan (CHDCP))

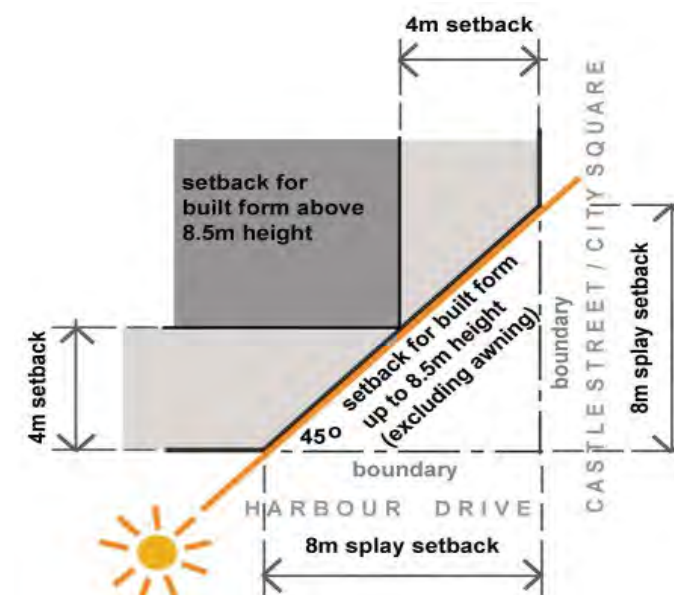


Figure 17: Harbour Drive corner site setback requirements
(Source: Coffs Harbour Development Control Plan (CHDCP))

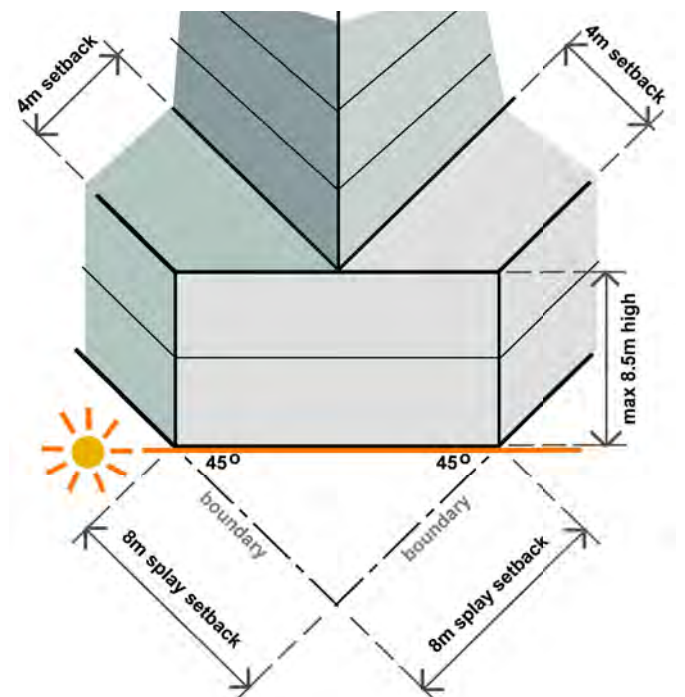


Figure 18: Harbour Drive corner site setback requirements
(Source: Coffs Harbour Development Control Plan (CHDCP))

2.0 Planning Context

2.3 Coffs Harbour City Centre Masterplan 2031

The City Centre Masterplan was developed in 2012 and adopted by Council on 23 February 2013. The Masterplan built on the work of the Cities Taskforce and outlined priorities and strategies to work towards a vibrant CBD, through a number of place-specific projects.

Since the Masterplan was adopted four years ago, several CBD improvement projects have been implemented and a number are underway, including:

1. Future Cultural Building Redevelopment Site

The proposed Coffs Harbour Library + Gallery facility is envisaged as an important first component of a larger civic-cultural hub/precinct within the CBD. Analysis and concepts have been completed.

2. Entertainment Centre Investigation Sites

Three potential sites within the CBD have been investigated, including south of City Square, Castle Street Carpark and Gordon Street Library/Art Gallery site.

3. Coffs City Square Revitalisation

A Design Ideas Competition was held in early 2014 with three winning entries announced. These principles will guide future upgrades.

4. Skate Park

The construction of the Skate Park, in the northwest corner of Brelsford Park (corner of Harbour Drive and Earl Street) is completed.

5. Rear Lane Activation – Trial Artist's Lane

Park Avenue Lane has been identified as a Laneway Activation project.

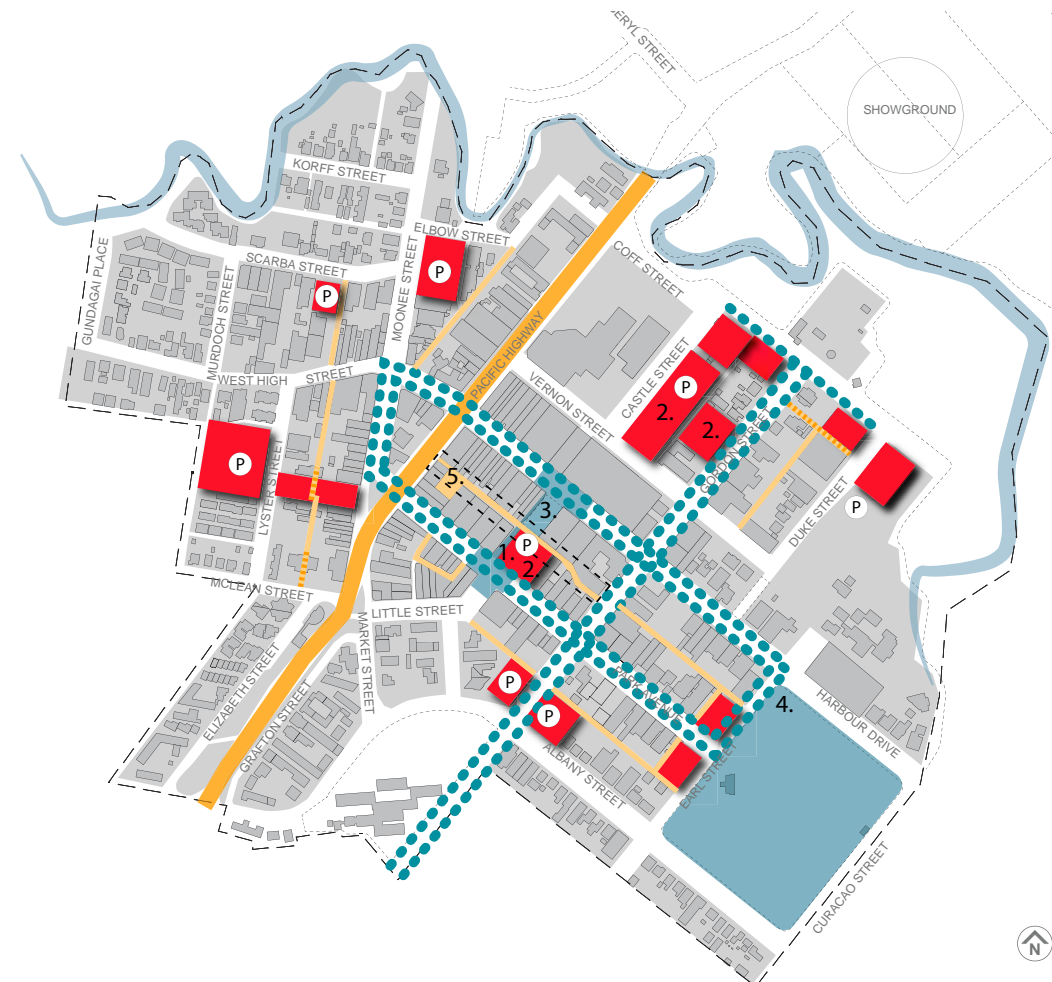


Figure 19: Key land use and open space (Source: Coffs Harbour City Centre Masterplan 2031)

--- City Centre Study Area Boundary

Existing Block

Existing Building Footprint

Development Outside Study Area

Pacific Highway

Street Reconfiguration

Rear Lane Activation- Existing and Long Term

Rear Lane Activation- New Connection Long Term

Open Space Revitalisation

Strategic Sites For Investigation

P Parking

Details

1. Future Cultural Building Redevelopment Site- Long Term

2. Entertainment Centre Investigation Sites

3. City Square Public Domain Revitalisation and Event Space

4. Skate Park

5. Rear Lane Activation- Trial Artist's Lane



Figure 20: City Centre Core Plan (Source: Coffs Harbour City Centre Masterplan 2031)

City Centre Core
City Centre Gateway

Street reconfiguration works have included works along Harbour Drive and the replacement of the roundabout with traffic signals at the Gordon Street intersection. This has been a significant improvement to a key pedestrian crossing point within the CBD.

2.0 Planning Context

2.4 Urban Design Analysis

Reassessing CBD Built Form Controls

The current upturn in the NSW economy and continued strong growth in North Coast tourism have increased investor interest in the Coffs Harbour CBD – evidenced by the new Gowings Bros Hotel, under construction at the corner of Harbour Drive and Gordon Street. It is therefore timely for Coffs Harbour to reassess its LEP and DCP height and built form controls. This review tests a number of scenarios, to explore the potential for additional height and density at appropriate locations in the core of the CBD.

The study investigates the next logical growth phase for Coffs Harbour CBD, in terms of height and density, including the 3D computer modelling of various options, to arrive at the best urban form and public domain outcome. Proposals for changes to built form controls will be prepared, providing a logical and robust urban design framework to guide the next generation of development in the CBD.

Urban design considerations, such as ensuring good human scale, and proportional street cross sections that effectively define CBD streetscapes, have been a priority. Building setbacks above the ‘street wall’ and to laneways, ensure good street scale and solar access to the public realm, avoiding undue overshadowing of key public places, including streets, squares, footpaths and city parks.

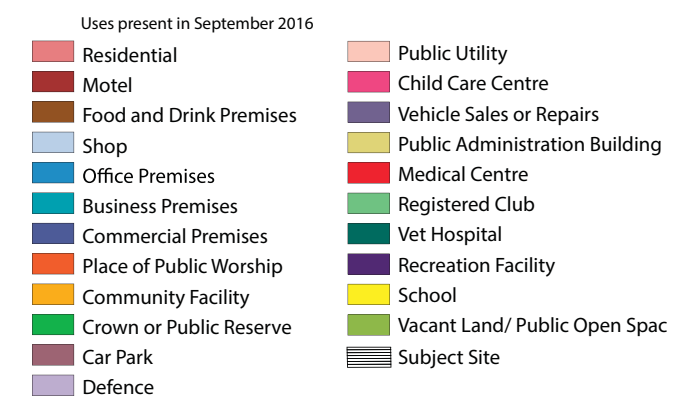
Whilst key building parameters (Controls), such as overall height, build-to frontages and upper level setbacks need to be firmly set, within this envelope there should be some flexibility to allow architectural expression and detailing, to bring variety and interest to city streetscapes.

Existing Land Use

The CBD accommodates a mix of land uses; with retail, commercial, business and office uses concentrated at the core - along Harbour Drive and Gordon Street. Educational, Local Government, Community and Medical/Consultant uses form a second ring around the commercial core, whilst residential and open space reserves are situated at the periphery of the Study Area.



Figure 21: Land use (Source: Coffs Harbour City Centre Masterplan 2031)



2.0 Planning Context

Existing Building Height

Existing building heights are mostly one or two storeys, with exceptions being Coffs Central Shopping Centre (mostly two large storeys, with a portion at three storeys), the five storey Castle Street carpark, two, mid-rise, eight storey residential apartment buildings, and an eight storey office building.

Street Hierarchy

The current CBD 'Main Streets' are Harbour Drive between the Pacific Highway and Earl Street and the cross street - Gordon Street - from Vernon Street to Park Avenue. A number of mid-block laneways provide vehicular access to core CBD businesses.

Park Avenue has the potential to develop into an important city street, due to its width (approximate 30 metres wide) and the generous city blocks to either side.



Figure 22: Existing building height map (Source: Coffs Harbour City Centre Masterplan 2031)

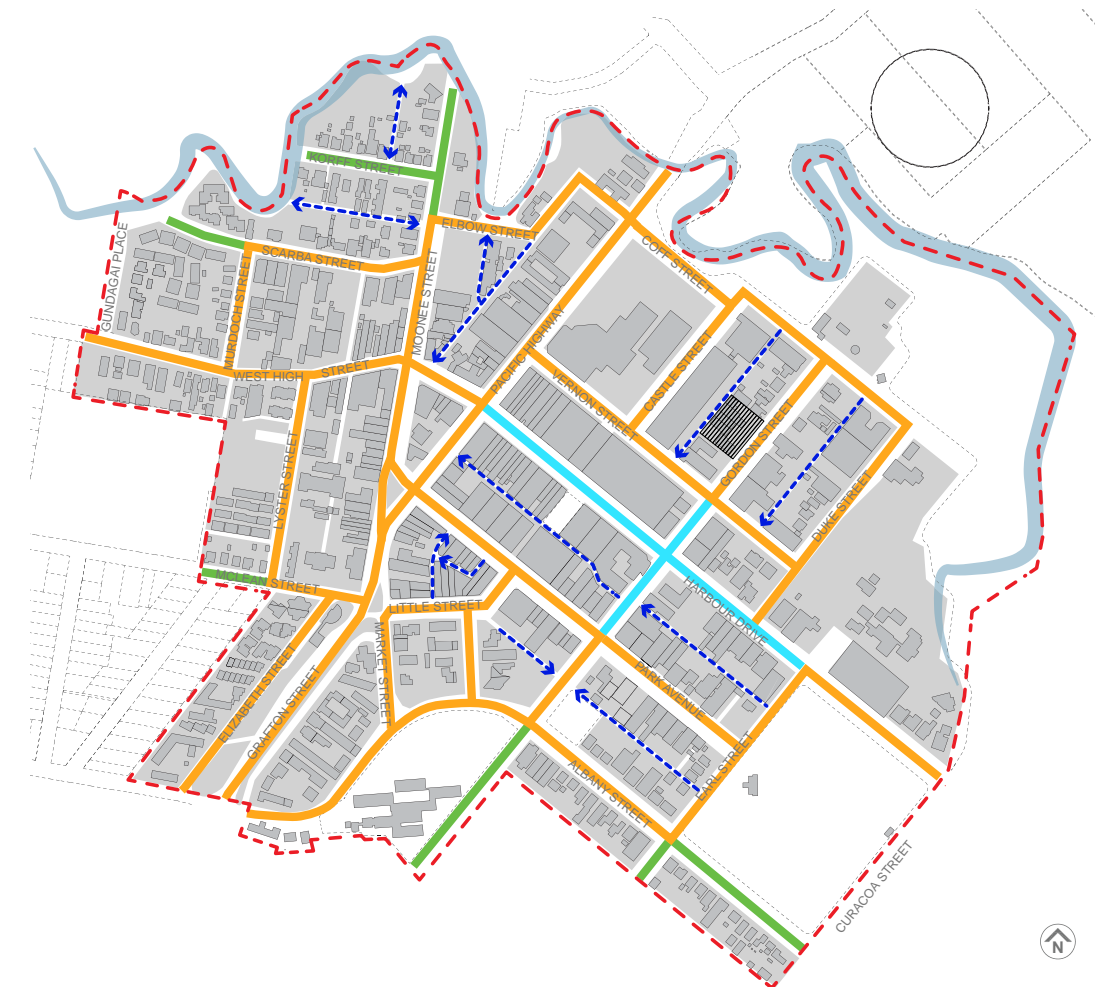
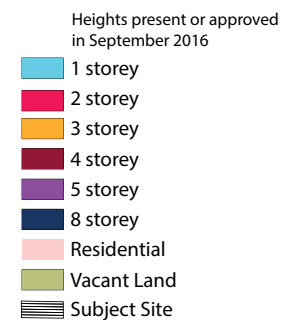


Figure 23: Street hierarchy (Source: Coffs Harbour City Centre Masterplan 2031)



2.0 Planning Context

2.5 Property Ownership

Council owns significant parcels of land within the CBD, currently utilised for administrative offices, public car parks, public parks and sports fields, and a number of properties used for community facilities. This opens opportunities for new cultural venues and facilities and for Council to take a strategic role in the future development of the CBD.

The Coffs Harbour Ex-Servicemen and Women Club utilises a northern city block along the Pacific Highway. Other major land holders include St. Augustine's and Coffs Harbour Primary Schools. Major commercial landholders include Coffs Central, Coles and Woolworths Shopping Centres. Within the CBD core area there are multiple small holdings which suggest a need for some consolidation of ownership, to facilitate efficient upgrade and development of the centre.



MAP REDACTED DUE TO PERSONAL INFORMATION

Figure 24: Property Ownership (Source: Hill PDA report)

2.0 Planning Context

2.6 Coffs Harbour Airport Height Limit

Coffs Harbour Airport has advised that an Obstacle Limitation Surface (OLS) airport height limit applies to the Coffs Harbour CBD. The OLS Contour Map, refer Figure 25, sets a maximum height for any building or other object (including plant rooms, cranes, radio towers, flag poles or the like) for the Coffs Harbour CBD as 48.06m Australian Height Datum (AHD).

The existing ground level of most sites within the CBD is approximately four metres AHD, resulting in a maximum possible building height of approximately 44 metres. If the ground and first floor levels (podium level) of a CBD building is a Shopping Centre use (generally with a floor-to-floor height of 5.5 metres each, total 11.0 metres), and situated above the podium there are residential apartments (with a floor-to-ceiling height of 2.7 metres, as recommended by SEPP65 Apartment Design Guide (ADG)), then this equates to a building of approximately 13 storeys in height.

If the podium comprises a mix of commercial and residential levels eg over three levels (to a total height of 11.0 metres), then this equates to a building of approximately 14 storeys in height. Plant Rooms or other services, and roof elements or the like, need to be included within this overall height limit, and cannot exceed the OLS height limit.



Figure 25: Airport Height Limit Contour Plan

3.0 Recent CBD Development

3.1 New Central Library and Regional Gallery

Detailed research, analysis and concept planning has been prepared by Council to provide a comprehensive 'vision' for this new facility. Detailed precinct planning has been undertaken which identifies opportunities for the surrounding public domain, including streetscape and laneway upgrades, retaining iconic landscape such as the large mid-block Fig tree, and introducing finer grain pedestrian access and sustainability measures.

The proposed cultural & civic space includes:

- A new state-of-the-art library and gallery (possibly museum)
- Café and workshop spaces
- A multi-purpose civic (Council Chambers) and meeting space
- Council customer service and administration offices
- Redesigned streets for the surrounding area (Gordon Street and Riding Lane)

Three architects were commissioned to present design concepts for the space. The ideas will create a vibrant city heart as a welcoming destination where you can shop, use services, eat and enjoy a cultural experience.



Figure 26: Concept 1
(Source: <https://haveyoursay.coffs Harbour.nsw.gov.au/cultural-and-civic-space>)



Figure 27: Concept 1
(Source: <https://haveyoursay.coffs Harbour.nsw.gov.au/cultural-and-civic-space>)



Figure 28: Concept 2
(Source: <https://haveyoursay.coffs Harbour.nsw.gov.au/cultural-and-civic-space>)



Figure 29: Concept 2
(Source: <https://haveyoursay.coffs Harbour.nsw.gov.au/cultural-and-civic-space>)



Figure 30: Concept 3
(Source: <https://haveyoursay.coffs Harbour.nsw.gov.au/cultural-and-civic-space>)



Figure 31: Concept 3
(Source: <https://haveyoursay.coffs Harbour.nsw.gov.au/cultural-and-civic-space>)

3.0 Recent CBD Development

3.2 Coffs Central Development

A Development Application (DA) for a mixed use building integrated with the Coffs Central Shopping Centre, includes retail, office and carparking uses, and potentially in the future a hotel. This development has a prime location at the corner of Gordon Street and Harbour Drive, been approved and is currently under construction. The development will set a precedent in the scale and quality of development in the CBD. The development, which could be eventually rise to 12 storeys, would make it the tallest building in the Coffs Harbour CBD.

The retail/commercial 'street wall' is five storeys in height, with six levels of hotel (to be confirmed) extending above, and a single storey plant room at roof level. At the hotel reception level, there is a large podium garden proposed which extends north, out from the reception areas incorporating attractive resort-like pools and landscaped seating areas.



Figure 32: South elevation - Development application - Coffs Centre Shopping Centre extension (Source: DA 0751_16_Approved Plans)



Figure 33: North elevation - Development application - Coffs Centre Shopping Centre extension (Source: DA 0751_16_Approved Plans)

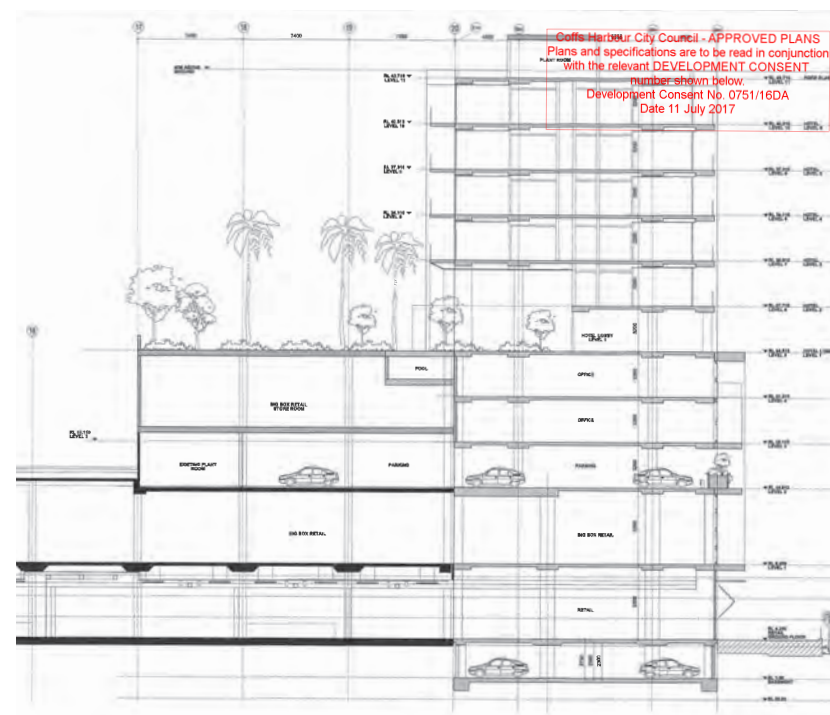


Figure 34: Section - Development application - Coffs Centre Shopping Centre extension (Source: DA 0751_16_Approved Plans)



Figure 35: Photomontage - Development application - Coffs Centre Shopping Centre extension (Source: DA 0751_16_View sheet 01)

4.0 CBD Built Form Review

4.1 Existing Built Form + Character

Existing Built Form

The existing Coffs Harbour CBD is generally characterised by buildings of between one and three storeys in height, with a handful of individual mid-rise tower buildings of up to eight storeys height, scattered through the CBD.

Hotel Proposal

The previously approved commercial extension to the existing shopping centre is currently under construction. The Gowing Bros. hotel proposal is planned to rise to 12 stories (TBC) in height (including the roof top plant room). This new building would be the tallest building in the CBD and potentially set a precedent in this regard. The ground and first floor levels accommodate retail uses and are highly articulated architecturally; with projecting awnings, blade walls and deep shadow recesses. Gardens are proposed at rooftop level, to the north of the proposed hotel tower.

Gaps in the CBD Built Form

There are many instances in CBD streets, particularly at the periphery, where buildings are set back from the street frontage, or there are parking areas situated on key street corners. In these instances the CBD built form and streetscapes are eroded, there are no awnings for shelter, no activity or 'eyes on the street', and, as a result, the public domain is exposed, is less easily traversed and feels less safe.

Well-formed CBD Streets

Generally the main city streets of Harbour Drive and Park Avenue, and to a lesser degree Gordon Street are well defined with buildings, built to the street frontage. Harbour Drive is well-established as the CBD 'Main Street' with iconic wave-like shade structures, tree planting, paving, lighting and furniture, contributing to the significance of this important streetscape. Park Avenue and Gordon Street have a similar length and cross sectional width (30 metres), and have the potential in the future to be important urban, retail/commercial streets within the city.



Figure 36: View from Brelsford Park looking northwest with proposed Hotel DA illustrated (Source: Aerometrex 3D computer model)

4.0 CBD Built Form Review

Urban Structure – Potential for Growth

The significant width of major CBD streets and the generous depth of the city blocks, combined with convenient rear laneway service access, indicate a robust urban structure able to accommodate increased density and building height. Most CBD blocks incorporate deep lots, and there are many generous sized blocks (in individual or consolidated ownership) which bode well for accommodating new development at an increased density.

New investment in the CBD will seek development parcels of reasonable proportion (rather than long and narrow properties), as this makes parking and structural systems more efficient and cost effective. A series of individually owned narrow lots occur at the north (Pacific Highway) end of Harbour Drive. In this situation, controls which incentivise consolidation should be considered.

Street Proportion

To effectively define the main streets of the CBD a minimum 3:1 cross sectional proportion is recommended ie for streets which are 30 metres wide building frontages (measured from front property boundary to front property boundary) would need to be a least 10m high.

Upgrade of Intersections

The urban quality of the Harbour Drive and Gordon Street intersection has been greatly improved with the removal of the roundabout and replacement with a signalised intersection. This has greatly improved the visual and pedestrian connectivity along Harbour Drive and along Gordon Street.

Public Domain Character

City buildings that are primarily built to the street frontage and incorporate a continuity of retail, commercial or community uses, opening up to the street, result in the most successful, safe, inviting and interesting streets in the city.

Harbour Drive, between the Pacific Highway and Gordon Street, sets the standard in terms of a quality public domain experience - with both the buildings (ie built form) and the footpaths/City Square (ie public domain) working together to create a successful CBD streetscape experience.

On the south side of Park Avenue, at the corner of Little Street, the Happy Frog Café and its sunny outdoor dining area, illustrates how innovative businesses can attract locals and visitors to the CBD.



Figure 37: View from northwest looking along Harbour Drive. (Source: Aerometrex 3D computer model)

4.0 CBD Built Form Review

4.2 Current Built Form Controls (Scenario 1)

Introduction

This study involves the preparation and illustration of three built form scenarios. The scenarios assist in the understanding and visualisation (through 3D computer modelling) of the current development controls (Scenario 1), and of two further Scenarios, 2 and 3, which explore development controls that permit increased building height and density. The modelling tests the appropriateness and potential implications of pursuing alternative city form outcomes.

Scenario 1

Currently development within the core of the CBD is controlled by the Height of Building Map in the Coffs Harbour Local Environmental Plan 2013 (CHLEP 2013). Building height within the core is currently limited to 17 metres, or approximately four storeys. Refer to Figure 38.

Built form controls also include a series of setback controls contained within the Coffs Harbour Development Control Plan 2015 (DCP), which protect solar access to City Square and to southern CBD street footpaths. These solar access controls impact the maximum building envelope of the city blocks, located to the north of the main east-west city streets. This control affects Harbour Drive and Park Avenue, introducing a stepped building profile in order to sit beneath the angled solar cut-off line.

