

Coffs Harbour Jetty Foreshore State Assessed Planning Proposal

Planning Justification Report



'Gura Bulga'

Liz Belanjee Cameron

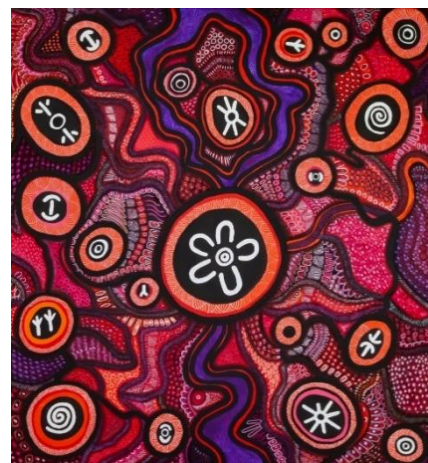
'Gura Bulga' – translates to Warm Green Country. Representing New South Wales.



'Dagura Buumarri'

Liz Belanjee Cameron

'Dagura Buumarri' – translates to Cold Brown Country. Representing Victoria.



'Gadalung Djarri'

Liz Belanjee Cameron

'Gadalung Djarri' – translates to Hot Red Country. Representing Queensland.

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

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

In supporting the Uluru Statement from the Heart, we walk with Aboriginal and Torres Strait Islander people in a movement of the Australian people for a better future.

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- B** Draft Coffs Harbour Jetty Foreshore Precinct Design Guidelines
Ethos Urban
- C** Consultation Outcomes Report
Ethos Urban
- D** Urban Design Study
SJB
- E** NSW Coastal Design Guidelines Assessment Checklist
Ethos Urban
- F** Visual Impact Assessment
Ethos Urban
- G** Aeronautical Impact Assessment
Strategic Airspace
- H** Bushfire Constraints Analysis
Peterson Bushfire
- I** Coastal Risk Management Report
Royal Haskoning
- J** Community Infrastructure and Needs Assessment
Ethos Urban
- K** Stakeholder Engagement Framework
Property and Development NSW
- L** Detailed Site Investigation (Contamination)
JBS&G
- M** Flora, Fauna and Coastal Management Strategy
WSP
- N** Intrusive Geotechnical Investigation Report
PSM
- O** Aboriginal Cultural Heritage Assessment Report
Artefact
- P** Statement of Heritage Impact
Artefact
- Q** Utilities Servicing Strategy
Infrastructure & Development Consulting
- R** Noise and Vibration Impact Assessment

Acoustic Logic

S Retail Assessment Report

SGS

T Stormwater Management and Flooding Assessment

WSP

U Structural Engineering Statement

WSP

V Transport and Parking Impact Assessment

SCT Consulting

W Infrastructure Contributions Framework

FPD Planning

X Maritime Archaeology Report

Cosmos Archaeology

Y Design Excellence Strategy

FPD Planning

Z Draft Connecting with Country Framework

Murrawin / PDNSW

Glossary

Table 1 **Key concepts**

Key concept	Definition
Shared Vision	<p>During April & May 2021, PDNSW consulted with the community to develop a vision and place principles to guide the development of a draft Masterplan. As a result of feedback received during this Phase 1 consultation, the project's guiding vision and place principles were further developed to respond to community views, aspirations and sensitivities. the shared vision established for the Precinct is that:</p> <p><i>The Jetty Foreshore will become a world-class oceanfront precinct by:</i></p> <ul style="list-style-type: none"> • <i>Respecting Gumbaynggirr, environmental and maritime roots now and into the future.</i> • <i>Promoting community character, coastal activity and local economic sustainability.</i> • <i>Connecting people to the water, the water to the city, and the city to the highlands.</i>
Place Principles	<p>As described above, the Place Principles were agreed with the community to guide the development of a Masterplan that responds to community needs for the Precinct. The place principles for the Precinct are:</p> <ul style="list-style-type: none"> • Celebrate Country • Gathering place • Seamlessly connected • Sustainable economy • Resilient environment • Choice destination
Objectives	<p>A series of statements that succinctly capture the desired future outcome for the Precinct. This is underpinned by the intended outcomes, guides all proposed planning controls, and forms a key element of the planning proposal. The objectives for the Jetty Foreshore are:</p> <ul style="list-style-type: none"> • Retaining and upgrading of the foreshore parkland area between Jordan Esplanade and the beach. • Opening up of the fenced-off railway lands to provide opportunity for Precinct activation. • Realigning and managing of carparking across the Precinct. • Creating a more coherent and accessible connection to the Jetty Foreshore that connects the city with the harbour. • Limiting any development to similar planning controls applied to areas immediately west of the rail line along Orlando Street and Harbour Drive.
Intended outcomes	<p>A series of future tangible results that reflect the intention of the shared vision, place principles and objectives and justify the planning proposal. The intended outcomes for the Jetty Foreshore are:</p> <ul style="list-style-type: none"> • Maintain and enhance the green space east of Jordan Esplanade. • Extend the foreshore zone to the north and create nodes of activity along the full length of the Foreshore Parkland. • Balance development outcomes with the funding of foreshore improvements and community initiatives to ensure a considered outcome for the area. • Deliver a structure plan for the Marina precinct which informs a future development plan that enhances interactions with, and offerings and experience of, the working harbour while delivering sustainable local businesses. • Connect with Country and recognise the history and stories of this place, strengthen and grow culture on Country, heal the landscape and respect the local peoples - past, present and future. • Enhance connectivity across the Precinct, linking dispersed attractions by safe pathways, managing carparking across the site and providing additional opportunities for beachfront boardwalks. • Create the opportunity for a hospitality and tourism destination on the southern headland that provides local, regional and national attraction.
Controls	<p>New planning controls that govern the types and scale of development allowed in the Precinct have been developed in response to the objectives and intended outcomes, and are detailed in this report. These include land use zoning and height of building controls. These primary controls are supported by new Design Guidelines that inform the detailed design of future development in the Precinct to ensure it is aligned with the shared vision, place principles, objectives and intended outcomes.</p>

Illustrative Masterplan	The planning proposal is supported by an Illustrative Masterplan that presents a potential development outcome that could be realised at the Precinct – it is not prescriptive nor is it determined. The Masterplan builds on the shared vision and place principles and provides further detail in relation to land use and development outcomes sought for the Precinct. It demonstrates a potential development outcome that meets the objectives and intended outcomes in accordance with the proposed planning controls.
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Table 2 Abbreviations

