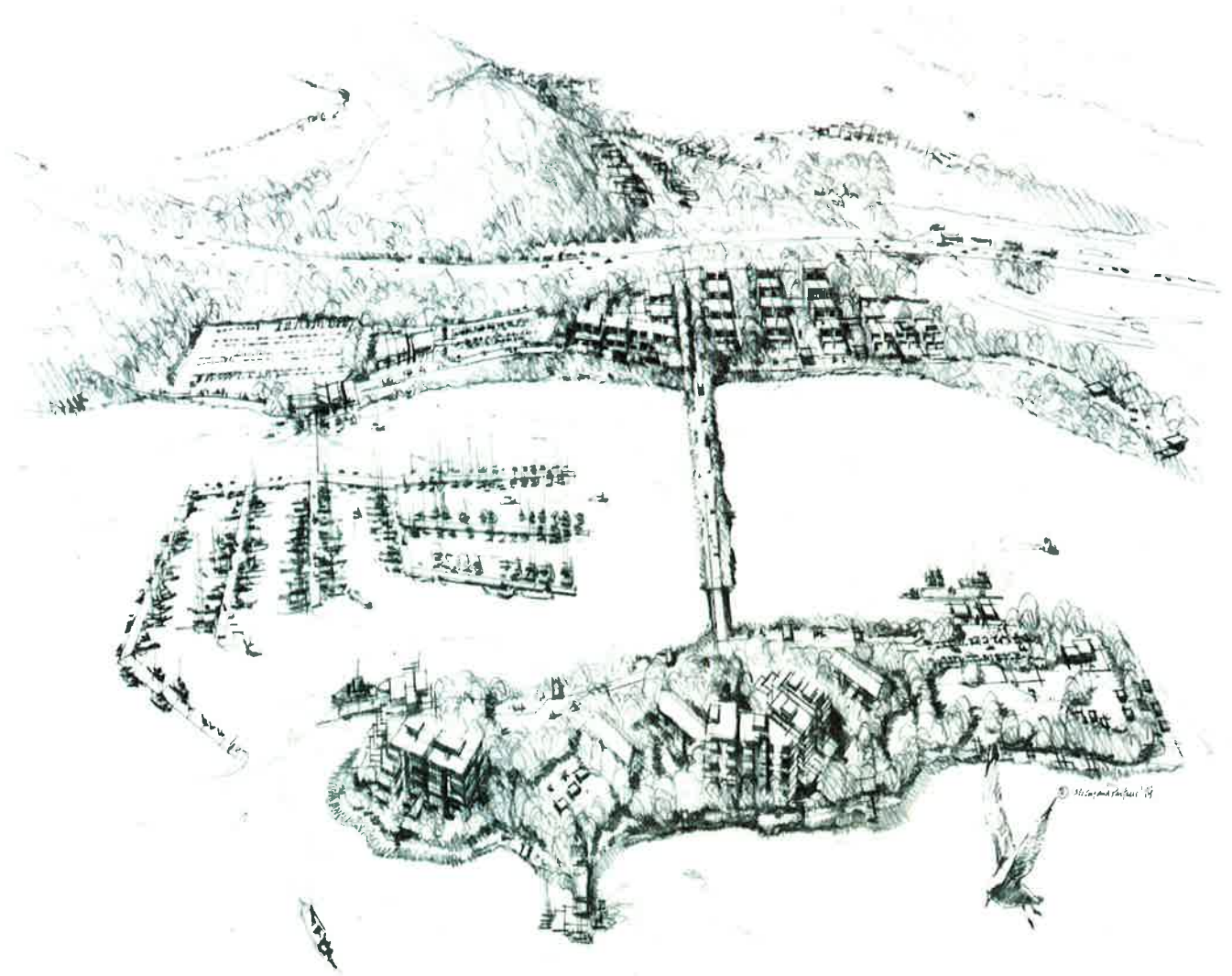




Government Property NSW
Peat Island and Mooney Mooney Rezoning

August 2014



Government
Property NSW

urbis

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Executive Summary

OVERVIEW

This Planning Proposal has been prepared on behalf of Government Property NSW to initiate the preparation of an amendment to the *Gosford Local Environmental Plan 2014* (GLEP 2014) for surplus Government owned land at Peat Island and Mooney Mooney to facilitate a mix of residential, community and employment generating land uses to be developed on the site.

The Planning Proposal has been prepared having regard to the NSW Department of Planning's 'A Guide to Preparing Planning Proposals' and 'A Guide to Preparing Local Environmental Plans'.

PROPOSED LEP AMENDMENT

The site has become surplus to the needs of the NSW State Government. The current land use zoning reflects the former institutional land uses on the site and the range of permissible uses are limited. There is therefore a genuine need to review the zoning of the site to allow for a commercially viable alternative use of the site.

This Planning Proposal has been prepared to facilitate the staged redevelopment of the site for a mix of residential, community, recreation and employment generating land uses (such as retail, a marina, restaurant, café and service station) to be undertaken through the preparation of a site specific amendment to GLEP 2014.

The rezoning of the site as proposed is influenced by a number of key factors which are addressed in this report. These are:

- Proximity to an established residential area at Mooney Mooney and access to existing infrastructure.
- An existing under provision of employment generating land uses and neighbourhood / local convenience facilities within the local catchment area.
- The unique history of Peat Island.
- Traffic management to prevent adverse impacts on the operation of the M1.
- The need to manage environmental site constraints including flood risk, bushfire and ecology.
- The significant opportunity to make a statement as the gateway to the Central Coast.

It is proposed to amend the land use zoning applicable to the site from SP2 Special Infrastructure and RE1 Public Recreation to B2 Local Centre, R1 General Residential, R2 Low Density Residential, RE1 Public Recreation, W2 Recreational Waterways and E1 National Parks and Nature Reserves.

INDICATIVE CONCEPT PLAN

An Indicative Concept Plan has been developed for the site to demonstrate the likely development that would occur if the Planning Proposal was gazetted. The Indicative Concept Plan responds to the surrounding context, including the prevailing zoning of adjoining land and environmental and physical site constraints.

The Indicative Concept Plan for the site envisages the following land uses:

- Community facilities: The existing informal community library will be relocated from its current position within the former Mooney Mooney public school to an alternative location within the site. The chapel will be retained in its current location.
- Residential: A mix of dwellings including detached houses, attached housing and residential flat buildings.

- Neighbourhood centre: A service station complemented by neighbourhood retail uses which may include a small supermarket and restaurant / café uses. The site has strong visual exposure to the M1 Motorway and therefore would benefit from passing trade, as well as providing local convenience retail to service the local catchment.
- Marina: Wet berths, associated land based marina uses and parking located on the waterfront.
- Emergency services facilities: Existing facilities for ambulance, RMS highway services and the rural fire service will be relocated within the site.
- Vehicle access and car parking.

Landscaping and open space will be integrated as a defining element of the visual character of the development. The key features of this system include:

- Foreshore Park: Provision of a large public open space located adjacent to the foreshore opposite Peat Island. This open space will provide opportunities for informal recreational activity. Public car parking will also be made available in this location.
- Peat Island Park: Public open space will be located at the southern end of Peat Island. This open space will provide opportunities for public access and informal recreational activity, which is not currently available.
- Foreshore Access: Provision of more than 2.75km of public foreshore access around Peats Island and along the river foreshore.
- Public wharf and boating facilities: Existing public car and trailer parking and public wharf facilities will be retained at Mooney Mooney Point Reserve.

KEY ECONOMIC AND COMMUNITY BENEFITS

The proposal will result in a range of key economic and community benefits for the local community and wider Gosford Local Government Area, including:

- Injection of capital investment into the economy from expenditure on housing, infrastructure services both internal and external to the site including road, energy services, water, sewer and communication works.
- Creation of an estimated 110 permanent jobs, of which the majority of jobs will be local.
- Support a further 915 jobs during construction.
- Provision of more than 2.75km of foreshore access around Peats Island and along the river foreshore.
- Provision of up to 450 new dwellings to help meet regional housing needs.
- Provision of 250 marina berths to meet unmet demand for water berthing facilities in the area.
- Dedication of 26,000m² of publicly accessible open space to Gosford Council.
- Preservation of the historical significance of Peat Island through the retention of 4 non-listed historical buildings on Peat Island for adaptive re-use.
- Dedication of 2,800m² of land to Gosford Council for community facilities.
- Creation of a new neighbourhood centre and service station to serve the local community.
- Retention and dedication of the Chapel to serve the local community.

- Protection of sensitive mangroves area, thus protecting natural attributes of the site and the visual aesthetics of the site.
- Dedication of 2 ha of heavily vegetated land to be included in Popran National Park to conserve significant bushland in perpetuity.
- Improved amenity for the existing community through the creation of opportunities for new facilities, services and open space.

Following our analysis of the site and its surrounding context, and the applicable State, regional and local planning policies, we are firmly of the view that there is clear planning merit to the Planning Proposal. It is therefore recommended that this Planning Proposal be favourably considered by Gosford Council (Council) and that Council resolve to forward it to the Department of Planning and Environment for LEP Gateway determination in accordance with the *Environmental Planning and Assessment Act, 1979*.

1 Introduction

1.1 OVERVIEW

This Planning Proposal has been prepared by Urbis (on behalf of Government Property NSW) to facilitate the preparation of a Local Environmental Plan (LEP) amendment to rezone surplus land owned by the NSW Government at Peat Island and Mooney Mooney for a mix of community, residential and employment generating uses (such as retail, a marina, restaurant, café and service station) in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* (the EP&A Act).

Under the recently adopted GLEP 2014, the proposed mix of residential, community, recreation and employment generating uses are not permissible. It is proposed to amend the land use zoning applicable to the site from SP2 Special Infrastructure and RE1 Public Recreation to B2 Local Centre, R1 General Residential, R2 Low Density Residential, RE1 Public Recreation, W2 Recreational Waterways and E1 National Parks and Nature Reserves.

Alternative amendments to GLEP 2014, such as the use of Schedule 1 Additional Permitted Uses is not considered suitable given the intended mix of development types, variety of minimum lots sizes and heights, and the desire to protect the environmental and heritage values of the site. It is considered that amending the maps of GLEP 2014 is consistent with the Standard Instrument LEP and is the best, most efficient and time effective approach to delivering the intended outcome of the proposal.

As required by Section 55 of the EP&A Act, this Planning Proposal includes the following:

- Description of the subject site and context.
- Description of the proposed rezoning and Indicative Concept Plan showing sufficient detail to indicate the effect of the rezoning.
- Statement of the objectives and intended outcomes of the proposal.
- Explanation of the provisions of the proposal.
- Summary of the justification of the proposal, including an environmental assessment.
- Description of the community consultation process that would be expected to be undertaken by Government Property NSW before consideration is given to making of the planning instrument.

The Planning Proposal has been prepared having regard to the NSW Department of Planning's '*A Guide to Preparing Planning Proposals*' and '*A Guide to Preparing Local Environmental Plans*'. It has also been prepared following a number of preliminary discussions with planning officers at Council and a briefing of Gosford Councillors.

This Planning Proposal is accompanied by a range of plans and reports prepared by specialist consultants to provide a comprehensive analysis of the site opportunities and constraints. These include:

- Indicative Concept Plan (Urbis)
- European heritage (Urbis)
- Bushfire (Eco Logical)
- Ecology (Conacher Travers)
- Aboriginal heritage (Artefact)
- Noise (Renzo Tonin)
- Traffic (GTA)
- Contamination (JBS Environmental)
- Geotechnical assessment (PSM)
- Watercycle review (Brown Consulting)
- Marina analysis (npc)

It is anticipated that post LEP Gateway some additional studies will be required, meaning a final Planning Proposal document with the full suite of consultant reports will form part of the exhibition.

1.2 BACKGROUND AND SITE HISTORY

The majority of the subject site was originally developed for institutional purposes (mental hospital) with some other ancillary uses. The former Mooney Mooney public primary school was located on the eastern side of the subject site. As a consequence, the current zoning reflects the former institutional land uses.

Peat Island, formerly known as Rabbit Island, has historically been Crown Land since European Settlement. The island was dedicated for use as an asylum for inebriates (alcoholics), specifically for females in 1901.

Construction of the buildings associated with the asylum commenced in 1902 and involved the clearing and levelling of the island. Since that time the site has variously been used as a psychiatric facility, home for boys and disability institution until its permanent closure in 2010. A detailed history of the site is provided in the heritage statement attached at **Appendix E.2**.

The Mooney Mooney public school opened in 1939. A decline in enrolments and an increase in the availability of alternative schools within the locality resulted in the closure of the school in 2007. A Site Compatibility Certificate (SCC No. I08_018) was issued in respect of the school lands in November 2008. The SCC deemed the site to be suitable for low density residential use consistent with adjoining lands. While the SCC has now expired (28 November 2013) the land use context within which the former school site sits remains unchanged. Future development of this part of the site for low density residential use continues to remain appropriate.

The former institutional uses on the site are now redundant and subject site is surplus to the needs of NSW State Government and is proposed to be sold. The current zoning and range of permissible uses are inappropriate for any future commercially viable alternate use of the site. There is therefore a genuine need to review the zoning of the site, as well as examine the site constraints and opportunities to assist in the determination of the highest and best land use for the site.

1.3 CONSULTATION WITH COUNCIL

The rezoning proposal was discussed at a pre-lodgement meeting with Council officers on 7 July and a briefing to Gosford City Council Councillors was held on 15 July 2014. Council subsequently wrote to Government Property NSW outlining a number of issues to be addressed in the Planning Proposal. These issues and the response to each issue are summarised below. Further information is included throughout this report and within the supporting technical reports attached within the appendices.

1. *Council is seeking a commitment that the whole development will be completed. A Voluntary Planning Agreement may be necessary in order to make commitments as to how the development is to be managed.*

Rezoning will allow for the staged redevelopment of the site in response to market demand. It is anticipated that the eastern precinct (residential uses) and the proposed neighbourhood centre within the western precinct will proceed initially with the remaining land parcels being developed as later stages. It is anticipated that the NSW Government and Council will enter into a voluntary planning agreement (VPA) to address the delivery of critical infrastructure for the site (refer to Section 4.7)

2. *A Section 94 Contribution Plan is recommended to be established for the development.*

It is anticipated that NSW Government will work with Council to develop a site specific Section 94 Contributions Plan to address the future financing of public and community infrastructure. The site specific Section 94 Plan would be prepared post Gateway determination when more detailed technical investigations are undertaken and anticipated development yields for the site confirmed.

3. *The pedestrian underpass is required to be improved to ensure there is connectivity between the existing community and proposed development.*

Noted. The pedestrian passageway will be retained and upgraded as part of any future development of the site. It is anticipated that the need to upgrade the passageway would be addressed within the VPA.

4. *When the Planning Proposal is submitted to Council, it will be placed on our website and made available to the public. Council recommends NSW Government should notify the local residents and undertaken some form of community consultation prior to submission of the Planning proposal.*

Noted. NSW Government has already commenced community consultation to ensure that local residents are kept informed about the future plans for the site. Further details about the specific measures that have and will be undertaken are detailed in Section 7.1.

5. *Council would prefer to see the community facilities consolidated into a single location.*

Under the concept plan the community centre / library facility have been relocated and co-located with the Rural Fire Service (RFS) facility on the western side of the Pacific Highway. Opportunities to co-locate these facilities with other state services (Roads and Maritime Services (RMS) highway response facilities and Ambulance depot) have been explored but have been discounted for the following reasons:

- The ambulance and RMS highway response facilities require immediate and uninhibited access to the M1 Motorway to enable rapid response to emergency situations on the motorway. The proposed location of the ambulance and RMS highway response facilities on the eastern side of the motorway is considered to be the most suitable location for these uses as they will have immediate and uninhibited access to the M1 Motorway via an existing road network. It is not considered appropriate to also locate the community centre / library facility and RFS facility in this location as they will be less accessible to the existing and future community.
- The chosen location of the community centre / library facility and RFS facility on the eastern side of the motorway is considered to be the most appropriate location for the co-location of these uses as it will create an activity hub for the community on the eastern side of the Motorway. This will help enhance the vibrancy of the eastern precinct.

Further analysis of potential siting opportunities for these facilities will be undertaken in discussion with the relevant service providers. The zones proposed are suitably flexible to allow these facilities to be moved within the concept plan if required.

6. *Options for the location of the RMS and RFS could be in [the] vicinity of the marina.*

Siting the RMS and / or RFS in the vicinity of the marina is considered to be unsuitable for the following reasons:

- As discussed above, the proposed location of the RMS highway response facility on the eastern side of the motorway is considered to be the most suitable location for these uses as they will have immediate and uninhibited access to the M1 Motorway via an existing road network. This is paramount in selecting a suitable location for the RMS highway response facility.
- Furthermore, the developable footprint where the marina is proposed is limited because of the narrowness of land in this location, the steeply sloping land to the north and east and existing vegetation. This part of the site has been identified as the most appropriate location for the marina for a number of environmental reasons discussed at Section 5.3 of this report. There is simply not enough unconstrained land in this location to accommodate the land based components of the marina as well as the RMS and RFS.

7. *By locating the commercial and community facilities together, it will ensure the east & west community is not split.*

It is considered that improved connectivity between the east and west precincts (through upgrades to the road and pedestrian underpasses) will ensure that the existing and new communities on either sides of the motorway are connected and integrated. It is important to note that the proposal does not seek to duplicate facilities on each side of the motorway as this is not a commercially feasible option. It is, however, proposed to create activity hubs on either side of the Motorway.

It is proposed to locate the Neighbourhood Centre (service station with ancillary restaurant/café, and local convenience retailing) on the western side of the Motorway. The market analysis undertaken by Urbis indicates that there is insufficient demand within the local area to support stand-alone retail facilities anywhere the site. The commercial viability of the Neighbourhood Centre is heavily dependent on the proposed service station also being developed, the service station would act as an anchor for the local convenience retailing uses. This is because the service station would draw trade from beyond the local area, attracting passing motorists, as well as the local community and future users of the marina.

The proposed location of the Neighbourhood Centre adjacent to the M1 Motorway is the ideal location for a service station with ancillary restaurant/café, and local convenience retailing. It is directly accessible to the M1 Motorway via an existing roadway interchange, allowing the site to effectively capture trade from the motorway users. The traffic counts along the M1 Motorway average approximately 38,000 vehicles per day in both directions, highlighting an underlying opportunity for such a facility. The opportunity is further strengthened by the lack of nearby competing service centres. Furthermore, Central Coast commuters will find the service station on the "drive home" side, adding to the viability of an ancillary retail shop operation. It is important to note that the former service station on the eastern side of the Motorway closed because it was not visible from the M1 Motorway and consequently did not capture trade from the motorway users.