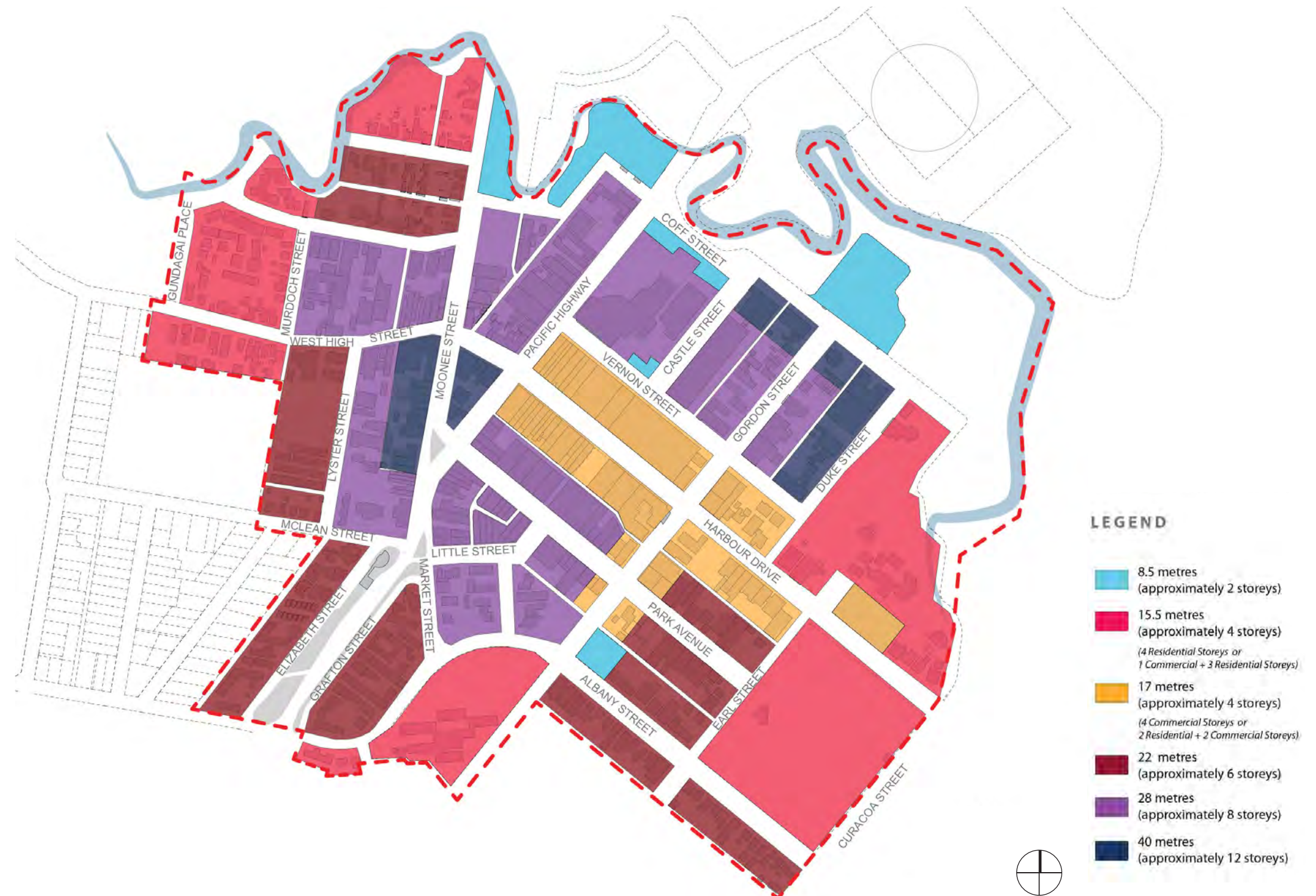


Figure 38: Existing Building Height Control (Source: Precinct Analysis Gordon Street Library & Gallery, Coffs Harbour Council)

4.0 CBD Built Form Review

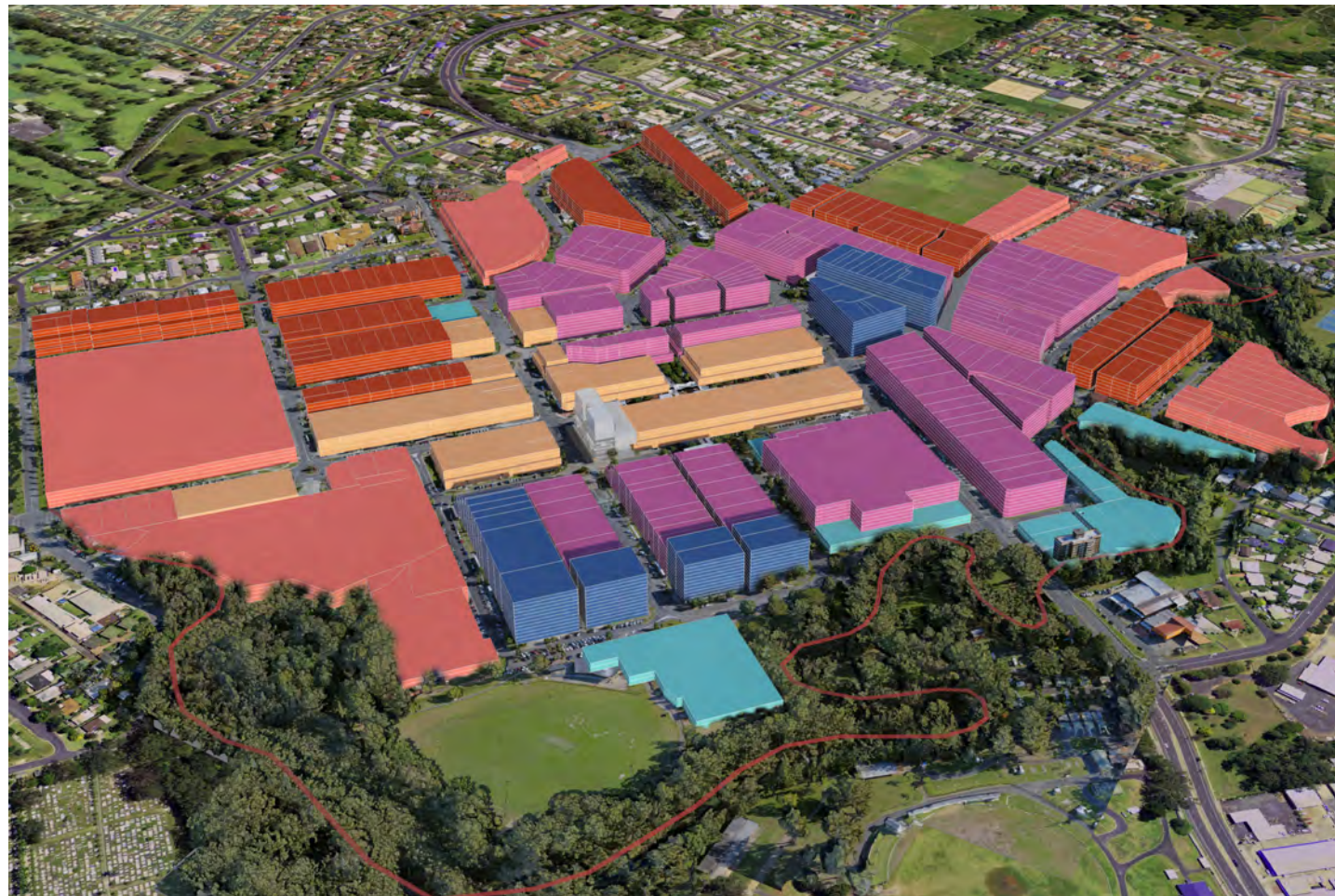


Figure 39: Scenario 1 - Existing Controls | View from northeast

Reassessing the Current Controls

Height restrictions in the core of the CBD that apply to city blocks along Harbour Drive - extending from the Pacific Highway to Brelsford Park, northeast to Vernon Street and southwest along Gordon Street, restrict building height to four storeys (coloured yellow in Figures 39-40). This is considerably lower than the heights allowed in surrounding parts of the CBD, where eight and twelve storey buildings are permitted (coloured pink and dark blue in Figures 39-40).

The restriction of building height at the core of Coffs Harbour CBD is counter-intuitive, as a progressive build up in height from the periphery, to the centre of the CBD, (a 'pyramid-like' city form) is the 'natural' built form outcome.

The 'pyramid' CBD built form permits an effective transition to smaller scale residential neighbourhoods which are at the edge of the CBD, whilst also maximising the yield from urban sites at the core of the CBD. The pyramid built form accommodates a progressive increase in building height, through several steps, with the tallest buildings, located at the centre of the CBD as you would expect.

An increase in the permitted height of buildings at the core of the CBD is recommended. This will ensure ongoing sustainability, vibrancy and investment in the CBD. In conjunction with uplift in permitted building height, development controls are recommended to protect streetscape scale and a reasonable level of solar access to the public domain, and in particular to City Square.



Figure 40: Scenario 1 - Existing Controls | View from southeast

LEGEND

	8.5 metres (approximately 2 storeys)
	15.5 metres (approximately 4 storeys) (4 Residential Storeys or 1 Commercial + 3 Residential Storeys)
	17 metres (approximately 4 storeys) (4 Commercial Storeys or 2 Residential + 2 Commercial Storeys)
	22 metres (approximately 6 storeys)
	28 metres (approximately 8 storeys)
	40 metres (approximately 12 storeys)

5.0 Urban Design Strategy + Built Form Principles

5.1 Introduction

The following Urban Design Strategy and Built Form Principles have guided the development of Scenarios 2 and 3.

Urban Design Strategy

The strategy sets in place a planning framework to realise the CBD Masterplan 'vision'. The preferred long term CBD built form outcome will be delivered mostly by private landowners and developers. A new set of built form controls, incorporated into the current LEP and DCP, and administered by Coffs Harbour City Council, will ensure that only the best urban outcomes are delivered.

The over-riding strategy is to establish the next generation of built form for the Coffs Harbour CBD that encourages investment in the urban centre - bringing growth, urban renewal, new business and services, and a broad cultural offer. The growth of regional tourism opens an opportunity to attract more visitors to Coffs Harbour CBD, to holiday and for business. There is also an opportunity to encourage retirees and 'downsizers' to retire and live in the centre, which is well serviced, and potentially offers a high level of urban amenity, attractions, entertainment, and access to quality green space and recreational opportunities.

A logical and legible city built form is sought, which maximises development potential, whilst also maintaining important urban amenity, such as streets with buildings that have a comfortable human scale and incorporate city plazas, parks and footpaths that are sunny in Winter.

A CBD is sought which is multi-layered and incorporates a finer grain of pedestrian access. Also a CBD that offers a number of options for urban living - laneway mews houses, podium level garden apartments, hotel accommodation, and taller apartment buildings with ocean views.

5.2 Overall City Form

Two primary development 'spines' are envisaged – Harbour Drive, the 'Main Street' of the CBD and Gordon Street, the main CBD cross street. Criss-crossing the core of the CBD, these two development 'spines' are envisaged as the major streets in the CBD, and with the blocks along each side, will become the focus of development density and building height.

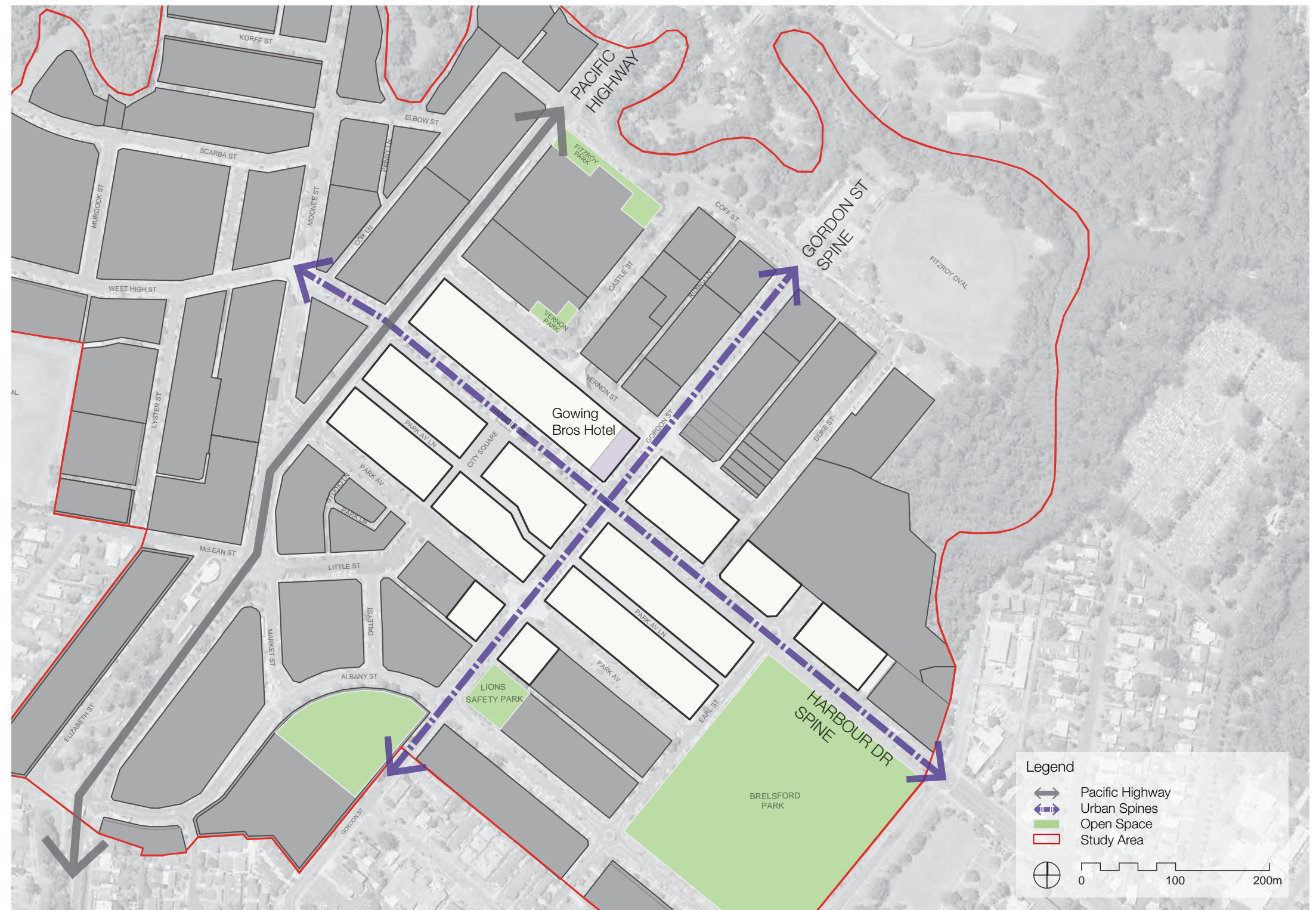


Figure 41: Overall City Form

5.0 Urban Design Strategy + Built Form Principles

5.3 Built Form

The CBD built form is primarily experienced at ground level, traversing the streets, squares, parks and laneways of Coffs Harbour.

The experience of approaching the CBD along the Pacific Highway, and from the south along Harbour Drive is an important consideration. Natural urban 'gateways' tend to occur where buildings are grouped and are taller in height.

In the CBD core, the best urban outcomes are achieved when buildings are built to street property boundaries (with zero setback), and when corner buildings are emphasised architecturally. Occasionally, due to the particular configuration of the CBD streets and blocks, there is the opportunity for a 'landmark' building as a culmination of a particular street vista.



Figure 42: Built Form

5.0 Urban Design Strategy + Built Form Principles

5.4 Access to Sunlight

A key attraction of Coffs Harbour lifestyle is the bright and sunny climate. In summer the heat can be oppressive, and as a result shade and natural ventilation are sought after. In winter the sun is lower in the sky and days are shorter. Sunshine is therefore more highly valued at this time of the year, particularly around the lunchtime hours.

Generally, the core of any CBD is high density, and contains the tallest buildings. A degree of overshadowing of the public domain (the streets, plazas and urban parks) is accepted as inevitable. A realistic approach, therefore, is to protect solar access to those spaces of highest importance, and during the key lunchtime hours. City Square, the southern footpaths of the city's main streets and city parks are seen as important public places to protect.

It is recommended to also protect solar access in the west of the CBD, specifically the southern footpaths of Scarba Street and West High Street, within the B3 Commercial Core zone.



Figure 43: Access to Sunlight

5.0 Urban Design Strategy + Built Form Principles

5.5 Laneways/Pedestrian Links

A 'finer-grain' of city blocks, with a more permeable pedestrian network is proposed within the core of the CBD. Providing new through-block links will improve pedestrian accessibility throughout the CBD. New links in the form of arcades, shopping centre malls, laneways or pedestrian walkways, aligned with existing streets and laneways, will maximise overall CBD connectivity.

There is an opportunity for major laneways to become Shared Zones which prioritise pedestrian safety - these zones are limited to a maximum speed of 10 kilometres per hour, as this puts pedestrians on an equal footing with vehicles. Vehicular service access can also be managed, limited to certain times during each day to further improve safety and the attraction of the laneways.

Activation of this network of laneways and pedestrian connections can be achieved by encouraging the establishment of cafés, or other small retail or professional businesses. Developing a laneway art program (eg Park Avenue Lane), led by local artists, will further encourage a culturally vibrant and creative based CBD experience.

In the future, when larger scale redevelopment occurs and there has been uplift in building height and development density, there is an opportunity to introduce new through-block pedestrian links, that will add to the existing pedestrian network. These urban planning initiatives provide increased amenity and public benefit, balancing the corresponding increase in CBD density.

There is a future potential to rezone properties to permit small scale Mews type residential development, fronting onto laneways. This would improve the day-to-day safety of laneways, by introducing passive surveillance and would broaden the residential offer in the CBD.



Figure 44: Laneways / Pedestrian Links

A series of urban planning opportunities have been identified, including:

-

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5.0 Urban Design Strategy + Built Form Principles

5.7 Solar Access Principle

An important principle which has guided the built form development of the Coffs Harbour CBD has been the desire to avoid a wall of buildings above podium level. This would potentially block sunshine to the main Northwest-Southeast streets in the CBD (Harbour Drive and Park Avenue), and would also be overbearing in terms of the experience of street scale.

Residential or commercial office towers located above podium level (above 11 metres in height) should be generously spaced apart (at a greater spacing than the minimum ADG building-to-building setback), to allow sunshine to the southern footpath zone (a strip 6 metres wide, measured out from the building frontage) through the 'gaps' between the towers.

Continuous solar access to the footpath zone of these streets in the middle of winter is considered un-necessarily restrictive on development of the CBD core. Rather, it is recommended that proponents are required to consider the careful placement of tower elements on development sites, and required to provide a generous spacing of towers along the street, to maintain good solar access to the street and to the footpath zone during winter.

30 Degree Front Setback Rule

It is recommended that the current development control, that applies to land zoned B3 Commercial Core in the CBD and is identified in the Front Setbacks Map of the CHDCP is removed and replaced. This is due to the requirement in CHDCP Section G3.2 Setback Requirements, to setback the street frontage in a series of steps, following a 30 degree Setback Line. This results in an inappropriately stepped 'wedding cake' development built form. It is instead recommended for CBD buildings to require a single setback above the street wall height. This will realise a more appropriate CBD built form outcome.

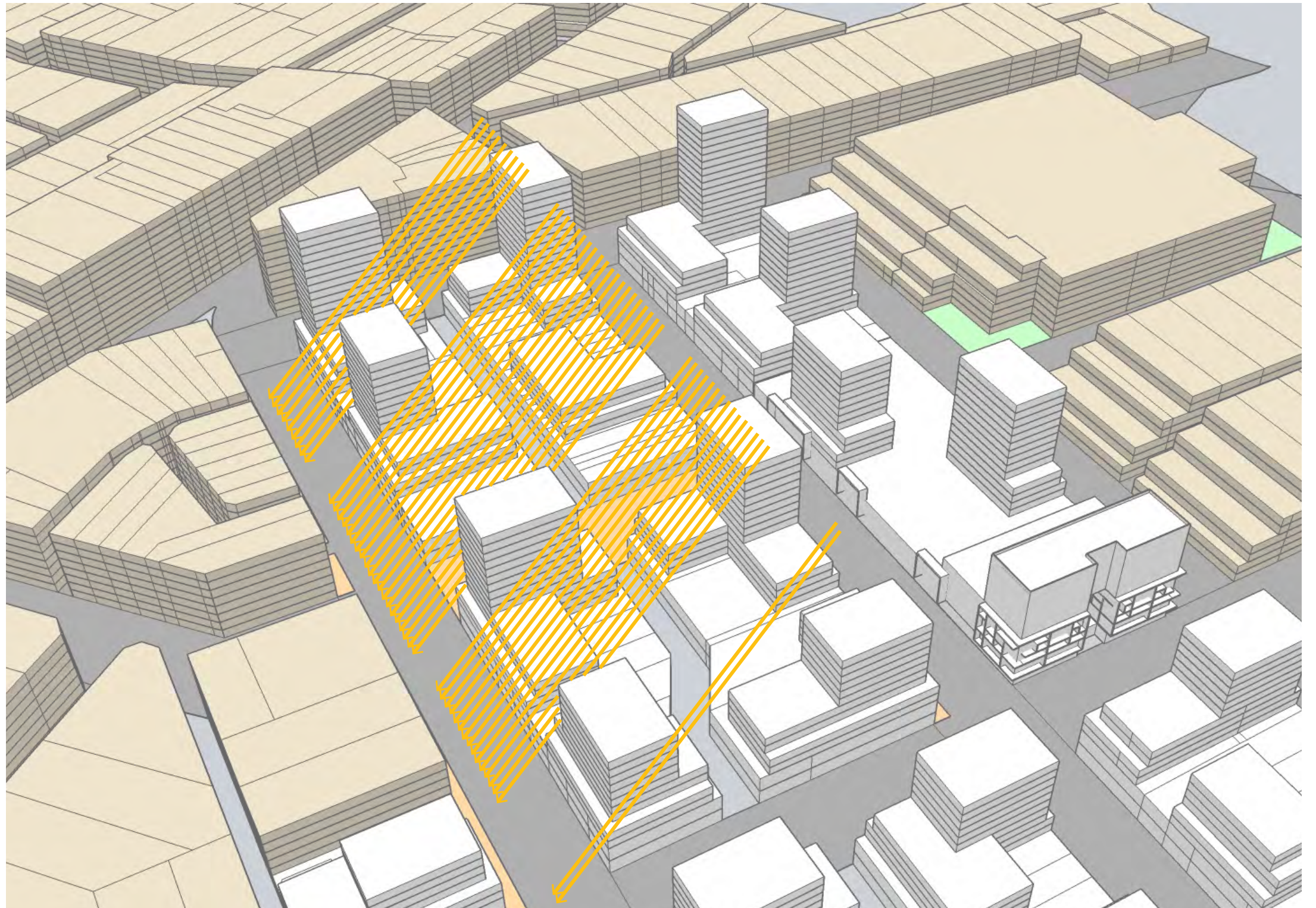


Figure 46: Solar Access Principle - Maximise solar access with generous gaps between towers

5.0 Urban Design Strategy + Built Form Principles

5.8 Sharing the Views

Residential and commercial towers within the CBD, built to the height limit will benefit from views to the ocean and regionally, to the Coffs Creek landscape and immediate urban setting.

A sharing of views by tower buildings within the CBD is envisaged, rather than a building being locked in to only immediate, local city views. The location and spacing of gaps between buildings is important in achieving this outcome. The larger the spacing between tower buildings, the better the outcome in terms of residential or commercial tower outlook. This approach also benefits access to sunshine and natural ventilation.

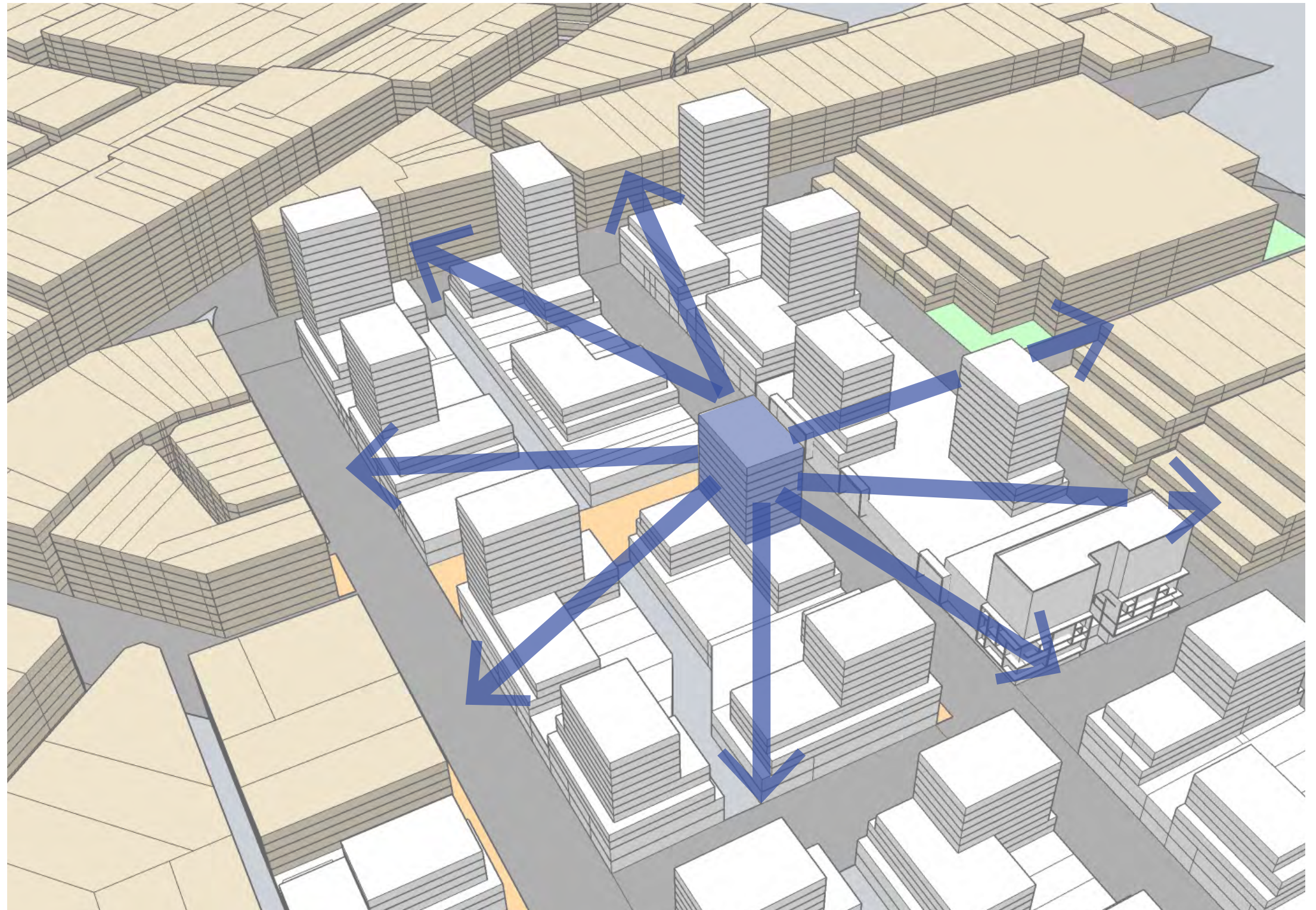


Figure 47: View Principle - Sharing the views

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6.0 Built Form Scenarios 2 + 3

6.1 Introduction

Project inception was held in Coffs Harbour (with meetings at Council and a walking tour of the CBD). The consultant team met with the Mayor, Councilors, Council's Planning Team and the CBD Masterplan Committee, to hear and discuss the key issues and concerns stakeholders and the Council have with regard to the existing development controls.

A prime concern expressed was the current four storey height restriction placed on future growth and development of the CBD core. This requirement was seen as illogical (in terms of a natural progressive build up in height, from the edge to the middle of the CBD) and too restrictive with regard to future investment in the city.

There was overall support by stakeholders for the overall principle of building up height from the periphery of the CBD, where currently two or four storeys is permitted, to six and then eight storeys as you progressively move towards the centre. The two areas where 12 storey buildings are currently permitted, at the Moonee Street/ Pacific Highway intersection and overlooking Coffs Creek, whilst supported, left stakeholders perplexed as to why the twelve storey height did not also extend to the CBD core.

Maintaining a reasonable level of solar access to the CBD's main streets was seen as important, however, as a justification for limiting building height to only four storeys in the core, was seen as being unjustified.

Guided by this feedback, the Study Team prepared Scenarios 2 and 3, focusing on the core area of the Coffs Harbour CBD and testing of two potential built form outcomes. Scenario 2 is a mid-rise option, with a maximum height that matches the current maximum CBD height limit of twelve storeys.

Scenario 3 explores a high density option with a maximum building height of 20 storeys. It should be noted, that at the time of developing this scenario, the Coffs Harbour Airport height restrictions had yet to be confirmed.

