

Planning Proposal – Civic Precinct, Lake and West Streets Forster - to amend Great Lakes Local Environmental Plan 2014 to:

Amend the Great Lakes Local Environmental Plan 2014 over a landmark development site to facilitate development of the Forster Civic Precinct project which will deliver substantial social and economic benefits to the community. The proposed amendments involve:

- Height of Building Controls applying to the subject land under Clause 4.3 are increased to allow buildings heights over the land between 26 metres and 33 metres; and
- Floor Space Ratio Controls applying to the subject land under Clause 4.4 will be increased to allow maximum floor space ratios of 3:1.

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Version	Purpose of Document	Author	Date
1	Draft for independent review	GMS	9 December 2016
2	For reporting to Council and Gateway Determination.	RD	9 January 2017
3	Council review and amendment	DT/AA/RD	31 January 2017
4	Further review and amendment	DT/AA/RD	22 February 2017

INTRODUCTION

The Planning Proposal has been prepared for Mid-Coast Council in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* and the relevant Department of Planning and Environment (Department) Guidelines, including *A Guide to Preparing Local Environmental Plans* and *A Guide to Preparing Planning Proposals*.

The Planning Proposal seeks to amend Great Lakes Local Environmental Plan 2014 (GL LEP 2014) to:

1. Increase maximum height of building controls applying to land in the Forster Civic Precinct Site (Lot 11-13 DP 47987), Lake and West Streets, Forster with an area of approximately 6,000m² increasing to a height of 33 metres and the remainder of the site increasing to a maximum building height limit of 26 metres applicable under the provisions of Clause 4.3 under GL LEP 2014; and
2. Increase maximum floor space ratio controls applying to land in the Forster Civic Precinct Site (Lot 11-13 DP 47987), Lake and West Streets, Forster to a maximum floor space control of 3:1 applicable under the provisions of Clause 4.4 under GL LEP 2014.

The subject site is depicted in **Figure 1** and **Figure 2**.



Figure 1 – Site location and context with surrounding Forster town centre



Figure 2 – Site location

The Planning Proposal has been prepared to facilitate development of a significant site which is part of the Forster town centre and which is the subject of a proposal which will provide the land for commercial/residential development integrated with a civic precinct which will provide community facilities developed on the site in the form of a new library, community space including meeting rooms and visitor information centre (**Civic Facilities**). The proposal is being developed by a private developer who will construct and hand over the community facilities to Council, enabling modern high quality facilities to be developed which, when combined with the proposed development of the remainder of the site, will provide a dynamic and integrated precinct with strong activation and sense of connection. In return, the developer obtains development rights over the remainder of the land and airspace to develop a commercial, entertainment, tourism and seniors housing development which integrates with the community facilities. The development proposal includes buildings that exceed the maximum height of building controls and floor space ratio controls that apply to the land.

A development agreement between the developer and Council has (or shortly will be) entered into which amongst other things requires the developer to design and construct the Civic Facilities in

Stage 1 of the development. The proposed development will be subject to a development application which will be exhibited and considered concurrently with the Planning Proposal.

The Planning Proposal is supported by an Urban Design Analysis Report (UDAR), provided in Appendix C and an Economic Impact Assessment provided in Appendix D.

The development concept for the site proposal incorporates the following Council Facilities:

- Over 1,700m² of high quality library space with high ceilings and connection with community lounges and outdoor space;
- 485m² Community Space connected with community lounge and outdoor space;
- 400m² Community Lounge and facilities, integrated with a large community plaza; and
- Visitor Information Centre
- Associated parking, landscaping and other infrastructure.

In addition, the remainder of the site will be developed with a combination of residential and commercial/entertainment development which is integrated with the community precinct facilities and will include

- Supermarket;
- Retail Shops;
- Restaurants;
- Cinema;
- Hotel;
- Nightclub;
- Child Care Centre;
- Gymnasium; and
- Residential Apartments (Seniors).

Whilst the final designs are yet to be completed, concepts have included renders to show broad outcomes for the site as shown in **Figure 3** and **Figure 4**.



Figure 3 – Civic Precinct concept along Lake Street frontage (TVS Architects)



Figure 4 – Civic Precinct view in to community plaza (TVS Architects)

The site is currently zoned B4 Mixed Use under the Great Lakes LEP 2014 and the proposed development being contemplated is permissible with consent under this zone.

This Planning Proposal outlines the intended effect of, and justification for the proposed amendments to GL LEP 2014.

The proclamation of 12 May 2016 ratified the merger of the local government areas of Gloucester Shire, Greater Taree and Great Lakes into Mid-Coast Council. GL LEP 2014 still stands as a separate environmental planning instrument.

Council is not seeking to exercise delegations for this Planning Proposal given the potential conflict of interest that may arise as Council are the owners of the subject land.

PART 1 - OBJECTIVES OR INTENDED OUTCOMES

(s.55(2)(a) A statement of the objectives or intended outcomes of the proposed instrument)

The objective of the Planning Proposal is to amend the Great Lakes Local Environmental Plan 2014 over a landmark development site to facilitate development of the Forster Civic Precinct project which will deliver substantial social and economic benefits to the community.

The intended outcomes of the Planning Proposal are to amend the Height of Building and Floor Space Ratio map layers under GL LEP 2014 as they affect Lots 11-13 DP 47987 at the corner of Lake and West Streets, Forster so that:

- Height of Building Controls applying to the subject land under Clause 4.3 are increased to allow buildings heights over the land between 26 metres and 33 metres; and
- Floor Space Ratio Controls applying to the subject land under Clause 4.4 will be increased to allow maximum floor space ratios of 3:1.

The Planning Proposal will be considered concurrently with a development application for the development of the site which will include detailed design outcomes for the land.

PART 2 - EXPLANATION OF PROVISIONS

(s.55(2)(b) An explanation of the provisions that are to be included in the proposed instrument)

The site is currently zoned B4 Mixed Use under GL LEP 2014 and the Planning Proposal is not seeking to change this zoning. The Planning Proposal will, however, increase the possible maximum height of buildings and increase the floor space ratio across the site.

The proposed outcome will be achieved by:

- Amending the GL LEP 2014 Height of Building Map over the subject lands in accordance with the proposed Height of Buildings map shown in **Figure 5** below and in Appendix A.
- Amending the GL LEP 2014 Floor Space Ratio Map over the subject lands in accordance with the proposed Floor Space Ratio map shown on **Figure 6** and in Appendix B.

It is noted that clauses 4.3 and 4.4 of GL LEP 2014 allow for a 10% increase in maximum building height and floor space ratio in the following circumstances:

- internal lift access will be provided to all levels in the building, and*
- the design of the building is consistent with AS 4299–1995, Adaptable housing.*

It is also noted that Mid Coast Council is currently preparing a Planning Proposal to amend the above-mentioned clauses of GL LEP 2014 to require buildings to be designed in accordance with the *Liveable Housing Design Guidelines* instead of AS4299-1995 to obtain the 10% bonus FSR and Height. The proposed building will meet these requirements and the controls for the land have been applied with consideration that the additional 10% height and FSR is necessary for the development project to comply.

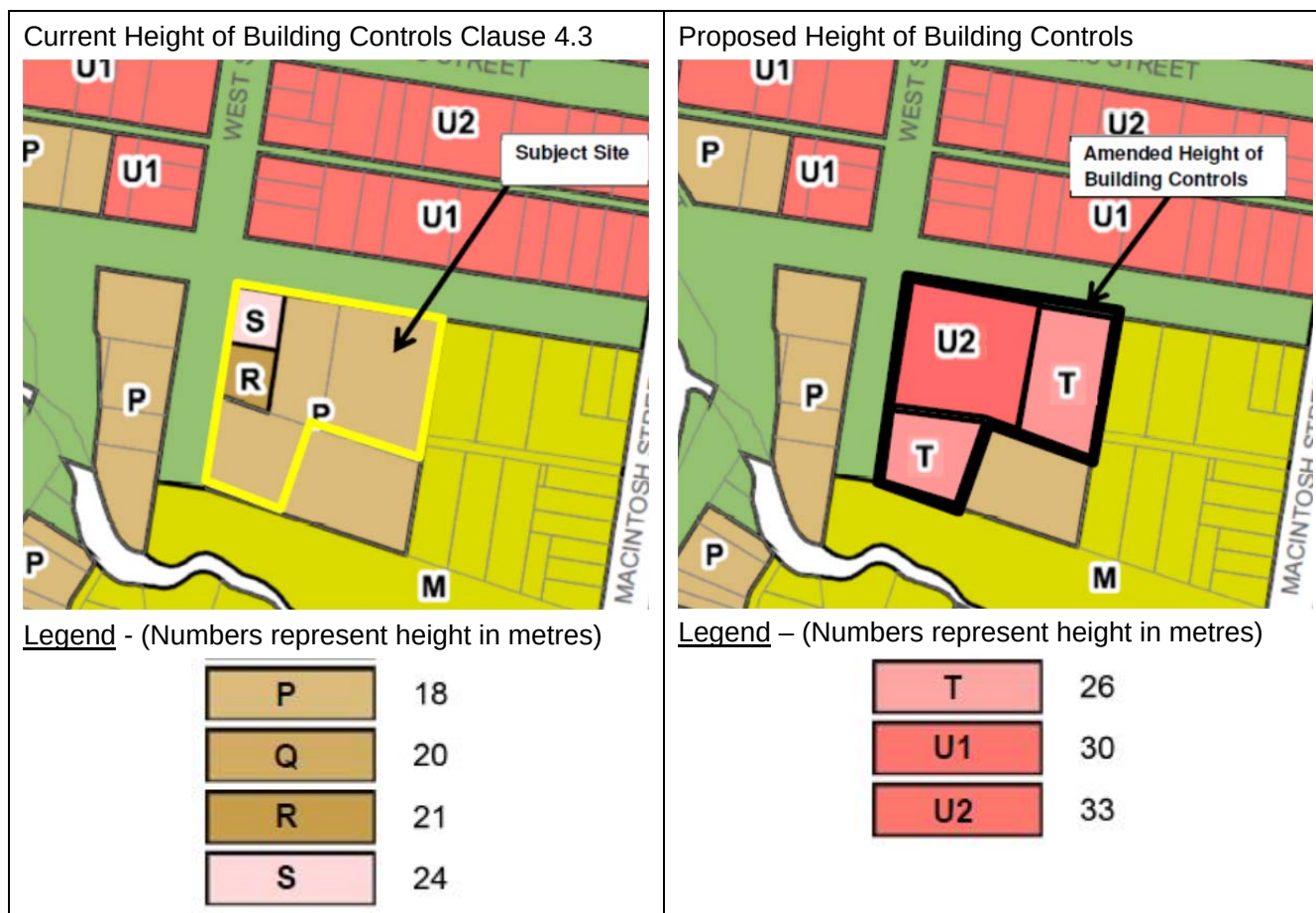
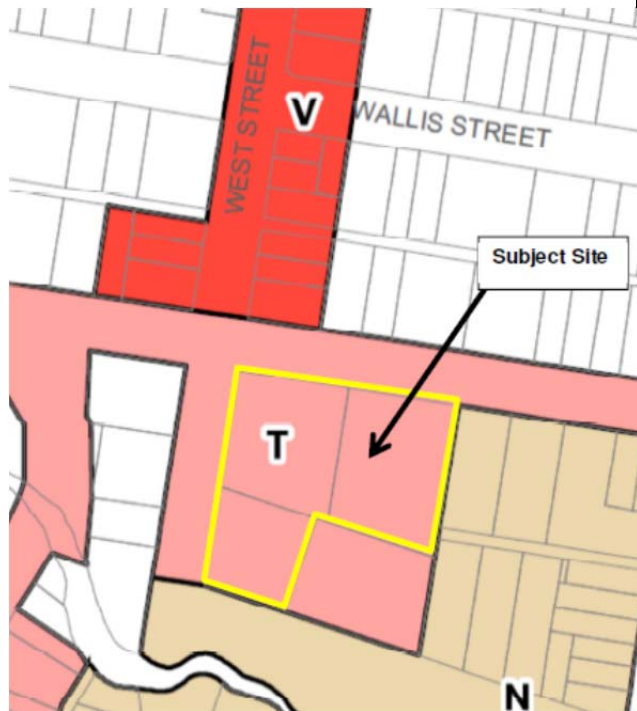
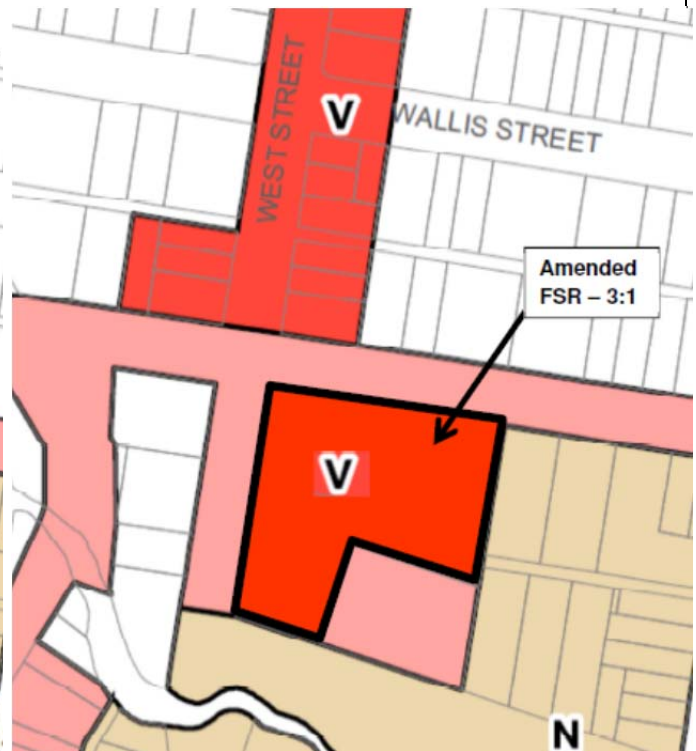


Figure 5 – Current and Proposed Height of Building Controls

Current FSR Control



Proposed FSR Control



Legend - (Numbers represent Maximum Floor Space Ratio n:1)

B	0.4
D	0.5
N	1
T	2
V	3

Legend - (Numbers represent Maximum Floor Space Ratio n:1)

B	0.4
D	0.5
N	1
T	2
V	3

Figure 6 – Existing and proposed FSRs for the site

PART 3 - JUSTIFICATION

(s.55(2)(c) Justification for the objectives or intended outcomes and the process for their implementation)

Section A – Need for the Planning Proposal

3.A.1 Is the Planning Proposal a result of any strategic study or report?

The Planning Proposal has been developed from the Council's strategies and detailed studies into the urban form and function of the Forster and Tuncurry town centres.

The Urban Design Density Review (**UDDR**) was prepared by the former Great Lakes Council in 2008 to examine the previous plans and strategies for the Forster Tuncurry urban area and recommend improvements to the existing urban structure to provide for sustainable growth and development of the Forster and Tuncurry central urban areas

The UDDR provided Town Centre visions for Forster and Tuncurry, with the following relevant to this Planning Proposal:

- Creating a Unique Identity;
- Creating compact and attractive town centres;
- Facilitating Access and Mobility around the towns;
- Creating liveable towns;
- Reconnecting Towns to the foreshore; and
- Improving the Public Domain.

This initial study identified the subject land as part of the mixed use zone and adjacent to the site identified as the 'Civic Precinct' as shown in **Figure 7**.



Figure 7 – Civic Precinct as per 2008 Master Plan

The UDDR sought to achieve enlargement, consolidation and diversification of the town centre by providing growth over mixed use areas and creating a civic precinct to activate and revitalise the area. The growth would build upon the areas waterfront location, providing a boutique commercial area which would function to service the high number of tourists in the area in the caravan park and holiday apartments, whilst also providing a high quality public area for residents of the area.

The UDDR also provided incentives for seniors housing in the area as it is well connected to services and facilities.

From the UDDR, a Civic Precinct Master Plan was prepared in 2008 for the former Great Lakes Council. That Master Plan provided an urban form for redevelopment of the site then known as 'Civic Precinct' and the subject land (which was in private ownership at the time) to deliver community facilities, integrated with commercial and residential development to create a civic precinct to deliver the urban outcomes identified in the UDDR. The Civic Precinct Master Plan provided for the development of the community facilities on the land located on the opposite side of West Street fronting the foreshore, where the current visitor information centre is located and where the former School of Arts hall was located. The commercial and residential development which was integrated with the Master Plan was located on the subject land. **Figure 8** shows the Master Plan option which was preferred at the time and on which changes to the controls over both sites were made:



Figure 8 – Civic Precinct view (2008 Master Plan)

"The redevelopment of the Forster Civic Precinct presents a unique opportunity to improve the legibility of the public domain, to create a town square connected to the water and to provide centrally located civic facilities. The broad benefits of these actions would include a more environmentally sustainable urban form, a rejuvenated image of the town, a revitalised town centre and reinforced civic spirit."(Forster Civic Precinct Master Plan, 2008)

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As Council examined opportunities for development of the community facilities, it became clear to Council that there were significant development and funding constraints to the development of high

quality community facilities which would provide a special place for the local community. It was recognised by Council that it would be necessary to take a more commercial approach to achieve optimal community outcomes. The land subject of the Planning Proposal was acquired by Council in May 2014 and given its underlying development potential, could realise a higher value, and was recognised as being able to meet Council's investment strategy as well as being so important to the Civic Precinct, giving Council control of key assets to shape and guide the future development of the town centre.

At Council's meeting on 28 April 2015 Council resolved to examine relocation of the civic facilities to the subject land and to engage with a private partner to fund (in whole or part) the development of the facilities in turn for development of the remainder of the subject land with commercial and residential development which would be integrated and complimentary to the civic facilities. In these negotiations, it was determined that it would be feasible to develop the land in such a manner but only with the increased yields for the land which would necessitate changes to the building height and floor space controls over the land.

The progression of this project delivers the outcomes so desired by the UDDR and Civic Precinct Master Plan, but does so in a way that delivers the highest quality of community facilities by leveraging the value of the land acquired by Council to create exceptional community facilities together with significant activation as a result of the integrated development of the site.

With the change to the civic precinct and the development of the land with higher towers and increased floor space ratio, the attached UDAR examines and concludes the suitability of the proposal within the urban form and function. It is clear from the UDAR that:

- The site is the only large development site in the Forster town ship.
- Incorporation of the civic precinct makes the site a key site and a landmark site which justified greater height and presence.
- The proposal creates high quality spaces for the community facilities.
- Without the Civic facilities incorporated, the residential and commercial outcomes would be largely compliant with the current controls.
- The building heights and floor space controls are generally similar to controls for adjoining land to the north and integrate with the planned urban form for the area.
- There have been no significant negative impacts for surrounding areas identified.

3.A.2 Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

GL LEP 2014 includes provisions under Clause 4.6 which would allow for variation of the height of building controls and floor space ratio controls. There is no limitation on the degree to which these controls can be varied. Whilst it is possible to make a submission as to why the controls should be varied (and may be justified by the discussion in the UDAR), and there are clear public benefits to variation, the variations are in some cases more than 50%. Given Council is the land owner, it is considered that alteration to the controls sought by this Planning Proposal are necessary to ensure that there is suitable independence to the change and avoids perceptions of conflicts of interest.

An alternative method of achieving the objectives could also be the creation of a local clause allowing increased building heights and floor space ratios where development includes civic precinct facilities. This method could be adopted to ensure that the increased heights and floor space ratios are only allowed where the public benefits from the civic precinct are included. This would, however, make the amended local environmental plan (LEP) more complex and less-user friendly.

It would also be contrary to the provisions of Section 117 Direction 6.3. Given the Planning Proposal is to be considered concurrently with a development application providing for the civic precinct facilities, and the overall project is subject to a development agreement requiring delivery of the facilities, it is considered that the change to the development standards proposed, that is by this Planning Proposal, is the best means for achieving the objectives and intended outcomes.

Section B – Relationship to Strategic Planning Framework

3.B.1 Is the Planning Proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

The Planning Proposal is considered to be consistent with the Hunter Regional Plan which recognises the need for encouraging compact settlements, revitalisation of communities, support for tourism, and improving housing choice and sustainability. The following goals and directions are relevant to the proposal:

Goal 1 – The leading regional economy in Australia

Direction 6 – Grow the economy of Mid-Coast and Port Stephens

The Planning Proposal will provide for commercial development as well as civic development which will support the growth of the Forster township and provide economic growth in the region.

Direction 9 – Grow tourism in the region

A key issue identified in the Council's previous studies and strategies is the need for services and activities in and around the town centre to support the large tourist population in the area. The proposed civic facilities and entertainment facilities provide activities that support tourism in the area, whilst the proposed small retail components (including express supermarket) provide for low scale retail which can provide essential everyday items for tourists staying in the area.

The new hotel and serviced apartments proposed in the development concept also provide for additional tourism accommodation of a type which is not found in the locality and which provides a greater diversity of tourist accommodation in the area, allowing for growth into new tourism sectors for the area.

Goal 3 – Thriving communities

Direction 17 – Create healthy built environments through good design

The development concepts for the site provide housing on the land which is integrated with civic and commercial development, as well as linking with the Foreshore open space, boardwalk and the CBD, providing strong pedestrian and bicycle connectivity promoting healthy design.

Direction 20 – Revitalise existing communities

One of the key goals of the civic precinct is the revitalisation of the Forster town centre and delivers social infrastructure and new activity at this key site to support and revitalise the central business district and high density residential areas of the town centre.

Goal 4 – Greater housing choice and jobs

Direction 21 – Create a compact settlement

The Planning Proposal will result in a proposed integrated civic centre, commercial and residential development is consistent with the outcomes for the strategies affecting the Forster town centre which provide for a compact settlement.

Direction 22 – Promote housing diversity

The proposed development concept provides units for seniors housing in an apartment fashion which proposes greater housing diversity in the area and promotes housing suitable for ageing in place for seniors which are a key demographic in the local area.

Direction 23 – Grow centres and renewal corridors

The proposed development concept provides for growth in Forster-Tuncurry which is identified as a strategic centre within the regional plans.

Direction 26 – Deliver infrastructure to support growth and communities

The proposed development concept provides for the delivery of social infrastructure (library, community space, visitor information centre, community meeting rooms etc) consistent with this direction.