It is also important to note that the associated retail components of the service station will increase the amenity of the western precinct and help activate the waterfront area, making this precinct more appealing to a range of users and higher density.

In terms of co-locating community facilities with the Neighbourhood Centre, the location of the Neighbourhood Centre is heavily constrained by the existing road infrastructure and overhead power lines, which limits the overall developable footprint of this parcel of land. There is insufficient unconstrained land in this location to permit the co-location of community uses together with the Neighbourhood Centre. Furthermore, as discussed above, the community centre / library facility have been located on the eastern side of the motorway, to help create an activity hub for the community on the eastern side of the motorway and enhance the amenity of the eastern precinct.

8. *Council would prefer the RMS compound be located so that it is not a prominent feature of the development. This proposed development will become the gateway to the Central Coast and the RMS compound should not be the defining feature when viewed from the motorway. The current proposed location adjacent to the motorway is not preferred.*

It is proposed to locate the RMS highway service and ambulance depot adjacent to the Pacific Highway. The site for these uses shown on the Indicative Concept Plan was selected primarily because it is within the ownership of RMS and because it would allow easy access to the motorway consistent with the requirements of the facility. Should this site be pursued further it should be noted that site levels on this parcel of land are lower than the motorway. Views of the new facility would therefore be restricted and could be further reduced with the introduction of suitable screen planting. In any case, the final location of the RMS highway services and ambulance depot can be explored as part of the detailed and on-going planning for the site.

9. *Council does not want to inherit the community facilities (in particular the chapel) which are then required to be maintained. Consideration needs to be given to how these facilities can be run and managed once the development is completed without Council involvement.*

Noted. Opportunities to retain the chapel in its current location and its future ownership will be explored as part of the detailed and on-going planning for the site. It is anticipated that the future

ownership/management arrangements for the chapel and other community facilities will be addressed through the VPA negotiation process post Gateway determination.

10. *Has consideration been given to locating community facilities such as tennis courts and/or bowling green around or within the existing Workers Club?*

The Workers Club is within separate private ownership and the club lands do not form part of the site or Planning Proposal. It is anticipated that a community needs assessment will be undertaken following gateway determination to clarify any additional requirements for formal and informal recreation facilities.

11. *Within the new residential areas consideration should be given to improved connectivity for vehicles and pedestrians by eliminating cul de sacs where possible.*

Noted. The Indicative Concept Plan represent just one development outcome for the site. The road layout shown on the Indicative Concept Plan is indicative only and assists in understanding the potential development yields that could be achieved within the residential zones. The proposed road layout in land west of the Pacific Highway includes cul-de-sacs as this type of road layout responds most appropriately to the site's physical constraints, notably the steep topography. The road layout can be examined in more detail post gateway determination, with road design specifications provided in a site specific development control plan. It is anticipated that final road layouts would be confirmed through further detailed design analysis at subdivision stage.

12. *Consideration should be given to a way to ensure the retail centre does not become a highway service centre.*

The proposed zoning of the retail centre (B2 Local Centre) would not allow for a highway service centre. A highway service centre is prohibited within the B2 Local Centre zone. A car based service station is proposed. As discussed above, the commercial viability of the retail centre is heavily dependent on the proposed service station, which would act as an anchor for the local convenience retailing uses. The market analysis indicates that there is insufficient demand within the local area to support stand-alone retail facilities anywhere the site. Notwithstanding, we understand that Council's concern with respect to a future highway service centre on the site relates largely to the visual impact of such a facility, particularly given its prominent location adjacent to the M1 Motorway at the gateway to the Central Coast. Should the Department of Infrastructure and Council view the proposed rezoning positively, it is anticipated that a site specific development control plan will be required to be prepared post Gateway to guide the future development of the site.

13. *Can the elongated blocks on the eastern side of Mooney Mooney be shortened to accommodate [a] public recreation area adjacent to the foreshore.*

There is considered to be scope to provide public foreshore access within the eastern precinct and this will be explored as part of the detailed urban design analysis of the site following gateway determination. It is anticipated that the provision of public foreshore access would be addressed through relevant controls within a site specific development control plan.

14. *The land zoning which will accommodate the heritage buildings on Peat Island should allow flexibility for a range of economic viable future uses, including potentially a hotel.*

Peat Island is proposed to be rezoned R1 General Residential. This zone allows sufficient flexibility to enable a variety of land uses including hotel accommodation to be developed on Peat Island. The economic feasibility of providing tourist related uses on Peat Island is discussed in detail at Section 4.6.1 of this report.

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2 Site Analysis

2.1 REGIONAL CONTEXT

This strategically important site is located at the gateway to the Gosford Local Government Area (LGA) within the broader Central Coast region, the third largest urban area within NSW with a population of approximately 321,500 people. The Hornsby LGA is located on the southern side of the Hawkesbury River.

The site is located approximately 29 kilometres (km) to the south west of Gosford City Centre, approximately 55km to the north of Sydney CBD and approximately 24km from the start of the M1 Motorway at Hornsby / Wahroonga. The closest railway station is situated at Brooklyn, approximately 5km to the south east. The 592 bus service connects the Hawkesbury River Station to Mooney Mooney and to Hornsby in the south.

The *Central Coast Regional Plan 2012-2017* (CCRS) is intended to establish the planning framework to deliver a prosperous and sustainable future for the Central Coast's Region's current and future residents. The CCRS identifies two important characteristics of the regional economy that clearly support the Planning Proposal request:

- The area has transformed from a holiday destination and area of retirement to an urban fringe area of Sydney as a result of migration of residential population from metropolitan Sydney to the Central Coast over the past few decades.
- An estimated 38,000 residents (one quarter of the working population) commute outside the region for employment on a daily basis highlighting the genuine need for local employment opportunities.

2.2 LOCAL CONTEXT

The subject site is located at Mooney Mooney on the Hawkesbury River. The surrounding area has exceptional scenic quality. Key features of which are the Hawkesbury River and surrounding national parklands, which include the Muogamarra Nature Reserve to the south separated from the site by the Hawkesbury River, Popran National Park immediately to the north, and Brisbane Water National Park to the north-west on the opposite side of Mooney Mooney Bay.

The M1 Motorway is a dominant feature of the surrounding area and it divides the site. The M1 Motorway has three travelling lanes in each direction at Mooney Mooney. The existing residential neighbourhood of Mooney Mooney is located to the east of the M1 Motorway. The housing stock in Mooney Mooney comprises detached housing. There is no local convenience retail provision within Mooney Mooney, with the exception of the Mooney Mooney Club, which is located on Kowan Road adjacent to the riverfront oyster farming industry. Local residents are currently required to travel to Brooklyn to meet their basic convenience retail needs.

To the north of the site is bushland forming part of the Popran National Park, which extends up the western side of M1 Motorway. Beyond Mooney Mooney to the north, is the residential suburb of Cheero Point, which is located on the eastern side of the M1 Motorway.

To the south of the site is the Hawkesbury River, which forms a significant scenic element of the surrounding area. Further beyond the immediate surrounds are other residential communities along the Hawkesbury River including Brooklyn, Cogra Bay, Milson Island and Dangar Island.

FIGURE 1 – SITE LOCATION



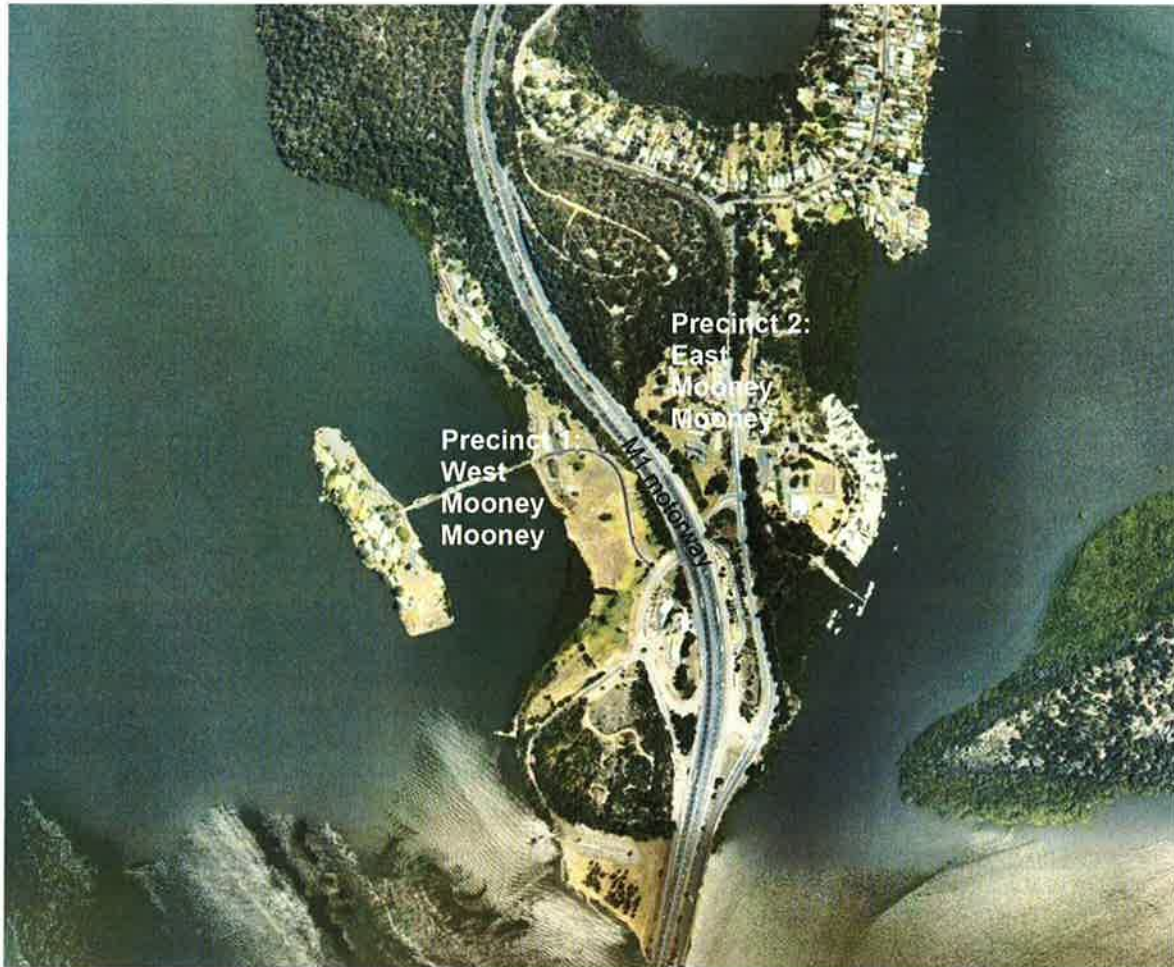
2.3 DEMOGRAPHIC PROFILE

- **Population size and future growth:** Mooney Mooney is a relatively small village which makes up just 0.26% of the Gosford LGA population. ABS census data (2011) indicates that the population is 440 persons. Forecast population growth for the Gosford LGA indicates that the LGA is expected to grow to almost 190,000 residents by 2031, representing growth of over 27,000 residents during the period 2011-2031. It is important to note that Mooney Mooney is located in close proximity to the northern boundary of the Hornsby LGA. Hornsby LGA's population is forecast to grow by over 44,000 residents between 2011 and 2031.
- **Population Age:** There is a high concentration of Mooney Mooney residents in the pre-retirement stages of their lives (40-59 years), suggesting a high proportion of working families. The median age within Mooney Mooney is 43 years. The area experiences a significantly higher proportion of residents aged 40-59 years than in the Sydney area (33%). Additionally the suburb has a higher proportion of residents aged 60+ years than the Sydney region suggesting that the area is attractive to retirees and those in the pre-retirement stage. Mooney Mooney has a significantly lower proportion of residents in the 25-39 year bracket than the Sydney region (16% compared to 23% across Sydney).
- **Household characteristics:** Mooney Mooney has a lower average household size than the Sydney benchmark. Household size is 2.4-2.5 persons per dwelling. Additionally there is a significantly higher proportion of couple families with no children (44%) than the Sydney benchmark (33%) and low proportion of couple families with children under 15.
- **Employment:** Of those who reported being in the labour force, 60% were employed full time, and 28% part-time. Residents over 65 years of age make 14% of the population. The main occupation groups in Mooney Mooney are professionals (18%), managers (17%), technician and trade workers (17%), clerical and administrative workers (16%), and community and personal service workers (9%).
- **Housing stock:** A large portion of residents have a mortgage, again demonstrating a high labour force participation rate as residents seek to pay off their mortgage. There is little diversity within the existing housing stock with 100% of occupied dwellings being detached dwellings, 46.5% of which are 3 bedroom houses. 18.6% of dwellings are unoccupied.

2.4 SITE DESCRIPTION

The subject site comprises a 38 hectare parcel of land made up of 17 existing lots (including Peat Island) all of which are within State Government ownership (refer to **Appendix B.1**). The site comprises two distinct precincts bisected by the M1 Motorway (Precinct 1: East Mooney Mooney and Precinct 2: West Mooney Mooney) as illustrated in Figure 2.

FIGURE 2 – SITE PLAN



The two precincts are described in detail below.

- **Precinct 1 - West Mooney Mooney:** This precinct is located on the western side of the M1 Motorway and is bound by the Hawkesbury River to the west and south, Popran National Park (zoned E1 National Parks and Nature Reserves) to the north and the M1 to the east. A large proportion of Precinct 1 (including Peat Island) is secured and is not accessible to the general public.

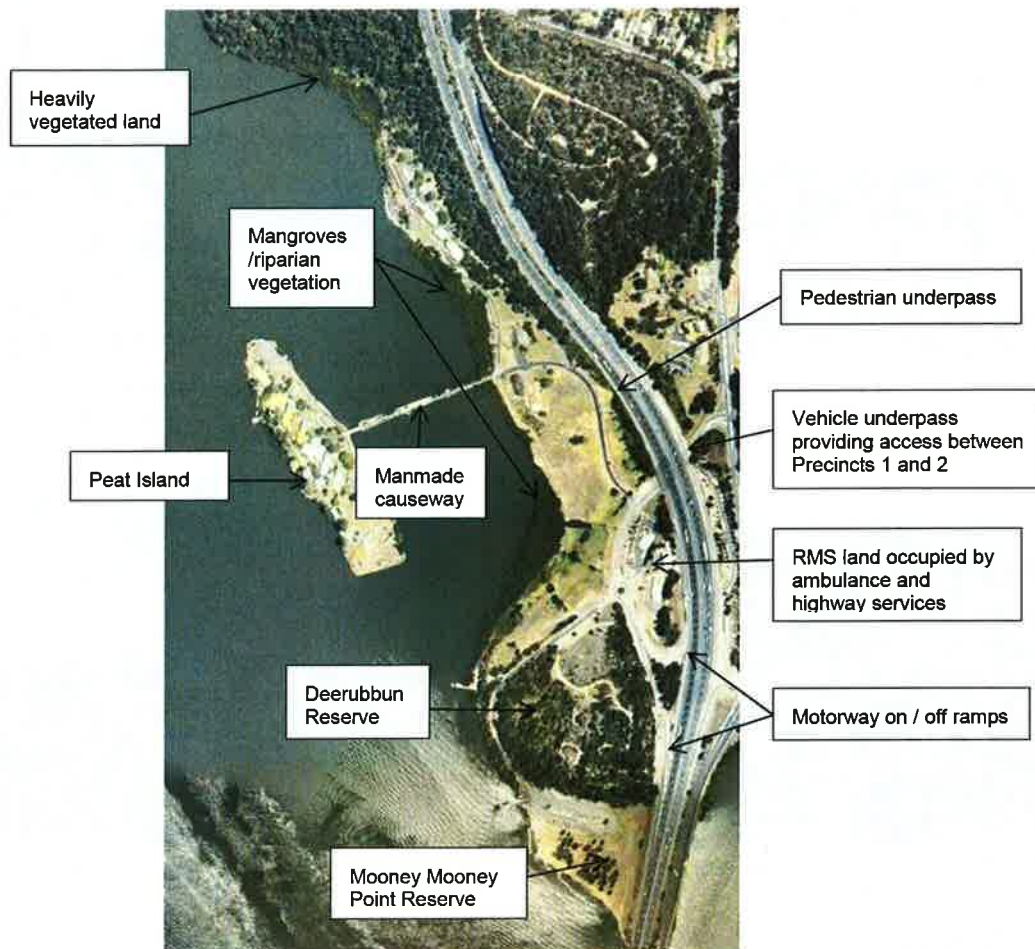
Peat Island is the key feature of Precinct 1. The northern and southern ends of the island are low and consist of flat reclaimed land (2 metres AHD) while the centre of the original island is higher at 4 meters AHD.

The 3 hectare island is connected to the mainland by a 250 metre manmade causeway, which provides shared vehicle (single lane) and pedestrian access to the island.

The former Peat Island mental institution closed in 2010 and buildings associated with this use are predominately vacant. The island is occupied by an ad hoc collection of buildings, car parking, open space, in-ground pool, gardens and pathways associated with its former hospital use. The buildings on the island vary in age, style and condition. Many of the site's buildings are extremely dilapidated. A

full description of these buildings, other buildings within the site associated with the Peat Island facility and their heritage significance is contained within the Heritage Report at **Appendix E.2**. Vegetation on the island includes lawns and mature trees.

FIGURE 3 – PRECINCT 1: WEST MOONEY MOONEY



The most northern tip of the precinct adjoins the Popran Reserve and is heavily vegetated. Land south of Popran Reserve has been cleared and is occupied by a number of institutional style buildings associated with the former mental hospital.

Land immediately to the east of Peat Island is cleared and comprises the former dairy farming land associated with the mental hospital. This area is also occupied by a car park and buildings associated with the former dairy farm and mental hospital. Mangroves and sandstone rocks are located along the foreshore of the Hawkesbury River. To the east and south east of this cleared land is land owned by the Roads and Maritime Services (RMS). This land is currently occupied by buildings associated with ambulance operations and RMS highway services.

The southern portion of the precinct includes Deerubbin Reserve, which is partly cleared but generally consists of steeply sloping, heavily vegetated land. This land is owned by the RMS.

The most southern portion of the precinct comprises Mooney Mooney Point Reserve, which accommodates public recreation facilities associated with its riverside location including public car and trailer parking and public wharf and jetties. The car parking area within the Reserve has recently been upgraded. Mooney Mooney Point Reserve is Crown land. No changes are proposed to the zoning of the Reserve (the RE1 zoning will be retained) but the land has been included within the

planning for the proposal to ensure that its uses are fully recognised and integrated into the future planning of the wider area.