Abbreviation	Definition
B&C Act	Biodiversity and Conservation Act 2016
CHDCP	Coffs Harbour Development Control Plan 2015
CHLEP	Coffs Harbour Local Environmental Plan 2013
CLM Act	Crown Land Management Act 2016
Council	City of Coffs Harbour Council
DA	Development application
DCP	Development control plan
DPHI	NSW Department of Planning, Housing and Infrastructure
EP&A Act	Environmental Planning and Assessment Act 1979
EP&A Regulation	Environmental Planning and Assessment Regulation 2021
EPI	Environmental planning instrument
ESD	Ecologically sustainable development
FSR	Floor space ratio
GFA	Gross floor area
LEP	Local environmental plan
LGA	Coffs Harbour local government area
Minister	The Minister for Planning and Public Spaces
NABERS	National Australian Built Environment Rating System
PDNSW	Property and Development NSW
Planning Secretary	The Secretary of the Department of Planning, Housing and Infrastructure
PoM	Plan of management
SDRP	State Design Review Panel
SEPP	State environmental planning policy
SSD	State significant development
SSDA	State significant development application
State	The state of NSW
TfNSW	Transport for NSW

Table 3 **Key terms**

Key term	Definition
Active transport	Transport that is partly or wholly or partly human powered, such as walking or cycling.
Amenity	The extent to which a place, experience or service is pleasant, attractive or comfortable. Improved features, facilities or services may contribute to increased amenity.
Bus stop	A place to board or alight from bus services.
Catchment	Area from which a location or service attracts people.
Character	The combination of the attributes, characteristics and qualities of a place (GANSW, 2021, Draft Urban Design Guide).
Community	Particular groups of people in particular places who are both affected by and experience the outcomes and benefits of the Precinct.
Control	A numerical standard that is applied in a prescriptive manner.
Determination	The approval made in accordance with the <i>Environmental Planning and Assessment Act 1979</i> . In relation to the Precinct, a determination will be made by the Minister for Planning and Public Spaces.
Future Transport Strategy	TfNSW's approach to planning transport and engaging customers, to address future technological, economic and social changes. Future Transport Strategy comprises two focus areas - planning ('Future Transport Planning') and technology ('Future Transport Technology' and 'Technology Roadmap').
Gateway	Critical stage of the planning proposal for the Department to review strategic and site-specific merit and whether the planning proposal should proceed to public exhibition and any conditions to be satisfied before the LEP is made.
Gateway determination	In accordance with section 3.34 of the EP&A Act, the Minister or delegate must issue a Gateway determination (with or without conditions) when it receives a planning proposal from the PPA. The Gateway determination will determine (among other things) whether the planning proposal may proceed to the next stage of the process.
Green grid	Links between parks, open spaces, bushland and walking and cycling paths.
Illustrative Masterplan	A non-statutory document that shows one way in which the Precinct may develop in the future in accordance with the proposed amendments to the planning framework.
Merit based assessment	An assessment of a matter that allows for reasonable flexibility to consider a range of possible solutions.
Mixed use	A building or area containing more than one type of land use.
NABERS	A national rating system that measures the environmental performance of Australian buildings and tenancies.
Objective	A statement of a desired future outcome, generally expressed in a qualitative manner that enables merit-based assessment.
Placemaking	Reimagining and reinventing public spaces so they have long-term social, cultural, environmental and economic value for communities.
Planning instrument	Means any of the following: <ul style="list-style-type: none"> • strategic plan (comprising regional strategic plans and district strategic plans) and local strategic planning statements • environmental planning instrument (comprising State environmental planning policies and local environmental plans) • development control plan.
Planning proposal	A document and supporting information that explains the intended effect and justification of a proposed LEP or amendment to an LEP.
Planning Proposal Authority (PPA)	Authority responsible for the governance of a planning proposal, including its preparation and submission to the Department for a Gateway determination, satisfying the conditions of a Gateway determination, public exhibition and its finalisation (including submission to the Department for finalisation, where required).

Key term	Definition
Precinct	Geographical area with boundaries determined by land use and other unique characteristics. For example, an area where there is an agglomeration of warehouses may be termed a freight Precinct.
Principal development standards	Matters addressed in Part 4 of the Standard Instrument LEP.
Property and Development NSW	Property and Development NSW is the central property agency for the NSW Government.
Proposal	Proposed amendments to the planning framework.
Provisions	Means a broad term covering objectives and controls.
Public spaces	Means areas that are publicly accessible where people can interact with each other and make social connections.
Rail network	Means rail infrastructure in NSW.
Region plan	The North Coast Regional Plan 2041.
Rezoning	Amendments to environmental planning instruments, in particular for land use zones and principal development standards such as height of buildings and floor space ratio.
Shocks and stresses	The acute short-term damaging events or long-term trends causing inequity impacting a city's resilience.
Strategic plan	The regional strategic plan, district strategic plan, local strategic planning statement, or other local or regional plan.
Sub-Precinct	The definable areas within the Precinct due to their unique local character, opportunities and constraints, either current or future.
Transport for NSW	The statutory authority of the New South Wales Government responsible for managing transport services in New South Wales.
Vibrant streets / places	Places that have a high demand for movement as well as place with a need to balance different demands within available road space.

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 has been engaged by PDNSW to prepare a Planning Justification Report to facilitate the proposed rezoning of the Coffs Harbour Jetty Foreshore Precinct by way of a State Assessed Planning Proposal subject to the requirements of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

This document outlines the planning pathway to rezone the Precinct and sets out the strategic justification for the planning proposal. It provides a review of the proposal against the relevant strategic plans and SEPPs that apply to the Precinct, in addition to carrying out an assessment of the environmental, social and economic benefits and impacts of the proposal. This report has been informed by an Illustrative Masterplan which depicts an indicative scheme for the built form and commits to open space outcomes. Other supporting technical information is appended with this report (see Table of Contents) and should be read in conjunction with this material.

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 planning proposal, 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.

Background

In 2017, the NSW Government identified potential for the revitalisation of the Precinct. Beginning in 2018, an independent process of community consultation was undertaken to understand community preferences at a high-level and to inform a preliminary concept plan for the Precinct. This first preliminary concept plan was released in October 2018, with several updates and greater detail added in October 2020. Following this, PDNSW, as the agency responsible for the project, sought to progress plans for revitalisation with the input of community and stakeholders over 3 phases, as follows:

- **Phase 1 – Shared Vision and Place Principles (2021):** to guide key decisions about future uses and masterplan considerations at the Coffs Harbour Jetty Foreshore Precinct.
- **Phase 2 – Masterplanning (2021-2022):** to gather community feedback on initial design considerations to inform a draft and refined masterplan that aligns with the Shared Vision and Place Principles.
- **Phase 3 – Rezoning (2023-2024):** to finalise an Illustrative Masterplan and seek formal planning approval to provide a framework to guide the delivery of the concept Master Plan over time.

