

# Visual and View Impact Assessment

Coffs Harbour Jetty Foreshore Precinct Revitalisation



### 'Gura Bulga'

Liz Belanjee Cameron



'Gura Bulga' – translates to Warm Green Country. Representing New South Wales.

By using the green and blue colours to represent NSW, this painting unites the contrasting landscapes. The use of green symbolises tranquillity and health. The colour cyan, a greenish-blue, sparks feelings of calmness and reminds us of the importance of nature, while various shades of blue hues denote emotions of new beginnings and growth. The use of emerald green in this image speaks of place as a fluid moving topography of rhythmical connection, echoed by densely layered patterning and symbolic shapes which project the hypnotic vibrations of the earth, waterways and skies.

Ethos Urban acknowledges the Traditional Custodians of Country throughout Australia and recognises their continuing connection to land, waters and culture.

We acknowledge the Gadigal people, of the Eora Nation, the Traditional Custodians of the land where this document was prepared, and all peoples and nations from lands affected.

We pay our respects to their Elders past, present and emerging.

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# Executive Summary

Property and Development NSW (PDNSW) is continuing to lead the revitalisation of the Coffs Harbour Jetty Foreshore Precinct (the Precinct) on behalf of the NSW Government. Ethos Urban in collaboration with Arterra Interactive and Coffs Coast Surveying and Spatial, has been engaged by PDNSW to prepare a visual and view impact assessment (VVIA) to identify and determine the acceptability of the Proposal's likely visual and view impacts. Visual impacts are those which are experienced from public places such as parks and streets, while view impacts are those which are experienced from private places such as apartments and houses.

This VVIA supports a Planning Justification Report that outlines proposed amendments to the Coffs Harbour Local Environmental Plan (CHLEP) 2013 and will be submitted to the Department of Planning, Housing and Infrastructure (DPHI) by way of a State Assessed Planning Proposal subject to the requirements of the Environmental Planning and Assessment Act 1979 (EP&A Act).

As Coffs Harbour continues to grow as a Regional City, the NSW Government and Coffs Harbour City Council have, through various strategic planning exercises, identified four key strategic priorities to reimagine its direction and respond to current and future challenges and opportunities:

- Deliver a regional economy (CHCC LSPS, 2020; CH Economic Development Strategy, 2017) that is diverse, sophisticated and able to retain businesses and skills
- Evolve the tourism offering (CHCC LSPS, 2020) with improved attractions, activities and accommodation
- Provide more housing (CHCC LSPS, 2020) in accessible locations, including affordable housing
- Provide better connections between places with more sustainable movement choices (CHRCAP, 2021; CHCC, 2020)

As a large, strategically located and wholly government owned site, the Precinct represents a significant opportunity to deliver on each of these key regional priorities. In this rezoning application, PDNSW seeks to celebrate the unique location, history and culture of the Jetty Foreshore to deliver outcomes for the benefit of the Coffs Harbour community. The revitalisation will be staged and funded, over time, to deliver the shared community vision.

Identification of visual and view impacts is informed by an evidence base of survey aligned photomontages prepared in accordance with the Land and Environment Court of NSW 'Photomontage Policy'.

For visual impact, determination of acceptability is based on assessment of the level of significance of likely visual impact and the consistency of this impact against relevant parts of the planning framework. The level of significance is based on the factors of sensitivity of the Precinct and visual catchment to the nature of change being proposed and the magnitude of the nature of change being proposed, and is expressed in terms of how the Proposal may ordinarily be perceived by people on a five point qualitative scale. For view impact, determination of acceptability is based on assessment against the planning principle for 'views – general principles' established by the Land and Environment Court of NSW in *Tenacity Consulting v Waringah* [2004] NSWLEC 140. This is focused on the reasonableness of the Proposal as a balance between the design intent of PDNSW and the interests of the broader community and residents of impacted properties.

## Visual analysis

The visual character of the Precinct is derived from its foreshore setting and contains or has visual exposure to features that are iconic or highly valued within the Coffs Harbour context including Muttonbird Island, Corambirra Point, Coffs Harbour inner and outer harbours and Coffs Harbour Jetty. As such and while noting its variability, the Precinct's overall visual character is strongly correlated with scenic amenity and is highly valued. As urban development is already present within the Precinct, its sensitivity to the nature of change proposed is moderate.



The visual catchment, which is the area in which the Proposal may be seen by people in totality or in part, is generally bound by Park Beach in the north, Boambee Beach in the south, Muttonbird Island, Corambirra Point and the eastern breakwall in the east and Edinburgh Street in the west. The visual catchment is occupied by a large number of different people, including residents at home, workers at their place of work, travelers on roads, visitors to the area staying in short term accommodation and people engaged in active and passive recreation activities. In accordance with the GLVIA3 methodology the sensitivity of these people is medium to high. The general pattern of viewing of the Precinct from the visual catchment comprises of locals, visitors and tourists engaged in active and passive recreation activities within and to the east (Muttonbird Island) of the Precinct and residents at home and visitors staying in short term accommodation to the west of the Precinct.

Within the Precinct the pattern of viewing is complex, with the Precinct being seen and perceived differently according to factors such as distance, angle, elevation and activity (maritime views from the sea).

### Visual impact assessment

To represent this pattern of viewing and provide an indication of likely visual impact, 12 viewpoints (as well as sub viewpoints) in the public domain and the private domain were identified and assessed.

Overall, the key visual impact is to increase the extent and scale of built form within parts of the Precinct. More specifically, this includes:

- expanding the existing and evolving Coffs Jetty mixed use Precinct on the western side of the North Coast railway line
- enabling buildings that will be visible behind foreshore vegetation
- increasing the scale of the Marina Precinct
- increasing the scale of the former Deep Sea Fishing Club site
- creating a new, high amenity foreshore frontage for Coffs Harbour and improving the overall visual amenity of parts of the Precinct in particular the unused Railway Lands and unformed surface level carparking.

The magnitude of change is variable based on the attributes of each viewpoint. In general, magnitude is higher where the viewpoint is closer to and at the same or lower elevation as the Proposal. This includes at the pedestrian level within Jordan Esplanade.

Combining these factors, the VVIA has determined that the Proposal would have the following significance of visual impact:

- **Major significance:** 0 viewpoints
- **High significance:** 7 public viewpoints
- **Moderate significance:** 6 public viewpoints
- **Low significance:** 0 viewpoints
- **Negligible significance:** 0 viewpoints

A finding of a significant visual impact is not determinative of the acceptability of a Proposal. Rather, this depends on the consistency of the Proposal with relevant parts of the planning framework. For visual impact assessment, relevant parts of the planning framework address the following key matters:

- **Scenic values:** Protection and enhancement of scenic values, including through being compatible with any unique topographic, natural or built cultural features essential to the visual setting, character and identity of an area such as coastal headlands
- **Visual amenity:** Consideration of adverse impacts on visual amenity
- **View impact from the public domain:** Consideration of adverse impact on the loss of views from public places to foreshores
- **Scale of development:** Consideration of the bulk, scale and size of the proposed development

- **High quality design:** Promotion of good design and amenity of the built environment, including ensuring that development exhibits design excellence that contributes to the natural, cultural, visual and built character values of Coffs Harbour and achieves a high quality of presentation to the adjoining public domain

### Scenic values

The scenic value of Coffs Harbour more broadly is derived from its coastal setting with visually evident natural landforms, in particular headlands and beaches backed by dense vegetation. Strengthening this is the presence of a number of visible offshore islands in the form of the Solitary Islands and the proximity of hills and mountains to the coast. While evident, existing urban development typically integrates with topography. This pattern is replicated in the Precinct and visual catchment. Natural elements of particular individual scenic importance are Muttonbird Island, Corambirra Point, Jetty Beach and Coffs Harbour outer harbour, built elements of particular individual scenic importance are Coffs Harbour Jetty and the eastern breakwall. The foreshore parklands are also a significant contributor to scenic character in the Precinct.

The Proposal avoids direct impact on any of these natural and built elements of particular individual importance, and seeks to expand and enhance the foreshore parklands. It seeks to remove the ability to erect multi-storey buildings on Corambirra Point which is currently permitted under the current Coffs Harbour Local Environmental Plan 2013 on a number of grounds including visual impact. Noting that the site may be developed in accordance with its SP2 zoning, it is acknowledged that the Proposal has a greater scale than what is currently present in the Precinct. Through the strategies and measures outlined in following sections of the Executive Summary, it is considered that it minimises visual impact while still achieving its key outcomes.

### Visual amenity

The Proposal resolves existing issues with visual amenity by redeveloping and making publicly accessible the unused former Railway Lands and formalising other parts of the Precinct that contribute to reduced visual amenity such as informal carparking areas and unformed parts of Jordan Esplanade. By reshaping Jordan Esplanade as a true, vibrant foreshore parkland facing esplanade as is present in other major NSW regional coastal cities, the Proposal is considered to enhance the visual amenity and identity of Coffs Harbour.

### View impact from the public domain

The Proposal retains public views between the iconic and high value foreshore visual elements of Muttonbird Island, Corambirra Point, Coffs Harbour Jetty, Jetty Beach, the Coffs Harbour outer harbour and the eastern breakwall. In particular, the Proposal retains the ability to see all elements identified as being important for Connecting with Country purposes from Muttonbird Island. It opens up a new view-line between the Coffs Core mixed use centre and the iconic Coffs Harbour Jetty, providing greater visual connect between these two parts of the Precinct.

### Scale of development

While the Precinct has a considerable area, the Proposal adopts a deliberate strategy of consolidating the main development footprint in the Jetty Hub Sub-Precinct adjoining the established and evolving Jetty Core mixed use centre. While taller buildings exist along the Coffs Harbour coastline at Park Beach, the Proposal has adopted a less impactful and more place responsive scale by calibrating building height with that which is permitted and is being developed in the Jetty Core mixed use centre under the Coffs Harbour Local Environmental Plan 2013. Within the Jetty Hub sub-precinct, buildings have been placed to engage with and enliven Jordan Esplanade and to create a new linear public open space that provides a view-line from the centre of the Jetty Core mixed use centre to the iconic Coffs Harbour Jetty. Building height in the Jetty Hub sub-precinct has been distributed to step up from the south to the new linear public open space to mitigate visual impact.

Individual buildings are well separated from each other, meeting Apartment Design Guide or greater requirements, as well as being setback from most streets in particular much of Jordan Esplanade. The Design Guide includes provisions to reduce the apparent scale of buildings by promoting sub-tropical

design, which typically includes considerable modulation and articulation of buildings elevations for indoor-outdoor living and sun shading purposes.

It is acknowledged that renewal of the former Deep Sea Fishing club site will create a landmark building which is more visible than the existing building within the site. This has been with the deliberate intent to create a distinct, visually interesting and high-quality outcome consistent with Coffs Harbour's role as a major regional city and with future economic potential. Its form has been stepped in line with topography, and to lessen visual impact compared to a more conventional built form. It is critical that any future development ensures that the existing tree and vegetation buffer between Deep Sea Fishing Club and Ferguson cottage is preserved and maintained. It is recommended that subsequent development meet the highest forms of design excellence to ensure an appropriate outcome, including careful consideration of massing, articulation and architectural and landscape detail including sub-tropical design.

### High quality design

The Proposal has been informed by extensive design work and review, including multiple State Design Review Panel sessions. Future development will be required to achieve design excellence in accordance with the Coffs Harbour Local Environmental Plan 2013, and will also be required to consider the site-specific Design Guide. It is recommended that the Design Guide include provisions that contribute to the natural, cultural, visual and built character values of Coffs Harbour by encouraging sub-tropical built and landscape design. As can be seen in the Illustrative Masterplan, the Proposal seeks to engage and activate the Precinct, and as such present a high quality outcome that is echoed in the adjoining public domain areas including Marina Drive, Jordan Esplanade and the foreshore parklands.

Importantly, the community is and always has been at the heart of creating a thriving regional economy and destination for Coffs Harbour. The Proposal has followed a community-led process where the residents of Coffs Harbour have had opportunities to input into the development and refinement of the proposal. Engagement began in 2018. In 2020, a Project Steering Advisory Committee was established, bringing together a diverse range of Coffs Harbour representatives who shared their aspirations for the vision. The Proposal is strengthened by this extensive engagement, including with Aboriginal community. The design of the Illustrative Masterplan has been shaped by these broad perspectives, while respecting and celebrating the unique Gumbaynggirr culture and its profound connection to Country.

### View impact assessment

Assessment determined that overall views from private places are highly valuable, which is typical. As with visual impact, the extent of impact is variable based on factors such as location and elevation relative to the Precinct. The impact on views from the area to the west of the Jetty Hub Precinct, which is generally between Collingwood Street in the north and Nile Street in the south as well as adjoining areas including the lower slopes of Beacon Hill can be considered moderate to high. For areas further to the north and south, including Camperdown Street, the level of impact is likely to be moderate. For more elevated areas near the summit of Beacon Hill the impact is likely to be minor.

Extensive community engagement has shown that a majority support the enhancement and upgrading of the Precinct, and a desire to see the Jetty Foreshore improved from its current state. As outlined in the Consultation Outcomes Report (Ethos Urban), 61% of community respondents were supportive of development of 2-6 storeys or higher to realise public realm upgrades. To meet the strategic policy aspirations for the region identified by State and Local Government, an appropriate level and scale of development is needed in different sub-precincts. This scale has been shaped by extensive technical work and engagement activities, including an intent to minimise visual and view impacts.

The main factors for consideration in regard to view impact relate to location (eg. where development areas are located), placement (eg. where individual buildings are sited) and scale of built form (eg. how tall the buildings are). The Proposal adopts a deliberate strategy of consolidating the main development footprint in the Jetty Hub Sub-Precinct adjoining the established and evolving Jetty Core mixed use centre. Renewal of the Marina and former Deep Sea Diving Club is contained to the

existing zoning footprint. Within the Jetty Hub Sub-Precinct, buildings enliven Jordan Esplanade and step up from the south to the new linear public open space. This provides a view-line from the centre of the Jetty Core mixed use centre to the iconic Coffs Harbour Jetty. Individual buildings are well separated, meeting Apartment Design Guide or greater requirements. The scale of built form is consistent with existing development and with what is being developed in the Jetty Core mixed use centre under the current Coffs Harbour Local Environmental Plan 2013. Based on these measures, it is considered that the Proposal achieves a balance between the design and broader policy intent of PDNSW and the interests of the community and residents of impacted properties.

### Mitigation measures

The Proposal incorporates a number of primary measures that minimise visual and view loss impact. In particular, the consolidation of the greatest scale of development to the Jetty Hub Sub-Precinct at a point that intersects with matching scaled development from the Jetty Core mixed use centre. It is recommended that consideration be given to a range of secondary measures, including ensuring buildings and landscaping exhibit design excellence appropriate to the sub-tropical Coffs Harbour context. This includes reducing the apparent scale of building through adequate separation, modulation and articulation of elevations. This can be achieved through measures such as generous balconies and roof eaves, and incorporation of extensive landscaping in particular in the public domain and where screening of built elements is desirable such as along the North Coast railway line.

### Conclusion

While acknowledging the nature and extent of likely impact, subject to the recommended mitigation measures the Proposal has acceptable visual and view loss impact for the following key reasons:

- the Proposal is compatible with the scenic values of the Precinct, visual catchment and Coffs Harbour more broadly by retaining individual elements of particular scenic importance and the general pattern and arrangement of uses, including a separation of urban development from beaches and headland by foreshore parkland backed by dense vegetation
- the Proposal avoids direct impact on natural and built elements of particular individual scenic importance, including Muttonbird Island, Corambirra Point, Jetty Beach, Coffs Harbour outer harbour, Coffs Harbour Jetty and the eastern breakwall
- the Proposal seeks to expand and enhance the foreshore parklands, which is a significant contributor to scenic character in the Precinct
- through deliberate design strategies and measures such as consolidating most of the developable area adjacent to the Jetty Core Mixed Use Centre, the Proposal minimises visual impact while still achieving its key outcomes
- the Proposal resolves existing issues with visual amenity and by reshaping Jordan Esplanade as a true, vibrant foreshore parkland facing esplanade, enhancing the visual amenity and identity of Coffs Harbour
- the Proposal retains public views between the iconic and high value foreshore visual elements including Muttonbird Island and the Coffs Harbour Jetty, and opens up a new view-line between the Coffs Core mixed use centre and the iconic Coffs Harbour Jetty the Proposal adopts a less impactful and more place responsive scale by calibrating building height with that which exists already and is being developed in the Jetty Core mixed use centre under the current Coffs Harbour Local Environmental Plan 2013
- the Proposal distributes building height to step up from the south to the north, separates individual buildings from each other and most streets in particular much of Jordan Esplanade and reduces the apparent scale of buildings by promoting sub-tropical design
- the Proposal has followed a community-led process and has been informed by extensive design work and review to ensure that the proposed development responds to community needs and is capable of exhibiting design excellence
- in terms of view impact, the Proposal achieves a balance between the design intent of PDNSW as the proponent and the interests of the broader community and residents of impacted properties
- as such, it is the conclusion of this VVIA that the Proposal can be supported on visual and view impact grounds, which includes matters of scale and design quality.



# Glossary

## Abbreviations

**Table 1**      **Abbreviations**

Abbreviation	Meaning
CHDCP 2015	Coffs Harbour Development Control Plan 2015
CHLEP 2013	Coffs Harbour Local Environmental Plan 2013
CHLGMS	Coffs Harbour Local Growth Management Strategy
CHLSPS	Coffs Harbour Local Strategic Planning Statement
CHRCAP	Coffs Harbour Regional City Action Plan
Council	Coffs Harbour City Council
DA	Development application
DPHI	Department of Planning, Housing and Infrastructure
FSR	Floor space ratio
GFA	Gross floor area
GLVIA3	Guidelines for Landscape and Visual Impact Assessment (Third Edition)
LEC	Land and Environment Court of New South Wales
LGA	Local government area
PDNSW	Property and Development NSW
Precinct, the	Coffs Harbour Jetty Foreshore Precinct
Proponent	PDNSW
Proposal, the	Amendment to part of the current planning framework that applies to the Precinct to enable its revitalisation as a vibrant, mixed use waterfront destination
Regional Plan	North Coast Regional Plan 2041
Rose Bay	Rose Bay Marina Pty Limited v Woollahra Municipal Council and anor [2013] NSWLEC 1046
Tenacity	Tenacity Consulting v Waringah [2004] NSWLEC 140
VVIA	Visual and view impact assessment

## Key Terms

**Table 2**      **Key Terms**

Term	Meaning	Source
Amenity	The pleasantness, attractiveness, desirability or utility of a place, facility, building or feature	DPE, 2023
Character	What makes one neighbourhood distinctive from another. It is the way a place 'looks and feels'. It is created by the way built and natural elements in both the public realm and private domain interrelate with one another, including the interplay between buildings, architectural style, subdivision patterns, activity, topography and vegetation	DPE, 2021
Characteristics	Elements, or combinations of elements, which make a contribution to distinctive landscape character	Landscape Institute and the Institute of Environmental Management & Assessment, 2013
Elements	Individual parts which make up the landscape, such as, for example, trees, hedges and buildings	Landscape Institute and the Institute of Environmental Management & Assessment, 2013
Feature	Particularly prominent or eye-catching elements in the landscape, such as tree clumps, church towers or wooded skylines	Landscape Institute and the Institute of Environmental Management & Assessment, 2013
Key characteristics	Those combinations of elements which are particularly important to the current character of the landscape and help to give an area its particularly distinctive sense of place	Landscape Institute and the Institute of Environmental Management & Assessment, 2013
Landscape	An area, as perceived by people, the character of which is the result of the action and interaction of natural and / or human factors	Landscape Institute and the Institute of Environmental Management & Assessment, 2013
Landscape character	A distinct, recognisable and consistent pattern of elements in the landscape that makes one landscape different from another, rather than better or worse	Landscape Institute and the Institute of Environmental Management & Assessment, 2013
Magnitude	A term that combines judgements about the size and scale of the effect, the extent of the area over which it occurs, whether it is reversible or irreversible and whether it is short or long term in duration	Landscape Institute and the Institute of Environmental Management & Assessment, 2013

Sensitivity	A term applied to specific receptors, combining judgements of the susceptibility of the receptor to the specific type of change or development proposed and the value related to that receptor	Landscape Institute and the Institute of Environmental Management & Assessment, 2013
Significance	A measure of the importance or gravity of the environmental effect, defined by significance criteria specific to the environmental topic	Landscape Institute and the Institute of Environmental Management & Assessment, 2013
Visual impact	Effects on specific views and on the general visual amenity experienced by people	Landscape Institute and the Institute of Environmental Management & Assessment, 2013
Visual receptors	Individuals and/or defined groups of people who have the potential to be affected by a Proposal	Landscape Institute and the Institute of Environmental Management & Assessment, 2013

# 1.0 Introduction

Property and Development NSW (PDNSW) is continuing to lead the revitalisation of the Coffs Harbour Jetty Foreshore Precinct (the Precinct) on behalf of the NSW Government. Ethos Urban in collaboration with Arterra Interactive and Coffs Coast Surveying and Spatial, has been engaged by PDNSW to prepare a visual and view impact assessment (VVIA) to identify and determine the acceptability of the Proposal's likely visual and view impacts. Visual impacts are those which are experienced from public places such as parks and streets, while view impacts are those which are experienced from private places such as apartments and houses.

This VVIA supports a Planning Justification Report that outlines proposed amendments to the Coffs Harbour Local Environmental Plan (CHLEP) 2013 and will be submitted to the Department of Planning, Housing and Infrastructure (DPHI) by way of a State Assessed Planning Proposal subject to the requirements of the Environmental Planning and Assessment Act 1979 (EP&A Act).

As Coffs Harbour continues to grow as a Regional City, the NSW Government and Coffs Harbour City Council have, through various strategic planning exercises, identified four key strategic priorities to reimagine its direction and respond to current and future challenges and opportunities:

- Deliver a regional economy (CHCC LSPS, 2020; CH Economic Development Strategy, 2017) that is diverse, sophisticated and able to retain businesses and skills
- Evolve the tourism offering (CHCC LSPS, 2020) with improved attractions, activities and accommodation
- Provide more housing (CHCC LSPS, 2020) in accessible locations, including affordable housing
- Provide better connections between places with more sustainable movement choices (CHRCAP, 2021; CHCC, 2020).

As a large, strategically located and wholly government owned site, the Precinct represents a significant opportunity to deliver on each of these key regional priorities. In this rezoning application, PDNSW seeks to celebrate the unique location, history and culture of the Jetty Foreshore to deliver outcomes for the benefit of the Coffs Harbour community. The revitalisation will be staged and funded, over time, to deliver the shared community vision.