FIGURE 4 – PRECINCT 1: WEST MOONEY MOONEY



PICTURE 1 – VIEW OF OPEN SPACE AND EXISTING BUILDINGS ON THE MAINLAND VIEWED FROM THE WEST



PICTURE 2 – VIEW EAST FROM PEAT ISLAND TOWARDS THE INSTITUTIONAL BUILDINGS IN THE NORTHERN PART OF THE SITE



PICTURE 3 – FORMER HOSPITAL BUILDING ON PEAT ISLAND



PICTURE 4 – CAUSEWAY VIEWED FROM PEAT ISLAND



PICTURE 5 – PEAT ISLAND VIEWED FROM THE NORTH WEST



PICTURE 6 – HEAVILY VEGETATED LAND AT THE NORTHERN TIP OF THE PRECINCT

- **Precinct 2: East Mooney Mooney:** This precinct is located to the east of the M1 Motorway and is bound by low density residential development to the north, the Mooney Mooney Club and residential properties to the south and riparian vegetation (mangroves) and Mooney Mooney Creek to the east. Surrounding residential land is zoned R2 Low Density Residential under GLEP 2014.

The Pacific Highway divides this precinct. Land to the west of the Pacific Highway comprises land associated with the former Peat Island mental hospital. The northern portion of the land parcel is undeveloped, comprising steeply sloping, vegetated land which rises to a height of RL80 metres from a low point of RL 8 metres. The southern portion of the site has been cleared and is occupied by detached residential dwellings within the ownership of NSW Government Property, an existing chapel and institutional buildings and facilities associated with the former mental institution on Peat Island, including dormitory buildings (disused and heavily dilapidated) and former tennis courts.

A pad site, previously occupied by a service station is situated immediately to the west of the Pacific Highway. The site has been cleared of buildings and structures. Remediation will be required (removal of underground storage tanks) prior to any future development on this part of the site.

To the east of the Pacific Highway, the site comprises vegetation interspersed with low density residential development (single and two storey detached dwellings on deep blocks) and school facilities on cleared land associated with the former Mooney Mooney public school in the southern extent of the land parcel. The shed for the Mooney Mooney Volunteer Bushfire Brigade is also located in this part of the site.

FIGURE 5 – PRECINCT 2: EAST MOONEY MOONEY

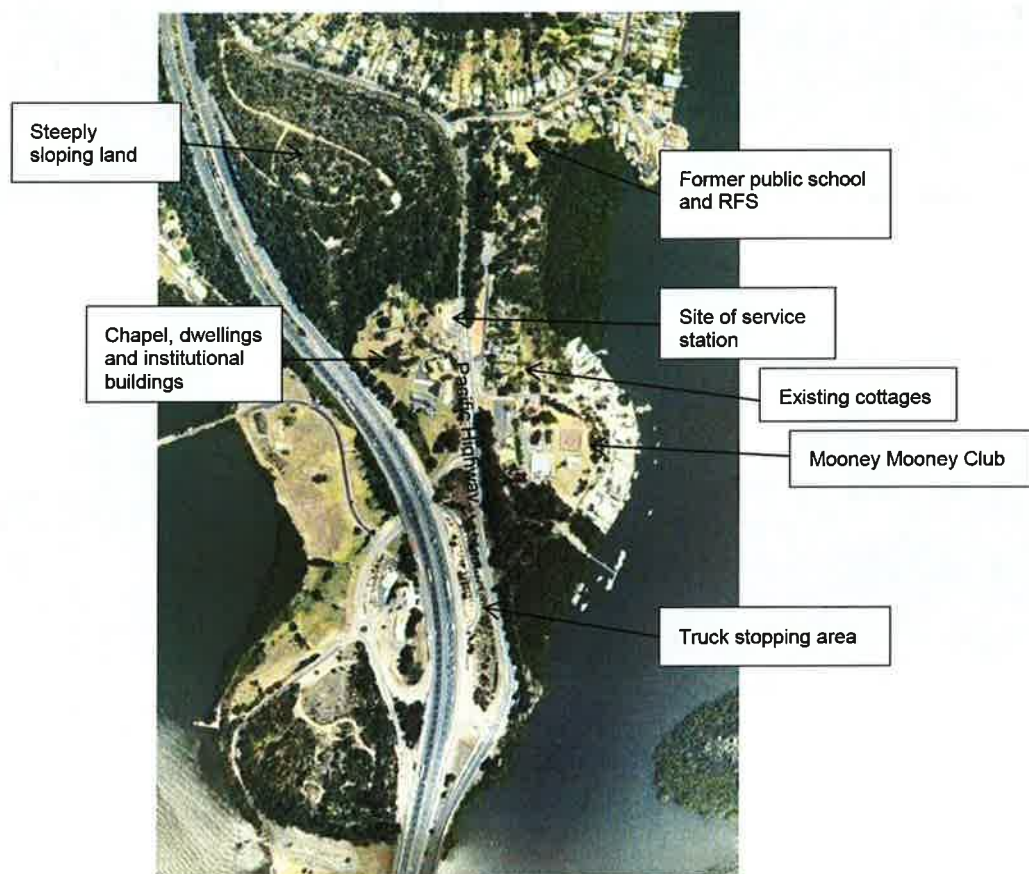


FIGURE 6 – PRECINCT 2: EAST MOONEY MOONEY



PICTURE 7 – NURSES DORMITORY



PICTURE 8 – RESIDENTIAL DWELLINGS WITHIN THE SITE



PICTURE 9 – SITE OF FORMER SERVICE STATION



PICTURE 10 – RESIDENTIAL PROPERTIES TO THE NORTH OF THE FORMER PUBLIC SCHOOL



PICTURE 11 – LAND WITHIN RMS OWNERSHIP



PICTURE 12 – VIEW TOWARDS THE MOONEY MOONEY CLUB FROM KOWAN ROAD

2.5 ACCESS

Direct vehicular access to and from the site to the M1 Motorway is available via on / off ramps connecting Mooney Mooney on both sides of the M1.

Peat Ferry Road is a local road that traverses Precinct 1. It provides two way vehicle access to Deerubbun Reserve and Mooney Mooney Point parkland / rest area at the southern tip of Precinct 1. This section of Peat Ferry Road is regularly used for informal parking. Formal car and trailer parking facilities are available within the Mooney Mooney Point Reserve. These parking facilities have recently been upgraded.

Peat Ferry Road connects both precincts with an underpass under the M1 which in turn connects to the Pacific Highway. The existing vehicle underpass is not suitable for pedestrians (no footpath) however, a pedestrian tunnel under the M1 provides pedestrian access between the two precincts. This passageway was originally constructed to facilitate access between the nurse's dormitories within the eastern precinct and the main hospital buildings within the western precinct. The pedestrian passageway and Peat Ferry Road underpass will be retained and upgraded (if required) as part of any future development of the site.

The Pacific Highway provides access to other nearby suburbs to and from Mooney Mooney, such as Brooklyn to the south and Cheero Point to the north. It also facilitates cycle access through the locality, as cyclists are not permitted on the Motorway.

FIGURE 7 – ACCESS



PICTURE 13 – VEHICLE UNDERPASS PROVIDING ACCESS UNDER THE M1



PICTURE 14 – PEDESTRIAN UNDERPASS

2.6 EXISTING COMMUNITY FACILITIES

The site currently accommodates a number of community facilities which are to be retained and / or relocated within the site:

- **Rural Fire Service Station:** The Mooney Mooney Volunteer Bushfire Brigade shed is accommodated adjacent to the site of the former Mooney Mooney Primary School. The size of the shed is unsuitable for a new fire truck, which is to be obtained by the RFS and finding an alternative and larger site more suited to the needs of the RFS is a priority.
- **Community library:** The former Mooney Mooney Primary School hall is informally used as a community library facility operated by community volunteers on a part time basis.
- **Chapel:** The existing chapel consists of a 1950s brick building situated on land associated with the Peat Island hospital. The building is not heritage listed. The proposed rezoning is sufficiently flexible to enable the retention and ongoing use of the chapel as a place of public worship. Opportunities to retain the chapel in its current location and for its current use and future ownership will be explored as part of the detailed and on-going planning for the site. The concept plan envisages that the chapel in its current location.

- **Ambulance and RMS highway services:** Buildings and associated parking areas used by RMS as a base for their highway response division and NSW ambulance services are located on land bounded by the M1 and Peat Ferry Road. Built development is partially screened from the surrounding roads by trees and landscaping improvements. Both services require direct and unimpeded access to the motorway to respond to incidents. Both agencies are agreeable to relocating these services from their current location to an alternative location that is equally well positioned in terms of access to the motorway.

FIGURE 8 – EXISTING PUBLIC AND COMMUNITY FACILITIES



PICTURE 15 – EXISTING CHAPEL



PICTURE 16 – FORMER MOONEY MOONEY PUBLIC SCHOOL / COMMUNITY LIBRARY



PICTURE 17 – RURAL FIRE SERVICE



PICTURE 18 – AMBULANCE AND RMS HIGHWAY SERVICES

2.7 INFRASTRUCTURE

The site is fully serviced, with access to essential services including water, electricity and telecommunications.

Peat Island utilises a private sewer pump station to discharge sewage via a pressure main to Council's pressure trunk main located at the northern side of Peats Ferry Bridge. Sewer services are not currently provided to the entire site but there is potential for future development to connect to the Lower Hawkesbury Sewerage Scheme for Mooney Mooney Cheero Point to provide for suitable storage and treatment of the waste water loads that would be generated by future land uses (in terms of intended yields and uses). The specific requirements for connection will be clarified with Sydney Water following gateway determination.

A public bus service operates between 7.00am and 3.30pm providing access between Mooney Mooney and Brooklyn.

The closest rail service operates from Brooklyn (Hawkesbury River Station). The station provides regular services to Gosford and Newcastle, as well as services to Hornsby, Chatswood and Sydney.

2.8 TOPOGRAPHY

The future development footprints within the site have been heavily influenced by the site's topography which includes areas of cleared flat land as well as steeply sloping land, including:

- A steep escarpment adjacent to the motorway in the most northern portion of Precinct 1 limits the future development potential of this part of the site.
- Steeply sloping land within Deerubbun Reserve and the northern section of Precinct 2 has been identified for large lot housing to accommodate the steeper slope in these areas.
- Low lying land at the northern and southern extents of Peat Island (2m AHD) and the western foreshore immediately opposite Peat Island comprise reclaimed land. Geotechnical investigations indicate that the land could be filled to above required flood planning levels to accommodate future development.

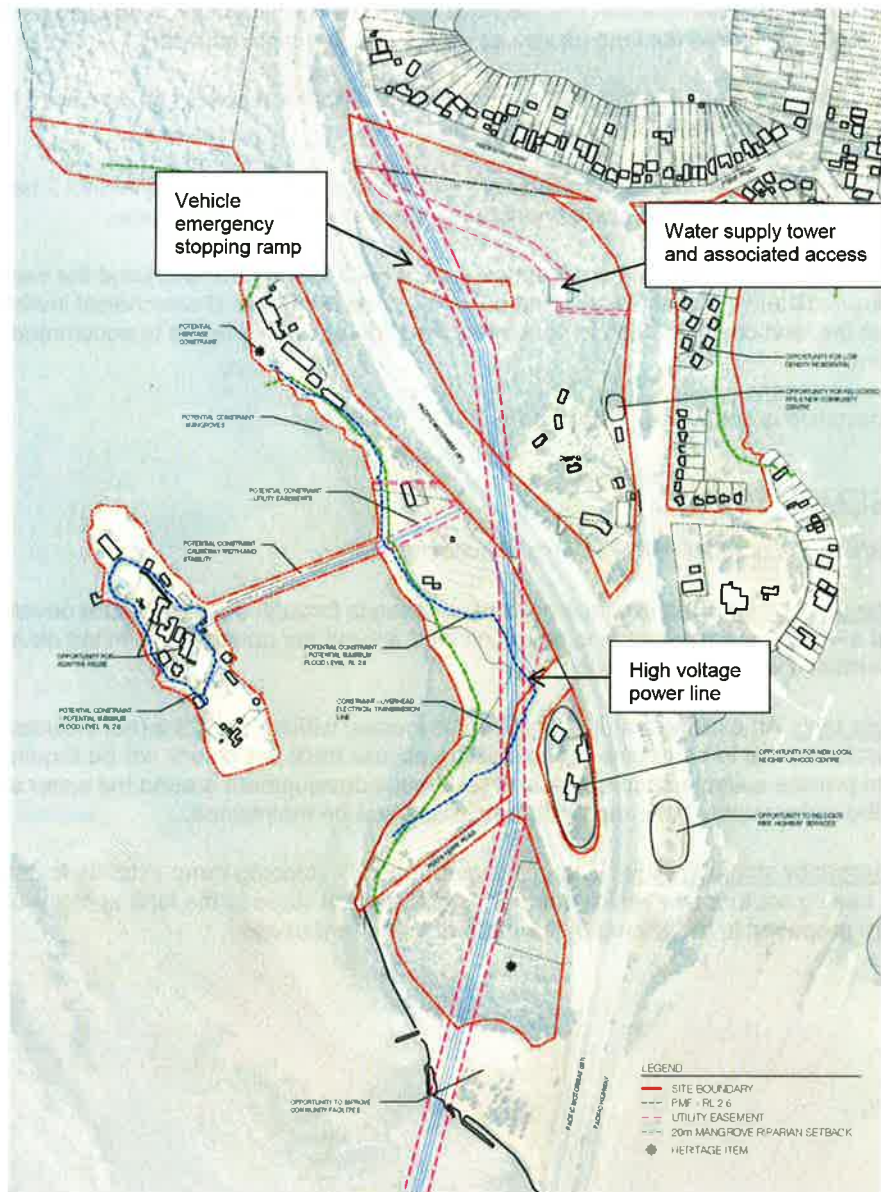
Site survey information is contained at **Appendix B.2**.

2.9 EASEMENTS

The site is affected by a number of easements as follows:

- High voltage power line: A high voltage power line extends through the site. Future development is to ensure that a 40 metre easement is to be maintained around the power line. Limited development / uses are permitted within this easement.
- Water supply tank: An existing water supply tank is located within Precinct 2 (not included within the site). The water tank is to be retained. The existing access track to the tank will be required to be upgraded to provide suitable access to future residential development around the water supply tower. Access to the water supply tank and its current zoning will be maintained.
- Vehicle emergency stopping ramp: The existing emergency stopping ramp extends from the M1 into the site for use by southbound vehicles and utilises the steep slope of the land at this point. No changes are proposed to the zoning of the ramp or its current usage.

FIGURE 9 – EASEMENTS



2.10 CURRENT PLANNING CONTROLS

The primary local planning controls that currently apply to the site are contained within the *Gosford Local Environmental Plan 2014* (GLEP 2014).

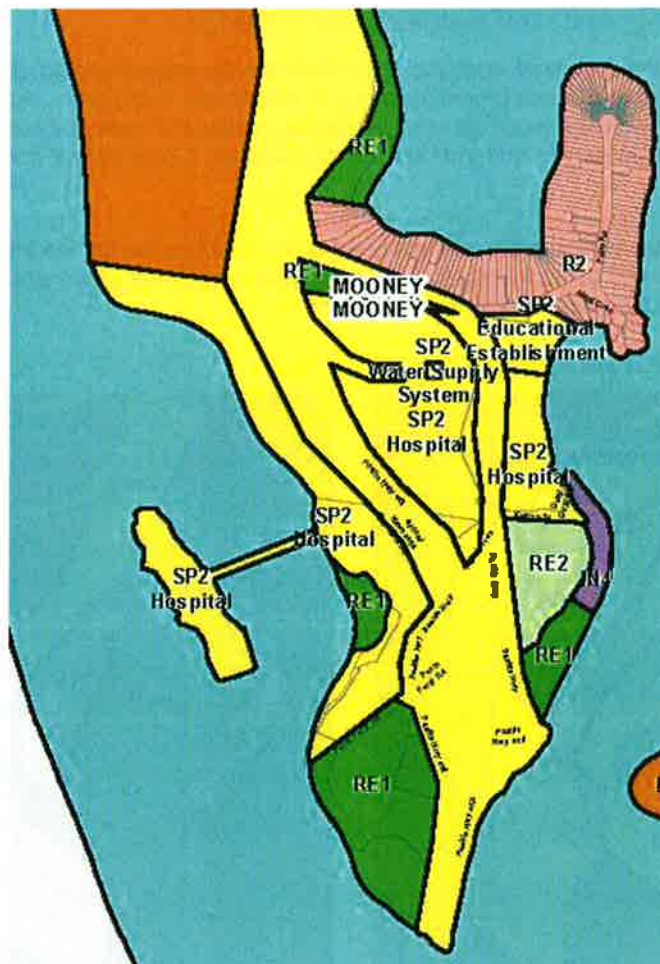
Under GLEP 2014, the majority of the subject site is currently zoned SP2 Special Infrastructure and is identified on the zoning map as “Hospital”, “Educational Establishment” and “Water Supply” under GLEP 2014. It also include areas zoned RE1 Public Recreation. However, it is important to note that Mooney Mooney Point Reserve and the adjoining Deerubbin Reserve are the only areas of land zoned RE1 Public Recreation that are currently accessible to the public. The waterway surrounding Peat Island is zoned W2 Recreational Waterways.

The only uses permitted with development consent on the part of the site zoned SP2 Special Infrastructure are those uses identified on the Land Zoning Map including any development that is ordinarily incidental or ancillary to development for that purpose. All other uses are prohibited. The only uses permitted with development consent on the part of the site zoned RE1 Public Recreation are:

Camping grounds; Car parks; Caravan parks; Child care centres; Community facilities; Kiosks; Recreation areas; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Respite day care centres; Restaurants or cafes; Roads; Water recreation structures.”

A plan showing the existing zones is shown in Figure 10.

FIGURE 10 – EXISTING ZONING



Source: Extract from Gosford Local Environmental Plan Zoning Map 012A 2014

There is no maximum height or minimum lot size applying to any part of the site under GLEP 2014.

