Monteath & Powys



ATTACHMENT 7: URBAN HEIGHT ANALYSIS

22/0380 Response Letter - DA16-2023-735-1

Appendices



URBAN HEIGHT ANALYSIS

RAYMOND TERRACE BOWLING CLUB NEW HOTEL AND CLUB ALTERATIONS

2 JACARANDA AVENUE, RAYMOND TERRACE

Jointly prepared by EJE & Monteath & Powys 23rd December 2024Ref: EJE Reference 13954 M&P Reference 22/0380

412 King Street Newcastle NSW 2300 02 4929 2353 mail@eje.com.au eje.com.au

Newcastle Sydney Gold Coast Nominated Architect: Bernard Collins 4438 (NSWARB)



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1. INTRODUCTION

This Urban Height Analysis (the Report) supports Development Application (DA) 16-2023-735-1 in relation to Urban Height Analysis for the proposed alterations and additions to Raymond Terrace Bowling Club and the construction of a six-storey 50 room hotel including 5 serviced apartments, restaurant, bar, swimming pool, gym, function space and office spaces (the Proposal). The Report has been jointly prepared by EJE Architecture and Monteath & Powys on behalf of Raymond Terrace Bowling Club.

The Report provides analysis from both the Statutory Planning Framework and Urban Design Principles in relation to the proposed height of the Proposal. It is noted that the Report should be read in conjunction with all the submitted documents provided for the DA assessment.





2. PLANNING FRAMEWORK

2.1 STATUTORY PLANNING FRAMEWORK

Being assessed under the Environmental Planning and Assessment Act 1979 (EP&A Act) the Report supplements the submitted Statement of Environmental Effects (SOEE) and the extensive supporting documentation.

The Report aids in demonstrating the Proposal's compliance with the relevant heads of consideration being outlined under section 4.15(1) of the EP&A Act, in particular, environmental impacts on both the natural and built environments and the suitability of the site for the height of the Proposal.

Port Stephens Local Environmental Plan 2013

RE2 Private Recreation zone

The site of the Proposal is zoned RE2 and is development permitted with consent under the Port Stephens Local Environmental Plan 2013.

Clause 4.3 Height of Buildings

The site of the Proposal does not have a maximum building height specified under the Port Stephens Local Environmental Plan 2013. In lieu of a maximum height control, the proposed height of the Proposal was considered against the objectives of clause 4.3 of Port Stephens Local Environmental Plan 2013.

The objectives of this clause are outlined in the table with reference given to the relevant Sections of this Report.

| Objective | Response |
|--|--|
| To ensure the height of the buildings is appropriate for the context and character of the area | The character of the Raymond Terrace area is one of recreation, public space, and infrastructure. The proposal does not adversely affect the character of Raymond Terrace, and it treats the neighbouring heritage conservation area sensitively. The majority of proposed height is located on the site but away from neighbouring heritage items, such as the Rectory, the Jacaranda Trees, and ANZAC memorial park. The proposal sits below the height of the establish trees on Swan Street, an important benchmark in the design. |
| To ensure building heights reflect the hierarchy of centres and land use structure. | The site does is not located far away from the nominated town centre and will not detract from the core commercial zones around Port Stephens and William Street. It is considered that the height of the Proposal has been well considered and meets the objectives of height under the Port Stephens Local Environmental Plan 2013. |





Clause 4.4 Floor Space Ratio

The site of the Proposal does not have a floor space ratio specified under the Port Stephens Local Environmental Plan 2013. In lieu of a maximum floor space ratio, the proposed floor space ratio of the Proposal was considered against the objectives of clause 4.4 of Port Stephens Local Environmental Plan 2013.

| Objective | Response | |
|---|--|--|
| (a) To ensure that buildings are compatible with the bulk and scale of the desired future character of the locality | The desired bulk and scale for Raymond Terrace is primed for a shift to a denser, higher centre to the locality. This project represents an opportunity to embrace this desired urban change, as well as to provide key enabling infrastructure. | |
| (b) To provide a suitable balance between landscaping and built form | The proposal makes use of landscaping within the site, as well as ensuring the height does not exceed that of the existing established street tree line. | |
| (c) To minimise the effects of bulk and scale of buildings. | A careful mix of materials, articulation and landscaping interventions ensure that the building will make a positive contribution to the streetscape, thereby minimising any effect of bulk and scale. | |

The objectives of this clause are outlined in the table with reference given to the relevant Sections of this Report.