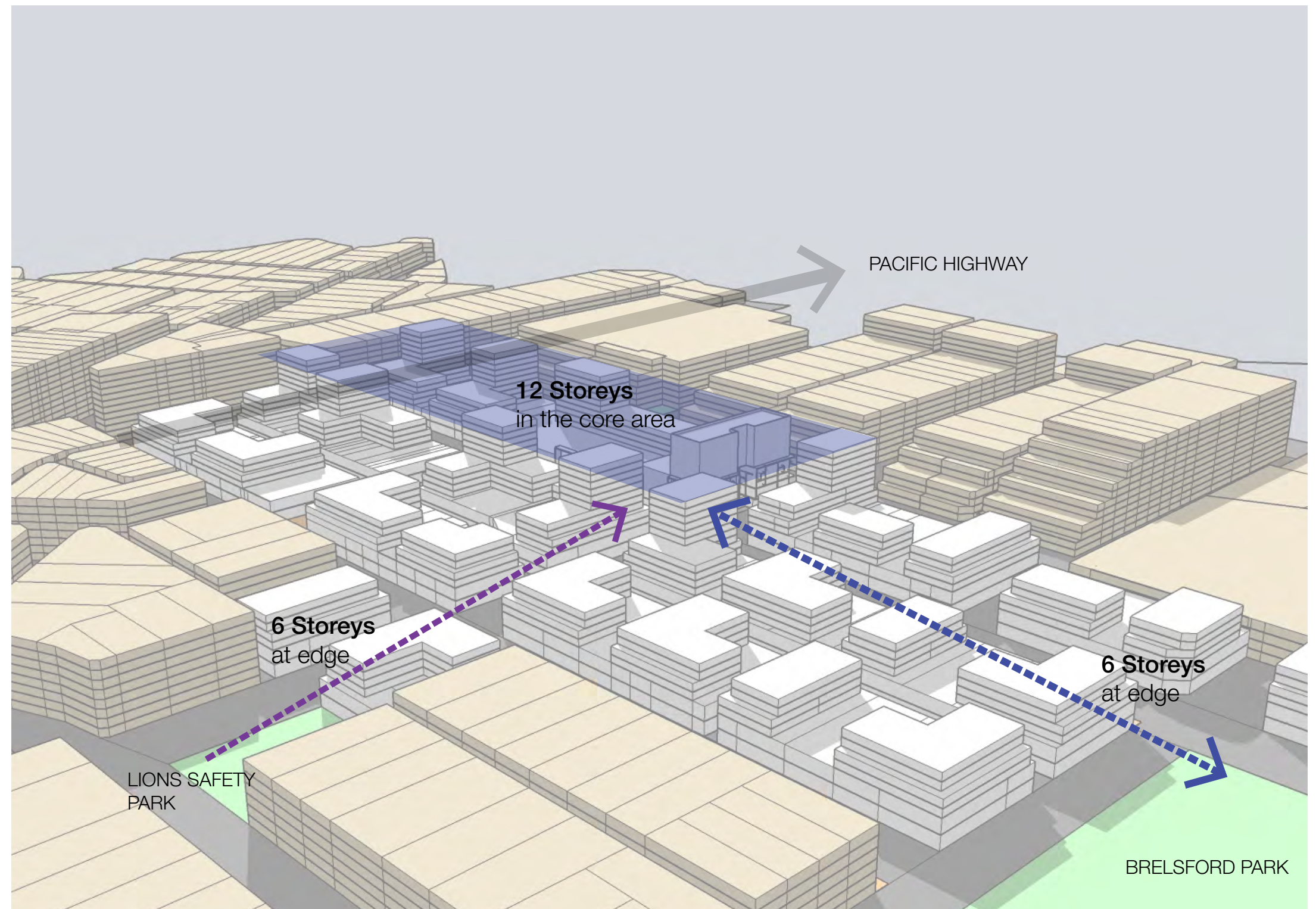


Figure 48: Scenario 2 - Mid-Rise Option - Built Form Principles

6.0 Built Form Scenarios 2 + 3

6.2 Scenario 2 – Mid-rise Option

6.2.1 Built Form Principles

This built form scenario establishes a group of taller buildings (at 12 storeys) forming an inner-core area, that identifies and reinforces the importance of Harbour Drive as the 'Main Street' (bounded by Pacific Highway, Vernon Street and Gordon Street). The new hotel development currently under construction, at twelve storey height (or 11 storeys TBC), forms a part of this inner-core building group.

Building heights progressively step down from the inner-core, to six storeys at the edges where there are city parks (Lions Safety Park and Brelsford Park). This strategy maximises solar access to these important green spaces. At City Square, the built form sets back above podium level to maximise solar access.

6.2.2 Building Heights

These built form principles have guided the distribution of building heights across the CBD core. A two storey podium level (maximum 11 metres) across the full extent of each city block is assumed, as this is the likely long term outcome for the inner core of the CBD.

A review of the existing property ownership pattern and consideration of the likely future consolidation of properties into reasonable sized development parcels, has informed the preparation of this planning scenario. The layout, width and setbacks of buildings and mid-rise towers above podium level addresses the requirements of the Apartment Design Guide (ADG).

The indicative buildings illustrate the potential long term build-out of the Coffs Harbour CBD. Building envelopes effectively define the city blocks, streets and street corners, and City Square.

Areas of the CBD where changes to the built form are proposed, are indicated in white, with red numbers indicating the proposed building height. The current maximum building height of adjoining CBD blocks are indicated in yellow, with black numbers indicating the maximum permitted building height.



Figure 49: Scenario 2 - Mid-Rise Option - Proposed Building Heights

6.0 Built Form Scenarios 2 + 3



Figure 50: Scenario 2 - Mid-Rise Option - View looking North

6.0 Built Form Scenarios 2 + 3



Figure 51: Scenario 2 - Mid-Rise Option - View looking West

6.0 Built Form Scenarios 2 + 3



Figure 52: Scenario 2 - Mid-Rise Option - View along Gordon Street looking Northeast

6.0 Built Form Scenarios 2 + 3

6.2.3 Typical CBD Cross Section

The typical cross section through the CBD core area, from Vernon Street to Park Avenue, is illustrated in Figure 53. Along Harbour Drive and Park Avenue, a street frontage of between two and four storeys is seen as appropriate, stepping back above four storeys by 3 metres, to taller buildings or tower forms. This four storey 'datum' matches the current maximum four storey height limit (17 metres) and also aligns with key datum of the new hotel, currently under construction.

Generally ground and first floor levels are assumed to be utilised for retail/shopping centre-type uses. It is also assumed that first floor levels will also on occasion be utilised for office space. Above podium level, residential/retirement/hotel uses are the most likely land uses driven by current market demand.

Park Avenue Lane is currently 6 metres wide. In this option, this is widened as new development occurs by 3 metres on each side, to realise over time, a laneway width of total 12 metres. This would allow for additional tree planting and outdoor seating areas.

There is the opportunity for developments that extend above podium level to incorporate podium level gardens, providing an attractive outlook and communal space for residents.

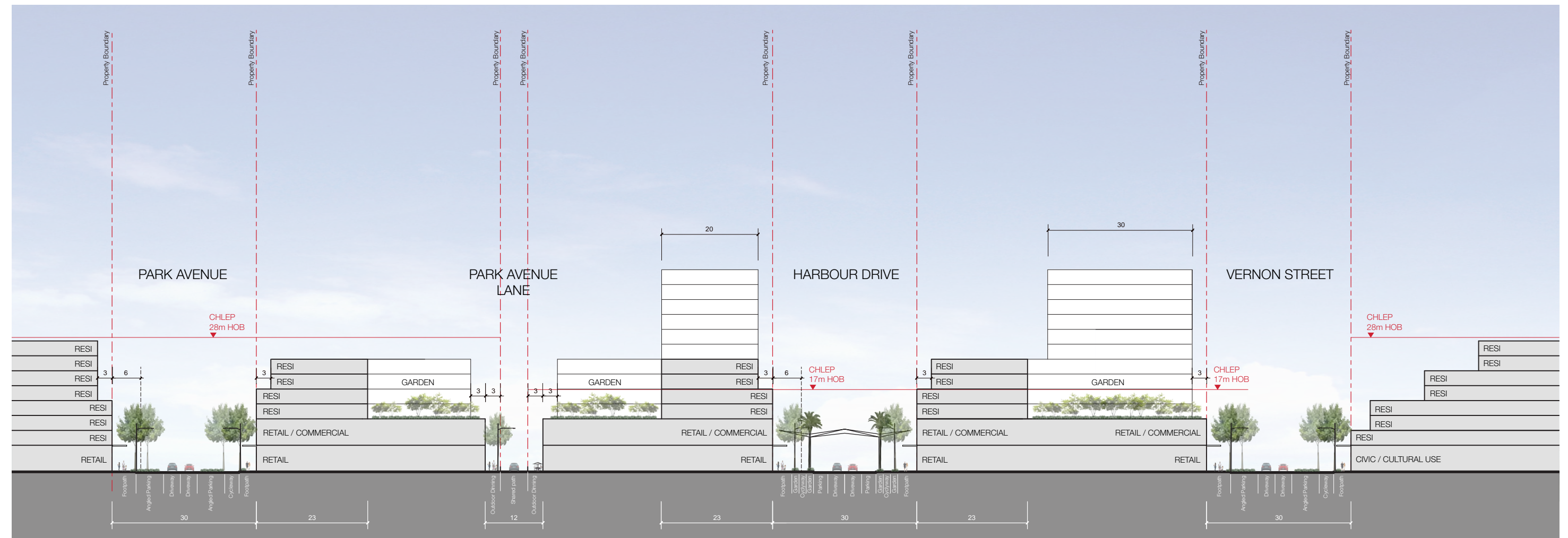
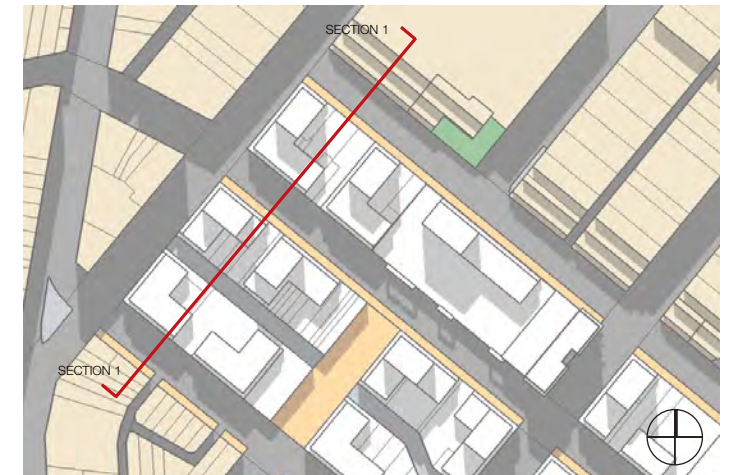


Figure 53: Scenario 2 - Mid-Rise Option - Section

6.0 Built Form Scenarios 2 + 3

6.2.4 Shadow Study

Shadow studies have established that undue overshadowing of the public domain – including City Square, the southern footpaths of the main city streets and city parks, can be avoided through careful placement of building forms; in particular those that extend above the podium level.



Figure 54: Scenario 2 - Mid-Rise Option - Shadow Study: 12:00pm Mid Winter

6.0 Built Form Scenarios 2 + 3

6.3 Scenario 3 – High Density Option

6.3.1 Built Form Principles

This built form scenario establishes a row of taller buildings of 20 storeys along the Pacific Highway, reinforcing the importance of this major thoroughfare. The new hotel development, at 12 storeys, becomes part of a sloping plane of buildings, progressively stepping down to six storeys at the edge of Brelsford Park.

Gordon Street is defined by buildings of 12 storeys, stepping down to six storeys at Lions Safety Park. Similar to Scenario 2, this scenario maximises solar access to these important green spaces and to City Square. Built form is also set back above podium level to maximise solar access and transition in scale.

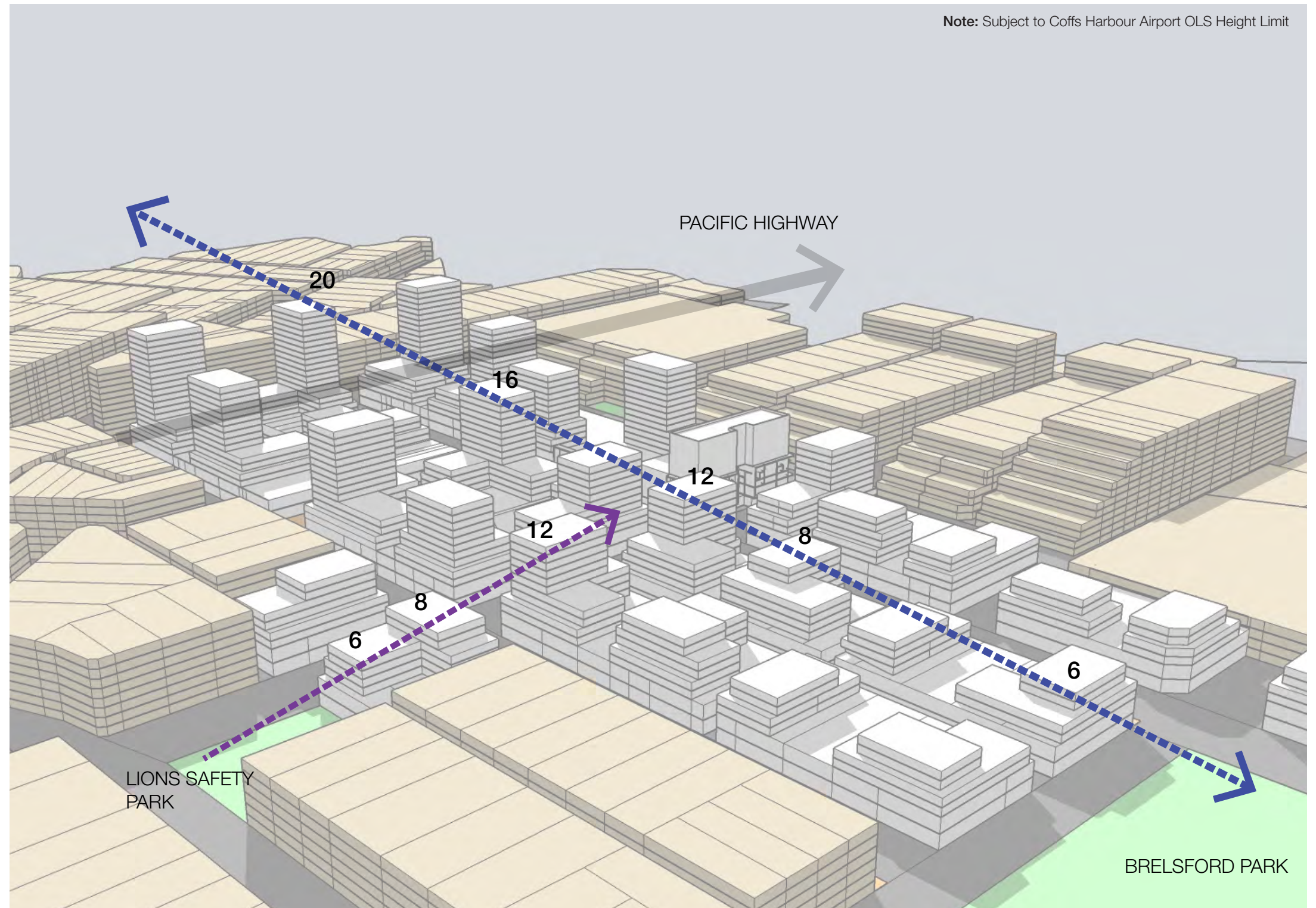


Figure 55: Scenario 3 - High Density Option - Built Form Principles

6.0 Built Form Scenarios 2 + 3

6.3.2 Building Heights

Similar to Scenario 2, a two storey podium level (maximum 11 metres) extends across the full extent of each city block. The existing property ownership pattern and future consolidation potential has informed development of this scenario, and the built form addresses the requirements of the ADG. Indicative buildings illustrate the potential long term build-out of the Coffs Harbour CBD. Proposed building envelopes define the city blocks, streets, corners and the City Square.

Areas of the CBD where changes to the built form are proposed are indicated in white with red numbers indicating the proposed building height. The current maximum building heights of adjoining CBD blocks are indicated in yellow, with black numbers indicating the maximum permitted building height.



Figure 56: Scenario 3 - High Density Option - Proposed Building Heights

6.0 Built Form Scenarios 2 + 3



Figure 57: Scenario 3 - High Density Option - View looking North

6.0 Built Form Scenarios 2 + 3



Figure 58: Scenario 3 - High Density Option - View looking West

6.0 Built Form Scenarios 2 + 3

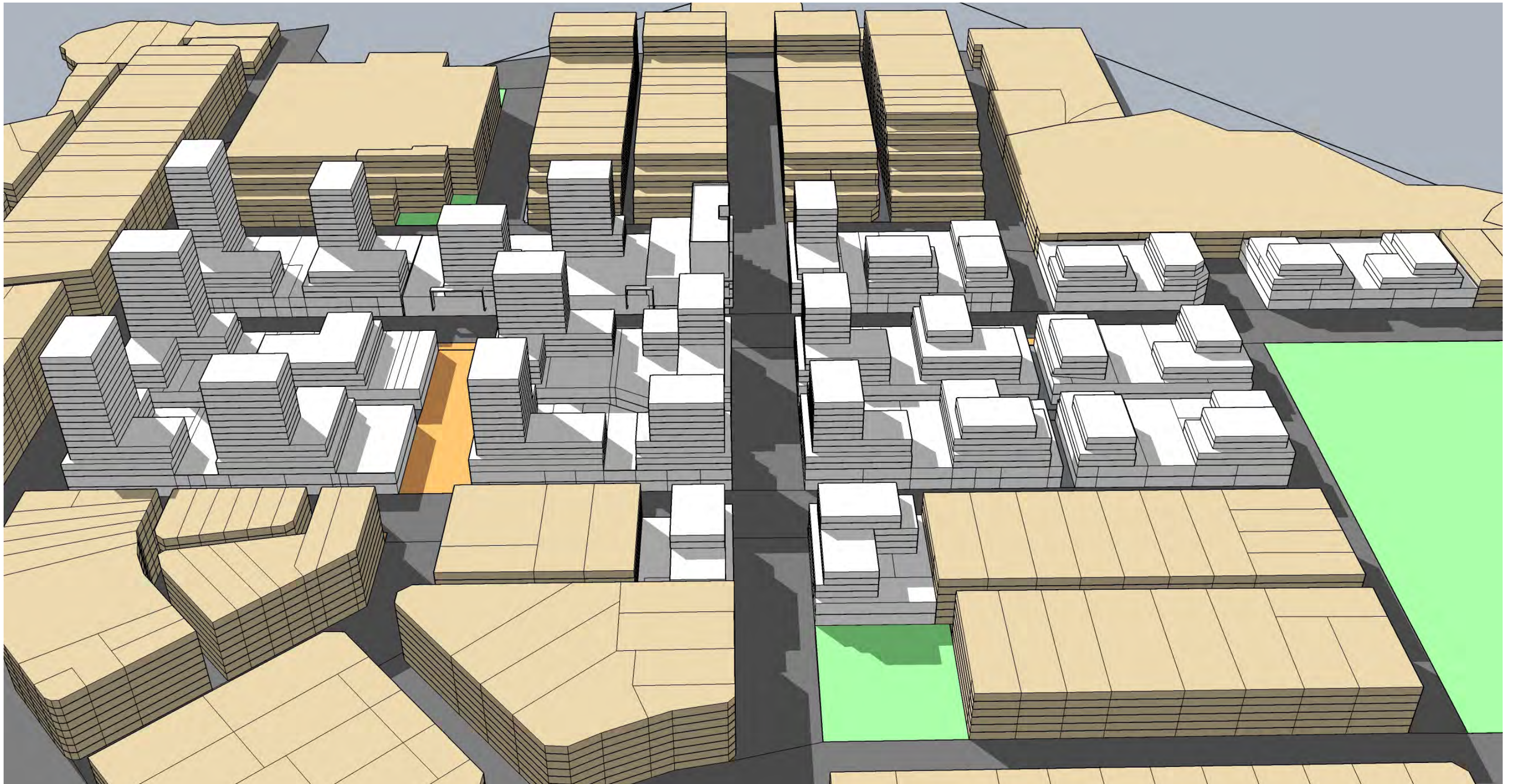


Figure 59: Scenario 3 - High Density Option - View along Gordon Street looking Northeast

6.0 Built Form Scenarios 2 + 3

6.3.3 Typical CBD Cross Section

The typical cross section through the CBD core area, from Vernon Street to Park Avenue, is illustrated in Figure 60. Along Harbour Drive and Park Avenue, a street frontage of between two and four storeys is seen as appropriate, stepping back above four storeys by 3 metres, to taller buildings or tower forms. This four storey 'datum' matches the current maximum four storey height limit (17 metres) and also aligns with key datum of the new hotel, currently under construction.

As in Scenario 2, ground and first floor levels are assumed to be utilised for retail/shopping centre-type uses. It is also assumed that first floor levels will also on occasion be utilised for office space. Above podium level, residential, retirement living, and hotel uses are the most likely land use, driven by current market demand,

Park Avenue Lane is currently 6 metres wide. In this option, it is widened as new development occurs by 3 metres on each side, to realise over time, a laneway width of total 12 metres. This would allow for additional tree planting and outdoor seating areas.

There is an opportunity for developments that extend above podium level to incorporate podium level gardens, providing an attractive outlook and communal space for residents.

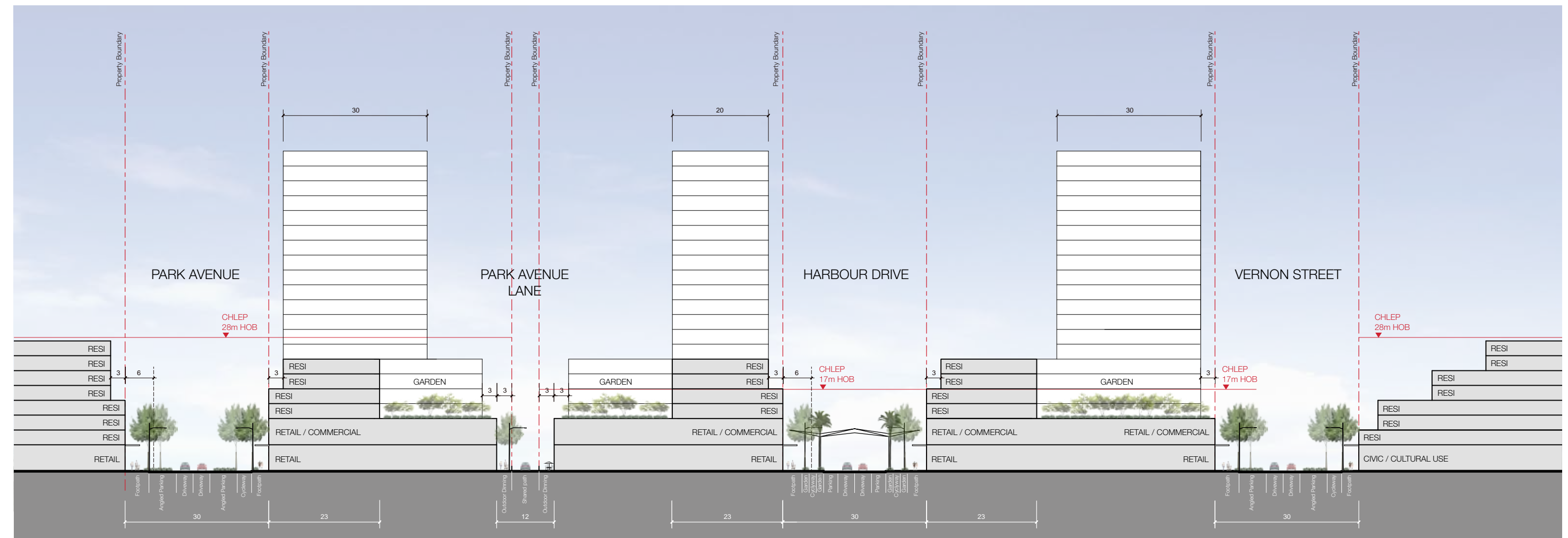
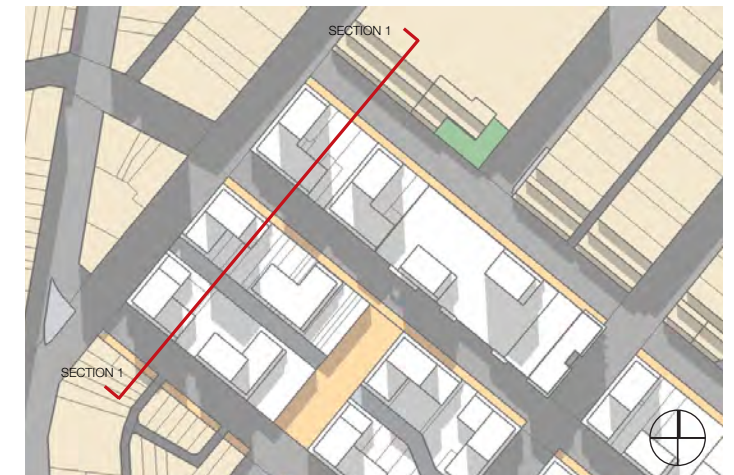


Figure 60: Scenario 3 - High Density Option - Section

6.0 Built Form Scenarios 2 + 3

6.3.4 Shadow Study

Shadow studies have established that undue overshadowing of the public domain – including City Square, and the southern footpaths of the main city streets and city parks, can be avoided through the careful placement of building forms, in particular those that extend above the podium level.



Figure 61: Scenario 3 - High Density Option - Shadow Study: 12:00noon Mid Winter

7.0 Community Engagement Outcomes

7.1 Overview

Community engagement for the study was undertaken by PlanCom Consulting, with CM⁺ assisting with the face-to-face stakeholder interface, workshop presentations and graphic design of the flyer/poster.

The consultation commenced with an Inception Meeting and a tour of the Coffs Harbour CBD, undertaken with Stakeholder Groups and Council's Planning Team on 21 June 2017. Council and the Consultant Team reached out to stakeholders and to the broader community through August and September 2017 via a variety of channels, including:

- A 'Have Your Say' website which people learned about through media, flyers, posters and direct emails (22 Aug) – the website invited people to leave comments on a map of the CBD and to respond to a series of questions relating to the existing and future character, and to also give consideration to the future height of buildings and potential CBD built form;
- Two Workshops were held, with face-to-face engagement including information presentations, workshop sessions, debate and discussion (18 and 19 Sept); and
- Council contact officers could be contacted by phone or email for information.

7.2 Engagement Outcomes

A Community Engagement Report summarises the consultation outcomes. It was prepared in October/November 2017 and provides a detailed account of the feedback from key Stakeholders and the broader community with regard to the issues and the three scenarios presented for consideration. For further details please refer to Appendix A.

7.2.1 Have Your Say Website

Following is a summary of the feedback received from 30 August to 13 October 2017:

- 445 visits to the site, with over 50 people each viewing the video, multiple pages, photos, and downloaded documents
- 17 visits to the CBD map and four detailed written comments made.

Following is a summary of the responses to the questions posed on the website:

- Valued existing CBD characteristics include?
 - Small town seaside/tropical character
 - People + pedestrian focus
 - Good parking provision
 - City Square + markets
 - Pedestrian + cyclist facilities
 - Landscaping + shade.
- Desired changes to the CBD?
 - Current CBD is old + lacks charm
 - Sense of being left behind in development
 - Promote growth, financial sustainability + business activity
 - More cafes/eateries incl. after hours/weekends
 - More med-high end residential
 - Flexible controls that encourage investment
 - Setbacks to retain sunlight
 - Pop-up market stalls
 - Streetscape beautification + safety.
- Overall there were diverse views with regard to the future height of buildings in the CBD. The future of CBD building height?
 - Increase height between 8-15 storeys to incentivise population + employment growth, business investment + social outcomes
 - Concerns of blocking sunlight, cold areas and wind tunnel effect
 - Need for some shade + better pedestrian amenity
 - Heights should be retained/reduced - between 3-7 storeys
 - Laissez-faire, no height limit approach
 - Need for development to contribute to infrastructure
 - Controls based on merit, aesthetic quality, potential impacts rather than a fixed height
 - A flexible approach; allowing for landmark buildings
 - Need to reduce height at Forsyth and Brelford Parks
 - Zero setback buildings with no upper setbacks
 - Need to reassess parking contributions policy.



Council is inviting community comment on a study to review current development controls on the height and built form of the Coffs Harbour CBD.