This Precinct represents a significant opportunity to deliver on these strategic priorities, being a large, strategically located and wholly government owned site. It has the capacity to deliver on these important planning policy aspirations while delivering meaningful community benefit. This VVIA has the following structure:

- **Section 1 – Introduction:** identifies the purpose and structure of this VVIA
- **Section 2 – The Precinct:** identifies and describes the Precinct
- **Section 3 – The Proposal:** outlines the Proposal
- **Section 4 – Planning Framework:** identifies relevant parts of the planning framework to VVIA
- **Section 5 – Key Issues:** identifies the key issues to be considered by this VVIA
- **Section 6 – Methodology:** outlines the methodology used in the VVIA
- **Section 7 – Visual Analysis:** identifies and describes the visual catchment, including its visual characteristics, visual receptors and pattern of viewing
- **Section 8 – Viewpoints:** identifies viewpoints from which visual and view impact will be considered
- **Section 9 – Visual Impact Assessment:** identifies and assesses the Proposal's potential visual impact
- **Section 10 – View Impact Assessment:** identifies and assesses the Proposal's potential view impact



- **Section 11 – Assessment Against the Planning Framework:** assesses visual and view impact against relevant parts of the planning framework
- **Section 12 – Discussion of Key Issues:** discusses key issues
- **Section 13 – Mitigation Measures:** recommends mitigations measures
- **Section 14 – Conclusion:** identifies whether the Proposal can be supported on visual impact grounds.

This VVIA forms part of a larger suite of documents prepared to support the Proposal. It does not repeat matters that are more appropriately covered in these documents. As such, it should be read together with these other documents, in particular the Planning Report (Ethos Urban, March 2023) and the Urban Design Study (SJB, March 2023).

## 2.0 The Precinct

The Precinct, wholly owned by the NSW Government, is strategically significant to the State and to the Coffs Harbour region. The Precinct is located on the traditional lands of the Gumbaynggirr people, in saltwater freshwater Country. It encompasses approximately 62 hectares of foreshore land, 5km east of the Coffs Harbour CBD, located on the Coffs Harbour coast with direct access to the Pacific Ocean. Access is provided on Marina Drive in the north, and Camperdown Street in the south, with Jordan Esplanade bisecting the site north to south.

The west boundary is generally defined by the railway line and Coffs Harbour Railway Station. To the north the Precinct borders a culturally significant site known as “Happy Valley”, which has been returned as freehold land to the Coffs Harbour and District Local Aboriginal Land Council. Gallows and Boambee Beaches are located to the south of the Precinct, where Littoral Rainforest occurs. Coffs Harbour itself, the Pacific Ocean, Muttonbird Island and South Coffs Island (Corambirra Point) form the eastern boundary.

The Precinct is a popular destination for both locals and tourists offering a variety of attractions and amenities. These include Jetty Beach and extensive parklands with biodiversity value, as well as items of heritage significance such as the Coffs Harbour Jetty and Ferguson’s Cottage, owned by the Coffs Harbour District Local Aboriginal Land Council (LALC). Further, the Coffs Harbour Fisherman’s Co-op, the Coffs Harbour Yacht Club, weekly Sunday markets, and community hub building (recently delivered by PDNSW) are located within the Precinct. Various public works including breakwater and boat ramp upgrades have been undertaken over recent years to support the marina function.

There are redeveloped and well-maintained parts in the area however, much can be done to enhance the Coffs Harbour Jetty Foreshore Precinct. A large portion of the Precinct is currently gravelled, and a large area of residual railway land is fenced off and inaccessible to the public. While gravelled areas provide informal overflow parking, they do not reflect the potential of this foreshore. A Precinct map showing existing conditions is provided at **Figure 1**.



**Figure 1 Coffs Harbour Jetty Foreshore Precinct**

Source: SJB

The following figures provide photos of the Precinct.





**Figure 2** Aerial view looking towards the Precinct

Source: SJB



**Figure 3 The Precinct**

Source: Ethos Urban

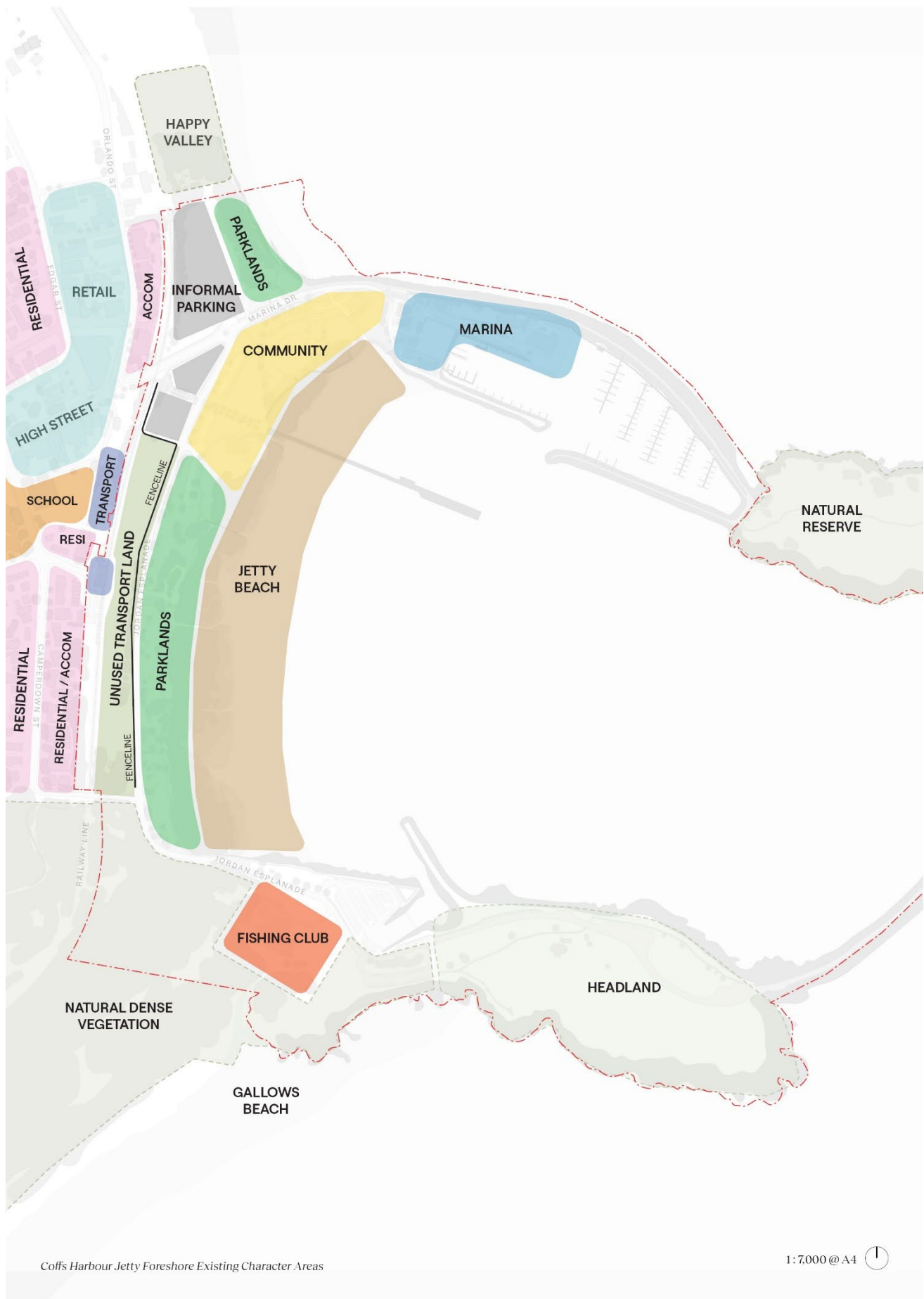
From a visual and view impact perspective, the Precinct comprises a number of separate but integrated sub-Precincts.

1. Jetty Beach
2. Parklands
3. Community
4. Marina
5. Informal Parking
6. Tourism
7. Unused Transport Land.

The location and boundaries of these sub-Precincts are shown in the below Figure.

A description of the Precinct and sub-Precinct is provided in the Planning Report, and a description of their visual character is provided in Section 3 of this VVIA.





**Figure 4 Existing sub-Precincts**

Source: SJB

## 3.0 The Proposal

### 3.1 Amendments to the planning framework

The master planning of large-scale precincts follows a highly consultative and stepped approach. The current step, which paves the way for the revitalisation of the Coffs Harbour Jetty Foreshore Precinct, is the application for a State Assessed Planning Proposal, which is a legislated process.

PDNSW is lodging a planning proposal with the Department of Planning, Housing and Infrastructure that seeks approval for:

- Changes to permissible land uses
- Changes to permissible maximum building heights
- Planning controls for future State Significant Development Applications including design guidelines and design excellence processes

### 3.2 The Illustrative Masterplan

The State Assessed Planning Proposal is supported by an Illustrative Masterplan (**Figure 5**) which presents a potential development outcome that could be realised at the Precinct. The Illustrative Masterplan builds on the extensive community and stakeholder consultation carried out to date and provides further detail in relation to land use and development outcomes sought for the Precinct. It sets out a shared vision for the Jetty Foreshore to become a world-class oceanfront precinct by:

- **Respecting:** Gumbaynggirr, environmental and maritime roots now and into the future;
- **Promoting:** Community character, coastal activity and local economic sustainability;
- **Connecting:** People to the water, the water to the city, and the city to the highlands.

The Illustrative Masterplan is broadly organised across six sub-precincts that will each have a distinct character and function. These are identified as:

1. The Marina – An active marina revitalised to accommodate local marine based businesses that reflect their regional importance.
2. North Park – Functional open space with recreational courts and formalised parking.
3. Jetty Hub – A hub of residential and tourist accommodation supporting activation, tourism and regional attraction located adjacent to the current Jetty Walkway, with massing capped at 6 storeys stepping down in scale when closer to public areas.
4. Activity Hub and Village Green – An active village green that delivers increased public open space connected to the existing foreshore parklands and may include family-friendly food and beverage, community uses and club houses or facilities to support events. A local business activity zone connected to the rail station.
5. Corambirra Point – A new regional tourist destination on the site of the former Deep Sea Fishing Club site including publicly accessible cafes and restaurants, a function space, activity centre and tourist accommodation.
6. Foreshore Parklands – with improved amenities, proposed new board walk and nature-based playground.

A precinct map showing the Illustrative Masterplan and the six distinct sub precincts is provided at **Figure 6**



**Figure 5 Illustrative Masterplan**

Source: SJB





**Figure 6 Sub-precinct map**

Source: SJB

### 3.3 The structure plan

The Structure Plan shown below defines the overall conceptual approach to the renewal of the Precinct. It identifies the primary approaches to movement, built form and open space. The following figures provide artist impressions of potential future development.



**Figure 7 The Structure Plan**

Source: SJB





**Figure 8** Artist impression of the Proposal

Source: SJB



**Figure 9** Artist impression of the Proposal

Source: SJB



## 4.0 Planning Framework

The planning framework comprises a series of acts, planning instruments and other NSW government planning documents that together help determine the acceptability of a Proposal.

Not all parts of the planning framework are relevant to visual and view impact assessment. The most relevant parts are:

- **Acts and regulations:** the Environmental Planning and Assessment Act 1979 and the Coastal Management Act 2016
- **Strategic plans and planning instruments:** the North Coast Regional Plan 2041, the Coffs Harbour Local Strategic Planning Statement, State Environmental Planning Policy (Resilience and Hazards) 2021 (the Resilience and Hazards SEPP), CHLEP 2013 and the CHDCP 2015
- **Other NSW government planning documents:** Local Planning Directions, NSW Coastal Management Manual and associated Toolkit and the NSW Coastal Design Guidelines 2023

### 4.1 Acts and regulations

#### 4.1.1 The Environmental Planning and Assessment Act 1979

The Environmental Planning and Assessment Act 1979 (EP & A Act) 'establishes the system of environmental planning and assessment for NSW'.

Of most relevance to visual and view impact assessment is section 1.3 'Objects of Act' and in particular object (g) as follows:

- (g) 'To promote good design and amenity of the built environment'.

Clause (3) of Section 3.33 'Planning Proposal authority to prepare explanation of and justification for proposed instrument—the planning Proposal' of the EP & A Act establishes the ability of the Local Environmental Plan Making Guideline (the Plan Making Guideline) (DPHI, August 2023) to set requirements for the Proposal.

#### 4.1.2 The Coastal Management Act 2016

The Coastal Management Act 2016 (the Coastal Management Act) 'makes provision for the ecologically sustainable management, use and occupation of the NSW and for related purposes'.

Under Local Planning Direction 4.2 'Coastal Management' the Proposal 'must include provisions that give effect to and are consistent with the objects of the Act. The most relevant object to visual and view impact assessment object (a) as follows:

- (a) 'To protect and enhance natural coastal processes and coastal environmental values including natural character, scenic value, biological diversity and ecosystem integrity and resilience'.

### 4.2 Planning instruments

#### 4.2.1 North Coast Regional Plan 2041

The North Coast Regional Plan 2041 (the Regional Plan) 'provides an overarching framework to guide subsequent and more detailed land use plans, development Proposals and infrastructure funding decisions at a regional, subregional and local level' across the North Coast Region, which includes the Coffs Harbour LGA.

The framework comprises a vision, goals, objectives, strategies and actions. While each of these parts do not specifically reference visual and view impact assessment matters, the supporting descriptive text supports a policy position of valuing and considering scenic character as part of development Proposals.

The notion of valuing scenic character is evidenced in the introductory statement for Goal 1 'Liveable, sustainable and resilient' as follows

- The North Coast is one of the most stunning environments in NSW. The region extends from Port Macquarie Hastings to the Queensland border, and west to the Great Dividing Range and hinterland. From panoramic coastal bays and beaches to scenic rural landscapes, the environment establishes the unique character of the region'.

Considering scenic character is evidenced in statements such as:

- Principles for subregional planning – Principle 7 'Protect important farmland, HEV assets, water quality, environmentally and culturally sensitive areas and visually sensitive landscapes'
- Appendix A – Settlement Planning Guidelines: 'Land use strategies and plans will: n. Recognise, protect and be compatible with any unique topographic, natural or built cultural features essential to the visual setting, character, identity, or heritage significance of the area'.

#### **4.2.2 Coffs Harbour Local Strategic Planning Statement**

The Coffs Harbour Local Strategic Planning Statement (the LSPS) 'provides a 20-year land use planning vision for the Coffs Harbour Local Government Area'.

The LSPS establishes 16 planning priorities. Of most relevance to visual and view impact assessment are the following planning priorities:

- Planning priority 7: Protect and conserve the natural, rural, built and cultural heritage of Coffs Harbour
- Planning priority 8: Prepare and implement Coastal Management Programs for the Coffs Harbour LGA

It is noted that while at a high-level planning priority 7 may address scenic character, the supporting rationale focusses on rural lands, natural assets such as water and European and Aboriginal heritage items. Similarly, the rationale and supporting actions for planning priority 8 focus on preparation of Coastal Management Programs. The rationale text does however align with the policy direction of the Regional Plan to value and consider scenic character:

Coffs Harbour has a special and unique coastal landscape which is defined by short steep catchments, varying estuary types ranging from permanently open estuaries to smaller intermittently closed and open lakes or lagoons (ICOLLs), rock platforms, mangrove forests, seagrass meadows, wetlands and world class beaches.

#### **4.2.3 Coffs Harbour Regional City Action Plan 2036**

The Coffs Harbour Regional City Action Plan 2036 (the RCAP) is based around five goals: Meet, Move, Play, Work and Live, and includes 20 objectives to achieve these goals via a coordinated approach to land-use planning and infrastructure delivery.

Objective 9 is 'Celebrate the Jetty Foreshores Precinct as Coffs Harbour's premier harbourside destination. Under this objective are the following actions:

- 9.1 Strengthen the Precinct's identity as an outstanding recreation and tourism destination through enhanced public facilities, amenity, place activation and environmental quality
- 9.2 Protect the operational access and facility needs of the marina and international port
- 9.3 Improve connectivity and character links with the Jetty Foreshores Precinct to support mixed use development, active frontages to streets, outdoor dining and enhanced heritage character.

Of particular relevance to visual and view impact assessment is Collaboration opportunity 4:

- Property NSW and Council will continue to work with stakeholders and the community to develop and refine a concept plan for the Jetty Foreshores Precinct that supports the community vision, is financially viable and is able to be implemented by:
  - determining opportunities for appropriately scaled and located mixed use development
  - establishing and maintaining landscape features ahead of built form.

Further expanding upon this intent is the following supporting text:

- The Jetty Foreshores Precinct has significant potential for renewal. Nurturing and enlivening these experiences will be central to creating an iconic destination. The renewed Jetty Foreshores Precinct will be a harbourside playground and marina, with a range of outdoor dining, active street frontages and art displays.
- Community engagement in relation to the appropriate land use mix for the Jetty Foreshores Precinct suggests there is scope for appropriately scaled mixed uses in some areas of the Precinct. This will be done in areas not affected by coastal hazards, or with the implementation of suitable coastal protection measures, and will activate areas of the Precinct, improve parking and the links to the wider Jetty area, including the Jetty Core.

#### 4.2.4 State Environmental Planning Policy (Resilience and Hazards) 2021

Chapter 2 of State Environmental Planning Policy (Resilience and Hazards) 2021 (the Resilience and Hazards SEPP) includes part of the Precinct in the coastal zone, and a number of areas within this zone for planning purposes. These are:

- **Coastal use area:** land adjacent to coastal waters, estuaries and coastal lakes and lagoons, and where urban coastal development may be found
- **Coastal environment area:** areas with natural coastal features such as beaches, rock platforms, coastal lakes and lagoons and undeveloped headlands. This includes marine and estuarine waters
- **Coastal vulnerability area:** areas subject to coastal hazards such as coastal erosion and tidal inundation.

Of most relevance to visual and view impact assessment are the following provisions of part 2.11 'Development on land within the coastal use area':

- (1) Development consent must not be granted to development on land that is within the coastal use area unless the consent authority –
  - (a) has considered whether the proposed development is likely to cause an adverse impact on the following – (ii) overshadowing, wind funneling and the loss of views from public places to foreshores, (iii) the visual amenity and scenic qualities of the coast, including coastal headlands
  - (b) is satisfied that – (i) the development is designed, sited and will be managed to avoid an adverse impact referred to in paragraph (a), or (ii) if that impact cannot be reasonably avoided—the development is designed, sited and will be managed to minimise that impact, or (iii) if that impact cannot be minimised—the development will be managed to mitigate that impact, and
  - (c) has taken into account the surrounding coastal and built environment, and the bulk, scale and size of the proposed development.

#### 4.2.5 Coffs Harbour Local Environmental Plan 2013

The Coffs Harbour Local Environmental Plan 2013 (CHLEP 2013) establishes objectives, controls and other matters relevant to environmental planning and assessment in the Coffs Harbour LGA.

Section 1.2 'Aims of Plan' includes the following objective:

- (b) To protect and sustainably manage areas of high biodiversity, agricultural, scenic, recreational and European and Aboriginal cultural heritage value.

A number of objectives for land use zones seek to ensure a high visual standard within or when presenting to the public domain. For example, the following objectives applies to Zone RE1 'Public Recreation':

- 'To ensure that development reflects design excellence and is of a high visual quality in its presentation to the public realm'.

Of particular note for the Proposal is the following objective for Zone W4 'Working Waterfront' (which applies to the Marina Sub-Precinct):

- 'To ensure that development does not have an adverse impact on the environment and visual qualities of the foreshore'.

While not explicitly addressing visual and view matters, section 4.3 'Height of buildings' nonetheless seeks to ensure that development responds to broader character matters. For example, section 4.3 'Height of buildings' contains the following objectives:

- (a) 'To ensure that building height relates to the land's capability to provide and maintain an appropriate urban character and level of amenity'
- (e) 'To limit the impact of the height of a building on the existing natural and built environment'.

Section 7.12 'Design excellence has the following objective:

- (l) 'The objective of this clause is to ensure that development exhibits design excellence that contributes to the natural, cultural, visual and built character values of Coffs Harbour'.

#### 4.2.6 Coffs Harbour Development Control Plan 2015

The Coffs Harbour Development Control Plan 2015 (CHDCP 2015) does not specifically address visual and view impact matters.

### 4.3 Other NSW government planning documents

#### 4.3.1 Local Planning Directions

The most relevant Local Planning Directions for the Proposal is 4.2 'Coastal Management'.

It establishes the following requirements:

- (l) A planning Proposal must include provisions that give effect to and are consistent with:
  - (a) the objects of the Coastal Management Act 2016 and the objectives of the relevant coastal management areas
  - (b) the NSW Coastal Management Manual and associated Toolkit
  - (c) section 3.2 of the NSW Coastal Design Guidelines 2023
  - (d) any relevant Coastal Management Program that has been certified by the Minister, or any Coastal Zone Management Plan under the Coastal Protection Act 1979 that continues to have effect under clause 4 of Schedule 3 to the Coastal Management Act 2016, that applies to the land.

#### 4.3.2 NSW Coastal Management Manual and associated Toolkit

While most of the NSW Coastal Management Manual and associated Toolkit is not of a high level of relevance to visual and view impact matters, the NSW Coastal Design Guidelines 2023 are of relevance. The mandatory parts applicable to the Proposal are addressed in **Section 11.1.3** of this report.

#### 4.3.3 NSW Coastal Design Guidelines 2023

Section 3.2 the Coastal Design Guidelines is comprehensive and detailed, providing objectives, outcomes and requirements for a range of matters such as ecology, heritage and the economy. The most relevant part for visual and view impact is Part B. The objectives, outcomes and requirements for Part B are as follows.

##### Objective

- B. Ensure the built environment is appropriate for the coast and local context

##### Outcome B.1 Respond to and protect elements that make the place special

- Ensure development protects and, where possible, enhances the natural beauty of coastal landforms, foreshores and other unique coastal features.
- Sources: Coastal Management Act s9(2); Resilience and Hazards SEPP s2.11(1).

## Requirements

- a. Integrate development within the natural topography of the site and ensure land use, building scale and height respond sympathetically to coastal landforms.
- b. Ensure the intended form and footprint of development does not dominate coastal elements, including foreshores, public spaces and other areas of natural beauty.
- c. Incorporate adaptive, water-sensitive urban design into the development footprint to reduce run-off and manage water quality within receiving environments.
- d. Ensure that lot sizes, building heights and density are appropriate for the coastal settlement, and complement the existing or desired local character, supported by place-based strategies.
- e. Avoid development that would harm geological features and geoheritage.

## Outcome B.2 Ensure urban development complements coastal scenic values

- Urban development does not compete with or erode coastal scenic values or reduce public access.
- Sources: Coastal Management Act s9(2); Resilience and Hazards SEPP s2.11.

## Requirements

- a. Limit ribbon development and urban sprawl wherever possible. In certain locations, place-based strategies may support increased development density and building heights as a better response to urban growth.
- b. Use greenbelts to create, maintain and mark out separation between settlements.
- c. Consider effects on scenic values and maintain publicly accessible views to significant landmarks.
- d. Ensure that building heights consider the effect on views from different vantage points.
- e. Retain or create views from public spaces. Prioritise this over creating views from private property.
- f. Provide for active transport links along foreshores, including along estuaries and coastal lakes, and between settlements to increase public access and amenity.

### 4.3.4 Coffs Harbour Coastal Zone Management Plan 2013 and the Coastal Zone Management Plan 2019

Council adopted the Coffs Harbour Coastal Zone Management Plan 2013 (the Coastal Zone Management Plan 2013) in 2013. It was subsequently certified and gazetted in 2018. A revised plan (the Coastal Zone Management Plan 2019) was adopted by council in May 2019.