It is considered that the floor space ratio of the Proposal has been well considered and meets the objectives of floor space ratio under the Port Stephens Local Environmental Plan 2013.





2.2 EXISTING STRATEGIC PLANNING FRAMEWORK

Port Stephens Local Strategic Planning Statement



IMAGE: Local Strategic Planning Statement, Port Stephens Council 2023

The Local Strategic Planning Statement identifies the land use planning actions to achieve the directions in the Hunter Regional Plan 2036, Greater Newcastle Metropolitan Plan 2036 and the Community Strategic Plan. The Local Strategic Planning Statement was adopted by Council on 14 July 2020. The Local Strategic Planning Statement identifies Raymond Terrace as a regionally significant strategic centre and earmarked for significant growth and investment over the next 20 years.

The Local Strategic Planning Statement has 4 key outcomes — Economy, Housing, Environment and Transport. Each focus area has its own planning priorities and actions.

The elements that make Port Stephens a great place to live and work also attract over a million visitors a year. It is one of Australia's premier tourist and visitor destinations, generating in excess of \$335 million for the local economy per annum.

One of the Planning Priorities for the Economy (Priority 3) under the Local Strategic Planning Statement is to support tourism development and attract events within the local government area. One of the actions listed in the Local Strategic Planning Statement is for Council to advocate for major hotel and conference facilities to be established in the local government area.

The Proposal is consistent with the Local Strategic Planning Statement and is aligned to the plan for investment in the strategic centre of Raymond Terrace and is further aligned to the development of a major hotel in the local government area.





Raymond Terrace & Heatherbrae Strategy, 2015-2031



GOAL 1: A competitive economy with regional services, including transport, health, justice, government, commercial, retail, industrial, and entertainment.

Goal 1 includes the monitoring of the supply of B3 - Commercial Core land (now known as E2 Commercial Centre land). Further actions are identified under Action 14 of the Strategy which seeks to develop an economic/commercial strategy. Further, Goal 1 includes: Growing a more regionally competitive centre by providing lands to strengthen the retail offering of Raymond Terrace and facilitating Heatherbrae as a destination for bulky goods; Enhancing transport and mode connectivity, including road, public transport, footpath and cycleway connections within Raymond Terrace and Heatherbrae; Planning for regional soft infrastructure services to meet the needs of a growing community; and Raising the profile of Raymond Terrace through a commercial strategy/prospectus.



GOAL 2: A city of housing choice with homes that meet our needs and lifestyles with a focus on providing affordable accommodation, which includes seniors living and student accommodation.

Goal 2 includes Action 15 that seeks options to increase the maximum height of buildings from 9 to 15 metres at locations zoned R3 Medium Density. Further, the Action identifies to increase the maximum height of B3 – Commercial Core (now known E2 Commercial Centre land) to 35 metres (10 Storeys). Further, Goal 2 includes: Enabling development that supports compatible land clustering 'like with like' land uses by the identification of key

precincts, such as Kangaroo Street for Light Industrial, and Heatherbrae for bulky goods; Providing opportunities for affordable housing and seniors/retirement living; and Council facilitating the development of catalyst sites.



GOAL 3: A great place to live with quality public and private spaces that are accessible.

Goal 3 includes the action to ensure the commercial strategy/prospectus under Action No.14. Further, Goal 3 includes: Improving the quality of existing public open spaces and undeveloped sites; Identifying locations for future passive open space; and implementing main street upgrades.



GOAL 4: A resilient city with clear directions for improved social, environmental and economic outcomes.

Goal 4 includes: Retaining connections to the past through the integration of heritage into development; Developing a streetscape design guideline for consistency in the town centre; Establishing an implementation panel to provide continual input; and reinforcing the role of Raymond Terrace within the Local Government Area commercial hierarchy as the prominent commercial centre to service the future needs of Kings Hill, Medowie, Tomaree Peninsula and other smaller towns.







3. SITE ANALYSIS

3.1 LOCALITY PLAN



The site is located at 2 Jacaranda Avenue, Raymond Terrace.