The study recognises the opportunity for growth and financial investment in the CBD, whilst at the same time seeks to enhance the urban experience for people who shop, work, live, visit and seek services in Coffs Harbour.

To learn more about the study and to provide your input, go to: haveyoursay.coffsharbour.nsw.gov.au/cbd1

You can:

1. **Give us your feedback**
2. **Register** for one of two workshops
 - 6-8 pm Monday 18 September or
 - 10-12 noon Tuesday 19 September
 held at the Vista lounge at the Coffs CEX, 1 Vernon Street, Coffs Harbour
3. **Leave a comment** on the project map

Should you require any more information, please email or call us

- marten.bouma@chcc.nsw.gov.au | 6648 4657 or
- sarah.parbery@chcc.nsw.gov.au | 6648 4409



Figure 62: Have Your Say

7.0 Community Engagement Outcomes

- Other important CBD height + built form concerns?
 - Building height + quality
 - Current controls too limiting, allow growth to realise the CBD ‘vision’
 - Encourage vibrancy in the CBD
 - Concern that growth without restrictions = ugly buildings
 - Promote development which is elegant, interesting, environmentally sensitive, bold + unique – development with design features which improve the appearance of the CBD
 - Height controls need to apply consistently across the CBD
 - Controls which are more flexible, assessed on merit, not simply height
 - Need for upper level setbacks, building articulation + materials of visual interest
 - Development to include common areas, landscaping + contribute to pedestrian amenity
 - Promote ‘green energy buildings’.
- Comments on height + amenity?
 - There should be a balance of development + green space in the CBD
 - Need for a unique identity, Coffs character + sense of community to distinguish from other coastal cities
 - Buildings should be of a high quality + respond to the coastal context – a light, open, spacious architecture
 - Large CBD developments should incorporate public space + landscaping at street level
 - Avoid excessive overshadowing in winter, yet provide shade in summer.
- Comments on traffic + parking?
 - Review current parking contribution rates
 - Manage vehicular access to the CBD core to promote a pedestrian ‘friendly’ environment.
- Comments on residential development?
 - Encourage residential apartment development in the CBD for a range of age groups, including aged housing
 - Review car parking requirements to encourage residential apartment development
 - More residential development would enhance viability of local café/restaurants + improve personal safety in the CBD.

- Comments on economic development?
 - Higher development in the CBD would bring new rates income to Council
 - Development should have an affordable housing component + space for business start-ups.
- Comments on the Pacific Highway?
 - Lack of a Pacific Highway Bypass seen as an impediment to CBD investment + growth
 - Post bypass – Opportunity for statement landscaping on CBD arrival.

7.2.2 Stakeholder/Community Workshops

The team convened two facilitated workshops (day and evening) held in Coffs Harbour on 18 and 19 September 2017 at the CEX (Ex Servicemen’s Club) to discuss and garner feedback from Stakeholders and the community in regard to the three height and built form options presented – Scenario 1 (retain the current built form controls) and Scenarios 2 and 3 (two potential alternate CBD built form options). The following is a summary of the feedback provided.

Scenario 1 (Current Development Controls)

Workshop participants wished to retain in the CBD the successful public domain improvements carried out by Council over recent years, including City Square, markets, tree planting, seating, outdoor dining, litter bins. And also valued the unique Coffs Harbour ‘sense of place’, identity, the family friendly, sunny ambience and the focus on pedestrian safety and overall amenity.

The consequences or constraints participants identified, if the current CBD development controls were retained, included a lack of new residential development, attractions and services in the CBD. There would be less potential CBD investment, increased levels of vacancy, and less Council rate income. Existing height controls which focus a small group of the tallest buildings at the edge of the CBD, overlooking the Coffs Creek landscape, and restricting building height in the core of the CBD, were seen to be inconsistent, and impact the commercial viability of development in the CBD.

Scenario 2 (Alternate Mid-Rise Option)

Workshop participants saw the benefits of Scenario 2 as encouraging inner city living, complementing the new hotel development, bringing more people and business to the CBD,

providing more certainty for investors and new development in the CBD (rather than one-off ‘spot’ planning approvals), and would provide a point of difference for Coffs Harbour, when competing with other cities for investment.

The key issues discussed and consequences identified if Scenario 2 were pursued included concerns with regard to adequate parking, the need to complete the Coffs Harbour Bypass, concerns of increased air pollution, wind effects, the need for awnings at street level, concerns that appropriate transport planning is undertaken, and a wish to avoid large bulky buildings.

In the second workshop, some of the group (Group 3) felt strongly that, with regard to both Scenarios 2 and 3, throughout the core area of the CBD, overshadowing was not a major consideration, that the proposed controls where too prescriptive, that the height of buildings should not be restricted at all, that tower buildings should always be at least 18 storeys high, that there should be no development controls relating to the design of podiums and that parking contribution costs should be reduced.

Scenario 3 (Alternate High Density Option)

Workshop participants saw the benefits of Scenario 3 in many instances as similar to those identified for Scenario 2. The particular benefits of Scenario 3 discussed, were that the taller envelopes allowed for the long term growth of the CBD, that potentially more investment and business would be attracted to the CBD, that having taller buildings along the Pacific Highway worked well, and that there was an interesting variety in the building heights.

The key issues discussed, and consequences identified if Scenario 3 were pursued included, concerns of equity i.e. the uplift in building height is not even across the CBD core area, with some landowners receiving more uplift, whilst others less. Concerns were expressed that the proposed heights were too tall for Coffs Harbour, that properties would take decades to be developed to these heights, and that there would be significant traffic, parking and pollution issues to be addressed.

7.2.3 Development Assessment Team Feedback

Council’s Development Assessment Planning team met on the 4 October 2017 to discuss the three Scenarios prepared by the study team, and that were presented at the two Workshops.

The feedback from this forum was that the Apartment Design Guide (ADG) could not solely be relied upon to deliver the desired built form outcome, that overshadowing of key spaces, the experience of street level amenity and ensuring appropriate human scale, were important to consider in the urban planning. Solar access was seen as critical to achieve an appropriate ambience and to encourage a positive ‘sense of place’.

The team prioritised the importance of the key public places in the CBD with regard to retaining solar access as follows:

- City Square
- Harbour Drive South Footpath
- Park Avenue South Footpath
- Brelsford Park
- ‘Mud Hut’ Precinct – East of Duke Street

The team felt that the development controls needed to be clear, and ideally be included in the LEP legislation, rather than in Council’s DCP. The important public places in the CBD should not be overshadowed in mid-winter between 12noon and 2pm, and recommended that incentives for the consolidation of CBD lots which are long and narrow, should be considered.

7.0 Community Engagement Outcomes

7.3 Public Exhibition Outcomes

Two submissions were received in response to the exhibition of the report. A copy of the submissions and the detailed written response is provided in the Community Engagement Report - refer to Appendix A. The following issues were raised in the submissions:

- Solar Access
- Floor Heights
- Street Wall Height
- Parking Contributions & Calculations
- Floor Space Ratio
- Setbacks
- Tower Footprints
- Minimum Frontage Length
- Flexibility & Commercial Considerations

Concerns were expressed with regard to the emphasis given, and the perceived prescriptive approach to the solar access controls. Consultation with Stakeholders and the community highlighted the importance of retaining sunshine in the winter months, in the middle of the day, to public places within the CBD, which are valued places to gather and socialise. As a result, proposed performance controls protect solar access to key public places in winter.

The proposed development controls 'build-in' flexibility for owners to develop their CBD properties. Within this overall building envelope, landowners and their Architects are free to explore various building configurations, shaping and expression.

Issues that were raised regarding building use (zoning) and car parking contributions fall outside the scope of this review. None-the-less a flexible, rather than a prescriptive approach has been taken to considering building uses across various buildings levels in the CBD. Retail or commercial uses are generally preferred on the ground floor in the core of the CBD as this promotes activation of the main street frontages.

Concerns were expressed regarding flood levels and whether this had been taken into consideration in setting building height controls. Maximum predicted 1 in 100 year flood level, plus freeboard height (500 millimetres) has been considered in setting the Street Wall Height control, however the overall maximum proposed LEP Height of Building will not change, as this is determined by Coffs Harbour Airport height restrictions.

A question was raised regarding how FSR is calculated, and the basis and an explanation of methodology used was provided in response to the submission. There was a question regarding the proposed street wall height and building front setback. The proposed built form reflects the overall urban design strategy, and the need to achieve an optimum street cross section.

A concern was raised regarding the apartment tower footprint control (600m² maximum) and commercial viability. Significant 3D model testing of potential CBD built form scenarios has shown that limiting the footprint of tower buildings in the CBD would result in towers which are less squat or heavily massed, generating tower buildings which are more elegantly proportioned.

There is a need to amalgamate small, narrow sites to permit the orderly development of new, higher density buildings envisaged for Coffs Harbour CBD. The introduction of a minimum frontage (30 metres) development control was questioned. This minimum site dimension is required to comfortably accommodate the next generation of development envisaged for the CBD. Larger consolidated sites will facilitate ADG building-to-building setbacks and efficient structural systems, car parking layouts and access arrangements.

One of the submissions stressed the need to take into account commercial considerations, adopting a 'flexible' approach, allowing for 'variation', and finding an appropriate balance that preserves the current positive attributes of the Coffs Harbour CBD - including the 'light and visual experience'; whilst also addressing the 'owners needs and wants' ie for additional height and density.

The proposed update to development controls for building height, built form and density take this approach. The proposed development controls build-in flexibility for owners to develop their CBD properties to their maximum potential. An overall maximum CBD building height is set by Coffs Harbour Airport restrictions. Within this overall building envelope, landowners and their Architects are free to explore various building configurations, shaping and expression (subject to the normal SEPP 65, ADG requirements). Performance controls protect solar access to key public places during the winter lunchtime period.



Figure 63: Harbour Drive, Looking at the extension to Coffs Central

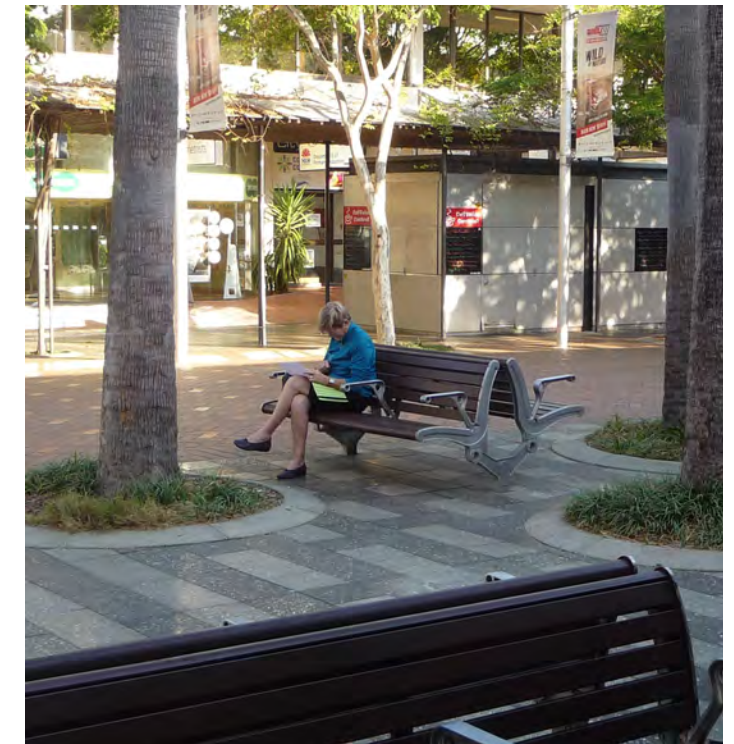


Figure 64: Existing City Square, Coffs Harbour



Figure 65: Sunny Southern Side of Footpath along Harbour Drive, Coffs Harbour

7.0 Community Engagement Outcomes

7.4 Conclusion

In summary, there was a desire for Coffs Harbour CBD to develop and grow sustainably, whilst maintaining a high level of amenity for people visiting, working and living in the city. The future character of the CBD should be derived from the unique climate and lifestyle afforded by the region, rather than being driven by existing buildings or conditions in the CBD.

Increased height and density should be balanced with the protection of solar access to valued places such as City Square, Harbour Drive 'Main Street' and city parks, and be complemented by upgrading of the public domain (footpaths, squares, parks, pedestrian shared zones and links).

New development controls should be flexible in their framing, allowing additional height and promoting an interesting and varied overall city built form. In the CBD core building heights should generally be permitted to the maximum allowable under the airport height limit. This should be overlaid with a series of controls that ensure solar access to key places, generous tower building-to-building setbacks, design excellence, sustainable building practices and a high quality outcome for the public domain.



Figure 66: Harbour Drive, Coffs Harbour

8.0 Recommended CBD Built Form

8.1 Introduction

Feedback from Stakeholder and Community engagement, the Planning and Development Assessment teams at Council, and Coffs Harbour Airport (with regard to CBD height limits), informed the development of the preferred built form scenario. A new 3D model of the CBD was developed and urban planning issues, such as overall city built form, street level scale and the potential for overshadowing impacts were tested in an iterative process, to arrive at the best urban outcome for the CBD.

8.2 Built Form Principles

The preferred built form scenario recommends an increase in the maximum height limit for the core of the CBD from the current four storey limit to the maximum height currently permitted by Coffs Harbour Airport (white area indicated in Figure 67). This is approximately 44 metres above ground level (equivalent to a building of either 13 or 14 storeys in height - depending on the particular building type, configuration of levels and the approach taken to building servicing).

This 'blanket' maximum building height is then locally modified to ensure an appropriate human scale at street level, to avoid excessive overshadowing and to protect solar access to important city streets – particularly to the southern footpath zone, as well as green spaces and key public places.

This strategy reinforces the core area, at 13-14 storeys, as the centre of the Coffs Harbour CBD, with buildings stepping down in height to eight, six, and then four (with some two storey areas) at the periphery. The lower building heights at the periphery assist in the transition to surrounding low density residential neighbourhoods and to the Coffs Creek environment. In the preferred built form scenario the new hotel development, at 12 storeys, becomes integrated within the core buildings of the CBD.

This strategy protects solar access to the city's important urban places e.g. City Square, urban parks such as Lions Safety Park and Brelsford Park (in particular the skating facility on the northern corner) and to key city streetscapes and footpath/outdoor dining areas in the winter months.

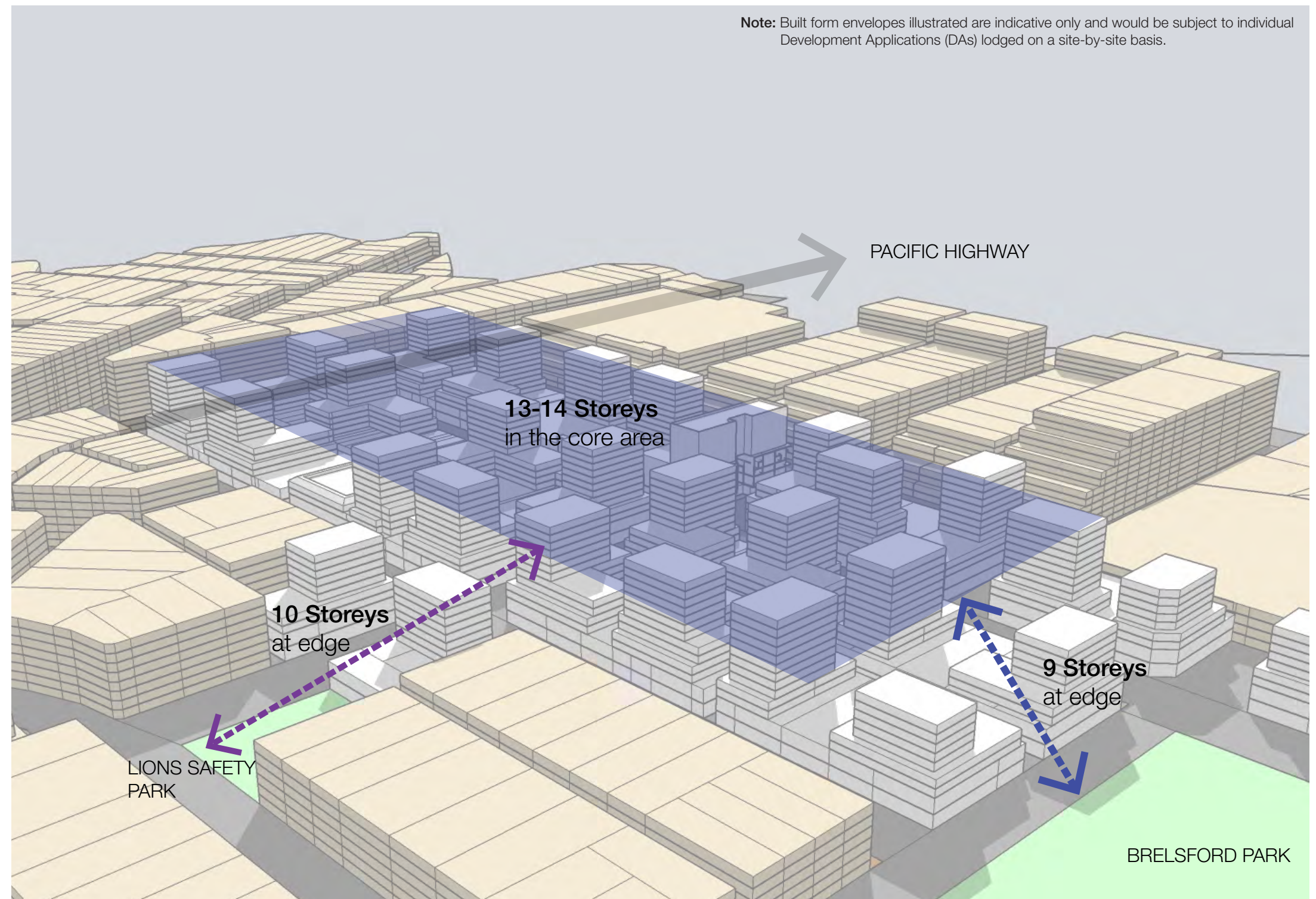


Figure 67: Preferred Built Form Scenario - Principles

8.0 Recommended CBD Built Form

8.3 Building Heights

A minimum 11 metre podium level (equivalent to two or three storeys – depending on the building mix of uses) is proposed as a base level across the full extent of each city block, as this reflects the reality of the existing situation of large floor-to-ceiling height retail uses. These retail uses will progressively become the norm in the core of the CBD in the long term.

Buildings are permitted to build at street frontages up to RL 17 metres - equivalent to the current LEP height limit. This street frontage control matches exiting maximum height controls, and, within the overall height limit takes a flexible approach. For instance within this height, two large retail levels plus two residential levels are possible, alternatively one retail, one commercial plus three residential levels are possible.

Above RL 17 metres, buildings are setback three metres to ensure an appropriate human scale for city streets. The effect of setting taller buildings back at this level is to ensure an appropriate street proportion (in cross section) of approximately a 2:1 ratio (i.e. 30 metre wide streets and a 17 metre high street wall).

As for the earlier scenarios, a review of the existing property ownership pattern and consideration of the likely future consolidation of properties into reasonable sized development parcels, has informed the development of the preferred scenario. The layout, width and setbacks of buildings and mid-rise towers above podium level, addresses the requirements of the Apartment Design Guide (ADG).

The indicative buildings illustrate the potential long term build-out of Coffs Harbour CBD. Building envelopes effectively define the city blocks, streets and corners and City Square.

The CBD areas where changes to the built form are proposed are indicated in white, with red numbers indicating the proposed building height. The current maximum building height of adjoining CBD blocks are indicated in yellow, with black numbers indicating the maximum permitted building height.



Figure 68: Preferred Built Form Scenario - Building Heights

8.0 Recommended CBD Built Form

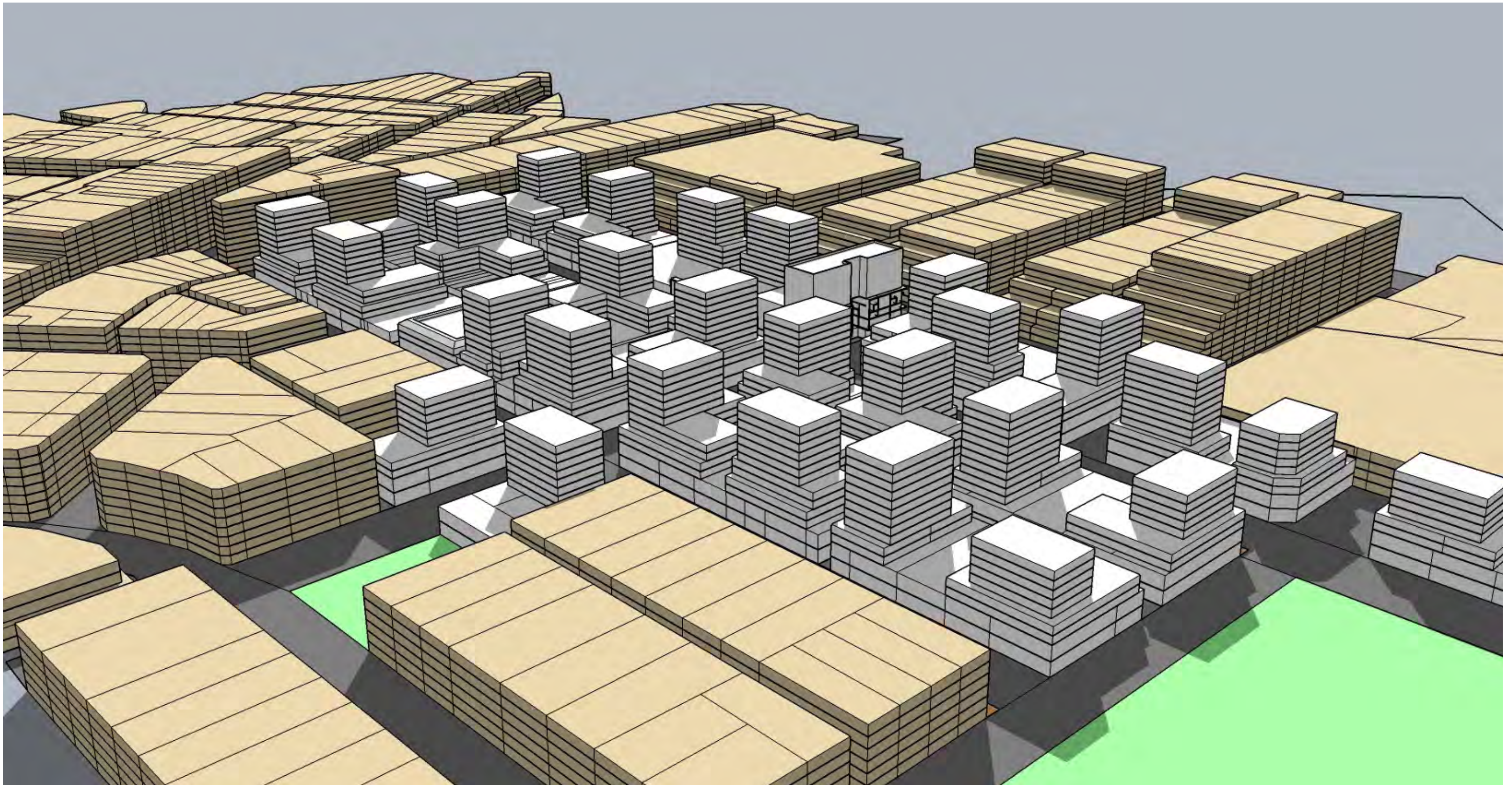


Figure 69: Preferred Built Form Scenario- View looking North

8.0 Recommended CBD Built Form

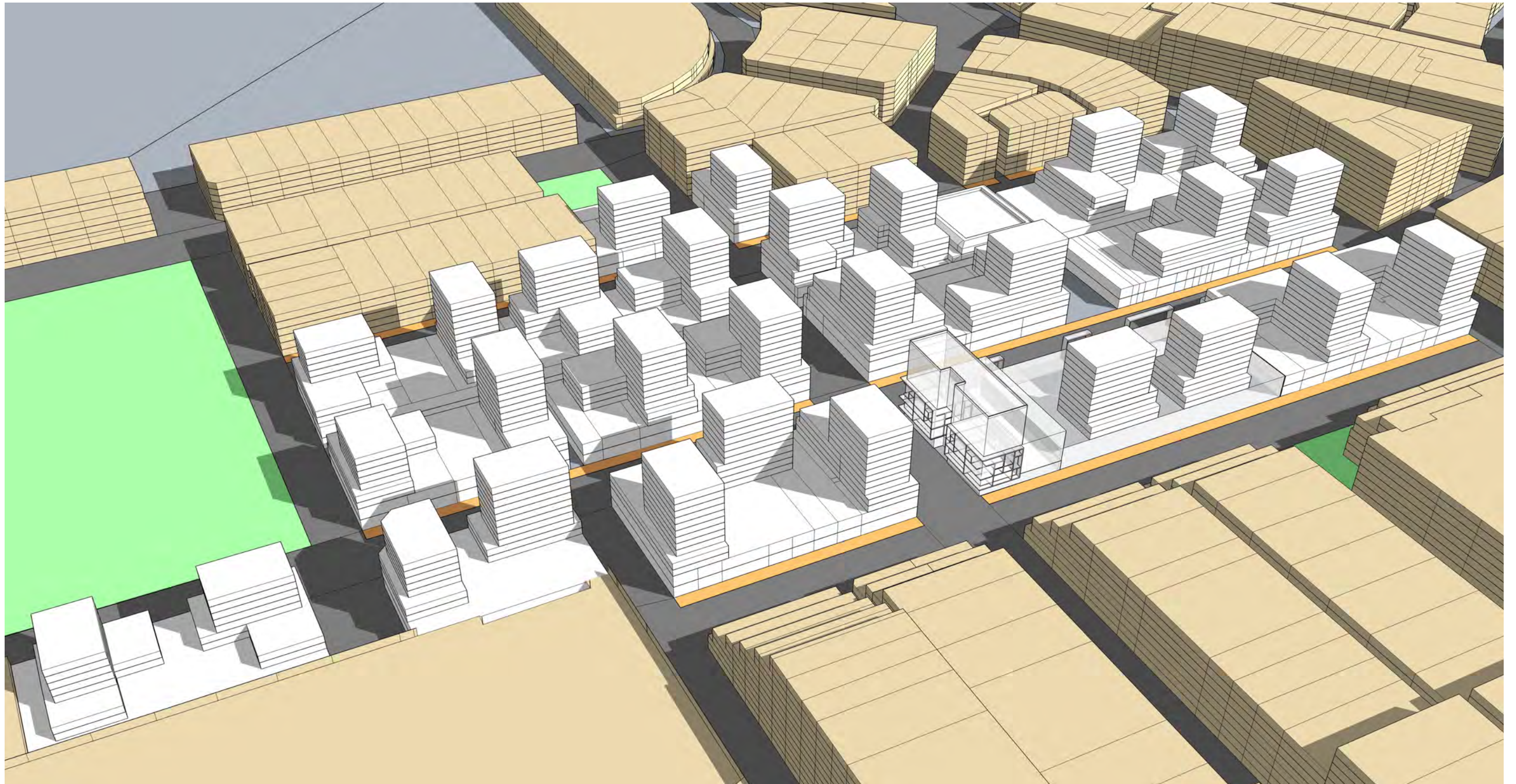


Figure 70: Preferred Built Form Scenario - View looking West

8.0 Recommended CBD Built Form

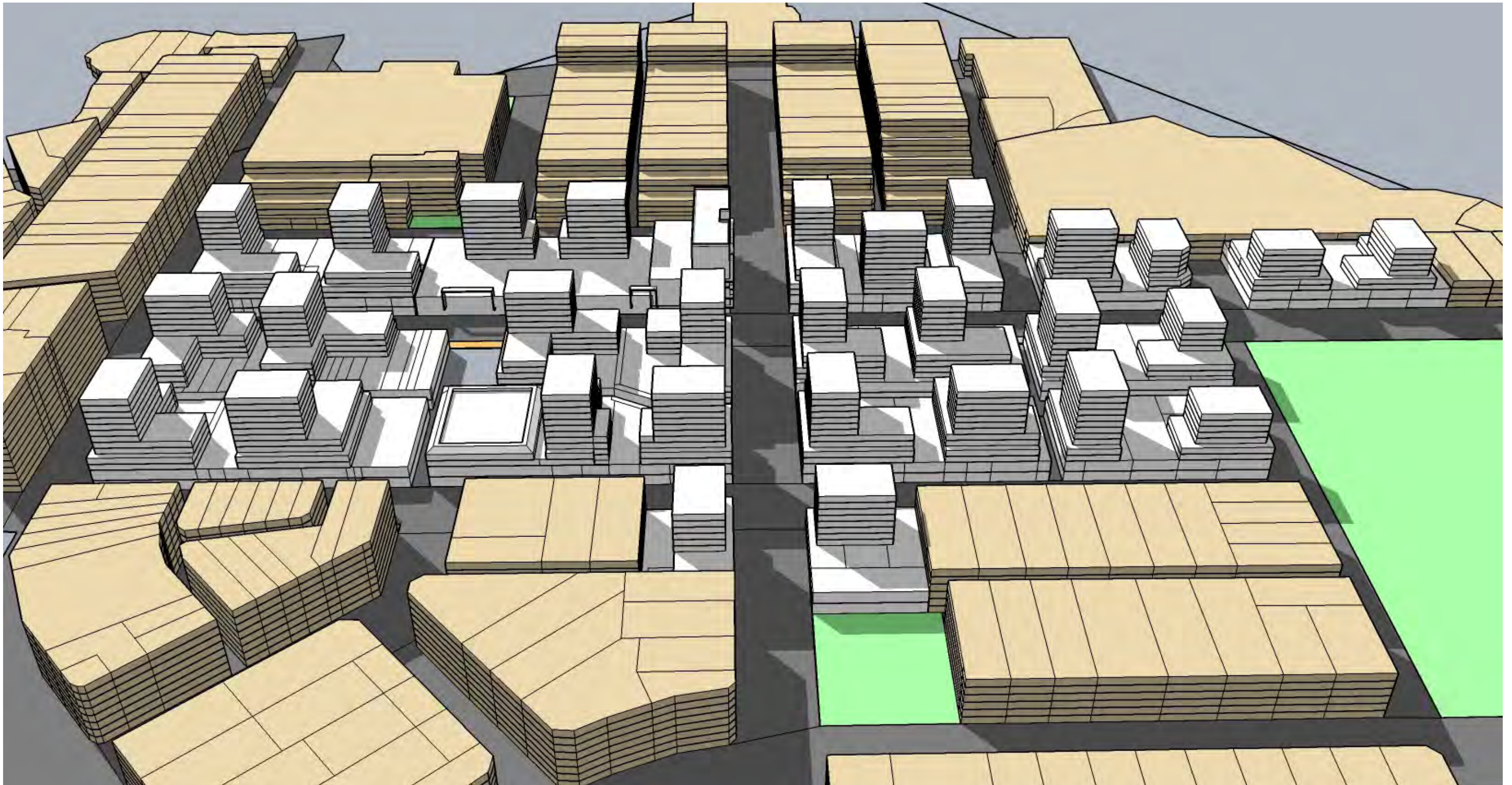


Figure 71: Preferred Built Form Scenario - View along Gordon Street looking Northeast

8.0 Recommended CBD Built Form

8.4 Typical CBD Cross Section

The typical cross section through the CBD core area, from Vernon Street to Park Avenue, is illustrated in Figure 72. Along Harbour Drive and Park Avenue, a street frontage of between two and four storeys is seen as appropriate, stepping back above four storeys by three metres, to taller buildings or tower forms. This four storey 'datum' matches the current maximum four storey height limit (17 metres) and also aligns with key datum of the new hotel currently under construction.