3.B.2 Is the Planning Proposal consistent with the local council's Community Strategic Plan, or other local strategic plan?

The Planning Proposal is consistent with the former Great Lakes Council's *Community Strategic Plan 2010-2030* (Great Lakes 2030). The community plan represents the long term aspirations for the area and encompasses an overarching vision developed by the community, and objectives and strategies to achieve community goals namely:

Vision: *a unique and sustainably managed environment balanced with quality lifestyle opportunities created through appropriate development, infrastructure and services.*

The Planning Proposal is also consistent with the Great Lakes Active Ageing Strategy and the Forster Tuncurry Employment Lands Strategy.

Great Lakes Community Strategic Plan 2030

The Planning Proposal is linked with the following key directions of the strategy as follows:

Key Direction 2 – Strong Local Economies

- Promote the Great Lakes as an area that is attractive for residents and visitors.
- Establish and maintain a supportive business environment that encourages job opportunities.

Key Direction 3 – Vibrant and Connected Communities

- Provide the right places and spaces.
- Plan for sustainable growth and development.
- Encourage a positive and supportive place for young people to thrive.
- Develop and support safe and healthy communities.

In particular, the Planning Proposal facilitates the delivery of significant public amenities and infrastructure in a manner that supports the Forster town centre and provides for sustainable growth in the town centre to strengthen the local economy and provide sustainable residential development integrated with services and facilities.

Great Lakes Active Ageing Strategy

The Great Lakes Ageing Strategy was prepared to guide Council's actions to cater for an ageing population. Great Lakes has a very high proportion of people aged over 50 years, and given this numbers are forecast to continue to grow, the needs of this age group are important.

The Planning Proposal is consistent with the recommendations of the strategy. The proposed development concept for the site provides seniors housing integrated with civic and commercial facilities and is a development which encompasses all relevant age friendly outcomes.

Forster Tuncurry Employment Lands Implementation Strategy

This strategy was adopted by the former Great Lakes Council in November 2009 and was prepared to act as a guide for future land use decisions with regard to retail, commercial and industrial land uses. The strategy provides a series of mechanisms and recommendations for delivering the Council's vision for the economic activities in the Forster and Tuncurry townships. Mechanisms and recommendations relevant to the subject land and proposal are discussed below:

Mechanism 1 – Develop a Point of Difference - *to create a point of difference for Forster - Tuncurry that distinguishes it from other coastal areas and attracts desirable businesses.*

The Planning Proposal involves a key landmark site in the Forster town centre and the concept provides for an integrated civic, commercial, entertainment, tourism and seniors housing development which will be unique to Forster. The businesses involved are all desirable businesses for the area and will support existing business in the town centre, generating additional tourism visitation and increasing the resident population for the town centre.

Mechanism 2 – Sustainable Health and Living - *to balance the concept of sustainability so that it includes lifestyle and healthy living options in addition to the environment and economy.*

The Planning Proposal integrates residential development with commercial and civic uses creating highly sustainable living opportunities which are less reliant upon car travel and are connected with pedestrian and bicycle infrastructure.

Mechanism 3 – Broaden the Tourist Industry - *extend the tourist season so that it can attract a broader range of visitors and spread the economic flow on benefits to associated industries over a greater period of the year..*

The Planning Proposal provides new and improved tourism facilities with a modern tourist information centre. The concept for the site also includes entertainment and performance areas which provide opportunity for activities and functions year round to help attract tourists outside of peak seasons. Furthermore, the proposed hotel broadens the range of tourist accommodation options in the area and provides for accommodation which can support conference and function facilities in the area, to attract corporate and other functions.

Mechanism 6 – Government Support for Forster Tuncurry - *to promote government support for services in Forster - Tuncurry in light of its designation as a place of significant urban growth.*

The proposed civic precinct facilities include spaces for art, culture and recreation in central Forster consistent with the actions sought under this mechanism.

Mechanism 11 – Make Forster Tuncurry ‘Urban Chic’ - *enhance the cultural and recreational appeal of Forster - Tuncurry to a range of age groups.*

The proposed civic precinct combined with the entertainment and commercial facilities enclosing a community plaza make a high quality urban space with a buzz of activity for all age groups creating a special place in Forster enhancing the appeal of the area to the entire community.

Many of the planning recommendations within the employment lands strategy have been incorporated into GL LEP 2014, including zoning of the subject site and adjoining areas as mixed use to encourage an active living area with commercial and civic facilities integrated with residential and tourist development. The Planning Proposal facilitates an integrated development outcome which provides for a development concept which delivers high quality urban outcomes that deliver and surpass even the most ambitious visions for the economic health of the Forster Town centre.

The economic impacts of the concept development for the site have been examined in detail by Hill PDA, within the Economic Impact Assessment contained in Appendix D. Hill PDA concluded:

the indicative development options as outlined in the Planning Proposal are in accordance with the opportunities and actions outlined by the Strategy as it would provide a high density mixed use development within Forster Town Centre.

3.B.3 Is the Planning Proposal consistent with applicable state environmental planning policies?

The Planning Proposal is considered to be generally consistent with applicable state environmental planning policies.

A summary of the Planning Proposal's consistency with applicable State Environmental Planning Policies is provided in Appendix E of this Planning Proposal.

3.B.4 Is the Planning Proposal consistent with applicable Ministerial Directions (s.117 directions)?

The Planning Proposal is considered to be generally consistent with applicable S.117 Ministerial Directions.

A summary of the Planning Proposal's consistency with relevant s.117 Ministerial Directions is provided in Appendix F of this Planning Proposal.

Section C – Environmental, Social and Economic Impact

3.C.1 Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

The subject land is a highly disturbed site that was previously used as a public school and does not contain significant areas of native vegetation communities or other significant features. There are a number of native and introduced tree species on and adjoining the land which appear to have been established in support of the use of the land as a public school (providing shade and other landscape qualities to playground areas etc).

An earlier development application for the land included an ecological assessment for the land which found that one (1) tree in the southern extent of the site was a listed threatened species, but it was determined that the specimen may be planted and was not part of a viable local population. The assessment and Council review determined that removal of the specimen would not have a significant impact.

The Planning Proposal only alters height and floor space ratio controls over the land and would not result in any change to the likely effect of development on the land to ecological values of the land. It is noted that the development concept which is being prepared provides for the retention of this tree and other trees near the site boundaries.

The Planning Proposal is not likely to impact on critical habitat, threatened species, populations or ecological communities.

Ecological impact assessment of the proposal will be undertaken as part of the concurrent development application and will be exhibited concurrently with the Planning Proposal.

3.C.2 Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?

The site is highly disturbed cleared land previously used for urban purposes and does not contain natural environmental features. The Planning Proposal only provides for increased building height and floor space ratio and the impacts of the changes are limited to built environment impacts. These have been examined in detail within the UDAR provided in Appendix C which includes detailed examination of landscape and built form, view analysis, overshadowing and other urban design matters.

In relation to key issues, the following has been found within the UDAR:

- The site is one of the largest vacant development sites in the town centre and provides an opportunity to create a well-designed mixed use development with a range of community, commercial and residential uses.
- The site will be a landmark site in the Forster town centre connected with the waterfront and CBD.
- As a landmark site, taller buildings can be considered and will contribute to the CBD's legibility and create a gateway at the southern end of the CBD.
- The proposal will provide high quality community and retail entertainment uses which require higher ceiling space to create quality space and desired urban outcomes.

- Increases to height and FSR are justified as the proposal will deliver public benefits with high quality community buildings and outdoor spaces. In the absence of the community facilities, the development standards could largely be met.
- The integration of the mixed uses has significant benefits in terms of urban form and structure.
- The proposed building heights still meet the height objectives under the GL LEP 2014 with the scale of the proposed buildings compatible with the planned building heights for the town centre.
- The built form includes stepping down of buildings to the south and east to integrate with lower building heights in those areas.
- The proposed FSR still meets the objectives of the control in that it is compatible with the controls for land to the north within the town centre and provides for a broad range of uses consistent with the objectives of the zone.
- The Planning Proposal results in some overshadowing of land to the south on 21 June, however, the property most affected is an office building (NSW Department of Education) and most properties still received at least three (3) hours of sunlight in midwinter. It should be noted that the shading impacts depicted are similar to the shadows of the previously approved five (5) storey development on the land.
- The Planning Proposal includes retention of large trees on the site perimeter which are of similar scale to the proposed buildings.

More detailed assessment of other environmental impacts will be considered in detail with the development application which will be exhibited and considered concurrently with the Planning Proposal.

3.C.3 Has the Planning Proposal adequately addressed any social and economic effects?

The Planning Proposal facilitates development of significant and high quality civic precinct facilities. This social infrastructure will be of benefit to the entire community and will deliver positive impacts for the local community.

It should be noted that the zoning of the site does not change and all uses proposed in the development concept can be developed under the current controls. Regardless, the economic impacts of the concept development for the site have been examined in detail by Hill PDA as contained in Appendix D. The key findings of the Assessment found that the Planning Proposal would:

- Provide an integrated development creating greater housing diversity and supply, encouraging Forster to grow and provide impetus for further investment, consistent with the local and regional Planning Strategies for the area.
- Create approximately 236 construction jobs on site and generate an additional \$0.9 million in revenue to local retailers during construction.
- Facilitate the creation of approximately 260 jobs when the development is operational, contributing around \$15.1 million every year to the local economy.
- Additional revenue from spending of new residents on the site would be in the order of \$3.4 million.
- Additional revenue from spending of tourists at the site would be in the order of \$3.04 million.
- Total estimated spend of residents, tourists and workers at the site would be around \$5.5 million every year,
- Provide 1,000m² of supermarket floor space in the town centre (where none currently exists), helping to address the 1,775m² of undersupplied supermarket space for the area.

- New businesses may impact on other businesses in the area (eg cinemas) however, this is limited to competition between businesses.

In addition, the Assessment also notes the following less tangible impacts of the Planning Proposal:

- The Planning Proposal will stimulate further interest and investment in Forster Tuncurry.
- The street will be activated with retail, commercial and community uses.
- The Planning Proposal will result in 'transit oriented development' within walking distance of the town centre.
- It will result in improved efficiencies, with fewer private motor vehicle trips and shorter distances.

Section D – State and Commonwealth Interests

3.D.1 Is there adequate public infrastructure for the planning Proposal?

There are no public infrastructure implications with the Planning Proposal.

Brief discussions have been held with Mid Coast Water in relation to water and sewer capacity in the area to deal with increased development from the site. Mid Coast Water has advised that there is suitable capacity in the water and sewer systems for the area to cater for the requirements for the site.

The concurrent Development Application will be reviewed by service authorities and will only be approved subject to suitable arrangements having been made for necessary services for the development.

3.D.2 What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway Determination?

A recent meeting between Council's Strategic Planning Manager and Office of Environment and Heritage confirmed that an Aboriginal Cultural Heritage Assessment is not required for this Planning Proposal. However a due diligence assessment will be required at the development approval stage.

Given the Planning Proposal does not affect other matters of interest to State and Commonwealth public authorities, no other consultation is considered necessary.

PART 4 - MAPPING

(s.55(2)(d) Maps to be adopted by the proposed instrument)

The Planning Proposal will require amendments to the existing Height of Buildings and Floor Space Ratio maps (Tile 11D) of GL LEP2014.

The proposed amendments to the maps are shown in Appendix A and B.

Council will prepare mapping associated with this amendment in accordance with the Standard Technical Requirements for LEP Maps.

PART 5 - COMMUNITY CONSULTATION

In accordance with Section 56(2)(c) and 57 of the *Environmental Planning and Assessment Act* 1979, Council would require this Planning Proposal to be made publically available for a minimum of 28 days.

In accordance with Section 72K of the *Environmental Planning and Assessment Act* 1979, the Planning Proposal and development application will be exhibited concurrently if practicable. Where exhibited concurrently, both the development application and Planning Proposal will be exhibited for a minimum of 28 days or longer period where required for the development application process. The combined exhibition will assist the community to understand the intended design/development outcome on the site.

In accordance with Council's adopted consultation protocols the following will also be undertaken:

- Notices in the local newspaper;
- Direct mail notification to potentially affected land owners;
- Exhibition material and all relevant documents will be available at Council's Administrative and District Offices; and
- Exhibition material and all relevant documents will be available on Council's website.

Any further consultation required by the Gateway Determination will also be undertaken.

PART 6 - PROJECT TIMELINE

In accordance with the Department of Planning and Environment guidelines, the following timeline is provided, which includes the tasks deemed necessary for the making of this local environmental plan.

Task	Responsibility	Timeframe	Date (approximate)
Council resolution to support the Planning Proposal	Council	-	February 2017
Lodgement of Planning Proposal for Gateway Determination	Council	-	March 2017
Gateway Determination Issued	Minister for Planning	-	April 2017
Public exhibition of Planning Proposal	Council	Minimum 28 days	May 2017
Report to Council	Council	-	July 2017
Lodgement of Planning Proposal with Department of Planning and Environment (with any amendments as a result of submissions)	Council	-	August 2017
Making of local environmental plan	Minister for Planning	6 – 8 weeks	October 2017

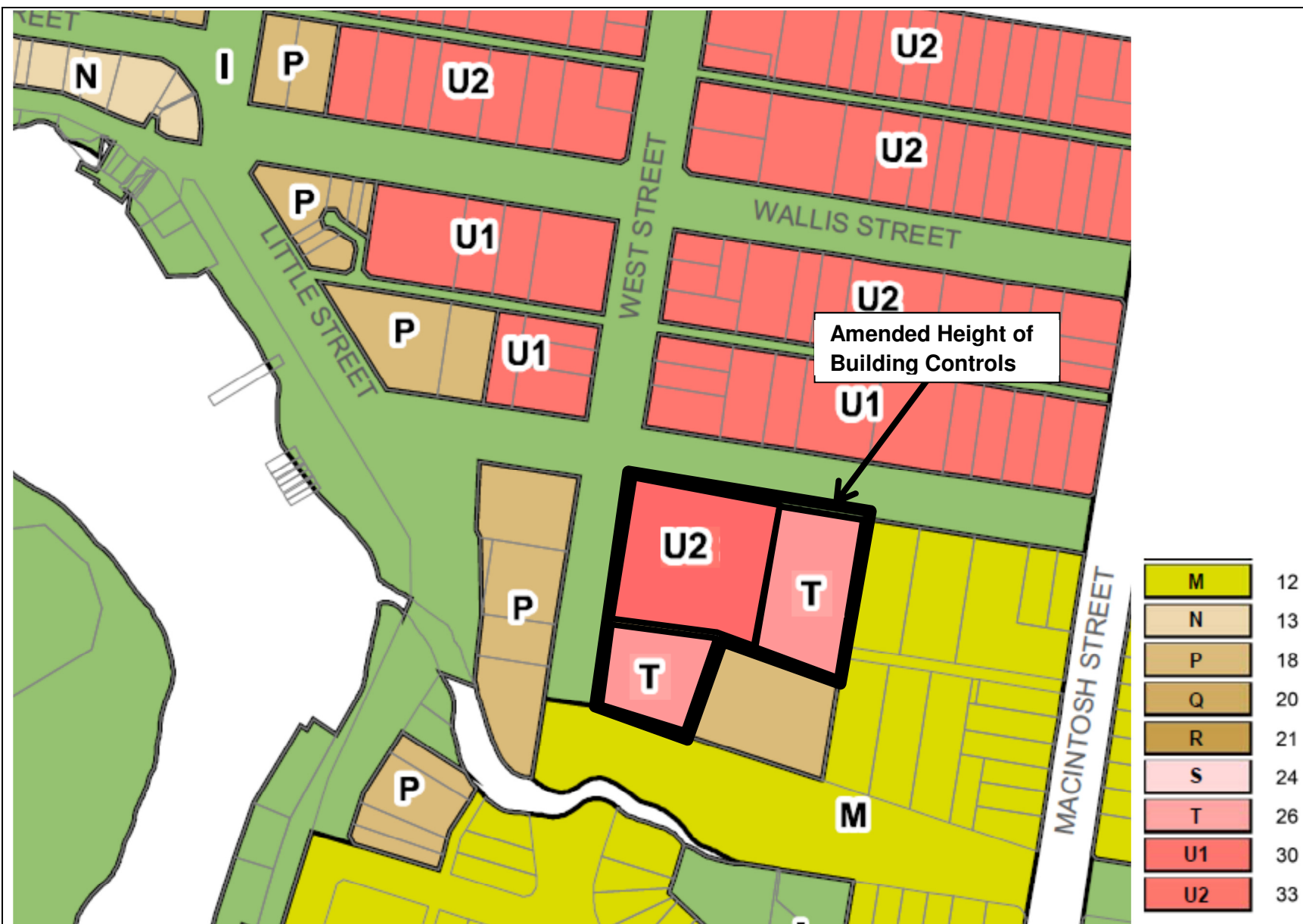
PART 7 - CONCLUSION

The primary aims of the Planning Proposal are to amend the existing development standard maps of GL LEP 2014 to:

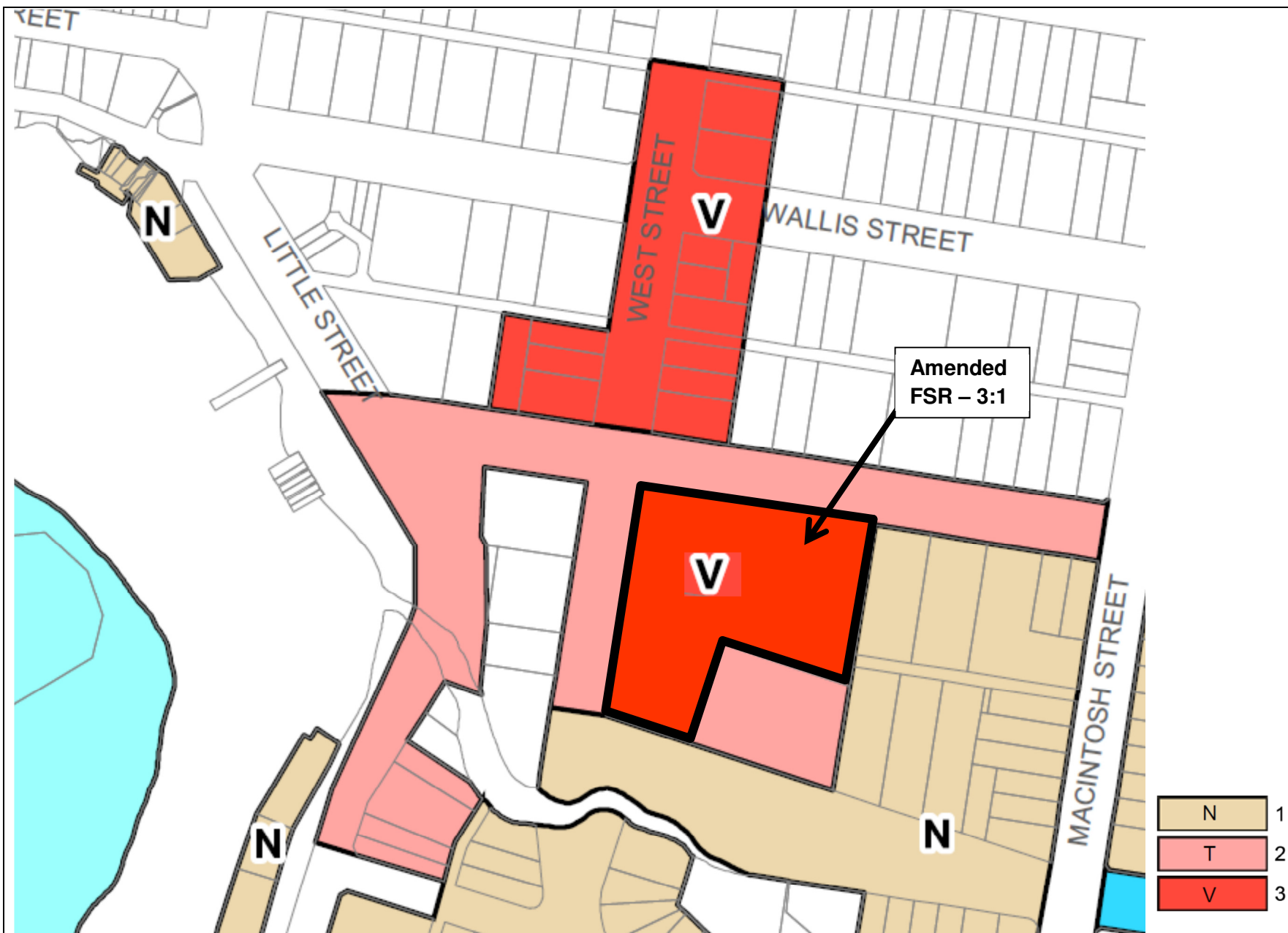
1. Increase maximum height of building controls applying to land in the Forster Civic Precinct Site (Lot 11-13 DP 47987), Lake and West Streets, Forster, with an area of approximately 6,000m² increasing to a height of 33 metres and the remainder of the site increasing to a maximum building height limit of 26 metres applicable under the provisions of Clause 4.3 under GL LEP 2014; and
2. Increase maximum floor space ratio controls applying to land in the Forster Civic Precinct Site (Lot 11-13 DP 47987), Lake and West Streets, Forster to a maximum floor space control of 3:1 applicable under the provisions of Clause 4.4 under GL LEP 2014.

The Planning Proposal is considered to have strategic merit as it delivers outcomes for the Forster Town Centre as documented in the recent UDAR as well as the previous Civic Precinct Master Plan. Development concepts for the site have evolved with the acquisition of the land by Council and the leveraging available through a development partnership between the Council and a private developer which allows for the delivery of the highest quality of community facilities possible. The Planning Proposal facilitates these outcomes and provides a significant development opportunity for a landmark site which is the only large development site in the town centre.

The effects of the greater building height and floor space ratio have been examined and will integrate with the planned form for the town centre and will not result in detrimental impacts elsewhere. The assessment of economic impacts of the proposal has shown that the proposed development will deliver substantial economic benefits to Forster Tuncurry.



Proposed Height of Building Controls – Great Lakes LEP 2014



Proposed FSR Controls – Great Lakes LEP 2014

Forster Civic Centre Project Urban Design Analysis Report



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date: 20 December 2016
version: D
purpose: Urban Design Report

1.0 INTRODUCTION

This report provides an urban design analysis of the height, FSR and setbacks of a proposal for the development on the subject site being Lots 12, 13 and 14 DP 47987 located on Lake Street, West Street and Middle Street (Figure 1).