3 The Rezoning Proposal

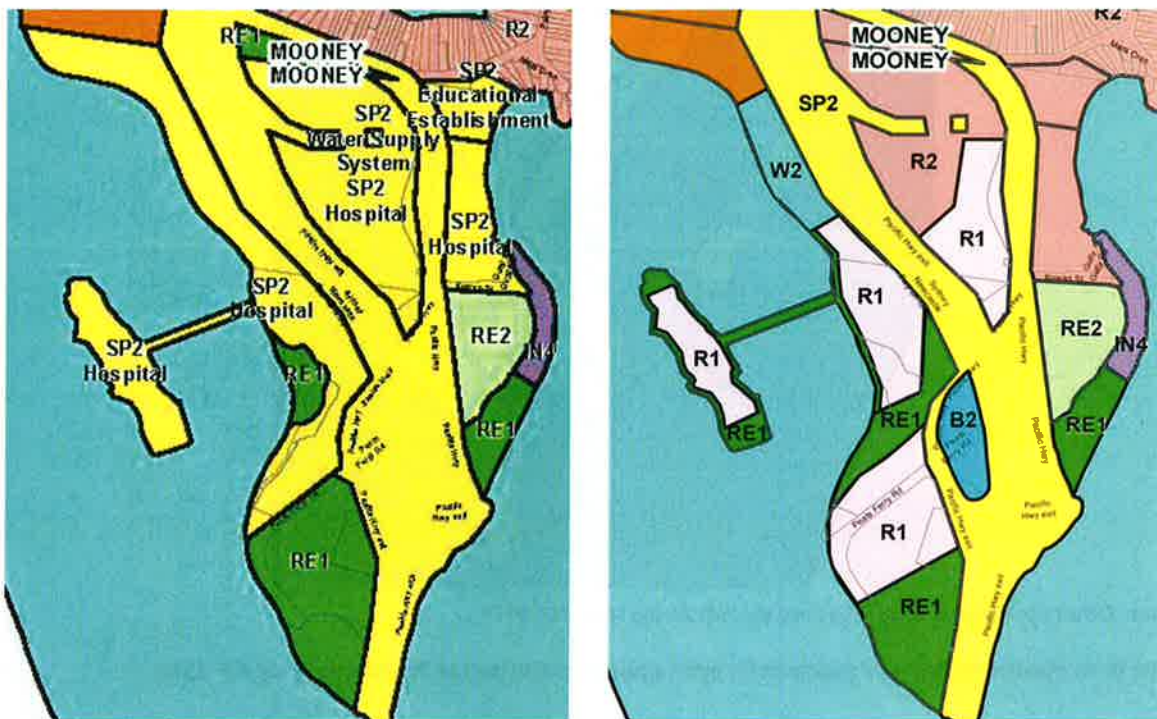
This section describes the rezoning proposal. Further detail is provided in the following sections of this report.

3.1 OBJECTIVES AND INTENDED OUTCOMES

The primary objective of the proposed rezoning is to obtain the necessary zoning of this surplus government land to facilitate its development for a mix of residential, community, recreation and employment generating land uses (such as retail, a marina, restaurant, café and service station). The proposed rezoning will revitalise this underutilised site to establish it as a vibrant gateway to the Central Coast Region.

The Planning Proposal also seeks to provide minimum allotment sizes for land in the proposed R2 Low Density Residential Zone and building height controls to apply across the entire site to provide greater certainty regarding future built form outcomes.

FIGURE 11 – EXISTING AND FUTURE ZONING OF THE SITE



EXISTING ZONING (GOSFORD LEP 2014)

PROPOSED ZONING

Draft Land Use, Height of Building and Lot Size maps have been prepared and are submitted with the Planning Proposal (refer to **Appendix A**).

Some general objectives of the Planning Proposal are to:

- Meet increasing demand for additional housing supply in the region with the addition of approximately 450 dwellings.
- Meet unmet demand for water berthing for boats in the area.

- Provide a range of housing typologies to provide housing choice in an area that has a very limited mix of housing product
- Provide local jobs for the existing community
- Provide development on land that is currently zoned for urban purposes, which will not significantly impact upon environmentally sensitive land or the visual and scenic qualities of the area.
- Provide the opportunity for the protection and adaptive re-use of exceptionally significant heritage buildings.
- Accommodate safe and flood-free development that does not compromise the safety of surrounding areas and is based on best practice hydrological solutions.
- Provide much needed local retail convenience to the existing local community.
- Retain and/or relocate existing community services and facilities within the site
- Provide public open space and public access to Peat Island and the surrounding foreshore, which is currently not accessible to the public.
- Rezone heavily vegetated land that is currently zoned for urban purposes to E1 National Parks and Nature Reserves to ensure this significant bushland is conserved in perpetuity.

The future development of the land would be guided by the following urban design principles:

- Views: Protect significant views and view lines and maintain the existing landscape character.
- Heritage: Protect the site's unique heritage values.
- Hydrology: Accommodate safe and flood-free development that does not compromise the safety of surrounding areas and is based on best practice hydrological solutions.
- Neighbourhood Structure: Create a walkable neighbourhood structure that provides opportunities for connected communities, with local retail convenience needs within walking distance.
- Open Space: Provide a range of open space areas for informal recreation activity. A new foreshore park will provide a focal point for the new neighbourhood and public foreshore access will be made available along the site's western water frontage and to Peat Island.
- Ecologically Sustainable Development: Achieve best practice in sustainable design.
- Accessibility: Provide a highly permeable and legible movement network that creates a connected community and disperses traffic volumes among the street network:
 - Vehicle access: Improved vehicle access and connectivity between the eastern and western portions of the site.
 - Pedestrians and cyclists: Significant opportunity exists to provide improved pedestrian connections through the site, upgrade the pedestrian underpass and provide a bicycle network through the site connecting to the Pacific Highway.
- Community Benefit: Provide direct benefits for existing community and future residents of the site and the broader community as outlined below:
 - Introduction of a high level of permeability and increased public accessibility to the site.
 - Provision of dedicated public open space.
 - Dedication of heavily vegetated land for environmental conservation.

- Provision of public foreshore access.
- Rehabilitation of riparian zone with improved ecological qualities.
- Relocation and retention of existing community services and facilities within the site.
- Improved amenity for the existing community through the creation of opportunities for new facilities, services and open space.

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4 Explanation of the Provisions that are to be included in the Proposed Instrument

4.1 OVERVIEW

It is proposed to rezone the site in accordance with the provisions of Gosford LEP 2014. Draft Land Use Zoning, Height of Building and Lot Size Maps have been prepared and submitted with this Planning Proposal. Each of the provisions is described in more detail within the following section including:

- Land Use Zoning: Description and justification of proposed land use zones, objectives and permitted uses.
- Height of Buildings: Description and justification of the proposed objectives and maximum height of buildings.
- Minimum Allotment Size: description and justification of the proposed objectives and minimum lot size for land zoned R2 Low Density Residential.

It is anticipated that a site-specific development control plan will be required to guide the future development of the site.

4.2 LAND USE ZONING

It is proposed to amend the land use zoning applicable to the site from SP2 Special Infrastructure and RE1 Public Recreation to B2 Local Centre, R1 General Residential, R2 Low Density Residential, RE1 Public Recreation, W2 Recreational Waterways and E1 National Parks and Nature Reserves in accordance with the proposed Land Zoning Map at **Appendix A.1**. The proposed zones have been derived from those of the GLEP 2014.

Alternative amendments to GLEP 2014, through the use of Schedule 1 Additional Permitted Use for the entire site is not considered suitable given the intended mix of development types, variety of minimum lot sizes and heights, and the desire to protect the environmental and heritage values of the site. It is considered that the proposed approach is consistent with the Standard Instrument LEP and is the best, most efficient and time effective approach to delivering the intended outcome of the proposal.

4.3 PROPOSED LAND USE ZONING

A draft Land Zoning Map has been prepared which seeks to rezone the site to the following land use zones under the provisions of GLEP 2014:

- B2 Local Centre
- R1 General Residential
- R2 Low Density Residential
- RE1 Public Recreation
- E1 National Parks and Nature Reserves
- W2 Recreational Waterways

The draft Land Zoning Map is attached at **Appendix A.1**. The objectives and permissible uses applicable to each zone are detailed below. The likely land uses as represented in the Indicative Concept Plan are highlighted in Table 1 in **bold** for emphasis.

TABLE 1 – PROPOSED LAND USE ZONING

OBJECTIVES	PERMISSIBLE USES
R1 General Residential	
- To provide for the housing needs of the community. - To provide for a variety of housing types and densities. - To enable other land uses that provide facilities or services to meet the day to day needs of residents. - To ensure that development is compatible with the desired future character of the zone. - To promote best practice in the design of multi dwelling housing and other similar types of development. - To ensure that non-residential uses do not adversely affect residential amenity or place demands on services beyond the level reasonably required for multi dwelling housing or other similar types of development.	<u>Without consent:</u> Home occupations; Recreation areas <u>With consent:</u> Attached dwellings; Bed and breakfast accommodation; Boarding houses; Car parks; Child care centres; Community facilities; Dual occupancies; Dwelling houses; Group homes; Home-based child care; Hostels; Hotel or motel accommodation; Multi dwelling housing; Neighbourhood shops; Places of public worship; Residential flat buildings; Respite day care centres; Roads; Semi-detached dwellings; Seniors housing; Shop top housing
R2 Low Density Residential	
- To provide for the housing needs of the community within a low density residential environment. - To enable other land uses that provide facilities or services to meet the day to day needs of residents. - To ensure best practice in the design of low-density residential development. - To promote ecologically, socially and economically sustainable development and the need for, and value of, biodiversity in Gosford. - To ensure that non-residential land uses do not adversely affect residential amenity or place demands	<u>Without consent:</u> Home occupations; recreation areas <u>With consent:</u> Bed and breakfast accommodation; Boarding housings, Boat sheds; Child care centres; Community facilities; Dwellings houses; Group homes; Home-based child care; Home industries; Hospitals; Neighbourhood shops; Places of public worship; respite day care centres; Roads; Secondary dwellings; Seniors housing.

OBJECTIVES	PERMISSIBLE USES
W2 Recreational Waterways	
- To protect the ecological, scenic and recreation values of recreational waterways. - To allow for water-based recreation and related uses. - To provide for sustainable fishing industries and recreational fishing.	<u>Without consent:</u> Environmental facilities; Environmental protection works; Moorings <u>With consent:</u> Boat sheds; Car parks; Food and drink premises; Function centres; Kiosks; Marinas; Markets; Mooring pens; Water recreation structures
RE1 Public Recreation	
- To enable land to be used for public open space or recreational purposes. - To provide a range of recreational settings and activities and compatible land uses. - To protect and enhance the natural environment for recreational purposes. - To identify areas suitable for development for recreation, leisure and cultural purposes. - To ensure that development is compatible with the desired future character of the zone.	<u>With consent:</u> Camping grounds; Car parks; Caravan parks; Child care centres; Community facilities; Kiosks; Recreation areas; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Respite day care centres; Restaurants or cafes; Roads; Water recreation structures
E1 National Parks and Nature Reserves	
- To enable the management and appropriate use of land that is reserved under the <i>National Parks and Wildlife Act 1974</i> or that is acquired under Part 11 of that Act. - To enable uses authorised under the <i>National Parks and Wildlife Act 1974</i>. - To identify land that is to be reserved under the National parks and Wildlife Act 1974 and to protect the environmental significance of that land.	<u>Without consent:</u> Uses authorised under the National Parks and Wildlife Act 1974

OBJECTIVES

PERMISSIBLE USES

B2 Local Centre

- To provide a range of retail, business, entertainment and community uses that service the needs of people who live in, work in and visit the local area.
- To encourage employment opportunities in accessible location.
- To maximise public transport patronage and encourage walking and cycling.
- To provide for residential uses, but only as part of a mixed use development.
- To ensure that development is compatible with the desired future character of the zone.
- To promote ecologically, socially and economically sustainable development.
- To ensure that the town centres of Erina and Woy Woy are recognised as providing a higher level and greater diversity, of services and facilities to serve a wide population catchment from numerous localities and as key public transport nodes, secondary to Gosford City Centre.
- To ensure that village centres such as Avoca, East Gosford, Ettalong beach, Kincumber, Lisarow, Niagara Park, Terrigal, Umina Beach, West Gosford and Wyoming are recognised as providing a broad range of services and facilities to serve the population of the locality.
- To ensure that villages are recognised as providing local level services and facilities and are developed at a scale that reflects their population catchment and as a focus for public transport routes.
- To ensure that the different roles of villages are recognised with some villages being key tourist destinations with boutique activities in addition to serving the needs of local residents, while other villages are purpose-built centres to serve the needs of the local population.

Without consent:

Recreation areas

With consent:

Boarding houses; Child care centres; **Commercial premises**; Community facilities; Educational establishments; Entertainment facilities; Function centres; Information and education facilities; Medical centres; Passenger transport facilities; Recreation facilities (indoor); Registered clubs; Respite day care centres; Restricted premises; **Roads**; **Service stations**; Shop top housing; Tourist and visitor accommodation; Any other development not specified as permissible with consent or prohibited.

OBJECTIVES

- To encourage the residential population of villages and town centres to contribute to the vitality of those locations.

PERMISSIBLE USES

The proposed zones and the associated objectives are entirely suitable for the land and its intended future uses.

4.4 HEIGHT AND MINIMUM ALLOTMENT SIZE CONTROLS

As stated, there are currently no height or minimum allotment controls applicable to the site under GLEP 2014.

Given the M1 Motorway divides the site into two separate and distinct precincts and considering the large size of the site, there is opportunity to achieve a variety of housing types, heights and densities across the site. The variety of dwelling types proposed respond to site constraints and opportunities, as well as the surrounding land use context.

The site will have two distinctive character areas and different planning controls would apply to each:

- **Precinct 1: West Mooney Mooney:** The Planning Proposal seeks to allow development to a maximum height of 17 metres in Precinct 1. This precinct will accommodate medium density residential development, which will be supported by new employment uses (such as retail, a marina, restaurant, café and service station) and an active water frontage (marina). It is anticipated that 3 to 5 storey apartment buildings will define the entrance to Peat Island, with 4-5 storey apartment buildings accommodated on Peat Island. Taller built form (5 storeys) will be located at the lower, less visible, western end of the Island where height can most appropriately be accommodated in order to minimise visual impacts on heritage buildings to be retained and the scenic qualities of the Hawkesbury River. The proposed mix of uses and building heights proposed will help to establish Precinct 1 as the gateway to the Central Coast region.

Should the Department of Planning and Infrastructure and Gosford Council view the proposed rezoning positively, it is anticipated that a detailed envelope / height and contextual studies will be required to be undertaken post Gateway Determination to ensure that the proposal integrates with the surrounding environment and the heritage buildings which are proposed to be retained on Peat Island. Attached and detached housing in this Precinct will be 2 storeys in height.

The Planning Proposal seeks to allow a minimum allotment size of 450m² for lots that are proposed to be rezoned R1 General Residential in this precinct. Smaller lot sizes have been provided to allow for flexibility in the subdivision layout and allow for a slightly different housing product than what is currently available in Mooney Mooney.

- **Precinct 2: East Mooney Mooney:** The Planning Proposal seeks to allow development to a maximum height of 8.5 metres in Precinct 1. It is proposed that the two storey height control (8.5 metres) which applies to the existing residentially zoned land to the north would also apply to the proposed R2 zones within the subject site.

The Planning Proposal seeks to allow a minimum allotment size of 450m² for the majority of lots that are proposed to be rezoned R2 Residential Low Density in this Precinct. Smaller lot sizes in the R2 zone have been provided to allow for flexibility in the subdivision layout and allow for a slightly different housing product than what is currently available in Mooney Mooney (the minimum allotment size of existing lots in Mooney Mooney that adjoin this part of the site is 550m²). These low density residential lots will form a natural extension of the existing Mooney Mooney low density residential, waterfront character.

The Planning Proposal seeks to allow a minimum allotment size of 1,500m² for the large residential lots that are proposed to be rezoned R2 Residential Low Density in this precinct. Large lot housing proposed in this precinct is on steeply sloping and heavily vegetated land. It is anticipated that proponents for future subdivision applications will be required to submit building envelope plans for these larger lots to demonstrate that housing can be sited suitably on the slope and that the need for cut, fill and tree clearing is minimised.

The Planning Proposal seeks to allow a minimum allotment size of 550m² for the lots that are proposed to be rezoned R1 General Residential in this precinct. These lots will be comparable in size and likely housing product to the average non waterfront lot in Mooney Mooney (which is subject to a minimum lot size of 550m²).

It is also proposed to amend the GLEP 2014 Height of Buildings Map and GLEP 2014 Lot Size Map applicable to the site in accordance with the proposed maps attached at **Appendices A.2 and A.3**.

4.5 RELATIONSHIP TO EXISTING LOCAL PLANNING INSTRUMENT

It is proposed that GLEP 2014 will continue to apply to the site and will be amended by the site specific LEP.

4.6 INDICATIVE CONCEPT PLAN

An Indicative Concept Plan has been prepared by Urbis in order to demonstrate the likely development that would occur if the above planning controls were implemented. It is anticipated that the delivery of each precinct would be staged over time subject to market demand and delivery of infrastructure. Measures to manage flood and bushfire risk have been integral to the design of the Indicative Concept Plan, including the creation of asset protection zones (APZs) and riparian corridor setbacks.

The indicative scheme presented provides for a total of 120-150 residential torrens title lots and approximately 400-450 dwellings (including 250-300 apartments). The final yield and dwelling mix would be subject to detailed planning at the subdivision development application stage.

4.6.1 ECONOMIC FEASIBILITY

Economic feasibility has been a critical factor in identifying the potential future land uses, densities and scale for the site to ensure that the rezoning and Indicative Concept Plan is responsive to market conditions and that the development aspirations for the site are realistic, sustainable and achievable. This has been particularly relevant in determining the feasibility of future land uses on Peat Island.

There are a number of factors that are particularly influential, including:

- 38,000 vehicles travel past the site every day on both directions.
- The need for costly future infrastructure upgrades which include sewer connection and road improvements.
- The high capital cost of improving access to Peat Island and refurbishing existing historic buildings that have been identified for retention.
- The need to remediate parts of the site.
- Physical constraints of the site such as overhead voltage lines.

Urbis has undertaken a market analysis of potential future land uses for the site. The key findings from this market analysis are discussed below.

- Tourist related uses: The development of tourist accommodation and conference facilities has been considered for the site and Peat Island in particular. Urbis's market analysis indicates there appears to be an oversupply of tourism accommodation options in the Central Coast. The tourist accommodation market in the Central Coast is competitive and highly seasonal, with tourist accommodation establishments busier during the summer months and experiencing very low occupancy rates during the rest of the year. Central Coast tourist accommodation establishments consistently record average occupancy rates of around 50%, which is well below a sustainable level of 65%-70%. The poor performance has been reflected by the removal of over 150 rooms in recent years. However despite this contraction in the supply of establishments and rooms, the tourist accommodation market is still showing low occupancy rates that are not sustainable.