Consistent with its purpose 'to define the level of risk from coastal hazards and provide a coordinated approach to management of coastal hazards', it does not provide guidance on visual and view impact matters.

## 5.0 Key Issues

Based on consideration of the Precinct and the planning framework, it is considered that the following are the key issues to be addressed by this VVIA.

### 5.1 Scenic values

Protection and enhancement of scenic values, including through being compatible with any unique topographic, natural or built cultural features essential to the visual setting, character and identity of an area such as coastal headlands.

### 5.2 Visual amenity

Consideration of adverse impacts on visual amenity.

### 5.3 Public view impact

Consideration of adverse impact on the loss of views from public places to foreshores.

### 5.4 Scale of development

Consideration of the indicative bulk, scale and size of the proposed development.

### 5.5 High quality design

Promotion of good design and amenity of the built environment, including ensuring that development exhibits design excellence that contributes to the natural, cultural, visual and built character values of Coffs Harbour and achieves a high quality of presentation to the adjoining public domain.

### 5.6 Private view impact

Achieving a balance between the design intent of PDNSW as the proponent and residents of impacted properties in terms of view loss.

## 6.0 Methodology

As has already been noted, the purpose of VVIA is to identify and determine the acceptability of a Proposal's likely visual and view impacts.

VVIA is a highly complex area that involves qualitative and professional value judgements. While there is a wealth of guidance documents, there is currently no universally agreed, national level guideline for VVIA in Australia (AILA, 2019). As noted by the Land and Environment Court of New South Wales in *Rose Bay Marina Pty Limited v Woollahra Municipal Council and anor* [2013] NSWLEC 1046 (Rose Bay), the key to addressing this challenge is to adopt a rigorous methodology.

As has also been noted, there is a difference between visual impacts and their assessment and view impacts and their assessment. Visual impacts are those which are experienced from public places such as parks and streets, while view impacts are those which are experienced from private places such as apartments and houses.

With reference to its purpose, the method used by this VVIA has the following key steps:

#### Identifying the Proposal's likely visual and view impacts

- **Visual analysis:** Undertaking visual analysis
- **Survey aligned photomontages:** Preparing an evidence base of survey aligned photomontages
- **Significance of visual impact:** For visual impact assessment, assessing the significance of the Proposal's likely visual impact



- **Extent of view impact:** For view impact assessment, assessing the extent of the Proposal's likely view impact against step 3 of the planning principle for 'views – general principles' established by the Land and Environment Court of NSW in *Tenacity Consulting v Waringah* [2004] NSWLEC 140 (Tenacity).

#### Determining the acceptability of the Proposal's likely visual and view impacts

- **Consistency with the planning framework:** For visual impact assessment, assessing the consistency of the Proposal's likely visual and view impact against relevant parts of the planning framework
- **Reasonableness of view impacts:** For view impact assessment, assessing the Proposal's likely view impact against step 4 of Tenacity.

## 6.1 Visual analysis

This stage involves the following key steps:

- understand the visual character of the Proposal, the Precinct and the visual catchment, which is the area in which the Proposal may ordinarily be seen in totality or part
- identify the people within the visual catchment who will ordinarily be exposed to views of the Proposal
- identify the pattern of viewing
- identify viewpoints that are representative of the pattern of viewing and through the preparation of an evidence base of survey aligned photomontages may be used to inform identification of likely visual impact.

The methodological basis underpinning this stage is derived from the international standard 'Guidelines for Landscape and Visual Impact Assessment – third edition' (GLVIA3) (Landscape Institute and Institute of Environmental Management & Assessment, 2013). The GLVIA3 is widely referenced in VIA in Australia (AILA, 2019) including in Secretary's environmental assessment requirements (SEARs) for state significant development (SSD). It is more versatile for a range of contexts in particular those of an urban nature compared to other commonly referenced but more highly specialised guidance such as that prepared by the US Forestry Service. Where appropriate, the VVIA also has regard to other VIA guidance including the planning principle established by the NSW Land and Environment Court in *Rose Bay Marina Pty Limited v Woollahra Municipal Council and anor* [2013] NSWLEC 1046 (Rose Bay), 'Topic Paper 6 – Techniques and criteria for judging capacity and sensitivity' (the Countryside Agency and Scottish Natural Heritage, 2014) and the 'Guideline for landscape character and visual impact assessment' (TfNSW, 2023).

## 6.2 Survey aligned photomontages

To inform the qualitative and professional value judgements made in this VVIA, an evidence base of survey aligned photomontages for 12 viewpoints (and sub viewpoints) representative of the Precinct and the visual catchment was prepared in accordance with the NSW Land and Environment Court 'Photomontage Policy'. This represents the highest possible standard of accuracy for visual representation, and is based on on-site survey and photographic and specialist software work.

## 6.3 Significance of visual impact

As with visual analysis, the methodological basis for this stage is derived from the GLVIA3. This is focussed on the significance of visual impact based on the factors of sensitivity of the Precinct and visual catchment to the nature of change proposed and the magnitude of the nature of change proposed.

To assist in providing a level of consistency to the assessment of sensitivity, magnitude and significance, the VVIA uses a series of matrix tables. The following table identifies the considerations that inform the factors of sensitivity magnitude.

**Table 3** Factors of sensitivity and magnitude

Sensitivity	Magnitude
<ul style="list-style-type: none"><li>• Cultural and social value of the view</li><li>• The prevailing type of people ordinarily exposed to the view</li><li>• The prevailing number of people ordinarily exposed to the view</li></ul>	<ul style="list-style-type: none"><li>• Scale of change (eg, compatibility with existing visual character)</li><li>• Geographical extent of the area influenced</li><li>• Duration and / or reversibility of the change</li></ul>

No pre-determined weighting is given to each factor. Rather, where one factor strongly influences the assessment, weighting is to be discussed in the context of a particular view.

Significance is expressed in terms of how the Proposal may ordinarily be perceived by people on a five-point qualitative scale:

- negligible significance of impact
- low significance of impact
- moderate significance of impact
- high significance of impact
- major significance of impact.

There is no pre-determined definition of what the difference between each of these findings. Rather, as has been noted, it is inherently subjective and varied according to the nature of each view. In this regard the GLVIA3 makes the following observation:

- 'There are no hard and fast rules about what makes a significant effect, and there cannot be a standard approach since circumstances vary with the location and context and with the type of Proposal. In making a judgement about the significance of visual effects the following points should be noted:
  - Effects on people who are particularly sensitive to changes in views and visual amenity are more likely to be significant
  - Effects on people at recognised and important viewpoints or from recognised scenic routes are more likely to be significant
  - Large-scale changes which introduce new, non-characteristic or discordant or intrusive elements into the view are more likely to be significant than small changes or changes involving features already present within the view'

## 6.4 Extent of view impact

It is a long-established legal principle dating back to a Supreme Court judgement in the 1930s that no one has the right to own a view from their property. This means that you cannot claim a current view enjoyed from your property across someone else's land or the public domain as your own.

Judgements in other similar planning jurisdictions such as the UK have supported the notion that the bar is generally set very high for adverse impacts on views to have any degree of weight as a ground of refusal for some types of development, in particular renewable energy infrastructure such as wind turbines which are considered to have substantial other benefits to the community as a whole.

However, in recognition that many cases that were coming before it involved some form of impact on view, in 2013 the Land and Environment Court of NSW determined that it would be helpful to establish a planning principle to guide and ensure a level of consistency in decisions relating to this matter. The outcome was the planning principle for 'views – general principles' established by the Land and Environment Court of NSW in *Tenacity*. This planning principle has since become the benchmark for considering view loss both within and outside court settings. As such, for view impact assessment the methodology used by this VVIA is consistent with *Tenacity*.

Tenacity establishes a four-step process for view impact assessment:

- Step 1: assess the views to be affected
- Step 2: consider from what part of the property the views are obtained
- Step 3: assess the extent of the impact
- Step 4: assess the reasonableness of the Proposal that is causing the impact.

Informed by steps 1 – 3, the extent of impact is expressed on a five-point qualitative scale as follows:

- negligible extent of impact
- minor extent of impact
- moderate extent of impact
- severe extent of impact
- devastating extent of impact.

As with the GLVIA3 and visual impact assessment, there is no pre-determined definition of what the difference between each of these findings. It is inherently subjective and varied according to the nature of each view. To frame judgements, it is noted that Tenacity made the following assessment:

- Applying the above principles to 7 Bellevue Place, I would classify the view to the ocean and Manly as highly valuable, what most people would describe as magnificent. It is now available from four levels from the rear. The Proposal would obliterate views from the lower three levels from sitting and standing positions. From the fourth level it would obliterate it from sitting positions and reduce it from standing positions. In my opinion, the impact would be severe.

As such, it is reasonable to infer that an extent of impact of severe or above requires three conditions to be present:

- a high valuable view (described as ‘magnificent’)
- extensive opportunities within the premises to obtain the view
- an ‘obliteration’ of the view from the majority of these locations (in the case of Tenacity, removal of 75% of such opportunities).

As with all planning matters, decisions on private views should be made on a balance of considerations. For example, due to the importance of economic factors, under its draft City of Sydney Central Sydney Planning Strategy, the City of Sydney states that preservation of views obtained from the private domain is not a key consideration on the basis that it may render Central Sydney, which is a key economic centre, “uncharacteristically sterile”.

## 6.5 Consistency with the planning framework

Determination of significance does not automatically equate to unacceptability. Rather, acceptability is determined by consistency with relevant parts of the applicable planning framework.

The planning framework is the appropriate reference for this judgement as it represents the policy position of the NSW Government, and in the case of local planning instruments that of Coffs Harbour City Council, on relevant matters.

## 6.6 Reasonableness of view impacts

The final step is key to Tenacity. It frames reasonableness as a balance between the design intent of the proponent (in this case PDNSW) and the interests of residents of impacted properties. This is informed by assessments of compliance with existing planning controls and ‘skilful design’. In the context of Tenacity, skilful design does not represent architectural quality, but rather working within planning controls through the use of building siting, scale and massing to help reduce view impact.

It is noted that while the most appropriate basis for view loss assessment, Tenacity does have some limitations in renewal contexts where a Proposal is seeking to amend current planning controls. Firstly, Tenacity was handed down in the context of an established low density residential area.

Secondly, as this area was not identified in strategic planning documents as being suitable for considerable growth and change, the emphasis was on compliance with all existing planning controls. As these parameters do not apply to the Proposal, Tenacity should be applied in a more flexible manner.

## 6.7 Assumptions, limitations and exclusions

In addition to any others expressed in the relevant part of this VVIA, the following key assumptions, limitations and exclusions apply to this VIA:

- it is assumed that subsequent future development will occur in accordance with the proposed amended planning framework
- it is assumed that all inputs from other parties, including the urban design team, are accurate
- as with all VVIA, there is considerable interplay between planning, design and visual impact matters. As such, while the VVIA touches on matters such as character, size and scale, due regard should be given to other relevant documents for full address of these matters
- while photomontages provide an indication of likely future visual environment, they can only provide an approximation of the rich visual experience enabled by the human eye. As they are based on photographs, the same limitations that apply to photography, including optical distortion
- the photomontages show built form that may be built in accordance with the Illustrative Masterplan. The Illustrative Masterplan represents one way in which the Precinct may be developed in the future in accordance with the Proposal. As such, it is important to note that different siting and scale of built form may be allowed within the limits set by the amended planning framework, in particular land use zoning, height and GFA
- detailed consideration of heritage, including impact on values and significance, is excluded
- consideration of impact on Aboriginal cultural heritage values associations is excluded. This is only appropriately undertaken by a member or member or qualified representative of the Aboriginal community
- consideration of night-time impact, including lighting, is excluded

## 7.0 Visual Analysis

### 7.1 Visual character

The GLVIA3 recommends establishing a visual baseline as the basis from which to determine the significance of visual and view impacts. This involves identifying and describing current visual character. While the GLVIA3 provides guidance on what matters to address such as geology and tree cover, it is considered that due to their more NSW specific nature and general alignment with GLVIA3 approach, the Coastal Design Guidelines 2023 are a more appropriate reference document in this regard.

Consistent with the GLVIA3 approach, Chapter 2 'Understanding coastal places' of the NSW Coastal Design Guidelines 2023 'outlines the recommended approach to understanding places in the coastal zone'.

Adopting a place base approach, the Coastal Design Guidelines identify key factors shaping coastal places 'grouped into 3 broad categories':

- the natural environment
- the built environment
- social and economic context

Of most relevance to visual and view impact assessment are the natural environment and the built environment.

## Natural environment

Under the Coastal Design Guidelines this category includes factors such as:

- **landform:** the geological formation of the coastline and its unique features
- **blue systems:** aquatic (water-based) ecosystems and the water cycle of the coast, including catchments and coastal processes
- **green systems:** terrestrial (land-based) ecosystems including animals and their habitats

## Built environment

Under the Coastal Design Guidelines this category includes factors such as:

- **connectivity:** the connections within and between settlements, habitats and resources along the coast
- **spatial framework:** the way a settlement's arrangement responds to the coastal landscape and natural hazards, and how it serves its community
- **built form:** the function, bulk and scale, shape, and arrangement of buildings in coastal settlements that creates local character, responds to the natural environment (including natural hazards) and supports the community

The natural and built environment factors which define the visual character of the Proposal, Precinct and catchment are assessed in this section.

### 7.1.1 Visual character of the Proposal

#### Landform

Apart from regular excavation to enable the construction of development, in particular buildings, the Proposal does involve change to landform. In particular, the proposed establishment of a RL control for the former Deep Sea Fishing site is intended to ensure development integrates with the highly varied natural landform of this part of the Precinct.

#### Blue systems

Apart from the Marina, the Proposal is setback from the Harbour. The Jetty Hub Sub-Precinct and former Deep Sea Fishing Club site are setback behind Jetty Beach and the foreshore parklands, with the Jetty Hub sub-Precinct being further setback behind Jordan Esplanade.

No significant changes are proposed to Jetty Beach or the Harbour.

To address existing stormwater discharge issues, the Illustrative Masterplan proposes the installation of a pit and pipe network, headwalls and outlets, rainwater tanks and stormwater quality basins in accordance with the Stormwater Management Plan (SWMP) prepared by WSP. The visual impact of the scale and layout of the proposed stormwater drainage system is expected to be limited, and be consistent with existing character.

#### Green systems

The Proposal seeks to retain, increase and enhance existing green systems. In particular, it will not involve direct impact to the iconic Muttonbird Island or the visually important dense bushland (including littoral rainforest) directly behind Jetty Beach sets aside a large of the Precinct, for public, publicly accessible or private open space.

Existing native vegetation and habitats associated with the dunal complex that adjoin Jetty Beach, will be retained. New plantings, habitat rehabilitation and ecological restoration activities are proposed in key areas across the Precinct in accordance with the recommendations outlined in the Flora, Fauna and Coastal Management Strategy prepared by WSP.



**Figure 10 Precedent image illustrating proposed green systems within the Precinct**

Source: SJB

### Connectivity

The Proposal is located adjacent to and integrates with the adjoining Jetty Core mixed use centre. It retains existing green open space area to the north that provide separation from North Wall Beach and to the south that provide separation to Gallows Beach.

The Proposal will retain three roads providing access to and traversing the Precinct in the form of Marina Drive, Jordan Esplanade and Camperdown Street. An extensive network of enhanced and new active transport paths are proposed to be provided. Areas of informal carparking located to the north of Marina Drive will be largely removed and replaced with passive open space and recreational zones. These areas have a secondary function being overflow carparking during high-attendance events held at the Precinct.

### Spatial framework

Most of the developable areas of the Proposal are located within a relatively narrow, linear area to the west of Jordan Esplanade. By doing so, the Proposal is well separated from and retains key existing natural features, in particular Jetty Beach and its adjoining foreshore dunal vegetation. It also protects and enhances the existing foreshore parklands adjacent to these more natural areas. Unlike other east coast Australian cities, Coffs Harbour does not have a true esplanade that runs parallel to the ocean. This missing amenity separates Coffs Harbour from being a vibrant urban area. The placement of most of the developable areas within the Proposal to the west and along Jordan Esplanade creates such an outcome. It also serves to activate the adjoining foreshore parklands, including opportunities for passive casual surveillance (ie, 'eyes on the street').

While representing potentially more obvious development, renewal of the Marina and the former Deep Sea Fishing Club site shows a similar spatial footprint to what is present today.

As has been noted above, the Precinct is located adjacent to and integrates with the adjoining Jetty Core mixed use centre. Development of greatest scale and height has been deliberately concentrated in the north of the Precinct. In doing so a strong linear open space connection has been created to better connect the centre through the Precinct to the Jetty, which is a key visual landmark in the locality. The southern part of the Precinct generally south of the railway station and Nile Street has a considerably smaller scale and height. While the former Deep Sea Fishing Club may be renewed for



development of greater height, under the Proposal height controls correspond with existing natural topography and its footprint has been sited and designed to reduce visual impact on the adjoining Freguson's Cottage and the ridgeline overall.

### Built form

As a largely mixed-use rezoning submission, a significant part of the Precinct will include revitalised public open space, to attract a large number and variety of people, including locals, tourists and visitors. The Precinct goals are to create a vibrant, multi-use Precinct that integrates with broader LGA.

The spatial arrangement of built form is discussed in the immediately preceding section.

While representing an increase in proposed new development, the indicative bulk and scale of the developable part of the Precinct has been calibrated to compliment that which is currently allowed in the adjoining Jetty Hub mixed use centre. It is also noted as shown in **Figure 14** and **Figure 39** that the adjoining part of Beacon Hill features multi-storey buildings, with some presenting up to 7 storeys when seen from locations to the east such as Muttonbird Island.

The proposed Design Guide seeks to shape high quality built form within the Precinct, and in particular promotes a sub-tropical style of architecture and landscaping that is appropriate to the Coffs Harbour climate.



**Figure 11** Artist impression of intended built form within the Precinct

Source: SJB



**Figure 12 Precedent image illustrating proposed built form within the Precinct**

Source: SJB

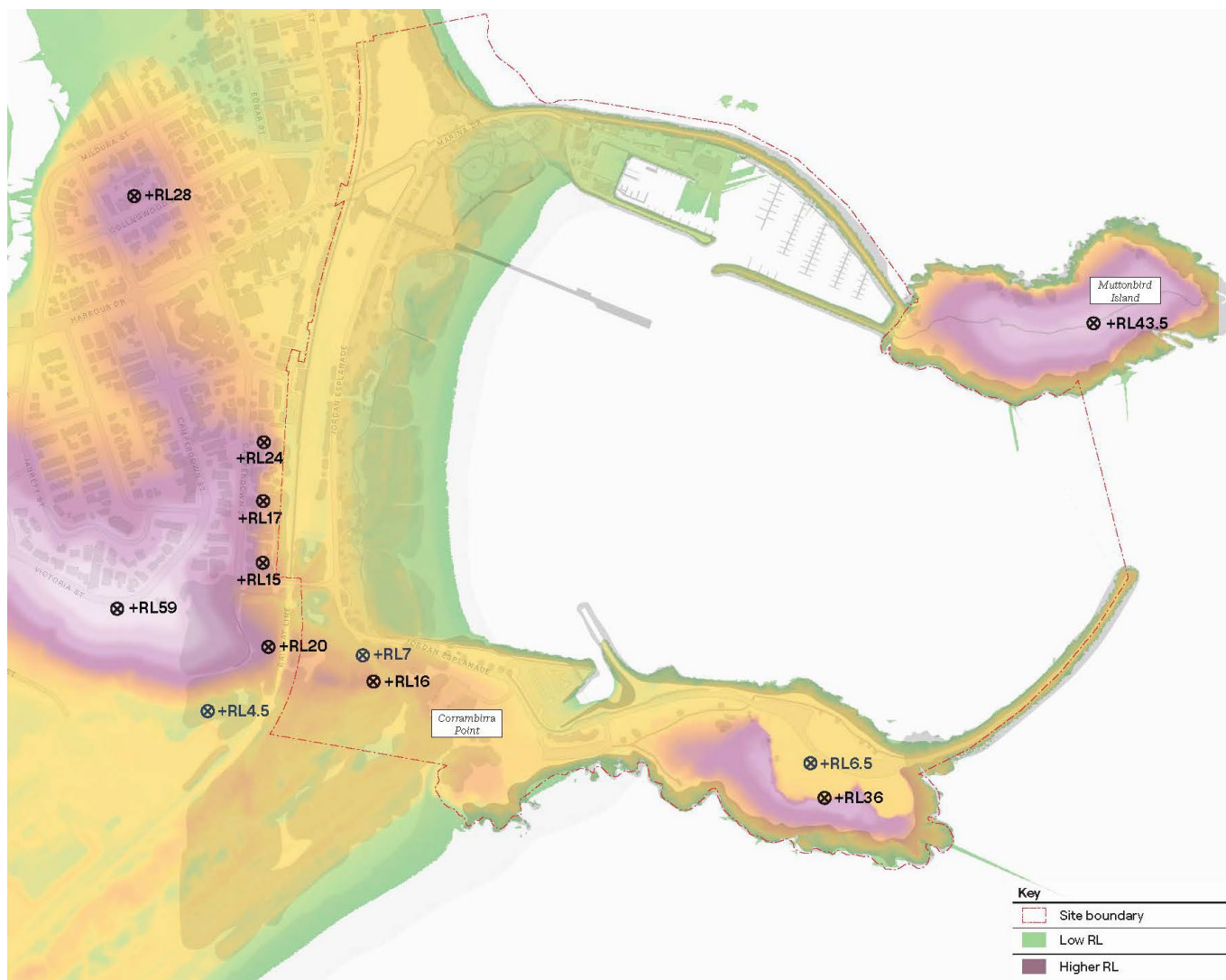
### **7.1.2 Visual character of the Precinct**

#### **Landform**

The below figure shows the landform of the Precinct and surrounding part of the visual catchment.

As can be seen, most of the Precinct occupies a relatively level, low lying area between Beacon Hill to the west and the Pacific Ocean to the east. The exception to this is the southern part of the Precinct which occupies more elevated land associated with a low ridgeline connecting Beacon Hill to Corambirra Point.

Visually, the Precinct and immediately adjoining part of the visual catchment is dominated by the steeply sided and elevated Beacon Hill, Muttonbird Island and Corambirra Point. Due to its separation from other more elevated land, Muttonbird Island is particularly visually prominent in the landscape. The quarried northern side of Corambirra Point, the cut away lower eastern flank of Beacon Hill and the Northern and Eastern breakwalls are also noticeable topographic features.



**Figure 13 Precinct landform**

Source: SJB

### Blue systems

The natural blue systems of the Precinct have been heavily modified by human activity since European settlement. To create Coffs Harbour, Muttonbird Island has been connected to the mainland by the northern breakwall, and the visually noticeable eastern breakwall encloses the consequent area to create Coffs Harbour. Coffs Harbour is further delineated into a larger outer harbour, and a smaller inner harbour by physical elements. The use of the inner harbour for the mooring of boats is noticeable, and is a key element of the Precinct that contributes to its maritime character.

As such, the Harbour is the visually dominant blue systems element in the Precinct. The western shore of the Harbour is dominated by the wide and gently sloping Jetty Beach. Two stormwater channels discharge into Coffs Harbour via Jetty Beach, which creates shallow channels in parts of the beach.