This Planning proposal represents Phase 3 of this process. It should also be noted that while a key milestone, this Planning proposal is the start of the formal approvals for this Precinct and future stages will undergo subsequent development applications and approvals.

As a precursor the benefits that may be delivered by the revitalisation, in mid-2023, PDNSW delivered a new waterfront community building in Precinct. The award winning building demonstrates PDNSW's commitment to design excellence and delivery, providing support for local businesses, residents and visitors, as well as greater focus on open space and landscaping designed to preserve the area's unique biodiversity. As always intended, the community building was transferred to the Crown land manager, the City of Coffs Harbour, on 23 August 2023, to manage on behalf of the community.

Shared Vision

Coffs' family playground, a Precinct of parks and places, that connects community with Country. The community is and always has been at the heart of creating a thriving regional economy and destination for Coffs Harbour. Shaped with the community, our vision is to ensure The Jetty Foreshore will become a world-class oceanfront Precinct through the vision shown in **Figure 1**.



Figure 1 Vision for the Coffs Harbour Jetty Foreshore

A series of Place Principles were agreed with the community to guide the development of an Illustrative Masterplan that responds to community needs for the Precinct. The place principles for the Precinct are shown in **Figure 2**.

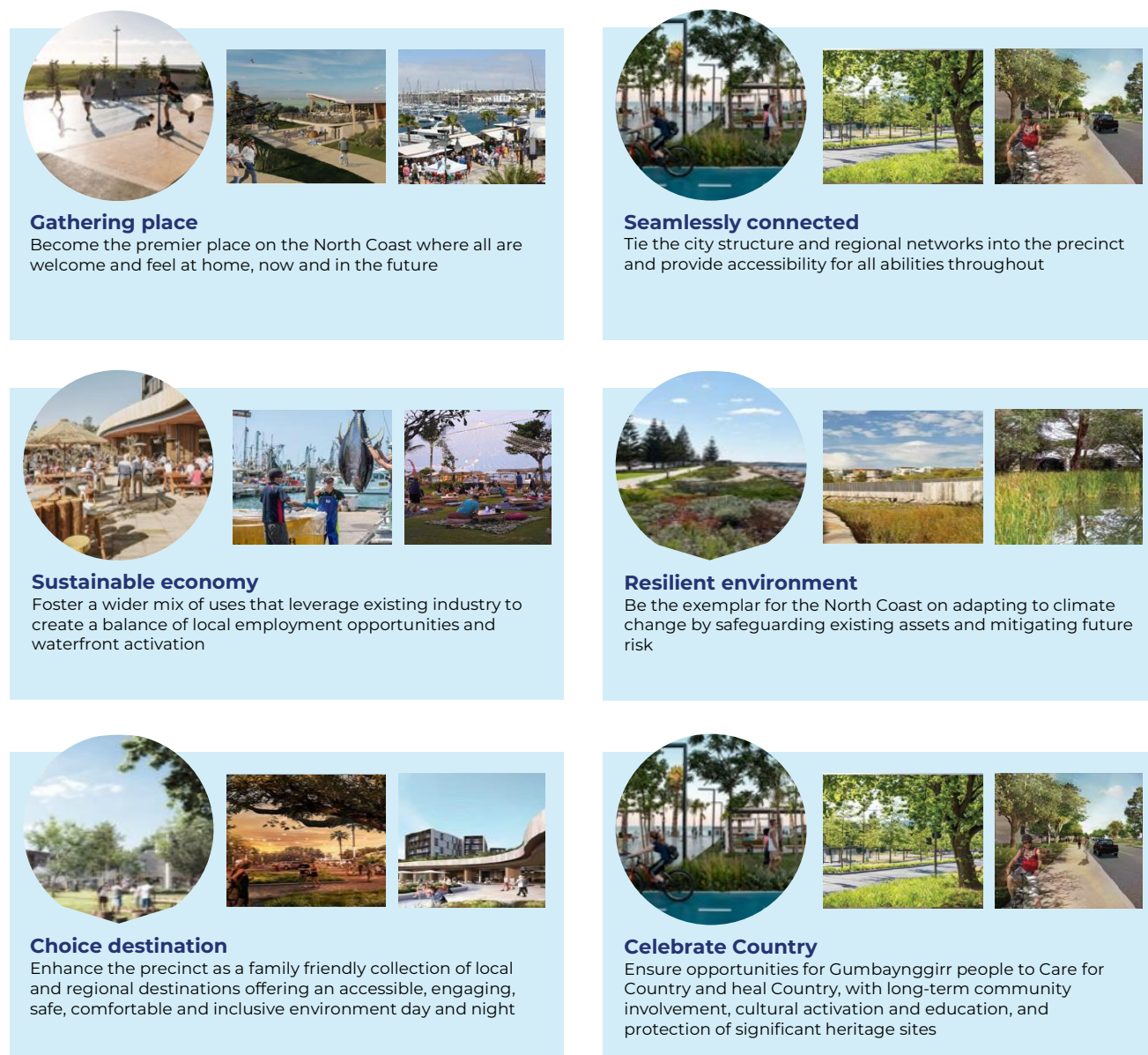


Figure 2 Community-led place principles

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. A Precinct map showing existing conditions is provided at **Figure 3**.

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 (LALC). 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 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, as shown in **Figure 4**. While gravelled areas provide informal overflow parking, they do not reflect the potential of this foreshore.



Figure 3 Coffs Harbour Jetty Foreshore Precinct

Source: PDNSW



Figure 4 Existing state of the Precinct rail lands and gravelled areas

Source: PDNSW

Objectives and intended outcomes

The intention of this planning proposal is to amend the planning framework to enable the revitalisation of the Coffs Harbour Jetty Foreshore. The revitalisation seeks to celebrate the unique location, history and culture of the Jetty Foreshore to deliver outcomes for the benefit of the Coffs Harbour community. Specifically, the objectives for the Precinct are:

- Retaining and upgrading of the foreshore parkland area between Jordan Esplanade and the beach.
- Opening up of the fenced-off railway lands to provide opportunity for Precinct activation.
- Realigning and managing of carparking across the Precinct.
- Creating a more coherent and accessible connection to the Jetty Foreshore that connects the city with the harbour.
- Limiting any development to similar planning controls applied to areas immediately west of the rail line along Orlando Street and Harbour Drive.