Furthermore, in comparison to the Mooney Mooney opportunity at Peat Island, tourist accommodation and conference facilities on the Central Coast have a higher amenity through their (often) beachfront locations. This is particularly important for these venues in the summer months when they experience the highest occupancy rates and revenue generation. Peat Island, although offering natural amenity through water and bushland views, does not have this beachfront location which would significantly impact the appeal of a tourist accommodation option. The natural amenity of the site's waterfront location provides some potential for the site to be developed for a small conference / wedding venue. Regardless, a start-up tourist accommodation/conference centre operator would need to expend

significant capital in developing facilities for such an operation which, given the untested market location, means the outlay and profitability of such a venue will attract significant commercial risk.

In summary, it is considered unlikely that there is sufficient demand for a tourist related facility to be commercially viable in this location. This has been recognised in developing the Indicative Concept Plan which envisages residential uses on Peat Island rather than hotel / conference facility uses. Notwithstanding, the rezoning proposed for Peat Island (R1 General Residential) would not prevent some tourism uses (hotels) being developed should an operator come forward with a commercially viable scheme for the site.

- **Marina:** The Hawkesbury River / Broken Bay area has the second largest number of vessels of all NSW regions assessed by the NSW Maritime at almost 45,000, being 20% of the total number in NSW. The Hawkesbury River / Broken Bay area is forecast between 2009 and 2026 to experience 1.8% to 4% per annum growth in the number of vessels greater than 6 metres in length seeking berthing arrangements. Historic research indicates that there is already an undersupply of boat storage options within the region of approximately 100 boats. Even with expectations of some additional supply it appears likely there will still be a significant undersupply of boat storage options, especially given the forecast growth in recreational vessels. This highlights the market potential for a marina facility at the site. This should however be developed on a staged but fully constructed at a point in time matching that of any medium/higher density residential dwelling development at the site so as to provide a lifestyle option for that buyer market (which is assumed to be pre-retirees and retirees).
- **Service station:** There is a significant opportunity for a service station and ancillary retail/restaurant in this location, without catering for the larger vehicles. A service station in this location would service motorway users, the local community, and the users of the potential marina.

There are a number of important benefits associated with the introduction of a car based service station as follows:

- It increases the opportunities for motorists using the M1 to refuel their vehicles / rest from driving. The RMS supports the introduction of new motorist rest areas / service stations as a means of tackling driver fatigue.
- There is immediate demand for and market interest from major fuel retailers in the provision of a service station in this location, meaning that the development of much needed local convenience retailing could proceed within the short term. This is a significant benefit for the existing community.
- There is insufficient demand within the local area to support standalone retail facilities. The service station would however, draw trade from beyond the local area, attracting passing motorists and would act as an anchor for ancillary retail/restaurant uses which would help to address the absence of local convenience retailing within Mooney Mooney.

The development of a highway service centre was initially considered for the site but was not progressed. The subject site is located adjacent to the M1 Motorway which is one of the main arterial roads into and out of Sydney. With a daily vehicle count of approximately 38,000 vehicles in both directions, the site presents a significant opportunity for a highway service centre for the location. The lack of competing highway service centres in the surrounding region further supports this development. The closest petrol filling station is located at Wyong, some 34km from the site. Previous agreements preventing the introduction of new service stations within an 80km radius of that station have now expired. The site also has the benefit of an existing roadway interchange, allowing access to and from the motorway.

Notwithstanding, the site does not have the capacity for a highway service centre, due to issues relating to accessibility of the site for heavy vehicles, space requirements to meet parking and manoeuvring needs for larger vehicles such as B-Doubles and limitations on truck access for southbound vehicles due to the height restrictions of the existing vehicle underpass. The concept plan does not propose a highway services station and the proposed zone (B2 Local Centre) does not allow for this use.

- Low Density Residential: Low density housing appeals to the majority of buyers within the area. Mooney Mooney is dominated by low density residential dwellings and there is good likelihood of an element of pent-up demand for a low density product, given that affordable serviced vacant land opportunities appear irregular in this area.
- Medium Density Residential: There are no medium density residential dwellings within Mooney Mooney due to existing planning restrictions, strong historic preference for detached product and the lack of retail and community amenities in the area. Although the Mooney Mooney area does provide high natural amenity with the water access and bushland views, as well as relatively affordable housing options within close proximity to Sydney, these factors alone are not sufficient to generate demand for medium density housing in this location. The use must be supported by a high level of amenity which would include:
 - An attractor such as a marina would provide a unique lifestyle option, particular for the pre-retiree and retiree market looking for somewhere to store their boat. Many people in this life stage are also looking to downsize their property to reduce their time spent maintaining properties. Consequently, the marina when combined with larger sized apartment options than those typically being offered in the Sydney metro area are mutually dependent.
 - The associated retail components of the marina and service station developments will increase the amenity of the location, making the area more “liveable” for a greater range of people.

In summary, residential, community services, marina, retail and service station are considered to be the optimal social and economically viable land uses for the site. In any case, the land use zonings proposed are suitably flexible to respond to the market. This is considered to be critical to ensure that development of the site can actually be delivered.

4.6.2 OVERVIEW OF INDICATIVE SCHEME

The indicative scheme represents just one development outcome and comprises the following:

Precinct 1: West Mooney Mooney

The vision for the Western Precinct is to create a distinctive waterside village comprising a mix of uses to create a Gateway to Gosford LGA. Medium density development is proposed to the west of the motorway to provide a suitably sized population to support the introduction of commercial / retail uses. The 2-5 storey residential flat buildings proposed in this precinct will create a gateway to Peat Island and are likely to be stepped and oriented to maximise water views and northern orientation.

A mix of attached, detached houses and large lots are proposed along the southern foreshore maximising water views and northern orientation.

A Marina with 250 water berths and associated car parking is proposed to be located on the waterfront along the northern foreshore. It is anticipated that the proposed marina will have ancillary retail facilities (such as kiosk, boat sales), which will provide local employment opportunities, as well as amenity for existing and future residents. The provision of retail facilities will also help activate the waterfront area and make the area more appealing to a range of users.

The proposal has the potential to considerably enhance residential amenity for the existing community through the creation of opportunities for new facilities and services and open space.

A service station with ancillary retail facilities (such as café, restaurant and grocery/convenience store) is proposed to be located adjacent to the M1 Motorway. It will provide local employment opportunities, convenience retailing for existing and future residents and will also serve passing trade (motorway users).

A large public open space is proposed to be located adjacent to the foreshore opposite Peat Island. This open space will provide opportunities for informal recreational activity. Public car parking will also be made available in this location.

A mix of free standing waterfront homes and 3-5 storey residential flat building are proposed on Peat Island within a landscape setting. It is also proposed to retain and adaptively re-use 4 existing buildings for residential purposes and a café that have been identified as having exceptional heritage significance. Public open space will be located at the southern end of Peat Island. This open space will provide opportunities for public access and informal recreational activity, which is not currently available. Foreshore access will also be provided around Peats Island and along the river foreshore.

Existing public car and trailer parking and public wharf facilities will be retained at Mooney Mooney Point Reserve.

Precinct 2: East Mooney Mooney

Residential development east of the Motorway is intended to form a natural extension of the existing village of Mooney Mooney and it is anticipated that the majority of dwellings in this area will be 1-2 storey detached dwellings, with some attached product proposed west of the Pacific Highway on the land proposed to be zoned RI General Residential. Large residential lots are proposed on the steeper and vegetated land west of the Pacific Highway, which are oriented to maximise water views. Foreshore access will also be provided along the river foreshore.

It is proposed to dedicate 2,800m² of land west of the Pacific Highway to Gosford Council for community facilities. This land parcel is large enough to accommodate a multipurpose centre and relocated rural fire shed. It is also proposed to retain the Chapel in situ to serve the local community. As discussed, future ownership/management arrangements for the chapel and other community facilities will be addressed as part of the on-going planning for the site and negotiated with Council as part of the VPA process post Gateway determination.

It is proposed to relocate the RMS highway services and ambulance depots adjacent to the Pacific Highway.

The key transport and traffic measures proposed to accommodate the proposed rezoning and future development of the site are described below:

- Vehicle and pedestrian access to Peat Island will be improved: Significant structural improvements to the causeway to Peat Island will be required to improve the stability of the crossing and to allow for improved pedestrian and vehicle usage. The width of the causeway may need to be modified from single lane to two lanes to accommodate two way traffic movements and provide pedestrian and cycle access to Peat Island. It is however, anticipated that vehicle access will generally be limited to future residents and emergency services.
- Connectivity between the existing community and new development will be maintained and improved: The existing access arrangements between the eastern and western sides of the site will be retained. This includes a pedestrian underpass and separate vehicle underpass (restricted height). It is envisaged that the pedestrian underpass will be improved to provide improved connectivity between the existing community and proposed waterfront development.
- Existing access arrangements from M1 will be retained and upgraded to accommodate future traffic loads as required: The existing on and off ramps to the M1 will be maintained and upgraded as required to accommodate the increase in traffic loads. The existing roundabout at Peat Ferry Road may need to be modified from single lane to two lanes to accommodate the increased traffic demands associated with the proposed development and to ensure that queuing onto the freeway does not occur.
- Road layout: New neighbourhood streets will be provided to service the future land uses. The road layout depicted in the indicative concept plan is illustrative only. The road layout can be examined in more detail post gateway determination, with road design specifications provided in a site specific development control plan. It is anticipated that final road layouts would be confirmed through further detailed design analysis at subdivision stage.
- Car parking: Car parking will generally be provided in accordance with Council's existing parking standards.

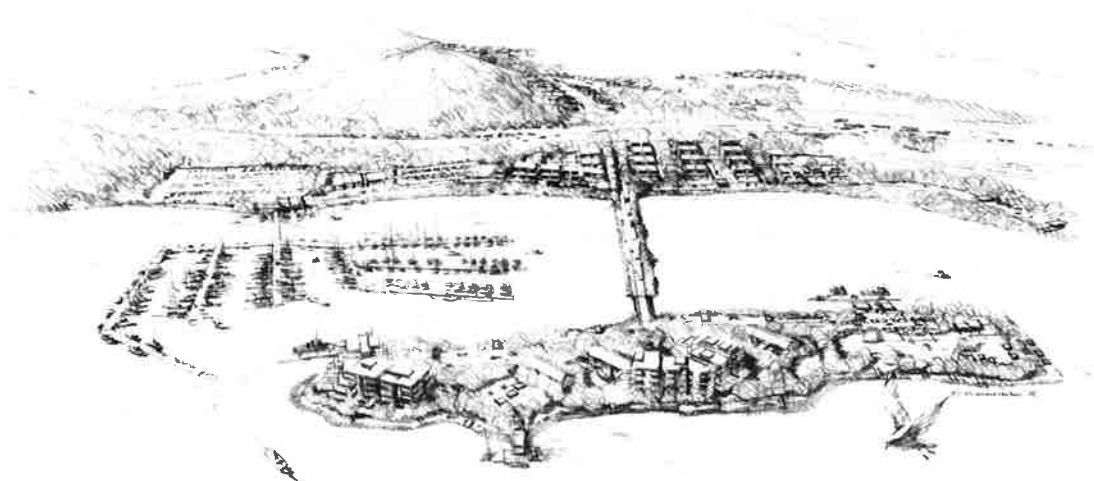
An overview of the land uses, yields and lot sizes that are anticipated based on the Indicative Concept Plan are shown in Table 2.

TABLE 2 – ENVISAGED LAND USES, YIELD AND ALLOTMENT SIZE

PRECINCT	ENVISAGED LAND USES, YIELD AND ALLOTMENT SIZE
1 West Mooney Mooney	<u>Waterside Village</u> - Residential apartments (3-5 storey buildings accommodating 200-225 dwellings) - 20-25 residential lots (detached and attached dwellings and large lot housing on steeply sloping land) averaging approximately 450m² - Community open space and associated car parking - Car based service station - Neighbourhood shop(s) - Restaurant / cafe <u>Northern Foreshore (Marina and associated facilities):</u> - 250 water berths - Car and trailer parking associated with the marina - Ancillary uses associated with the marina (office, boat sales, café, amenities)
Peat Island	- Free standing waterfront homes in a landscape setting - New residential apartments (4-5 storeys) - Adaptive reuse of 4 existing historic buildings for residential purposes and café (80-90 dwellings when combined with new residential buildings)
2 East Mooney Mooney	<u>Mooney Mooney Village</u> - Demolition of existing dwellings - 50-60 new residential lots averaging approximately 450m² - 30-35 residential lots with the chapel as a focal point for community uses, with attached and detached lots averaging 550-650m² - 10-15 large residential lots along the Old Pacific Highway averaging approximately 1,500m² - Place of public worship (existing chapel) - Community centre (including relocated neighbourhood library) and Rural Fire Service shed - RMS highway services and ambulance depots located on the Pacific Highway

A copy of the indicative Concept Plan is submitted with this report at **Appendix C.1**.

FIGURE 12 – ARTISTS IMPRESSION OF POTENTIAL FUTURE USES AND BUILT FORM



Source: McCoy 2014

4.7 VOLUNTARY PLANNING AGREEMENT AND SITE SPECIFIC DCP

Should the Department of Planning and Infrastructure and Gosford Council view the proposed rezoning positively, it is anticipated that the Proponent and Gosford City Council will enter into a Voluntary Planning Agreement to address the delivery of infrastructure, services and land dedication for community facilities to be undertaken by the Proponent in connection with the project in place of or in conjunction with a site specific Section 94 plan. There is currently no Section 94 contribution plan applicable to the land.

Should the Department of Planning and Infrastructure and Gosford Council view the proposed rezoning positively, it is also anticipated that a site specific DCP will be required to guide the design of future development of the site. This would likely to be based on the indicative scheme presented and would be subject to further refinement/negotiation with the Council post gateway. It is anticipated that water sensitive urban design requirements will be required to be considered as part of the preparation of the site specific DCP.

5 Part 3 – Justification and the Process for their Implementation

5.1 SECTION A – NEED FOR THE PLANNING PROPOSAL

Q1. IS THE PLANNING PROPOSAL A RESULT OF ANY STRATEGIC STUDY OR REPORT?

The Planning Proposal is not the direct result of a strategic study or report. It has been developed as the site is now surplus to NSW State Government needs as the former Peat Island Mental Institution and Mooney Mooney Primary School have been permanently closed. Significant opportunity therefore exists to replace the out-dated zoning and development controls for the site, with new zoning provisions that will allow a viable and sustainable alternative mix of land uses on this strategically located site.

The site is currently zoned for urban purposes, occupied by a number of buildings and structures associated with the former institutional uses on the site, is serviced by existing infrastructure and excellent motorway access to Sydney CBD and Gosford CDB. The site is therefore a logical and appropriate place for new mixed use development within Gosford LGA.

A number of technical studies have been prepared to support the Planning Proposal and to demonstrate that the envisaged uses for the site will not have any adverse impacts on the surrounding environment. These are discussed in detail at Section 5.3.

Q2. IS THE PLANNING PROPOSAL THE BEST MEANS OF ACHIEVING THE OBJECTIVES OR INTENDED OUTCOMES, OR IS THERE A BETTER WAY?

A Planning Proposal is the only means of achieving the objectives and intended outcomes for the site detailed above at Section 3.1.

As discussed above the current land use zoning reflects the former institutional land uses and the range of permissible uses on the site are very limited. There is a strong case for change and genuine need to review the zoning of the site to allow for a commercially viable, vibrant and sustainable alternate mix of land uses on the site.

Given its size, location, overall development potential and the fact that it is entirely within State Government ownership the site has the potential to make a significant statement as the gateway to the Central Coast. A holistic rezoning of the entire site represents a valuable opportunity to manage its future development in a logical and comprehensive manner, allowing for the introduction of appropriate development, suitable infrastructure and protection of sensitive environmental areas.

5.2 SECTION B – RELATIONSHIP TO STRATEGIC PLANNING FRAMEWORK

Q3. IS THE PLANNING PROPOSAL CONSISTENT WITH THE OBJECTIVES AND ACTIONS OF THE APPLICABLE REGIONAL OR SUB-REGIONAL STRATEGY (INCLUDING THE SYDNEY METROPOLITAN STRATEGY AND EXHIBITED DRAFT STRATEGIES)?

The Central Coast Regional Plan 2012-2017 (CCRS) commenced on 1 July 2009. It is intended to establish the planning framework to deliver a prosperous and sustainable future for the Central Coasts' Region's current and future residents. The Plan identifies that 45,000 new jobs and an additional 56,000 dwellings will be required within the Region to 2031.

The CCRS favours the rezoning of land for urban residential development to the east of the M1 motorway. The site extends both sides of the M1 motorway and includes some land to the west of the motorway. In considering the consistency of the proposal with the provisions of the CCRS, the specific site context should be recognised:

- The site is currently zoned for urban purposes.

- The site is already developed, being occupied by a number of buildings and structure associated with the former institutional uses on the site.
- It is serviced by existing infrastructure.
- It has excellent access to the M1 Motorway, providing direct access to Sydney and Gosford CBDs.
- It has access to existing public transport at Mooney Mooney (buses to Brooklyn) and nearby Brooklyn (trains connecting to Sydney and Gosford CBD).
- It adjoins an established existing urban area at Mooney Mooney.
- It has the potential to add to the diversity of housing within the local area and much needed local convenience retailing in the local area.
- It will provide employment generating development on a site that currently provides very limited employment. It is anticipated the site will generate 110 local and permanent new jobs and a further 915 jobs during construction
- It is unlikely to have any significant adverse environmental impacts or any natural resources.
- It will provide an opportunity to dedicate high value environmental land for environmental conservation and will protect riparian corridors, the Hawkesbury River waterways and sensitive foreshore land in accordance with relevant planning policies.
- It will involve the dedication of land for community facilities on site which will benefit both future and existing residents of the area.
- The redevelopment of the site will make a meaningful contribution to the housing and employment targets for the region.

As discussed in Section 5.1 and below in Table 3, the proposal directly contributes to the objectives of the CCRS.

TABLE 3 – RESPONSE TO CENTRAL COAST REGIONAL STRATEGY OBJECTIVES

ACTION	PROJECT CONTRIBUTION
Centres and Housing	
4.2 Councils are to provide for a mix of housing types, including housing that will accommodate an ageing population and smaller household sizes through the preparation of LEPs and strategies.	▪ The redevelopment of the site will make a meaningful contribution to the housing targets for the region. ▪ The Indicative Concept Plan envisages a range of dwelling types including detached dwelling, attached dwelling, adaptive re-use of historic buildings and apartment buildings. This will contribute to the diversity housing available within the area (noting that Mooney Mooney currently contains detached dwellings only).
4.6 Land to be rezoned for housing during the life of the Strategy is to be located within existing urban areas, existing MDP areas, areas identified through preparation of LEPs and greenfield areas nominated in the North Wyong Shire Structure Plan.	▪ The site is currently zoned primarily for urban purposes, is occupied by a number of buildings and structures associated with the former institutional uses on the site, has excellent access to the M1 Motorway and is serviced by utility service infrastructure.