Generally ground and first floor levels are assumed to be utilised for retail or shopping centre-like uses. First floor levels would also be suited to commercial office space, gymnasiums, professional suites, etc. The most likely land use above podium level is for

residential, retirement and hotel uses, as indicated by current market demand. There is an opportunity for developments which extend above podium level to incorporate podium level gardens, providing an attractive outlook and communal spaces for residents.

8.4.1 Laneways North of Gordon Street

Park Avenue Lane is retained at six metres width. Buildings which extend above the 11 metre (two-three storey) podium are setback six metres from the boundary (18 metres from the opposite podium building) to satisfy ADG requirements for building-to-building setbacks.

8.4.2 Laneways South of Gordon Street

Park Avenue Lane is widened, as new development occurs, by three metres on each side, to realise over time, a 12 metre wide laneway. This would allow for additional tree planting and outdoor seating areas. Contemporary small scale mews type residential dwellings are envisaged, and combined with a shared zone approach to the laneway access will transform these laneways into a safe, attractive, quieter, 'pedestrian-friendly' urban environment.

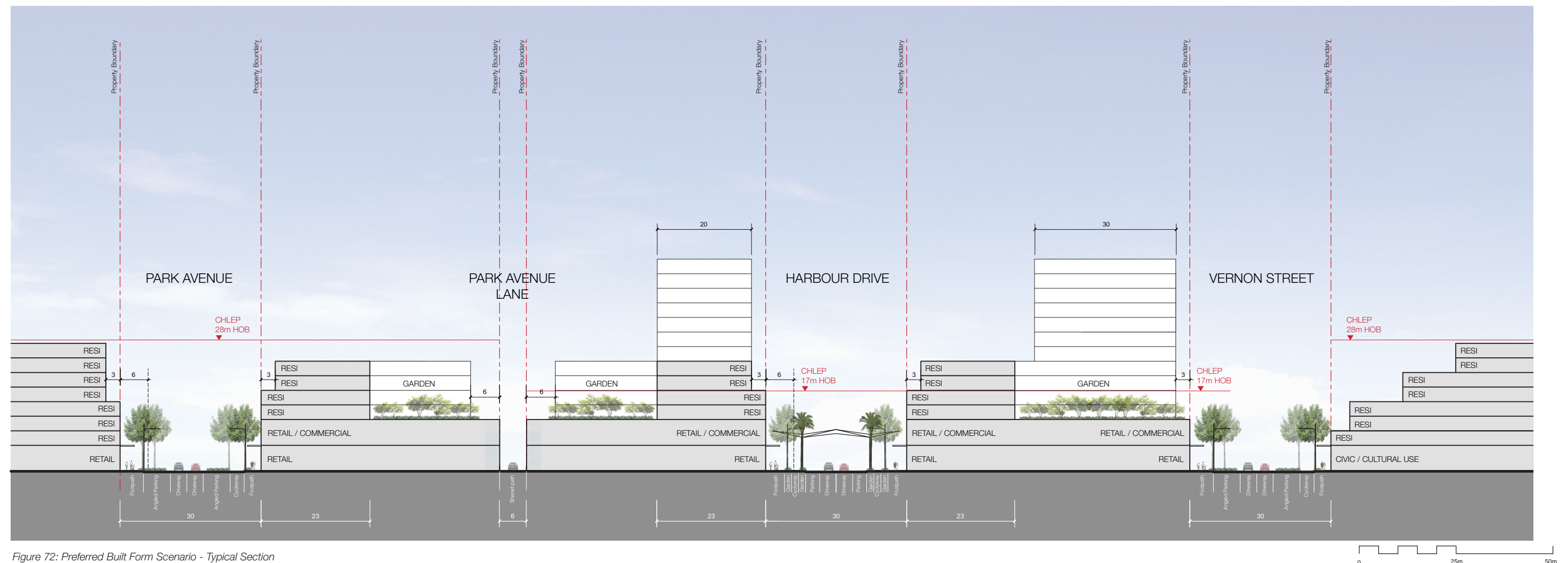
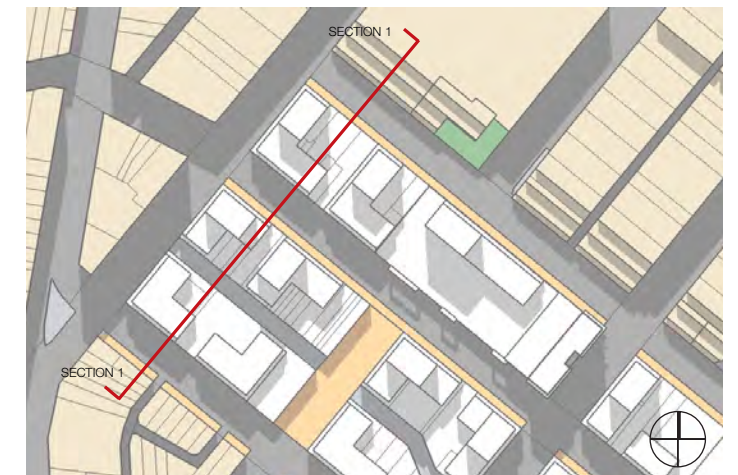


Figure 72: Preferred Built Form Scenario - Typical Section

8.0 Recommended CBD Built Form

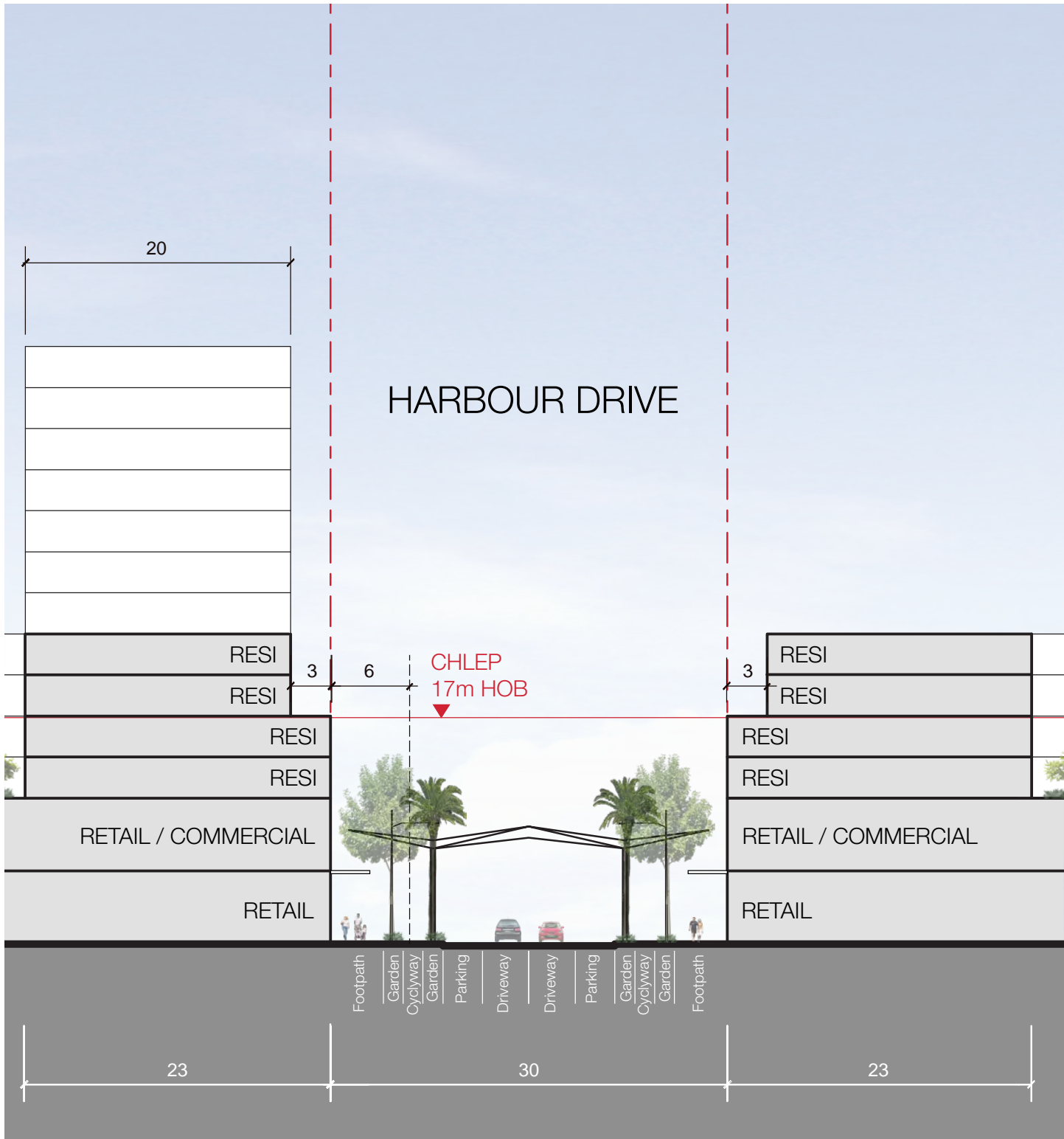


Figure 73: Preferred Built Form Scenario - Typical Harbour Drive Cross Section

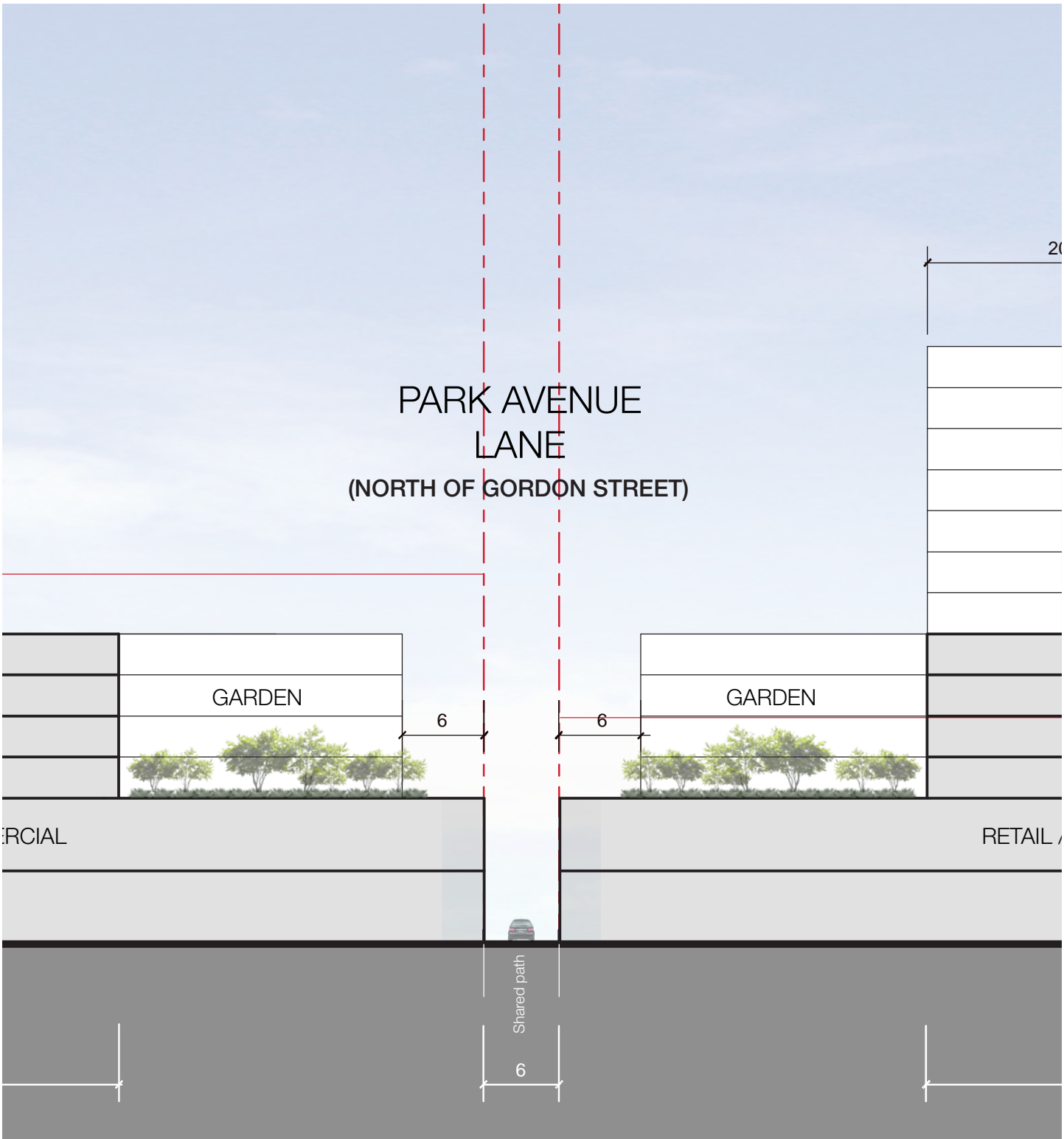


Figure 74: Preferred Built Form Scenario - Typical Park Avenue Lane Cross Section - North of Gordon Street

8.0 Recommended CBD Built Form

8.5 Shadow Study

Shadow studies have established that undue overshadowing of the public domain – including City Square, the southern footpaths of the main city streets and city parks, can be avoided at the key times (12:00pm, 1:00pm and 2:00pm) of the day at the Winter Solstice through careful placement of building forms, in particular those that extend above the podium level.



Figure 75: Preferred Scheme - High-Rise Option - Shadow Study: 12:00pm Mid Winter

8.0 Recommended CBD Built Form

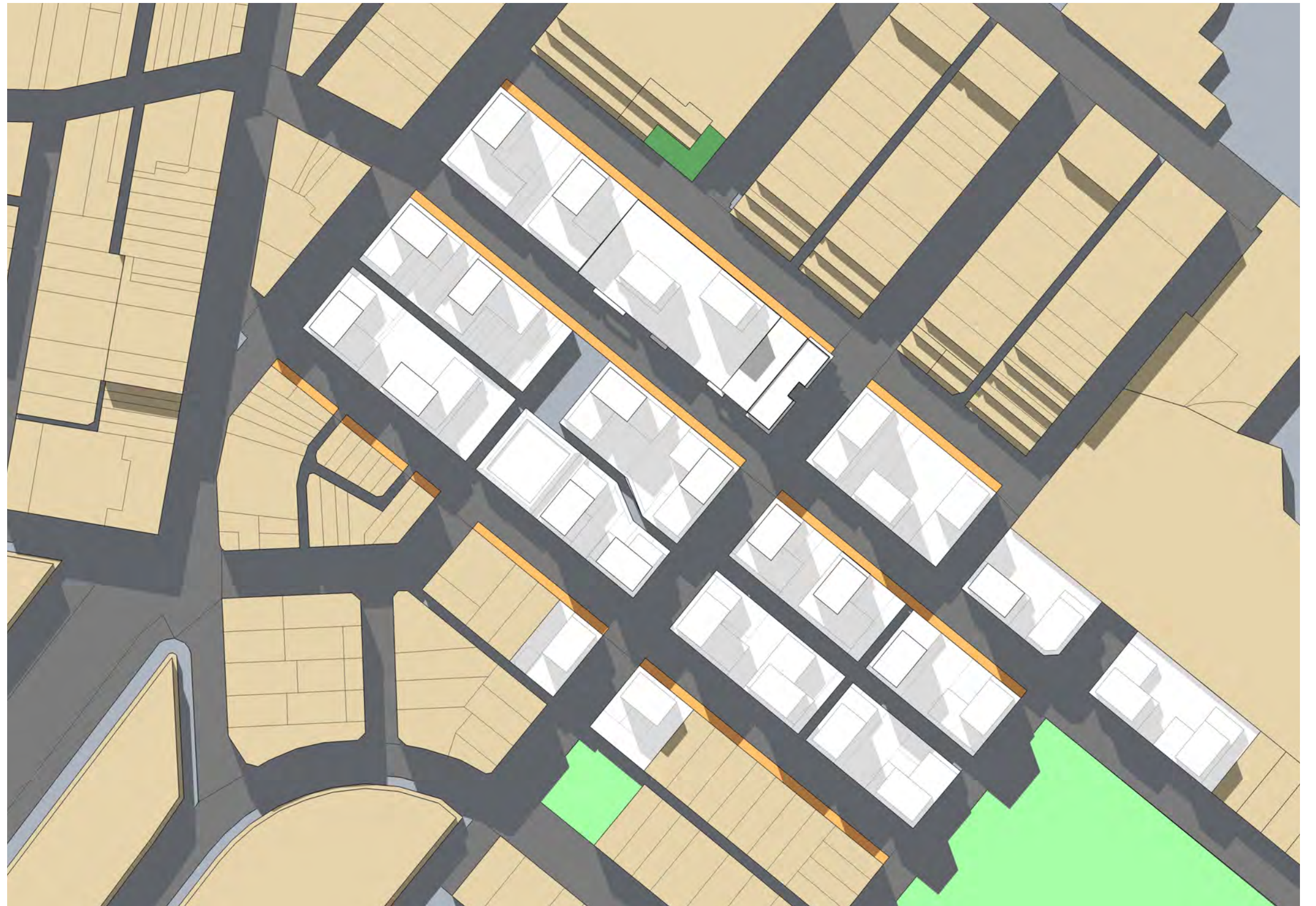


Figure 76: Preferred Scheme - High-Rise Option - Shadow Study: 1:00pm Mid Winter

8.0 Recommended CBD Built Form



Figure 77: Preferred Scheme - High-Rise Option - Shadow Study: 2:00pm Mid Winter

8.0 Recommended CBD Built Form

8.6 Yield Calculations

Yield calculations have been prepared to assess the Gross Floor Area (GFA), dwelling units and Floor Space Ratio (FSR) that would likely result from the Preferred Built Form Scenario. This is based on reasonable assumptions for land use mix, development efficiency and unit size.

Yield Schedule

Nr	Site Area	Location	Level	Footprint	Residential GFA	Commercial Cultural GFA	Total Units	FSR
1	6,613 m ²	Residential	lvl 7-13	3,950 m ²	19,300 m ²	11,900 m ²	210 units	4.7
		Retail	lvl 1-2	6,610 m ²				
2	7,263 m ²	Residential	lvl 7-13	1,610 m ²	12,280 m ²	13,040 m ²	134 units	3.5
		Retail	lvl 1-2	7,250 m ²				
3	6,462 m ²	Residential	lvl 7-13	3,560 m ²	20,770 m ²	11,630 m ²	226 units	5.0
		Retail	lvl 1-2	6,460 m ²				
4	2,858 m ²	Residential	lvl 7-13	870 m ²	6,070 m ²	5,140 m ²	66 units	3.9
		Retail	lvl 1-2	2,860 m ²				
5	1,037 m ²	Residential	lvl 3-9	910 m ²	4,220 m ²	1,870 m ²	46 units	5.9
		Retail	lvl 1-2	1,040 m ²				
6	5,013 m ²	Residential	lvl 3-9	2,690 m ²	9,670 m ²	9,020 m ²	105 units	3.7
		Retail	lvl 1-2	5,010 m ²				
7	6,768 m ²	Residential	lvl 7-13	3,300 m ²	17,680 m ²	12,180 m ²	193 units	4.4
		Retail	lvl 1-2	6,770 m ²				
8	5,861 m ²	Residential	lvl 7-13	7,650 m ²	18,110 m ²	10,550 m ²	197 units	4.9
		Retail	lvl 1-2	5,860 m ²				
9	16,230 m ²	Residential	lvl 7-13	18,040 m ²	45,970 m ²	26,520 m ²	501 units	4.5
		Retail	lvl 1-2	16,230 m ²				
10	3,971 m ²	Residential	lvl 3-9	5,200 m ²	9,860 m ²	7,150 m ²	107 units	4.3
		Retail	lvl 1-2	3,970 m ²				
11	6,733 m ²	Residential	lvl 7-13	7,030 m ²	17,060 m ²	12,120 m ²	186 units	4.3
		Retail	lvl 1-2	6,730 m ²				
12	5,549 m ²	Residential	lvl 7-13	5,310 m ²	14,120 m ²	9,990 m ²	154 units	4.4
		Retail	lvl 1-2	5,550 m ²				
13	1,787 m ²	Residential	lvl 3-10	1,160 m ²	5,020 m ²	3,220 m ²	55 units	4.6
		Retail	lvl 1-2	1,790 m ²				
14	2,216 m ²	Residential	lvl 3-10	600 m ²	4,080 m ²	3,990 m ²	44 units	3.6
		Retail	lvl 1-2	2,220 m ²				
Total	70,475 m ²			145,744 m ²	167,038 m ²	115,699 m ²	1,820 units	



Figure 78: Precinct block map for yield calculation purposes

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9.0 Recommended LEP + DCP Amendments

9.1 Introduction

The recommended CBD built form scenario illustrated in Chapter 8 proposes building heights and development densities (FSR) higher than is permitted under the current LEP legislation. If determined by Coffs Harbour City Council that it is appropriate to increase the permitted building height and site densities in the CBD core area, a Planning Proposal would be prepared and lodged with the Department of Planning and Environment (DPE) requesting approval to go to 'Gateway' ie for the Planning Proposal to be publicly exhibited, public submissions assessed and finally then considered for adoption by the DPE into LEP legislation.

Three changes to the LEP legislation maps are proposed:

- Height of Building (HOB)
- Floor Space Ratio (FSR)
- Solar Access to Public Open Space

9.2 Height of Building (LEP control)

The maximum height of buildings permitted in the CBD core area under the current LEP legislation is generally 17.0 metres (equivalent to four storeys), with some properties along Park Avenue permitted to 22.0 and 28.0 metres. It is recommended that the height limit within the CBD core area is increased to 44 metres (equivalent to 13 or 14 storeys) which aligns with the maximum building height permitted by Coffs Harbour Airport (ie the OLS Height Limit).