The intended outcomes of the proposed amendments to the planning framework are as follows:

- Maintain and enhance the green space east of Jordan Esplanade.
- Extend the foreshore zone to the north and create nodes of activity along the full length of the Foreshore Parkland.
- Balance development outcomes with the funding of foreshore improvements and community initiatives to ensure a considered outcome for the area.
- Deliver a structure plan for the Marina precinct which informs a future development plan that enhances interactions with, and offerings and experience of, the working harbour while delivering sustainable local businesses.
- Connect with Country and recognise the history and stories of this place, strengthen and grow culture on Country, heal the landscape and respect the local peoples - past, present and future.
- Enhance connectivity across the Precinct, linking dispersed attractions by safe pathways, managing carparking across the site and providing additional opportunities for beachfront boardwalks.
- Create the opportunity for a hospitality and tourism destination on the southern headland that provides local, regional and national attraction.

Illustrative Masterplan

The planning proposal is supported by an Illustrative Masterplan (**Figure 5**) that presents a potential development outcome that could be realised at the Coffs Harbour Jetty Foreshore Precinct – it is not prescriptive nor is it determined. The Illustrative Masterplan builds on the shared vision created via extensive community and stakeholder consultation and provides further detail in relation to land use and development outcomes sought for the Precinct. The Place Principles shown in **Figure 2**, agreed with the community, guided the formation of the Illustrative Masterplan.



Figure 5 Illustrative Masterplan

Source: SJB

Proposed 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:

- Amendments to the *Coffs Harbour Local Environmental Plan 2013*
- Amendments to *State Environmental Planning Policy (Planning Systems) 2021*

Amendments to the Coffs Harbour Local Environmental Plan 2013

This planning proposal seeks amendments to the planning controls for the Coffs Harbour Jetty Foreshore Precinct. The amendments are proposed to enable revitalisation of the Precinct to respond to the strategic context established by the North Coast Regional Plan, Coffs Harbour Regional City Action Plan, Coffs Harbour Local Strategic Planning Statement, Coffs Harbour Local Growth Management Plan, and Coffs Harbour Movement and Plan Strategy. The amendments will introduce new planning controls in the Coffs Harbour Local Environmental Plan 2013 (CHLEP 2013) and a draft Coffs Harbour Design Guidelines to shape future design outcomes for the Jetty Foreshore Precinct.

There will be no net reduction in public open space as a result of this proposal. Mixed Use zoning, which permits open space, is recommended in key areas where development is proposed to activate the Precinct to support a revitalized foreshore. This would allow for greater opportunity for improved design outcomes and coordination between built form, public spaces and connections than otherwise achievable with a RE1 Public Recreation zoning.

The key amendments to the planning controls in the CHLEP 2013 as they apply to the Jetty Foreshore Precinct, include:

- Changes to land use zoning, comprising of:
 - Rezone majority of land zoned SP2 Infrastructure (Railway) and a small portion of land zoned RE1 Public Recreation in the Jetty Hub Precinct to MU1 Mixed Use.
 - Rezone a small portion of land in part of the North Park sub-precinct from the RE1 Public Recreation to MU1 Mixed Use.
 - Rezone land in the Foreshore Parklands sub-precinct abutting the Jetty from the SP2 Infrastructure (Tourism, Marine, Wharf and Boating Facilities) zone and include it in the RE1 Public Recreation zone.
 - Rezone land in the Activity Hub and Village Green sub-precinct from SP2 Infrastructure (Railway) to MU1 Mixed Use and RE1 Public Recreation.
 - Rezone land in the Corambirra Point sub-precinct from RE2 Private Recreation and RE1 Public Recreation to MU1 Mixed Use.
 - Rezone the southern headland area outside of the Corambirra Point sub-precinct from SP2 Infrastructure (Tourism, Marine, Wharf and Boating Facilities) to SP1 Special Uses (Culture, Community and Recreation).
- Amendments to Schedule 1 Additional Permitted Use, comprising of
 - Minor amendments to the boundary of the existing additional permitted use '4' along the inner western boundary to capture the entire headland area.
 - Remove the permissibility of hotel or motel accommodation, serviced apartments and shops from the existing additional permitted use '4'.
 - Inclusion of office premises as an additional permitted use for part of the Marina sub-precinct (within a new additional permitted use reference number, '24').
- Introduction of new maximum building heights that integrate with and complement the existing local scale and character of surrounding area, with height limits of between 2 to 6-storeys. These include:
 - Increase maximum building height in part of the North Park sub-precinct from 5.4m to 21.5m.
 - Increase maximum building height in the Jetty Hub sub-precinct from 5.4m to part 25m, part 21.5m and part 18.5m.
 - Increase maximum building height in part of the Activity Hub and Village Green sub-precinct from 5.4m to part 11m and part 8.5m.
 - Increase maximum building height in part of the Marina sub-precinct from 11m to 15.5m.
 - Increase maximum building height in the Corambirra Point sub-precinct from 8.5m to 15.5m.
 - Remove the permissive maximum building heights between 8.5m and 22m in the southern headland area outside of the Corambirra Point sub-precinct.
- Introduction of a new site-specific provision for the Jetty Foreshore Precinct that sets out additional controls that will apply to the Precinct.

Amendments to State Environmental Planning Policy (Planning Systems) 2021

State Environmental Planning Policy (Planning Systems) 2021 (Planning Systems SEPP) declares certain types of development as State Significant Development (SSD).

This planning proposal seeks to amend Schedule 2 'State significant development—identified sites' of the Planning Systems SEPP to include the Jetty Foreshore Precinct and identify the following types of development SSD on land within the Coffs Harbour Jetty Foreshore Precinct:

- Development for the purpose of a principal subdivision establishing major lots or public domain areas, or the creation of new roadways (including the proposed pedestrian bridge) and associated works.
- Development with an Estimated Development Cost (EDC) of more than \$30 Million.

This will provide a consistent and clear planning approval pathway for proponents by having a single consent authority for all development with an EDC of more than \$30 million, being the Department of Planning, Housing and Infrastructure on behalf of the Minister for Planning and Public Spaces.