Other waterways such as formed rivers, creeks and wetlands, are not noticeable in the Precinct.

### Green systems

The green systems of the Precinct comprise natural and human influenced areas. Key natural areas comprise the dense bushland directly behind Jetty Beach, the bushland slopes of the southern part



of Beacon Hill and the low shrubs and grasses of Muttonbird Island. Key human influenced areas comprise the foreshore parkland, which are a combination of planted and grassed areas.

Vegetated areas comprise a range of vegetation communities, including the rare and visually attractive areas of Littoral Rainforest.



**Figure 14 Precinct blue and green systems**

Source: Coffs Clarence Surveying & Spatial & Ethos Urban

### Connectivity

The Precinct is traversed by Marina Drive and Jordan Esplanade and is physically and visually connected to Camperdown Parade. It also includes a network of active transport paths.

Parts of the Precinct, in particular the northern part and Corambirra Point, are visually dominated by large areas of formal and informal surface grade carparking. The informal carparking results in the deterioration of the grassed surface of the public open space upon which it is located.



**Figure 15 View looking south to Jordan Esplanade and the Unused Railway Lands Sub-Precinct**

Source: Coffs Clarence Surveying & Spatial

### Spatial framework

The Precinct comprises the existing urban part of Coffs Harbour, and adjoins the highly developed and evolving Jetty Core mixed use centre and the also highly developed Beacon Hill area. The foreshore parklands and Unused Railway Land Sub-Precinct parts of the Precinct are visually setback from the key blue system elements Jetty Beach and the Harbour. However, the Marina and former Deep Sea Fishing Club occupy more visually prominent locations to the east of the main line of urban development.

### Built form

Built form in the Precinct currently comprises the intensively developed Marina sub-Precinct and a series of other, separate buildings and structures. Most notable amongst these is the Coffs Harbour railway station, the recently built Community Building and the former Deep Sea Fishing Club. The former Deep Sea Fishing Club has occupied a relatively large footprint on a prominent part of the Precinct for a considerable period, and is regarded as a landmark of the Precinct.





**Figure 16 Precinct built form**

Source: Ethos Urban

### 7.1.3 Visual character of the visual catchment

The visual catchment is the area in which the Proposal may be seen, either in totality or in part.

The boundaries of a visual catchment are defined by a number of factors including distance, topography, buildings and vegetation.

Within the visual catchment is a smaller area called the primary visual catchment. This is from where the Proposal is likely to be more visible in the landscape. This is largely defined as follows:

- **West:** Edinburgh Street
- **South:** Victoria Street
- **North:** Collingwood Street between Hood Street and Mildura Street
- **East:** Corambirra Point, South Breakwall and Muttonbird Island.

Due to their location on landforms that extend eastwards into the Pacific Ocean, the Marina Precinct and the Former Deep Sea Fishing Club have larger primary visual catchment. In the case of the Marina Precinct, this extends north to include parts of North Wall Beach and Park Beach. With the Former Deep Sea Fishing Club, this extends south to include parts of Gallows Beach and Boambee Beach.

#### Landform

While the bulk and greatest height of Beacon Hill is located around Victoria Street, it also extends in the form of a narrow, lower ridgeline to the north that culminates in a smaller hill around Collingwood Street. This landform provides visual separation between the Precinct and the adjoining Jetty Core mixed use centre from areas in Coffs Harbour to the west, including the City Centre. Harbour Drive is the main connection to areas to the west, and functions as a visual gateway to the Precinct and surrounding area where it crosses the crest of the Beacon Hill northern ridgeline in the vicinity of Edinburgh Street.

## Blue systems

As with the Precinct, the Harbour is the visually dominant blue systems element in the visual catchment. To the north, North Wall Beach and Park Beach, including the mouth of Coffs Creek, are the key parts of the blue system. To the south, Gallows Beach and Boambee Beach are the key parts of the blue system.

## Green systems

Similar to the Precinct, the green system of the visual catchment is largely defined by the presence of dense, screening bushland behind beaches. The width of this bushland is typically less to the north at North Wall and Park Beach, and considerably deeper to the south where adjoining Boambee Beach.

## Connectivity

The main road within the visual catchment is Marina Drive which connects areas of Coffs Harbour to the west including the city centre to the Precinct. As has been noted, cresting of the Beacon Hill northern ridgeline in the vicinity of Edinburgh Street provides for views into the Precinct from this key road. The remaining road network within the visual catchment comprises a modified grid network of local streets, with north-east to south-west oriented streets intersecting with north-west to south east oriented streets.

## Spatial framework

The visual catchment forms part of the eastern edge of the Coffs Harbour urban area. More broadly, Coffs Harbour occupies a large area to the west, and extends in a linear fashion for a considerable distance along the coast to the north. Due largely to the presence of Coffs Harbour Airport, the visual catchment represents the southern edge of the coastal part of Coffs Harbour. Urban development on the coast does not appear for almost 6km to the south at the southern end of Boambee Beach in the form of Sawtell.

## Built form

The built form of the visual catchment is varied. Formerly a predominantly low-density residential area comprising single detached houses surrounded by generous private open space, it has since evolved to a greater density and scale of development. While the long established low rise strip of shops on the southern side the Marina Drive has been retained, it has complemented by the larger scale Jetty Village Shopping Center and NSW Government building on the northern side of Marina Drive. Coffs Harbour High School and the roofed Bicentennial Recreational Facility are prominent in the area immediately to the south of Marina Drive. Renewal of land has and is occurring on both sides of Orlando Street for multi storey residential development, including the multi-building Pacific Marina Apartment complex, Pandanus and the Orlando Lane Apartments. Considerable redevelopment for apartment buildings and tourist accommodation has occurred throughout the visual catchment, most notably around Camperdown Street. As can be seen in the below figure, this has resulted in an intensively developed area comprising multi-storey buildings. Due to the nature of the lower slopes of Beacon Hill in this area, this development is particularly visually prominent. Seen from some locations such as Muttonbird Island, development on the upper parts of Beacon Hill is seen against the silhouette of the sky, increasing its visual presence.



**Figure 17 Built form in the visual catchment**

Source: Ethos Urban

## 7.2 Views

As has been noted, scenic character is perceived by people through views. On this basis, views are an important consideration as part of this study.

While there are many individual definitions of a view, in general it can be considered to be that part of the landscape that can be seen from a particular location, called a 'viewpoint'.

Views comprise two key aspects:

- components
- composition.

The fundamental building blocks of a view are 'elements' and 'features'.

In accordance with the GLVIA3, elements are defined as 'individual parts which make up the landscape, such as, for example, trees, hedges and buildings'.

Features are 'particularly prominent or eye-catching elements in the landscape, such as tree clumps, church towers or wooded skylines'.

Views occur through 'view planes' based on distance (Planisphere, 2018) as follows:

- foreground
- midground
- background.

They sometimes also include a backdrop, in particular where appearing behind a landmark building.

As it is context dependent, there is no universal distance that distinguishes each of these view planes. For example, in a highly urban environment such as a CBD the background may be located close to the viewer, while in an expansive, open environment such as the outback the background may extend for many kilometres and only end with the line of the horizon.

There are many types of views. Planisphere (2016) broadly catalogue views as follows:

- point to point view (or vista): a directed view from a particular point in the landscape, to another point of interest, such as a landmark or feature
- point to area view (or panorama): a general view from a particular point in the landscape, to a wide area
- area to point view (or vista): a directed view from a general area to a point of interest, landmark or feature in the landscape
- area to area view (or panorama): a view from a general area to a wide area, or a general view from one area to another.

### 7.3 Value of visual character and views

The concept of value is key to visual and view impact assessment methodologies including the GLVIA3, Rose Bay and Tenacity.

The GLVIA3 notes the following in terms of value:

- 'This means the relative value that is attached to different landscapes by society, bearing in mind that a landscape may be valued by different stakeholders for a whole variety of reasons'
- 'Value can apply to areas of landscape as a whole, or to the individual elements, features and aesthetic or perceptual dimensions which contribute to the character of the landscape'.

It states that:

- 'Areas of landscape whose character is judged to be intact and in good condition, and where scenic quality, wildness or tranquillity, and natural or cultural heritage features make a particular contribution to the landscape, or where there are important associations, are likely to be highly valued'.

It identifies sources that will contribute to understanding value, including planning instruments and art and literature.

Similarly, Rose Bay suggests consideration of planning documents:

- The final step to be identified is whether or not there is any document that identifies the importance of the view to be assessed. This will encompass specific acknowledgment of the importance of a view (for example, by international, national, state or local heritage recognition) or where the relevant planning regime promotes or specifically requires the retention or protection of public domain views.

Where planning documents do not address value, the GLVIA provides a 'range of factors that can help in the identification of valued landscapes', which include landscape quality (condition), scenic quality, rarity and representativeness.

In this regard, Rose Bay states:

- As with Tenacity, a high value is to be placed on what may be regarded as iconic views (major landmarks such as the Opera House or the Three Sisters, for example, or physical features such as land/water interfaces). However, a view that is entirely unobstructed is also valuable.

As there is not an existing landscape, view or similar study or plan applying to the Precinct or Coffs Harbour, reference must be made to the higher level planning framework. As can be seen in **Section 11** of this report, the planning framework places considerable value on the landscapes of the North Coast. Complementing this, the Coastal Design Guidelines also place value on the NSW coast.

This is supported by the Coffs Harbour Coastal Zone Management Plan. Under section 2.4.1 'Community Values, the plan notes that:

- 'The most heavily used beaches are those that are most accessible, for example, Park (plus South Park and Jetty beaches), Woolgoolga and Sawtell Beaches. These beaches are highly valued as they offer a range of recreational opportunities, such as protected swimming, surfing and walking. The mix of low-key development and nearby restaurants, cafes and markets offered at these beaches was also highly valued. Community surveys noted the natural setting for the more developed beaches as a key value. The natural green outlook for these beaches gives a sense of nature, while still in proximity to parking, cafes, restaurants, hotels and so on. The cleanliness and health of the natural environment is very important to locals, visitors, and the businesses and industries supported by these users. The network of walking tracks within the green corridor behind the beach and along headlands was also important both to residents and tourists'.

### 7.3.1 Scenic character

A particular aspect of value is scenic character. Scenic character is a key issue under the planning framework. However, it does not define what is meant by scenic character.

On this basis, reference was made to the common understanding of the term as articulated in dictionaries. The Cambridge Dictionary defines scenic as 'having or allowing you to see beautiful natural features'. This is supported by other dictionary definitions such as the Oxford Dictionary ('having beautiful natural scenery' and the Merriam Webster Dictionary ('of or relating to natural scenery'). While most parts of this definition can largely be measured, the incorporation of a highly subjective concept in the form of 'beauty' poses some challenges for practical application in planning.

### 7.3.2 Scenic character of the Precinct and visual catchment

The scenic character of the Precinct, visual catchment and Coffs Harbour more broadly is derived from its coastal setting with visually evident natural landforms, in particular headlands and beaches backed by dense vegetation. Strengthening this is the presence of a number of visible offshore islands in the form of the Solitary Islands and the proximity of hills and mountains to the coast. While evident, urban development typically integrates with topography.

Natural elements of particular individual scenic importance are:

- Muttonbird Island
- Corambirra Point
- Jetty Beach
- outer harbour.

Built elements of particular individual scenic importance are:

- Coffs Harbour Jetty
- the eastern breakwall.

The foreshore parklands are also a significant contributor to scenic character in the Precinct. These elements are shown in the following figures.





**Figure 18 Muttonbird Island**

Source: NSW National Parks and Wildlife Service



**Figure 19 Corambirra Point**

Source: Ethos Urban





**Figure 20 Jetty Beach**

Source: Ethos Urban



**Figure 21 Eastern breakwall**

Source: Ethos Urban



**Figure 22 Coffs Harbour Jetty**

Source: Ethos Urban



**Figure 23 The Marina**

Source: Ethos Urban





**Figure 24 The foreshore parklands**

Source: Ethos Urban

### **7.3.3 Visual amenity**

Amenity is also part of value. The NSW Government (2020) defines amenity as ‘the pleasantness, attractiveness, desirability or utility of a place, facility, building or feature’. With reference to the scope of this VVIA, the visual aspects of amenity are of the greatest relevance. The GLVIA3 defines ‘visual amenity’ as ‘the overall pleasantness of the views people enjoy of their surroundings, which provides an attractive visual setting or backdrop for the enjoyment of activities of the people living, working, recreating, visiting or travelling through an area’.

While overall the Precinct and visual catchment can be considered to have a high level of visual amenity, certain parts have considerably lower visual amenity. This includes the Unused Railway Lands Sub-Precinct and areas dominated by large areas of surface grade carparking in the north of the Precinct around Marina Drive and in the south of the Precinct around Corambirra Point as illustrated in the below figure.





**Figure 25 Lower visual amenity parts of the Precinct**

Source: Ethos Urban



**Figure 26 Looking towards the Unused Railway Lands Sub-Precinct**

Source: Ethos Urban

### 7.3.4 Valuing views – general preferences

Whether a view has value is ultimately a subjective matter, and is influenced by cultural factors. Despite this, research suggests (AILA, 2018) that there are some commonalities in human preferences. There is a general preference for water and natural elements over urban scenes, and mountains and hills over flat land. In addition, views that exhibit the following characteristics are generally preferred than those that do not:

- views which include both a mid-ground (with some detail discernible) and a background
- views with skyline features
- views which include focal points
- views dominated by, or with a high proportion of attractive features (such as ocean or mountains)
- panoramic views with a number of such distinctive elements.

### 7.3.5 Value of views

In general, scenic character in the Precinct is experienced through views as follows:

- **from elevated locations in the east such as Muttonbird Island and Corambirra Point:** provides views across headlands in the foreground to water (being the harbour and marina and extending to the Pacific Ocean on either side) in the middle ground, to a layered background comprising Jetty Beach, littoral rainforest and similar beachside trees and vegetation, the coastal area including the Beacon Hill neighbourhoods and the forested ranges on the seaward side of the Dorrig plateau
- **from elevated locations to the west such as Beacon Hill:** provides views across the coastal area including the Beacon Hill neighbourhoods to littoral rainforest and similar beachside trees and vegetation, Jetty Beach including its interface with the harbour in the middle ground to Muttonbird Island, Corambirra Point and the Pacific Ocean in the background
- **from low lying foreshore locations, including parks and beaches:** provides views to Jetty Beach in the foreground, and depending on orientation, views across to the harbour and Pacific Ocean to the east and littoral rainforest and similar beachside trees and vegetation in the middle ground and the Beacon Hill neighbourhoods to the west.

In general, scenic values associated with these views include:

- a distinct NSW coastal city character
- visual prominence of maritime features, including the jetty, marina and harbour
- the presence of rare, valuable landscape features, including Muttonbird Island, Corambirra Point and the forested ranges on the seaward side of the Dorrig plateau
- the consistent line of littoral rainforest and similar beachside trees and vegetation behind Jetty Beach
- an absence of large scale, bulky, tall development on headlands
- an ability to see the land and water interface from elevated locations on Beacon Hill.

### 7.3.6 Significance of views

While a view may have value, this does not mean that it is intrinsically worth protecting under the planning framework.

As with other similar matters such as heritage, it is often helpful to consider significance. Planisphere has developed a set of matters to consider when assessing the place and people factors of a view to determine significance. These are:

- Exemplary: How representative or illustrative is this view? Is it 'the best' of its type? Is it exemplary within the local, regional or state context?

- Iconic: Is the view instantly recognisable? Is it symbolic for its visual qualities? Has it been represented in art, photography, literature etc.? Is it iconic within the local, regional or state context?
- Scarce: How uncommon or rare is the view? Is the view a 'one off' that is not available nearby or elsewhere in the study area? Is it scarce within the local, regional or state context?

A view is either significant, or not significant. Views that are not significant do not generally warrant protection under local planning policy. Where significant, the following levels apply:

- moderate: local or district significance
- high: regional significance
- exceptional: State, national or international significance.

## 7.4 Sensitivity of the visual catchment to the nature of change proposed

While a Proposal may be visible within a visual catchment, this does not necessarily mean it will have a significant impact on the visual catchment.

Rather, as outlined in the methodology, this is determined based on the following factors:

- cultural and social value
- the prevailing type of people ordinarily exposed to the view
- the prevailing number of people ordinarily exposed to the view.

### 7.4.1 Cultural and social value

The Precinct is located in an area of very high social and cultural value to the Coffs Harbour community.

While there is only one item of European built heritage located in the Precinct that is listed in the CLEP 2013, there is considerable Aboriginal cultural heritage value and value derived from long term, continuous association with the port.

Review of the Coffs Harbour Coastal Zone Management Plan - Final Report - March 2019) identifies the following social and cultural values:

- Community values
  - 'These beaches are highly valued as they offer a range of recreational opportunities, such as protected swimming, surfing and walking. The mix of low key development and nearby restaurants, cafes and markets offered at these beaches was also highly valued. Community surveys noted the natural setting for the more developed beaches as a key value. The natural green outlook for these beaches gives a sense of nature, while still in proximity to parking, cafes, restaurants, hotels and so on'
  - 'The cleanliness and health of the natural environment is very important to locals, visitors, and the businesses and industries supported by these users. The network of walking tracks within the green corridor behind the beach and along headlands was also important both to residents and tourists'
- Public access arrangements
  - 'Coffs Harbour's coastline offers both developed beaches with excellent access and amenity provision, as well as very undeveloped and natural beach landscapes. This attractive mixture of both well serviced and untouched beach landscapes suits a wider range of visitors (international and local) and residents'.

Review of the Coffs Jetty Revitalisation Draft Illustrative Masterplan Consultation April to June 2022 identifies how these values may play out for the Precinct in terms of community aspirations:

- 'Development was recognised as adding vitality and appeal, stimulating economic benefit while realising public realm upgrades, and was supported by the majority as long as the unique, local character and current sense of community was maintained'
- 'The draft illustrative masterplan proposes a single storey height increase at the former Deep Sea Fishing Club site. No objections were recorded regarding this proposed height increase. However, it was noted that any height increase should ensure there are no impacts on visual amenity for users of the site and on the amenity and privacy of neighbouring spaces, such as Ferguson's Cottage'

#### 7.4.2 The prevailing type of people ordinarily exposed to the view

The Precinct will be seen by a large range of people. This includes:

- people living in the area (residents)
- people who work there (workers)
- people passing through on road, rail (eg, North Coast Rail Line) or other forms of transport
- people visiting promoted landscapes or attractions (eg, Muttonbird Island)
- people engaged in recreation of different types (recreation).

#### 7.4.3 The prevailing number of people ordinarily exposed to the view

While varying with location, in general the Precinct will be seen by a relatively large number of people. In particular, this will include the highly trafficked Harbour Drive west of its intersection with Orlando Street.

### 7.5 Pattern of viewing

Broadly, the prevailing pattern of viewing comprises the following:

- **residential areas to the west:** people are there for their place of residence or visiting for tourism or other reasons
- **Jetty Precinct:** people visiting for shopping, business or dining and entertainment activities
- **the foreshore:** people visiting for passive or active recreation activities.

Within this pattern of viewing there are more sensitive locations, including designated lookouts.

#### 7.5.1 Overall sensitivity

As the Precinct includes elements correlated with scenic value and is ordinarily seen by people such as residents at home and visitors where view and visual amenity is an important part of their experience, overall the Precinct has a high level of sensitivity to change. It is noted that the level of sensitivity may change depending on factors affecting each individual viewpoint, including land use and prevailing type of viewer.



## 8.0 Viewpoints

The key viewpoints for this VIA are based on the pattern of viewing and detailed assessments conducted by Ethos Urban. The views of the Proposal have been grouped into three categories.

1. Public domain from within the Precinct
2. Public domain from outside the Precinct
3. Private domain outside the Precinct

The location of these viewpoints are shown in **Figure 26** and are detailed in **Table 4** below.



**Figure 27 Viewpoints**

Source: Ethos Urban

Table 4 Viewpoints

Ref	Location	Direction of view	Target	Reason
<b>Public Domain from within the Precinct</b>				
1.	Coffs Harbour Jetty (eastern end)	West	Jetty Hub	Representative viewpoint
2a.	Jetty Beach (middle)	North-west	Jetty Hub	Representative viewpoint
2b.	Jetty Beach (middle)	South	Jetty Hub	Representative viewpoint
3.	Jordan Esplanade North	South-west	Jetty Hub	Representative viewpoint
4.	Jordan Esplanade South	North-west	Jetty Hub	Representative viewpoint
5a.	Muttonbird Island (north-west - western viewing platform)	North-West	Jetty Hub	Representative viewpoint
5b.	Muttonbird Island (south-west - western viewing platform)	South-west	Jetty Hub	Representative viewpoint
6.	Corambirra Point (picnic shelters)	North-West	Jetty Hub	Representative viewpoint
<b>Public Domain from outside the Precinct</b>				
7.	Beacon Hill Lookout	North-east	Jetty Hub	Specific viewpoint
8.	Jetty Precinct (plaza near Harbour Drive and Orlando Street)	South-east	Jetty Hub	Representative viewpoint
9.	Harbour Drive (where crests Beacon Hill)	North-east	Marina Precinct	Representative viewpoint
10.	Park Beach (at SLSC)	South	Marina Precinct	Representative viewpoint
11.	Boambee Beach	North	Former Deep Sea Fishing Club	Representative viewpoint
<b>Private Domain outside the Precinct</b>				
12a.	Beacon Hill southern residential neighbourhood (North-east - Observatory Hotel)	North-East	Jetty Hub	Representative viewpoint
12b.	Beacon Hill southern residential neighbourhood (North-east - Observatory Hotel)	South-East	Jetty Hub	Representative viewpoint



## 9.0 Visual Impact Assessment

### 9.1 Viewpoint 1 – Coffs Harbour Jetty (eastern end)

#### 9.1.1 Existing View



**Figure 28 Viewpoint 1: Coffs Harbour Jetty (existing view)**

Source: Coffs Clarence Surveying

#### 9.1.2 Existing View Description

This is a view of the Coffs Harbour Jetty Foreshore Precinct across the Coffs Harbour Jetty and its skyline behind.

Coffs Harbour Jetty is the dominant feature of this view. The jetty occupies the entirety of the foreground and much of the background. Due to its strong, linear form, the jetty directs the eye to the background.

The linearity of the jetty is further accentuated by the two rows of railing and lighting on both sides, as well as its rows of seating. This creates the perception of an ordered, relatively formal and almost regimented composition.

The land and water interface, which includes the Harbour and the foreshore area, are visible in the left and right side midground. Coffs Harbour Station and other existing built form across Jordan Esplanade is visible in the midground.

Established vegetation, tree canopy and ranges of Wilson Park create a distinct horizontal plane when viewed against the sky and are key features of the background of this view.

Table 5 Viewpoint 1 details

Item	Detail
Viewing range	Close
Viewing distance	Approx 450m
Viewing direction	West
Viewing angle	Oblique
Viewing elevation	Level

### 9.1.3 Sensitivity to the nature of change proposed

The following table assesses the sensitivity of the viewpoint to nature of change proposed.