The subject site is owned by Mid-Coast Council. Mid-Coast Council is seeking a private sector participant in development of the subject site. The design concept prepared on behalf of the Evermore Supported Living Consortium incorporates amendments to the height, FSR and setbacks for the subject site.

The urban design analysis of the site and its surrounding existing and future urban context assists in providing an understanding of the future character of the locality. This assists in determining whether the proposed height, FSR and setbacks for the proposal on the subject site are complementary to the surrounding locality.

This report outlines the following:

- A brief overview of the proposal.
- A contextual analysis of the site and the existing and future urban character of the surrounding area addressing the relevant LEP and DCP requirements.
- An urban design analysis of the proposal addressing the increased height, FSR and revised setbacks.



Figure 1 – Locality Plan
Source: Base map - Six maps 2016

2.0 THE PROPOSAL

A preliminary concept was developed as part of the Council's initial process. The concept has been further developed (issue 4) as shown on Figures 2 to 4. The concept will continue to be developed through the development process. The concept proposes amendments to the height, FSR and setbacks identified in Council's LEP and DCP.

The Project provides an opportunity to collaborate with Council to deliver key community facilities, public infrastructure and public open spaces on behalf of the Council, whilst at the same time offering an opportunity to create a private sector development, which is strategically positioned in the centre of Forster and is close to the water, local cafes, shops and services.

Council's vision and objectives for the site and project are to:

- Deliver key community facilities and public infrastructure, which meet Council's requirements and delivery timetable, specifically: library, visitor information centre, community centre, plus associated infrastructure such as car parking and landscaping;
- Deliver and activate public spaces for the benefit of the local community and visitors to the region;
- Encourage and facilitate the Developer to create and deliver a development, which is attractive to the market, creates an environment, which is a pleasure to both live in and visit and which complements Council's facilities and infrastructure;
- Deliver the Project on a staged basis in accordance with Council's required timetable and otherwise meeting market demands;
- Deliver a Project of architectural merit, and utilise relevant environmentally sustainable designs, which improve the appearance of the Site and complements its surrounds;
- Generate sustainable local employment opportunities; and
- Deliver a Site, which has strong connectivity and integration with the adjacent Forster CBD and water front of Wallis Lake.

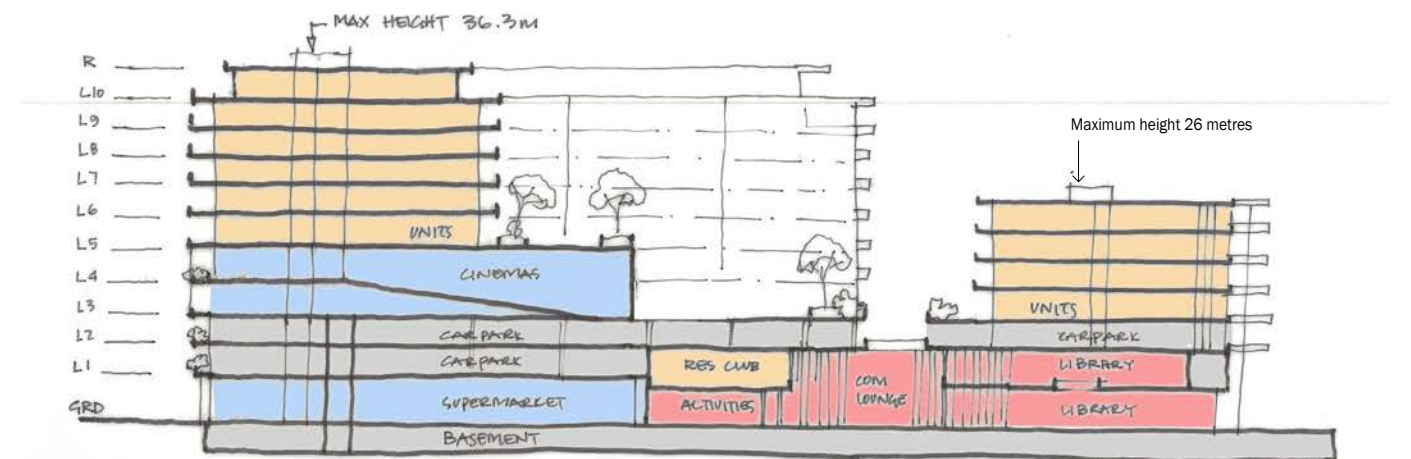
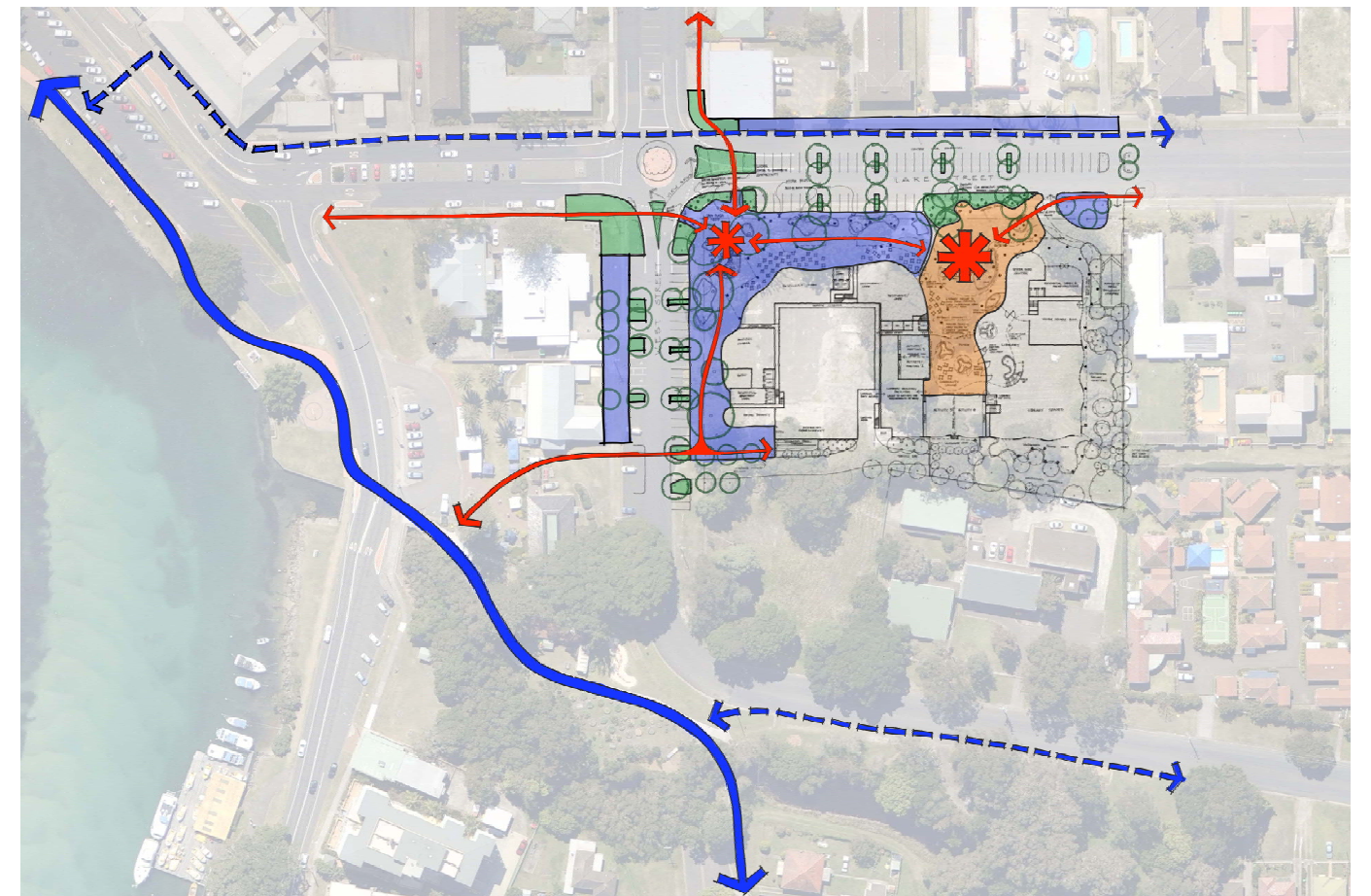


Figure 2 – The Concept
Source: TVS Architects 2016

THE PROPOSAL CONT.

Council has identified that the proposal is to design and deliver the following public elements:

- Library;
- Community centre (to cater for a range of uses including performance space);
- Visitor information centre;
- Outdoor spaces (both hard and soft landscaping);
- Car parking;
- Other related infrastructure including kerb and guttering.

This proposal incorporates the public elements required by Council as outlined above as well as a number of other community facilities, tourist accommodation and residential development. The proposal incorporates:

- Library
- Community centre / activity rooms
- Community lounge
- Visitor information centre + cafe
- Childcare centre
- Gymnasium
- Retail shops
- Restaurants + cafes
- Supermarket
- Cinema
- Hotel + night club
- Residential apartments (Seniors)
- Basement parking and additional parking on levels 1 and 2.



Figure 3 – The Concept - Artist impression
Source: TVS Architects 2016



Figure 4 – The Concept - Ground Floor
Source: TVS Architects 2016

3.0 CONTEXTUAL ANALYSIS

3.1 The Site

The subject site is now to form part of the Forster Civic Precinct. The site is 12,153m² in size, relatively level with vegetation located throughout the site. Key characteristics of the site are:

- Frontages onto three streets being Lake Street, West Street and Middle Street.
- Good road access and in close proximity to the transport links and the major highway network.
- Close proximity to the commercial core of Forster and Forster Beachfront.
- Connection, proximity and views to Wallis Lake and foreshore.
- The adjoining Peneton Creek and open space area.
- A large level development site.
- Zoned B4 Mixed Use.

Refer Figures 5 and 6.



Figure 5 – Site analysis
Source: Base map - Six maps 2016

CONTEXTUAL ANALYSIS CONT.

The Site Cont.



View to west along Lake Street



View to south from Lake Street at the site



View to east along Lake Street



Corner of Lake and West Streets



View south along West Street



View north along West Street



View east along Middle Street



View north from Middle Street at the site



View west along Middle Street

Figure 6 – Site photos

CONTEXTUAL ANALYSIS CONT.

3.2 Existing Urban Character

The immediately surrounding area of the subject site consists of older style one and two storey buildings with varying setbacks. The built form consists of a range of dwelling types and also includes tourist accommodation. Some new development comprising tall residential buildings has occurred throughout Forster and particularly within the Forster Beach Precinct to the north of the site.

Refer Figures 7 and 8.



Aerial view from south west



Aerial view from north west

Figure 7 – Existing Built Form - Indicative Only

CONTEXTUAL ANALYSIS CONT.

Existing urban Character Cont.

Forster Beach Precinct



Number 39 Head Street



View south east from Main Beach toward North Street



View north east from intersection of Head and Beach Streets

Figure 8 – Existing built form

Forster Commercial + Dining Precinct



View west along Wharf Street



View east along Memorial Drive



View east along Wallis Street

Forster Civic Precinct



Forster Neighbourhood Centre and Community Garden



View south along Little Street



Visitor Information Centre and view of Wallis Lake from Little Street

CONTEXTUAL ANALYSIS CONT.

3.3 Future Urban Character

In 2008, a 'Civic Precinct Master Plan' exercise was undertaken on behalf of the former Great Lakes Council for the land towards the west. This also included master planning for the subject site.

The Great Lakes Development Control Plan was prepared based on this master plan exercise. The subject site forms part of the Civic Precinct (Figure 9).

The intent was that the civic uses would be on the land to the west of the subject site, and the subject site would incorporate mixed use development comprising commercial, residential and retail land uses (Figure 10).

The concept plan for Forster in the Development Control Plan identifies West Street as a pedestrian street from the subject site to the beachfront. It also identifies active street frontages along West Street, Lake Street and Middle Street for the subject site.

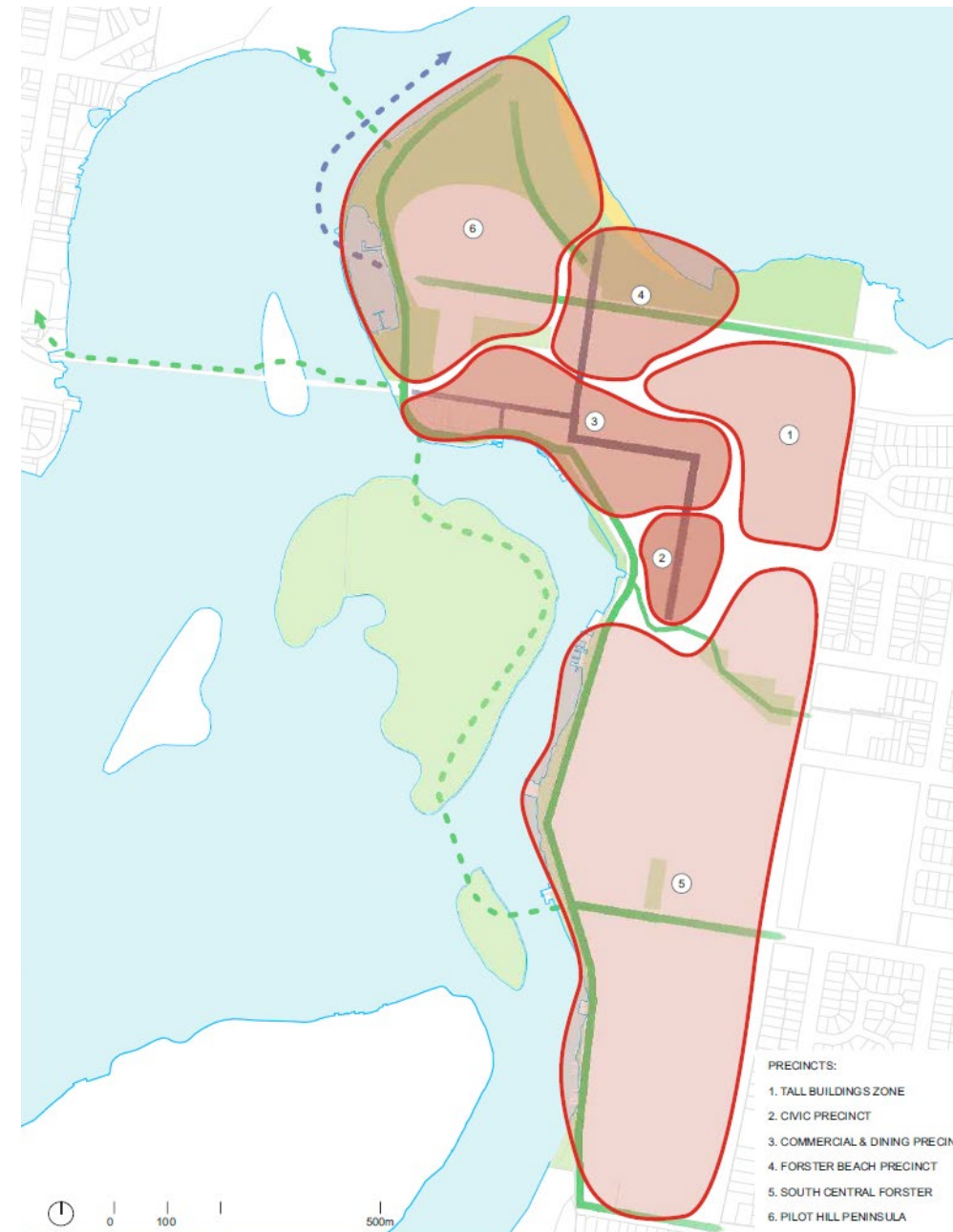


Figure 9 – Forster Precincts
Source: Great Lakes Development Control Plan

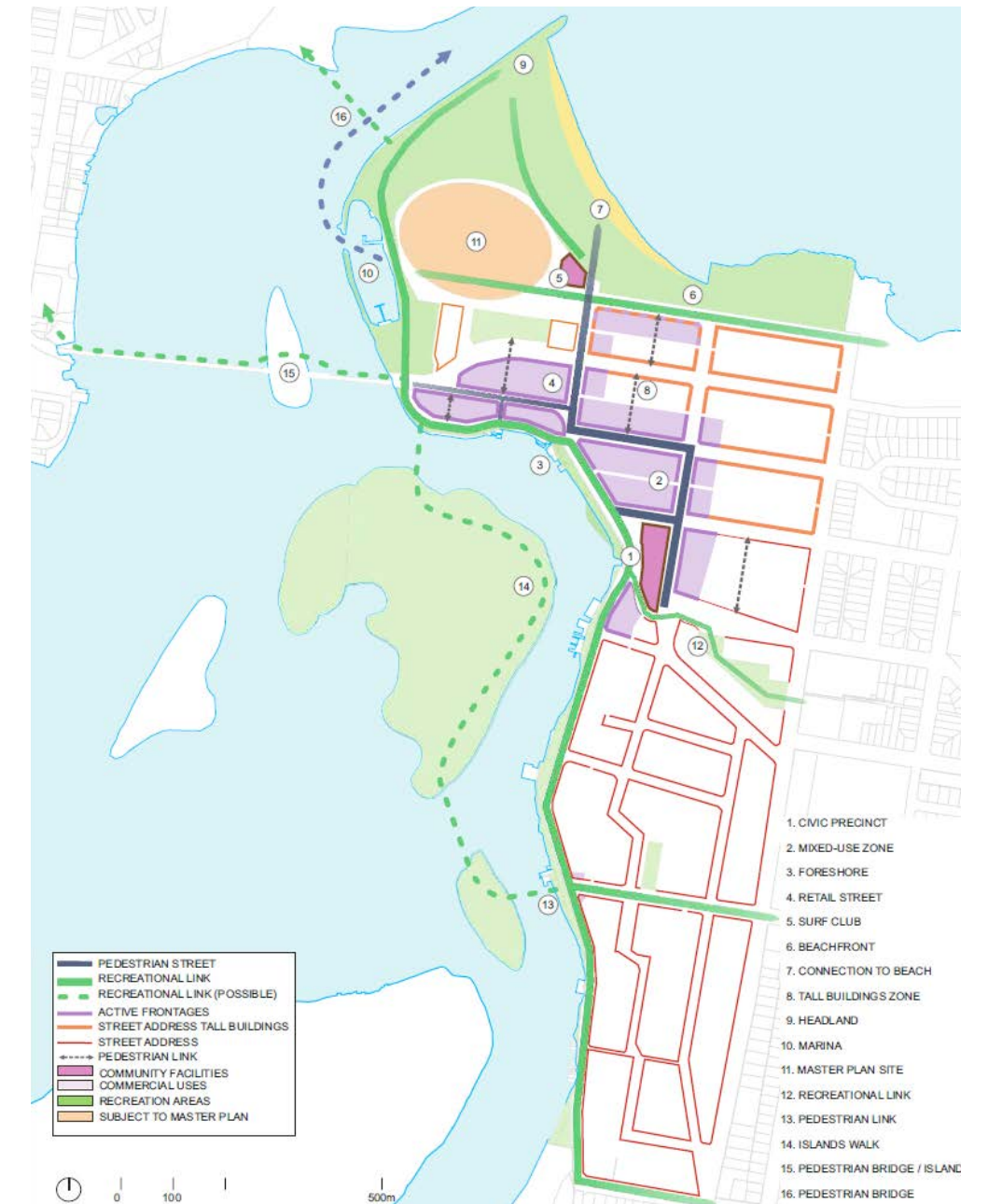


Figure 10 – Forster Precincts + Activation
Source: Great Lakes Development Control Plan

CONTEXTUAL ANALYSIS CONT.

Future Urban Character Cont.

The master plan for the site at that time was based on the site being developed for mainly residential with a small component of retail as shown on Figure 11. Therefore, the DCP requirements reflected these land uses.

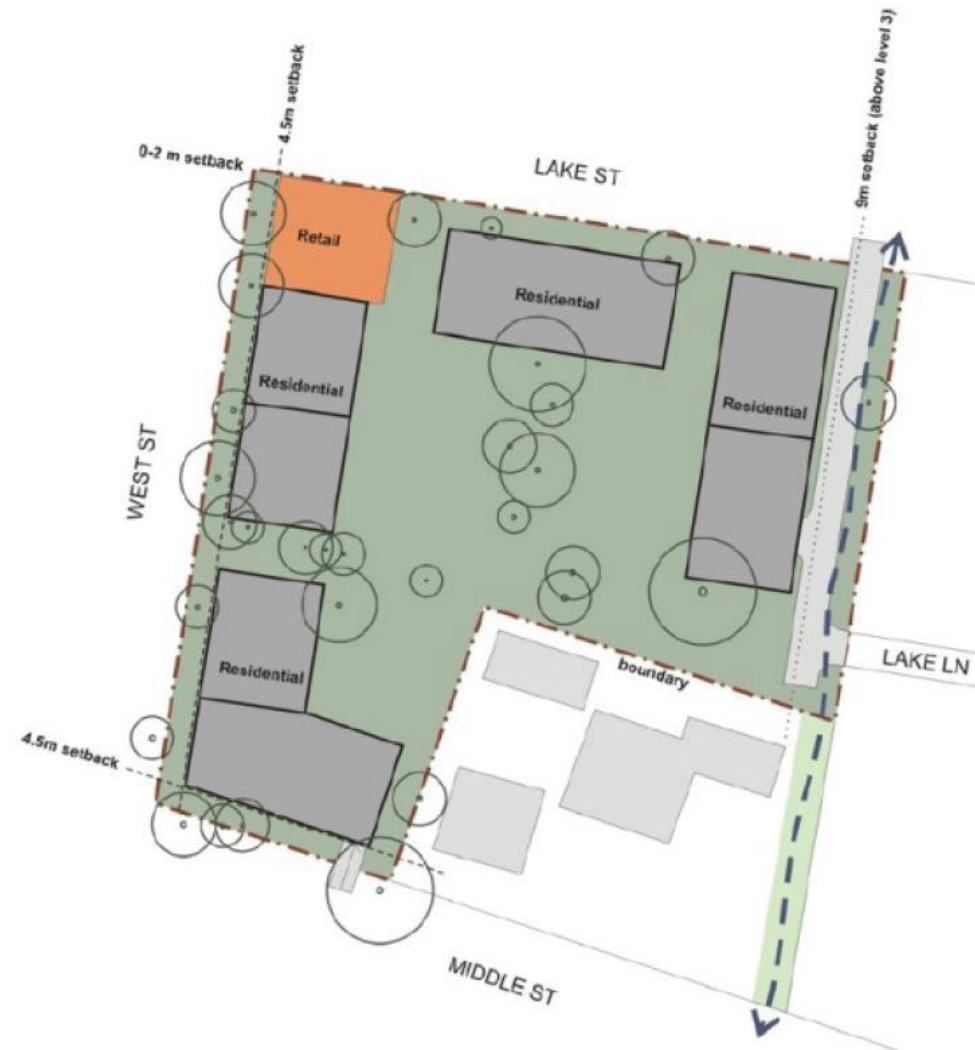


Figure 11 – DCP Master Plan
Source: Great Lakes Development Control Plan



Figure 12 – DCP Master Plan Heights
Source: Great Lakes Development Control Plan

CONTEXTUAL ANALYSIS CONT.