Next Steps

Once approved by the relevant NSW government authorities, this Planning Proposal will be placed on public exhibition. This process will enable community as well as State and Federal government agencies to comment on the proposal and forms an integral part of the rezoning process. Acknowledging the extensive consultation

undertaken to date, PDNSW remains committed to deliberate engagement with the community and other stakeholders during this phase.

Following exhibition of the Planning Proposal, DHPI will consider matters raised in submissions and, where required, amend the draft planning controls. Once finalised, a recommendation on the proposal will be forwarded to the Minister for Planning and Public Spaces for a decision. Following any approval by the Minister, amendments would need to be made to the CHLEP 2013 and Planning Systems SEPP.

Any approval and publication of the new planning controls would enable lodgement of State Significant Development Applications under the new controls with DHPI, with any applications to be determined by the Minister for Planning and Public Spaces or Independent Planning Commission.

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 has been engaged by PDNSW to prepare 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) as part of a State Assessed Planning Proposal.

The proposal seeks to respond to current and future challenges and opportunities. 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 planning proposal, 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.

1.1 Purpose of this report

Ethos Urban has prepared this Planning Justification Report on behalf of Property & Development NSW (PDNSW) to facilitate the proposed rezoning of the Coffs Harbour Jetty Foreshore Precinct by way of a State Assessed Planning Proposal subject to the requirements of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

This document outlines the planning pathway to rezone the Precinct and sets out the strategic justification for the rezoning proposal. It provides a review of the proposal against the relevant strategic plans and SEPPs that apply to the Precinct, in addition to carrying out an assessment of the environmental, social and economic benefits and impacts of the proposal. This report has been informed by an Illustrative Masterplan which depicts an indicative scheme for the built form and commits to open space outcomes. Other supporting technical information is appended with this report (see Table of Contents) and should be read in conjunction with this material.

The purpose of this report is to present this planning proposal, including:

- identifying its objective and intended outcomes.
- explaining its provisions.
- providing its strategic and site specific justification.

1.2 Structure of this report

This report has been prepared in accordance with the requirements of the EP&A Act and the Local Environmental Plan Making Guideline, which requires the following matters to be addressed:

- Part 1 – Objectives and intended outcomes (**Section 8.1**).
- Part 2 – Explanation of provisions (**Section 8.2**).
- Part 3 – Justification of strategic (**Section 9.0**) and site-specific merit (**Section 0**).
 - Need for the Planning Proposal.
 - Relationship to strategic planning framework.
 - Environmental, social and economic impact.
 - State and Commonwealth interests.
- Part 4 – Maps (**Appendix A**).
- Part 5 – Community consultation (**Section 2.0** and **Appendix C**).
- Part 6 – Project timeline (**Section 12.0**).

2.0 Background

In 2017, the NSW Government identified potential for the revitalisation of the Precinct, given the opportunity arising from the concentration of land owned by the NSW Government, and the status of Coffs Harbour as a Regional City. Beginning in 2018, an independent process of community consultation was undertaken to understand at a high-level community preference and inform a preliminary concept plan for the Precinct (Preliminary Consultation). This first preliminary concept plan was released in October 2018, with several updates and greater detail added in October 2020.

Following this, PDNSW, as the agency responsible for the project, sought to develop a Shared Vision and Place Principles for the Coffs Jetty Revitalisation with the input of community and stakeholders as the first of 3 phases, as follows:

- Phase 1 – Shared Vision and Place Principles – that will guide key decisions about future uses and masterplan considerations at the Coffs Harbour Jetty Foreshore Precinct;
- Phase 2 – Masterplan – to gather community feedback on initial design considerations to inform a Masterplan that aligns with the Shared Vision and Place Principles; and
- Phase 3 – Planning Proposal – following community input from Phase 2, finalise an Illustrative Masterplan and seek formal planning approval to provide a framework to guide the delivery of the Illustrative Masterplan over time.

This application represents Phase 3 of this process.

2.1 Community Consultation

The community is and always has been at the heart of shaping the Precinct. The first phase, completed in April and May of 2021, set the foundation of community consultation. This consultation, in parallel with technical investigations, formed the basis for a draft masterplan, which was released to the community for feedback between April and June of 2022 (Phase 2 Consultation). A Consultations Outcomes Report prepared by Ethos Urban is attached at **Appendix C**.

The consultation process provided opportunities for open dialogue and feedback from the community. This included strengthening stakeholder and community relationships established during previous consultations, maximising community reach and participation throughout the Coffs Harbour area beyond the immediate Precinct through a multitude of engagement avenues, encouraging feedback on the proposed draft masterplan, and ensuring the community was provided with accurate, timely and relevant information about the ongoing planning process.

There was evidence of consistent support for:

- Proposed open space and public realm benefits, particularly around the Foreshore Parkland, Marina, and Corambirra Point, with support expressed for:
 - Improvements and developments around the Foreshore Parkland, including the North Park, Billabong, Dune Care and Wild Play area, Family and Youth Play area.
 - The addition of cafes and restaurants, event spaces, and the idea of creating a tourist destination around Corambirra Point.
 - Upgrades such as car parking and pedestrian improvements within a working Marina with regional attraction and appeal around the Marina precinct.
- Improvements to connections and accessibility across all precincts, in line with sensible public realm upgrades, with a particular focus on car parking improvements and the provision of shared pathways.
- Ensuring that current uses the community enjoy - including boating, water sports, and use of public open space - could continue and should be protected for the future.

There was evidence that most of the community support development of 2-6 storeys buildings or higher on the basis that it could deliver moderate or significant public realm upgrades. However, of those who supported development in some form, there were differing opinions on the degree and location of development along with concerns over impact to local character and loss of views. Across all proposals presented in the draft masterplan, younger age groups (18-45) were much more likely to support development than older age groups (55+).

The community's biggest priorities for delivery were:

- Delivering improvements in the short term (0-3 years).
- Foreshore Parkland improvements, pedestrian connections and improved carparking.

A refined masterplan was prepared and released in December 2022. The refined masterplan responded to the outcomes of Phase 2 Consultation by:

- Committing a significant proportion of the currently fenced off rail lands to public open space and additional car parking.
- Reallocating proposed formal car parking in the North Park area to sit along the railway line delivering more useable and connected public open space.
- Creating three regional tourism zones across the Jetty Foreshore – The Marina Precinct, Jetty Hub (including accommodation and regional playground) and Former Deep Sea Fishing Club.
- Refining the combination of land uses to ensure the Jetty Foreshore is a mixed, vibrant and safe Precinct across the week and the year.
- Increasing and improving car parking along the entire length of the Jetty Foreshore.
- Delivering a regional playground set in the existing natural landscape and featuring adventure and water play components.