Table 6 Viewpoint 1 – Coffs Harbour Jetty (eastern end): sensitivity of the nature of change proposed

Factor	Detail	Level
Type of people	Visitors to the Jetty and Jetty beach, pedestrians, boat users and other transport modes utilising Coffs Harbour, local residents and visitors to the area.	High
Number of people	Generally moderate-high flows of people visiting and utilising Coffs Harbour Jetty. utilising the Jetty, increasing in peak times ie. beginning and end of work hours, weekends, public holidays.	Medium
Social and cultural value	Prominent foreshore location (Coffs Harbour Jetty), in close proximity to Jetty Beach and Jordan Esplanade.	High
Visual characteristics	Views of Coffs Harbour Jetty, Jetty Beach, vegetation and Wilson Park contribute to scenic value.	Medium
Sensitivity		High



### 9.1.4 Proposed View



**Figure 29 Viewpoint 1: Coffs Harbour Jetty (proposed view)**

Source: Coffs Clarence Surveying and Arterra Interactive

The dashed red line illustrates the proposed maximum building envelope controls.

Note: This image reflects site, architectural and landscape resolution in accordance with the Illustrative Masterplan and Design Guide. However, this image does not reflect public realm upgrades and surrounding landscaping to be delivered outside of the State Assessed Planning Proposal. The visual impact of the built form enabled by the Planning Proposal is the focus of this assessment.

### 9.1.5 Magnitude of the nature of change proposed

The Proposal will appear as new, prominent features in the midground of this view.

New residential mixed-use development and hotel accommodation proposed along Jordan Esplanade as well as small-scale retail and community developments will be visible in this view, altering existing views to the Jordan esplanade and foreshore area.

Compared to the prevailing foreshore vegetation and sparse horizontal built form of the existing view, the main change is the introduction of vertical built elements. The proposed built form is predominantly level with existing canopy in the midground and does not exceed the height of distant ranges in the background.

It is reasonable to assume that supplementary planning and the ongoing maturation of existing coastal vegetation may mitigate the visual impact of vertical built elements when viewed from the Jetty.

While the indicative built elements feature increased bulk and scale, the Proposal will successfully reinforce the destination value and identity of Coffs Harbour as a mixed-use Precinct.

Overall, the visual impact is considered to constitute a major change over a wide area that is ongoing but capable of being reversed.

The following table assessed the magnitude of the change proposed.

**Table 7**Viewpoint 1 – Coffs Harbour Jetty (eastern end): Magnitude of the nature of change proposed

		Duration and reversibility			
		Ongoing and irreversible	Ongoing capable of being reversed	Limited life (5 – 10 years)	Limited life (< 5 years)
Size and scale of change	Major change over wide area	Dominant	<b>Considerable</b>	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	Considerable	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

### 9.1.6 Significance of visual impact

The following table assesses the significance of the nature of change proposed.

**Table 8**Viewpoint 1 – Coffs Harbour Jetty (eastern end): significance of visual impact

		Magnitude				
		Dominant	Considerable	Noticeable	Perceptible	Imperceptible
Sensitivity	High	Major	<b>High</b>	Moderate	Low	Negligible
	Medium	High	Moderate	Low	Low	Negligible
	Low	Moderate	Low	Low	Negligible	Negligible
	Negligible	Low	Low	Negligible	Negligible	Negligible

## 9.2 Viewpoint 2a – Jetty Beach (middle)

### 9.2.1 Existing View



**Figure 30 Viewpoint 2a: Jetty Beach – Middle (existing view)**

Source: Coffs Clarence Surveying

### 9.2.2 Existing View Description

This is a view across Jetty Beach and foreshore vegetation toward Jordan Esplanade.

Jetty Beach and surrounding foreshore vegetation are dominant features of the foreground.

In this view, the western vegetated area of the Jetty Beach foreshore is dominant in the centre midground. Coffs Harbour Jetty and associated maritime facilities are also key features of the midground. The linear form of Coffs Harbour Jetty directs the eyes to the centre of the midground.

The horizontal profile of the foreshore creates a strong contrast when viewed against the sky in the background.

Table 9 Viewpoint 2a details

Item	Detail
Viewing range	Close
Viewing distance	300m
Viewing direction	North-west
Viewing angle	Oblique
Viewing elevation	Level

### 9.2.3 Sensitivity to the nature of change proposed

The following table assesses the sensitivity of the viewpoint to nature of change proposed.

Table 10 Viewpoint 2a – Jetty Beach (middle): sensitivity of the nature of change proposed

Factor	Detail	Level
Type of people	Visitors to Jetty beach, pedestrians, people engaged in outdoor recreation, local residents and visitors to the area.	Medium
Number of people	Generally moderate flows of people visiting and utilising Jetty Beach at any one given time, increasing in peak times ie. beginning and end of work hours, weekends, public holidays.	Medium
Social and cultural value	Prominent foreshore location (Jetty Beach), in close proximity to Coffs Harbour Jetty, Coffs Harbour Station and Jordan esplanade promenade.	High
Visual characteristics	Defining natural characteristics, foreshore location and views of Jetty Beach and vegetated foreshore contribute to scenic value.	Medium
Sensitivity		Medium



## 9.2.4 Proposed View



**Figure 31 Viewpoint 2a: Jetty Beach – Middle (proposed view)**

Source: Coffs Clarence Surveying and Arterra Interactive

The dashed red line illustrates the proposed maximum building envelope controls.

Note: This image reflects site, architectural and landscape resolution in accordance with the Illustrative Masterplan and Design Guide. However, this image does not reflect public realm upgrades and surrounding landscaping to be delivered outside of the State Assessed Planning Proposal. The visual impact of the built form enabled by the Planning Proposal is the focus of this assessment.

## 9.2.5 Magnitude of the nature of change proposed

The Proposal will appear as new elements in the midground of this view.

New residential mixed-use development proposed along Jordan esplanade and adjacent to the train-line will be visible in this view.

The main change is the potential introduction of vertical built elements, considering that the foreshore area is currently characterised by established vegetation and a lack of development. The proposed development does protrude above existing vegetation, however does not exceed the height of the dominant canopy line.

It is reasonable to assume that supplementary planning and the ongoing maturation of existing coastal vegetation may mitigate the visual impact of vertical built elements when viewed from the beach.

The Proposal does not impede upon views across Jetty Beach or toward Coffs Harbour Jetty.

The impact is considered to constitute a major change over a restricted area that is ongoing but capable of being reversed.

The following table assesses the magnitude of the nature of change proposed.

**Table 11 Viewpoint 2a – Jetty Beach (middle): magnitude of the nature of change proposed**

		Duration and reversibility			
		Ongoing and irreversible	Ongoing capable of being reversed	Limited life (5 – 10 years)	Limited life (< 5 years)
Size and scale of change	Major change over wide area	Dominant	Considerable	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	<b>Considerable</b>	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

### 9.2.6 Significance of visual impact

The following table assesses the significance of the nature of change proposed.

**Table 12 Viewpoint 2a – Jetty Beach (middle): significance of visual impact**

		Magnitude				
		Dominant	Considerable	Noticeable	Perceptible	Imperceptible
Sensitivity	High	Major	High	Moderate	Low	Negligible
	Medium	High	<b>Moderate</b>	Low	Low	Negligible
	Low	Moderate	Low	Low	Negligible	Negligible
	Negligible	Low	Low	Negligible	Negligible	Negligible

## 9.3 Viewpoint 2b – Jetty Beach (middle)

### 9.3.1 Existing View



**Figure 32 Viewpoint 2b: Jetty Beach – Middle (existing view)**

Source: Coffs Clarence Surveying

### 9.3.2 Existing View Description

This is a view across Jetty Beach and the Harbour toward Corambirra Point and Coffs Harbour Boat Ramp.

Jetty Beach and the Harbour define the foreground of this view.

The horizontal profile of the rock seawall which encloses the Coffs Harbour Boat Ramp defines the centre of the midground. The rise of the Corambirra point headland and land and water interface defines the left of the midground. The vegetated foreshore of Jetty Beach is also a key feature.

The Jetty Beach House, maritime facilities and other built form, are also features of the midground.

Corambirra Headland and the sky, define the background of the view. The sloping profile of the headland creates a strong contrast when viewed against the sky.

Table 13 Viewpoint 2b – Jetty Beach (middle) details

Item	Detail
Viewing range	Close
Viewing distance	Approx 450m
Viewing direction	South
Viewing angle	Oblique
Viewing elevation	Level

### 9.3.3 Sensitivity to the nature of change proposed

The following table assesses the sensitivity of the viewpoint to nature of change proposed.

Table 14 Viewpoint 2b – Jetty Beach (middle): sensitivity of the nature of change proposed

Factor	Detail	Level
Type of people	Visitors to Jetty beach, pedestrians, people engaged in outdoor recreation, local residents and visitors to the area.	Medium
Number of people	Generally moderate flows of people visiting and utilising Jetty Beach at any one given time, increasing in peak times ie. beginning and end of work hours, weekends, public holidays.	Medium
Social and cultural value	Prominent foreshore location (Jetty Beach), in close proximity to Corambirra Point, Coffs Harbour Boat Ramp and Jordan esplanade.	High
Visual characteristics	Defining natural characteristics, foreshore location and views of Jetty Beach, Corambirra Headland and vegetated foreshore contribute to scenic value.	Medium
Sensitivity		Medium



### 9.3.4 Proposed View



**Figure 33 Viewpoint 2b: Jetty Beach – Middle (proposed view)**

Source: Coffs Clarence Surveying and Arterra Interactive

The dashed red line illustrates the proposed maximum building envelope controls.

Note: This image reflects site, architectural and landscape resolution in accordance with the Illustrative Masterplan and Design Guide. However, this image does not reflect public realm upgrades and surrounding landscaping to be delivered outside of the State Assessed Planning Proposal. The visual impact of the built form enabled by the Planning Proposal is the focus of this assessment.

### 9.3.5 Magnitude of the nature of change proposed

The Proposal will appear as new elements in the midground of this view.

The proposed regional tourist destination development at Corambirra Point (redeveloped Jetty Beach House) will be a new, prominent feature of this view.

The main change is the potential introduction of visual bulk and scale, specifically the potential 4-5 storey regional tourist accommodation building with upper-level setbacks. The proposed development does protrude above existing foreshore vegetation, however it does not exceed the height of mature native tree canopy in the midground. The proposed built form does not exceed the height of the Corambirra Point headland.

It is reasonable to assume that supplementary planning and the ongoing maturation of existing coastal vegetation may mitigate the visual impact of proposed vertical built elements when viewed from the beach.

The Proposal does not impede upon views across Jetty Beach or toward Corambirra Point.

The impact is considered to constitute a major change over a restricted area that is ongoing but capable of being reversed.

The following table assesses the magnitude of the nature of change proposed.

**Table 15**Viewpoint 2b – Jetty Beach (middle): magnitude of the nature of change proposed

		Duration and reversibility			
		Ongoing and irreversible	Ongoing capable of being reversed	Limited life (5 – 10 years)	Limited life (< 5 years)
Size and scale of change	Major change over wide area	Dominant	Considerable	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	<b>Considerable</b>	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

### 9.3.6 Significance of visual impact

The following table assesses the significance of the nature of change proposed.

**Table 16**Viewpoint 2b – Jetty Beach (middle): significance of visual impact

		Magnitude				
		Dominant	Considerable	Noticeable	Perceptible	Imperceptible
Sensitivity	High	Major	High	Moderate	Low	Negligible
	Medium	High	<b>Moderate</b>	Low	Low	Negligible
	Low	Moderate	Low	Low	Negligible	Negligible
	Negligible	Low	Low	Negligible	Negligible	Negligible

## 9.4 Viewpoint 3 – Jordan Esplanade North

### 9.4.1 Existing View



**Figure 34 Viewpoint 3 – Jordan Esplanade North (existing view)**

Source: Coffs Clarence Surveying

### 9.4.2 Existing View Description

This is a view from Jordan esplanade north across the local streetscape toward the southern end of the Precinct.

The local streetscape, local park and public infrastructure occupy the foreground of this view.

The vertical street lighting and public realm vegetation are key features of the midground. A glimpse of Coffs Harbour Station is also visible in the centre of the midground.

Residential dwellings and built form positioned against the vegetation of Beacon Hill Park dominate the right side of the midground. The skyline defines the background of this view.

Table 17 Viewpoint 3 details

Item	Detail
Viewing range	Medium
Viewing distance	750m
Viewing direction	South-west
Viewing angle	Oblique
Viewing elevation	Level

### 9.4.3 Sensitivity to the nature of change proposed

The following table assesses the sensitivity of the viewpoint to nature of change proposed.

Table 18 Viewpoint 3 – Jordan Esplanade North: sensitivity of the nature of change proposed

Factor	Detail	Level
Type of people	Visitors to the local area, residents, pedestrians, cyclists, motorists, people engaged in outdoor recreation.	High
Number of people	Generally moderate-high pedestrian and traffic flows are experienced at this northern intersection, increasing in peak times; Jordan Esplanade attracts relatively high traffic volumes as a key local throughfare.	Medium-high
Social and cultural value	Jordan Esplanade functions as an established residential streetscape and key throughfare in the locality, providing connections to Coffs Harbour, Coffs Harbour Station and residential areas.	Medium
Visual characteristics	While natural characteristics of the Beacon Hill Headland are visible, they are partially visible and located in the background. The foreground is dominated by the roadway and carparking which do not contribute to scenic value.	Low – medium
Sensitivity		Medium



#### 9.4.4 Proposed View



**Figure 35 Viewpoint 3 – Jordan Esplanade North (proposed view)**

Source: Coffs Clarence Surveying and Arterra Interactive.

The dashed red line illustrates the proposed maximum building envelope controls

Note: This image reflects site, architectural and landscape resolution in accordance with the Illustrative Masterplan and Design Guide. However, this image does not reflect public realm upgrades and surrounding landscaping to be delivered outside of the State Assessed Planning Proposal. The visual impact of the built form enabled by the Planning Proposal is the focus of this assessment.

#### 9.4.5 Magnitude of the nature of change proposed

The Proposal will appear as new elements in the foreground of this view.

The tourist accommodation building, and various 4-6 storey mixed-use residential developments proposed for northern end of the Jetty Hub will be new, prominent features of this view.

The main change is the potential introduction of vertical tower elements and built form of scale. The proposed development does protrude above the dominant canopy line, and interrupts the view corridor toward the southern residential area.

Whilst a significant change, the Proposal will not impact the key visual values of Jordan Esplanade, which comprise its open space nature and its treed court-street layout.

The impact is considered to constitute a major change over a wide area that is ongoing but capable of being reversed.

The following table assesses the magnitude of the nature of change proposed.

Table 19 Viewpoint 3 – Jordan Esplanade North: magnitude of change proposed

		Duration and reversibility			
		Ongoing and irreversible	Ongoing capable of being reversed	Limited life (5 – 10 years)	Limited life (< 5 years)
Size and scale of change	Major change over wide area	Dominant	Considerable	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	Considerable	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

#### 9.4.6 Significance of visual impact

The following table assesses the significance of the nature of change proposed.

Table 20 Viewpoint 3 – Jordan Esplanade North: significance of visual impact

		Magnitude				
		Dominant	Considerable	Noticeable	Perceptible	Imperceptible
Sensitivity	High	Major	High	Moderate	Low	Negligible
	Medium	High	Moderate	Low	Low	Negligible
	Low	Moderate	Low	Low	Negligible	Negligible
	Negligible	Low	Low	Negligible	Negligible	Negligible



## 9.5 Viewpoint 4 – Jordan Esplanade South

### 9.5.1 Existing View



**Figure 36 Viewpoint 4 – Jordan Esplanade South (existing view)**

Source: Coffs Clarence Surveying

### 9.5.2 Existing View Description

This is a view of Jordan Esplanade South and pedestrian walkway adjacent to Coffs Harbour train-line toward the northern end of the Precinct and the landscape behind.

The paved roadway, grassed strip, pedestrian walkway, public infrastructure and roadside vegetation occupy the foreground of this view. Coffs Harbour train-line is also partially visible in the left side of the foreground. The linear nature of the roadway directs the eye to the midground, toward the northern end of the streetscape.

In the midground, the dense tree canopy and roadside vegetation is dominant. Built form and roof elements are partially visible across the midground.

Wilson's Park, specifically tree canopy and vegetation are visible in the left corner of the background.

Table 21Viewpoint 4 details

Item	Detail
Viewing range	Close
Viewing distance	500m
Viewing direction	North
Viewing angle	Oblique
Viewing elevation	Level

9.5.3 Sensitivity to the nature of change proposed

The following table assesses the sensitivity of the viewpoint to nature of change proposed.

Table 22Viewpoint 4 – Jordan Esplanade South: sensitivity of the nature of change proposed

Factor	Detail	Level
Type of people	Visitors to the local area, residents, pedestrians, cyclists, motorists, people engaged in outdoor recreation.	Medium
Number of people	Generally moderate pedestrian and traffic flows, increasing in peak times; Jordan Esplanade attracts relatively high traffic volumes as a key local throughfare.	Low-medium
Social and cultural value	Jordan Esplanade functions as an established residential streetscape and key throughfare in the locality, providing connections to Coffs Harbour, Coffs Harbour Station and residential areas.	Medium
Visual characteristics	While natural characteristics of Wilson's Headland are visible, they are partially visible and located in the background. The foreground is dominated by the roadway and carparking which do not contribute to scenic value.	Low
Sensitivity		Medium



#### 9.5.4 Proposed View



**Figure 37 Viewpoint 4 – Jordan Esplanade South (proposed view)**

Source: Coffs Clarence Surveying and Arterra Interactive.

The dashed red line illustrates the proposed maximum building envelope controls

Note: This image reflects site, architectural and landscape resolution in accordance with the Illustrative Masterplan and Design Guidelines. This image also features indicative infrastructure upgrades but does not reflect public realm upgrades and surrounding landscaping to be delivered outside of the State Assessed Planning Proposal. The indicative infrastructure upgrades have been visualised to enable a more accurate assessment of the visual impact of the indicative built form and the likely interface between the private and public realm.

#### 9.5.5 Magnitude of the nature of change proposed

The Proposal will appear as prominent new elements in the foreground and midground of this view.

The two-storey tourist accommodation building and community pavilions proposed for the Activity Hub and Village Green sub-precinct will be new, prominent features of this view.

The main change is the potential introduction of built form of scale, as the area adjacent to the Coffs Harbour railway corridor is currently undeveloped and vacant. The proposed development is level with the dominant tree canopy line.

The Proposal does impact view corridors to the north-western area of the Precinct.

The impact is considered to constitute a major change over a wide area that is ongoing but capable of being reversed.

The following table assesses the magnitude of the nature of change proposed.

Table 23 Viewpoint 4 – Jordan Esplanade South: magnitude of the nature of change proposed

		Duration and reversibility			
		Ongoing and irreversible	Ongoing capable of being reversed	Limited life (5 – 10 years)	Limited life (< 5 years)
Size and scale of change	Major change over wide area	Dominant	<b>Considerable</b>	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	Considerable	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

### 9.5.6 Significance of visual impact

The following table assesses the significance of the nature of change proposed.

Table 24 Viewpoint 4 – Jordan Esplanade South: significance of visual impact

		Magnitude				
		Dominant	Considerable	Noticeable	Perceptible	Imperceptible
Sensitivity	<b>High</b>	Major	High	Moderate	Low	Negligible
	<b>Medium</b>	High	<b>Moderate</b>	Low	Low	Negligible
	<b>Low</b>	Moderate	Low	Low	Negligible	Negligible
	<b>Negligible</b>	Low	Low	Negligible	Negligible	Negligible

## 9.6 Viewpoint 5a – Muttonbird Island (North-west - western viewing platform)

### 9.6.1 Existing View



**Figure 38 Viewpoint 5a – Muttonbird Island: North-west, western viewing platform (existing view)**

Source: Coffs Clarence Surveying

### 9.6.2 Existing View Description

This is an iconic view across the Harbour from Muttonbird Island toward the ridgelines and vegetated headlands of Wilson Park, Beacon Hill Park and Coffs Coast State Park.

The Muttonbird Island and water interface is the prominent feature of the foreground of this view.

The Harbour, Coffs Harbour Jetty, Marina Drive and associated maritime facilities dominate the midground. Residential dwellings and built form located on the vegetated foreshore, define the left to centre of the midground.

The undulating profile of the ranges across Wilson Park, Beacon Hill Park and Coffs Coast State Park, creates a strong contrast when viewed against the sky in the background.



Table 25 Viewpoint 5a details

Item	Detail
Viewing range	Long
Viewing distance	2500m
Viewing direction	North-West
Viewing angle	Oblique
Viewing elevation	Level

### 9.6.3 Sensitivity to the nature of change proposed

The following table assesses the sensitivity of the viewpoint to nature of change proposed.

Table 26 Viewpoint 5q – Muttonbird Island (north-west: western viewing platform): sensitivity of the nature of change proposed

Factor	Detail	Level
Type of people	Visitors to Muttonbird Island and Coffs Harbour area, people engaged in active outdoor recreation (Muttonbird Island Walking Trak).	Medium
Number of people	Generally moderate flows of people visiting Muttonbird Island and utilising Muttonbird Island Walking Trak at any one given time.	Medium
Social and cultural value	Prominent foreshore location (Muttonbird Island), established and well-utilised public space, association with Coffs Harbour.	High
Visual characteristics	Defining natural characteristics, foreshore location and views of Coffs Harbour and distant ranges correlated with high scenic value.	High
Sensitivity		High



#### 9.6.4 Proposed View



**Figure 39 Viewpoint 5a – Muttonbird Island: North-west, western viewing platform (existing view)**

Source: Coffs Clarence Surveying and Arterra Interactive

The dashed red line illustrates the proposed maximum building envelope controls.

Note: This image reflects site, architectural and landscape resolution in accordance with the Illustrative Masterplan and Design Guide. However, this image does not reflect public realm upgrades and surrounding landscaping to be delivered outside of the State Assessed Planning Proposal. The visual impact of the built form enabled by the Planning Proposal is the focus of this assessment.

#### 9.6.5 Magnitude of the nature of change proposed

The Proposal will appear as new elements in the midground of this view.

The redeveloped Marina, and various multi-storey developments along Jordan Esplanade associated with the proposed Jetty Hub and the Activity Hub and Village Green sub-precinct, will be new and prominent features of this view.

The main change is the potential introduction of vertical tower elements and built form of scale. The proposed development along Jordan Esplanade does protrude above existing vegetation, it does not exceed the height of the headland of Beacon Hill or distant ranges. The proposed Marina redevelopment integrates with the use, footprint and form of the existing Marina buildings.

Importantly, while the indicative built elements feature increased bulk and scale, the Proposal will successfully reinforce the destination value and identity of Coffs Harbour as a mixed-use Precinct.

The Proposal will not directly impact on the key view corridors from Muttonbird Island across the Harbour toward the vegetated headlands or distant ranges.

The impact is considered to constitute a major change over a wide area that is ongoing but capable of being reversed.

The following table assesses the magnitude of the nature of change proposed.

**Table 27**Viewpoint 5a – Muttonbird Island (north-west: western view platform): magnitude of the nature of change proposed

		Duration and reversibility			
		Ongoing and irreversible	Ongoing capable of being reversed	Limited life (5 – 10 years)	Limited life (< 5 years)
Size and scale of change	Major change over wide area	Dominant	Considerable	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	Considerable	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

### 9.6.6 Significance of visual impact

The following table assesses the significance of the nature of change proposed.