Future urban Character Cont.

Under the Great Lakes Local Environmental Plan 2014 (GLLEP 2014) the subject site is:

- Zoned B4 Mixed Use.
- Maximum building height of 18m for the majority of the site. The height increases along West Street being 21m and 24m.
- FSR of 2:1.

The area to the north of the site is zoned B4 Mixed Use and R4 High Density Residential. Both areas have a maximum building height of 30m and 33m.

The Civic Precinct to the west has a maximum building height of 18m.

The objectives for height and FSR in the GLLEP 2014 are:

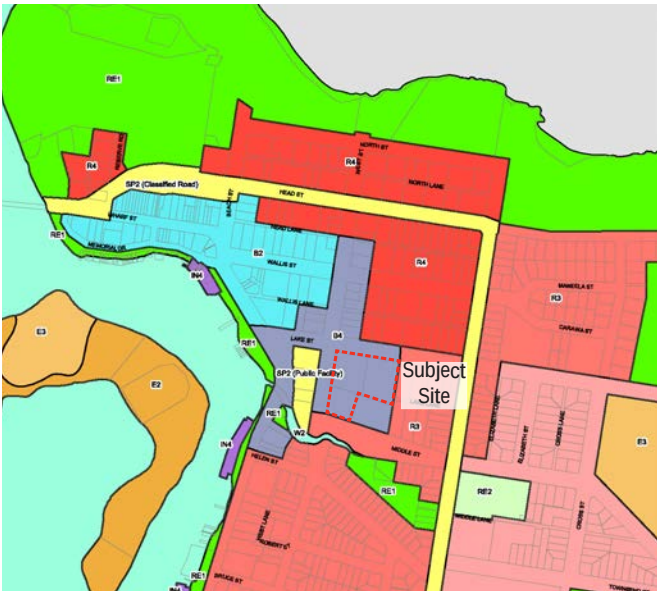
Height of buildings

- To ensure that the scale of proposed buildings is compatible with the existing environmental character and the desired future urban character of the locality.
- To encourage residential development that is consistent with AS 4299–1995, Adaptable housing.

Floor space ratio

- To ensure that the scale of proposed buildings is compatible with the existing environmental character and the desired future urban character of the locality,
- To encourage a diversity of development on land in business zones, which is unlikely to prejudice the supply of retail or business floor space in those zones,
- To permit a floor space ratio that will provide a transition in built form and land use intensity,
- To encourage residential development that is consistent with AS 4299—1995, Adaptable housing.

Zoning



Zone	
B1	Neighbourhood Centre
B2	Local Centre
B4	Mixed Use
B5	Business Development
E1	National Parks and Nature Reserves
E2	Environmental Conservation
E3	Environmental Management
E4	Environmental Living
IN1	General Industrial
IN2	Light Industrial
IN4	Working Waterfront
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
RU5	Village
SP2	Infrastructure
SP3	Tourist
W1	Natural Waterways
W2	Recreational Waterways

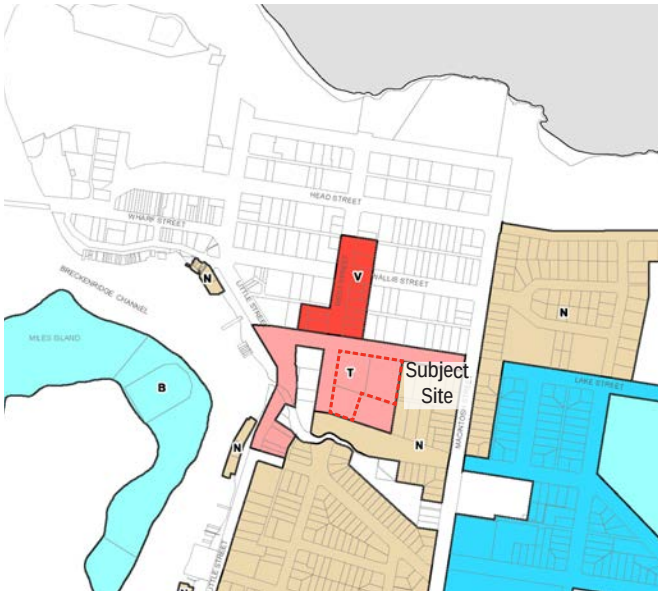
Figure 13 – LEP Maps
Source: NSW Legislation 2016

Height



Maximum Building Height (m)	
I	8.5
K	10
M	12
N	13
P	18
Q	20
R	21
S	24
T	26
U1	30
U2	33

FSR

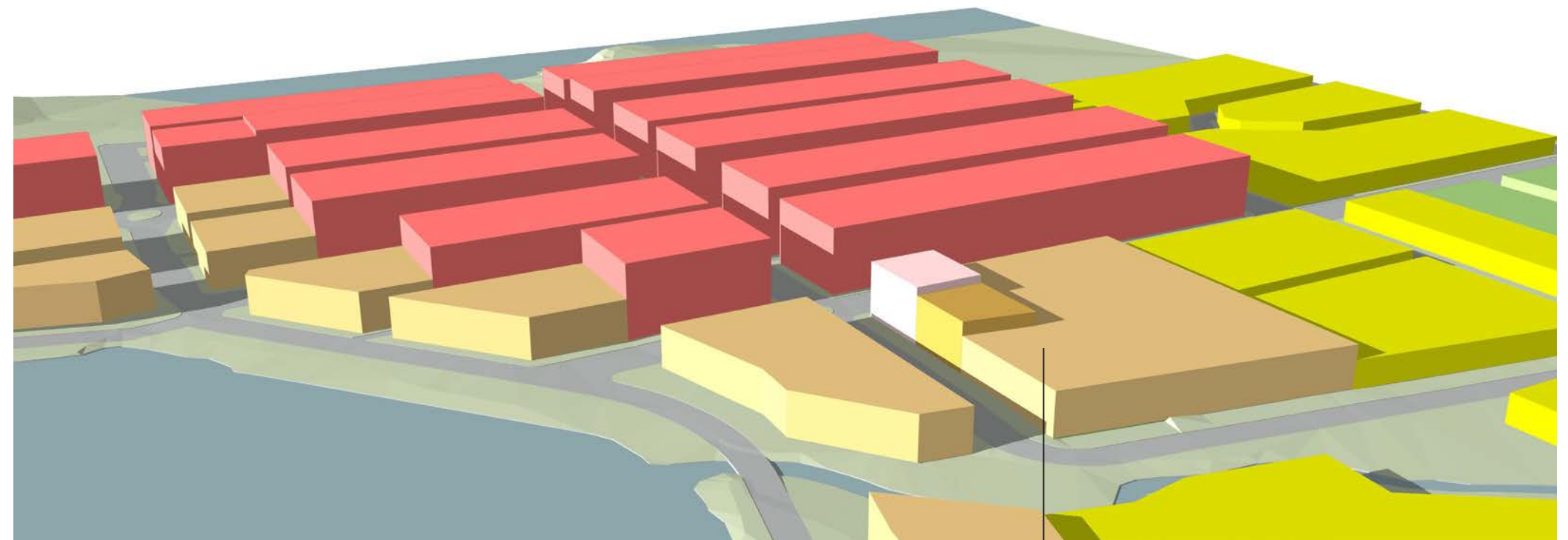


Maximum Floor Space Ratio (n:1)	
B	0.4
D	0.5
N	1
T	2
V	3

CONTEXTUAL ANALYSIS CONT.

Future urban Character Cont.

Figure 14 outlines the maximum building heights for Forster based on the Great Lakes Local Environmental Plan 2014.



Aerial view from south west

Subject Site



Aerial view from west

Figure 14 – Indicative Future Built Form - based on GLLEP 2014

4.0 URBAN DESIGN ANALYSIS

4.1 Development Footprint

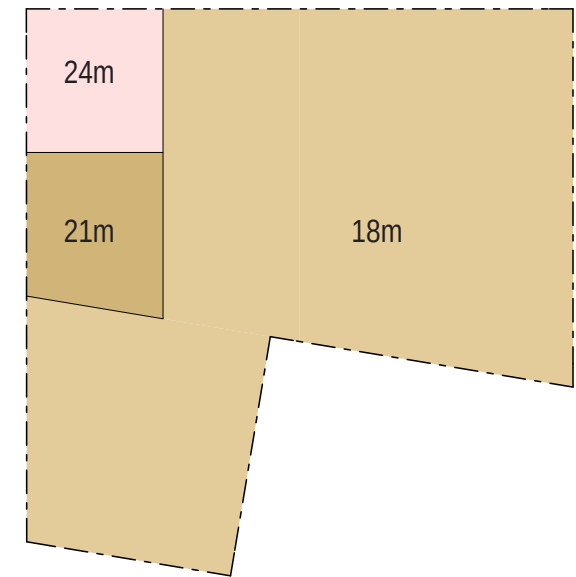
Table 1 and Figure 15 outline the proposed variations between the proposal and the LEP and DCP requirements for FSR, height and setbacks.

Table 1 - Variations between the proposal and the LEP requirements

	LEP		The Proposal	
FSR		2:1		3.2:1
Height	Stage 1	18m	Stage 1	26m
	Stage 2	24m + 18m	Stage 2	36.3m
	Stage 3	21m	Stage 3	36.3m
	Stage 4	18m	Stage 4	28m

Figure 16 shows cross sections for the change in height for the proposal.

Height

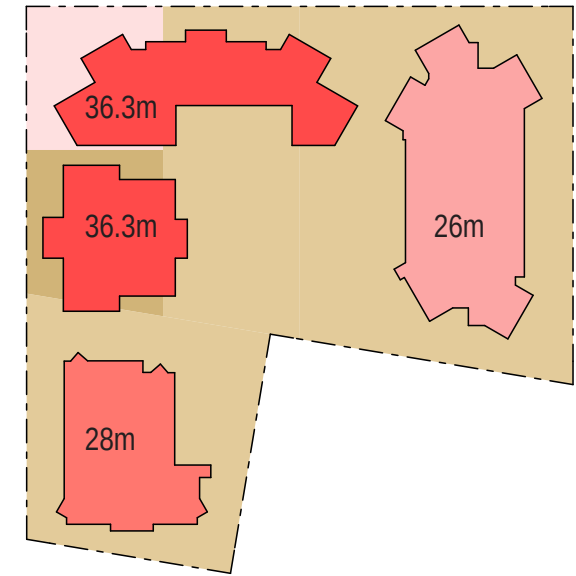


GLLEP 2014 Maximum Building Heights

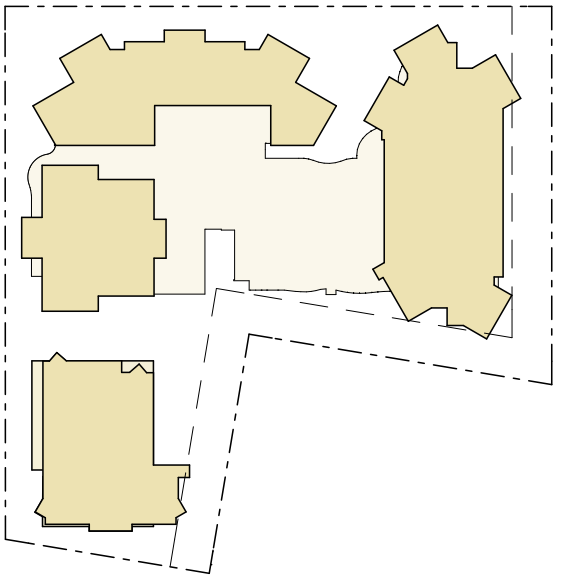
Setbacks



Concept Plan - Proposed Ground Floor Setbacks



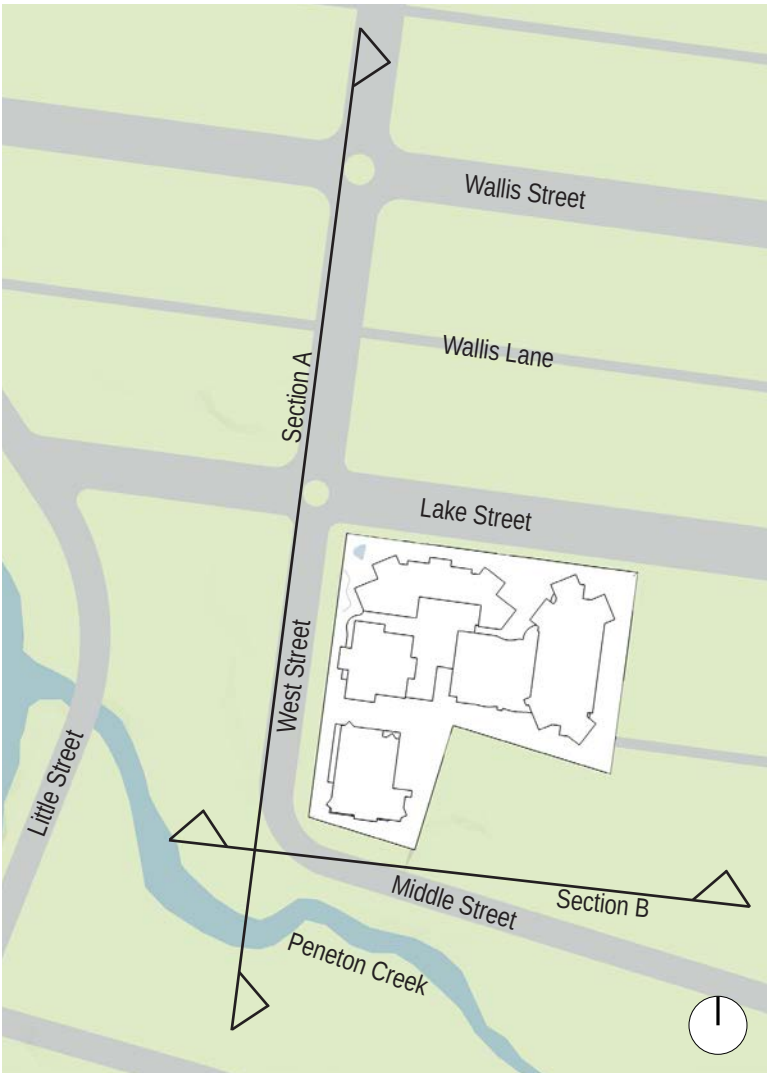
Concept Plan - Proposed Building Heights



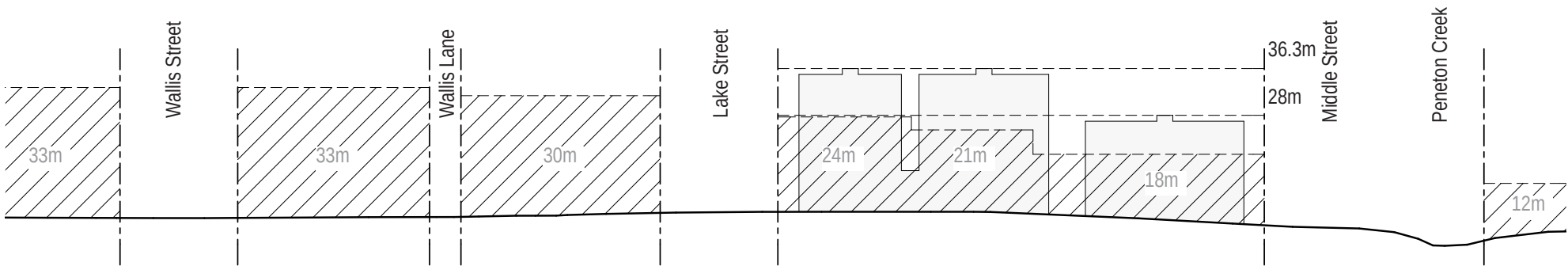
Concept Plan - Proposed Upper Floor Setbacks

Figure 15 – LEP and DCP Requirements

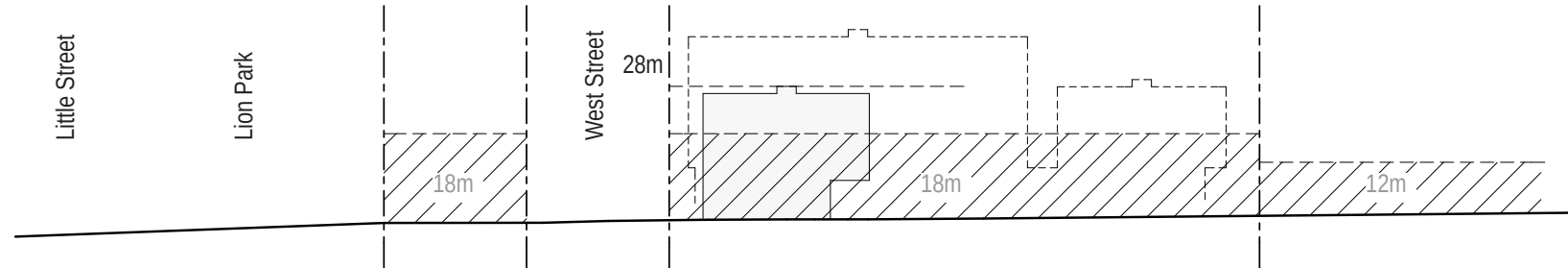
URBAN DESIGN ANALYSIS CONT.
Development Footprint Cont.



Key Diagram



Section A



Section B

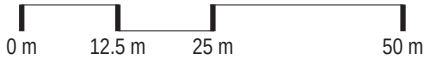


Figure 16 – Building Height - Cross Sections

URBAN DESIGN ANALYSIS CONT.

Development Footprint Cont.

The proposed development footprint has been modelled to provide an indication of the proposal on Figures 17 and 18.

- Image 1 on both figures indicates the built form with the existing built form in Forster.
- Image 2 on both figures indicates the built form with the desired future development of Forster based on the heights in the GLLEP 2014.

Note: The massing model indicating the proposal in the context of existing and future development of the CBD is based on limited terrain data and estimated height of the existing buildings based on Google Street View.



Proposed built form with existing builtform



Proposed built form with desired future development

Figure 17 – Future Built Form - Indicative Only - View from the south west

URBAN DESIGN ANALYSIS CONT.

Development Footprint Cont.



Proposed built form with existing builtform



Proposed built form with desired future development

Figure 18 – Future Built Form - Indicative Only - View from the north west

URBAN DESIGN ANALYSIS CONT.

4.2 View Analysis

A view analysis has been undertaken for the proposal in context with Council's desired character for Forster. The subject site is visible from various areas within and adjoining Forster due to the topography.

Development within Forster is generally still low rise and significantly less than the future desired character as envisaged in the GLLEP 2014. However, the future desired character has been considered for each of the views.

Forster is visible from Cape Hawke and Whoota Whoota Lookouts.

Surrounding development to the site is generally one to two storeys. The area is level along Lake Street and Middle Street from the site towards the east. The land to the west falls down to the Lake from the site. Views towards the Lake are not available from the adjoining sites to the rear of the site due to topography, existing height of buildings and existing vegetation. Views are available along part of the street network.

The following provides a view analysis of the proposal from the surrounding district and local view points.

Table 2 - District View Points

View Point	Comments
① Cape Hawke Lookout	Important tourist lookout. CBD and subject site is visible from lookout but impact mitigated by distance in excess of 5km.
② Whoota Whoota Lookout	Important tourist lookout. CBD and subject site is visible from lookout but impact mitigated by distance in excess of 12km.