Raymond Terrace is a regional town located 25km north of Newcastle and 175km north of Sydney. The town of Raymond Terrace is bounded by the Williams and Hunter River on the North and West, and Grahamstown Dam to the East. Most of the township is rural/ semi-rural, with higher residential density radiating from the centre of town located on southern bank of the Hunter River.

Raymond Terrace exists in the land of the Worimi Nation, which extends from the Hunter River in the south to Forster in the Norther, and as far west as Barrington Tops and Maitland.

Access to Raymond Terrace is primarily through the Pacific Highway, which is a national highway linking Brisbane and Sydney.

The site is also located 16km from Williamtown airport, which is currently undergoing renovations in anticipation of receiving international flights and increased number of domestic flights.





3.2 SITE ANALYSIS OF EXISTING CONDITIONS





Available accommodation in Raymond Terrace

Site

With a population of approximately 15,000 people, Raymond Terrace is under serviced in terms of accommodation options. Two options exist within Raymond Terrace for travellers:

- Colonial Terrace Inn (30 rooms
- The Sleepy Hill Motor Inn (35 rooms).

With just 65 rooms available each night, there is simply not enough rooms to accommodate transient workers, trades and family visitors to Raymond Terrace during the envisaged expansion of housing within this area.

With the desired strategic increase in the population of Raymond Terrace, a significant increase in the number accommodation beds is required to service, initially construction workers undertaking building works, and then eventually visitors of residents.

The site development is strategically positioned to cater to this increase in visitors to Raymond Terrace. The location, and its connection to an established Registered Club, ensure compatibility with the surrounding neighbourhood, and will provide an amenity required in Raymond Terrace on a site available to provide it.







3.3 ALTERNATIVE SITE CONSIDERATIONS





The challenge of developing a new hotel is one of scale. With a minimum of 50 rooms to accommodate a JV partner, parcels of land must be of a certain size. In reviewing alternate sites within Raymond Terrace, it was concluded that few suitable sites exist.

Some alternate sites are shown on the accompanying mapping are all owned by Port Stephens Council, and all identified in a recent UDIA submission as being sites that hold the key to Raymond Terrace contributing towards national housing targets.

These sites are 'locked' in that they are held as council assets, who seem reluctant to develop, and even more reluctant to release the land for commercial development.

As such, the proposed location, attached to the amenity that the club offers, make an economically viable development. No other *available* site in Raymond Terrace provides these unique characteristics.







3.4 SITE ANALYSIS OF PROPOSAL WITH FUTURE CONDITIONS



IMAGE: Raymond Terrace Public Domain Plan – PSC, 2021

It is understood that Raymond Terrace is currently heavily car orientated. There are several connectivity issues that contribute to this, which are detailed in the Raymond Terrace Public Domain Plan, prepared by Port Stephens Council in 2021.

The 2021 Public Domain Plan details that to shift focus from vehicles to people, the township needs to encourage and prioritise pedestrian access in the town centre and foreshore. One of the ways that pedestrian activity could be improved is by providing services that can be accessed by pedestrians close to the town centre.

The site is located close to the Foreshore Walk, and approximately 350m from Council's identified "Pedestrian Prioritised Town Centre". Access from the site to the Town Centre is along Port Stephens Street, which is a relatively flat walk with existing footpath networks.

Assuming that visitors and patrons of the hotel will be accessing Raymond Terrace by car, it is considered that by providing accommodation and related parking close to the town centre and foreshore, this would encourage pedestrian activity in the local area.





4. DESIGN PROPOSAL

4.1 INTRODUCTION

The proposal includes alterations and additions to the existing Raymond Terrace Bowling Club building and bowling greens, and a new 6 storey, 50 room hotel which is detailed further below.

Hotel development:

- Ground Floor: carparking, hotel reception, bin store, access to club
- First Floor: carparking, 6 rooms, direct connection to club
- Second Floor: guest gym, pool, 16 rooms
- Third Floor: 17 rooms
- Fourth Floor: 11 rooms
- Fifth Floor: Restaurant, function space, bar, amenities







4.2 DESIGN PRINCIPALS



Symbiotic Connections

The symbiotic nature of a club with accommodation is clear, however in addition to this, there are many other less obvious symbiotic connections. The provision of additional overnight accommodation during a period of desired intensification is clear. Staffing crossover as well as cross promotion also contribute strongly to a viable product. The location is within walking distance of many other town amenities, reducing the reliance on vehicular movement.