**Table 28**Viewpoint 5a – Muttonbird Island (north-west: western viewing platform): significance of visual impact

		Magnitude				
		Dominant	Considerable	Noticeable	Perceptible	Imperceptible
Sensitivity	High	Major	High	Moderate	Low	Negligible
	Medium	High	Moderate	Low	Low	Negligible
	Low	Moderate	Low	Low	Negligible	Negligible
	Negligible	Low	Low	Negligible	Negligible	Negligible



## 9.7 Viewpoint 5b – Muttonbird Island (South-west - western viewing platform)

### 9.7.1 Existing View



**Figure 40 Viewpoint 5b – Muttonbird Island: South-west, western viewing platform (existing view)**

Source: Coffs Clarence Surveying

### 9.7.2 Existing View Description

This is an iconic view across the Harbour from Muttonbird Island toward the vegetated headlands of Corambirra Point and Boambee Beach.

Muttonbird Island and Coffs Harbour are the prominent features of the foreground of this view.

Corambirra Point, Coffs Harbour Boat Ramp and Jetty Beach dominate the midground. Boambee Beach is visible in the left side of the midground. Residential dwellings and high-rise apartments positioned along the Jordan Esplanade foreshore area, define the right side of the midground.

The upward sloping, horizontal profile of the Boambee and Coffs Coast State Park ranges creates a strong contrast when viewed against the sky.

Table 29 Viewpoint 5b details

Item	Detail
Viewing range	Long
Viewing distance	3500m
Viewing direction	South-west
Viewing angle	Oblique
Viewing elevation	Level

### 9.7.3 Sensitivity to the nature of change proposed

The following table assesses the sensitivity of the viewpoint to nature of change proposed.

Table 30 Viewpoint 5b – Muttonbird Island (south-west: western viewing platform): sensitivity of the nature of change proposed

Factor	Detail	Level
Type of people	Visitors to Muttonbird Island and Coffs Harbour area, people engaged in active outdoor recreation (Muttonbird Island Walking Trak).	Medium
Number of people	Generally moderate flows of people visiting Muttonbird Island and utilising Muttonbird Island Walking Trak at any one given time.	Medium
Social and cultural value	Prominent foreshore location (Muttonbird Island), established and well-utilised public space, association with Coffs Harbour.	High
Visual characteristics	Defining natural characteristics, foreshore location and views of the Harbour and distant ranges correlated with high scenic value.	High
Sensitivity		High



#### 9.7.4 Proposed View



**Figure 41 Viewpoint 5b – Muttonbird Island: South-west, western viewing platform (proposed view)**

Source: Coffs Clarence Surveying and Arterra Interactive

The dashed red line illustrates the proposed maximum building envelope controls

Note: This image reflects site, architectural and landscape resolution in accordance with the Illustrative Masterplan and Design Guide. However, this image does not reflect public realm upgrades and surrounding landscaping to be delivered outside of the State Assessed Planning Proposal. The visual impact of the built form enabled by the Planning Proposal is the focus of this assessment.

#### 9.7.5 Magnitude of the nature of change proposed

The Proposal will appear as new elements in the midground of this view.

The redeveloped Jetty Beach house at Corambirra Point and various multi-storey developments along Jordan Esplanade associated with the proposed Jetty Hub sub-Precinct, will be new and prominent features of this view.

The main change is the potential introduction of visual bulk and scale, specifically the proposed 4-5 storey regional tourist accommodation building at Corambirra Point. The proposed development does protrude above existing vegetation, however it does not exceed the height of Corambirra Point or the Beacon hill southern headland. While the potential introduction of new built form and additional height will be visible, the development proposed for the Jetty Hub sub-Precinct does predominantly integrate with the footprint and form of the existing residential development across the foreshore area.

Importantly, the Proposal will not directly impact on the views from Muttonbird Island across the Harbour or detract from the natural characteristics of Coffs Harbour.

The impact is considered to constitute a major change over a restricted area that is ongoing but capable of being reversed.

The following table assesses the magnitude of the nature of change proposed.

**Table 31**Viewpoint 5b – Muttonbird Island (south-west: western viewing platform): magnitude of the nature of change proposed

		Duration and reversibility			
		Ongoing and irreversible	Ongoing capable of being reversed	Limited life (5 – 10 years)	Limited life (< 5 years)
Size and scale of change	Major change over wide area	Dominant	Considerable	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	<b>Considerable</b>	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

#### 9.7.6 Significance of visual impact

The following table assesses the significance of the nature of change proposed.

**Table 32**Viewpoint 5b – Muttonbird Island (south-west: western viewing platform): significance of visual impact

		Magnitude				
		Dominant	Considerable	Noticeable	Perceptible	Imperceptible
Sensitivity	<b>High</b>	Major	<b>High</b>	Moderate	Low	Negligible
	<b>Medium</b>	High	Moderate	Low	Low	Negligible
	<b>Low</b>	Moderate	Low	Low	Negligible	Negligible
	<b>Negligible</b>	Low	Low	Negligible	Negligible	Negligible



## 9.8 Viewpoint 6 – Corambirra Point (picnic shelters)

### 9.8.1 Existing View



**Figure 42 Viewpoint 6 - Corambirra Point: Picnic Shelters (existing view)**

Source: Coffs Clarence Surveying

### 9.8.2 Existing View Description

This is a view across Jetty Beach and the Harbour toward the Coffs Harbour Marina and northern end of the Precinct.

The grassed public area, pedestrian walkway, rock seawall and the land and water interface define the foreground of this view.

Jetty Beach and the Harbour comprise a significant proportion of the midground of this view. The vegetated foreshore area which defines the edge of Jordan Esplanade, is a key feature of the midground and direct the eye to the northern end of the Precinct, toward the Jetty and Coffs Harbour Marina.

The sky defines the background of this view and accentuates the horizontal profile of the Wilsons Park and Coffs Coast State Park ranges.

Table 33 Viewpoint 6 details

Item	Detail
Viewing range	Long
Viewing distance	750m
Viewing direction	North-West
Viewing angle	Oblique
Viewing elevation	Level

### 9.8.3 Sensitivity to the nature of change proposed

The following table assesses the sensitivity of the viewpoint to nature of change proposed.

Table 34 Viewpoint 6 – Corambirra Point (picnic shelters): sensitivity of the nature of change proposed

Factor	Detail	Level
Type of people	Visitors to Corambirra Point, Coffs Harbour Boat Ramp, Jetty Beach, residents, pedestrians, cyclists, motorists, people engaged in active outdoor recreation.	Medium-High
Number of people	Generally moderate flows of people visiting Corambirra Point, utilising associated public spaces and Coffs Harbour Boat Ramp at any one given time.	Medium
Social and cultural value	Foreshore location (Corambirra Point), established and well-utilised public space, association with Coffs Harbour.	Medium-High
Visual characteristics	Defining natural characteristics, foreshore location and views of Jetty Beach and distant ranges correlated with high scenic value.	High
Sensitivity		High



#### 9.8.4 Proposed View



**Figure 43 Viewpoint 6 - Corambirra Point: Picnic Shelters (proposed view)**

Source: Coffs Clarence Surveying and Arterra Interactive

The dashed red line illustrates the proposed maximum building envelope controls.

Note: This image reflects site, architectural and landscape resolution in accordance with the Illustrative Masterplan and Design Guide. However, this image does not reflect public realm upgrades and surrounding landscaping to be delivered outside of the State Assessed Planning Proposal. The visual impact of the built form enabled by the Planning Proposal is the focus of this assessment.

#### 9.8.5 Magnitude of the nature of change proposed

The Proposal will appear as new elements in the midground of this view.

The Jetty Hub, specifically the various multi-storey mixed-use residential developments proposed, will be a new, prominent feature of this view.

The upper storey elements of the proposed development will be visible above the dominant canopy line. While the potential introduction of built form and additional height will be visible, the Proposal does not limit views to the distant ranges.

It is reasonable to assume that the ongoing maturation of existing coastal vegetation on the foreshore may mitigate the visual impact of vertical built elements when viewed from Corambirra Point.

The Proposal does not comprise views along Jetty Beach or toward Coffs Harbour Jetty.

The impact is considered to constitute a moderate change over a restricted area that is ongoing but capable of being reversed.

The following table assesses the magnitude of the nature of change proposed.

**Table 35**Viewpoint 6 – Corambirra Point (picnic shelters): magnitude of the nature of change proposed

		Duration and reversibility			
		Ongoing and irreversible	Ongoing capable of being reversed	Limited life (5 – 10 years)	Limited life (< 5 years)
Size and scale of change	Major change over wide area	Dominant	Considerable	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	Considerable	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

### 9.8.6 Significance of visual impact

The following table assesses the significance of the nature of change proposed.

**Table 36**Viewpoint 6 – Corambirra Point (picnic shelters) significance of visual impact

		Magnitude				
		Dominant	Considerable	Noticeable	Perceptible	Imperceptible
Sensitivity	High	Major	High	Moderate	Low	Negligible
	Medium	High	Moderate	Low	Low	Negligible
	Low	Moderate	Low	Low	Negligible	Negligible
	Negligible	Low	Low	Negligible	Negligible	Negligible



## 9.9 Viewpoint 7 – Beacon Hill Lookout

### 9.9.1 Existing View



**Figure 44 Viewpoint 7 – Beacon Hill Lookout (existing view)**

Source: Coffs Clarence Surveying

### 9.9.2 Existing View Description

This is a view across Coffs Harbour toward Muttonbird Island from Beacon Hill Lookout across the thickly vegetated headland of Beacon Hill.

The established vegetation and tree canopy dominate the foreground of this view, alongside glimpses of built form positioned within the foreshore area.

Jetty Beach, the Harbour and Coffs Harbour Jetty, the Marina and Muttonbird Island are key features of the midground. Muttonbird Island is particularly dominant in this view, and directs the eye toward the centre of the midground.

The division between the ocean and the skyline clearly delineates the midground and background.

Table 37 Viewpoint 7 details

Item	Detail
Viewing range	Long
Viewing distance	4000m+
Viewing direction	North-east
Viewing angle	Oblique
Viewing elevation	Upper

### 9.9.3 Sensitivity to the nature of change proposed

The following table assesses the sensitivity of the viewpoint to nature of change proposed.

Table 38 Viewpoint 7 – Beacon Hill Lookout: sensitivity of the nature of change proposed

Factor	Detail	Level
Type of people	Visitors to Beacon Hill Park and Lookout residents, pedestrians, cyclists, people engaged in active outdoor recreation.	Medium
Number of people	Generally moderate flows of people visiting Beacon Hill Park and Lookout and utilising walkway and bike trail at any one given time.	Medium
Social and cultural value	Foreshore location (Beacon Hill Lookout), established and well-utilised public space, association with Coffs Harbour.	High
Visual characteristics	Defining natural characteristics, foreshore location and views of the Harbour and Muttonbird Island correlated with high scenic value.	High
Sensitivity		High



## 9.9.4 Proposed View



**Important note:** the dashed red line illustrates the proposed maximum building envelope controls. The solid buildings represent the application of the Design Guide provisions within this building envelope. See below text for additional detail.

**Figure 45 Viewpoint 7 – Beacon Hill Lookout (proposed view)**

Source: Coffs Clarence Surveying and Arterra Interactive

The dashed red line illustrates the proposed maximum building envelope controls.

Note: This image reflects site, architectural and landscape resolution in accordance with the Illustrative Masterplan and Design Guide. However, this image does not reflect public realm upgrades and surrounding landscaping to be delivered outside of the State Assessed Planning Proposal. The visual impact of the built form enabled by the Planning Proposal is the focus of this assessment.

## 9.9.5 Magnitude of the nature of change proposed

The Proposal will appear as new elements in the midground of this view.

The redeveloped Marina, specifically four buildings ranging from 2-4 storeys will be a new feature of this view.

While the potential introduction of new built form and additional height will be visible, the Proposal integrates with the use, footprint and form of the existing Marina buildings. Importantly, the Proposal will not directly impact on the key view corridors and or detract from the natural characteristics of Coffs Harbour.

The Proposal does not exceed the height of Muttonbird island or interrupt views toward the Jetty and the outer Harbour beyond.

The impact is considered to constitute a major change over a restricted area that is ongoing but capable of being reversed.

The following table assesses the magnitude of the nature of change proposed.

Table 39 Viewpoint 7 – Beacon Hill Lookout: magnitude of the nature of change proposed

		Duration and reversibility			
		Ongoing and irreversible	Ongoing capable of being reversed	Limited life (5 – 10 years)	Limited life (< 5 years)
Size and scale of change	Major change over wide area	Dominant	Considerable	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	<b>Considerable</b>	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

### 9.9.6 Significance of visual impact

The following table assesses the significance of the nature of change proposed.

Table 40 Viewpoint 7 – Beacon Hill Lookout: significance of visual impact

		Magnitude				
		Dominant	Considerable	Noticeable	Perceptible	Imperceptible
Sensitivity	<b>High</b>	Major	<b>High</b>	Moderate	Low	Negligible
	<b>Medium</b>	High	Moderate	Low	Low	Negligible
	<b>Low</b>	Moderate	Low	Low	Negligible	Negligible
	<b>Negligible</b>	Low	Low	Negligible	Negligible	Negligible



## 9.10 Viewpoint 8 – Jetty Precinct (plaza near Harbour Drive and Orlando Street)

### 9.10.1 Existing View



**Figure 46 Viewpoint 8 – Jetty Precinct: Plaza near Harbour Drive and Orlando Street (existing view)**

Source: Coffs Clarence Surveying

### 9.10.2 Existing View Description

This is a view from the intersection of Orlando Street and Marina Drive across the local streetscape toward Jordan Esplanade and Coffs Harbour Jetty.

The local streetscape, public infrastructure and roadside vegetation occupy the foreground of this view.

The vertical street lighting and established tree canopy are key features of the midground. Glimpses of existing built form along Marina Drive and Jordan Esplanade are partially visible in the centre of the midground.

The skyline defines the background of this view.

Table 41 Viewpoint 8 details

Item	Detail
Viewing range	Close
Viewing distance	200m
Viewing direction	South-east
Viewing angle	Oblique
Viewing elevation	Level

### 9.10.3 Sensitivity to the nature of change proposed

The following table assesses the sensitivity of the viewpoint to nature of change proposed.

Table 42 Viewpoint 8 – Jetty Precinct (plaza near Harbour Drive and Orlando Street): sensitivity of the nature of change proposed

Factor	Detail	Level
Type of people	Visitors to the local area, residents, pedestrians, cyclists, motorists, people engaged in outdoor recreation.	High
Number of people	Generally moderate-high pedestrian and traffic flows are experienced at this intersection, increasing in peak times; Orlando Street attracts relatively high traffic volumes as a key local throughfare.	Medium-high
Social and cultural value	Orlando Street functions as a key local throughfare, servicing the northern and western area of the locality as it becomes Harbour Drive. It provides connections to Marina Drive, Harbour Drive Village Shopping Centre and residential areas.	Medium
Visual characteristics	While natural characteristics are visible, they are not the dominant feature of this view. The foreground is dominated by the roadway, public infrastructure and carparking which do not contribute to scenic value.	Low
Sensitivity		Medium



#### 9.10.4 Proposed View



**Figure 47 Viewpoint 8 - Jetty Precinct: Plaza near Harbour Drive and Orlando Street (proposed view)**

Source: Coffs Clarence Surveying and Arterra Interactive

The dashed red line illustrates the proposed maximum building envelope controls

Note: This image reflects site, architectural and landscape resolution in accordance with the Illustrative Masterplan and Design Guide. However, this image does not reflect public realm upgrades and surrounding landscaping to be delivered outside of the State Assessed Planning Proposal. The visual impact of the built form enabled by the Planning Proposal is the focus of this assessment.

#### 9.10.5 Magnitude of the nature of change proposed

The Proposal will appear as new elements in the midground of this view.

The proposed 6-storey tourist accommodation building (right) and mixed-use residential development (left) will be new, prominent features of this view.

The main change is the potential introduction of vertical tower elements and built form of scale. The proposed development does protrude above the dominant canopy line and interrupts the view corridor toward Jordan Esplanade and the northern end of the Precinct.

The Proposal respects the existing view corridor toward Coffs Harbour Jetty, and natural characteristics are still a dominant feature.

The impact is considered to constitute a major change over a wide area that is ongoing but capable of being reversed.

The following table assesses the magnitude of the nature of change proposed.

**Table 43**Viewpoint 8 – Jetty Precinct (plaza near Harbour Drive and Orlando Street): magnitude of the nature of change proposed

		Duration and reversibility			
		Ongoing and irreversible	Ongoing capable of being reversed	Limited life (5 – 10 years)	Limited life (< 5 years)
Size and scale of change	Major change over wide area	Dominant	<b>Considerable</b>	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	Considerable	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

#### 9.10.6 Significance of visual impact

The following table assesses the significance of the nature of change proposed.

**Table 44**Viewpoint 8 – Jetty Precinct (plaza near Harbour Drive and Orlando Street): significance of visual impact

		Magnitude				
		Dominant	Considerable	Noticeable	Perceptible	Imperceptible
Sensitivity	<b>High</b>	Major	High	Moderate	Low	Negligible
	<b>Medium</b>	High	<b>Moderate</b>	Low	Low	Negligible
	<b>Low</b>	Moderate	Low	Low	Negligible	Negligible
	<b>Negligible</b>	Low	Low	Negligible	Negligible	Negligible



## 9.11 Viewpoint 9 – Harbour Drive (where crests Beacon Hill)

### 9.11.1 Existing View



**Figure 48 Viewpoint 9 – Harbour Drive: where crests Beacon Hill (existing view)**

Source: Coffs Clarence Surveying

### 9.11.2 Existing View Description

This is a view from the pedestrian walkway along Harbour Drive across the local streetscape toward Coffs Harbour Jetty Beach.

The local streetscape, roadway, public infrastructure, Coffs Harbour High School and other adjacent mixed-use development occupy the foreground of this view.

The vertical street lighting and sparsely located tree canopy also occupy the midground. The linear nature of the roadway directs the eye to the background, toward the outer Harbour located in the centre of the view and the horizon beyond.

Glimpses of existing built form along Marina Drive and Jordan Esplanade are partially visible in the centre of the midground.

The sky in the background accentuates the linear profile of the horizon.

Table 45Viewpoint 9 details

Item	Detail
Viewing range	Long
Viewing distance	3000m+
Viewing direction	North-east
Viewing angle	Oblique
Viewing elevation	Level

### 9.11.3 Sensitivity to the nature of change proposed

The following table assesses the sensitivity of the viewpoint to nature of change proposed.

Table 46Viewpoint 9 – Harbour Drive (where crests Beacon Hill): sensitivity of the nature of change proposed

Factor	Detail	Level
Type of people	Visitors to the local area, residents, pedestrians, cyclists, motorists, people engaged in outdoor recreation.	High
Number of people	Generally moderate-high pedestrian and traffic flows are experienced along Harbour Drive, increasing in peak times ie. end of school and work hours. Harbour Drive attracts relatively high traffic volumes as a key local throughfare.	Medium-high
Social and cultural value	Harbour Drive functions as key local throughfare, servicing the western and northern area of the locality as it becomes Orlando Street. It intersects the village centre and provides connections to Coffs Harbour High School and Village Shopping centre.	Medium
Visual characteristics	While natural characteristics are visible, they are not the dominant feature of this view. The foreground is dominated by the roadway, public infrastructure and carparking which do not contribute to scenic value.	Low
Sensitivity		Medium



#### 9.11.4 Proposed View



**Figure 49 Viewpoint 9 – Harbour Drive: where crests Beacon Hill (proposed view)**

Source: Coffs Clarence Surveying and Arterra Interactive

The dashed red line illustrates the proposed maximum building envelope controls.

Note: This image reflects site, architectural and landscape resolution in accordance with the Illustrative Masterplan and Design Guide. However, this image does not reflect public realm upgrades and surrounding landscaping to be delivered outside of the State Assessed Planning Proposal. The visual impact of the built form enabled by the Planning Proposal is the focus of this assessment.

#### 9.11.5 Magnitude of the nature of change proposed

The Proposal will appear as new elements in the midground of this view.

The Jetty Hub, specifically the various multi-storey mixed-use residential developments proposed, will be a new, prominent feature of this view.

The main change is the potential introduction of vertical tower elements and built form of scale. The proposed development does not exceed the dominant height of existing buildings, and is in keeping with the built up character of Harbour Drive.

The Proposal does limit views toward the eastern end of the Precinct and the outer Harbour beyond.

The impact is considered to constitute a major change over a wide area that is ongoing but capable of being reversed.

The following table assesses the magnitude of the nature of change proposed.

**Table 47 Viewpoint 9 – Harbour Drive (where crests Beacon Hill): magnitude of the nature of change proposed**

		Duration and reversibility			
		Ongoing and irreversible	Ongoing capable of being reversed	Limited life (5 – 10 years)	Limited life (< 5 years)
Size and scale of change	Major change over wide area	Dominant	Considerable	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	Considerable	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

### 9.11.6 Significance of visual impact

The following table assesses the significance of the nature of change proposed.

**Table 48 Viewpoint 9 – Harbour Drive (where crests Beacon Hill): significance of visual impact**

		Magnitude				
		Dominant	Considerable	Noticeable	Perceptible	Imperceptible
Sensitivity	High	Major	High	Moderate	Low	Negligible
	Medium	High	Moderate	Low	Low	Negligible
	Low	Moderate	Low	Low	Negligible	Negligible
	Negligible	Low	Low	Negligible	Negligible	Negligible

## 9.12 Viewpoint 10 – Park Beach (at SLSC)

### 9.12.1 Existing View



**Figure 50 Viewpoint 10 – Park Beach: at SLSC (existing view)**

Source: Coffs Clarence Surveying

### 9.12.2 Existing View Description

This is a view across Park Beach toward Coffs Harbour Marina and Muttonbird Island.

Park Beach defines the foreground of this view.

The undulating terrain of Muttonbird Island and Corambirra Point defines the horizontal profile of midground. The rock seawall of the Coffs Harbour Marina, associated built form, maritime facilities and foreshore vegetation are also key features of the midground.

The sloping profile of the headlands creates a strong contrast when viewed against the sky in the background.

Table 49 Viewpoint 10 details

Item	Detail
Viewing range	Long
Viewing distance	750m
Viewing direction	South
Viewing angle	Oblique
Viewing elevation	Level

### 9.12.3 Sensitivity to the nature of change proposed

The following table assesses the sensitivity of the viewpoint to nature of change proposed.

Table 50 Viewpoint 10 – Park Beach (at SLSC): sensitivity of the nature of change proposed

Factor	Detail	Level
Type of people	Visitors to Park beach, pedestrians, people engaged in outdoor recreation, local residents and visitors to the area.	Medium
Number of people	Generally moderate flows of people visiting and utilising Park Beach at any one given time, increasing in peak times ie. beginning and end of work hours, weekends, public holidays.	Medium
Social and cultural value	Prominent foreshore location (Park Beach), in close proximity to Coffs Harbour Marina and Muttonbird Island.	High
Visual characteristics	Defining natural characteristics, foreshore location and views of Park Beach, Muttonbird Island Headland and vegetated foreshore contribute to scenic value.	High
Sensitivity		High



#### 9.12.4 Proposed View



**Figure 51 Viewpoint 10 – Park Beach: at SLSC (proposed view)**

Source: Coffs Clarence Surveying and Arterra Interactive

The dashed red line illustrates the proposed maximum building envelope controls.