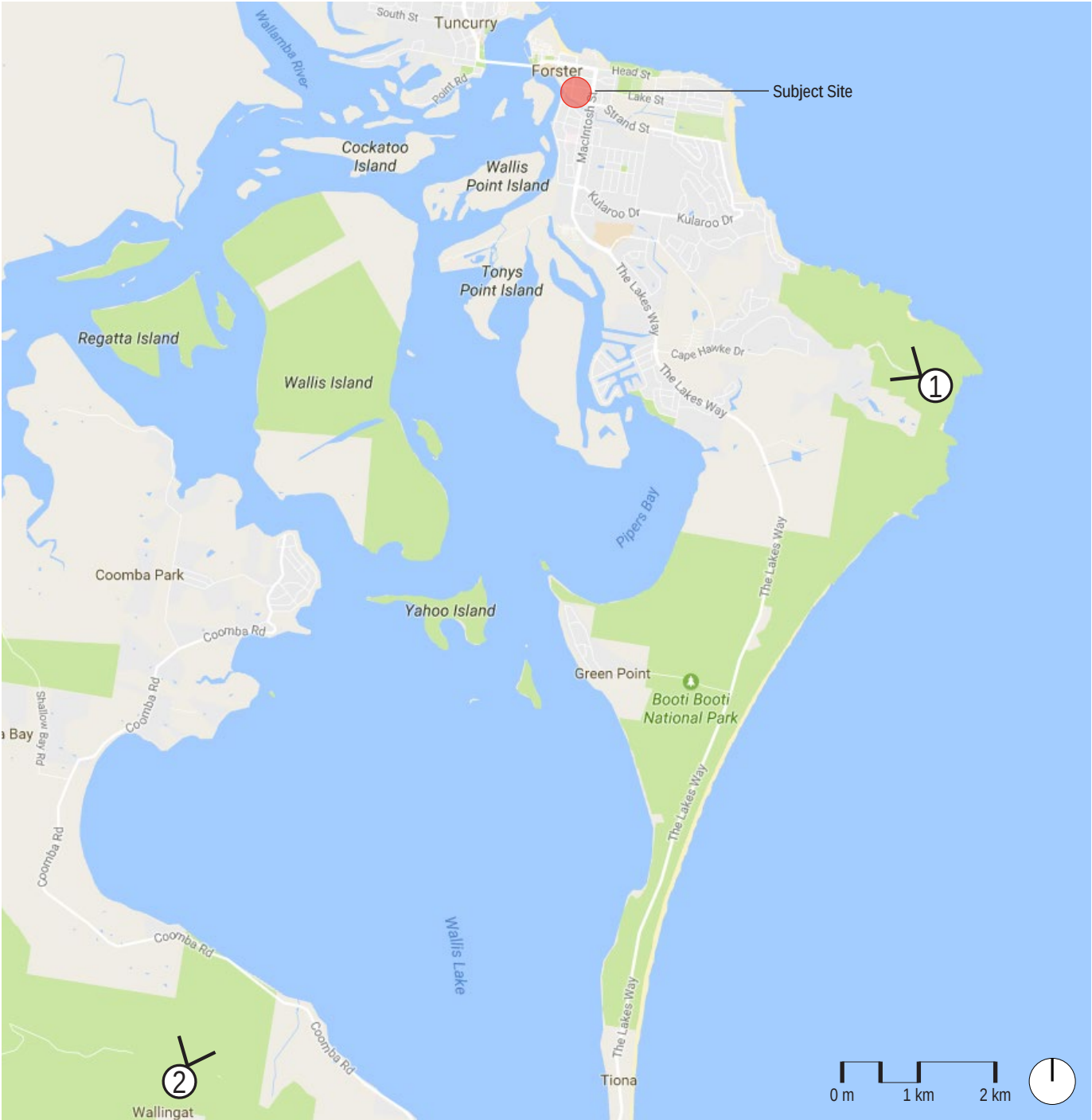


Figure 19 – Key view point locations - District
Source: Google 2016



View from Cape Hawke Lookout



View from Whoota Whoota Lookout

URBAN DESIGN ANALYSIS CONT.

View Analysis Cont.



Figure 20 – Key view point locations - Local
Source: Google Earth Pro 2016

URBAN DESIGN ANALYSIS CONT.

View Analysis Cont.

Table 3 - Local View Points

View Point	Comments
① Tuncurry foreshore (Palm Street)	The proposed development is approximately 1200m from the foreshore and will be visible. The height of the proposed development will be similar to the existing apartment buildings in the CBD. Further infill of taller buildings within the CBD is envisaged under the GLLEP 2014, which will further reduce the visual impact.
② Tuncurry foreshore (boat ramp)	
③ Forster/Tuncurry Bridge	The proposed development will be visible from the western approach to Forster crossing the bridge. However, with further development of the CBD envisaged under the GLLEP 2014 the proposed development would be less prominent. Retention of the existing pines will play an important role in integrating the development with the surrounding urban landscape.



View east along Palm Street



View east from Tuncurry boat ramp



Indicative view - Existing builtform



Indicative view - Proposal with existing builtform



Indicative view - Proposal with possible future character



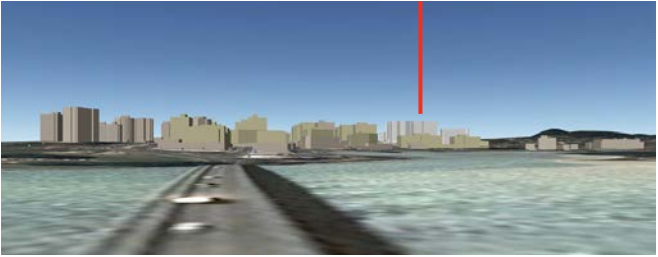
View east along Forster Tuncurry Bridge



Indicative view - Existing builtform



Indicative view - Proposal with existing builtform



Indicative view - Proposal with possible future character

Figure 21 – Key view points - Local

URBAN DESIGN ANALYSIS CONT.

View Analysis Cont.

Table 4 - Local View Points Cont.

View Point	Comments
④ Forster Lookout	View obscured by existing building. As future development takes place, the proposal will become more obscure.
⑤ Memorial Drive	The proposal will be visible but partly obscured by existing foreshore vegetation and further obscured by future development under the GLLEP 2014.
⑥ Adjoining street network (East along Lake Street)	View corridors will be maintained and scale of development of the surrounding areas will potentially increase based on GLLEP 2014 desired future character.
⑦ Adjoining street network (West Street)	
⑧ Adjoining street network (West along Lake Street)	
⑨ Bennetts Head Road	Proposed development and CBD visible from a short section of Bennetts Head Road but mainly obscured by adjoining existing residential development. Existing residences oriented north/ south and generally do not look towards development site or CBD.



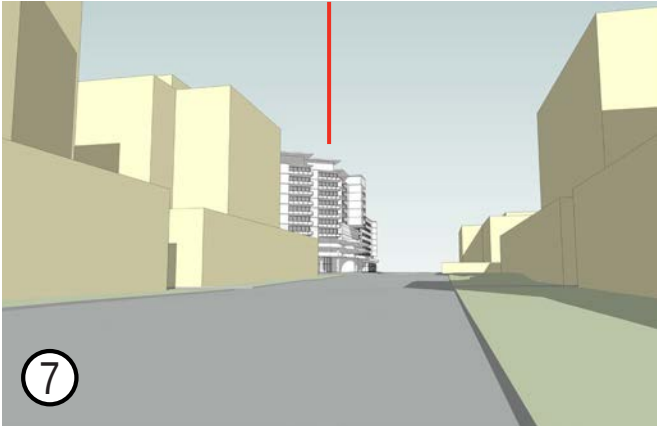
View south from Forster Lookout



View east along Memorial Drive



View east along Lake Street - Indicative only



View south along West Street - Indicative only



View west along Lake Street - Indicative only



View west along Bennetts Head Road

Figure 22 – Key view points - Local cont.

URBAN DESIGN ANALYSIS CONT.

Development Footprint Cont.

Preliminary solar access analysis shows that overshadowing will occur, however most adjoining properties will still receive 3 hours solar access on June 21. Refer Figure 23.

9am



12pm



3pm



Figure 23 – Solar Access for Future Built Form - Indicative Only - 21 June

URBAN DESIGN ANALYSIS CONT.

4.3 Forster DCP Requirements

The general objective of these site specific controls is to encourage an environmentally sustainable redevelopment of the site for the purposes of a comprehensive high density, mixed use development, which achieves a strong sense of identity and provides the setting for attractive living with high levels of amenity.

The aim of the controls is to provide guidelines to achieve this objective and to promote appropriate urban design to:

- Ensure site design meets the strategic objectives of its context.
- Optimise development potential.
- Provide a high level of amenity within the site and reduce amenity impacts to adjoining sites.
- Improve legibility of the townscape.
- Improve the quality of the surrounding public domain.
- Achieve environmentally sustainable design.
- Address demographic trends including design for an aging population.
- Encourage a range of accommodation opportunities that address prevailing demographic trends within a high quality residential environment.
- Achieve a built environment that is sympathetic to climate comfort and promotes a high level of social comfort and residential amenity.
- Maximise opportunities for public domain improvements and architectural and design excellence through development bonuses.

The following table addresses the site specific development controls for the proposal.

Table 5 - Forster DCP Controls

Development Controls		Comments
Development Concept		
The site is to be developed generally in accordance with the Master Plan as shown. The principal features include: 1. Four separate buildings in a perimeter block configuration built close to the existing and proposed road alignments; 2. The introduction of ground floor commercial/retail uses at the corner of Lake Street and West Street; 3. The introduction of a new vehicle linkage between Lake Street and Lake Lane; 4. Building height to emphasise the topography as seen in Building Height Concept Plan; 5. The articulation of the Lakes St/West St corner by building height and form; 6. Preserving most existing trees on the site.		1. Four separate buildings are proposed fronting onto the surrounding road network. 2. Ground floor retail uses are proposed at the corner of Lake Street and West Street. 3. The proposal does not incorporate a vehicle linkage between Lake Street and Lake Lane. This is to ensure CPTED and secure spaces for the community uses as required by Council. 4. The building heights have been increased to ensure its landmark status providing community uses and regenerating the southern end of the Forster CBD. 5. The proposal incorporates articulation of the building facing the corner of Lake and West Street. Articulation will be required for the above ground carparking areas. 6. The proposal retains existing vegetation where possible. It has greater setbacks to allow additional retention. The proposal will also retain the Norfolk Island Pines.
Site Permeability		
1. The development is to provide a through site link from Lake Street to Middle Street to improve the connection between Lake Street and the recreation area on Peneton Creek. 2. The vehicle access link from Lake Street to Lake Lane will improve access and amenity of this currently undesirable dead-end. 3. The pedestrian linkage from Lake Lane to Middle Street is to be finished in high quality and durable materials and incorporate an attractive, pleasant and safe landscaped environment.		1. A through link has not been provided as outlined above. However, connections are provided along the frontages of Lake and West Street linking to the Lake and Peneton Creek. 2. Vehicle access has not been provided between Lake Street and Lake Lane. 3. The boundaries and setbacks are proposed to be landscaped and provide a pleasant environment.
Street Address		
1. The building frontage at the corner of Lake Street and West Street shall incorporate active street frontages through the introduction of ground floor shops and cafes/restaurants. 2. Shopfronts should be glazed along both frontages to allow views into and out of shops. 3. Ground level outdoor dining is supported subject to appropriate noise and pollution abatement measures (i.e. ventilation/exhaust; and hours of operation).		1. The ground floor incorporates a range of uses including cafes, restaurants, shops, visitor information centre, the library, hotel foyer and the entries to the residential apartments, which will assist in activating the street frontages. 2. Glazing would be considered along the ground floor street frontages and form part of the detailed design. 3. Ground floor outdoor dining is proposed.
Building Setbacks		
1. The building setbacks should take in consideration the retention of existing trees on site. 2. The street setback at the ground floor level for retail uses shall be a maximum of 2 metres if this does not affect existing trees. 3. The street setback at the ground floor level for residential uses shall be in the range of 4.5 - 5 metres, if this does not affect existing trees. 4. The side boundary setback for the first three levels shall be a minimum of 3 metres. 5. The side boundary setback for any level above three storeys shall be 9 metres. 6. The internal separation between buildings with habitable rooms/balconies facing habitable rooms/ balconies shall be a minimum of 18 metres.		1. The building setbacks are greater than what is proposed to retain the existing vegetation. 2. A greater ground floor setback is proposed to allow the retention of existing vegetation. 3. Residential apartments incorporated on the ground floor. 4. The side boundary setback for the first three floors is greater than 3m. 5. The side boundary setback above the first three floors is generally 9m. There are some slight encroachments into this setback on the corners of the buildings. Refer Figure 15. This could be addressed as part of the detailed design. Or if these areas are appropriately screened, a variation to the setback could be sought. 6. Internal separation would be resolved as part of the detailed design.

URBAN DESIGN ANALYSIS CONT.

4.4 Draft NSW Architecture and Design Policy

The Draft Policy sets out the NSW Government's position on design in the urban environment.

It:

- Establishes the objectives and expectations in relation to design and creating good places.
- Provides principles and direction to achieve these.
- Provides a framework for examining places and reviewing proposals, from a design perspective.

It articulates the necessary role design plays in achieving liveable, productive and resilient environments and focusses on ensuring the investment in projects adds up to create great places that people want to live, work, visit and invest in.

The Draft Policy outlines a series of seven distinct principles applicable at any scale including cities and towns, built form and the public realm:

- 1. Contextual, local and of its place
- 2. Sustainable, efficient and durable
- 3. Equitable, inclusive and diverse
- 4. Enjoyable, safe and comfortable
- 5. Functional, responsive and fit for purpose
- 6. Value-creating and cost effective
- 7. Distinctive, visually interesting and appealing

The following addresses the requirements for each of the principles for the proposal:

Table 6 - Draft Architecture and Design Principles

Principle 1 - Contextual, local and of its place	Comments
Cities and Towns	
Contain a demonstrated response to the local landscape setting and climate.	Proposal incorporates larger setbacks to retain existing vegetation and orientates community open spaces towards the north.
Make reference to cultural traits of the area.	A coastal theme has been incorporated and native species local to the area to be incorporated.
Reflect and build on existing built, landscape and cultural values.	The cultural values would be addressed as part of the detailed design process with Council.
Incorporate elements unique to this place.	The proposal incorporates open spaces including gardens and water play areas to reflect the connection to the water.
Support community interaction and local trade.	The proposal incorporates a number of community facilities, community areas and business opportunities.
Create a distinctive, defined urban character and 'feel'.	The ground level has been designed to interact with the community and connect to the civic precinct.
New investment, development and infrastructure projects should generate benefits for existing communities and development opportunities to improve local conditions.	Council's objectives for the project is to improve local conditions. Proposal incorporates mix of community facilities, open spaces, retail and residential (including seniors).
Buildings	
Buildings should be socially, culturally and historically responsive, yet appropriate to time and place.	The building design will be responsive to social, cultural and history as well as being relevant to the current and future development of the area.
External design should reference the cultural traits and built form context of the area.	The proposal incorporates a coastal theme in regards to its setting.
Existing built form and vegetation should be retained and reinforced where practicable.	Existing vegetation will be retained. Larger setbacks are proposed to enable the pines to be retained.
The physical context, such as streetscape qualities, should be respected and responded to in new building design.	The ground level of the proposal is setback to assist in maintaining the streetscape qualities of the area, which incorporates larger road reserves.
New or modified buildings should be considered in their wider context.	The proposal considers the future desired character of the area and its role in the functionality of the Civic Precinct.
Where appropriate, buildings should reference and contribute to a future changed character.	Desired future character has been considered and amendments to the planning regime for the subject site are sought to ensure that the buildings are landmark buildings and contribute to the Civic Precinct.
Public Realm	
Landscape design and planting should be specific to the location, including local plant species and materials.	Larger setbacks incorporated to retain vegetation. This would be supplemented with local and native species and materials.
The public realm should be configured to respond to local social and cultural characteristics and activities.	The design responds to social/cultural character and incorporates day/night activities, passive surveillance, active street frontages.
Public realm spaces should respond to context in terms of street patterns, built form and landform/topography.	Public spaces have been provided along the three street frontages with wider paths to emphasise connectivity.
Existing natural features such as topography, waterways and vegetation should be utilised and reinforced in public realm design.	Perimeter vegetation to be retained. Proposal captures views to Wallis Lake and the adjoining reserve to the south.
Local heritage should be reflected in public space design.	Local heritage would be addressed as part of the detailed design considerations.
Streetscapes should be designed to support local business activity, commerce and active lifestyles.	The streetscape has been enhanced with wider paths and street tree planting.

URBAN DESIGN ANALYSIS CONT.

Draft NSW Architecture and Design Policy Cont.

Principle 2 - Sustainable, efficient and durable		Comments
Cities and Towns		
The location, layout and density of development in cities should maximise accessibility and support sustainable transport modes including walking, cycling and access to public transport.	The subject site is located within the Civic Precinct and on West Street, which has been identified as the main pedestrian street. The development will assist identifying the Civic Precinct.	
A broad mix of activities should be accommodated, mixed horizontally and vertically.	Mix of uses incorporated at ground level in all buildings including community uses, open space areas, retail, tourism and residential.	
The structure should have the capacity to accommodate change while retaining cohesion.	Change to uses can be accommodated within the development over time.	
Development in urban areas should enhance the provision of a network of green spaces and links (the Green Grid).	The proposal incorporates various landscape treatment along the road frontages contributing to the green grid network in Forster.	
Urban plans should support resource efficiency.	Resource efficiency to be considered in detailed design.	
Opportunities for precinct-based energy distribution and water retention and recycling should be embedded in new development and retrofitted where possible.	Water retention and recycling is proposed.	
Buildings		
Buildings should be responsive to local climate (sun wind, shelter, enclosure, aspect).	The buildings have been orientated to the north where possible. A range of climate control including retention of trees, shade structures and open areas are proposed.	
Spatial arrangements, materials and details should be fit for purpose and designed for robustness and durability.	Materials would be determined as part of the detailed design.	
Buildings and internal spaces should provide capacity for change of use over time.	The buildings and spaces allow for future change.	
Integrated landscape/planting should be utilised to enhance amenity and building performance.	Seating, landscape treatment and shade has been incorporated as part of the design of the overall site and its buildings.	
Buildings should make optimal use of natural light and ventilation.	Energy efficiency will be developed as part of the detailed design.	
Advanced energy production and distribution systems should be employed and reliance on mechanical systems minimised.		
Public Realm		
Public realm and landscape design should incorporate robust, locally sourced and low-impact materials where possible.	Materials would be determined as part of the detailed design.	
Opportunities to collect, manage and treat stormwater on-site through Water Sensitive Urban Design initiatives should be sought in streets and open spaces.	WSUD would be subject to further resolution of the design. The concept does incorporate landscaped gardens throughout the site.	
Resilient, climate-responsive plant species should be utilised in streets and open spaces.	Native species would be incorporated.	
Public realm design should facilitate and encourage walking and cycling, by prioritising these modes over driving on appropriate streets.	The existing road network is to be enhanced with street tree planting and gardens and wider paths to encourage walking and cycling.	
The space dedicated to vehicle movements and parking in the public realm should be minimised and focused in the off peak.	Parking and vehicle access is from three entry points due to the size of the development. Parking is located below and above ground.	

Principle 3 - Equitable, inclusive and diverse		Comments
Cities and Towns		
The layout and density should support eligibility for walking, cycling and accessing services and public transport.	The subject site is located on the identified pedestrian street providing easy walking to the Forster CBD, beachfront and lake foreshore.	
The quality of the public realm should be the primary driver – welcoming, safe and accessible for all.	The public realm has been designed to engage with passerbys as well as visitors to the land uses.	
Equitable access to diverse range of housing types and tenures should be supported.	Housing will incorporate seniors housing and tourism accommodation.	
Improved access to a range of economic opportunities, services and facilities should be provided for all.	The proposal will incorporate a range of economic opportunities, services and facilities available to the residents of the development as well as visitors.	
Buildings		
Building frontages and entrances should be visible, engaging and welcoming.	The building frontages and entrances have been located on the key corners and frontages. Other mechanisms such as feature doors will be incorporated where the frontage to a use is setback from the main thoroughfares.	
Building stock should accommodate a diversity of housing and land use types.	A diversity of land use types are incorporated.	
Public/community buildings should invite and foster access and usage.	The treatment of the public realm along the frontages of the development is to invite and foster usage from the public.	
Buildings in town centres, main streets and higher-density areas should have permeable edges.	The proposal incorporates permeable edges with wider paths and the landscape treatment.	
Gated or secure enclaves should be avoided.	The frontages along the subject site will not be gated.	
Public Realm		
Public realm spaces should be well integrated with existing and new streets and lanes to support equitable access.	The public spaces are well integrated with the surrounding street network with wider paths to enhance connectivity.	
A range of spatial types, sizes and configurations should be provided within local areas to accommodate diverse needs and activities.	A range of types, sizes and configurations of spaces are provided, which assists in providing diversity.	
Streets and public spaces should accommodate multiple, layered uses throughout the day, particularly in higher-density urban locations.	The public spaces provide opportunities for varying uses including gardens, water play, seating (covered and uncovered).	
The public realm should invite usage and inhabitation without the need to make purchases. The appropriation of public space by businesses (cafes, shops) should be avoided.	There is public space incorporated as part of the library and community facilities and along the frontages that allow the public to spend time without the need to make purchases.	
The public realm network or system should be highly legible and navigable for all, to invite access and movement.	Public areas are located along the street frontages providing easy and legible access. Additional public space provided within the development is accessed by legible paths. Feature doors for the community facilities are proposed to assist in way finding.	

URBAN DESIGN ANALYSIS CONT.

Draft NSW Architecture and Design Policy Cont.

Principle 4 - Enjoyable, safe and comfortable		Comments
Cities and Towns		
Provides safe, interesting and comfortable environments for pedestrians, cyclists and people using public transport.	The public realm along the frontages of the subject site provide an interesting and safe environment through the treatment and passive surveillance from the adjoining land uses.	
Supports a broad range of social and community activities.	A broad range of social and community activities are proposed including public open space, community centre, library, child care, cinemas.	
Facilitates and encourages comfortable walking between different activities.	Wider paths and interesting public spaces are proposed along the three street frontages to provide a comfortable walking atmosphere.	
New areas and infrastructure should be well integrated within the urban environment to facilitate visual interaction and passive surveillance.	Visual interaction and passive surveillance has been incorporated into the design with indoor and outdoor spaces.	
Buildings		
Spatial dimensions and proportions should support comfort and amenity.	Spatial areas on the ground level have been designed to provide space for purchasers integrated as part of the retail spaces as well as visitors who are not there to purchase.	
Building layouts should invite exploration and movement.	Various uses are located throughout the buildings and would invite exploration.	
Flexible spaces that accommodate a range of communal activities should be provided in residential and mixed-use buildings.	The communal spaces have been designed to be flexible and incorporate internal and external spaces.	
Orientation and connection to the outside should be carefully considered to optimise comfort and enjoyment.	The land uses at ground level have been orientated towards the pathways along the street frontages.	
Layout arrangements should maximise safety and avoid conflicts between vehicles and people.	Vehicle and pedestrian pathways have been separated to minimise conflict.	
Public Realm		
Public realm design should afford a range of climatic experiences – shelter, enclosure, openness, solar access and shade – to allow users to find comfortable conditions.	The public realm is located within the buildings, externally under cover and externally without cover providing a range of experiences.	
Prevailing weather patterns should inform the design of public spaces.	Public spaces have been orientated to the north where possible.	
The spatial configuration, materials, planting and furniture should be designed to invite usage, including sitting gathering, meeting, walking and playing.	Areas have been designed to incorporate varying sizes, shade facilities and locations to allow varying uses.	
The relationship between public spaces and built form edges should be carefully considered to maximise activation, visual interaction and passive surveillance opportunities.	The relationship between the public space and the built form has been designed to ensure an interface and passive surveillance from the adjoining residences.	
The public realm should prioritise people. Potential conflicts with vehicles or other impacts should be carefully managed in the design.	The internal road network has been located towards the edges of the site to minimise conflicts with pedestrians.	