Environmental Considerations

The vertical nature of this development minimises the environmental footprint of the development. The intensification of land use within urban centres is a strategic aim with environmental considerations. So too should the intensification of supporting services be considered. Providing sufficient accommodation with the current model (single or two storey motel) will place additional pressure on the available land within the area.

Community Driven

With a membership consisting almost entirely of its neighbours, the Raymond Terrace Bowling Club development is truly community driven. The project has received overwhelming support from the members who value the contribution this development could have on their neighbourhood. The club has positioned itself as an integral part of the Raymond Terrace, providing social and employment opportunities to members of the community.

Economic Viability

A combination of all three of the first strategic design principals, the economic viability of this project hinges on the following: redevelopment of club land incurs no land costs, achieving 50 rooms provides additional certainty to the project by increasing interest from joint venture partnerships & co-locating with the existing club provides staffing efficiencies and cross promotion opportunities, it also diversifies income for the club protecting that community asset against legislative changes and reducing the reliance on gambling income.





4.3 SITE PLANNING STRATEGY





Analysing the connections around the site, there is a strong core relationship between the club and the bowling greens. The bowling greens also have a strong street presence from Jacaranda Avenue, and access to the club is from within the site's existing car park. The croquet lawn is separated from the club by driveway access, and croquet is not one of the club's core facilities.

Environmental Considerations

Utilising the existing clubhouse and bowling green facilities was a key principle in site planning. Reuse of the existing building, bowling greens, and vehicular access points to the surrounding roads meant a significant reduction in overall building materials and energy used to construct the development.



The proposal seeks to provide improved facilities for community use, both for patrons of the club, bowling greens, and visitors to the hotel development. The hotel development allows a close relationship with surrounding community services, such as the pedestrian networking into the town centre and the nearby health centre.



A joint venture hotel development requires a minimum of 50 rooms, and scaling the development up, rather than outwards, allows an efficiency of resources - such as core circulation spaces and car parking. Being able to utilise the club and bowling greens presents an additional offering to hotel visitors, which is an important aspect in diversifying the clubs reliance on gambling income.







4.4 BUILT SCALE



IMAGE: NearMap, Feb 2024

Raymond Terrace's centre of town can be identified from the scale of developments and activities along the main streets of William Street, Port Stephens Street, Glenelg and Sturgeon Streets.

The finer grain of residential development is visible in an aerial view, and between these lots and the more centralised commercial areas there is an obvious set down in scale, which has been highlighted in blue.

An overlay of heritage conservation areas in the town centre has been highlighted in pink. This heritage conservation area has resulted in under-developed sites. As Raymond Terrace continues to mature, it is important that these heritage sites be retained but that they do not create an impediment to the increased density that has been identified as a key to the future of the locality.



IMAGE: NearMap, Feb 2024



IMAGE: NearMap, Feb 2024





4.5 BUILDING HEIGHT



IMAGE: NearMap, Feb 2024

Greater Context:

In the 2015-2031 Raymond Terrace and Heatherbrae Strategy, Council identified that a potential avenue to support opportunities that increase density, is to increase the height limit in certain zonings. The opportunities identified in this strategy were:

- R3 Medium Density Residential from 9m to 15m
- B3 Commercial Core, now known as E2 Commercial Centre

The site is located directly adjacent to R3 land along Jacaranda Avenue, which could see its height limit increase to 15m; and is also located approximately 200m from the E2 Commercial Centre on Port Stephens Street, which could increase from 15m to 35m.



IMAGE: EJE, Dec 2024









IMAGE: Tatersalls Lansder PointCloud survey, 2022

Immediate Surroundings – Port Stephens Street:

The elevation below is drawn along Port Stephens Street and shows the height and scale of the proposal with the existing landscaping.

Whilst undertaking this development proposal, extensive analysis was done of the existing site – including a collection 3D scan that resulted in a virtual 'point cloud', so that the proposal could be assessed against the existing landscaping and surroundings.

<u>Merit</u>: The proposed development is careful to sit underneath the height set by the existing trees on Swan Street. It is also recognised that there are a number of other trees that existing around, such as those in ANZAC Park also shown below.