Note: This image reflects site, architectural and landscape resolution in accordance with the Illustrative Masterplan and Design Guide. However, this image does not reflect public realm upgrades and surrounding landscaping to be delivered outside of the State Assessed Planning Proposal. The visual impact of the built form enabled by the Planning Proposal is the focus of this assessment.

#### 9.12.5 Magnitude of the nature of change proposed

The Proposal will appear as new elements in the midground of this view.

The redeveloped Marina, specifically four buildings ranging from 2-4 storeys will be new and prominent features of this view.

The key change is the potential introduction of built form of bulk and scale in landscape that is predominantly undeveloped. However, the proposed development integrates with the use, footprint and form of the existing Marina buildings.

The Proposal does not exceed the height of Muttonbird island and is level with the height of Corambirra Point headland.

Importantly, the Proposal will not directly impact on the key views across Park Beach toward Muttonbird Island or the Marina.

The impact is considered to constitute a major change over a restricted area that is ongoing but capable of being reversed.

The following table assesses the magnitude of the nature of change proposed.

**Table 51**Viewpoint 10 – Park Beach (at SLSC): magnitude of the nature of change proposed

		Duration and reversibility			
		Ongoing and irreversible	Ongoing capable of being reversed	Limited life (5 – 10 years)	Limited life (< 5 years)
Size and scale of change	Major change over wide area	Dominant	Considerable	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	<b>Considerable</b>	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

#### 9.12.6 Significance of visual impact

The following table assesses the significance of the nature of change proposed.

**Table 52**Viewpoint 10 – Park Beach (at SLSC): significance of visual impact

		Magnitude				
		Dominant	Considerable	Noticeable	Perceptible	Imperceptible
Sensitivity	High	Major	<b>High</b>	Moderate	Low	Negligible
	Medium	High	Moderate	Low	Low	Negligible
	Low	Moderate	Low	Low	Negligible	Negligible
	Negligible	Low	Low	Negligible	Negligible	Negligible

## 9.13 Viewpoint 11 – Boambee Beach

### 9.13.1 Existing View



**Figure 52 Viewpoint 11 – Boambee Beach (existing view)**

Source: Coffs Clarence Surveying

### 9.13.2 Existing View Description

This is a view across Boambee Beach toward the Former Deep Sea Fishing Club and Corambirra Point.

Boambee Beach and foreshore coastal vegetation defines the foreground of this view.

The roof elements of the former Deep Sea Fishing Club and undulating terrain of Corambirra Point defines the midground. Foreshore coastal vegetation is also a key element of the midground.

The headlands clearly delineates the midground and background. The sky is a key visual element of the background of this view. The skyline also emphasizes the undulating profile of the Corambirra Point.

Table 53 Viewpoint 11 details

Item	Detail
Viewing range	Medium
Viewing distance	400m+
Viewing direction	North
Viewing angle	Oblique
Viewing elevation	Level

### 9.13.3 Sensitivity to the nature of change proposed

The following table assesses the sensitivity of the viewpoint to nature of change proposed.

Table 54 Viewpoint 11 – Boambee Beach: sensitivity of the nature of change proposed

Factor	Detail	Level
Type of people	Visitors to Boambee beach, pedestrians, people engaged in outdoor recreation, local residents and visitors to the area.	Medium
Number of people	Generally moderate flows of people visiting and utilising Boambee Beach at any one given time, increasing in peak times ie. beginning and end of work hours, weekends, public holidays.	Medium
Social and cultural value	Prominent foreshore location (Boambee Beach), in close proximity to former Deep Sea Fishing Club and Corambirra Point.	High
Visual characteristics	Defining natural characteristics, foreshore location and views of Boambee Beach, Corambirra Point and vegetated foreshore contribute to scenic value.	High
Sensitivity		High



### 9.13.4 Proposed View



**Figure 53 Viewpoint 11 – Boambee Beach (proposed view)**

Source: Coffs Clarence Surveying and Arterra Interactive

The dashed red line illustrates the proposed maximum building envelope controls.

Note: This image reflects site, architectural and landscape resolution in accordance with the Illustrative Masterplan and Design Guide. However, this image does not reflect public realm upgrades and surrounding landscaping to be delivered outside of the State Assessed Planning Proposal. The visual impact of the built form enabled by the Planning Proposal is the focus of this assessment.

### 9.13.5 Magnitude of the nature of change proposed

The Proposal will appear as new elements in the midground of this view.

The redeveloped Jetty Beach house, specifically the specifically the proposed 4-5 storey regional tourist accommodation building, will be a new and prominent feature of this view.

The key change is the potential introduction of built form of bulk and scale in a natural landscape that is predominantly undeveloped and open. The proposed development does protrude above the height of existing vegetation and is level with the height of the Corambirra Point headland.

Importantly, the Proposal does not directly impact on the key view corridors across Boambee Beach or toward Corambirra Point.

It is reasonable to assume that the ongoing maturation of existing coastal vegetation may mitigate the visual impact of built elements when viewed from the beach.

The impact is considered to constitute a major change over a restricted area that is ongoing but capable of being reversed.

The following table assesses the magnitude of the nature of change proposed.

**Table 55**Viewpoint 11 – Boambee Beach: magnitude of the nature of change proposed

		Duration and reversibility			
		Ongoing and irreversible	Ongoing capable of being reversed	Limited life (5 – 10 years)	Limited life (< 5 years)
Size and scale of change	Major change over wide area	Dominant	Considerable	Considerable	Noticeable
	Major change over restricted area, or Moderate change over wide area	Considerable	Considerable	Noticeable	Noticeable
	Moderate change over restricted area; or Minor change over a wide area	Considerable	Noticeable	Noticeable	Perceptible
	Minor change over a restricted area; or Insignificant change	Perceptible	Perceptible	Perceptible	Imperceptible
	Imperceptible change	Imperceptible	Imperceptible	Imperceptible	Imperceptible

### 9.13.6 Significance of visual impact

The following table assesses the significance of the nature of change proposed.

**Table 56**Viewpoint 11 – Boambee Beach: significance of visual impact

		Magnitude				
		Dominant	Considerable	Noticeable	Perceptible	Imperceptible
Sensitivity	High	Major	High	Moderate	Low	Negligible
	Medium	High	Moderate	Low	Low	Negligible
	Low	Moderate	Low	Low	Negligible	Negligible
	Negligible	Low	Low	Negligible	Negligible	Negligible

### 9.13.7 Summary of visual impact assessment

Overall, the key visual impact of the Illustrative Masterplan is the potential increased extent and scale of built form within parts of the Precinct. More specifically, this includes:

- extending the existing highly developed urban part of Coffs Harbour to the east closer to the Pacific Ocean
- expanding the existing and evolving Coffs Jetty mixed use Precinct on the western side of the North Coast railway line
- enabling taller buildings to be visible behind foreshore vegetation
- increasing the scale of the Marina Precinct, enabling the former Deep Sea Fishing Club site to be visible from Boambee Beach
- creating a new, high amenity foreshore frontage for Coffs Harbour
- improving the overall visual amenity of parts of the Precinct in particular the Unused Railway Lands and unformed surface level carparking.

The following table provides a summary of the visual impact for all viewpoints points assessed.

**Table 57**Summary of visual impact

Viewpoint	Sensitivity to the nature of change proposed	Magnitude of the nature of change proposed	Significance of visual impact
Viewpoint 1: Coffs Harbour Jetty (eastern end)	High	Considerable	High
Viewpoint 2a: Jetty Beach (middle)	Medium	Considerable	Moderate
Viewpoint 2b: Jetty Beach (middle)	Medium	Conservable	Moderate
Viewpoint 3: Jordan Esplanade North	Medium	Considerable	Moderate
Viewpoint 4: Jordan Esplanade South	Medium	Considerable	Moderate
Viewpoint 5a: Muttonbird Island (north-west - western viewing platform)	High	Considerable	High
Viewpoint 5b: Muttonbird Island (south-west - western viewing platform)	High	Considerable	High
Viewpoint 6: Corambirra Point (picnic shelters)	High	Considerable	High
Viewpoint 7: Beacon Hill Lookout	High	Considerable	High
Viewpoint 8: Jetty Precinct (Plaza near Harbour Drive and Orlando Street)	Medium	Considerable	Moderate
Viewpoint 9: Harbour Drive (where crests Beacon Hill)	Medium	Considerable	Moderate
Viewpoint 10: Park Beach (at SLSC)	High	Considerable	High
Viewpoint 11: Boambee Beach	High	Considerable	High
<b>Overall visual impact</b>	<b>High</b>	<b>Considerable</b>	<b>High</b>



## 10.0 View Impact Assessment

In order to understand the nature and extent of existing views available from nearby private property and to assess the potential of the Proposal on these view permission to access was sought from two different properties located on the north and south of the western side of the North Coast railway line. Permission to access was only granted to one property, being the Observatory Self Contained Apartments. As such, survey aligned photomontages have been prepared by Arterra Interactive in collaboration with Coffs Coast Surveying and Spatial for this dwelling with observations being extrapolated to apply more generally to other parts of Beacon Hill.

To complement this, views have been produced by SJB in a 3D simulated model, and review of publicly available photographs has also been undertaken. It is important to note that as the 3D simulated model photographs do not align fully with the parameters of the LEC Photomontage Policy, they should be considered a general guide only.

### 10.1 Viewpoint 12a – Beacon Hill southern residential neighbourhood (North-east - Observatory Hotel)

#### 10.1.1 Existing View



**Figure 54 Viewpoint 12a – Beacon Hill southern residential neighbourhood: North-east – Observatory Hotel (existing view)**

Source: Coffs Clarence Surveying



## 10.1.2 Proposed View



**Important note:** the dashed red line illustrates the proposed maximum building envelope controls. The solid buildings represent the application of the Design Guide provisions within this building envelope. See below text for additional detail.

**Figure 55 Viewpoint 12a – Beacon Hill southern residential neighbourhood: North-east – Observatory Hotel (proposed view)**

Source: Coffs Clarence Surveying and Arterra Interactive

The dashed red line illustrates the proposed maximum building envelope controls.

Note: This image reflects site, architectural and landscape resolution in accordance with the Illustrative Masterplan and Design Guide. However, this image does not reflect public realm upgrades and surrounding landscaping to be delivered outside of the State Assessed Planning Proposal. The visual impact of the built form enabled by the Planning Proposal is the focus of this assessment.

## 10.2 Viewpoint 12b – Beacon Hill southern residential neighbourhood (south-east -Observatory Hotel)

### 10.2.1 Existing View



**Figure 56 Viewpoint 12b – Beacon Hill southern residential neighbourhood (south-east-Observatory Hotel)**

Source: Coffs Clarence Surveying



## 10.2.2 Proposed View



**Important note:** the dashed red line illustrates the proposed maximum building envelope controls. The solid buildings represent the application of the Design Guide provisions within this building envelope. See below text for additional detail.

**Figure 57 Viewpoint 12b – Beacon Hill southern residential neighbourhood (south-east-Observatory Hotel)**

Source: Coffs Clarence Surveying and Arterra Interactive

The dashed red line illustrates the proposed maximum building envelope controls

Note: This image reflects site, architectural and landscape resolution in accordance with the Illustrative Masterplan and Design Guide. However, this image does not reflect public realm upgrades and surrounding landscaping to be delivered outside of the State Assessed Planning Proposal. The visual impact of the built form enabled by the Planning Proposal is the focus of this assessment.

### 10.3 Step 1: Assess the views to be affected

This is an elevated view from the projecting balcony of the southernmost apartment in the upper building of the Observatory Self Contained Apartments located at 30-36 Camperdown St, Coffs Harbour. It is located 30m (approx.) from the western boundary of the Precinct. Subject to matters such as elevation and the location of other buildings, it may generally be considered as representative of the nature and extent of views that may be obtained from dwellings on the eastern side of Camperdown St, which is on the lower east facing slope of Beacon Hill. These dwellings are ordinarily occupied mainly by permanent residents, with a number of premises providing for temporary visitors. The east facing slope of Beacon Hill comprises properties on Camperdown Street, Edinburgh Street (eastern side), Nile Street and Victoria Parade. As such, the number of people ordinarily exposed to view of this nature is moderate – high.

The view looks extends from the north-east to the south-east and has a considerable depth. As such, it is considered a panoramic view. The foreground largely comprises buildings and structures on the western side of the North Coast rail line, in particular in a north-east direction the rooftop of the lower building of the Observatory Self Contained Apartments and elements associated with the Coffs Harbour railway station and the North Coast railway line. The midground largely comprises green open space, including grassed and vegetated areas. To the north-east, this includes the Unused Railway Land Sub-Precinct and the foreshore parklands. While open space associated with the Unused Railway Land Sub-Precinct is visible to the south-east, views to the foreshore parkland are blocked by dense screening vegetation on the western side of Jordan Esplanade. Jordan Esplanade is noticeable in the midground in that part of the view to the north-east.

In that part of the view to the north-east the background also largely comprises the green open space, including grassed and vegetated areas, associated with the foreshore parklands. This includes stands of Norfolk Pines. The tops of buildings and boats in the Marina are noticeable in the background. The Eastern Breakwall is also noticeable. In that part of the view to the south-east the foreshore parklands are not visible. Rather, the Coffs Harbour outer harbour as well as Muttonbird Island and Corambirra Point are the dominant visual elements.

Apart from the trees, the Pacific Ocean is visible in an unbroken line against the horizon in the north-east far background. The Solitary Islands, including South Solitary Island and its lighthouse are also visible in the far background. Muttonbird Island breaks this line in the centre background. The Pacific Ocean is visible again in the that part of the view to the south-east above the Eastern Breakwall, before being blocked by Corambirra Point. It again becomes visible to the right (south) of Corambirra Point.

The view includes what may be considered in the Coffs Harbour as an 'iconic' element in the form of Muttonbird Island, as well as the highly valuable Pacific Ocean, South Solitary Islands, Coffs Harbour outer harbour, eastern breakwall and the Corambirra Point.

Overall, the view is considered highly valuable.

### 10.4 Step 2: Consider from what part of the property the views are obtained

This view is obtained from a rear property boundary. Given the mainly north-south arrangement of streets on the eastern side of Beacon Hill, it is expected that these views may be obtained from both rear and front property boundaries. View may be obtained across side property boundaries from properties on the east-west aligned Nile Street. While the view presented here is taken from a standing position (1.6m above floor level), the view may be obtained from both a sitting and standing position. It is also likely that other views may also be obtained from both sitting and standing positions.

### 10.5 Step 3: Assess the extent of the impact

This view is obtained from a balcony adjoining to the dwellings main living room. Subject to the layout of individual dwellings, as views are usually a key feature of residential properties, it would be reasonable to assume that similar views may be obtained from a range of rooms, including living rooms, kitchens and bedrooms.



The Jetty Hub part of the Proposal will appear in the midground of the view, and renewal of the Marina will appear in the background of the view. In that part of the view to the north-east the Proposal will mainly be visible as a single, linear row of separate multi-storey buildings, with height generally stepping up from south to north. The Marina part of the Proposal will be seen as a grouping of separate multi-storey buildings. In that part of the view to the south-east the Proposal will be seen as a series of smaller scale pavilion buildings. It will replace the Unused Railway Land Sub-Precinct and its grassed open space.

The impact of the Proposal varied according to direction. To the north-east the Proposal will block most of the view to the ground plane of the foreshore parklands. The middle and upper parts of trees on the eastern side of Jordan Esplanade will be visible. The Proposal will block visibility of the Pacific Ocean seen against the horizon from the Marina north. South Solitary Island and its lighthouse as well as the tops of Norfolk Pines will remain visible above the Proposal. To the south of the Marina visibility of the Pacific Ocean will be unaffected.

The impact of the Proposal on that part of the view to the south-east is considerably less. It will occupy part of the Unused Railway Land Sub-Precinct and its grassed open space. In doing so, it will block views to some areas of dense screening vegetation on the western side of Jordan Esplanade. All key elements, including the iconic Muttonbird Island and the high value Pacific Ocean, South Solitary Islands, Coffs Harbour outer harbour, eastern breakwall and the Corambirra Point, will be unaffected.

Overall, the impact on this view can be considered to be moderate to severe. However, the impact on existing dwellings located to the west of the railway line will vary according to a range of factors. This in particular includes location and elevation relative to the Precinct.

As has been shown in the photos in the VVIA, the most valuable views are to the east towards elements such as Muttonbird Island, Corambirra Point, Coffs Harbour outer harbour and the Pacific Ocean. Based on location alone, the greatest impact could be expected to be experienced by dwellings located due east of the Jetty Hub Sub-Precinct generally between Collingwood Street in the north and Nile Street in the south. It is however strongly noted that impact will be variable based on the precise combination of factors, including building height and individual dwelling layout. Dwellings located north of Collingwood Street would likely retain existing views to the east, which may include the Pacific Ocean, and expect where impacted by the pavilion buildings, dwellings located to the south would likely retain much of their views to the east. In particular, dwellings located at the southern end of Camperdown Street could reasonably be expected to experience minor view loss. Similarly, buildings on more elevated parts of Beacon Hill such as Victoria Street could also be expected to experience minor view loss (refer below figures).



**Figure 58 Existing views from 7/8-10 Camperdown Street**

Source: Nolan Partners



**Figure 59 Existing views from 1/135 Victoria Street**

Source: Nolan Partners



**Figure 60 Existing views from 3/13 Jarrett Street**

Source: Nolan Partners





**Figure 61 Existing views from 4/28 Camperdown Street**  
Source: Domain

# 11.0 Assessment Against the Planning Framework

## 11.1 Visual impact

### 11.1.1 Acts and regulations

Environmental Planning and Assessment Act 1979

The following table provides an assessment of the Proposal against relevant provisions of the EP & A Act.

Table 58Assessment against the Environmental Planning and Assessment Act 1979

Ref	Provision	Assessment	Consistency
Section 1.3 'Objects of Act'			
(g)	To promote good design and amenity of the built environment	<p>As is outlined in the Planning Report and the Urban Design Study, the Proposal has been subject to a lengthy, comprehensive and considered design process that includes feedback from the State Design Review Panel, stakeholder and the community. The resulting Proposal respect the key scenic values of the site, in particular by avoiding development on key visual features including Muttonbird Island and Corambirra Point, consolidating its main development footprint to relatively small area adjacent to the existing urban part of Coffs Harbour including the evolving Jetty Core mixed use centre, achieving design quality first principles such as engagement with adjoining streets such as Jordan Esplanade and promoting sub-tropical built form and landscape design appropriate to the Coffs Harbour context.</p> <p>In addition, the Proposal resolves existing issues with visual amenity by redeveloping and making publicly accessible the Unused Railway Lands and formalising other parts of the Precinct that contribute to reduced visual amenity such as informal carparking areas and unformed parts of Jordan Esplanade. By reshaping Jordan Esplanade as a true, vibrant foreshore parkland</p>	Yes

Ref	Provision	Assessment	Consistency
		facing esplanade as is present in other major NSW regional coastal cities, the Proposal is considered to enhance the visual amenity and identity of Coffs Harbour.	

## Coastal Management Act 2016

The following table provides an assessment of the Proposal against relevant provisions of the Coastal Management Act 2016.

Table 59 Assessment against the Coastal Management Act 2016

Ref	Provision	Assessment	Consistency
<b>3 'Objects of this Act'</b>			
(a)	To protect and enhance natural coastal processes and coastal environmental values including natural character, scenic value, biological diversity and ecosystem integrity and resilience	<p>The Proposal avoids and removes the current capability to develop key visual elements that make a strong contribution to natural character and scenic value such as Muttonbird Island Corambirra Point.</p> <p>While presenting a greater scale of development than is presently visible in the Precinct, by consolidating its main development area to the Unused Railway Lands Sub-Precinct it reduces visual impact from the most highly sensitive parts of the Precinct such as Jetty Beach. It minimises scale of new built form in the southern part of this sub-Precinct to reduce impacts on views from the Beacon Hill residential area. The retention and expansion of the foreshore parklands will ensure open green space remains a visually prominent part of the Precinct, reducing the visual impact of greater scale buildings. The retention of foreshore vegetation behind Jetty Beach will ensure retention of the existing visual pattern where development is seen behind a natural coastline. Where a greater intensity of development is proposed in other parts of the Precinct at the Marina and former Deep Sea Fishing Club site it largely occupies the same physical footprint as existing development.</p>	Yes

### 11.1.2 Planning instruments

#### North Coast Regional Plan 2041

The following table provides an assessment of the Proposal against relevant provisions of the North Coast Regional Plan 2041.

Table 60 Assessment against the North Coast Regional Plan 2041

Ref	Provision	Assessment	Consistency
<b>Principles for subregional planning</b>			
	Principle 7 'Protect important farmland, HEV assets, water quality, environmentally and culturally sensitive areas and visually sensitive landscapes'	The Proposal will not involve development on the most visually sensitive parts of the Precinct (eg, Muttonbird Island, Corambirra Point).	Yes
<b>Appendix A – Settlement Planning Guidelines</b>			
	Land use strategies and plans will: n. Recognise, protect and be compatible with any unique topographic, natural or built cultural features essential to the visual setting, character, identity, or heritage significance	The Proposal recognises and protects the unique topographic, natural and built cultural features essential to visual setting, character and identity. In particular, development is not proposed on Muttonbird Island, Corambirra Point, Jetty Beach and its foreshore vegetation or Coffs Harbour Jetty. The Marina, which is critical to the maritime character of the Precinct, is retained and strengthened. By the strategic placement of development in the west of the Precinct setback from these features, and renewal of the Marina and the former Deep Sea Fishing Club site in general accordance with their existing physical footprint, the Proposal retains the same general visual relationships that help constitute the character of the Precinct. It does not seek to introduce new development of a type that is not already intrinsic to the visual catchment and Coffs Harbour coast more generally, and the scale of new development is calibrated to that which is permitted and being developed in the adjoining Jetty Core mixed use centre.	Yes

#### Coffs Harbour Local Strategic Planning Statement

The following table provides an assessment of the Proposal against relevant provisions of the Coffs Harbour Local Strategic Planning Statement.



Table 61 Assessment against the Coffs Harbour Local Strategic Planning Statement

Ref	Provision	Assessment	Consistency
Planning priority 7:	Protect and conserve the natural, rural, built and cultural heritage of Coffs Harbour	This is addressed in the above table 'Assessment against the North Coast Regional Plan 2041'	Yes

## State Environmental Planning Policy (Resilience and Hazards) 2021

The following table provides an assessment of the Proposal against relevant provisions of the Resilience and Hazards SEPP.