Principle 5 - Functional, responsive and fit for purpose		Comments
Cities and Towns		
Accommodates and responds to daily needs and activities.	The proposal forms part of the Civic Centre and provides a ranges of uses to meet daily needs and activities.	
Supports a broad range of activities.	A broad range of activities are proposed.	
Housing is located to encourage usage of local shops, services and public transport.	The proposal incorporates housing and tourist accommodation.	
Layout is accessible, easily navigable and prioritises pedestrians.	Pedestrian paths are designed and located to provide direction towards the land uses.	
Structure is flexible and adaptable over time.	A series of outdoor spaces are provided and could be adapted over time.	
Buildings		
Building layouts should accommodate and respond to daily activities, usage requirements and movement patterns.	Pedestrian connections and way finding mechanisms would be incorporated to respond to daily activities and usage requirements. This would also need to be adapted over time to provide flexibility.	
Internal spaces should be big enough to accommodate appropriate furniture while retaining movement paths.	Internal planning would be progressed through the detailed design, however the buildings are large enough to provide suitable spaces.	
It is essential that buildings are appropriate to their function/purpose, and that they can adapt to functional changes.	The buildings have been designed to incorporate the various civic functions as well as office/retail/tourist and residential uses and consider the varying ways these functionalities would be used.	
Layouts should be accessible, legible and easily navigable by people.	Wayfinding mechanisms have been incorporated and will be further detailed as part of the design process.	
Public Realm		
Public realm design should accommodate and respond to potential activities, usage requirements and movement patterns in the wider area, without imposing on or disrupting established patterns.	The public realm considers the established patterns by incorporating the access along the frontages. Further enhancement could include pedestrian access through the site linking the residential areas to the Civic Precinct.	
Public realm spaces should generally avoid specific uses in their design, to maintain flexibility and accommodate multiple uses.	The public realm incorporates a number of varying spaces to accommodate differing and changing land uses.	
Public realm design should primarily accommodate informal, passive activity, such as walking, sitting, meeting, eating, and should facilitate individuals and small groups in conversation and play.	The public realm has been designed to accommodate informal passive activity through seating, gardens and play areas.	
Spatial layouts should be accessible, legible and easily navigable by people.	Wider paths and open lawn areas are used to maximise flexibility and view lines within the public realm.	

URBAN DESIGN ANALYSIS CONT.

Draft NSW Architecture and Design Policy Cont.

Principle 6 - Value-creating and cost effective		Comments
Cities and Towns		
Different land uses are well connected and accessible.	Pedestrian connections are maintained and enhanced along the three street frontages connecting the different land uses.	
Diverse housing stock supports accessibility and affordability.	A range of apartments are to be provided.	
A range of economic and entrepreneurial opportunities for local places should be accommodated to optimise the investment in infrastructure development.	The community uses as well as other spaces will assist in local investment.	
Accommodates small business and entrepreneurial activity.	A range of spaces are to be provided to assist in accommodating various uses.	
Compact and walkable with a complex mix of activities.	The proposal is walkable and is well connected to the lake foreshore, CBD and beachfront.	
Town centre supports visual interaction and commerce/trade.	The landmark building would assist in providing visual attraction for the CBD.	
Cost considerations should take a whole-of-lifecycle approach and should consider wider public benefits over time.	Cost considerations would be developed as part of the detailed design.	
Buildings		
Layouts and facades should optimise fresh air intake and access to controlled daylight to support wellbeing.	The buildings and open space areas are orientated to the north along Lake Street.	
Internal spaces should facilitate and encourage social interaction, while also providing for privacy and seclusion where appropriate.	Internal spaces will be developed as part of the detailed design.	
Flexible, dynamic, contemporary work practices should be accommodated.	Spaces would be provided to assist in flexible work practices subject to the end land use.	
Design should be resilient and durable to minimise maintenance costs and maintain quality over time.	Minimising maintenance would be taken into consideration in the selection of materials and plants.	
Buildings should reflect a commitment to and investment in design excellence.	Design development of the built form will continue as part of the process.	
Public Realm		
The design should incorporate flexibility to respond to changing usage patterns over time, in order to retain value.	The public realm incorporates a number of spaces that could be varied to accommodate differing and changing land uses.	
Cost considerations should take a whole-of-lifecycle approach and should consider wider public benefits over time.	Detailed design will consider costs and life cycles.	
The public realm should support local business and trade, without being dominated by commercial activity.	A range of commercial and community activities/spaces are incorporated.	
Built elements should be resilient and durable to minimise maintenance costs and maintain visual and functional quality over time.	The detailed design will consider the durability and maintenance of the design.	
A public realm network that supports and enhances the pedestrian experience will continue to deliver value over time, including health and social benefits and travel cost savings.	Pedestrian access should be incorporated through and around the site providing connectivity from the surrounding residential areas.	

Principle 7 - Distinctive, visually interesting and appealing		Comments
Cities and Towns		
Cities and towns should provide a series of connected, interesting and distinct places.	Forster is well connected through its street grid pattern. Therefore, the subject site is well connected to the town centre core, beach and surrounding residential areas.	
Cities and places should be designed to support a range of diverse uses which activate centres day and night, inside and out.	Council proposes uses suitable for the public. The proposal incorporates additional community uses that will activate this precinct throughout the day and evening.	
Prominent building and places should be designed to the highest standards.	The proposal will develop through the process and be designed to a high standard.	
Tall and large buildings should contribute to the skyline and contribute to city legibility.	Taller and larger buildings will contribute to the skyline and improve legibility of the civic precinct.	
Landmark buildings should be encouraged in a series of strategic and appropriate locations.	The proposal incorporates civic uses and forms part of the civic precinct, therefore a landmark building is required within this strategic location.	
The architecture and urban design in cities should reinforce the positive and distinct brand of NSW and its cities.	The architecture would reflect the coastal characteristics of Forster.	
Buildings		
The design expression should be balanced, refined and sophisticated.	The design expression reflects the character of Forster.	
The composition of materials and elements should be rigorously considered.	Materials and elements will be considered as part of the design development.	
The design presentation should be of high quality at overall scale and in the details.	The design will be developed as part of the overall process.	
Ground floor and street frontage interfaces should engage with the pedestrian visually and in a tactile way.	The street frontages and ground floor areas will be visual to visitors and pedestrians along and through the site.	
Refinement, simplicity and appropriate use of materials is generally favoured over decoration or excessive applied elements, although innovation and complexity are supported.	Preliminary concepts propose a variety of innovation in the landscape treatment and way finding.	
Public Realm		
The public realm provides opportunities for distinctive, community-oriented design acknowledging the past and the future.	The design will consider the characteristics of Forster by including landscaped gardens with native species and water features.	
Public art, landscape and vegetation, diverse materials and textures and water, should be integrated into the public realm to enhance the experience of places.	Varying textures, materials, gardens and water features are incorporated in the public realm concept.	
The design should be visually appealing and engaging to invite exploration and inhabitation.	The intent is to appeal and engage the public as part of the civic precinct.	
Public spaces should accommodate a range of activities and usage patterns to maintain appeal and interest in communities.	A range of community and commercial/retail uses are proposed to maintain appeal and interest for the community.	
Incorporation of locally-specific design elements such as materials, planting, signage and landform will enhance the distinctiveness of streets and public spaces.	Locally specific design elements will be considered as part of the detailed design of the public realm.	

5.0 CONCLUSION

A request for an increase in height and FSR on the subject site can be supported based on the following considerations:

- The strategic planning for this part of the Forster CBD has changed since the master planning undertaken in 2008/2009 and the implementation of the GLLEP 2014 and GLDCP for the subject site.
- The Civic Precinct incorporating a range of community facilities is now to be extended to incorporate the subject site.
- Council requires the subject site to incorporate a number of the key community facilities and public infrastructure to form part of the Civic Precinct.
- The site is one of the largest vacant development sites in the one ownership within the Forster CBD and provides the opportunity to create a well designed mixed use development incorporating a range of community facilities and public domain areas.
- Council's brief for development of the site requires a building of high architectural merit that has a strong connectivity and integration with the adjacent Forster CBD.
- The proposal could act as a catalyst for further development to the southern part of the CBD.
- The proposal potentially creates a landmark in the Forster CBD and close to the waterfront.
- The proposal meets the relevant objectives of the site specific DCP, notwithstanding that the DCP concept master plan did not propose extensive community facilities on this site. To that extent, the existing site specific DCP is no longer relevant given Council's intentions for the site.
- Some of the site specific objectives for the site to form part of the Civic Precinct should incorporate a significant development that contributes to the future changed character of Forster and acts as a landmark. This will assist in Forster providing a series of connected, interesting and distinct places.
- As a landmark site, taller buildings can be considered to be justified to assist in creating a stronger presence and contributing to the CBD's legibility. Taller buildings on this site could assist in creating this Civic Precinct as a prominent gateway at the southern end of the CBD. Particularly, if properly integrated with the future enhancement of the surrounding open space network.
- The proposal is located at the southern extent of the identified key pedestrian street linking the southern part of the CBD to the beach.
- The proposal includes high quality spaces for community facilities and retail/entertainment uses, which demand higher ceiling levels to provide quality space and desired urban outcomes.
- Increases in height and FSR are justified where it allows development to incorporate a wide range of community facilities and infrastructure including extensive outdoor spaces at street level.
- Non residential uses make up a significant component of the gross floor area and the residential component alone would comply with the standards.
- Incorporation of the mix of uses will have significant benefits to the urban structure and form of the area. The higher ceiling levels provided for the library, hotel foyer create quality public spaces and deliver a very high level of design quality.
- An increase in height for the subject site still meets the height objectives under the GLLEP 2014 in that the scale of the proposed buildings is compatible with the desired future urban character of the locality as shown on the indicative built form massing model.
- The proposed maximum height represents an increase in the order of 10% compared to the maximum height in the Forster CBD.
- Whilst the buildings are taller than permitted in the GLLEP 2014, the buildings step down towards the open space to the south.
- An increase in the FSR for the subject site still meets the FSR objectives under the GLLEP 2014 in that again it is compatible with the desired future urban character of the locality. The proposal will also provide a broad range of uses that will benefit the public.
- The proposed FSR is similar to the FSR along West Street to the north and represents an increase in the order of 6.6%. Further, the areas to the north outside of that area do not have a FSR control.
- Some overshadowing on land to the south and south east on 21 June, however most properties will receive a minimum of three hours solar access. The site immediately to the south is an office building and is also subject to redevelopment under the GLLEP 2014 and GLDCP.
- The proposal will retain the existing vegetation along Lake Street including the native pines (Hoop Pine *Araucaria cunninghamii* and Norfolk Island Pine *Araucaria heterophylla*) through greater setbacks.

As part of the design development for the proposal, consideration should be given to:

- Ensure the development present as landmark buildings and provide a high quality associated public space accessible to all to assist in rejuvenating the southern end of the CBD.
- Provide pedestrian linkages through the site and access to the Lake and Peneton Creek.
- Strengthen the building on the corner of West and Lake Streets to contribute to legibility of the site.
- Ensure above ground parking levels are sleeved and the facade incorporates a high quality design solution because of its prominent corner location particularly with respect to treatment of upper level carpark.
- Integration with the Department of Education's site and the public lands to the west would be a major benefit to ensure the Precinct achieves the best urban design outcome in terms of connectivity and addressing the open space.

Council could also consider:

- Increasing the height further to allow more slender taller buildings (with a smaller footprint), thus creating a more prominent landmark for the CBD. Particularly a taller slender building on the corner of West and Lake Streets.
- Address the controls and future use of the adjoining Department of Education's land to the south of the site.
- Consider the proposal and the master plan of the remaining part of the Civic Precinct adjoining the waterfront.
- Develop a master plan for the lands to the west of the site (Civic Precinct) and integrate and link from the subject site to the waterfront.

Appendix D – *Economic Impact Assessment – Hill PDA*



Forster Civic Precinct Solaris

Economic Impact Assessment

Prepared for Enyoc PTY Ltd as trustee for the
Graham Dong Family Trust / Coastplan Group

December 2016

QUALITY ASSURANCE

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Quality Control

This document is for discussion purposes only unless signed and dated by a Principal of HillPDA.

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EXECUTIVE SUMMARY

This report was prepared by HillPDA as commissioned by CoastPlan Group for a site bounded by Lake Street, Middle Street and West Street, Forster (hereafter referred to as the Subject Site). The purpose of this report is to present the findings of the Economic Impact Assessment (EIA) relating to the redevelopment of the subject site.

The Planning Proposal is for increasing the floor space ratio to permit high density mixed use development on the subject site. The site is well positioned on perimeter of the Forster Town Centre in the B4 Mixed Use zone.

The proposed development includes the construction of three new buildings. Within the buildings the proposed mix is as follows:

- 4.5 Star comprising of 84 Hotel Rooms 18 Serviced Apartments
- 138 Residential Apartments (Seniors)
- Child Care Centre
- Cinema
- Community Building/rooms
- Gymnasium
- Library
- Nightclub
- Retail tenancies including a Supermarket, retail shops and restaurants
- Visitor Centre (Tourist Information Centre)

Key findings

- The proposed development would provide residential, accommodation, retail, commercial and employment uses while delivering greater diversity and increased housing supply in the Foster Town Centre. It would encourage Foster to grow and provide impetus for further investment. These outcomes align with the goals and directions of the "Community Strategic Plan - Great Lakes 2030", GLLEP, and GLDCP;
- The development would facilitate the creation of approximately 236 jobs on site during construction. On this basis existing retailers in Forster / Tuncurry would enjoy around \$0.9m in

revenue (retail sales) from construction workers on site during the period of construction;

- The development would facilitate the creation of approximately 260 jobs on site. Currently the site is vacant and hence employs no workers. This employment would contribute around \$15.1 million every year to the local economy;
- The supermarket and grocery stores retail in the former Great Lakes Local Government Area (LGA) is undersupplied by 1,775sqm. The planning proposal will provide 1,000sqm of supermarket demand in the Forster Town Centre;
- Given the ratio and population there is room for an additional screen in the former Great Lakes LGA. There is commercial risk associated to the incumbent cinema provider. This development may affect the business turnover; however this will be a matter of commercial competition between service providers within the same centre;
- Total spend in Forster Tuncurry generated by new residents on site is expected to be around \$3.4m per annum. The total amount of annual spending on retail goods and services generated by the hotel guests on site would be in the order of \$3.04 million every year (in 2014 dollars). Assuming two thirds of this is spent in Forster - Tuncurry, this is a further \$2.0m in retail sales captured by Forster - Tuncurry businesses; and
- Total estimated spend by residents, workers and tourists on the subject site in the Forster - Tuncurry will be around \$5.5m every year.

Other impacts include:

- Stimulating further interest and investment in Foster - Tuncurry;
- Activating the street front with retail and active commercial uses;
- Providing a high density “transit orientated development” within walking distance to Forster Town Centre.
- This will result in improved efficiencies with fewer private motor vehicle trips and shorter distances.

1 INTRODUCTION

This Economic Impact Assessment (EIA) report was prepared by HillPDA as commissioned by Coastplan group of a site bounded by Lake Street, Middle Street and West Street, Forster (hereafter referred to as the Subject Site). The development is also known as the Forster Civic Precinct Solaris. The purpose of the EIA relates to the redevelopment of the site into a mixed use development.

The Subject Site

The Subject Site is located 400m South East from the Forster's Town Centre Commercial Core and 2km to the regional shopping centre (Figure 1).

Figure 1: Subject Site



Source: HillPDA, Mapinfo

The Planning Proposal

The Planning Proposal seeks to increase the floor space ratio and increase the height limit to permit high density mixed use development on the subject site. The site is currently vacant and in close proximity to the towns commercial core and lake.

The proposed development includes:

- Library
- Visitor Centre (Tourist Information Centre)
- Community Building/rooms
- Supermarket

- Retail Shops
- Restaurants
- Cinema
- Hotel
- Nightclub
- Child Care Centre
- Gymnasium
- Residential Apartments (Seniors)

Study Structure

To meet the requirements of the project brief this Study is set out in the following manner:

- **Chapter 2** - provides a summary of the planning and legislative context of relevance to the development with a particular focus on housing, economic development and retail uses;
- **Chapter 3** – summarises the population growth and growth in retail demand in the former Great Lakes LGA and Forster - Tuncurry Town Centre;
- **Chapter 4** - considers and quantifies a range of economic impacts which would likely eventuate from the proposed development.

2 CONTEXTUAL REVIEW

This Chapter undertakes an appraisal of the planning and legislative context for the Subject Site based on State, Subregional and local planning guidelines. It considers matters relating to a housing and economic perspective.

Hunter Regional Plan 2036

The Hunter Regional Plan covers the strategic blueprint for the next 20 years. It integrates economic environmental and social considerations to achieve ecologically sustainable development. Underpinning the planning framework for this draft Plan are key goals for the region:

- The leading regional economy in Australia
- A biodiversity-rich natural environment
- Thriving communities
- Greater housing choice and jobs

Forster–Tuncurry along with Taree are identified as a key strategic centres for employment. The strategic priorities for Forster – Tuncurry centre include:

- Maintain retail, education, civic and tourism activities.
- Manage the role of tourism and accommodation.
- Protect environmental and natural attributes.
- Consolidate commercial activities in existing precincts.
- Enhance the services and facilities to support the ageing population.

The regional plan also highlights housing and urban renewal/ infill opportunities for Forster - Tuncurry that responds to changing demographics.

Overall this Regional Plan highlights the NSW State Governments commitment to regional areas to ensure economic growth and prosperity. It also considers and ensures commitment to the regional centres agricultural industries that are fundamental to local and state economies.

Community Strategic Plan - Great Lakes 2030

The Community Strategic Plan describes the community's vision for the future of the area and includes four focus areas. These are:



1. Protect the environment
2. Promote a strong local economy
3. Develop vibrant and connected communities
4. Represent communities interests with strong leadership

This strategy identifies the significant population increase between 2006 and 2011. This equates to an additional 1,667 people or 5.1%. By 2036, the region is expected to have:

- A population of 45,850 with 44.7% of this population estimated above the age of 60 years old;
- An increasing number of retirees and people seeking an alternative coastal lifestyle; and
- The main employment industries being tourism, timber production, oyster farming, fishing and grazing.

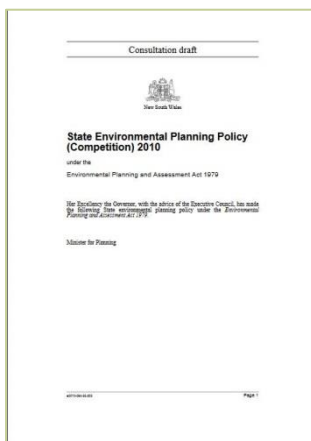
Other economic determinates include:

- The majority of jobs (46%) are generated from 'in person services'. These include retail, accommodation, food services, health care/ social assistance, education and training.
- An additional 20% of jobs came from 'Goods Producing Industries' including agriculture, forestry and fishing, manufacturing and construction.
- A small segment was made up of wholesale trade, transport, postal and warehousing.
- The majoring of job growth is seen in health care and social assistance.
- In 2011 the unemployment rate was 8.3%. The majority of this unemployment rate is the younger generation.
- 80.5% of the workforce are locally employed, with 12.4% travelling beyond the former Great Lakes boundary to work in regional centres such as Taree.

Draft SEPP (Competition) (2010)

Following a review undertaken by the NSW DPE and the Better Regulation Office into how economic growth and competition were impacted by the planning system, a new Draft State Environmental Planning Policy (SEPP) has been prepared and was placed on public exhibition in July 2010.

The proposed state-wide planning policy removes artificial barriers on competition between retail businesses. The draft SEPP proposes:





- The commercial viability of a proposed development may not be taken into consideration by a consent authority, usually the local council, when determining development applications;
- The likely impact of a proposed development on the commercial viability of other individual businesses may also not be considered unless the proposed development is likely to have an overall adverse impact on the extent and adequacy of local community services and facilities, taking into account those to be provided by the proposed development itself; and
- Any restrictions in local planning instruments on the number of a particular type of retail store in an area, or the distance between stores of the same type, will have no effect.

NSW Draft Centres Policy (2009)

Over the past few years there has been a growing awareness and investigation of barriers to competition in Australia, particularly in the retail industry. As a result, the Australian Government directed state governments and planning authorities to review the flexibility of planning regulations and policies regarding retail development. In response, the NSW Department of Planning (as was, now the NSW DPE) released the draft Centres Policy in April 2009.

The draft Centres Policy focuses around six key principles. The principles relate to:

1. The need to reinforce the importance of centres and clustering business activities;
2. The need to ensure the planning system is flexible, allows centres to grow and new centres to form;
3. The market is best placed to determine need. The planning system should accommodate this need whilst regulating its location and scale.
4. Councils should zone sufficient land to accommodate demand including larger retail formats;
5. Centres should have a mix of retail types that encourage competition; and
6. Centres should be well designed to encourage people to visit and stay longer.

Forster –Tuncurry Employment Lands Strategy 2009

The Forster – Tuncurry Employment Lands Strategy provides the former Great Lakes Council (now MidCoast Council) with a clear

framework on which to plan for the provision of retail, commercial, bulky goods and industrial activities, so as to satisfy demand over the next 25 years. The overall vision of the employment lands strategy is to guide:

“the provision of infrastructure and services which sustain and enhance the natural environment and achieve a quality lifestyle for residents and visitors”.

The strategy forecasts that by 2031 there would be demand for an additional 22,500sqm of retail floorspace around centres identified in the Study Area. By 2031 it is estimated that Forster - Tuncurry will require an additional 51,000sqm of floorspace relating to special uses such as educational institutions (i.e. primary and secondary schools, the TAFE); hospitals; medical centres; community centres; halls and convention spaces.

The strategy recommends a number of short-term, medium-term and long-term existing employment precincts and centres for growth and consolidation. In the context of the development site the following visions apply.