ACTION

4.10 Provide around 70 per cent of new housing in existing urban areas and the new Warnervale town centre by:

- Focusing new development in key centres to take advantage of services, shops and public transport as well as identifying and preserving the character of the Central Coast's smaller neighbourhoods and suburbs.
- Ensuring that existing centres will be developed consistent with the centres hierarchy.

4.18 In planning for development and redevelopment of urban areas, councils are to consider the need for civic open space and access to a variety of open space and recreation opportunities (e.g. coastal foreshore and riparian land), in a manner that is consistent with the maintenance of ecological values.

4.22 Councils are to ensure the location of new dwellings improves the Region's performance against the target for State Plan priority E5 "Jobs closer to home – increase the proportion of people living within 30 minutes of a city or major centre by public transport in Metropolitan Sydney."

PROJECT CONTRIBUTION

The site is currently zoned primarily for urban purposes, is occupied by a number of buildings and structures associated with the former institutional uses on the site, has excellent access to the M1 Motorway and is serviced by utility service infrastructure. The eastern precinct forms a natural expansion of the existing village of Mooney Mooney and western precinct will create a distance and vibrant waterside village comprising a mix of uses. The proposal will therefore reduce the need to provide housing in areas that are not zoned or have not been used for urban purposes.

- The redevelopment of the site will make a valuable contribution to the provision of much needed local retail and community facilities. The expansion of the existing population base of Mooney Mooney will help to create the critical mass needed to sustain the new retail and facilities which are currently not viable (such as local shops).

- The proposed rezoning and Indicative Concept Plan creates a number of areas of public open spaces, which will be rezoned to RE1 public to allow for a variety of informal recreation opportunities (such as foreshore park land and coastal foreshore walking paths).

- A moderate level of public transport service is provided to the Mooney Mooney community. A public bus stop is located at the intersection of the Pacific Highway and Kowan Road. This bus services provides access between Mooney Mooney and Brooklyn. The Hawkesbury River train station is located in Brooklyn, which is situated on the Newcastle/Central Coast train line, and provides frequent services north to Gosford, Tuggerah and Newcastle beyond, as well as frequent services south to Hornsby, Epping, Chatswood and Sydney beyond. A growing local population will contribute to increased demand for more frequent public transport in the area.

Furthermore, the proposal is anticipated to create 110 local jobs, which is not insignificant in a smaller community.

Economy and Employment

5.1 Promote economic and employment growth in the Region to increase the level of employment self-containment and achieve capacity for more than 45,000 new jobs on the Central Coast over the next 25 years.

- The proposal will result in the creation of new local job opportunities. Approximately 110 new local jobs will be created.

5.11 Ensure new retail and commercial development is located in centres. Some local convenience retailing may be required out of centre, however the presence of a convenience shop can initiate a neighbourhood centre, around which other activities such as child care facilities can be located.

- Retail provision within the development will be limited to convenience retail and is intended to meet the day-to-day needs of local residents and passing trade.

6.8 Ensure LEPS facilitate conservation of Aboriginal and non-Aboriginal heritage.

- Aboriginal and European Heritage investigations have been undertaken to inform the development of the Planning Proposal. All reasonable measures will be undertaken to safeguard heritage contained within the site that have been identified as having exceptional significance.

Overall the proposal makes a significant and much needed contribution to housing and employment land supply in the Region.

Q4. IS THE PLANNING PROPOSAL CONSISTENT WITH A COUNCIL'S LOCAL STRATEGY OR OTHER LOCAL STRATEGIC PLAN?

The Gosford Community Strategy sets the strategic direction and overarching strategies for the future of the LGA. The proposal responds positively to the directions of the plan and will contribute to achieving the specified outcomes. The proposal will directly contribute to Directions of the Strategy as follows:

DIRECTION	PROJECT RESPONSE
A2.3 Promote opportunities for a range of local cultural and recreational activities	The Indicative Concept Plan includes a range of community and recreational uses as well as a new marina. There is also opportunity for improved pedestrian and cycle access through the area which will increase opportunities for people to enjoy the scenic qualities of the site and broader Hawkesbury area.
A3.2 Provide services and activities to support a balanced lifestyle	The proposal sets aside land to be used for public open space, which capitalises on the site's waterfront setting. It is also proposed to rezone and dedicate significant bushland for environmental protection.
A3.3 Improve access to community services, programs and facilities	The proposal includes the retention and/or relocation of a number of community facilities on the site. The dedication of land for community facilities will provide the opportunity for the development of a multi-purpose community centre, which will provide significant benefit to the local community.

DIRECTION

PROJECT RESPONSE

A3.4 Increase the availability of appropriate housing

The proposal will contribute to the available supply of housing within the LGA and importantly will provide an opportunity for a more diverse range of housing typologies to be developed within the locality.

A4.1 Enhance the character of our local area through good design

Should the Department of Planning and Infrastructure and Gosford Council view the proposed rezoning positively, it is anticipated that a site specific DCP will be required to guide the design of future development of the site, which will ensure the character of the local area is enhanced. This would likely to be based on the indicative scheme presented and would be subject to further refinement/negotiation with the Council post gateway.

A4.2 Provide opportunities for enjoyment of community spaces and places

The site includes some land that is currently zoned for public recreation. With the exception of the Mooney Mooney Point Reserve, these areas offer little amenity value and/or are generally not accessible to the public. Redevelopment of the site provides a significant opportunity to improve the quality and provide genuine publicly accessible open space within the site. Of particular note it will provide public access to the foreshore and Peat Island (which is not currently available).

A5.3 Ensure health and emergency services are well supported and meet community needs.

Provision has been made for emergency services (RMS, NSW Ambulance, and Rural Fire Service facilities) to be relocated to a suitable location.

B1.1 Identify and conserve areas of conservation value

The Planning Proposal seeks to rezone and dedicate 2 ha of heavily vegetated land at the northern tip of the site to E1 National Parks and Nature Reserves so that this significant bushland is conserved in perpetuity. This will expand Popran National Park.

B6.3 Plan for population growth within existing developed footprint

The site is currently zoned primarily for urban purposes and is occupied by a number of buildings and structures associated with the former institutional uses on the site. The rezoning provides an opportunity to deliver new housing within a site that has previously been developed and that will have community facilities, open space and local convenience retailing on the site. The proposal will therefore reduce the need to provide housing in areas that are not zoned or have not been used for urban purposes.

C1.4 Promote tourism to the region

The proposal has the potential to contribute positively to the image of the Central Coast by defining Mooney Mooney as the gateway to the region through good urban design and the creation of a vibrant, distinctive and active waterfront community.

D1.2 Consider social, environmental and economic sustainability in all planning and decision making

The assessment concludes that the development will generate substantial economic, social and environmental benefit, much of which will be captured within the local area and wider Gosford LGA.

Q5. IS THE PLANNING PROPOSAL CONSISTENT WITH APPLICABLE STATE ENVIRONMENTAL PLANNING POLICIES?

The proposal is consistent with the relevant State Environmental Planning Policies (SEPPs). The relevant SEPPs are identified below.

POLICY	DETAILS
SEPP 55 Remediation of Land	JBS Environmental has completed an environmental site assessment to confirm the potential for contamination within the site. A copy of their report is attached to the Planning Proposal (Appendix H). ▪ The site has the potential to contain some isolated pockets of contamination associated with previous land uses as follows: ▪ Above and below ground fuel storage (including underground storage tanks associated with the service station, on Peat Island, adjacent to the chapel and the wharf). ▪ Sewage treatment works on land adjoining Peat Island. ▪ Former laundry on Peat Island. ▪ Potential for human remains on Peat Island. ▪ Hazardous materials within buildings (asbestos and lead) ▪ Reclaimed filled land (fill of unknown origin). Further detailed investigations will be undertaken at a later stage of the planning process. Site remediation will be required prior to redevelopment to ensure that the site is made suitable for the future uses proposed in accordance with SEPP 55.
SEPP 19 Bushland in Urban Areas	SEPP 19 seeks to protect and preserve areas of urban bushland. Clause 10 of the SEPP sets out matters which must be considered when preparing draft LEPs, including consideration of the general provisions and for priority to be given to retaining bushland. Much of the site has been cleared or substantially modified due the previous institutional uses on site and associated dairy farm. Some parts of the site remain heavily vegetated. The heavily vegetated land in the northern part of Precinct 1 is proposed to be rezoned E1 National Park and Nature Reserve so that this significant bushland can be conserved in perpetuity. Some clearance of vegetation will be required to facilitate the introduction of suitable asset protection zones and to accommodate the future development. Appropriate measures to mitigate against the loss of any significant vegetation will be undertaken. As discussed earlier Building Envelope Plans can be prepared at subdivision stage for the proposed larger lots on the vegetated land in Precinct 2 to demonstrate that dwellings can be sited to minimise tree clearing on this vegetated escarpment. In any case, the provisions of SEPP 19 would apply to future development applications, providing additional protection to bushland areas retained within the site.
SEPP 32 Urban Consolidation (Redevelopment of	Each council (and the Minister) must consider whether urban land is no longer needed or used for the purposes for which it is currently zoned or used, whether it is suitable for redevelopment for multi-unit housing and related development in accordance with the aims and objectives of this Policy and whether action should be taken to make the land available

POLICY	DETAILS
Urban Land)	for such redevelopment. When preparing environmental planning instruments Councils must implement the aims and objectives of this Policy to the fullest extent practicable. The proposal is considered to be consistent with the aims and objectives of SEPP 32. The site will be a natural extension of an established urban residential area and the proposed new mixed use waterfront development west of the Motorway will make a significant statement as the gateway to the Central Coast. The proposed uses have been determined through detailed site and market analysis. The proposal proposes an E1 National Park and Nature Reserve Zone for significant bushland to be preserved and provides for extensive open space and a foreshore access network that will be responsive to ecological and heritage features of the site.
SEPP44 Koala Habitat Protection	The SEPP applies to land within the Gosford LGA proposed for development and is over 1ha in size. The SEPP will therefore be a relevant consideration in any future development application for the site. The SEPP seeks to ensure the proper management and conservation of vegetation that is a source of koala habitat. Site investigations confirm that there are no koalas within the site. Some parts of the site contain primary koala habitat.
SEPP 65 Design Quality of Residential Flat Buildings	SEPP 65 provides a statutory framework to guide the design quality of residential flat developments. The development concept has been designed to facilitate future detailed building design in accordance with SEPP 65 and the accompanying Residential Flat Design Code. Amenity controls within SEPP 65 will guide the appropriate siting and design of the future buildings.
SEPP 71 Coastal Protection	The site is identified as a sensitive coastal location under SEPP 71 as it includes land within 100m above mean high water mark of the sea, a bay or an estuary. Clause 8 sets out the matters to be taken into consideration in preparation of a draft LEP. The coastal zone designation requires a detailed consideration of a range of issues including scenic quality impacts, water management, flooding and tidal inundation (including climate change effects) and public foreshore access. Further detailed investigations are likely to be required post Gateway to ensure the provisions of SEPP 71 are adhered to.
SEPP (Buildings Sustainability Index: BASIX) 2004	The BASIX SEPP requires residential development to achieve mandated levels of energy and water efficiency. The Indicative Concept Plan has been designed with building massing and orientation to facilitate future BASIX compliance, which will be documented at the development application stage.
SEPP (Infrastructure) 2007	The Infrastructure SEPP aims to facilitate the efficient delivery of infrastructure across the State. The proposed development will require existing utility services to be upgraded and/or augmented to enable the future residential population to be accommodated. These works will need to be undertaken in accordance with the provisions of the Infrastructure SEPP. Works to the M1 on / off ramps and to the Pacific Highway will require agreement from Roads and Maritime Services under the provisions of the SEPP.

POLICY	DETAILS
SREP 20 (Hawkesbury- Nepean River (no. 2 – 1997)	The aim of SREP No 20 (now a deemed SEPP) is to protect the environment of the Hawkesbury – Nepean River system by ensuring that the impacts of future land uses are considered in a regional context. This requires consideration of the strategies listed in the Action Plan of the Hawkesbury-Nepean Environmental Planning Strategy, impacts of the development on the environment, the feasibility of alternatives and consideration of specific matters dealing with total catchment management, environmentally sensitive areas, water quality, water quantity, cultural heritage, flora and fauna, urban development, and the metropolitan strategy. These matters can be addressed in detail as part of further studies post Gateway. The deemed SEPP has identified an item of non-aboriginal heritage in Schedule 1. The item is the <i>“Site of George’s Peat’s Inn and grave of Frances Peat, Part Portion 2 and Public Reserve, Parish of Cowan, Mooney Mooney Point”</i>. The proposed change of zoning and future development anticipated under the rezoning will not have an adverse impact upon these heritage items.
Development Near Rail Corridors and Busy Roads – Interim Guideline	The provisions of the interim guideline have been considered in the assessment of the potential future acoustic impacts associated with the M1. Mitigation and management measures will be developed so that a satisfactory level of residential amenity can be achieved through the future detailed design phases. This is discussed in greater detail at Section 5.3.
NSW Coastal Policy 1997	The Coastal Policy seeks to guide the management and planning of the coastal zone. Of particular note the policy state, <i>“the focus on conservation initiatives does not mean that future urban development in coastal areas should be sterilised. In particular, the policy promotes the need for local housing strategies in order that opportunities to more efficiently utilise land in existing urban centres are identified.”</i> Due to potential conflicts with regional plans and policies the coastal policy does not apply to the coastal local government areas of Sydney, Newcastle, Illawarra and the Central Coast regions.
Coastal Design Guidelines 2003	The guidelines provide detailed guidance to inform the design of coastal areas. At this stage, the detailed design and layout of the proposal has not been determined. The guidelines will be instrumental in informing a site specific development control plan for the site which will occur post gateway.
NSW Coastline Management Manual 1990	A comprehensive analysis of the constraints affecting development within the site has been undertaken to identify potential risks and hazards. This has been used to develop the indicative concept plan which broadly defines potential uses and building footprints having regard to site constraints. Appropriate protective measures will be implemented to ensure that people and property are safeguarded. The specific measures required will be identified at development application stage.

Q6. IS THE PLANNING PROPOSAL CONSISTENT WITH APPLICABLE MINISTERIAL DIRECTIONS (S.117 DIRECTIONS)?

The Planning Proposal has been assessed against the Section 117 Ministerial Directions and is consistent with each of the relevant matters, as outlined below.

DIRECTION	COMMENT
1. Employment and Resources	
1.1 Business and Industrial Zones	The Planning Proposal includes employment generating uses in a location that benefits from existing infrastructure. The employment uses envisaged for the site respond to the locational characteristics of the site (waterfront and close proximity to the motorway), are likely to be patronised by locals and passing trade (motorway users) and as such will not compete with established centres.
1.2 Rural Zones	Not Applicable
1.3 Mining, Petroleum Production and Extractive Industries	Not Applicable
1.4 Oyster Aquaculture	No changes are proposed to existing areas zoned to support oyster farming in the Hawkesbury River and new water based activities will be located a considerable distance from the existing oyster farming area in Kowan Road.
1.5 Rural Lands	Not Applicable
2. Environment and Heritage	
2.1 Environment Protection Zones	The proposal provides for the dedication of some significant bushland for environmental protection purposes. This will have positive long term ecological benefits.
2.2 Coastal Protection	As required by the direction, the proposal has regard to the provisions of: ▪ The NSW Coastal Policy: A Sustainable Future for the New South Wales Coast 1997 ▪ The Coastal Design Guidelines 2003 ▪ The manual relating to the management of the coastline for the purposes of section 733 of the Local Government Act 1993. Refer to Q5 for details.
2.3 Heritage Conservation	The proposed rezoning and Indicative Concept Plan has been developed with regard to the heritage characteristics of the land.
2.4 Recreation Vehicle Areas	Not Applicable
3. Housing, Infrastructure and Urban Development	
3.1 Residential Zones	The proposal will broaden the range of housing choices in the area. The site is located adjacent to an established residential area and local services such as shops and community facilities will be provided on site.
3.2 Caravan Parks and Manufactured Home Estates	Not Applicable

DIRECTION	COMMENT
3.3 Home Occupations	The proposed rezoning seeks to permit home occupations without development consent, providing opportunities to work from home.
3.4 Integrating Land Use and Transport	The proposal is consistent with the direction for the following reasons: ▪ A moderate level of public transport service is available to the Mooney Mooney community. ▪ Opportunity exists to improve the pedestrian underpass to ensure there is connectivity between the existing community and the new development. ▪ The provision of pedestrian/bike paths is to be considered as part of any future site specific DCP for the site. ▪ The site exhibits good access to existing motorway infrastructure with direct access to Sydney and Gosford CBDs. ▪ The proposal will provide permanent employment with additional employment during construction and operation.
3.5 Development Near Licensed Aerodromes	Not Applicable
3.6 Shooting Ranges	Not Applicable
4. Hazard and Risk	
4.1 Acid Sulphate Soils	The site is identified by Council mapping as containing Acid Sulfate Soils. The majority of the site falls within Class 5, with the exception of Peat Island and land adjacent to Peat Ferry Road which is identified as Class 2. In accordance with the guidelines an Acid Sulfate Soils Study will be undertaken post gateway.
4.2 Mine Subsidence and Unstable Land	Not Applicable
4.3 Flood Prone Land	The proposed land uses zones and indicative scheme for the site has been designed to mitigate the existing flooding issues that affect the site and avoid any unacceptable impacts on surrounding properties arising from the proposed development.
4.4 Planning for Bushfire Protection	The proposed site layout has been designed to ensure that appropriate measures can be introduced to suitably manage potential bushfire impacts.
5. Regional Planning	
Directions 5.1 -5.8.	The Planning Proposal is consistent with the overall intent of the CCRS and will not undermine the achievement of its vision, land use strategy, policies, outcomes or actions.

DIRECTION

COMMENT

6. Local Plan Making

6.1 Approval and Referral Requirements	This is an administrative requirement for Council.
6.2 Reserving Land for Public Purposes	This is an administrative requirement for Council.
6.3 Site Specific Provisions	The Planning Proposal has been prepared in accordance with the provisions of the Standard Instrument and in a manner consistent with the Gosford LEP 2014.

7. Metropolitan Planning

7.1 Implementation of the Metropolitan Plan	Not Applicable
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5.3 SECTION C – ENVIRONMENTAL, SOCIAL AND ECONOMIC IMPACT

Q7. 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?