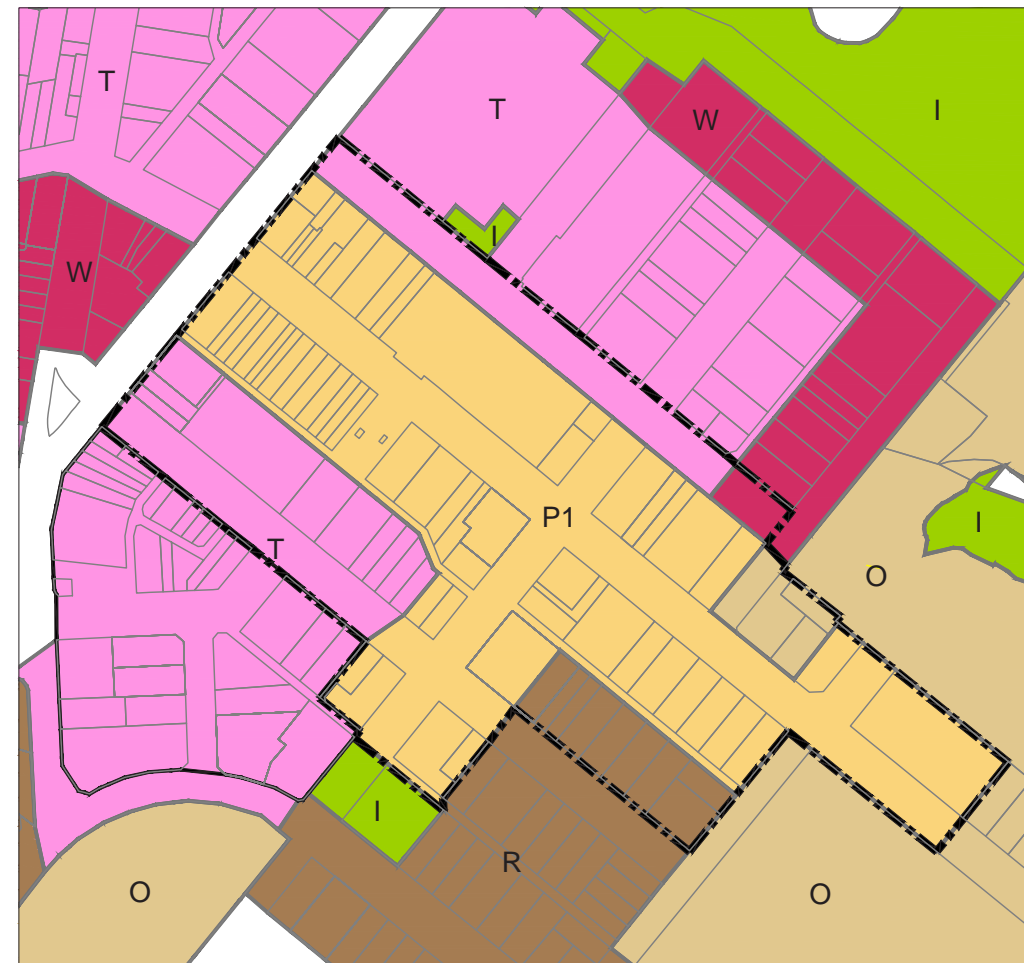


Figure 79: Existing HOB map

Legend

- CBD Core Area - Area of proposed changes
- I - 8.5
- O - 15.5
- P1 - 17
- R - 22
- T - 28
- W - 40

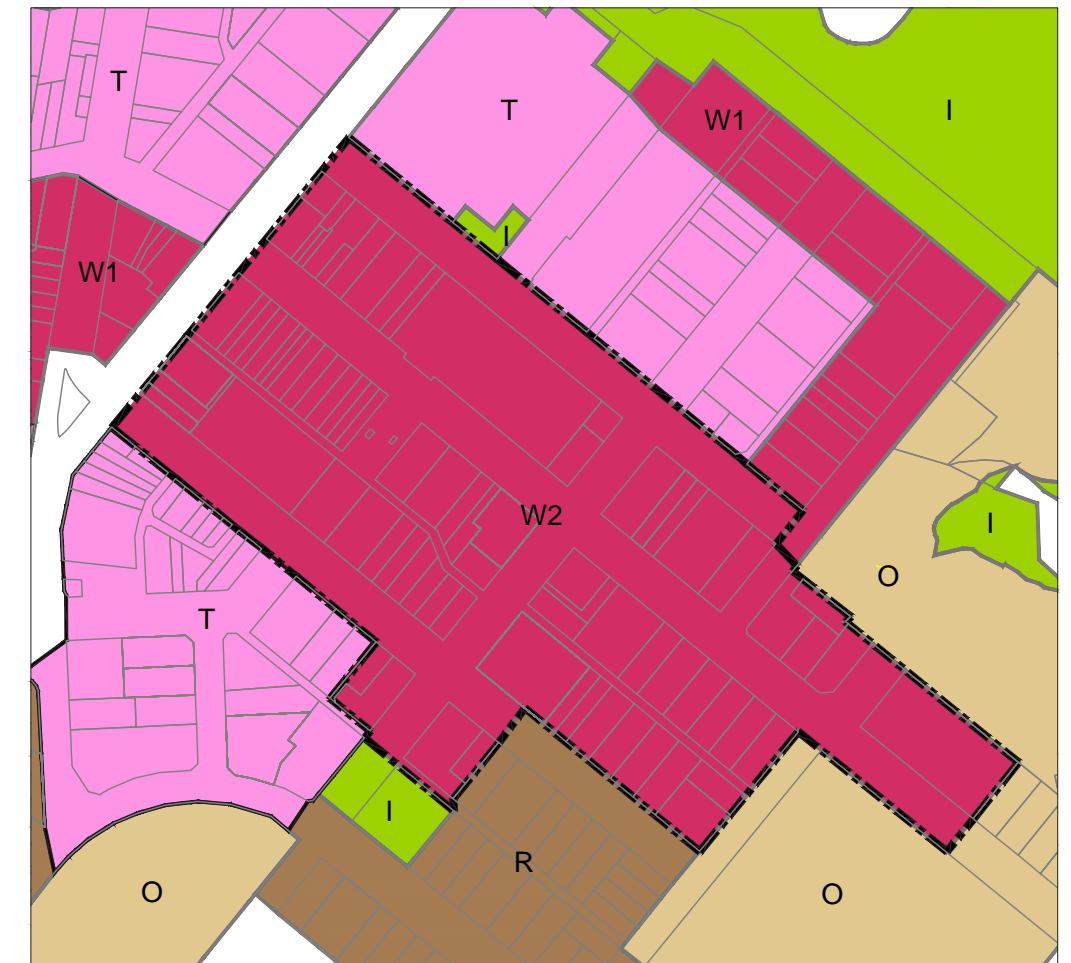


Figure 80: Proposed HOB Map

Legend

- CBD Core Area - Area of proposed changes
- I - 8.5
- O - 15.5
- P1 - 17
- R - 22
- T - 28
- W1 - 40
- W2 - 44

9.0 Recommended LEP + DCP Amendments

9.3 Floor Space Ratio (LEP control)

The maximum FSR permitted in the CBD core area under current LEP legislation is mostly FSR 2.5:1, with some properties along Park Avenue permitted a FSR of 3.5:1. It is recommended that the density is generally increased to FSR 4.5:1, with some properties adjoining city parks to be increased to a FSR of 3.5:1 and 4.0:1. To reflect the need to protect solar access to the City Square, some properties are recommended to be increased to a FSR of 3.5:1 and others remain at an FSR of 2.5:1. The recommended FSRs for the Coffs Harbour CBD core generally correspond to the increase in Height of Building proposed, when solar access requirements are taken into consideration.

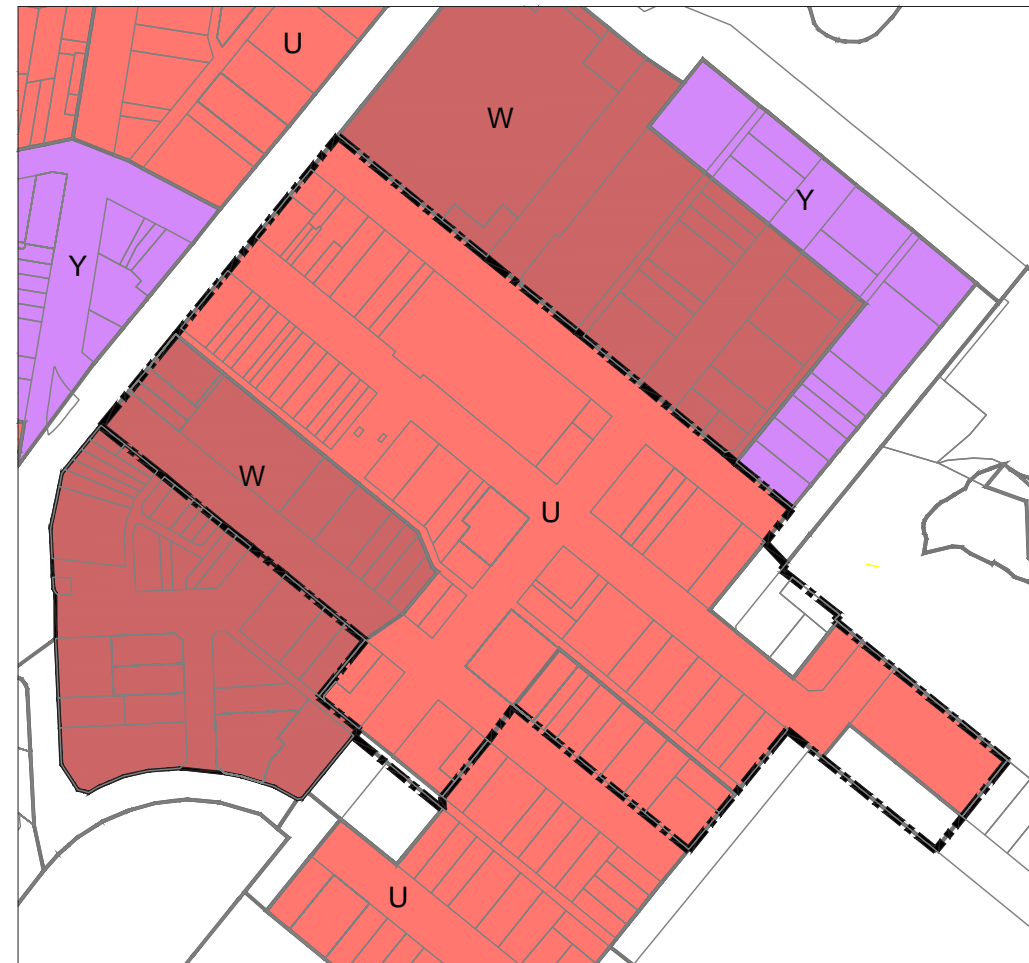


Figure 81: Existing FSR map

Legend

- CBD Core Area - Area of proposed changes
- U - 2.5
- W - 3.5
- Y - 4.5



Figure 82: Proposed FSR Map

Legend

- CBD Core Area - Area of proposed changes
- U - 2.5
- W - 3.5
- X - 4.0
- Y - 4.5

9.0 Recommended LEP + DCP Amendments

9.4 Solar Access to Public Open Space (LEP control)

Where properties are situated to the north of City Square, city parks and the main CBD southern footpaths, solar access controls apply. These protected areas are illustrated on the Sun Access Protection Map (Figure 83).

The following CHLEP clauses are proposed to protect key public open spaces from undue overshadowing in winter.

9.4.1 City Square

Despite Clause 4.3 - Height of Buildings in CHLEP 2013, development consent must not be granted to development that results in any part of a building above podium level (greater than 11.0 metres height) overshadow City Square between 12pm and 2pm at the Winter Solstice. The location of the Area Protected is shown with yellow hatching on the Sun Access Protection Map (Figure 83).

9.4.2 City Parks

Despite Clause 4.3 - Height of Buildings in CHLEP 2013, development consent must not be granted to development that results in any part of a building above podium level (greater than 11.0 metre height) overshadowing Lions Safety Park and Brelsford Park (excluding public carparking areas to the northwest edge of the park) at 12pm at the Winter Solstice. The locations of the Areas Protected (the two parks) are shown with yellow hatching on the Sun Access Protection Map (Figure 83).

9.4.3 City Southern Footpaths

Despite Clause 4.3 - Height of Buildings in CHLEP 2013, development consent must not be granted to development that results in any part of a building above podium level (greater than 11.0 metres height) overshadowing Southern Footpath Areas (defined as the area extending six metres out from the site boundary which faces the street), on the southern side of Vernon Street, Harbour Drive, Park Avenue and West High Street, shown in orange line work on the Sun Access Protection Map (Figure 83), for more than 35 metres of continuous length between 12pm and 2pm at the Winter Solstice.

The consent authority, in determining a development application to which these clauses relate, must take into consideration the relevant controls specified for that land in Section G3.1 - City Centre Masterplan of the Coffs Harbour Development Control Plan 2015.

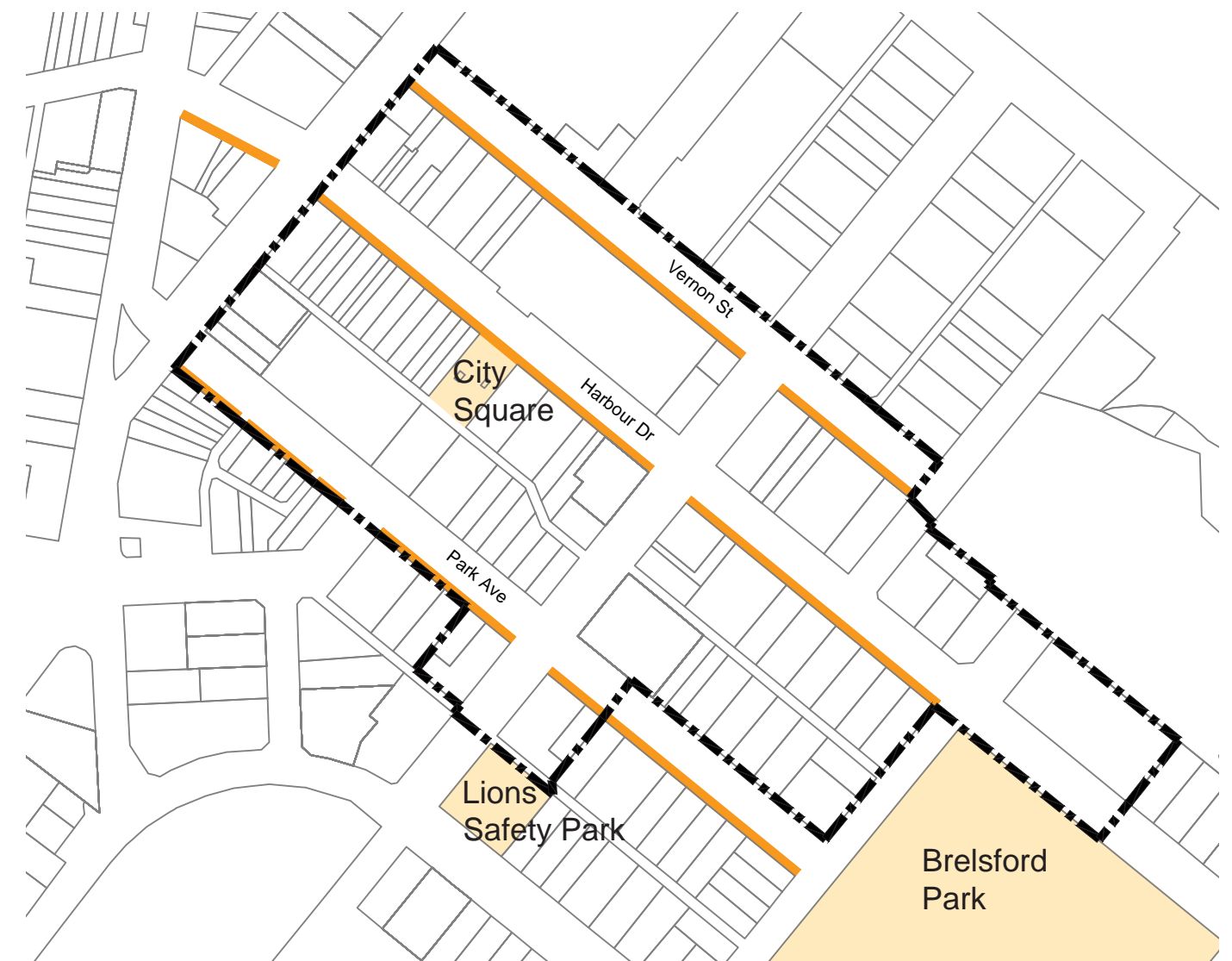


Figure 83: Proposed Sun Access Protection Map

Legend

- CBD Core Area
- Area Protected by Sun Access Plane
- Southern Footpath Area with Protected Solar Access

9.0 Recommended LEP + DCP Amendments

9.5 Minimum Site Area + Frontage (LEP Control)

In the CBD Core Area, illustrated in Figure 84, there are many small and narrow CBD sites unsuitable for the development of tall buildings (of 13 or 14 storeys height). Modifications to the CHLEP Floor Space Ratio clause are recommended to encourage the amalgamation of sites to a size which permits a good built form outcome and efficient development of prime core CBD properties.

The development controls require a minimum site area and frontage length in order to unlock the full uplift potential in density (FSR) and building height.

Appropriate Built Form in the CBD

For buildings above eight (8) stories in height, better urban design outcomes result when the building type (in terms of built form) changes from the traditional Perimeter Block building type (i.e. buildings which concentrate the building mass solely at the street frontage), to a Podium and Tower building type.

The reason a Podium and Tower building type is recommended above eight (8) stories is that it provides improved solar access, natural ventilation and opens up opportunities for district and ocean views from the upper levels of the building.

The other consideration is that when Perimeter Building types extend over eight (8) stories in height, they create large and tall continuous walls of buildings along the edge of CBD streets which are of significant building mass and of inappropriate scale. This building type would block solar access to streets throughout the day and limit opportunities for the sharing of regional and ocean views for the upper stories.

We do not see the need to apply the Minimum 30m Frontage Rule to buildings of 22m or 28m height, as a Perimeter Block building type with the current development setback and FSR controls in place would provide a satisfactory urban design outcome up to an eight (8) storey height.

The SEPP 65 Apartment Design Guide which applies to residential and mixed use buildings also requires additional building-to-building separation above eight (8) storeys (24m separation) between habitable to habitable rooms or balconies.

Clause 4.4 Floor Space Ratio

The current Coffs Harbour LEP 2013 includes Clause '4.4 Floor Space Ratio' which sets out development controls in relation to density. The clause is reproduced below, with recommended changes to the clause identified in red type (additions) and with strikethrough (deletions).

1. The objectives of this clause are as follows:

(a) to define the allowable development density of a site,

(b) to encourage increased building densities through site amalgamation at certain locations.
2. The maximum floor space ratio for a building on any land is not to exceed the floor space ratio shown for the land on the Floor Space Ratio Map.
- 2A.Despite subclause (2), if the maximum floor space ratio for a building on land is shown on the Floor Space Ratio Map as a ratio specified in Column 1 of the Table, the maximum floor space ratio for that building is the amount specified in:

(a) If the site area for the development is less than or equal to 600 square metres – Column 2 of the Table, or

(b) If the site area for the development is greater than 600 square metres but less than or equal to 1,500 square metres – Column 3 of the Table.

Floor Space Ratio

Column 1	Column 2	Column 3
2.5 : 1	1 : 1	1 + (1.5 x X) :1
3 : 1	1 : 1	1 + (2 x X) :1
3.5 : 1	1 : 1	1 + (2.7 2.5 :1 x X) :1
4.0 : 1	1 : 1	1 + (3 x X) :1
4.5 : 1	1 : 1	1 + (3.5 x X) :1

2B.For the purposes of Column 3 of the Table to subclause (2A), X is to be calculated in accordance with the following formula:

X =
$$\frac{\text{the site area in square metres} - 600}{900}$$

Note: The maximum potential floor space may not be achievable on small lots unless amalgamated to create a larger site area.



Figure 84: Existing Site Areas Map

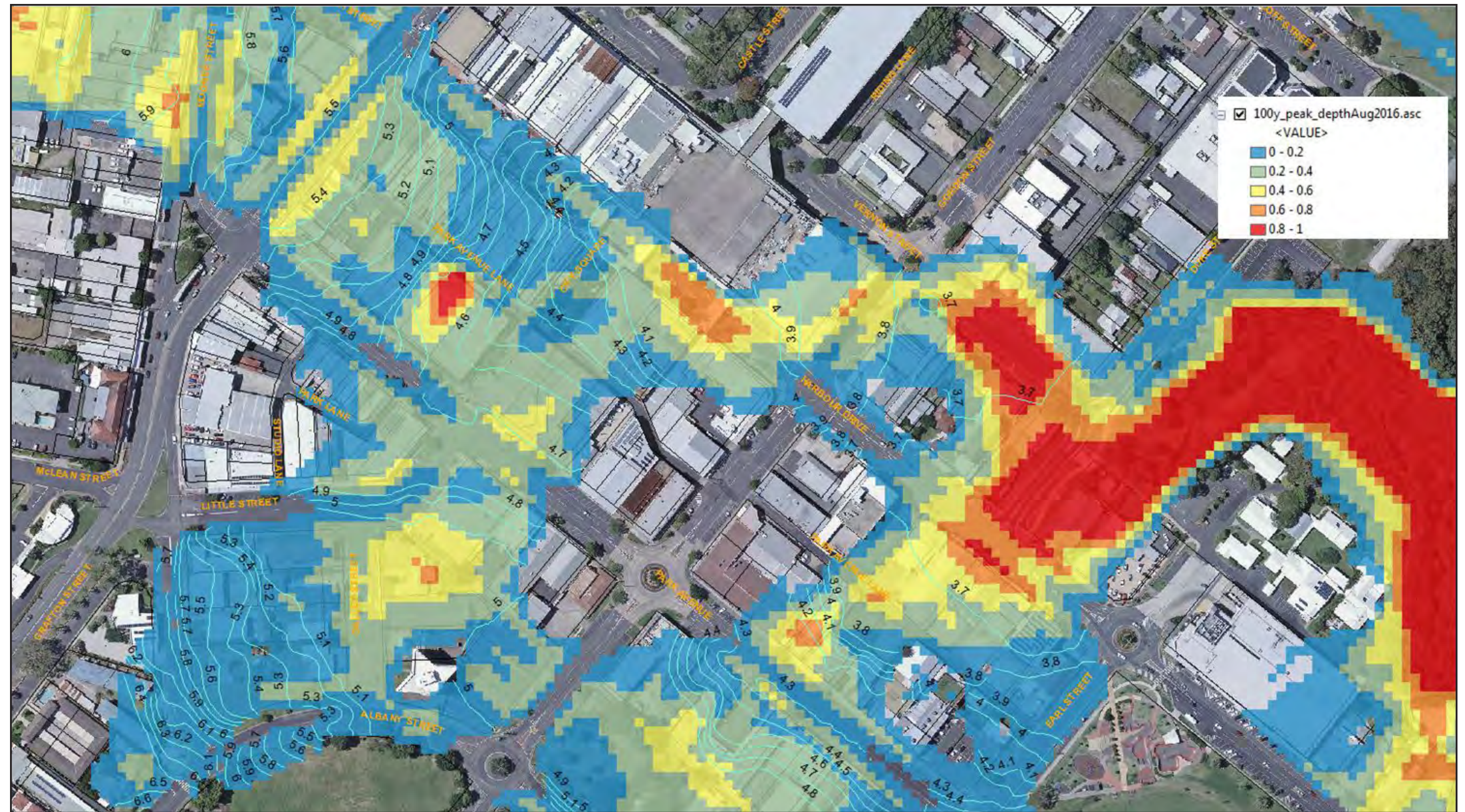
To satisfy the requirement for the full Floor Space Ratio shown for the land on the Floor Space Ratio Map, developments taller than 28 metres in height must have a minimum street frontage dimension of 30 metres. For corner development sites with two street frontages, both frontages are to be a minimum dimension of 30 metres.

An additional row has been added to the FSR Table to address the new 4.0:1 FSR category of the amended CHLEP FSR Map. The proposed controls permit additional building height in the core of the CBD, subject to minimum site area and frontage requirements. Overall this will result in better built form outcomes for larger developments, whilst still permitting small scale redevelopment to occur.

9.0 Recommended LEP + DCP Amendments

9.6 Flood and Freeboard

Building height is generally measured from the ground level, however when properties are impacted by flooding, the street wall height is measured from the 1 in 100 year flood level (Refer to Figure 84) plus 500 millimetres for freeboard. However, the maximum building height of 44 metres cannot be exceeded, as it is set by Coffs Harbour Airport height restrictions.



9.0 Recommended LEP + DCP Amendments

9.7 Recommended Development Control Plan (DCP)

The following development controls are recommended for consideration in the Coffs Harbour Development Control Plan (CHDCP):

Street Wall Height - New development must reinforce the podium level 'street wall'. A minimum street wall height of 11.0 metres is required. The street wall can rise to a maximum height of 17 metres and then must set back. The flexible approach allows within the 11.0 metres height, either:

- Two levels of supermarket (at 5.5 metres each); or
- Based on minimum ceiling heights in the ADG, three levels: including 4.3 metres (floor-to-floor) ground floor retail, plus 3.6 metres (floor-to-floor) first floor mixed use, and 3.1 metres (floor-to-floor) second floor residential.

Refer to Figures 72, 73 and 74.

Above Street Wall - All levels above the Street Wall must be setback 3.0 metres.

Refer to Figures 72, 73 and 74.

Tower Buildings - Must generally be located to the north side of city blocks to minimise overshadowing of the public domain, and at the corners of city blocks to reinforce the city built form. Tower buildings (above the podium) must be setback 3.0 metres from the street wall (property boundary). Above podium level, tower buildings are to be generously spaced. Avoid creating a continuous 'wall' of towers which would block sunlight to CBD streets and be of inappropriate scale and bulk. Refer to Figure 68.

Tower Footprint - The maximum tower footprint permitted is 600m² (building footprint, not GFA) equivalent to approximately six apartments. This will ensure the architectural proportions of tower buildings are more elegant and slender in profile.

Refer to Figures 46 and 68.

Active Frontages - Development must provide active frontages to CBD main streets, cross streets, squares, plazas and through site links. Active frontages to laneways are also encouraged wherever possible.

Podium Level Gardens - Rooftop or podium level gardens are encouraged wherever possible.

Refer to Figure 45.

Pedestrian Network - New developments are to maximise permeability of the city block and contribute to a finer 'grain' pedestrian network. Refer to Figure 44.

Wind Assessment – Development Applications (DAs) for CBD sites over \$10M in value and of greater than four storeys height, must be accompanied by a Wind Assessment, which includes details of measures to mitigate any adverse wind effects on the public domain.

Car Parking - If above ground car parking is proposed, it must be screened from view and at ground level must be sleeved with retail or other active uses. Carpark vehicular access should avoid key building corners in the CBD and utilise whenever possible laneway access.

Appendix

A. Community Engagement Report | PlanCom | March 2018

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Community Engagement Report

Coffs Harbour Central Business District Review of Height and Built Form Controls

PlanCom Consulting Pty Ltd

March 2018

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Appendices

- Appendix 1 Media Release
- Appendix 2 Letter, Flyer/ Poster and Sample Email
- Appendix 3 Workshop Presentation
- Appendix 4 Summary of 'Have your say' feedback - Online communication
- Appendix 5 Submissions Further to Exhibition of the Document

1. Background

Coffs Harbour City Council undertook a review of current development controls for the height and built form of Coffs Harbour Central Business District (CBD). The study sought to provide the opportunity for growth and financial investment in the Coffs Harbour CBD, whilst looking to enhance the urban experience for people who shop, work, live, visit and seek services in the CBD. The input of the community and other stakeholders was sought throughout this review and this report summarises that contribution.

Through engaging with the community and other stakeholders we sought to ensure that they were informed of the context and rationale for the review of height and built form controls in Coffs Harbour CBD.

There was a need for the community to understand the context of this study further to the Coffs Harbour City Centre Masterplan 2031 which was developed in 2012 and adopted by Council on 23 February 2013.

The engagement sought to find out what changes to height and built form in the CBD might be acceptable to the community and other stakeholders. While this study has recommended potential changes to the current development controls, further work is required to prepare a Planning Proposal. Future changes will be subject to further public exhibition, agreement by Council and endorsement by the NSW Department of Planning and Environment.

The current objectives of the CBD Commercial Core Zone are to:

- Provide a wide range of retail, business, office, entertainment, community and other suitable land uses that serve the needs of the local and wider community
- Encourage appropriate employment opportunities in accessible locations
- Maximise public transport patronage and encourage walking and cycling
- Ensure that the scale and nature of future development reinforces the role of the Coffs Harbour CBD as the primary commercial, employment and retail centre in the region
- Ensure that the design of new commercial buildings makes a positive contribution to the streetscape through opportunities for improved pedestrian links, retention and creation of view corridors and the provision of a safe public domain.

2. Objectives for the engagement for the project

The engagement looked to:

- Work with the community and a range of stakeholders including the City Centre Master Planning Committee and Council
- Ensure that the broader community are aware of the potential issues for the CBD and hence the reasons for the review
- Give all people the opportunity to comment on the study and the visualisation of the potential changes that were presented as 3D models
- Invite informal and then formal submissions on the outcomes of the review and the study.

This report is a description of the stakeholder and community engagement that took place in the lead up to the exhibition of the Coffs Harbour CBD- Review of Height and Built Form Controls – Stage 4 – Draft Study Report, the submissions that resulted from the exhibition and the response to those submissions.

3. How the community was engaged

Input to the study for the review of height and built form was invited through a variety of means including:

- A **'have your say' website** that people learned about through media, flyers/ posters and direct emails
- **Face to face engagement** formally occurring through two workshops
- **Other contact points** including an email address and phone number through which people might communicate directly to Council officers.

3.1. Inviting participation

3.1.1. Media release

A media release was made available on 30 August 2017. This was to promote participation in the workshops and to encourage people to provide feedback through the website. A copy of this is attached as Appendix 1.

3.1.2. Email and flyer

An email and/or flyer was sent to identified stakeholders including:

- Residents and businesses located in the CBD
- Residents and businesses contributing toward the Special Centre Business Rate
- City Centre Master Planning Committee
- A list comprising some of the wider community including interested residents and businesses
- The Chamber of Commerce.

A copy of the email and flyer is in Appendix 2.

3.1.3. Poster

The flyer was made into a poster and placed in prominent window locations in the CBD.

3.2. Community workshops

It is important to maximise opportunities for the community and other stakeholders to input to the planning process, especially regarding a proposed increase in building height and/ or built form.

Two public workshops provided the opportunity to present information and for the urban design team to receive feedback on two draft scenarios for the CBD.

The workshop process was designed and facilitated by PlanCom Consulting with the presentation of two alternative scenarios by CM+. A copy of the workshop presentation is

in Appendix 3. The outcomes of the workshops, which are to be reported to Council, will help to shape the preferred built form scenario and urban planning recommendations to Council.

The workshops were held at the Vista Lounge in the CEX (Ex Servicemen’s club) on the following dates and times:

- Monday 18 September 6-8 pm
- Tuesday 19 September 10-12 noon

Day and evening workshops were conducted to maximise participation and opportunity for feedback.