Precinct/ Centre	Vision	Staging
Forster – Tuncurry	A major centre that meets a broad range of retail, business and community needs for the Forster – Tuncurry community and the wider Region.	Short-Term
Forster Keys & Fairways	A compact centre that meets the convenience needs of local residents minimising the need to travel by car.	Short-Term
Medical Precinct	A specialised centre focused around the existing hospital that meets the health and community needs of the local population. A centre of excellence for sustainable ageing that does not conflict with surrounding uses.	Short-Term

Source: HillPDA 2009

Finally the strategy recommends Forster – Tuncurry develop a sustainable point of difference. In summary Forster – Tuncurry could benefit from focusing on:

- Tourism
- Agriculture and Aquaculture

- Health and Lifestyle
- The Natural Environment
- The Built Environment
- Industry
- Education

Local Planning Policies

Great Lakes Local Environmental Plan 2014 (NSW)

The Great Lakes Local Environmental Plan 2014 (GLLEP2014) facilitates the orderly and sustainable development in the former Great Lakes area.

Great Lakes Development Control Plan

The Great Lakes Development Control Plan 2013 (GLDCP) ensures the developments characteristics of a site appeals to the surrounding neighbourhood and community. It reinforces pedestrian access, inspires design innovation for residential, commercial and industrial developments. The GLDCP also protects sensitive areas from overdevelopment and to ensure biological and ecological values of those areas, are maintained.

Key Findings

State planning policy encourages urban renewal of areas with good connectivity to transport and strategic centres with the aim of providing housing and employment opportunities. The benefit of providing greater residential densities closer to centres of employment and services is recognised in State planning policies for reducing commute times and congestion, while increasing productivity and access to, and patronage of, social and public transport infrastructure.

The proposed development would provide residential, accommodation, retail, commercial and employment uses while delivering greater diversity and increased housing supply in the Foster Town Centre. It would encourage Foster to grow and provide impetus for further investment. These outcomes align with the goals and directions of the Hunter Regional Plan 2036, *"Community Strategic Plan - Great Lakes 2030"*, Forster – Tuncurry Employment Lands Strategy 2009, GLLEP, and GLDCP.

The increased population within the redevelopment would also increase employment opportunities for local residents and demand

for retail and commercial services. As such, the indicative development options as outlined in the Planning Proposal are in accordance with the opportunities and actions outlined by the Strategy as it would provide a high density mixed use development within Forster Town Centre.

3 DEMOGRAPHIC SNAPSHOT

The following section reviews the existing demographic profile of Forster - Tuncurry in relation to the former Great Lakes LGA, NSW and Non Metropolitan NSW. It highlights key social characteristics and trends that influence the labour force and that are relevant to employment demands.

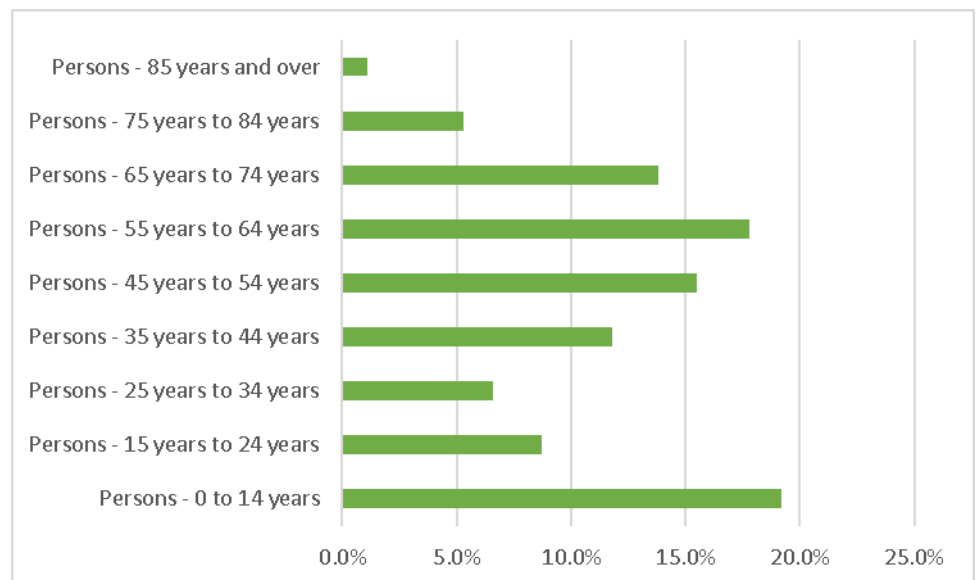
Population Growth

The great lakes region has seen a continued population increase in the last 10 years. As at the 2011 Census, the former Great Lakes LGA population was 35,737, this population is currently estimated at 36,720¹ showing a 3% increase in the last four years. By 2036 the population is expected to increase to 45,580.

In 2011 the Forster - Tuncurry urban area had a population of 20,273. In 2015 the population is estimated to be 20,883 persons showing a 0.74% increase per annum.

In 2011 the Population by age group majority was above 60 years old shown in Figure 2 below.

Figure 2: Foster - Tuncurry Population by age



Source: ABS Forster - Tuncurry Population by Age 2011

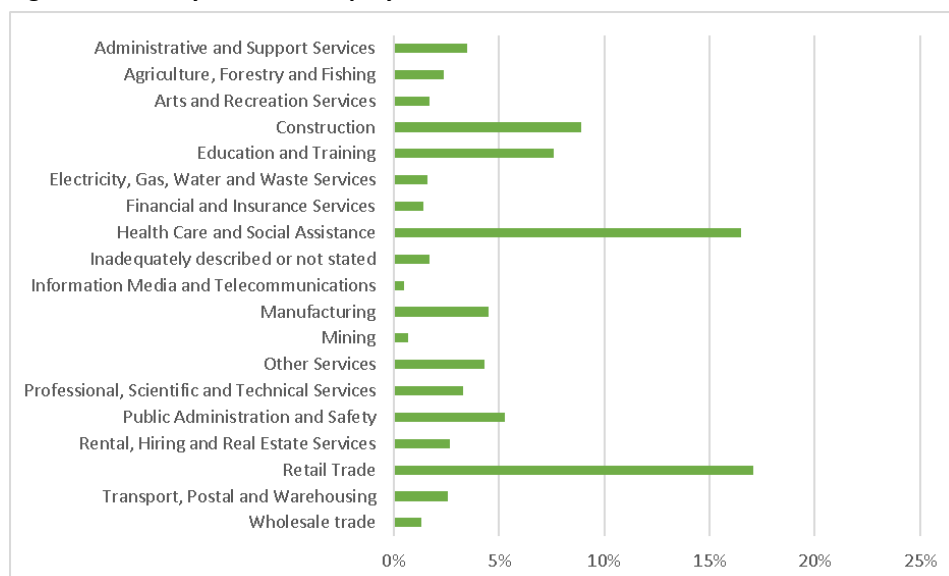
¹ Forecast ID

Labour Force & Unemployment

As of 2011, 6,380 of Forster - Tuncurry's 20,273 residents were in the labour force. This figure includes employed full-time, part-time and unemployed. Of the labour force 5,812 were employed showing an unemployment rate of 8.9%.

A snapshot of the labour force industries is shown in Figure 3 below. The biggest labour force industries are health care, retail trade and tourism which equates to 44.5% of the local workforce.

Figure 3: Industry Sector of Employment

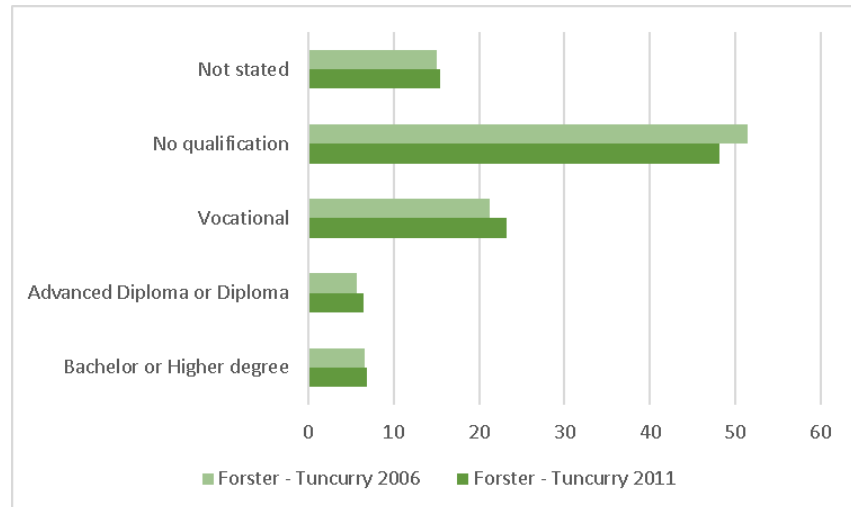


Source: ForecastID & ABS Forster - Tuncurry Industry Sector of Employment 2011

Furthermore the emerging industries in the local area health care and social assistance, retail trade and accommodation/ food services. This correlates to with the local aging population and continued population growth in the area.

Skills and Education

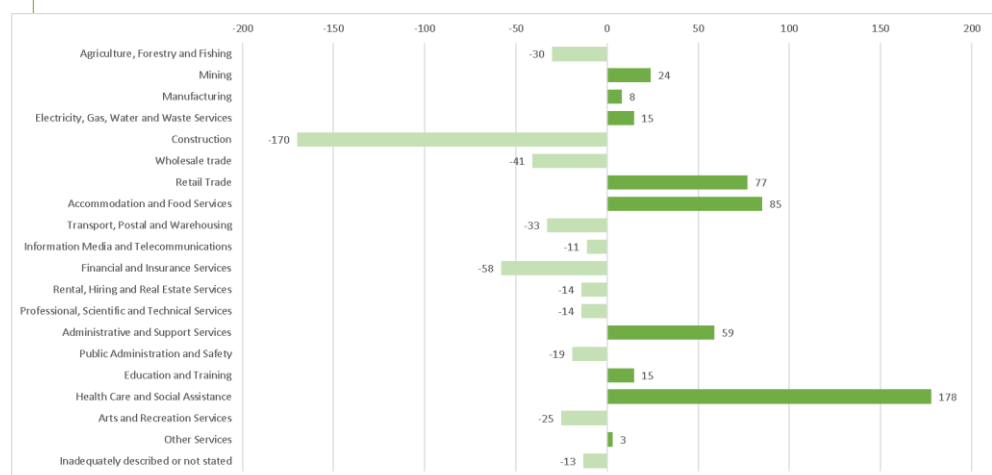
With the growth of the New Economy and the Global Economy, employee education and professional skills are becoming important employee commodities. The highest qualification achieved for the Forster - Tuncurry region change between 2006 and 2011 is shown in Figure 4 below. This shows a general increase in all areas of tertiary education for the local area.

Figure 4: Highest Qualification Achieved Comparison 2006 - 2011

Source: ABS, ForecastID & HillPDA

Resident Jobs Change

The comparison in resident job changes is important to understand the employment lands trends. An analysis of the 2006 and 2011 Census data shows a shift in employment industries. There was a decline in agriculture, construction and business services. In comparison that has been a significant increase in tourism, health care and retail trade. This change could be reflective of the demographic shift in the local community to seniors and increased tourism in the local area. A detailed analysis of the resident job changes is shown in Figure 5 below.

**Figure 5: Resident Job Change 2006 - 2011.**

Source: ABS, ForecastID & HillPDA

4 ECONOMIC IMPACTS OF THE PROPOSED DEVELOPMENT

This Chapter examines the economic impacts of the proposal during the construction and post construction phases of the proposed development. Economic benefits such as employment generation, increased workers and local residents' expenditure and other economic multipliers are explored.

Economic Impacts during Construction

Total construction cost has been estimated at \$100 million based on the following assumed rates:

Estimated Construction Cost (\$m)	GFA (sqm)	\$/sqm	\$m
Residential	17,954	2,500	44.9
General Retail	161	2,500	0.4
Library	1,734	2,500	4.3
Childcare Centre	320	2,500	0.8
Hotel / Serviced Apartments	4,352	3,500	15.2
Visitor Centre	351	2,500	0.9
Community Centre	485	2,500	1.2
Restaurants	1,296	2,500	3.2
Supermarket	1,204	2,500	3.0
Night Club	450	2,500	1.1
Cinema	2,185	2,500	5.5
Gym	455	2,500	1.1
Car Parking (spaces)	378	40,000	15.1
At grade car parking	138	5,000	0.7
Landscaping, site costs & external works	(Say @ 2.5%)		2.5
TOTAL	31,463	3,193	100.0

The construction industry is a significant component of the economy accounting for 6.7% of Gross Domestic Product (GDP) and employing almost one million workers across Australia.² The industry has strong linkages with other sectors, so its impacts on the economy go further

² Source: IBIS World Construction Industry Report 2015

than the direct contribution of construction. Multipliers refer to the level of additional economic activity generated by a source industry.

There are two types of multipliers:

- Production induced: which is made up of:
 - first round effect: which is all outputs and employment required to produce the inputs for construction; and
 - an industrial support effect: which is the induced extra output and employment from all industries to support the production of the first round effect; and
- Consumption induced: which relates to the demand for additional goods and services due to increased spending by the wage and salary earners across all industries arising from employment.

The source of the multipliers adopted in this report is ABS Australian National Accounts: Input-Output Tables 2012-13 (ABS Pub: 5209.0). These tables identify first round effects, industrial support effects and consumption induced multiplier effects at rates of \$0.65, \$0.67 and \$0.99 respectively to every dollar of construction.

The table below quantifies associated economic multipliers resulting from the construction process.

Table 1: Construction Multipliers (\$m)

	Direct Effects	Production Induced Effects		Consumption Induced Effects	Total
		First Round Effects	Industrial Support Effects		
Output multipliers	1	0.620	0.647	0.945	3.309
Output (\$million)	100	62	65	95	332

Source: Hill PDA Estimate using data from ABS Australian National Accounts: Input-Output Tables 2012-13 (ABS Pub: 5209.0)

\$100m of construction would generate a further \$127 million of activity in production induced effects and \$95 million in consumption induced effects. Total economic activity generated by construction of the proposal is estimated at \$332 million.

Note that the multiplier effects are national, and not necessarily local. The ABS states that:

“Care is needed in interpreting multiplier effects; their theoretical basis produces estimates which somewhat overstate the actual impacts in terms of output and employment. Nevertheless, the estimates illustrate the high flow-on effects of construction activity to the rest of the economy. Clearly, through its multipliers, construction activity has a high impact on the economy.”

In particular the multiplier impacts can leave the impression that resources would not have been used elsewhere in the economy had the development not proceeded. In reality many of these resources would have been employed elsewhere. Note that the NSW Treasury guidelines state:

“Direct or flow on jobs will not necessarily occur in the immediate vicinity of the project – they may be located in head office of the supplier or in a factory in another region or State that supplies the project”.³

Nevertheless, economic multiplier impacts represent considerable added value to the Australian economy.

Construction Related Employment

Every one million dollars of construction work undertaken generates 2.35 job years directly in construction⁴. Based on the estimated construction cost 236 job years⁵ would be directly generated by the proposed development as shown in the table below.

Table 2: Construction Employment

	Direct Effects	Production Induced Effects		Consumption Induced Effects	Total
		First Round Effects	Industrial Support Effects		
Multipliers	1	0.728	0.794	1.423	3.945
Employment No. per \$million	2.352	1.713	1.869	3.347	9.280
Total Job Years Generated	236	172	188	336	932

Source: Hill PDA Estimate using data from ABS Australian National Accounts: Input-Output Tables 2012-13 (ABS Pub: 5209.0) adjusted by CPI to 2016

³ Source: Office of Financial Management Policy and Guidelines Paper: Policy and Guidelines: Guidelines for estimating employment supported by the actions, programs and policies of the NSW Government (TPP 09-7) NSW Treasury

⁴ Source: ABS Australian National Accounts: Input – Output Tables 2012-13 (ABS Pub: 5209.0) adjusted to 2016 dollars

⁵ Note: One job year equals one full-time job for one year

The ABS Australian National Accounts: Input-Output Tables 2012-13 identified employment multipliers for first round, industrial support and consumption induced effects of 0.728, 0.794 and 1.42 respectively for every job year in direct construction. Including the multiplier impacts the proposal is forecast to generate a total of 932 job years directly and indirectly in construction.

Retail Expenditure from Construction Workers

Construction workers on site would generate additional sources of retail expenditure. This would be spent predominately on convenience-related items such as lunches, coffees, snacks and so on. A recent survey conducted by URBIS found that workers in Sydney CBD on average spend \$11,000 per annum in the CBD on food, entertainment and other retail items. Given that the retail offer in Forster - Tuncurry is lower than Sydney CBD, HillPDA has applied a more conservative assumption of retail spend of \$18 a day or \$3,762 per annum per worker for 38 working weeks during the construction period.

On this basis existing retailers in Forster - Tuncurry would enjoy around \$887,832 revenue from construction workers on site during the period of construction.

Economic Impacts of the Proposed Development

Employment Generation

Following construction, the development would support permanent employment in retail and commercial operations on site. The residential component would also accommodate some jobs. According to ABS 7.6% of workers undertake majority of paid work at home (ABS Locations of Work 2008, Cat 6275.0). Given that there are an average of 1.96 working residents per household in former Great Lakes LGA (ABS Census 2011) then almost one in 14 dwellings in the LGA provide paid employment.

For the purpose of the forecast we have assumed a more conservative rate of 1 working resident per household given smaller household sizes in apartments. The table below provides an estimate of the number of jobs that would be supported on site following construction and occupation.

Table 3: Estimated Employment Generation

Land Use	Employment Density	GLA	Jobs
Residential**	1 / 13 apartments	16,322	12
General Retail*	1 / 26 sqm	137	5
Library	1 / 85 sqm	1,474	17
Childcare Centre	1 / 75 sqm	272	4
Hotel / Serviced Apartments	1 / 50 sqm	3,699	74
Visitor Centre	1 / 35 sqm	298	9
Community Centre	1 / 200 sqm	437	2
Restaurants*	1 / 28 sqm	1,102	39
Supermarket*	1 / 25 sqm	1,023	41
Night Club*	1 / 25 sqm	383	15
Cinema*	1 / 50 Sqm	1,857	37
Gym + Level 1 Gym	1 / 85 sqm	387	5
Total			260

Source: ABS Retail Surveys 1990-91 and 1998-99

* Assumes 90% of GFA is leasable and occupied

** Source: 7.6% of workers undertake the majority of work at home (ABS Locations of Work 2008 Cat 6275.0). A rate of 1 working resident per household was assumed and 5% vacancy.

As indicated within the table above, the development would facilitate the creation of approximately 260 jobs on site. Currently the site is vacant and hence employs no workers.

Salaries

Based on IBIS World Industry Reports 2014/15, HillPDA has estimated a combined potential annual worker salaries at approximately \$9.7 million for workers within the Forster Civic Precinct. A breakdown by land use can be seen in the table below.

Table 4: Estimated Salaries

Industry	No. of Workers	Average Annual Wage	Total Wage (\$m)
Residential	12	\$32,700	\$0.4
General Retail	5	\$26,540	\$0.1
Library	17	\$70,240	\$1.2
Childcare Centre	4	\$32,094	\$0.1
Hotel & Serviced Apartments	74	\$32,040	\$2.4
Visitor Centre	9	\$43,987	\$0.4
Community Centre	2	\$43,987	\$0.1
Restaurants	39	\$44,586	\$1.7
Supermarket	41	\$28,558	\$1.2
Night Club	15	\$42,707	\$0.6
Cinema	37	\$34,991	\$1.3
Gym + Level 1 Gym	5	\$24,761	\$0.1
Total	260	\$37,197	\$9.7

Source: IBIS World Industry Reports; and ABS Average Weekly Earnings (Cat 6302).

Hence the development will result in increasing total salaries by around \$9.7 million every year.

Industry Value Added

Industry Value Added (IVA) refers to the market value of goods and services produced by an industry minus the cost of goods and services used in the production process, which leaves the gross product of the industry (also called its Value Added). The components include compensation of workers, net taxes on production and imports and gross operating surplus. IVA may be referred to as the contribution made to the local economy (GDP).

Table 5: Estimated Industry Value Added of Proposal

Industry	Employment	IVA / Worker	Industry Value Added (\$m)
Residential	12	\$50,011	\$0.6
General Retail	5	\$38,313	\$0.2
Library	17	\$105,641	\$1.8
Childcare Centre	4	\$46,089	\$0.2
Hotel & Serviced Apartments	74	\$50,011	\$3.7
Visitor Centre	9	\$50,576	\$0.5
Community Centre	2	\$50,576	\$0.1
Restaurants	39	\$67,481	\$2.6
Supermarket	41	\$45,280	\$1.9
Night Club	15	\$77,376	\$1.2
Cinema	37	\$62,012	\$2.3
Gym + Level 1 Gym	5	\$34,748	\$0.2
Total	260	\$58,254	\$15.1

Source: IBIS World Industry Reports and Hill PDA

As shown in the above table, the proposed development would contribute around \$15.1 million every year to the local economy. Currently the site is vacant and hence makes no contribution to the local economy.

Benefits to Forster - Tuncurry Town Centre

Expenditure from Residents

The development would benefit the City Centre and existing retailers by accommodating additional residents. HillPDA estimates an additional 372 residents on site based on average household sizes by bedroom number⁶ and a 5% vacancy rate for 102 hotel rooms /serviced apartments proposed.

The average spend per resident in the Forster - Tuncurry urban area is around \$13,160 per annum⁷. Total spend generated by residents on site is expected to be \$4.9m per annum.

⁶ ABS 2011 Great Lakes LGA Community Profile

⁷ Marketinfo 2012

Most of that expenditure is expected to be spent in the Forster - Tuncurry area – in the order of 70%. Some will go to other centres and out-of-centre locations. For instance around 16% will go to purchasing bulky goods items from Taree, Newcastle and Port with similar locations and around 6% will relate to tourism-out expenditure. Hence Forester - Tuncurry retailers are expected to enjoy around \$3.4m more revenue from residents on the subject site every year (measured in constant 2015 dollars). Expenditure from Tourists

Tourism, and in particular the accommodation sector, are key contributors to national economic activity and employment. A report by Tourism Research Australia (TRA) “State of the Industry 2015, November 2015” shows that the tourism sector contributes 5.4% to the national GDP (direct 2.7% and indirect 2.7%). The sector directly employs approximately 534,000 persons or 4.6% of total employment, and indirectly employs a further 391,100 persons (as suppliers, etc.).

In New South Wales in 2014/15, the tourism sector contributed directly \$13.9 billion or 2.9% to the Gross State Product, and a further \$15.8 billion indirectly, according to TRA. In total, tourism was worth \$28.4 billion or 5.8% of the New South Wales economy. The sector generated 171,000 direct jobs or 7.4% of total employment, and a further 97,700 jobs indirectly.