Large parts of the site have been modified and cleared to accommodate the existing buildings and associated road infrastructure. Future development will generally be located within these cleared areas. However some vegetation removal will be necessary to facilitate new development and to provide suitable asset protection zones.

An ecological site appraisal report has been prepared by Conacher Environmental Group which describes the ecological characteristics of the site. A copy of the report is submitted with the Planning Proposal at **Appendix D**.

Precinct 1: West Mooney Mooney

The precinct contains the following vegetation communities:

- Footslopes apple – Red Gum Forest (intact and canopy only variants): The vegetation community does not correspond to any threatened ecological communities listed within the TSC Act or the EP&BC Act.
- Swamp Oak Sedge Forest: The vegetation community corresponds to the EEC Swamp Oak Floodplain Forest listed within the *Threatened Species Conservation Act 1995* (TSC Act).
- Riverine Mangrove Scrub: The vegetation community does not correspond to any threatened ecological communities listed within the TSC Act or the *Environmental Protection and Biodiversity Conservation Act 1999* (EP&BC Act).
- Cleared / Disturbed land: contains mostly exotic grasses, planted exotic trees and shrubs and occasional remnant trees.

One endangered ecological community, listed within the TSC Act (Swamp Oak Floodplain Forest), was observed within the site. Additionally, the precinct contains vegetated areas that form a buffer to Popran National Park and to the riparian zone / wetland vegetation. These areas are limited to the areas directly adjacent to the Hawkesbury River and the forested land in the northern portion of the precinct.

No threatened species or endangered populations listed under the EP&BC Act and / or the TSC Act were observed during site investigations. The site does however provide potential habitat for a number of threatened flora and fauna species.

Three broad fauna habitat types were identified:

- Dry Sclerophyll Forest / Woodland Habitats
- Forested and Saline Wetland Habitats
- Cleared / Disturbed Land Habitats

FIGURE 13 – PRECINCT 1: VEGETATION COMMUNITIES



Source: Conacher Travers 2013

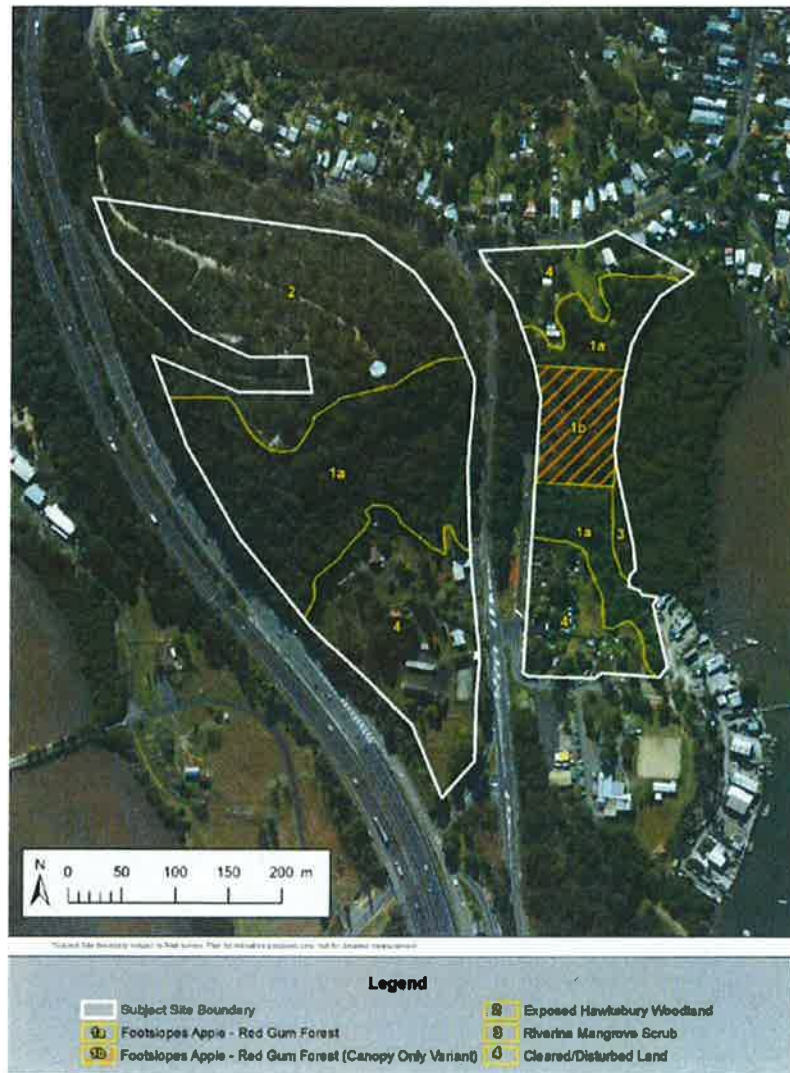
Precinct 2: East Mooney Mooney

The precinct contains the following vegetation communities:

- Footslopes apple – Red Gum Forest (intact and canopy only variants): The vegetation community does not correspond to any threatened ecological communities listed within the TSC Act or the EP&BC Act.
- Exposed Hawkesbury Woodland: The vegetation community does not correspond to any threatened ecological communities listed within the TSC Act or the EP&BC Act.

- Riverine Mangrove Scrub: The vegetation community does not correspond to any threatened ecological communities listed within the TSC Act or the EP&BC Act.
- Cleared / Disturbed land: contains mostly exotic grasses, planted exotic trees and shrubs and occasional remnant trees.

FIGURE 14 – PRECINCT 2: VEGETATION COMMUNITIES



No threatened species, endangered populations or endangered ecological communities listed under the EP&BC Act and / or the TSC Act were observed during site investigations. The site does however provide potential habitat for a number of threatened flora and fauna species.

Three broad fauna habitat types were identified:

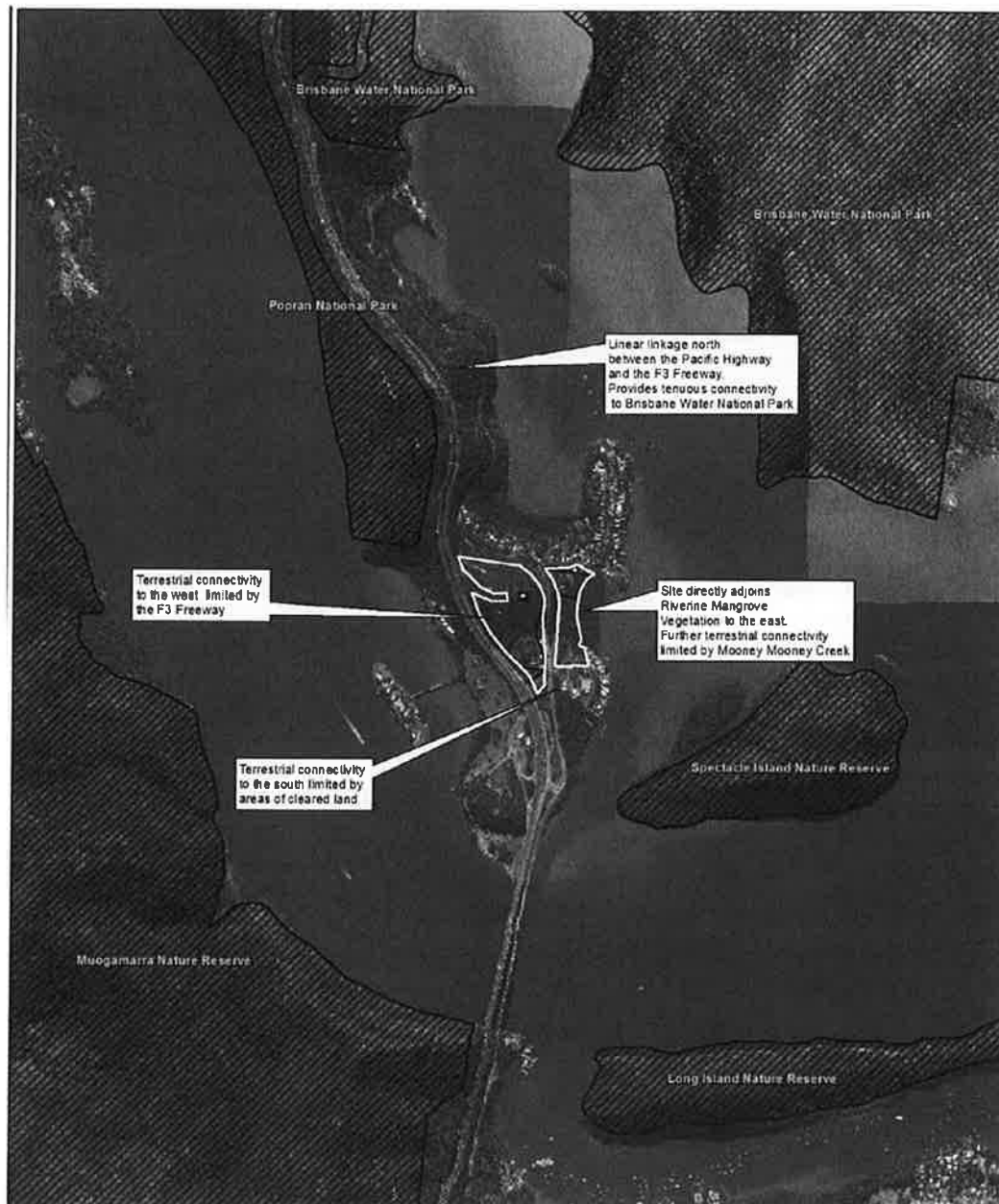
- Dry Sclerophyll Forest / Woodland Habitats
- Saline Wetland Habitats
- Cleared / Disturbed Land Habitats

FIGURE 15 – PRECINCT 1: BARRIERS TO HABITAT LINKAGES



Source: Conacher Travers 2013

FIGURE 16 – PRECINCT 2: BARRIERS TO HABITAT LINKAGES



Source: Conacher Travers 2013

In summary, there are no known critical habitats or threatened species located on the site. One endangered ecological community (Swamp Oak Forest) has been identified within the site. Additionally, investigations indicate that the site may contain potential habitat for threatened flora and fauna species although linkages to the large areas of vegetation within the surrounding locality (National Parks) is heavily restricted due to the presence of roads and built development, with the exception of land in the northern section of Precinct 1 which adjoins Popran National Park. Heavily vegetated land in this part of the site is proposed to be rezoned E1 National Park and Nature Reserves and will form a natural extension of Popran National Park.

Further field investigation will be undertaken following the gateway determination to more thoroughly assess the actual ecological impacts and to provide further clarification into:

- The extent of vegetation to be removed to accommodate future development and asset protection zones.

- The nature and extent of potential impacts of future development on flora and fauna resources within the site, in particular the Threatened Ecological Communities (Swamp Forest).
- The extent of land to be dedicated for environmental conservation purposes (land contiguous to Popran National Park).
- Whether offsetting for the loss of any significant vegetation communities or other potential mitigation measures (such as a Vegetation Management / Riparian Corridor Plan) is likely to be required at later stages to satisfy State and Federal requirements.

Q8. ARE THERE ANY OTHER LIKELY ENVIRONMENTAL EFFECTS AS A RESULT OF THE PLANNING PROPOSAL AND HOW ARE THEY PROPOSED TO BE MANAGED?

The Planning Proposal is accompanied by technical reports at Appendices A-L which provide detailed assessments of various environmental matters and should be referred to as the primary source for detailed information.

The key findings of preliminary environmental investigations are as follows.

STORMWATER AND FLOODING

The site is located within the Hawkesbury River Catchment. The key water features of the site are described in the Watercycle Review prepared by Brown Consulting and included at **Appendix F**. This report identifies the following:

- The majority of the site is not affected by flooding or tidal inundation (including sea level rise associated with climate change) and is suitable to be rezoned from an engineering perspective.
- The Flood Planning Level is set at RL 2.50m AHD to provide 500 mm freeboard to the current 1% AEP flood levels. The potential for sea level rise will increase the peak king tide to levels higher than the 1% AEP flood levels. The worst case planning level with sea level rise and allowance for 500 mm freeboard is RL 2.88 m AHD. A small amount of land in Precinct 1 opposite Peat Island, the causeway and the reclaimed northern and southern ends of the Island are below the 1 % Annual Exceedance Probability (AEP).
- The Probable Maximum Flood level at Peat Island and Mooney Mooney is expected to be above 3.3 metres AHD. The causeway between Peat Island and the mainland is currently below this level (approximately 1.9m AHD). As a result, land evacuation from Peat Island to Mooney Mooney is not possible during a PMF event. Accordingly consideration will need to be given to raising the level of the causeway above the PMF to facilitate evacuation. A more accurate PMF level can be calculated through detailed flood modelling at a future stage.
- It has been assumed that the Hawkesbury River at this location has a stream order in excess of 4 and that under the current riparian corridor guidelines the site would be subject to 40 m wide controlled vegetated riparian zone (VRZ). A minimum riparian corridor setback to mangroves of 20 m is acceptable if compensation is provided elsewhere. A minimum riparian setback of 20m to the mangroves is delineated on the Indicative Concept Plan and compensation can be provided elsewhere.
- Some filling of the site may be required to facilitate future development envisaged in the Indicative Concept Plan in response to flood constraints. The extent of fill required would be determined at detailed design stage (i.e. as part of a development application for the project); this would potentially be in the order of 2 metres if required.
- Development of the site will affect the stormwater runoff quantity and quality. Attenuation of stormwater quantity is not required due to the insignificant impact on the Hawkesbury River and the discharge proximity to the Tasman Sea. The future runoff water quality will need to be managed by a variety of treatment devices on site. Modelling and design of the water quality treatment strategy will be undertaken at a future stage to ensure that it meets council requirements and protects the mangroves.

In summary, the Watercycle Review prepared by Brown Consulting confirms that the existing flooding issues and the potential additional impacts arising from the proposed development can be appropriately managed to avoid any detrimental impacts on the Hawkesbury River.

ABORIGINAL HERITAGE

The past development, clearing of the site, construction of roads, including works associated with the construction of the M1 Motorway is likely to have disturbed or removed indigenous heritage in the majority of the site envisaged for development. Artefact Heritage Services was engaged to undertake investigations with respect to the Aboriginal heritage potential of the site. Their report is included at **Appendix E.1**.

A search of the Aboriginal Heritage Information Management System (AIHMS) identified that there are 13 Aboriginal sites recorded in the general area. Of these, two Aboriginal sites were confirmed to be within the subject area through site investigation, with an additional item being within the immediate vicinity. The location of these items is shown in Figure 17.

The items are described as follows:

- A rock engraving site at Peat Point. This is located on the western margin of the study area, approximately 15m east of the Hawkesbury River.
- A shelter with art at Jordie Cave, located on the eastern margin of the study area bordering the eastern side of the M1.
- A shelter with a midden deposit at Cabbage Point. This is immediately outside the northern margin of the study area.

Site investigations have revealed additional isolated findings of Aboriginal Heritage which include engravings of Aboriginal origin in Precincts 1 and 2. The engravings are to be retained in situ. Further archaeological investigation within Precinct 1 is to be undertaken post gateway determination, as there is potential for further engravings within the sandstone along the site's western waterfront (although there was no evidence of findings within this location observed during site investigations). Any engravings in this area would similarly be retained in situ within any future development proposals for the site.

FIGURE 17 – ABORIGINAL HERITAGE SITES



Source: Artefact 2014

EUROPEAN HERITAGE

The site includes the following local heritage listed item / archaeological site under GLEP 2014:

- Grave of Frances Peat (within Deerubbun Reserve)
- Site of George Peat's Inn

It is important to note that none of the buildings or structures associated with the Peat Island hospital are heritage listed at either the State or local level. Notwithstanding, it is considered that the proposal to rezone the site will require further analysis of the heritage significance of the site. Of note, many of the older buildings within the site have been substantially modified (including internal and external alterations and additions), new services have been installed and the buildings have been fitted out to meet their institutional requirements. A number of buildings are in a dilapidated state.

A Heritage Assessment has been undertaken by Urbis. The findings of this analysis are contained at **Appendix E.2** and the statement of significance is detailed below:

“Peat Island comprising of the hospital facility buildings, the grounds and the wider surrounding context within the Hawkesbury River reflects the changing development of institutional care for the mentally ill in Australia. The site includes evidence of government institution built for the purpose to care for the mentally ill. The subject site demonstrates some architectural qualities of individual buildings and together with the setting of landscaped grounds above the Hawkesbury River they are aesthetically significant.

The subject site contains evidence of various phases of significant site expansion which together form an uncommon record of development of the place as a designed mental hospital from the 1900s to the 1980s. The development of these buildings demonstrates the historical development of the institution covering over a century of use as a mental health facility. However the more recent buildings are generally of lesser aesthetic significance and have been placed without an overall site plan.

The first building phase of the island site (the main dormitory blocks - Sea Breeze, Denby, Pines and the Administration Building on the island) are examples of the utilitarian early Federation architecture, which remain largely intact and retain the architectural clarity and presence in regards to its setting.

The works associated with Walter Liberty Vernon are specifically designed in response to the setting and retain the visual links and aesthetic relationship with the Hawkesbury River.

The establishment of the facility reflects the attitudes of social welfare and the responsibilities of the state government in the early 20th century. In its wider context, the subject site represents the development of health care for the mentally ill from the early 20th century, which has evolved with the changing views of society in terms of caring for the mentally ill.

The subject site's landscape setting and cultural plantings also relate to the historical development of the site, as they create a distinct aesthetic environment in relation to the site.

The Chapel and its surrounding context of individual houses were developed in the later 20th century to support the hospital facility and provide an association with the isolated nature of the site”.

This report has identified the significance of each building and landscaping element and has made the following recommendations:

- Some individual buildings located on Peat Island exhibit exceptional and high significance and are recommended for retention. They make up an important and significant contribution to the character and historical importance of the area. These building elements demonstrate a high degree of integrity and date from a key developmental period of the treatment of mental health since the early 20th century. It's preferred that new uses must enhance the appreciation of the place and to ensure the conservation of the significant features and values of the buildings. It is proposed to retain 4 buildings of exceptional significance. Namely the main dormitory blocks - Sea Breeze, Denby, Pines and the Administration Building. The causeway, which has been identified as having high significance, will also require significant upgrades.
- Building elements that demonstrate moderate or little significance and contribute to the character and historical importance of the area will require further investigation before considering changes. Although demonstrating some evidence of the development of the area, these building elements do not necessitate the premise for heritage listing and retention. Further investigation will be required following gateway determination. It is anticipated that a Conservation Management Plan be prepared for the site.
- It is considered that the building elements that are of neutral or detracting significance contribute little to the key period of significance and detract away from the character of the area. It is considered that the alterations or demolition of such elements for a new development may improve the adaptive reuse of the site.