2.2 Project Steering Advisory Committee

In late 2020, the Project Steering Advisory Committee (PSAC) was established to bring together a diverse range of Coffs Harbour community representatives to provide input into the vision and plans for the revitalisation and activation of the Precinct.

The purpose of the PSAC was to help inform PDNSW and the multi-disciplinary project team in the development of a draft masterplan for the Precinct that achieved project objectives and aligned with community aspirations in a feasible and sustainable way.

The PSAC has been an important forum for community involvement and representation in the master planning process. Members' feedback and guidance has been considered at each point along this journey to progress the draft masterplan.

The PSAC operated through Phase 1 to the commencement of the broader community engagement component of Phase 2. The minutes of each meeting are available on the PDNSW Coffs Harbour Jetty Foreshore Precinct website.

2.3 Aboriginal Consultation

Our work in Coffs Harbour is strengthened by extensive engagement, including with Aboriginal community. The Illustrative Masterplan has been shaped by these broad perspectives, while respecting and celebrating the unique Gumbaynggirr culture and its profound connection to Country.

On account of the cultural significance of the Precinct and the important voice of the Traditional Owners of the Coffs Harbour area, the Gumbaynggirr People, in this project, a separate stream of consultation was led by specialist consultant Murawin to ensure it was appropriate, meaningful, inclusive and respectful. This consultation process spanned both Phase 1 and 2 and is continuing now in Phase 3. The first stage over October to December 2021 informed the preparation of the draft masterplan, so that it could be responsive to Aboriginal knowledge of Country and Aboriginal community member's aspirations, values and priorities for community and Country. Consultation from May to June 2022 captured feedback from the Aboriginal community on the draft masterplan.

Across Phase 1 and Phase 2, a total of 49 community members participated in the consultation spaces provided. The following sites were identified as important to the aboriginal community through the consultation process:

- Giidany Miirlarl – Moon Sacred Place (Muttonbird Island)
- Gidding Mirreh – Shiny Rock
- Happy Valley
- Foreshore between Happy Valley and Dung Hill
- Dung Hill

- Ferguson's Cottage
- Archaeological Sites (Corambirra Point)
- Unnamed Sacred Site (Corambirra Point)
- Former Deep Sea Fishing Club Site
- Bunyun Miirlarl – Red Burrowed Finch Place (Old Quarry Site)
- Gularrgan Miirlarl – Lobster Place

The area of the site that is currently fenced off and contains the train lines does not contain sacred sites or other sites of significance, and was identified as the most suitable location for development. The report also offered the following guiding principles for the development of the Precinct:

- Do no harm and undo past harm
- Respect and forefront Gumbaynggirr Country, heritage and culture
- Co-design with Aboriginal people

Aboriginal engagement also included representation and membership on the Project Steering Advisory Committee from the Coffs Harbour and District Local Aboriginal Land Council. Public consultation also resulted in 161 survey responses from participants who identified as Aboriginal or Torres Strait Islander. Additionally, the local aboriginal community has had the opportunity to participate in consultation associated with the preparation of the Aboriginal Cultural Heritage Assessment Report at **Appendix O**.

2.4 Project Control Group

The progression of the Precinct has been guided by a Project Control Group (PCG), that includes senior representatives from DPE, TfNSW, Crown Lands, Maritime Infrastructure Delivery Office (MIDO), Department of Regional NSW, Port Authority of NSW and the Coffs Harbour City Council. The PCG has provided a consistent governance structure over the course of the project. This aims to ensure an integrated, whole-of-government approach is taken to project delivery.

2.5 State Design Review Panel (SDRP)

The Illustrative Masterplan for the Jetty Foreshore Precinct has been subject to an iterative design review and feedback process with the SDRP – having been reviewed on four separate occasions (being 12 July 2023, 25 September 2023, 27 November 2023 and 20 March 2024). Across these meetings, the advice and recommendations of the SDRP have been considered by the project team and have generally been implemented. A summary of advice themes – and responses is shown in **Table 4**.

Table 4 Summary and responses to SDRP advice

Summary of SDRP Advice	Response
<p>Connecting with Country</p> <p>It is imperative that the urban design framework and design guidelines set high ambitions for the Precinct.</p> <p>These documents must capture the principles and nuance of the Connecting with Country work, as well as key principles and metrics for the public domain and landscaping to ensure that public amenity is achieved and enhanced throughout future phases of the project.</p> <p>The SDRP support the design strategy in embedding the Connecting with Country objectives within each section of the design guidelines, such as urban design, architecture, sustainability, and landscape, so they are integral to the whole project.</p>	<p>The Urban Design Framework for the Coffs Harbour Jetty Foreshore Precinct reflects on common themes and opportunities for the Precinct. It has been established from the consolidation of the findings of the Strategic Directives, and Place and Contextual Analysis. Values of Country are a core tenant of the Place and Contextual Analysis – set out in the Urban Design Study prepared by SJB at Appendix D.</p> <p>The proposal seeks to introduce the Coffs Harbour Jetty Foreshore Design Guidelines. It is provided at Appendix B. The design guidelines will have the effect of replacing the CHDCP as it applies to the Precinct. Specifically, the design guidelines will include controls and guidance relating to Connecting with Country – and capture objective and guidance across urban design, architecture, sustainability, and landscape which will ensure Connecting with Country objectives are embedded in future design thinking and development of the Precinct.</p>
<p>Design Guidelines - Approach</p> <p>Ensure that the design guideline objectives are specific and actionable with measurable targets so that success can be monitored and reported upon.</p>	<p>The Coffs Harbour Jetty Foreshore Design Guidelines provide guidance through a hierarchy of objectives and requirements to inform future development.</p> <p>Each topic area is structured to provide the user with objectives that describe the desired outcome(s) and requirements that demonstrate how the objectives can be achieved. They provide mandatory design parameters and guidance for development, design and infrastructure requirements. Development Applications will be expected to demonstrate adherence to the objectives and requirements in these Design Guidelines.</p> <p>The guidance provides design responses for how the objectives could be achieved. The guidance does not represent the only way the objectives can be achieved. Where alternative solutions to the guidance are proposed it must be demonstrated how they achieve the objectives and desired outcomes.</p>
<p>Sustainability</p> <p>It is understood that 'best-practice' sustainability targets will be nominated in the design guidelines to ensure the highest level of performance at each stage of the project. Demonstrate how 'best-practice' sustainability targets will be described in the masterplan framework and design guidelines. Describe how 'best-practice' sustainability performance targets will be achieved for each stage of the project, including enabling works, public domain works, and individual building developments.</p>	<p>Locally, the importance of the Precinct as a coastal area with very high ecological heritage and value has been recognised and acknowledged through the design process – and this has underpinned thinking around the Precinct vision.</p> <p>As an organisation, Property and Development NSW's (PDNSW) has established its own sustainability framework. This sets high sustainability standards and commitments - which will create positive and environmentally sustainable outcomes for NSW via Precincts. The aim of the framework is to demonstrate climate leadership in the area, enhancing sustainability while preserving and restoring the Precinct. This framework establishes expectations for the Precinct that are higher than applicable regulation.</p> <p>Sustainability will also be a key focus when undertaking future works and PDNSW will ensure that targets that align with the PDNSW Sustainability Framework are imbedded in future delivery structures.</p>
<p>Jordan Esplanade and Public Domain</p> <p>Concern regarding the realignment of Jordan Esplanade is reiterated. While the need to allocate transport land to the public domain and the desire to slow traffic is understood</p>	<p>Jordan Esplanade is intended to serve as the primary north-south route, connecting Marina Drive with Camperdown Street within the Precinct. We acknowledge the SDRP expertise and independent</p>