Table 62 Assessment against State Environmental Planning Policy (Resilience and Hazards) 2021

Ref	Provision	Assessment	Consistency
<b>Part 2.11 'Development on land within the coastal use area'</b>			
(1)	Development consent must not be granted to development on land that is within the coastal use area unless the consent authority –	Refer below	Yes
(a)	has considered whether the proposed development is likely to cause an adverse impact on the following – (ii) overshadowing, wind funnelling and the loss of views from public places to foreshores, (iii) the visual amenity and scenic qualities of the coast, including coastal headlands	<p>As most new development is focussed in the western edge of the Precinct to the east of the key area of public domain in the form of the foreshore parklands, existing views to the key foreshore elements of Jetty Beach, Coffs Harbour, Muttonbird Island and Corambirra Point are retained.</p> <p>As has already been outlined in this section, the Proposal is not considered to have an adverse visual impact on the scenic qualities of the coast, in particular headlands which may in this context be considered as Muttonbird Island and Corambirra Point. While the Proposal does introduce visibility of a greater scale of development, from the most sensitive locations such as Jetty Beach, Coffs Harbour Jetty and Muttonbird Island this will be seen behind foreshore vegetation and will not be unreasonably dominant either in its own right (eg, Jetty Beach, Coffs Harbour Jetty) or considered in the context of other visible development (eg, Muttonbird Island)</p>	Yes
(b)	is satisfied that – (i) the development is designed, sited and will be managed to avoid an adverse impact referred to in paragraph (a), or (ii) if that impact	As has already been outlined in this section, the Proposal does not include development on the most visually valuable and sensitive parts of the Precinct.	Yes

Ref	Provision	Assessment	Consistency
	cannot be reasonably avoided—the development is designed, sited and will be managed to minimise that impact, or (iii) if that impact cannot be minimised—the development will be managed to mitigate that impact	<p>Where development is proposed, its seeks be to designed, sited and managed to minimise impact on views from public places to foreshores, visual amenity and scenic qualities of the coast, including coastal headlands through measures such as:</p> <ul style="list-style-type: none"> <li>• consolidating the main development footprint in the western edge</li> <li>• retaining other renewal areas to their same general physical footprint</li> <li>• calibrating height based on that permitted and allowed already in parts of the Precinct and in the adjoining Jetty Core mixed use centre</li> <li>• ensuring building are well separated from each other</li> <li>• promoting design excellence including sub-tropical built form and landscaping.</li> </ul>	
(c)	has taken into account the surrounding coastal and built environment, and the bulk, scale and size of the proposed development	<p>As outlined in the Urban Design Study, the Proposal has been informed by extensive consideration of the surrounding coastal and built environment. While it is acknowledged that the bulk, scale and size of the Proposal is larger than what currently exists within the Precinct, as outlined it incorporates measures to appropriate mitigate visual impact. It is noted that development of scale is a not an unreasonable proposition due to Coffs Harbour's status as a major regional city with existing large scale development adjacent to its coast including in the adjoining Jetty Core mixed use Precinct and adjacent to the next beach to the north at Park Beach.</p>	Yes

## Coffs Harbour Local Environmental Plan 2013

The following table provides an assessment of the Proposal against relevant provisions of the Coffs Harbour Local Environmental Plan 2013.

Table 63 Assessment against Coffs Harbour Local Environmental Plan 2013

Ref	Provision	Assessment	Consistency
<b>Section 1.2 'Aims of Plan'</b>			
(b)	To protect and sustainably manage areas of high biodiversity, agricultural, scenic, recreational and European and Aboriginal cultural heritage value	This has been addressed in the above tables	Yes
<b>Section 2.3 'Zone objectives and Land Use Table'</b>			
Zone RE1 'Public Recreation'	To ensure that development reflects design excellence and is of a high visual quality in its presentation to the public realm	The Proposal has been informed by review and feedback from the State Design Review Panel, and will improve the visual character of both Marina Drive and Jordan Esplanade. Subsequent development will be required to demonstrate design excellence, including satisfying provisions to ensure a high quality interface with the public domain in the form of streets and parkland	Yes
Zone W4 'Working Waterfront'	To ensure that development does not have an adverse impact on the environment and visual qualities of the foreshore	The Proposal retains and revitalises the working waterfront at the Marina, including providing opportunity for additional office space to support maritime and related activities	Yes
<b>Section 4.3 'Height of buildings'</b>			
(a)	To ensure that building height relates to the land's capability to provide and maintain an appropriate urban character and level of amenity	Due to its size and government ownership which enables it to be planned and developed in a co-ordinated, master planned way, the land is capable of absorbing a considerable scale of built form without undue urban character and amenity outcomes. The maximum height of buildings allowed under the Proposal has been calibrated on that permitted and allowed already in parts of the Precinct and in the adjoining Jetty Core mixed use centre. Together with other provisions such as building separation and setbacks from the public domain, the visual	Yes

## Section 2.3 'Zone objectives and Land Use Table'

		impact of this height can be further appropriately mitigated to reduce impact on the visual catchment	
(e)	To limit the impact of the height of a building on the existing natural and built environment	This has been addressed in the above tables	Yes

## Section 7.12 'Design excellence'

(1)	The objective of this clause is to ensure that development exhibits design excellence that contributes to the natural, cultural, visual and built character values of Coffs Harbour	This has been addressed in the above tables. In particular and has been addressed, Coffs Harbour's is a major regional city with existing large scale development adjacent to its coast including in the adjoining Jetty Core mixed use Precinct and adjacent to the next beach to the north at Park Beach. The Proposal strengthens this role, and complements this existing broader foreshore visual character.	Yes
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### 11.1.3 Other NSW government planning documents

#### Local Planning Direction 4.2 Coastal Management

The following table provides an assessment of the Proposal against relevant provisions of the Resilience and Hazards SEPP.

Table 64 Assessment against Local Planning Direction 4.2 Coastal Management

Ref	Provision	Assessment	Consistency
<b>Direction 4.2</b>			
(1)	A planning Proposal must include provisions that give effect to and are consistent with:	See below	Yes
(a)	the objects of the Coastal Management Act 2016 and the objectives of the relevant coastal management areas	This is addressed in the table, 'Assessment against the Coastal Management Act 2016'	Yes
(b)	the NSW Coastal Management Manual and associated Toolkit	While most of the NSW Coastal Management Manual and associated Toolkit is not of a high level of relevance to visual and view impact matters, the NSW Coastal Design Guidelines 2023 are of relevance. This is addressed in the below tables.	Yes



Ref	Provision	Assessment	Consistency
(c)	section 3.2 of the NSW Coastal Design Guidelines 2023	This is addressed in the below tables	Yes
(d)	any relevant Coastal Management Program that has been certified by the Minister, or any Coastal Zone Management Plan under the Coastal Protection Act 1979 that continues to have effect under clause 4 of Schedule 3 to the Coastal Management Act 2016, that applies to the land	Consistent with its purpose 'to define the level of risk from coastal hazards and provide a coordinated approach to management of coastal hazards', neither the Coffs Harbour Coastal Zone Management Plan 2013 or the Coastal Zone Management Plan 2019 provide guidance on visual and view impact matters	N/a

### NSW Coastal Design Guidelines 2023

The following table provides an assessment of the Proposal against Part B1 of section 3.2 of the NSW Coastal Design Guidelines 2023.

Table 65 Assessment against the requirement of Part B1 of section 3.2 of the NSW Coastal Design Guidelines 2023

Ref	Provision	Assessment	Consistency
<b>Part B1 of section 3.2</b>			
a.	Integrate development within the natural topography of the site and ensure land use, building scale and height respond sympathetically to coastal landforms	The Proposal avoids the topographically prominent Muttonbird Island and Corambirra Point, and is largely concentrated in the lower lying western edge of the Precinct. The only part of the Proposal proposed to be erected on a more elevated location is renewal of the former Deep Sea Fishing Club site. To minimise impact it has been sited in general alignment with the site's current built footprint, and has a stepped form that responds to the varied topography of this part of the Precinct	Yes
b.	Ensure the intended form and footprint of development does not dominate coastal elements, including foreshores, public spaces and other areas of natural beauty	As can be seen from the photomontages contained in this VVIA, while visible from coastal elements such as Jetty Beach, Park Beach, Boambee Beach and Muttonbird Island, the Proposal does not visually dominate these elements. The Proposal will create a strong new built edge to parts of Marina Drive and Jordan Esplanade. However, these streets are setback from the more natural elements. Furthermore, the Proposal is considered to enhance the visual amenity of these streets	Yes

Ref	Provision	Assessment	Consistency
		and the adjoining foreshore parklands by creating and active, high quality new urban esplanade for Coffs Harbour similar to other major regional cities on the NSW North Coast.	
c.	Incorporate adaptive, water-sensitive urban design into the development footprint to reduce run-off and manage water quality within receiving environments	N/a	N/a
d.	Ensure that lot sizes, building heights and density are appropriate for the coastal settlement, and complement the existing or desired local character, supported by place-based strategies	This has been addressed in the above tables. The Proposal promotes and is consistent with key relevant parts of the most applicable place based strategic plan (the Coffs Harbour Regional City Action Plan 2036), including objective 9 'Celebrate the Jetty Foreshores Precinct as Coffs Harbour's premier harbourside destination' and its supporting action 9.1 'Strengthen the Precinct's identity as an outstanding recreation and tourism destination through enhanced public facilities, amenity, place activation and environmental quality'. More specifically, the proposed height and density is appropriate to the status of Coffs Harbour as a major regional city with existing large scale development adjacent to its coast and compatible with that permitted and being delivered within the adjoining Jetty Core mixed use centre.	Yes
e.	Avoid development that would harm geological features and geoheritage	The Proposal does not involve development upon the visually prominent geological features of Muttonbird Island and Corambirra Point.	Yes

The following table provides an assessment of the Proposal against Part B2 of section 3.2 of the NSW Coastal Design Guidelines 2023.

**Table 66** Assessment against the requirement of Part B2 of section 3.2 of the NSW Coastal Design Guidelines 2023

Ref	Provision	Assessment	Consistency
<b>Part B1 of section 3.2</b>			
a.	Limit ribbon development and urban sprawl wherever possible. In certain locations, place-based strategies may support increased development density and building heights as a better response to urban growth	As it revitalises well-located land within the established part of Coffs Harbour, the Proposal does not constitute and indeed reduces demand for development that contributes to urban sprawl and ribbon development	Yes
b.	Use greenbelts to create, maintain and mark out separation between settlements	The Proposal does not impact greenbelts between settlements (eg, between Coffs Harbour and Sawtell)	Yes
c.	Consider effects on scenic values and maintain publicly accessible views to significant landmarks	<p>The Proposal's impact on scenic values and publicly accessible views to significant landmarks is addressed in detail in <b>Section 8</b> of this visual and view impact assessment.</p> <p>In high level summary, it:</p> <ul style="list-style-type: none"> <li>is compatible with the key scenic values of the surrounding area and Coffs Harbour more broadly</li> </ul> <p>maintains views from Beacon Hill to significant landmarks including Muttonbird Island, Corambirra Point, the jetty, Coffs Harbour outer harbour and the Pacific Ocean, and maintains views from Muttonbird Island to the jetty, Jetty Beach and the mountains behind Coffs Harbour</p>	Yes
d.	Ensure that building heights consider the effect on views from different vantage points	12 viewpoints (as well as sub viewpoints) from the public and private domains have been considered by this visual and view impact assessment. They have been used to help inform the Proposal, in particular siting, scale and massing	Yes
e.	Retain or create views from public spaces. Prioritise this over creating views from private property	The Proposal retains views from public spaces, and in particular does not block key views obtained from the key locations of Beacon Hill and Muttonbird Island	Yes

Ref	Provision	Assessment	Consistency
f.	Provide for active transport links along foreshores, including along estuaries and coastal lakes, and between settlements to increase public access and amenity	The Proposal includes a number of new and enhanced active transport links throughout the Precinct, many of which traverse high amenity locations such as the Foreshore Parklands	Yes

## 11.2 View impact

### 11.2.1 Step 4: Assess the reasonableness of the Proposal

Largely due to it being handed down in a low density suburban residential context not anticipated for considerable renewal, it is argued that aspects of the planning principle established in Tenacity are of lesser relevance to the Precinct and Proposal.

This is particularly the case for the first part of step 4, which is assessment of the Proposal's compliance with all planning controls. The Proposal is seeking to amend key parts of these planning controls, in particular height. As such, it is argued a more appropriate interpretation of this first part of the reasonableness question is whether the Proposal aligns with community expectations. As is outlined in the Planning Report, there is general agreement that the Precinct should be revitalised. There is also a level of agreement that renewal of parts of the Precinct such as the Unused Railway Lands can be undertaken to help fund revitalisation more broadly, including the public domain such as the foreshore parklands.

As is outlined in the 'Consultation Outcomes Report' (Ethos Urban, August 2022), in terms of building height:

- **Renewal overall:** 61% of respondents to the survey were supportive of development of 2-6 storeys or higher to realise public realm upgrades
- **Jetty Hub:** 44% of respondents to the survey suggested that up to 6 storey development was appropriate
- **Marina:** 53% of respondents to the survey suggested that up to 4 storey development was appropriate
- **Corambirra Point:** 45% of respondents to the survey suggested that up to 4 storey development was appropriate with a further 15% supporting development up to 8 storeys.

As such, and while acknowledging different views, it is considered that there is a reasonable community expectation for renewal of the Precinct, and that renewal should involve some form of taller buildings up to and including mid-rise buildings.

Given this, the emphasis turns to the concept of skilful design. Under Tenacity, skilful design does not mean high architectural quality. Rather, it is a balance between the design intent of the proponent and interests of existing residents as follows:

- 'The question should be asked whether a more skilful design could provide the applicant with the same development potential and amenity and reduce the impact on the views of neighbours'.
- The intent of the project from PDNSW is:
  - delivering a regional economy that is diverse, sophisticated and able to retain businesses and skills
  - evolving the tourism offering with improved attractions, activities and accommodation
  - providing more housing in accessible locations, including affordable housing
  - providing better connections between places with more sustainable movement choices.

To meet this intent, a considerable scale of development is needed. The key question is then what is an appropriate location for and scale of this development. To help inform this, the Proposal including the Illustrative Masterplan has been subject to comprehensive and detailed design and technical work supported by extensive stakeholder and community feedback. Arising from this, most



development and the greatest scale of development has been concentrated adjacent to the established and growing Jetty Core mixed use centre. This centre includes a considerable area of land having a maximum building height of 19m, and which has been developed or approved for buildings achieving or exceeding that height. By doing so, that part of the Unused Railway Lands located generally to the south of Nile Street and the railway station is not proposed for extensive new built form. This area aligns with the majority of dwellings on Beacon Hill.

## 12.0 Discussion of Key Issues

### 12.1 Scenic values

The scenic value of Coffs Harbour more broadly is derived from its coastal setting with visually evident natural landforms, in particular headlands and beaches backed by dense vegetation. Strengthening this is the presence of a number of visible offshore islands in the form of the Solitary Islands and the proximity of hills and mountains to the coast. While evident, urban development integrates with topography. This pattern is replicated in the Precinct and visual catchment. Natural elements of particular individual scenic importance are Muttonbird Island, Corambirra Point, Jetty Beach and Coffs Harbour outer harbour, built elements of particular individual scenic importance are Coffs Harbour Jetty and the eastern breakwall. The foreshore parklands are also a significant contributor to scenic character in the Precinct. The Proposal avoids direct impact on any of these natural and built elements of particular individual importance, and seeks to expand and enhance the foreshore parklands.

It is acknowledged that the Proposal has a greater scale than what is currently present in the Precinct. Through the strategies and measures outlined in following sections of the Executive Summary, it is considered that it minimises visual impact while still achieving its key outcomes. The In particular, when seen from the key Muttonbird Island viewpoint, a large part of the Proposal is seen against and does not breach the skyline of Beacon Hill. This reduces its visual impact, assisting in integrating it with its natural landscape.

### 12.2 Visual amenity

The Proposal resolves existing issues with visual amenity by redeveloping and making publicly accessible the Unused Railway Lands and formalising other parts of the Precinct that contribute to reduced visual amenity such as informal carparking areas and unformed parts of Jordan Esplanade. By reshaping Jordan Esplanade as a true, vibrant foreshore parkland facing esplanade as is present in other major NSW regional coastal cities, the Proposal is considered to enhance the visual amenity and identity of Coffs Harbour.

### 12.3 Public view impact

The Proposal retains public views between the iconic and high value foreshore visual elements of Muttonbird Island, Corambirra Point, Coffs Harbour Jetty, Jetty Beach, the Coffs Harbour outer harbour and the eastern breakwall. In particular, the Proposal retains the ability to see all elements identified as being important for connecting with Country purposes from Muttonbird Island. It opens up a new view-line between the Coffs Core mixed use centre and the iconic Coffs Harbour Jetty, providing greater visual connect between these two parts of the city.

### 12.4 Scale of development

While the Precinct has a considerable area, the Proposal adopts a deliberate strategy of consolidating the main development footprint in the Jetty Hub Sub-Precinct adjoining the established and evolving Jetty Core mixed use centre. While taller buildings exist along the Coffs Harbour coastline at Park Beach, the Proposal has adopted a less impactful and more place responsive scale by calibrating building height with that which is permitted and is being developed in the Jetty Core mixed use centre under the Coffs Harbour Local Environmental Plan 2013. This building height has been distributed to step up from the south to the new linear public open space. Individual buildings are well separated from each other, meeting Apartment Design Guide or greater requirements, as well as most streets in particular much of Jordan Esplanade. The Design Guide includes provisions to reduce

the apparent scale of buildings by promoting sub-tropical design, which typically includes considerable modulation and articulation of buildings elevations for indoor-outdoor living and sun shading purposes.

## 12.5 High quality design

The Proposal has been informed by extensive design work and review, including multiple State design review panel sessions. Future development will be required to achieve design excellence in accordance with the Coffs Harbour Local Environmental Plan 2013, and will also be required to consider the site-specific Design Guide. It is recommended that the Design Guide include provisions that contribute to the natural, cultural, visual and built character values of Coffs Harbour by encouraging sub-tropical built and landscape design. As can be seen in the Illustrative Masterplan, the Proposal seeks to engage with and activate, and as such present a high quality of presentation, to adjoining public domain including Marina Drive, Jordan Esplanade and the foreshore parklands.

## 12.6 Private view impact

While acknowledging different views, it is considered that there is a reasonable community expectation for renewal of the Precinct. Furthermore, there is an expectation that renewal will involve some form of taller buildings up to and including mid-rise buildings.

To meet PDNSW's key outcomes a considerable scale of development is needed. This scale has been shaped by extensive technical work and engagement activities, including an intent to minimise visual and view impacts while seeking to achieve PDNSW's key outcomes. The main measures to deliver on this intent relate to the location, placement and scale of built form. Although all of the Unused Railway Lands are subject to the same level of physical planning parameters, the Proposal adopts a deliberate strategy of consolidating the main development footprint in the Jetty Hub Sub-Precinct adjoining the established and evolving Jetty Core mixed use centre.

Renewal of the Marina and former Deep Sea Diving Club is largely contained to the existing zoning footprint. Within the Jetty Hub Sub-Precinct, buildings have been placed to engage with and enliven Jordan Esplanade and create a new linear public open space that provides a view-line from the centre of the Jetty Core mixed use centre to the iconic Coffs Harbour Jetty. Individual buildings are well separated, meeting Apartment Design Guide or greater requirements. The scale of built form has been calibrated with that which is permitted and is being developed in the Jetty Core mixed use centre under the Coffs Harbour Local Environmental Plan 2013. Building height in the Jetty Hub Sub-Precinct steps up from the south to the new linear public open space. Based on these measures, it is considered that the Proposal achieves a balance between the design intent of PDNSW as the proponent and interests of residents of impacted properties.

# 13.0 Mitigation Measures

There are three broad types of mitigation measures:

1. avoid
2. minimise
3. offset.

This is generally consistent with the principles for the management of environmental impacts in the GLVIA3 (part 3.37).

Under the GLVIA3 (part 4.21), there are a number of stages in the development process when mitigation measures should be considered. Of relevance to this Proposal are the following:

- **primary measures:** considered as part of design development
- **secondary measures:** considered as part of conditioning a development consent.

As has been outlined in the Planning Report, the Proposal has been the subject to a design process that has included consideration of visual impact. This has resulted in the incorporation of a number of primary measures that seek to avoid and minimise any potential significant adverse visual impacts.

These include:

- consolidation of the greatest scale of development to the Jetty Hub Sub-Precinct
- calibrating the maximum height of buildings to that which is permitted and is being developed in the Jetty Core mixed use centre under the Coffs Harbour Local Environmental Plan 2013
- distributing building height to step up from the south to the north in the Jetty Hub Sub-Precinct
- ensuring building separation distances are in accordance with or greater than the Apartment Design Guide, and setting building back from Jordan Esplanade in accordance with the Illustrative Masterplan.

As has been determined by this VIA, the incorporation of these mitigation measures have been critical to the determination of acceptable visual impact. On this basis, it is not considered necessary to make further fundamental or otherwise large-scale amendments to the Proposal in its current form to satisfactorily manage visual impact.

It is recommended that consideration be given to the following secondary measures:

- including ensuring buildings and landscaping exhibit design excellence appropriate to the sub-tropical Coffs Harbour context, including:
  - reducing the apparent scale of building through adequate separation and modulation and articulation of elevations through measures such as generous balconies and roof eaves
  - incorporation of extensive landscaping in particular in the public domain and where screening of built elements is desirable such as along the North Coast railway line.

## 14.0 Conclusion

While acknowledging the nature and extent of likely impact, subject to the recommended mitigation measures the Proposal has acceptable visual and view loss impact for the following key reasons:

- the Proposal is compatible with the scenic values of the Precinct, visual catchment and Coffs Harbour more broadly by retaining individual elements of particular scenic importance and the general pattern and arrangement of uses, including a separation of urban development from beaches and headland by foreshore parkland backed by dense vegetation
- the Proposal avoids direct impact on natural and built elements of particular individual scenic importance, including Muttonbird Island, Corambirra Point, Jetty Beach, Coffs Harbour outer harbour, Coffs Harbour Jetty and the eastern breakwall
- the Proposal seeks to expand and enhance the foreshore parklands, which is a significant contributor to scenic character in the Precinct.
- through deliberate design strategies and measures such as consolidating most of the developable area adjacent to the Jetty Core Mixed Use Centre, the Proposal minimises visual impact while still achieving its key outcomes
- the Proposal resolves existing issues with visual amenity and by reshaping Jordan Esplanade as a true, vibrant foreshore parkland facing esplanade, enhancing the visual amenity and identity of Coffs Harbour
- the Proposal retains public views between the iconic and high value foreshore visual elements including Muttonbird Island and the Coffs Harbour Jetty, and opens up a new view-line between the Coffs Core mixed use centre and the iconic Coffs Harbour Jetty at the same time, the Proposal adopts a less impactful and more place responsive scale by calibrating building height with that which exists already and is being developed in the Jetty Core mixed use centre under the current Coffs Harbour Local Environmental Plan 2013.

- the Proposal distributes building height to step up from the south to the north, separates individual buildings from each other and most streets in particular much of Jordan Esplanade and reduces the apparent scale of buildings by promoting sub-tropical design
- the Proposal has followed a community-led process and has been informed by extensive design work and review to ensure that the proposed development responds to community needs and is capable of exhibiting design excellence
- in terms of view impact, the Proposal achieves a balance between the design intent of PDNSW as the proponent and the interests of the broader community and residents of impacted properties.

As such, it is the conclusion of this VVIA that the Proposal can be supported on visual and view impact grounds, which includes matters of scale and design quality.