FIGURE 18 – PEAT ISLAND HOSPITAL BUILDINGS



Source: Urbis heritage report 2014

BUSHFIRE

The subject site comprises land that is bushfire prone. EcoLogical Australia has provided advice with respect to bushfire protection to support the proposed land use zones and Indicative Concept Plan (refer to Appendix K). In summary:

- With the exception of Peat Island all land within the site is mapped as bushfire prone land.
- Bushland and vegetation within and surrounding the site represent a potential bushfire hazard to future development.
- Asset protection zones (APZ) of 10 – 35 metres will be required to safeguard future development. Some vegetation will be required to be cleared to accommodate these APZs and the development footprints envisaged under the Indicative Concept Plan.
- Suitable measures to ensure safe evacuation can be achieved in the event of a bushfire event will be required.

FIGURE 19 – BUSHFIRE



Source: EcoLogical 2014

In summary, the bushfire assessment confirms that with the introduction of appropriate bushfire protection measures (including APZs and evacuation routes) the site is capable of accommodating the future land uses proposed in this rezoning. Further assessment to define specific bushfire mitigation measures will be undertaken at development application stage.

ACOUSTICS

A large proportion of the site is affected by road noise associated with the Motorway. Noise monitoring has confirmed that parts of the site in close proximity to the motorway are subject to noise levels which exceed acceptable standards for residential uses, which are 55dB(A) during the daytime and 50dB(A) at night. Mitigation measures will be required to address noise as residential uses are proposed in these noise impacted areas.

Investigations completed by Acoustic consultants Renzo Tonin in 2009 and included at Appendix J explored potential measures to reduce the noise impacts of the Motorway on the site. These investigations suggested that the introduction of a combination of noise walls adjacent to the motorway on land owned by the RMS and strategically located and appropriately designed and treated buildings within the site could suitably reduce noise generated by the motorway to levels that would not adversely affect future residential uses within the site (refer to Figure 20). The introduction of noise walls on land adjacent to the motorway has been discussed with the RMS.

Further examination of noise impacts will be required post gateway determination to help establish the future siting of buildings for residential purposes.

FIGURE 20 – NOISE LEVELS



Source: Renzo Tonin 2009

(Note: The design measures to be adopted with respect to the current concept plan will differ to those shown above)

ACCESS, PARKING AND TRAFFIC

A Traffic Impact Assessment Report has been prepared by GTA which describes the existing local traffic context, including access and the potential traffic implications of land uses proposed under the proposed rezoning and land uses/ yields proposed in the Indicative Concept Plan. A copy of the report is submitted with the Planning Proposal at **Appendix G**. In summary, the traffic analysis indicates that:

- The overall development is expected to generate up to 670 vehicle movements in any peak hour which will distribute throughout the local road network.
- The existing roads within and surrounding the development site appear to have spare capacity to accommodate the additional development generated traffic. However, it is expected that a detailed modelling exercise will be undertaken during the development application stage to assess the full extent of the impact of the proposed development and to understand if any mitigation measures such as intersection upgrades are required.

- The Mooney Mooney area currently has limited provision of pedestrian and bicycle facilities. However, the proposed foreshore walkway around the island and along the western edge of the mainland will significantly improve the cycleway facility in Mooney Mooney.
- A moderate level of public transport service is currently provided in Mooney Mooney area. A potential improvement to the existing public transport service could be to increase the frequency of the bus service 592 (Brooklyn-Mooney Mooney) during the peak periods as well as provision for bus services during the off-peak periods. This would enable future residents to use the train service to reach destinations such as Newcastle, Chatswood, North Sydney, and Sydney CBD.

MARINA

The Hawkesbury River is zoned W2 Recreational Waterways and marinas are a permissible use within the W2 zone. The proposed rezoning seeks to extend the W2 Recreational Waterways zoning to the adjoining land within Precinct 1 to permit the land based components of a future marina on the site. npc have undertaken a preliminary review of the marina proposal and provided the following technical advice on the land and water components of the proposed marina (refer to **Appendix L**):

- The proposed marina is located in the wider waterway to the north of the causeway, which allows for reasonable length marina berthing arms and the necessary navigation channels between the marina arms and Peat Island.
- The minimum water depths required for the marina would range from 1-2m. The water depths in the location of the proposed marina extend up to 5m. Notwithstanding, it is expected that the shallow water depths are likely to have ecological value and as such, dredging to form a basin for the marina has been eliminated at this stage as a potential option in this area.
- The tidal levels expected near the proposed marina would provide the typical range of tidal variations experienced around the coastal region of Sydney and would not present any particular problems for a marina. Furthermore, it is not anticipated that tidal flushing in this location would not present problems on local water quality and aquatic ecology.
- In regards to flooding, a marina upstream of the causeway could be designed to withstand the hydraulic and debris flood loadings. It would, however, be necessary to secure floating pontoons with backup chain supports attached to piles on the river bed.
- The proposed location of the marina would be exposed to wind waves from the west and north-west. The wind fetch in these directions are 250m and 400m respectively. The outer berthing area (most northern arm) would be designed as a floating breakwater to dissipate this wave energy and provide a suitable berthing wave climate in the marina. These wind fetches are not excessive when compared to marina exposures in Sydney Harbour. Many marinas in Sydney Harbour have floating or fixed breakwaters to dissipate wind wave energy. Peat Island and the causeway would provide protection to wind waves from all other directions.
- The landing point for the marina berthing structure is a foreshore area devoid of mangroves. This foreshore area appears to be rocky and is the only area without established mangroves. It is also the area with the widest land base for ancillary functions associated with the marina use. This landing point is the preferred location for a marina on the site. It is likely that the landing section of the marina would consist of a fixed structure extending from the land out to a location with sufficient water depths for a floating pontoon berthing structure.
- Based on the berth widths recommended in the Marina Guidelines, the marina concept could accommodate up to 250 craft depending on the craft length distribution.
- The marina would need to accommodate a number of ancillary uses/function namely a fuelling and sewage pump-out facilities, craft maintenance facilities (with a mobile hoist to lift boats out of the water), administration office and amenities. In the future, there may be demand for further services such as boat brokerage, retail and food services.

In summary, a marina could be located on the northern side of the causeway to Peat Island as proposed by the Indicative Concept Plan.

A detailed hydrographic survey, hydrodynamics and aquatic ecological investigations may be required to further assess the suitability of a marina in this location post Gateway determination.

AQUATIC ENVIRONMENT

The aquatic environment surrounding the site is characterised as follows:

- The eastern portion of the site is situated on the western bank of Mooney Mooney Creek. The Creek is a third order watercourse and constitutes Type 1 Highly Sensitive Fish Habitat and Class 1 Major Key Fish Habitat.
- The western portion of the site lies on the eastern bank of the Hawkesbury River and contains on minor mapped watercourse (northern tip of the site).
- The Hawkesbury River is a greater than fourth order watercourse and constitutes Type 1 Highly Sensitive Fish Habitat and Class 1 Major Key Fish Habitat.

As stated above, an assessment of the aquatic environment would be undertaken post Gateway or at development application stage.

GEOTECHNICAL

Geotechnical advice has been provided by Pells Sullivan Meynink (PSM) specifically in relation to the future development potential of land on Peat Island and along the western extent of Precinct 1 noting that this comprises reclaimed and flood prone land. A copy of the Geotechnical Advice is attached at **Appendix I**.

Fill was introduced to these parts of the site in the late 1970s and is thought to comprise sandstone from cuttings for the F3 freeway project together with concrete bricks and building rubble. Fill is believed to be a minimum of 2 metres in thickness.

The potential to accommodate residential and commercial uses within the filled areas has been assessed. In summary:

- In geotechnical terms, the land could be filled to respond to flooding constraints.
- The methodology to be adopted to achieve this is dependent on the nature of development proposed and would be determined at development application stage.
- The filled areas are considered to be generally unsuitable for basements given the difficulties associated with excavation in this location (high water table would necessitate dewatering, potential for wall collapse).

VISUAL AND SCENIC IMPACT

Views of much of the site from the M1 Motorway are restricted to glimpses and as such the visual impact of the majority of the proposal from the M1 Motorway would not be extensive. Certain elements of the proposal, specifically the proposed neighbourhood centre and service station would be clearly visible from the M1 Motorway. Parts of the development east of the Motorway of the site are will also be visible from the surrounding residential area and road network.

Notwithstanding, it is acknowledged that the site has high scenic qualities characterised by the Hawkesbury River and its foreshore and the surrounding bushland. The site sits within an overall natural setting that is broken up with cleared and developed land, including the subject site and settlements at Mooney Mooney, Cheero Point and Brooklyn.

New development will therefore be required to achieve a good standard of design to respond to the scenic qualities of the Hawkesbury and also in recognition of the site's prominent location at the gateway to the Central Coast. A visual impact analysis of anticipated building envelopes is likely to be required following gateway determination to help inform appropriate building heights and the siting of buildings for the western portion of the site.

Should the Department of Planning and Infrastructure and Gosford Council view the proposed rezoning positively, it is anticipated that a site specific DCP will be required to guide the design of future development of the site. This would likely to be based on the indicative scheme presented and would be subject to further refinement in consultation with Council post gateway.

A detailed visual impact analysis of any future development proposal for the site would be assessed at development application stage.

Overall, it is considered that the site will not result in any significant environmental effects that would preclude it from being rezoned and redeveloped generally in accordance with the Indicative Concept Plan.

Q9. HAS THE PLANNING PROPOSAL ADEQUATELY ADDRESSED ANY SOCIAL AND ECONOMIC EFFECTS?

The proposal will result in range of key economic and community benefits for the local community and wider Gosford Local Government Area, including:

- Injection of capital investment into the economy from expenditure on housing, infrastructure services both internal and external to the site including road, energy services, water, sewer and communication works.
- Creation of an estimated 110 permanent jobs, of which the majority of jobs will be local.
- Support of a further 915 jobs during construction.
- Provision of a 2.75km public foreshore walk to Peats Island, national parks and along the river foreshore.
- Provision of up to 450 new dwellings to help meet regional housing needs.
- Provision of 250 marina berths to meet unmet demand for boat berthing in the area.
- Dedication of 26,000m² of publicly accessible open space.
- Preservation of the historical significance of Peat Island through the retention of non-listed historical buildings on Peat Island for adaptive re-use.
- Dedication of 2,800m² of land to Gosford Council for community facilities.
- Creation of a new neighbourhood centre and service station to serve the local community.
- Retention of the Chapel to serve the local community.
- Protection of sensitive mangroves area, thus protecting natural attributes of the site and the visual aesthetics of the site.
- Dedication of 2 ha of heavily vegetated land to be included in Popran National Park to conserve significant bushland in perpetuity.
- Creation of a gateway development which will positively contribute to the image of the Central Coast region.
- Improved amenity for the existing community through the creation of opportunities for new facilities, services and open space.

A Community Needs assessment will be undertaken post Gateway Determination to determine if any additional facilities and social infrastructure are required to support the development. Importantly the increased population will provide the critical mass to support the viability of the range of employment generating uses proposed on the site. The delivery of infrastructure, services and land dedication for community facilities is likely to form part of a draft VPA and / or a site specific Section 94 contribution plan prepared in collaboration with Council.

5.4 SECTION D – STATE AND COMMONWEALTH INTERESTS

Q10. IS THERE ADEQUATE PUBLIC INFRASTRUCTURE FOR THE PLANNING PROPOSAL?

Preliminary investigations indicate that:

- Capacity exists within the road network to support new development as proposed. Some localised road infrastructure upgrades may be required as a result of the proposed development. This would be further analysed and confirmed at detailed design stage. Potential upgrades to local road infrastructure will benefit both existing and future residents.
- A moderate level of public transport service is currently provided in Mooney Mooney area. A potential improvement to the existing public transport service could be to increase the frequency of the bus service 592 (Brooklyn-Mooney Mooney) during the peak periods as well as provision for bus services during the off-peak periods. This would enable future residents to use the train service to reach destinations such as Newcastle, Chatswood, North Sydney, and Sydney CBD.
- Existing utility services can be utilised and / or upgraded to meet the needs of future uses.
- Water supply and waste water management can be achieved through capital works upgrades in coordination with Sydney Water. Sewer modelling will be required to assess the detailed requirements to support the development of the site and will be undertaken in consultation with Sydney Water.

Further assessment of the capacity of the existing services to accommodate the increased population will be required to be undertaken post gateway in consultation with relevant service providers.

Q11. WHAT ARE THE VIEWS OF STATE AND COMMONWEALTH PUBLIC AUTHORITIES CONSULTED IN ACCORDANCE WITH THE GATEWAY DETERMINATION?

The applicant has commenced discussions with relevant public authorities to seek their feedback on the proposed land uses. This has included discussions with Roads and Maritime Services this included consideration of the relocation of their existing highway services facilities as well as broader discussion regarding the proposed uses and associated traffic matters.

The Department of Planning and Infrastructure has also been consulted on the project.

Consultation will be required to be undertaken with a number of relevant public authorities post Gateway determination.

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6 Further Studies

This Planning Proposal represents the first step in initiating the rezoning process and deals with high level planning issues in the first instance. Should the proposal proceed to a positive “Gateway” determination, more detailed technical investigations are likely to be required prior to a draft rezoning instrument being publicly exhibited. These have been discussed throughout the report.

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7 Part 4 - Community Consultation

7.1 APPLICANT LED CONSULTATION PRIOR TO GATEWAY DETERMINATION

Consultation with the local residents of Mooney Mooney commenced in 2009 in advance of the closure of the Peat Island hospital facility. Comments received during this consultation have been considered and have helped to inform the current planning proposal. This has included consideration of the following key issues identified by the local community:

- The need for public parking facilities (cars and trailers).
- A shortage of berthing within the local area.
- A desire for public access to Peat Island.
- A desire for the chapel to be retained in situ.
- The need for community facilities including suitable premises for the existing library and rural fire service to be accommodated within future development plans for the site.

Further information is contained in the Consultation Report attached at .

Although the application is not required to be publically exhibited until a gateway determination the applicant has sought to continue to keep the local community up-to-date with their intentions for the land and has sought to proactively inform the community immediately as follows:

- Preparation and distribution of an information leaflet to local residents notifying them of the proposal.
- Councillor briefing session.
- Dedicated page on Government Property NSW's website to provide information to the community in advance of the formal exhibition period.
- It is understood that once the Planning Proposal is submitted to Council, it will be placed on Council's website and made available to the public.
- A feedback portal providing an opportunity for the general public to ask questions or leave comments via email and telephone was established at the outset of the project and will remain open following lodgement of the Planning Proposal.
- Further community consultation will be undertaken following submission of the Planning Proposal to ensure that the local community is kept informed about the plans for the site. This will include the distribution of newsletters.

7.2 STATUTORY CONSULTATION FOLLOWING GATEWAY DETERMINATION

Clause 57 of the *Environmental Planning and Assessment Act 1979* requires the relevant planning authority to consult with the community in accordance with the gateway determination. It is anticipated that the Planning Proposal will be required to be publically exhibited for 28 days following gateway determination in accordance with the requirements of the Department of Planning and Infrastructure guidelines "*A Guide to Preparing Local Environmental Plans.*"

It is anticipated that the public exhibition would be notified by way of:

- A public notice in the local newspaper(s)

- A notice on the Gosford Council website.
- Written correspondence to adjoining and surrounding landowners.

The gateway determination and Planning Proposal would be publically exhibited at Council's offices and any other locations considered appropriate to provide interested parties with the opportunity to view the submitted documentation.

8 Conclusion

The Planning Proposal has been prepared in accordance with Section 55 of the Environmental Planning and Assessment Act 1979 (the EP&A Act) and the relevant guidelines prepared by the NSW Department of Planning including *A Guide to Preparing Local Environmental Plans* and *A Guide to Preparing Planning Proposals*.

It sets out the justification for the proposed rezoning of surplus Government owned land at Mooney Mooney from Zone SP2 Special infrastructure and Zone RE1 under Gosford Local Environmental Plan 2014 to a mix of zones under the provisions of a site specific LEP, including:

- B2 Local Centre
- R1 General Residential
- R2 Low Density Residential
- RE1 Public Recreation
- E1 National Parks and Nature Reserves
- W2 Recreational Waterways

The current land use zoning reflects the former institutional land uses and the range of permissible uses on the site are limited. There is a strong case for change and a genuine need to review the zoning of this strategically important site to allow for commercially viable and vibrant alternate mix of land uses of the site.

The compelling reasons why the Council should resolve to support this Planning Proposal to the Department of Planning and Infrastructure for LEP Gateway determination are summarised below:

- The proposed is generally consistent with Regional planning strategic goals set out in the Central Coast Regional Strategy. It provides development opportunities on land that is currently zoned for urban purposes, is occupied by redundant buildings and structures associated with the former institutional uses of the site, is in close proximity to an established residential area with good transport links, is serviced by existing infrastructure, has excellent motorway access to Sydney CBD and Gosford CBD and will make a meaningful contribution to the provision of housing in the region. It is also generally consistent with relevant SEPPs and Section 117 Directions.
- A number of technical studies have been prepared to support the Planning Proposal and to demonstrate that the proposed land uses and envisaged densities and scale of development for the site will not have any adverse impacts on the surrounding environment.
- The proposal will make a valuable contribution to the diversity and quality of housing available within the LGA and the creation of new local employment opportunities
- The redevelopment of the site will make a valuable and positive contribution to the provision of much needed local retail and community facilities within the local catchment.
- The creation of a network of open space, improved connections between the existing community and new development and public foreshore access will not only benefit the site but also the wider community including existing residents of Mooney Mooney.
- It responds positively to growing market demand within the locality and the surrounding area for water berthing and marina facilities.
- The proposal will preserve the historical significance of Peat Island through the retention of 4 non-listed historical buildings on Peat Island for adaptive re-use

- The proposal will result in community and economic benefits as demonstrated throughout this report, including dedication of land for community facilities and conservation purposes.
- The Indicative Concept Plan responds positively to the site conditions, market conditions and surrounding environment. The indicative scheme has been formulated having close regard to the existing site conditions, the significant opportunity to make a statement as the gateway to the Central Coast and ensuring that development aspirations for the site are realistic, sustainable and achievable.

In considering the tangible community and economic benefits of the proposal, we have no hesitation in requesting that Council resolve to forward this Planning Proposal to the Department of Planning and Infrastructure for LEP Gateway determination in accordance with the EP&A Act.

Urbis

August 2014

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