The Workshop Format was as follows:

- 1. Introductions to:**
 - Council, the study team and the participants
 - The issues to be addressed
 - The agenda
- 2. Presentation** - Overview of the current situation and what this allows in terms of height and built form (Scenario 1)
- 3. Discussion** - Questions (in small groups)
 - Of the current height and built form – what would you hope would remain?
 - What are the potential constraints of the current scenario for the height and built form of the CBD?
- 4. Presentation of Scenarios 2 and 3**
 - The principles that underpin each scenario
 - Modelling to show what the development of the CBD looks like for this scenario
- 5. Discussion questions for Scenarios 2 and 3**
 - What would be the potential benefits of scenario 2 and scenario 3?
 - What might be some of the consequences/issues for scenario 2 and scenario 3? For example, is there a need for principles in addition to those presented?
- 6. Next Steps**

3.3. Have your say website

This newly launched website <http://haveyoursay.coffsharbour.nsw.gov.au/> was accessible from the Council website and provided information and the opportunity for the community to give feedback via:

- Make a comment on a map** - people were invited to: “Tell us about parts of the CBD and issues with respect to height and built form by putting a comment on the relevant location on this map”.
- Give us your feedback** - by clicking to answer the following questions:
 - Question one** - Thinking about the future of the Coffs Harbour CBD, what characteristics of the CBD do you value and would like to be maintained?
 - Question two** - Thinking about the future of the Coffs Harbour CBD, with regard to building height, what would you hope to see changed?
 - Question three** - What other considerations do you think might be important regarding the current and future Height and Built Form of the Coffs Harbour CBD?

- Additional feedback** - Is there any other general relevant information that you would like to contribute about building heights and the future of the CBD?

See an overview of the content of the website in Appendix 4.

4. The outcomes of engagement

4.1. Invitations to participate

4.1.1. Flyers / posters

Posters to advertise the opportunity to participate in the consultation were placed around the CBD including vacant shops on Harbour Drive at 34-38 and Shop 4, 108-118.

4.1.2. Media

The media release prepared by Council was placed on the Coffs Coast Advocate website and also resulted in content for an article entitled “New Peaks for CBD Business; City Centre Building Height Review” that appeared on page 15 of the paper on 2 September 2017. The media release that was the basis of media content is in Appendix 1.

4.2. Community workshop

4.2.1. Workshop one - Monday evening – 18 September 2017

Attendees – Five members of the public (including one Councillor). Four representatives of Council and two consultants were also present.

Scenario 1 (Existing situation)	<p>Items that participants wanted to remain:</p> <ul style="list-style-type: none">City squareMarketsTrees / flowersSeatingFamily friendlyPolice officeAge progressionOutdoor diningMore rubbish binsCyclists – safety for pedestrians <p>Consequences / Constraints of current situation:</p> <ul style="list-style-type: none">Potentially more residentialNot a range of ‘lures’ for people to stay / use a range of servicesModern – What does it mean?Wind is an issue
Scenario 2	<p>Benefits:</p> <ul style="list-style-type: none">Inner city livingYoung peopleParking away from the cityCompliment the new hotel <p>Consequences:</p> <ul style="list-style-type: none">Wind actionAwnings – need them because of rainfallPoint of difference from other placesSolid block of 12 storeys may not be attractiveFloor Space Ratio (FSR) should be used to control future development

Scenario 3	Benefits: <ul style="list-style-type: none"> Planning for the longer-term Height at the back of the city has a good feeling – has more variation to it rather than the block approach of Scenario 2 Consequences: <ul style="list-style-type: none"> More pot luck for landowners Greater difference between one property and another
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4.2.2. Workshop two – Tuesday morning – 19 September 2017

Attendees -Thirteen members of the public (including three Councillors). Four representatives of Council and two consultants also present.

Scenario 1 (Summary of all group input)	What they wanted to remain: <ul style="list-style-type: none"> Sun access / solar considerations Potential to live in the CBD Very little Key vistas to the hills Low scale on spine of Harbourside Drive creates a unique pleasant sense of place Older buildings contributing to character Consequences/ constraints: <ul style="list-style-type: none"> Restricting current income of the land – for both Council and for owners Shift to Joint Regional Planning Panel (JRPP) – less ability for local influence Wind tunnelling Over supply of office space – limited parking Limited ability to get occupancy into the existing CBD Height around open space and creek is a consequence of the existing situation that is not preferred Too many empty shops Flooding impacts Pacific Highway is a barrier Planning model is selective to allow height in different places making no commercial sense CBD map comprises residential areas – need to be changed to focus on the commercial areas Court House should be part of the study area It will restrict the development of commercially viable developments 		
	Scenario 2 Group 1 Benefits: <ul style="list-style-type: none"> Bring more people = better economics Certainty for investors Consequences <ul style="list-style-type: none"> Highway location/ Bypass Air pollution and height trapping More people + better planning for transport including parking, light rail, international airport 	Group 2 Benefits: <ul style="list-style-type: none"> This is enough for now Can always go forward but can't go back to what it was Flight path restrictions Offers a point of difference from other cities Consequences: <ul style="list-style-type: none"> Impact on parking 	Group 3 Scenario 2 and 3: Issues: <ul style="list-style-type: none"> Shadowing is not a major consideration The highlighted main CBD should be to a maximum height of no less than 18 storeys. Need unlimited height in the CBD (white area of the map- core of the CBD) Don't like any of them

Scenario 3	Benefits: <ul style="list-style-type: none"> Bring more people and better economics Consequences: <ul style="list-style-type: none"> Highway location/bypass Air pollution and height trapping More people = better transport planning including parking, light rail, international airport Too high in a town like Coffs Long way off to be 20 storeys 20 storeys on the highway may be dangerous: traffic and pollution 	Issues: <ul style="list-style-type: none"> Who chooses whether it is 11, 8, 4 or 2 storeys? Question for each of the scenarios is: What is Council doing to help with car parking? There is need for public car parking Benefits <ul style="list-style-type: none"> Only a couple of buildings will be this height Consequences <ul style="list-style-type: none"> Parking – lack of 	Benefit: <ul style="list-style-type: none"> More equity by making it across the board Consequences <ul style="list-style-type: none"> Podium design restricts CBD development Parking – Council needs to relax these costs One block would be the detriment of other buildings Too prescriptive
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4.3. Have your say – On-line communication

An online feedback mechanism was advertised and accessible through Coffs Harbour City Council's website. The URL is <http://haveyoursay.coffsharbour.nsw.gov.au/cbd1>.

The online 'Have You Say' site commenced on 30 August 2017 and continued through to 13 October 2017.

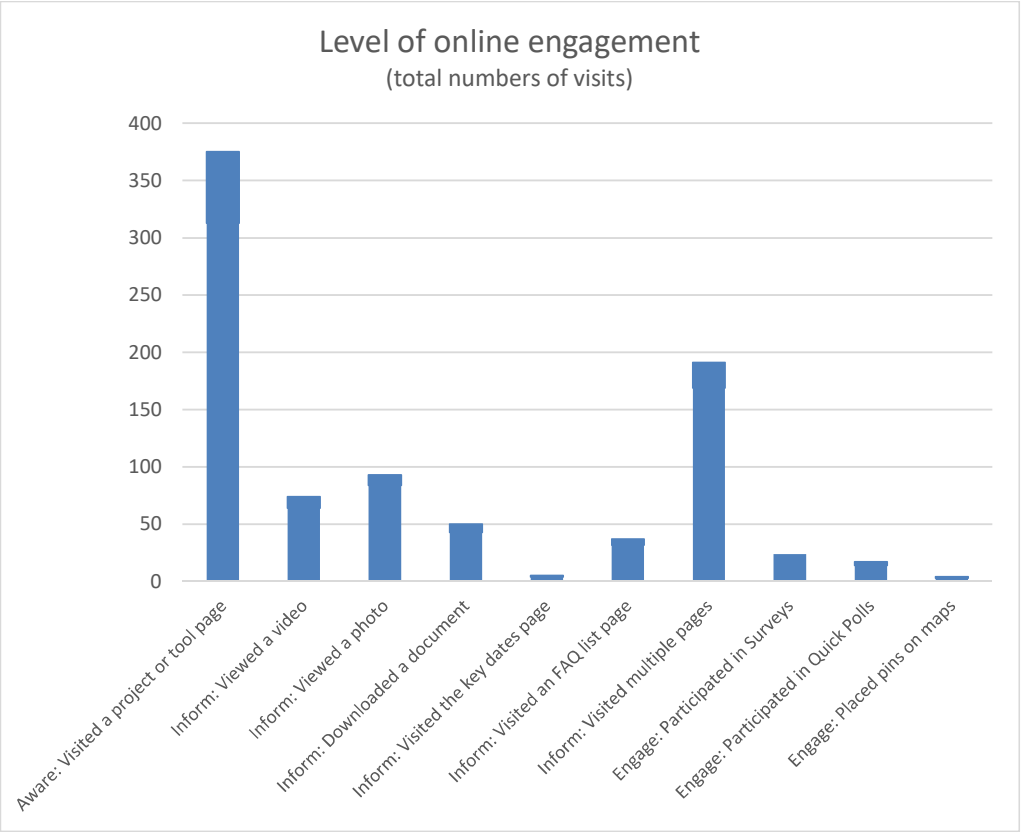
At the conclusion of the online consultation period there was the following level of participation.

4.3.1. Have your say - Statistical summary

Table 1: Have your say statistics

Visitation	21 August – 13 October
Total visits	445
Maximum visitors per day	65
New registrations (to Have Your Say)	20
Level of online engagement	
- Aware (total number of visitors)	375
- Informed (total number of participants)	246
- Engaged (total number of contributors)	40

Table 2: Statistics showing the parts of the Have Your Say site visited



4.3.2. Have your say – Summary of key discussion points

The following is a summary of the key points in response to questions on the Have Your Say site. See Appendix 4 for a more extensive summary of all responses to the questions posted on the website.

1. Characteristics of the current CBD that people valued and wanted maintained

Common comments included the need to:

- Maintain the long term financial sustainability and growth through a mixture of commercial, retail and residential growth.
- Ensure that any growth was within limits and not to the detriment of open spaces, pedestrian access, character, and the small town seaside / tropical feel.
- Focus on people and pedestrians / pedestrian facilities, sunlight and shade, low speed limits on roads, open space for people to gather including activation of the city square and new open space to accommodate residential developments and children.
- Maintain parking, create better parking and low cost parking.
- Maintain focus of Coffs Harbour business activity and density in the CBD.

Less mentioned topics included the feeling that:

- The current buildings are old and lacking heritage charm. However, others believed there were character buildings or facades built before 1960s that needed to be retained.

- There was too much focus on business attraction and too much money spent in the CBD and that businesses should make a greater contribution.
- Features to be retained should include the City Square as a pedestrian and market place, cycleways and bike parking, generous landscaping (including shade trees) and shade structures over pedestrian crossings.

Other changes people mentioned as being required included the need for:

- The Harbour Drive retailers to work together with Gowings and Coffs Central
- More interesting entertaining environment with more cafes and eateries trading after hours and weekends – if was felt that the growth in medium to high end residential development would help this.
- More flexibility in development controls to respond to changes in the market and to encourage businesses wanting to invest.
- Better traffic flow in the CBD.
- Articulation and setbacks in high rise to ensure sunlight reaches public open spaces.
- Space for pop up market stalls, smoke free streets, street scapes with seating, beautification of entrances, improved look of median strips, refreshment of road line markings, removing graffiti, to make it safer with security patrols and cameras.

2. The future of Coffs Harbour CBD with regard to building height - what people hoped to see changed.

The views were diverse with:

- A number of people being keen to see increase in height limits to allow for incentivising social and economic growth, investment, diversity for design benefits, the increase of integrated use buildings (and replacement of 2 storey shop buildings) and population and employment growth within the CBD. The ideal height limits mentioned included 8, 10, 12, 15 stories.
- Some believing heights should consider the danger of blocking sunlight, creating cold areas and wind tunnels and others thought there was greater need for some shade.
- A number of people wanted height limits retained or reduced and allowance for more ambience. A cap of 3, 4, 5, 6, 7 storey limits to buildings were mentioned by those looking to retain limits.
- Some hoping to see height restrictions, either completely removed, or more flexible, to allow a free flow of CBD development and growth. A number said that economics should decide (some of these believed that there was need for allowance for financial contributions for infrastructure and for development to be within regulations)
- Some wanted growth but appropriate growth, determined on its merits and focussed on aesthetic quality of development rather than height - development and the height should be based on issues and impacts.
- Some wanted to see heights more varied and development of landmark buildings encouraged.

Specific concerns mentioned included the:

- Need for reduction of heights at the boundary of Forsyth Park, Brelsford Park
- Feeling that it was unreasonable to charge special rate levies whilst restricting building heights for properties paying a premium for properties in the CBD.
- Desire to remove the "podium" style and to allow buildings to the boundaries, without step backs at levels 2 or 3.
- Cost of parking contributions as they did not encourage development within the CBD.
- Fact that Coffs CBD was being left behind in development
- Need for generation of better pedestrian amenity on privately owned land.

3. Other important considerations regarding the current and future height and built form of the Coffs Harbour CBD

Concern about the height and quality of development in general included that:

- The current restrictions are too limiting, there needs to be a vision and growth needs to be allowed.
- The CBD needs to be a gateway and there is a need to maintain the vibrancy of the CBD
- Future growth without restrictions may lead to ugly buildings. Feelings about future development included that it should be: elegant, interesting, environmentally sensitive and even bold and unique.
- Developments need to have the ability to be successful, meet a need, and in keeping with good design practice and other development with design features to improve the overall appearance and complement existing buildings and future plans of the CBD.
- Any restrictions need to apply across the CBD and not as it is currently different in different parts of the CBD.
- It needed more flexibility with assessment on merit and not simply on height limit.
- Other factors need to be considered (in addition to height) like setbacks (including upper level set backs), articulation and building materials to soften visual impact and create visual interest, inclusion of ample public common areas/landscaping and other attractive features to the foreground and generous veranda's over pedestrian areas.
- There were mixed feelings about the need to maintain the 'cultural heritage' of Harbour Drive, with some seeing little value, and some wanting to maintain some of the older buildings.
- If over a specified height, buildings should be 100% 'green energy buildings'.

Comments related to height and amenity included that:

- There is a need for green space associated with developments in the CBD
- That the approved large hotel may look out of character
- Need to maintain the unique character of Coffs – the development should be in keeping and not aim to make it like other coastal towns where there is not the same sense of community.
- Development should be quality architecture, respond to their context, be light coloured, have a feeling of spaciousness and be in keeping with the coast and tropics, and should have public space and landscaping at street level.
- Some thought that shadowing was an issue and some thought there was need for more shade.

Concerns about parking and traffic included that:

- New building approvals should have parking for all residents and consumers of those buildings
- Current contribution rates are considered to be restrictive to future development.
- The CBD should be car free or at least electric cars / trucks only with developers being forced to pay for electric & driverless car charging facilities
- There needs to be incentives to encourage development to include 'internal' car parking
- There is a need for one way vehicular traffic on most roads in the CBD

Comments related to residential development, supported development, specifically the:

- Need for more apartments and permanent residential developments to cater for a range of age groups.
- Feeling that there is no need for the impost of requirements around car spaces given the CBD is supported by public transport
- Belief that residential accommodation would ensure the viability of the eating establishments in the evening and increase safety in the evening
- Request for housing for a mix of ages including aged housing and incentives so the less mobile are central to shops and facilities rather than away from the city.

Comments related to creating economic benefit / contribution included:

- The opportunity for higher income for Council by having higher demand properties
- The need for approvals to have affordable housing/offices for low income families/start up businesses
- Council should focus on other areas – there is too much support for the CBD.

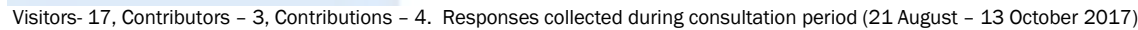
Comments related to Pacific Highway included the need:

- To have the Pacific Highway bypass the CBD as it restricts growth and investment.
- For iconic landscaping on the Pacific Highway route (post bypass construction).

Other concerns were:

- That the following groups should be part of the engagement process: Coffs City United Football Club, North Coast Football, CHCC Stadium and Major Events.
- New Council owned buildings should to be located out of the 100 year ARI floodplain.
- Need for developments to include alternative means of pedestrian movement (such land bridges to link buildings across busy roads)
- Wet weather access within the CBD –need more creative ways to deliver this public benefit.

Leave a comment on a **map**



Awnings are proposed in the CBD, at first floor level, to provide weather protection for pedestrians using the footpaths. The shading they provide would be welcomed by pedestrians and outdoor diners on hot days in summer, and would protect pedestrians from wet weather all year round – benefitting retail in the centre. They have limited impact on the solar access to City Square and the two parks.

The study has considered the full height of buildings with regard to potential overshadowing, not just the upper parts of buildings (above 8 storeys). 3D computer modelling of Coffs Harbour CBD built form scenarios have informed the development of the preferred overall CBD built form and massing, the maximum height of buildings, and those areas where height needs to be limited to protect solar access.

The proposed development controls ‘build-in’ flexibility for owners to develop their CBD properties. An overall maximum CBD building height is set by Coffs Harbour Airport restrictions. Within this overall building envelope, landowners and their Architects are free to explore various building configurations, shaping and expression (subject to the normal SEPP 65, ADG requirements). Performance controls protect solar access to key public places during the lunchtime period, in winter.

Floor Heights - It appears that these are quite prescriptive up to the proposed 17 metre Street Wall height. To allow for some flexibility the changes should not be specific to retail or commercial use on ground and first floors. For example, residential may be proposed (and shouldn't be hindered) from the 1st floor. Or car parking may be situated on 1st & 2nd floors so the number of floors up to the 17-metre height should be able to vary significantly and not be overly prescriptive.

Response

The scope of the study does not include a review of land zoning. The existing zoning for the CBD core is predominantly B3 Commercial Core. Residential Flat Buildings are permitted, with consent, under this zoning.

A flexible, rather than a prescriptive approach has been taken to considering building uses across the various levels of buildings in the CBD. Retail or commercial uses are generally preferred on the ground floor of buildings in the core of the CBD as this promotes activation of the main street frontages in the CBD, and benefits retail activities. This is further clarified in the final edition of the report.

Street Wall Height - Whilst there is mention of the 17-metre height before 3 metre setbacks it isn't clear if this is from existing ground or AHD+ freeboard. To be fair to all CBD properties this 17-metre height should be from AHD+ freeboard.

Response

Maximum predicted flood levels and freeboard height will be taken into consideration in setting LEP Height of Building and Street Wall Height controls. The proposed LEP HOB Map and DCP Street Wall Height recommendations will be updated in the report to address flooding and freeboard levels.

Parking Contributions & Calculations - It matters little if the Height & Built Forms in the study are adopted if council persists with both the calculation (i.e. one space per 40m² of GFA for Commercial or one space for 23m² of retail) and a circa \$21,000 contribution per space for those not provided on site. The proposed increases in building heights therefore overall GFA of sites are still not viable to be developed because of the cost impost for both number of spaces required and contribution costs for same. If council seriously wants to see the CBD grow and prosper it will have to take some short-term pain in reducing the parking contribution costs and / or amending the parking space calculation. Council has the opportunity to receive substantial increases in rates for future

property developments in the CBD, this will not happen with these parking contribution / calculation constraints.

Response

The scope of the study did not include a review of parking rates and contributions, or an assessment of thresholds to development viability. Following on from this study, Council intends to commission a separate study to review parking contributions and calculations.

Further to Parking Calculations - Residential parking calculations should not require a space for each individual residence within the CBD. With great amenity and access to public transport nearby residential development should be encourage without the need for specific car spaces aligned to individual apartments.

Response

The scope of the study did not include a review of parking rates and contributions. Following on from this study, Council intends to commission a separate study to review parking contributions and calculations.

Floor Space Ratio - I would happily stand corrected, but I don't believe the proposed increased FSR of 4.5 allows GFA development in line with the proposed new building heights/form i.e. a 1,200m² block can have a GFA of 5,400m² but 6 floors and then a further 7 floors after podium - this doesn't add up. The FSR must align to the proposed new building heights & form.

Response

To establish an appropriate Floor Space Ratio (FSR) for CBD blocks, calculations are based on best industry practice and take into account development efficiencies when converting Site Area to commercial and residential Gross Floor Area, and to allow for building setbacks and maximum building depth requirements set by SEPP 65 - Apartment Design Guide (ADG).

To achieve the proposed CBD built form, illustrated in the 3D model, reasonable setbacks are proposed between one tower building and another. The aim is to allow ocean and local CBD views (from tower buildings), to ensure good solar access to CBD streets, to provide a skyline which has breaks between apartment towers and to ensure good natural light and ventilation for apartment residents.

The proposed development controls, ‘build-in’ flexibility, by setting an overall height envelope and protecting solar access to key places in the CBD and then establishing a set of urban design principles in the DCP, within which a number of possible podium and tower built form configurations are possible (up to the maximum FSR applicable).

Generally it is proposed to increase the Floor Space Ration (FSR) for the core of the CBD from FSR 2.5:1 to 4.5:1. This means that if a core CBD site is 1,200m², the Gross Floor Area (GFA) would be 5,400m². However, GFA, by definition excludes all vertical circulation (lifts and stairs), outer wall thickness, storage, plant rooms, loading areas, carparking, voids, and balconies. To account for these areas on each level, a factor of 15-20% extra is added, depending upon the use of each level i.e. whether a retail/commercial or residential use. In terms of development form, it is common practice for new development to have a two storey retail/commercial podium which covers most of the site area, with a residential tower, setback above podium level. To achieve the desired built form outcome, tower footprints are restricted to 600m² (equivalent to 510m² GFA). When all these

factors are taken into account, consolidated or larger sites are able to rise to the maximum permitted height of 13 storeys.

Setbacks - There should be no set backs on buildings up to 6 floors if the development creates roof top break out / green spaces. Solar access impact is minimal and a much more effective amenity for building occupants.

Response

The recommended CBD built form i.e. street cross section, is zero setback up to 17m height, equivalent to either 4 or 5 storeys, depending on the floor-to-floor height requirements of the particular building type, then setting back 3m above this level. This was deemed the optimum proportion of the street cross section. Roof level gardens are encouraged for all development in the CBD. There are sound urban design reasons for the proposed building frontage setbacks.

Tower Footprints - If the footprint proposed for towers component is limited to 600m² then no tower developments will take place. This is because the lift and fire access areas within these spaces make it unviable to develop a property with such small floor plates. If the council wants to see development above 6 floors within the CBD then tower footprints will have to be increased / or a blanket height of 8 storeys with limited setbacks for last 2 floors would drive development more so than the current proposal of tower footprints.

Response

Testing of CBD built form scenarios has shown that limiting the footprint of tower buildings in the CBD will result in towers which are less squat and heavily massed and will reduce the potential for a wall of bulky buildings emerging in city blocks. The 600m² footprint combined with the 13 to 14 storey tower height will generate tower buildings which are more elegantly proportioned. There are sound urban design reasons for the limiting the footprint of CBD tower buildings.

Minimum 30 metre Frontages for Development - Some blocks within the CBD simply cannot be amalgamated due to neighbour constraints. i.e. a church or council owned property. It should not be as prescriptive as this to allow / consider development approval in the new forms. If a property doesn't meet this requirement and can't be developed, then it would have to be rated differently - that is the UCV reduced and council rate income reduced accordingly.

Response

A minimum 30m long frontage is the minimum site dimension required to comfortably accommodate the next generation of development envisaged for the CBD, including podium and tower type development with tower footprints of 600m² (say 20m wide by 30m long). Sites of this minimum dimension facilitate ADG building-to-building setbacks to be achieved, and facilitate efficient structural systems and basement car parks. Development potential is unlikely to be impacted by the few churches and Council owned car parks located in the Coffs Harbour CBD. There are sound urban design reasons for setting minimum lot widths and encouraging site amalgamation to permit the orderly development of new higher density buildings in the Coffs Harbour CBD.

5.1.2. Submission 2 - [REDACTED] received via 'Have Your Say' Coffs Harbour on 17 January 2018

Flexibility to account for commercial considerations - there should always be room for variation of height and building form standards such that having regard to the current and likely urban fabric, light and visual experience the owners needs and wants are within reason met. In other words commercial reality should be given full weight.

Response

The [REDACTED] submission describes an overall approach and set of broad principles - including taking into account commercial considerations, adopting a 'flexible' approach, allowing for 'variation', and finding an appropriate balance which preserves the current positive attributes of the Coffs Harbour CBD: the 'light and visual experience' whilst also addressing the 'owners needs and wants' (for additional height and density).

The proposed update to the development controls for building height, built form and density take this approach. The proposed development controls 'build-in' flexibility for owners to develop their CBD properties to their maximum potential. An overall maximum CBD building height is set by Coffs Harbour Airport restrictions. Within this overall building envelope, landowners and their Architects are free to explore various building configurations, shaping and expression (subject to the normal SEPP 65, ADG requirements). Performance controls protect solar access to key public places during the lunchtime period, in winter.

Appendix 1

Media Release

Council Media Release

Opportunities to attract investment and the goal of making the CBD a vibrant community hub are behind a review of the heights, types of buildings and their settings that we may see in the city centre in the future.

“The new hotel development in the CBD highlighted the fact that some of the key current development controls in the city centre don’t always support the future potential growth, competitiveness and vibrancy of Coffs Harbour,” said Chris Chapman, Council’s Director Sustainable Communities.

“What we’re asking people to consider in this study are ways to change those controls in such a way that we can attract investment in the CBD, while at the same time create a vibrant place for people to shop, work, live, visit and access services in Coffs Harbour.

“The input of stakeholders, including businesses and residents, at this early stage is vitally important.”

A comprehensive website that includes 3D video modelling of the CBD, an interactive map, a feedback section, relevant documents and photographs has been created for people to learn more about the study and to leave any feedback.

The website can be found at <http://haveyoursay.coffsharbour.nsw.gov.au/cbd1>

Two workshops are also available so that anyone interested can come along to comment on the study and discuss options with the project team. These will be held on:

- Monday 18 September 6pm-8 pm. Vista lounge, Coffs C.ex Club.
- Tuesday 19 September 10am-12 noon. Vista lounge, Coffs C.ex Club.

To register for either of the two workshops, or to find out more, go to <http://haveyoursay.coffsharbour.nsw.gov.au/cbd1>

The outcomes of the study will help Council understand whether changes are needed to the current planning controls for the CBD and what these changes might be.

Initial feedback on the review is welcome until September 15 2017. Following the workshops, a report with draft recommendations is expected to go to Council by the end of the year and the information will be placed on public exhibition for further input in February/March 2018.

A final report is due to be submitted to Council for consideration in April/May 2018. If adopted, a Planning Proposal will then be sent to the NSW Government so that any changes can be made to the relevant planning controls.



CBD Review Boundary

Appendix 2

Letter, Flyer/ Poster and Sample Email



Our Ref: 5633468

22 August 2017

“Owners”

“Postal Address”

Dear Sir / Madam

Review of Building Heights and Built Form in the Coffs Harbour CBD

I am inviting you to comment on a study that Council is undertaking to review current development controls on the height and built form of the Coffs Harbour CBD. We are seeking the input of stakeholders, including businesses and residents and your input at this early stage will be important.

The study recognises the opportunity for growth and financial investment in the Coffs Harbour CBD, whilst at the same time seeking to enhance the urban experience for people who shop, work, live, visit and seek services in Coffs Harbour. To learn more about the study and to leave any feedback, please visit the website at <http://haveyoursay.coffsharbour.nsw.gov.au/cbd1>.

Two workshops are proposed which will also provide an opportunity for you to comment on the study and to discuss various development scenarios with the project team. The outcomes of the study will inform Council on whether changes are needed to the planning controls for the CBD and what these changes might be. Any recommended changes will be subject to further Council process, including the public exhibition of any proposed changes to the current requirements as part of planning legislation.

Council is preparing a range of information including 3D models to illustrate options for how the CBD might look in the future, one of which is available to view on the website now. The opportunities to become involved include:

Visiting the website <http://haveyoursay.coffsharbour.nsw.gov.au/cbd1> where you can:

- **Register for either one of two workshops** to be held at the Vista lounge at the Coffs CEX, 1 Vernon St, Coffs Harbour:
 - Monday 18 September 6-8 pm
 - Tuesday 19 September 10-12 noon

Please note that these are two alternative times for the same workshop. It will not be necessary to attend both.