IMAGE: EJE, 2024







IMAGE: Tatersalls Lansder PointCloud survey, 2022

Immediate Surroundings – Swan Street:

The elevation below is drawn along Swan Street and shows the height and scale of the proposal with the existing landscaping and the adjacent Health Centre Building.

Swan Street is lined with established trees on both sides of the road, and the 'point cloud' scan of the site was able to indicate their current heights.

<u>Merit</u> The proposed development is shown below with the existing trees along Swan Street, obscured and below the existing tree line.



IMAGE: EJE, 2024





4.6 SITE SECTIONS



Site Section 1:

This section is drawn through Port Stephens Street, facing away from the Hunter River and looking south-east back at Raymond Terrace. It is perpendicular to Site Section 2 and 3.

It shows the relationship between the town centre and the site. The building envelopes between the streets are shown with the proposed maximum allowable height of 35m, as proposed in the 2015 Raymond Terrace and Heatherbrae strategy. The current height limits are also shown, showing 19m and 15m along Port Stephens Street.

There is no building envelope shown around the site or adjacent western site, as Council have not allocated a height limit to these sites.

<u>Merit</u>: The site is located along a Port Stephens Street which has a close and direct connection to the town centre.



IMAGE: EJE, 2024







Site Section 2:

This section is drawn through the town centre, looking South-West towards the site from 500m away. It is perpendicular to Site Section 1.

This shows the comparison in height between the town centre and the site beyond. The building envelopes between the streets are shown with the proposed maximum allowable height of 35m, and 15m for the R3 medium density residential zones, as proposed in the 2015 Raymond Terrace and Heatherbrae strategy.

This section also shows the relationship between the Hunter River, the town centre development, and the height of Boomerang Park.

<u>Merit</u>: The relative height of the proposal, shown as a dashed orange line, does not exceed that of the highest point in Raymond Terrace in Boomerang Park.



IMAGE: EJE, Dec 2024







Site Section 3:

This section is drawn through the site and up to Boomerang Park, looking South-West. It is perpendicular to Site Section 1.

This shows the link between the Hunter River, the site, and the surrounding residential areas. The building envelopes between the streets are shown with the proposed maximum allowable height of 15m for the R3 medium density residential zones, as proposed in the 2015 Raymond Terrace and Heatherbrae strategy.

<u>Merit</u>: It is noted that this site section does not show trees or other landscaping around Raymond Terrace, and that land slopes up further away from the Hunter River. The section also shows the intensification of R3 residential zoning around the site, which indicate a need for escalation and increase in activity in this area.



IMAGE: EJE, Dec 2024





4.7 SCALE TRANSITIONS



Scale transition study 1:

The following sectional studies have been drawn to show the relationship between the Hunter River and various intervals along Port Stephens Street.

This 275m long sectional study is drawn through the site and down to the Hunter River. The 9m high building envelopes of the R2 lots between the site and the river are shown, with the adjacent proposed development.

A pedestrian is shown at scale at the edge of the Hunter River. The most extreme angle of view to the top of the proposed development is shown as an orange dashed line. This viewing angle passes through the allowable building envelope of the R2 lot 11//DP846114.

<u>Merit:</u> The proposed hotel development does not impact the existing pedestrian views in scale transition between the adjacent R2 allowable building envelopes and the Hunter River.



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Scale transition study 2:

This 275m long sectional study is drawn 250m through further along Port Stephens Street, through the adjacent town centre and down to the Hunter River.

The 9m high building envelopes of the R2 lots between the site and the river are shown, with the commercial E2 zone building envelopes shown with the current 15m height limit, and also the potential 35m height limit as outlined in the 2015 Raymond Terrace & Heatherbrae Strategy.

A pedestrian is shown at scale at the edge of the Hunter River, with the most extreme angle of view to the top of the existing allowable building envelopes shown as a dashed grey line. The proposal is shown behind for reference, with an orange dashed line.

<u>Merit</u>: It is clear the transition of scale "steps up" from the Hunter River to the town centre. However, the pedestrian views of that scale transitions are still greater than that of the proposed hotel development.



IMAGE: EJE, 2024





Scale transition study 3:

This 275m long sectional study is drawn 500m away from the site along Port Stephens Street, through the town centre and down to the Hunter River.