Summary of SDRP Advice	Response
<p>and supported, the proposed approach generates a range of undesirable outcomes for the project. Issues include the scale of the amphitheatre area in relation to the level and frequency of activation anticipated, the lack of amenity of the flat, unshaded area of grass (when not in event mode), the negative impact on sightlines and safety, and the disconnect in built form.</p>	<p>advice that retaining the current alignment of Jordan Esplanade provides improved delineation between the built form and open space. However, the proposed realignment illustrated in the Illustrative Masterplan acknowledges the community's desire for enhanced and increased open space, including an outdoor amphitheatre. Therefore the realignment of Jordan Esplanade demonstrates an outcome that balances the community's aspiration, design excellence and mix of land uses in the vicinity of the railway line.</p> <p>The Coffs Harbour Jetty Foreshore Design Guidelines provides an indication of how key movement networks could be arranged – but identifies that alternative configurations can be provided – subject to consistency with the objectives in respect to transport and movement networks.</p> <p>The Coffs Harbour Jetty Foreshore Design Guidelines also provide an indication of the characteristics, minimum areas and locations in respect of publicly accessible open space. The guidelines allow for alternative configurations and locations – subject to consistency with the objectives and provision of an equivalent quantum of publicly accessible open space within the Precinct.</p>
<p>Pedestrian Overpass</p>	<p>It is imperative that public access to the pedestrian overpass is maintained 24/7 and that the entrance to the overpass is permeable and clearly public. Currently the proposed lift is embedded in the building and not visible.</p> <p>The Illustrative Masterplan provides for a new open pedestrian overpass that subject to funding will be built over the Coffs Harbour railway station. It will provide 24 hours access into the Precinct and provides an additional entrance for pedestrians and cyclists.</p>
<p>Landscape</p>	<p>To meet the project objectives, the urban design framework and design guidelines should set aspirational goals for the landscape and public domain to ensure the Precinct is liveable and walkable over time. These goals and initiatives should be embedded in the design guideline and supported by clear targets. Targets may be provided through metrics (e.g., minimum percentages) or by specifying outcomes to be achieved over time (e.g., ensure shade is provided to the length of the pedestrian and cycle network by the end of project stage/year).</p> <p>The Coffs Harbour Jetty Foreshore Design Guidelines provides aspirational objectives across landscape and public domain themes – including public open space, solar access to public space, biodiversity, tree canopy, streetscape design, play spaces and public art.</p> <p>The Coffs Harbour Jetty Foreshore Design Guidelines includes guidance on landscape and public domain matters. Target tree canopy percentages and shade cover are included in the guidelines. Specifically, development is to achieve a tree canopy target of 15% and Parkland embellishments and upgrades are to achieve a tree canopy target of 20%.</p>
	<p>Restricting basement car parks to the footprints of buildings should be a requirement of the masterplan. Although this may result in deeper basement excavation, it will provide more opportunity for deep soil, shade, greenery and biodiversity.</p> <p>The Coffs Harbour Jetty Foreshore Design Guidelines include requirements limiting basement car park to the footprint of the building above – and requires that basement parking areas and structures should not protrude above the level of the adjacent street or public domain.</p> <p>Furthermore, where possible the proposal prioritises rear lane access to basement parking for residents and guests, to ensure minimal disturbance to pedestrian movement and safety. This includes ensuring no access points from Marina Drive. This is delivered along with an increase and improvement of public carparking including formalising ad-hoc gravel parking and dispersing accessible parking across the site.</p>
<p>Built Form</p>	<p>The masterplan objectives are generally supported, but their translation into built form controls and guidance remains unclear. The building envelopes for each development site</p> <p>Objectives set out in the Coffs Harbour Jetty Foreshore Design Guidelines have been expanded to include performance focused requirements including maximum building length, setbacks and location of required active</p>

Summary of SDRP Advice	Response
should allow suitable flexibility for future detailed designs.	frontages – which balance the need for future flexibility, with need to ensure sufficient control – so that the Precinct delivers on policy requirements and the overarching vision for the Precinct.
The climate of Coffs Harbour allows residents and visitors to spend a large proportion of their time outdoors. The importance of public and communal outdoor spaces should be reflected in the design guidelines. Similarly, the proposed building envelopes should enable future building designs to take advantage of the area's sub-tropical climate.	The importance of public and communal outdoor space is acknowledged. The Coffs Harbour Jetty Foreshore Design Guidelines places public and communal outdoor spaces objectives and requirements upfront – before setting out built form guidance. The guidelines require that public spaces achieve high levels of amenity addressing solar access, wind, safety, micro-climate, activity, circulation, seating and enclosure. It also requires that planting schemes consider sub-tropical climate conditions, coastal environment and microclimatic conditions (i.e. solar and wind), including for green roofs.
It is acknowledged that the proposed building envelope for Corambirra Point has been created for the purposes of a rezoning proposal, however this sensitive location requires a bespoke approach. The proposed building envelope does not align with the established Urban Design Principles: Principle 11 - Using the topography to minimize bulk and scale of new development at Corambirra Point. The proposed massing does not respond to the topography of the site and the retail and community components are cantilevered above natural ground level, creating a poor interface with the public domain.	<p>Corambirra Point is identified as a unique sub-precinct within the Coffs Harbour Jetty Foreshore Design Guidelines.</p> <p>Corambirra Point is subject to specific objectives and requirements that acknowledge its importance, including sacred bushland and artefacts – and the critical need to respect the importance of Ferguson's cottage.</p> <p>Site specific requirements include guidelines on layout, siting and height (storeys), a minimum 15m landscape setback from Ferguson's Cottage, the need to respect Ferguson's Cottage with minimal disruption to accessibility and views, the need to ensure that building form corresponds with and respond to the surrounding topography and view lines – and requirement that development should capitalises on views of the water and Muttonbird Island and South to Boambee Beach.</p>