- **Give us your feedback by answering three questions via the website** (see ‘give us feedback’ section). The questions are:
 - Thinking about the future of Coffs Harbour CBD, what characteristics of the CBD do you value and would like to be maintained?
 - Thinking about the future of the Coffs Harbour CBD, with regard to building height, what would you hope to see changed?
 - What other considerations do you think might be important regarding the current and future Height and Built Form of Coffs Harbour CBD?
- **Leave a comment on a map**

Locked Bag 155, Coffs Harbour 2450 (Customer Service Centre: 2 Castle Street, Coffs Harbour)
Tel: (02) 6648 4000 Email: coffs.council@chcc.nsw.gov.au
Website: www.coffsharbour.nsw.gov.au
ABN 79 126 214 487

The study commenced in July 2017 and will culminate in a report with draft recommendations being placed on public exhibition in February 2018. The final report will be submitted to Council for consideration in April/May 2018.

Should you require any more information, please email or call:

marten.bouma@chcc.nsw.gov.au / +612 6648 4657, or

sarah.parbery@chcc.nsw.gov.au / +612 6648 4409.

We look forward to hearing from you or possibly seeing you at one of the workshops.

Yours faithfully



Marten Bouma

Planner / Urban Designer

MFB

Flyer / Poster



Council is inviting community comment on a study to review current development controls on the height and built form of the Coffs Harbour CBD.

The study recognises the opportunity for growth and financial investment in the CBD, whilst at the same time seeks to enhance the urban experience for people who shop, work, live, visit and seek services in Coffs Harbour.

To learn more about the study and to provide your input, go to:
haveyoursay.coffsharbour.nsw.gov.au/cbd1

You can:

1. **Give us your feedback**
2. **Register** for one of two workshops
 - 6-8 pm Monday 18 September or
 - 10-12 noon Tuesday 19 Septemberheld at the Vista lounge at the Coffs CEX, 1 Vernon Street, Coffs Harbour
3. **Leave a comment** on the project map

Should you require any more information, please email or call us

- marten.bouma@chcc.nsw.gov.au | 6648 4657 or
- sarah.parbery@chcc.nsw.gov.au | 6648 4409



Sample Email: Sent: Monday, 28 August 2017 9:27 AM
Subject: Coffs Harbour City Council Review of Building Heights and Built Form in the Coffs Harbour CBD

Dear Sir or Madam,

The purpose of this email is to inform you of a project that Council is currently undertaking that will affect the Coffs Harbour CBD area.

We are inviting you to comment on a study that Council is undertaking to review current development controls on the height and built form of the Coffs Harbour CBD. We are seeking the input of stakeholders, including businesses and residents and your input at this early stage will be important.

The study recognises the opportunity for growth and financial investment in the Coffs Harbour CBD, whilst at the same time seeking to enhance the urban experience for people who shop, work, live, visit and seek services in Coffs Harbour. To learn more about the study and to have your input, visit the website at <http://haveyoursay.coffsharbour.nsw.gov.au/cbd1> and register if you would like to be informed of the progress of the project.

A workshop is proposed which will provide an opportunity for you to comment on the study and to discuss various development scenarios with the project team. The outcomes of the study will inform Council on whether changes are needed to the planning controls for the CBD and what these changes might be. Any recommended changes will be subject to further Council process, including the public exhibition of any proposed changes to the current requirements.

Council is preparing a range of information including 3D models to illustrate options for how the CBD might look in the future, one of which is available to view on the website now.
The opportunities to become involved include:

Visiting the website <http://haveyoursay.coffsharbour.nsw.gov.au/cbd1> where you can:

- **Register for either one of two workshops** (see 'register for a workshop' section of website) to be held at the Vista lounge at the Coffs CEX, 1 Vernon St, Coffs Harbour
 - Monday 18 September 6-8 pm
 - Tuesday 19 September 10-12 noon

* Please note that these are two alternative times for the same workshop. It will not be necessary to attend both.
- **Give us your feedback by answering three questions via the website** (see 'give us feedback' section of website). The questions are:
 - Thinking about the future of Coffs Harbour CBD, what characteristics of the CBD do you value and would like to be maintained?
 - Thinking about the future of the Coffs Harbour CBD, with regard to building height, what would you hope to see changed?
 - What other considerations do you think might be important regarding the current and future Height and Built Form of Coffs Harbour CBD?
- **Leave a comment on a map** contained on the website (see 'make comment on a map' section of website)

The study commenced in July 2017 and will culminate in a report with draft recommendations being placed on public exhibition in February 2018. The final report will be submitted to Council for consideration in April/May 2018.


Should you require any more information, please email coffs.council@chcc.nsw.gov.au or call: Marten Bouma +612 6648 4657, or Sarah Parbery / +612 6648 4409.

We look forward to hearing from you or seeing you at one of the workshops.

Please note that you have been sent this email as you have previously received the CityBuz newsletter. You will not receive any further emails about this particular project, although if you would like to know more, and/or receive updates about this project, please visit and/or register through the website at <http://haveyoursay.coffsharbour.nsw.gov.au/cbd1>.

Appendix 3





Workshop Presentation

 <p>Coffs Harbour CBD - Review of Height + Built Form Controls Stage 2 - CBD 3D Built Form Modelling</p>	<p>CM⁺</p> <p>Contents</p> <ol style="list-style-type: none">1. Introduction2. Scenario 1 – Current Situation<ul style="list-style-type: none">• Discussion – What do you want to maintain / what are the current constraints3. Scenario 2<ul style="list-style-type: none">• Discussion – Beneficial Consequences4. Scenario 3<ul style="list-style-type: none">• Discussion – Beneficial Consequences5. Exploration of the 3D model6. Next Steps
<p>CM⁺</p> <p>Introduction</p>	<p>CM⁺</p> <p>The Brief</p> <p>Coffs Harbour City Council (CHCC) resolved on 9 February 2017:</p> <p>“The Council commences urgently a review of the building heights in the CBD of Coffs Harbour. As defined in the CRD (Masterplan) with a view to seeking an amendment to the LEP based on the findings.”</p>
<p>CM⁺</p> <p>About This Project</p> <ul style="list-style-type: none">• The current height and volume in the centre of the CBD are considerably lower than those of the surrounding parts of the CBD.• Exploring the potential to change the height and built form for the Coffs Harbour CBD to encourage further financial investment which is considered an important to its ongoing sustainability and vibrancy.• Change needs to be in the context of maintaining the quality of the Coffs Harbour CBD.• Input of the community and other stakeholders is an important component to the study.• Proposed changes will only be implemented following further consultation of plans and further community consultation.	<p>CM⁺</p> <p>Project Team</p> <p>Coffs Harbour City Council</p> <ul style="list-style-type: none">• Martin Douma• Sharon Smith• Sarah Torrey <p>Corybair Morrison (CM⁺)</p> <ul style="list-style-type: none">• David Mackay <p>PlanCom Consulting</p> <ul style="list-style-type: none">• Margaret Hanks
<p>CM⁺</p> <p>Study Program</p> <p>July/August 2017</p> <ul style="list-style-type: none">• Study commenced, community consultation <p>September 2017</p> <ul style="list-style-type: none">• Online New Year Day and Workshop to present ideas and receive community feedback <p>October 2017</p> <ul style="list-style-type: none">• Prepare a report detailing outcomes of this consultation <p>November 2017</p> <ul style="list-style-type: none">• Prepare draft report including Recommendations and responses to Council <p>February 2018</p> <ul style="list-style-type: none">• Public Workshop to provide opportunity for further community feedback and for public submissions <p>March/April 2018</p> <ul style="list-style-type: none">• Final report to Council	<p>CM⁺</p> <p>City Centre Vision</p> <p>To create a place where economic, social and cultural pursuits drive to enrich and rejuvenate all who live, work and visit the City Centre. At our core will be a strong heart that unites the regions of vibrancy and prosperity will flow throughout the City Centre and to the region as a whole...</p> <p>The City Centre will be a destination featuring world class design of the physical fabric that creates a unique and vibrant streetscape that inspires all who visit.</p>

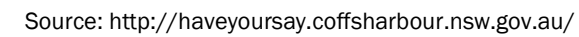
<p>CM⁺</p> <p>North Coast Regional Plan</p> 	<p>CM⁺</p> <p>North Coast Regional Plan</p> 
<p>CM⁺</p> <p>Recent CBD Development</p> 	<p>CM⁺</p> <p>Purpose of the Study</p> <ul style="list-style-type: none">• There is not a logical build up in building height from the periphery to the centre of the CBD.• Height in the core of the CBD (yellow area) is currently restricted in height to 4 storeys.• The study is investigating increasing height in the CBD core, whilst maintaining reasonable access to sunlight in winter.• This will encourage investment in the city, a new vibrancy and urban lifestyle.
<p>CM⁺</p> <p>The Study Area</p> 	<p>CM⁺</p> <p>The Site</p> 
<p>CM⁺</p> <p>The Site</p> 	<p>CM⁺</p> <p>Scenario 1 - Current Situation</p>



<p>CM⁺</p> <p>Scenario 2 - Mid-rise Option Shaded Study</p>  <p>12.00m Max Height</p> <p>CM⁺ Scenario 2 - Mid-rise Option - Shaded Study</p>	<p>CM⁺</p> <p>Discussion</p> <ul style="list-style-type: none">• What would be the potential benefits of this scenario?• What might be some of the consequences/ issues for this scenario? Is there a need for additional principles to those presented? <p>CM⁺ Scenario 2 - Mid-rise Option - Discussion</p>
<p>CM⁺</p> <p>Scenario 3</p> <p>CM⁺ Scenario 3 - High Density Option</p>	<p>CM⁺</p> <p>Scenario 3 - High Density Option Now Subject to Coffs Harbour Airport Height Limits (Approximate 40m - 50m range)</p>  <p>12.00m Max Height</p> <p>CM⁺ Scenario 3 - High Density Option - Now Subject to Coffs Harbour Airport Height Limits</p>
<p>CM⁺</p> <p>Scenario 3 - Solar Access Principles Maximize solar access with gaps between trees</p>  <p>12.00m Max Height</p> <p>CM⁺ Scenario 3 - Solar Access Principles</p>	<p>CM⁺</p> <p>Scenario 3 - View Principles Maximize views</p>  <p>12.00m Max Height</p> <p>CM⁺ Scenario 3 - View Principles</p>
<p>CM⁺</p> <p>Scenario 3 - High Density Option Proposed Building Heights</p>  <p>12.00m Max Height</p> <p>CM⁺ Scenario 3 - High Density Option - Proposed Building Heights</p>	<p>CM⁺</p> <p>Scenario 3 - High Density Option Bird Eye View</p>  <p>12.00m Max Height</p> <p>CM⁺ Scenario 3 - High Density Option - Bird Eye View</p>

<p>CM⁺</p> <p>Scenario 3 - High Density Option Bird Eye View</p>  <p>12.00m Max Height</p> <p>CM⁺ Scenario 3 - High Density Option - Bird Eye View</p>	<p>CM⁺</p> <p>Scenario 3 - High Density Option Bird Eye View</p>  <p>12.00m Max Height</p> <p>CM⁺ Scenario 3 - High Density Option - Bird Eye View</p>
<p>CM⁺</p> <p>Scenario 3 - High Density Option Street View</p>  <p>12.00m Max Height</p> <p>CM⁺ Scenario 3 - High Density Option - Street View</p>	<p>CM⁺</p> <p>Scenario 3 - High Density Option Shaded Study</p>  <p>12.00m Max Height</p> <p>CM⁺ Scenario 3 - High Density Option - Shaded Study</p>
<p>CM⁺</p> <p>Discussion</p> <ul style="list-style-type: none">• What would be the potential benefits of this scenario?• What might be some of the consequences/ issues for this scenario? Is there a need for additional principles to those presented? <p>CM⁺ Discussion</p>	<p>CM⁺</p> <p>Next Steps</p> <ul style="list-style-type: none">• Consultation Report to include input through workshops and the Have Your Say online portal - report will be available through the 'Have Your Say' portal• Airport Height Limits - Need to establish the situation• Draft Report to Council - November 2017 (to include the report of the Consultation with the community)• Public Exhibition - January / February 2018• Final Council Report - March 2018 <p>CM⁺ Next Steps</p>

Summary of 'Have your say' feedback - Online communication



Question 1: Thinking about the future of the Coffs Harbour CBD, what characteristics of the CBD do you value and would like to be maintained?

- Remain financially sustainable for retailers and encourage business growth
- Maintain open spaces, pedestrian friendly, modern appearance
- Character, abundant parking, a small town seaside feel
- Needs to be the one and only focus for all business activity in the city
- "Feeling" of a tropical destination, and a good amount of "green space" allowed for, but not at the expense of growth and development paramount to the long term livelihood
- The low key, low height streetscape, and the feeling of being in a seaside town rather than a city
- Not a lot - buildings are old, but lack heritage charm.
- Recent moves to make the area more people friendly are to be applauded.
- Retain character heritage buildings or facades built before 1960s.
- Open spaces for pedestrians/ pedestrian facilities - additions to this as the CBD grows
- Commercial and retail uses to support activity and future growth potential.
- Maintaining and upgrading open spaces and spaces for community to get together (especially if people are living in the CBD).
- Parklands and more areas for children in the CBD.
- The density should remain within the confines of the existing CBD zoning.
- Nothing...the council spends too much money in a dying area. Changes from road to pedestrian and back again ...new sails .. businesses need to pay for this.. let them do what they want within regulations.
- Retain City Square as a pedestrian and market precinct.
- Cycleways and bike parking.
- Generous landscaping (including shade trees).
- Shade structures over pedestrian crossings.
- Low speed limits on all roads.
- Open spaces for community to get together

Other items/ changes required in response to Questions 1:

- The Harbour Drive district needs to attract customers, Coffs Central have carried the momentum but others need to help make the precinct interesting and worth a visit. Cool cafes and eateries would help trading after hours and weekends.
- Creating a pleasing environment and regular entertainment may draw people.
- Need flexibility to the city plans to respond to changes in the market. We need to encourage business wishing to invest in our town by getting the regulations right.
- Activate the City Square
- landlords and retailers in Harbour Drive need to work in conjunction with Gowings and Coffs Central.
- A mixture of residential and business in the CBD
- Development needs some flexibility
- Better parking facilities at no cost
- Better traffic flow
- Attract investment, balanced with amenity for pedestrians and open space with sunlight and shade.
- High-rise buildings need articulation and setbacks to ensure sunlight reaches key public open spaces.
- Provide space for pop up market stalls.
- Smoke free CBD streets.
- Incorporate more green spaces and streetscapes with seating.
- During the day the CBD is alive and great - after 5 pm it is dead
- Council opened its eyes and supported the new hotel, but it is people rather than businesses required in the CBD
- Medium to high end unit development would also generate need for restaurants and support the shopping and life in the city after 5pm.

- The town is lacking, and tired, and unloved – entrances need to be beautified - make the medium strips prettier, refresh the road line markings and get on top of graffiti.
- Uses should encourage growth of the main commercial core (the CBD)
- Make it safer by security patrols and inserting cameras in main locations
- It is a dump and is an embarrassment – demolish it and rebuilt.

Question 2: Thinking about the future of the Coffs Harbour CBD, with regard to building height, what would you hope to see changed?

- Increase height limits to allow for growth without sprawling into outlying areas.
- Allow building heights to increase to encourage investment
- Concern that excessive building heights will block sunlight, creating cold areas and wind tunnels
- Height limits retained or reduced
- Higher buildings - 12 stories would be great allowing for growth, creating employment, and encouraging people with new skills into our town
- Height restrictions removed will allow a free flow of development within the CBD.
- Lift restrictions through current DCP to facilitate growth
- More human urban spaces and ambience
- Needs to grow appropriately - building height restrictions are irrelevant. Height restrictions should be raised to a sensible level, with aesthetically appealing buildings - the Mall needs to be a "dine in" experience during the evenings.
- Buildings should be allowed to go as high as they like provided there are financial contributions to infrastructure.
- High rises are not the way forward for the CBD, and are likely not a commercial reality but the current limits are too low. There should be an open limit and each development should then be assessed on its merits and impact.
- Cap at six storeys should remain - no change to the current building height restrictions
- Higher, more modern buildings would improve the streetscape and give us the opportunity to replace the old and mediocre two story shop buildings on Harbour Drive.
- 3-4 story buildings would be a sensible height limit.
- Heights should be varied and not higher than 15 stories.
- The viability and the issues and impacts should determine the building heights.
- Increased heights should be accommodated to allow for greater diversity of development opportunities and integrated uses.
- More flexibility for the consideration of development proposals on their merits.
- More areas should be able to support eight to ten story buildings, subject to their design response - when done well it can bring socio-economic and urban design benefits to an area.
- Height restriction of five stories.
- Heights of buildings should be reduced at the boundary of Forsyth Park, Brelsford Park.
- Seven storey areas maintained
- It is unreasonable to charge CBD landowners a special rate levy whilst restricting building heights and built form. The idea of a CBD is to have large scale high rise buildings. - properties who pay considerably less rates outside of the CBD zoning have unfair advantage.
- The "podium" style of the current DCP is should be scrapped to allow built form on land to the boundaries and no step backs at levels 2 or 3.
- Parking contributions should be reduced to encourage development within the CBD.
- Contribution costs are a brake on development.
- The CBD's future, and the ability to encourage investment / make development viable relies on increase in the heights
- Let developers build whatever they can afford, as high as they like, as long as the buildings are passing all building regulations.
- We are left behind in development in the city centre and elsewhere,
- Flexibility in building heights, so projects could be approved if merit is seen in them assisting improvements in the CBD facilities.

- It is hard to make an arbitrary rule about building heights – it should be what works economically and what is appropriate and how aesthetically appealing it is - some shade in a climate like Coffs is welcomed. A mix of light and shade, so to speak.
- Height restrictions should be removed, and allow the economic position to dictate the building heights.
- Improve DCP/LEP Regulation and architectural interpretation of plot ratios to generate pedestrian attributes on privately owned land in exchange for increased height limits up to a maximum of ten stories.
- Incentivise the renewal of the CBD. The CBD is constrained by too many properties that are of insufficient size to permit large scale redevelopment, and in turn there are too many planning constraints to stimulate renewal of the CBD.
- Need to encourage and facilitate the development of 'landmark buildings' including residential development.

Question 3: What other considerations do you think might be important regarding the current and future height and built form of the Coffs Harbour CBD?

Comments related to height and quality of development:

- Current height limits are just that, limiting.
- Coffs Harbour needs to grow up, so let's GROW UP
- Please, think carefully about development approval, height isn't the main consideration, we have to look at ugly buildings for a very long time.
- It is too restrictive to suggest that one part of the CBD should have a height or use imposed on it separate to another part of the CBD. If it's core use is commercial then that's what it should be across the whole designated zoning.
- There needs to be a review of height restrictions (current limits are not in keeping with growth) and a more visionary approach taken for the CBD from all involved.
- Height and built form should be elegant and not quirky. Building height and form should be visually in sync and not clash.
- We should focus on design excellence with the focus on world best practice.
- Increased heights can and should be accommodated, in conjunction with quality architectural design and adequate built form articulation.
- The CBD is a key area and should be a gateway to the city centre. It needs to support investment, enhance and create activated streetscapes and provide for a mixture of uses and vibrant economic activity. To do this, unreasonable or overly restricted height limits, should be removed or relaxed.
- There needs to be more flexibility in terms of height and density controls, with development proposals being assessed on their merits and not simply a number or height limit.
- Setbacks, articulation and building materials can be used to soften visual impact and create visual interest and this needs to be considered along with height.
- Upper level setbacks allow for additional height but reduce potential dominance or visual impact.
- Visual design features need to ensure that buildings do improve the overall appearance of the CBD and complement existing buildings and future plans. It should be ensured that projects have the ability to be successful and are needed.
- There is no cultural heritage for the Harbour Drive precinct, so we're not preserving a "look" - what is important is how cohesive development is, and how well it works together to define the area known as the City Centre.
- We need to encourage interesting, bold and unique designs showing the diversity of thinking in building form and perhaps setting trends for environmental sensitivity.
- The height consideration needs to be measured against the benefit of the building.
- Don't restrict the height, but include ample public common areas/landscaping and other attractive features to the foreground
- All new buildings should include generous verandahs over pedestrian areas.

Comments related to parking and traffic:

- New building approvals need to have parking for all residents and consumers of those buildings
- Contribution rates are restrictive to future development - If the DCP didn't demand as many car spaces per square metre it would allow the development potential of the CBD to be realised.
- The CBD needs to be a car free zone or at least electric cars / trucks only. Developers must be forced to pay for electric & driverless car charging facilities etc., and must provide 100% green energy buildings if they can build over a specified height.
- Incentives to encourage development to include 'internal' car parking makes sense - the State planning department was once promoting this idea. The Woolworths site and car park could be redeveloped to maximise the use of the site and provide additional parking.

Comments related to residential development in CBD:

- More apartments for the CBD
- Need for permanent residential developments - can only be achieved if developers are encouraged to build such accommodation without the onerous impost of allocated car spaces for residential units. The CBD is strongly supported by public transport and many of the future residents would be elderly who have little use for a motor vehicle.
- Residential accommodation will ensure the viability of the eating establishments within the CBD in the evening
- The CBD heights/form should allow for a mix of ages, including aged housing above CBD buildings, so the least mobile have housing central to shops and facilities. Development concessions/ encouragement may be necessary to create this, rather than aged housing a distance from the city.
- Need one way vehicular traffic on most roads in the CBD.
- Need to remove height restrictions to encourage residential accommodation more quickly in the CBD. This will give it vitality and remove the seedier night time elements from the area.

Comments related to economic benefit / contribution:

- High demand properties equals higher income for Council.
- New building approvals need to have affordable housing/offices for low income families/ start up businesses
- Council should stop spending rate payer funds, doing the same area over and over again in the CBD. If retailers want shades, sails, seats etc, they should pay for them. (Council do this in the other business areas)

Comments related to safety:

- CBD is seen as "dead and unsafe" after 6:00pm.

Comments related to height and amenity:

- The allowance for "green space" in development is critical especially in the CBD. We do not want wall-to-wall concrete. This can be achieved in many ways, as a cities like Melbourne and Sydney are testament to.
- CBD needs upgrading but not sure how out of character a large hotel will look
- People move to Coffs for what it is, not to have it made into the monstrosity that Port Macquarie and Byron Bay have become. People move from Sydney to escape so called progress which robs towns of community.
- What development is allowed should be reflective of the nature of Coffs Harbour - it should be light coloured, have a feeling of spaciousness and the tropics, and should have public space and landscaping at street level.
- Maintain the features of a coastal city with a sub-tropical climate and an outdoor lifestyle – we are not inner city Sydney or Melbourne and shouldn't try to copy inner city grunge.
- Developments need to respond to their site context and surrounding environment to ensure no detrimental amenity impacts or poor architectural/eye-sore outcomes.

- The shadowing issue is a vexed issue in this environment, as during the summer months shade is a virtue!

Comments related to Pacific Highway:

- Need to have the Pacific Highway bypass the CBD – this is restricting growth and investment.
- Need for iconic landscaping along the route of the Pacific Highway (particularly when the Coffs Harbour bypass is constructed).

Other:

- Request to include the following groups in the engagement process: Coffs City United Football Club, North Coast Football, CHCC Stadium and Major Events.
- All new Council owned buildings need to be located out of the 100 year ARI floodplain.
- Encourage development to include alternative means of pedestrian movement (such as land bridges linking buildings across the roads that are busy and will become busier - Harbour Drive; Grafton Street; Park Avenue)
- Wet weather access within the CBD (the old arcades do this, but a more creative arrangement would deliver public benefit).

Appendix 5

Submissions further to exhibition of the document

Submission 1 - [REDACTED] letter received 15 January 2018

[REDACTED]

The General Manager
Coffs Harbour City Council
Locked Bag 155
COFFS HARBOUR NSW 2450

15TH January 2018

Dear Sir,

RE: Proposed Changes to Height & Built Form Controls – CBD

I refer to the above Draft Study dated November 2017 and provide the below as feedback to this study.

Firstly, I would like to congratulate the Council for undertaking this work to hopefully provide a more level playing field for properties located within the CBD. That said I believe there are some further considerations that need to be considered and changes to the proposed controls before they go forward.

- Solar Access – The draft study places a lot of emphasis on solar access however the reality is that with such a prescriptive control CBD development will be further constrained. Current and proposed controls require awnings over footpaths already so solar access is already restricted by way of awning constructions on new developments. As such solar access should only be considered above an 8-storey height. At the very least a less prescriptive application of solar access guidelines will need to be incorporated.
- Floor Heights – It appears that these are quite prescriptive up to the proposed 17 metre Street Wall height. To allow for some flexibility the changes should not be specific to retail or commercial use on ground and first floors. For example, residential may be proposed (and shouldn't be hindered) from the 1st floor. Or car parking may be situated on 1st & 2nd floors so the number of floors up to the 17-metre height should be able to vary significantly and not be overly prescriptive.
- Street Wall Height – Whilst there is mention of the 17-metre height before 3 metre setbacks it isn't clear if this is from existing ground or AHD + freeboard. To be fair to all CBD properties this 17-metre height should be from AHD + freeboard.
- Parking Contributions & Calculations – It matters little if the Height & Built Forms in the study are adopted if council persists with both the calculation (i.e. one space per 40M2 of GFA for Commercial or one space for 23M2 of retail) and a circa \$21,000 contribution per space for those not provided on site. The proposed increases in building heights therefore overall GFA of sites are still not viable to be developed because of the cost impost for both number of spaces required and contribution costs for same. If council seriously wants to see the CBD grow and prosper it will have to take some short-term pain in reducing the parking contribution costs and / or amending the parking space calculation. Council has the

- opportunity to receive substantial increases in rates for future property developments in the CBD, this will not happen with these parking contribution / calculation constraints.
- Further to Parking Calculations – Residential parking calculations should not require a space for each individual residence within the CBD. With great amenity and access to public transport nearby residential development should be encouraged without the need for specific car spaces aligned to individual apartments.
- Floor Space Ratio – I would happily stand corrected, but I don't believe the proposed increased FSR of 4.5 allows GFA development in line with the proposed new building heights / form. i.e. a 1200M2 block can have a GFA of 5,400M2 but 6 floors and then a further 7 floors after podium – this doesn't add up. The FSR must align to the proposed new building heights & form.
- There should be no set backs on buildings up to 6 floors if the development creates roof top break out / green spaces. Solar access impact is minimal and a much more effective amenity for building occupants.
- Tower Footprints – If the footprint proposed for towers component is limited to 600M2 then no tower developments will take place. This is because the lift and fire access areas within these spaces make it unviable to develop a property with such small floor plates. If the council wants to see development above 6 floors within the CBD then tower footprints will have to be increased / or a blanket height of 8 storeys with limited setbacks for last 2 floors would drive development more so than the current proposal of tower footprints.
- Minimum 30 Metre frontages for development – Some blocks within the CBD simply cannot be amalgamated due to neighbour constraints. i.e. a church or council owned property. It should not be as prescriptive as this to allow / consider development approval in the new forms. If a property doesn't meet this requirement and can't be developed, then it would have to be rated differently – that is the UCV reduced and council rate income reduced accordingly.

There are many aspects of the proposed changes which are potentially very positive for the CBD and future growth of our city. The points raised here are directly related to those aspects which need consideration and variation to the draft study so that the full potential of the CBD can be realised. The very reason that little CBD development has taken place in the past 10 – 15 years has been due to the prescriptive nature of current DCP controls and adhoc variation in heights applied across the CBD and surrounds. If it is B3 zoned, then it should be some of the most valuable land in the city. That is not the case when height and built forms restrict its development more so than land on the outskirts of the CBD.

Submission 2 - [REDACTED] received via 'Have Your Say' Coffs Harbour on 17 January 2018

On behalf of our family company namely [REDACTED] which is the owner of two commercial properties in the Coffs Harbour CBD. I wish to say that we are not opposed to the recommendations except to say that there should always be room for variation of height and building form standards such that having regard to the current and likely urban fabric, light and visual experience the owners needs and wants are within reason met. In other words commercial reality should be given full weight.