The lots directly adjacent to the river currently have a maximum height limit of 12m, and along Port Stephens Street is shown the existing 19m height limit. The potential 35m height limit, as outlined in the 2015 Raymond Terrace & Heatherbrae Strategy.

A pedestrian is shown at scale at the edge of the Hunter River, with the most extreme angle of view to the top of the existing allowable building envelopes shown as a dashed grey line. The proposal is shown behind for reference, with an orange dashed line.

<u>Merit</u>: It is recognised that this section demonstrates the most extreme scale transition from the Hunter River, but is included to show that the pedestrian views of the current allowable scale transitions are still greater than that of the proposed hotel development.







4.8 SHADOW DIAGRAMMING

Integrity Innovation Inspiration



The diagrams shown depict the anticipated shadows that the development will have, based on the CAD modelling of the development and general contours of the site. The shadows are shown at the winter solstice, June 21st, and have been modelled based on the site's latitude of -32.763682 South.

The shadows shown in orange depict the most extreme times of the day and year. 9am on Jun 21st has the most obvious impact of solar access, with shadows of the proposed hotel landing on the neighbouring property of Lot 1//DP150219. It is noted that the existing trees along Swan Street, have not been shown in their current condition as casting shadows.

Other times of the day show that the proposal does not impact any neighbouring properties with overshadowing.



June 21st 12 Midday



Clobal Mark com au⁰



4.9 VISUAL IMPACT



IMAGE: Visual Impact Assessment viewpoint 3, Terras VIA Rev C 2024

A Visual Impact Assessment has been completed by Terras, to accompany this proposal. The Visual Impact Assessment includes a number of viewpoints that have been identified and stitched together with a photomontage.

The viewpoint 3 (left) described in the VIA is shown at the boat ramp on Hunter Street. It is located 150m away, at a location that is used by locals for passive recreation. The visual access to this viewpoint is high due to the nature of the view but appears only as an extension of the residential fabric in the foreground.

It is noted that the photomontages are comparing the proposal against the neighbouring buildings that currently existing around the site, and in the case of Viewpoint 3, the current buildings in the foreground are lesser than the 9m high allowable building envelope of those lots.

Please note the red balloon indicates the approximate height, ,but not necessarily the location or extent of the proposed development as described in the VIA method.









Image 37 Viewpoint 9 indicative massing montage of proposal showing approximate extents of building within this view. IMAGE: Visual Impact Assessment viewpoint 9, Terras VIA Rev C 2024

Viewpoint 9 in Terras' Visual Impact Assessment has been taken on the opposite bank of the Hunter River, looking south-east at the proposed development.

There is a natural viewing corridor at this point along the river bank that allows for relatively unobstructed views to the proposal. As is shown in the existing views image, there is a gap in the trees that line Swan Street and Hunter Street. At any other point along the river bank, the height of the proposal can be obscured by existing vegetation.

The existing vegetation surrounding the site has been shown to screen the majority of the proposed hotel. It is also noted that the visual aspects that can be seen from this viewpoint are not unattractive or offensive.





5. CONCLUSION

As informed through the analysis provided within this Report, it is considered that the height of the Proposal is considered consistent with the relevant Statutory Planning Framework based on the undertaken Urban Height Analysis. In summary, the Proposal:

- Has been well considered and meets the objectives of height and floor space ratio under the Port Stephens Local Environmental Plan 2013;
- Is consistent with the Local Strategic Planning Statement and is aligned to the plan for investment in the strategic centre of Raymond Terrace, and is further aligned to the development of a major hotel in the local government area;
- Is consistent with Raymond Terrace & Heatherbrae Strategy 2015-2013. In Particular, acknowledgement of the Actioned item of monitoring of the supply of B3
 Commercial Core land (now known as E2 Commercial Centre land) and the Action item to seek to options to increase the maximum height of building from 9 to 15 metres at locations zoned R3 Medium Density. In addition, is consistent with the Action item identified to increase the maximum height of B3 Commercial Core land (now known as E2 Commercial Centre land) to 35 metres (10 Storeys).
- Is compliant with the relevant heads of consideration being outlined under section 4.15(1) of the EP&A Act, in particular, environmental impacts on both the natural and built environments and the suitability of the site for the height of the Proposal.