The proposed 102 room hotel, visitor centre, cinema and retail on the subject site would generate an estimated total of 24,200 occupied room nights every year assuming an occupancy rate of 65%. Assuming an average room rate of \$195 per night (4-star quality), the proposed hotel would generate a total annual room revenue of approximately \$4.7 million. Total revenue of the hotel is expected to be \$6.1m per year.

With an average occupancy of 1.5 persons per room and an average spend per visitor night of around \$84 per person on food and retail goods and services⁸, the total amount of annual spending generated by hotel guests would be in the order of \$3.04 million every year (in 2015 dollars). Assuming two thirds of this is spent in Forster - Tuncurry, this is a further \$2.0m in retail expenditure captured by Forster - Tuncurry retailers.

⁸ Tourism Research Australia, North Coast NSW Supply 2014-15

Total Expenditure in Forster - Tuncurry

Total estimated spend by residents, workers and tourists on the subject site in the Forster - Tuncurry area will be around \$5.5m every year (constant 2015 dollars).

In addition, given the connectivity of uses on site there could be the added value of residents and tourists potentially increasing spend given the sites amenities such as gym, cinema, restaurants and supermarket.

Other Economic Benefits

Investment Stimulus

Where a significant property investment decision has been made, it is generally viewed as a strong positive commitment for the local area. Such an investment can in turn stimulate and attract further investment. The direct investment in the Subject site would support a wide range of economic multipliers which would in turn support investment in associated industries. It would also raise the profile of Forster - Tuncurry to potential investors.

The provision of high density residential development on the Subject site would increase the economic benefits of the scheme to surrounding businesses, services and the financial feasibility of public transport. The benefits of residential uses in Forster - Tuncurry town centre are recognised in planning policy increasing the demand for retail, commercial and transport services and hence increasing the viability of these services.

The proposed development would create additional business opportunities in this locality associated with future residents and employment floorspace on site. It would increase the profile of this area and in so doing increase the financial feasibility of mixed use development, potentially acting as a catalyst on surrounding sites.

Increased Housing Supply

The Great Lakes Strategic Plan - Great Lakes 2030 (the Plan) provides core directions in the provision of a local economy and housing within Forster - Tuncurry, these being:

1. Direction 2: Promote a strong local economy:
 - a) Objective 5: Promote the Great Lakes as an area that is attractive for residents;

- b) Objective 6: Establish and maintain a supportive business environment that encourages job opportunities; and
 - c) Objective 7: Provide transport infrastructure that meets current and future needs.
2. Direction 3: Development vibrant and connect communities:
- a) Objective 8: Provide the right places and spaces;
 - b) Objective 9: Plan for sustainable growth and development;
 - c) Objective 11: Increase and improve access to education for all ages;
 - d) Objective 12: Develop and support healthy and safe communities; and
 - e) Objective 13: Build on the character of our local communities and promote the connection between them.

The proposed development would be meeting each of these two directions. In addition, the proposed development would provide high density development in close proximity to the town centres commercial core and public transport infrastructure, a key initiative of the Plan. Furthermore given the development includes retail uses this would also appeal to the seniors given the proximity of services and trade in relation to their living location, notwithstanding the majority of the Forster - Tuncurry areas population is 60+ years old (and growing).

The development would likely decrease the need for future senior residents and hotel guests to use personal transportation therefore reducing traffic, activating the area and increase environmentally sustainable alternatives satisfying Objective 1 'our environment' of the *"Great Lakes Community Strategic Plan 2030"*. Finally, the proposed development aligns to the Hunter Regional Plan 2036 objective to: *"Enhance the services and facilities to support the ageing population"*. Moreover this objective is a key theme throughout other former Great Lakes Council local plans and policies.

Street Activation

The development of a mixed use development comprising uses such as commercial, retail and residential located on the Subject site would create increased pedestrian traffic having the effect of further activating the local area. This street activation would have the benefits of increasing security, increasing trade for retailers through increased passing trade and increase investment within the local area.

Transit Orientated Development

High density residential and mixed use development close to major local transport nodes meets urban consolidation objectives. It results in improved efficiencies, reduces dependency on private motor vehicle usage and encourages the use of public transport.

Demand for Retail Floorspace

This section discusses the developments economic retail aspects and retail floor space demand.

Supermarket

In 2014-15 the supermarket industry achieved \$94b in retail sales, provided \$8.2b in wages and made almost \$4b gross profit⁹.

The supermarket industry key to the national and local economics and captures:

- 30% of total retail expenditure
- 70% of food and grocery expenditure

In the former Great Lakes LGA there are 9 supermarkets servicing an estimated population of 40,650¹⁰. The largest regional shopping centre is Stockland Foster that currently includes major specialities such as Coles, Aldi, and Woolworth's. A breakup of supermarkets and grocery stores in the former Great Lakes LGA is shown in the table below.

Table 6: Former Great Lakes Supermarkets & Grocery Stores

Supermarket/ Grocery Store	Indicative Area (sqm)
Coles Forster	4,083
ALDI Forster	1,428
Woolworths Forster	3,800
Woolworths Tuncurry	2,900
Foodworks & IGA Nabiac	600
IGA Bulahdelah	130
Lovelys IGA	500
Tea Gardens Coles	800
Total Current Floor space	14,241

Source: HillPDA

⁹ IBIS World Report G4111

¹⁰ Adjusted for overnight tourism and transient residents

Implications for Forster Civic Precinct

The demand for supermarkets and grocery stores is worked out using an industry best practice of expenditure per capita. Adopting a \$13,160¹¹, supermarkets capture 31% of this retail spend¹². This equates to a retail expenditure of \$4,079/capita. At an industry benchmark turnover of \$10,000/sqm this equates to a supermarket and grocery store demand of 0.41sqm/capita. To be conservative we have adopted a slightly lower benchmark of 0.394sqm/ per capita in non-metropolitan NSW¹³.

Based on the current population of 40,650, the supermarket and grocery stores retail in the former Great Lakes area is undersupplied by around 1,775sqm. The application provides a 1,000sqm supermarket in the Forster Town Centre. The supermarket is expected to achieve retail sales of around \$9m. Most of this turnover will be redirected from Stockland Forster. Stockland achieved \$235m turnover in 2015-16¹⁴ and hence it can easily absorb this impact. Importantly the supermarket is meeting growth in demand over time due to population and tourism growth and its location will provide a valuable addition to the Forster town centre which currently has no supermarket at all.

Cinema

In 2015 Screen Australia reported there were 675 cinema screens in NSW/ ACT¹⁵. Since 1998 there has been a continued growth of screens consistent to population growth shown in Figure 6 below. Screens Australia report the majority age profile attending the Cinema is 50+¹⁶. The outlook for the cinema industry faces competition from other video platforms and internet sources. IBISWorld projects an increase in the number of films being produced and exclusively available to cinemas which leads to higher potential attendance numbers. There is also a trend across Australia to upgrade cinema infrastructure to accommodate high quality films and sound.

¹¹ Marketinfo 2012 escalated to \$2016

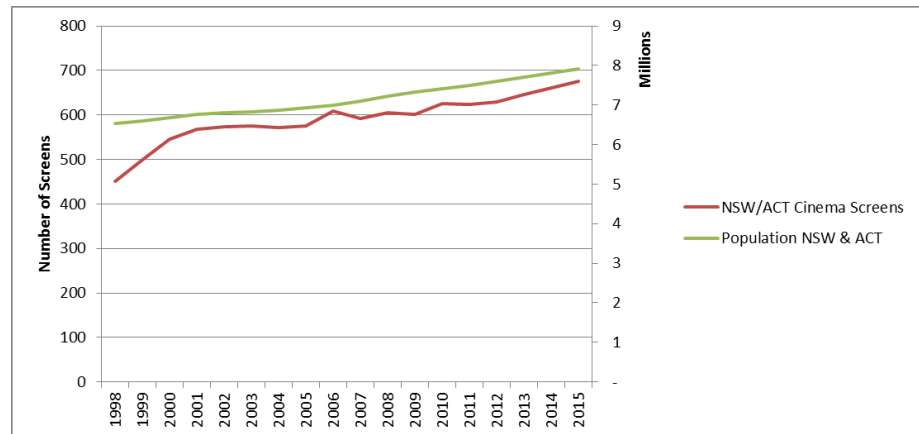
¹² ABS Retail Trade

¹³ MacroPlan Dimasi October 2016

¹⁴ Shopping Centre News Little Guns 2016

¹⁵ Screen Australia - Cinema industry trends Screens and theatres by State 1998 -2015

¹⁶ Screen Australia - Age profile of cinema audiences 1997 - 2015

Figure 6: Cinema Screens to Population NSW&ACT

Source: 3101.0 Australian Demographic Statistics & Screen Australia - Cinema industry trends
Screens and theatres by State 1998 -2015

Looking at the combined population for NSW and ACT this works out to be a ratio of cinema screens to population of 1:10,000.

Currently in the former Great Lakes are, there is only one Cinema called 'Great Lakes Cinema 3'. The site is located in the north of the Tuncurry Town Centre on Manning Street. This Cinema was constructed in 1999 and includes:

- three auditorium screens;
- seats a total of 519 persons;
- provides car parking for 39 with two spaces for disabled access;
- provides disabled access and hearing aid inductive loop; and
- Features Dolby Digital sound with projectors.
- The cinema was last upgraded in late 2007¹⁷.

This cinema services the former Great Lakes LGA population of 40,650¹⁸.

Given the ratio and population there is room for an additional screen in the former Great Lakes Local Government Area.

Implications for Forster Civic Precinct

The planning proposal for the Subject Site will provide three cinema screens, retail and hospitality uses. It is assumed the Cinema fitout and experience will be of a higher quality than the existing cinema in Tuncurry.

¹⁷ www.GreatLakesCinemas.com.au

¹⁸ Adjusted for Tourism

Factoring in the other site amenities, seniors demographic on site, tourism, and community facilities will create pent-up demand.

Moreover, the subject site is closer to the Forster Town Centre with the higher density population. The site will also provide 584 basement carparks and 138 on street parking with disabled access. This car parking arrangement is far greater than the current 41 spaces at the Great Lakes Cinema 3. There is also the added benefit to utilise the cinema for community events and presentations.

The existing cinema is at the northern edge of the Tuncurry town centre and the proposed cinema is at the southern edge of the Forster town centre. There is likely to be some competition and commercial risk to the existing cinema provider in Tuncurry. However this is a matter of competition between two traders in the locality which is not a relevant matter for planning consideration. Furthermore, by providing a new 3 screen cinema with on-site parking the proposed cinema will more than make good for any loss in the locality.

Nightclub

Currently, Forster – Tuncurry does not have a purpose-built night club or live entertainment venue.

A night club in the local area would provide an additional source of trade, employment and tourism not currently offered. Night clubs, in general, have the ability to enhance community social interaction, appeal to the arts community, and showcase local musical talent. The proposed nightclub on the site could also provide a performance venue for local community groups, social events and schools.

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4. This report and its attached appendices are based on estimates, assumptions and information provided by the Client or sourced and referenced from external sources by HillPDA. While we endeavour to check these estimates, assumptions and information, no warranty is given in relation to their reliability, feasibility, accuracy or reasonableness. HillPDA presents these estimates and assumptions as a basis for the Client's interpretation and analysis. With respect to forecasts, HillPDA does not present them as results that will actually be achieved. HillPDA relies upon the interpretation of the Client to judge for itself the likelihood of whether these projections can be achieved or not.
5. Due care has been taken to prepare the attached financial models from available information at the time of writing, however no responsibility can be or is accepted for errors or inaccuracies that may have occurred either with the programming or the resultant financial projections and their assumptions.
6. This report does not constitute a valuation of any property or interest in property. In preparing this report HillPDA has relied upon information concerning the subject property and/or proposed development provided by the Client and HillPDA has not independently verified this information except where noted in this report.
7. In relation to any valuation which is undertaken for a Managed Investment Scheme (as defined by the Managed Investments Act 1998) or for any lender that is subject to the provisions of the Managed Investments Act, the following clause applies:

This valuation is prepared on the assumption that the lender or addressee as referred to in this valuation report (and no other) may rely on the valuation for mortgage finance purposes and the lender has complied with its own lending guidelines as well as prudent finance industry lending practices, and has considered all prudent aspects of credit risk for any potential borrower, including the borrower's ability to service and repay any mortgage loan. Further, the valuation is prepared on the assumption that the lender is providing mortgage financing at a conservative and prudent loan to value ratio.
8. HillPDA makes no representations or warranties of any kind, about the accuracy, reliability, completeness, suitability or fitness in relation to maps generated by HillPDA or contained within this report.



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Appendix E – Consistency with State Environmental Planning Policies

State Environmental Planning Policy (SEPP)	Consistency with SEPP
SEPP No 1 —Development Standards	Not Applicable
SEPP No 14—Coastal Wetlands	Not Applicable
SEPP No 19—Bushland in Urban Areas	Not Applicable
SEPP No 21—Caravan Parks	Not Applicable
SEPP No 26—Littoral Rainforests	Not Applicable
SEPP No 30—Intensive Agriculture	Not Applicable
SEPP No 33—Hazardous and Offensive Development	Not Applicable
SEPP No 36—Manufactured Home Estates	Not Applicable
SEPP No 44—Koala Habitat Protection	Whilst the subject land is in excess of 1 hectare, the composition of trees on the site does not include koala feed species listed in the SEPP and the site is not potential koala habitat. The Planning Proposal is not likely to impact on critical habitat, threatened species, populations or ecological communities. An ecological impact assessment of the proposal will be undertaken as part of the concurrent development application and will be exhibited concurrently with the Planning Proposal.
SEPP No 47—Moore Park Showground	Not applicable
SEPP No 50—Canal Estate Development	Not applicable
SEPP No 52—Farm Dams and Other Works in Land and Water Management Plan Areas	Not Applicable
SEPP No 55—Remediation of Land	Not Applicable - no change to land use proposed.
SEPP No 62—Sustainable Aquaculture	Not Applicable
SEPP No 64—Advertising and Signage	Not Applicable
SEPP No 65—Design Quality of Residential Apartment Development	Development Application will be compliant with SEPP 65 principles will be prepared by a registered architect.
SEPP No 70—Affordable Housing (Revised Schemes)	Not Applicable
SEPP No 71—Coastal Protection	Land is located in the Coastal Zone and Partly within a sensitive coastal location. The matters to be considered under SEPP 71 have been considered and the proposal is considered consistent with the aims of the SEPP. The proposal will retain and enhance public foreshore access and does not impact negatively on the foreshore or

State Environmental Planning Policy (SEPP)	Consistency with SEPP
	the environmental values of the coast. The development concept provides for consolidated development of the town centre consistent with design guidelines for the coast which is consistent with the strategies and urban outcomes envisaged for the coastal township of Forster.
SEPP (Affordable Rental Housing) 2009	Not Applicable
SEPP (Building Sustainability Index: BASIX) 2004	Residential components of the development will comply with BASIX requirements.
SEPP (Exempt and Complying Development Codes) 2008	Not Applicable
SEPP (Housing for Seniors or People with a Disability) 2004	Seniors Housing to be developed on the land will comply with this SEPP. The site is in a superior location with excellent access to services and facilities. The housing designed in compliance with the SEPP will provide for ageing in place, consistent with the goals for the ageing population of the area.
SEPP (Infrastructure) 2007	The application of the SEPP (Infrastructure) 2007 will not be affected by this planning proposal. Future development of the land will be identified as Traffic Generating Development under Clause 104 of the SEPP and referral to Roads and Maritime Services will apply.
SEPP (Integration and Repeals) 2016	Not Applicable
SEPP (Kosciuszko National Park—Alpine Resorts) 2007	Not applicable
SEPP (Kurnell Peninsula) 1989	Not applicable
SEPP (Mining, Petroleum Production and Extractive Industries) 2007	Not Applicable
SEPP (Miscellaneous Consent Provisions) 2007	Not Applicable
SEPP (Penrith Lakes Scheme) 1989	Not applicable
SEPP (Rural Lands) 2008	Not Applicable
SEPP (State and Regional Development) 2011	The development concept for the land will be Regional Development and would be determined by a Joint Regional Planning Panel.
SEPP (State Significant Precincts) 2005	Not applicable
SEPP (Sydney Drinking Water Catchment) 2011	Not applicable
SEPP (Sydney Region Growth Centres) 2006	Not applicable
SEPP (Three Ports) 2013	Not applicable
SEPP (Urban Renewal) 2010	Not applicable
SEPP (Western Sydney Employment Area) 2009	Not applicable
SEPP (Western Sydney	Not applicabl

State Environmental Planning Policy (SEPP)	Consistency with SEPP
Parklands) 2009	

S117 Ministerial Direction	Consistency with S117 Direction
1. Employment and Resources	
1.1 Business and Industrial Zones	Consistent with Direction The direction is applicable as the B4 Mixed Use Zone is a business zone. The Planning proposal does not alter the areas available for business uses on the land.
1.2 Rural Zones Aims to protect the agricultural production value of rural lands.	Not Applicable
1.3 Mining, Petroleum Production and Extractive Industries	Not Applicable
1.4 Oyster Aquaculture	Not Applicable – No change in land use proposed
1.5 Rural Lands	Not Applicable
2. Environment and Heritage	
2.1 Environmental Protection Zones	Not Applicable
2.2 Coastal Protection	Consistent with Direction The subject land is located in the coastal zone. The planning proposal is consistent with the NSW Coastal Policy and the NSW Coastal design Guidelines which identify the following goals: <i>Local and regional housing strategies for coastal towns will continue to be developed to encourage compact towns in a range of sizes and with a variety of forms. (NSW Coastal Policy 1997)</i> <i>The consolidation of future growth where infrastructure, quality buildings and pedestrian friendly streets may be at present under utilised (Coastal Design Guidelines)</i> The Urban Design Density review and Civic Precinct Masterplan have been developed as place based plans for the Forster Town centre. The proposal is consistent with local and regional strategic plans for this coastal area and delivers substantial benefits to the coastal community of Forster Tuncurry.
2.3 Heritage Conservation	Direction applies however the proposal does not change permissible uses on the land or permit additional development. Previous assessment of the site was provided by the Forster Local Aboriginal Land Council which did not reveal any constraints to development on the site. A recent meeting between Council's Strategic Planning Manager and Office of Environment and Heritage confirmed that an Aboriginal Cultural Heritage Assessment is not required for this Planning Proposal, however a due diligence assessment will be required at the development approval stage.
2.4 Recreation Vehicle Areas Aims to protect sensitive lands with significant vegetation value from the adverse impacts of recreational vehicles	Not Applicable

S117 Ministerial Direction	Consistency with S117 Direction
3. Housing, Infrastructure and Urban Development	
3.1 Residential Zones Aims to encourage a range of housing that makes efficient use of existing infrastructure and service that does not impact on the environment or resource lands.	Consistent with Direction This direction applies as the B4 zone permits significant residential development. The Planning Proposal is consistent with the direction as the proposal will: • Broaden housing types available for the local market • Make efficient use of infrastructure and resources • Reduce consumption of land on the urban fringe for housing • Be of good design. Consistent with the direction, the LEP already contains requirements for infrastructure to be provided before development occurs and the Planning Proposal does not reduce permissible residential densities for the land.
3.2 Caravan Parks and Manufactured Home Estates Aims to provide a variety of housing types including opportunities for caravan parks and manufactured home estates.	Not Applicable
3.3 Home Occupations Aims to encourage low impact businesses in dwelling houses.	Not Applicable
3.4 Integrating Land Use & Transport Aims to improve access by walking, public transport and other means that reduce private car travel dependencies.	Consistent with Direction The proposal is consistent with the direction as it provides co-location of housing with services and connection with existing transport links. The site also provides for connection with existing pedestrian and bicycle infrastructure and the development concept provides for extensive pedestrian and bicycle facilities.
3.5 Development Near Licensed Aerodromes Aims to ensure that Aerodromes operate safely and effectively and that development within the vicinity of aerodromes is suitable for occupation and does not compromise aerodrome operations.	Not Applicable
3.6 Shooting Ranges	Not Applicable
4. Hazard & Risk	
4.1 Acid Sulfate Soils	Consistent with Direction The land is mapped as Class 3 and Class 4 on the Acid Sulfate Soils Planning Maps. An Acid Sulfate Soils investigation was previously carried out for a development on the land which did not detect actual or potential Acid Sulfate Soils on the land. The Planning Proposal results in the intensification of height and FSR but the previous ASS investigations did not detect actual or potential ASS. Therefore the Planning Proposal is consistent with this direction.
4.2 Mine Subsidence and Unstable Land	Not Applicable

S117 Ministerial Direction	Consistency with S117 Direction
4.3 Flood Prone Land	Not Applicable
4.4 Planning for Bushfire Protection	Not Applicable
5. Regional Planning	
5.1 Implementation of Regional Strategies	Consistent with Direction Not applicableThe planning proposal is consistent with the Hunter Regional Plan as discussed in Part B.
5.2 Sydney Drinking Water Catchments	Not applicable
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	Not applicable
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	Not applicable
5.5 Revoked	Not applicable
5.6 Revoked	Not applicable
5.7 Revoked	Not applicable
5.8 Second Sydney Airport: Badgerys Creek	Not applicable
5.10 Implementation of Regional Plans	The Planning Proposal is considered to be consistent with the Hunter Regional Plan 2036 which recognises the need for encouraging compact settlements, revitalisation of communities, support for tourism, and improving housing choice and sustainability. Specifically the proposal is consistent with: Goal 1 – The leading regional economy in Australia (Direction 6 and 9) Goal 3 – Thriving communities (Direction 17 and 18) Goal 4 – Greater housing choice and jobs (Directions 21, 22, 23 and 26).
6. Local Plan Making	
6.1 Approval and Referral Requirements	Not applicable
6.2 Reserving Land for Public Purposes	Not applicable
6.3 Site Specific Provisions	Consistent with Direction This direction provides certain controls in relation to applying specific controls to a site for certain development. It would be contrary to the direction to create additional development standards to apply to the land, other than the standards already contained within the LEP. The proposal involves applying existing development controls to the land, and is consistent with the provisions of the direction.
7. Metropolitan Planning	
7.1 Implementation of the Metropolitan Plan for Sydney 2036	Not applicable