2.6 Affordable housing provision

The NSW Government is focused on delivering its election commitment, to address the housing crisis and increase housing supply – a live and significant issue in Coffs Harbour. This approach now underpins the progression of the Jetty Foreshore Precinct. The number and mix of housing to be delivered, in addition to timing and development will be determined in the future, following DPHI's assessment and responses to the rezoning proposal. Housing supply is a complex, interrelated system and it will take all parts of the housing sector – local, State and Commonwealth government, not-for-profit, private industry, developers and finance experts – working together to solve the issues. A cohesive approach is vital to increase and accelerate supply of all types of housing – market or private, affordable and social housing – so all people in NSW, have access to a place to call home. Unlocking more supply of the right types of housing, in the right places, at the right times, is key.

The NSW Government is not developing land for profit and all funds generated will be reinvested back into the Precinct. This is vital to enabling the enhancement of open space, delivery of important civic infrastructure and preservation of the Precinct's Indigenous and European history and natural environment.

2.7 Giving effect to the aspirations for the Precinct

Given the considerable amount of planning and visioning work undertaken to date for the Precinct, and, acknowledging different points of view, the general support for revitalisation of the Precinct, it is now appropriate to take the next step in the planning process. This involves seeking DPHI endorsement of the proposal the subject of this planning report. The contents of this planning proposal detail proposed changes to the planning framework that applies to the Precinct in order to enable and facilitate future development and revitalisation of the kind contemplated throughout the community engagement process.

3.0 The Precinct

3.1 Location and context

The Precinct is located on the traditional lands of the Gumbaynggirr people, in saltwater freshwater Country. It is situated strategically within Coffs Harbour, at a key activity node of the North Coast region of NSW. It encompasses a large expanse of foreshore land, 5km east of the Coffs Harbour City Centre, stretching from the Marina in the north to Corambirra Point in the south. It includes the Coffs Harbour Jetty, Jetty Beach and extensive parklands with biodiversity value. The west boundary is generally defined by the railway line and Coffs Harbour Railway Station. A culturally important area known as “Happy Valley” is located to the immediate north of the Precinct which has been returned as freehold land to the Local Aboriginal Land Council. Boambee Beach is located to the south of the Precinct, where Littoral Rainforest occurs. Muttonbird Island Nature Reserve can be found adjoined to the east of Coffs Harbour Jetty. The Precinct’s locational context can be seen at **Figure 1**, with existing Precinct features shown in **Figure 7**.

The Jetty Foreshore is a coastal Precinct, offering a range of activities and amenities for locals and tourists. There are retail services provided around the marina area, while Jetty Beach and its surroundings serve as a public recreation area. There are also boating facilities scattered through the Precinct. There are three heritage sites located within the Precinct, and several items located in close proximity of the Precinct.



Figure 6 *Precinct Location Map*

Source: SJB



Figure 7 Existing amenity and locational context

Source: SJB

3.2 Precinct description

The Precinct is approximately 144.88 hectares in size and its legal description is included at **Table 5**. Of this total area, approximately 62 hectares is land, and approximately 17.7 hectares is subject to amendments proposed as part of this planning proposal. Most of the Precinct is generally level with a small fall in topography from west to east. However, land in the south of the Precinct comprises the steeply sided Corambirra Point and a low ridgeline that connects it to Beacon Hill. Jordan Esplanade runs through the Precinct and provides connectivity to the foreshore from the Town Centre via Marina Drive and Camperdown Street.

A long corridor of undeveloped, State government land is situated between the railway line and Jordan Esplanade. An aerial photo of the Precinct is shown at **Figure 8**. Jetty Beach Park can be found on the other side of Jordan Esplanade. The area provides residents with seating areas, garden beds and picnic areas (refer to **Figure 9**). Along the park, there are also retail activities scattered throughout, with most of them being cafes or restaurants. The Coffs Harbour Jetty can be accessed through the park, with it being a prominent feature of the Precinct. The Marina is located towards the north, and provides other retail services such as a fish market and other restaurants along with extensive at grade car parking. Residents and tourists can access Muttonbird Island Nature Reserve through the marina.

Table 5 *Precinct legal description*

Lot	Plan	Ownership	Area (sqm)
206	DP739570	Department of Industry (Crown Lands)	61271
3	DP1285051	Department of Industry (Crown Lands)	346636
204	DP739570	Department of Industry (Crown Lands)	416541
22	DP850150	Department of Industry (Crown Lands)	7904
205	DP739570	Coffs Harbour and District Local Aboriginal Land Council	5073
2	DP630934	Department of Industry (Crown Lands)	3829
1	DP807876	Department of Industry (Crown Lands)	52714
11	DP1284099	Department of Industry (Crown Lands)	12408
11	DP843870	Property and Development NSW	18059
10	DP1284099	Property and Development NSW	23773
12	DP1284099	Department of Industry (Crown Lands)	3424
2	DP1097861	Department of Industry (Crown Lands)	11097
545	DP45256	Department of Industry (Crown Lands)	4368
547	DP45226	Department of Industry (Crown Lands)	329409
543	DP45472	Department of Industry (Crown Lands)	124710
546	DP45226	Department of Industry (Crown Lands)	5586
4	DP1285051	Department of Industry (Crown Lands)	979
	Unregistered road reserve	-	20986
Total site area			144.88ha

Source: Nearmap & Ethos Urban



Figure 8 Aerial map of Precinct

Source: Ethos Urban



Figure 9 Existing foreshore parklands

Source: SJB

3.3 Existing development

The Precinct as it stands can be broadly divided into 8 character areas as shown in **Figure 10**.

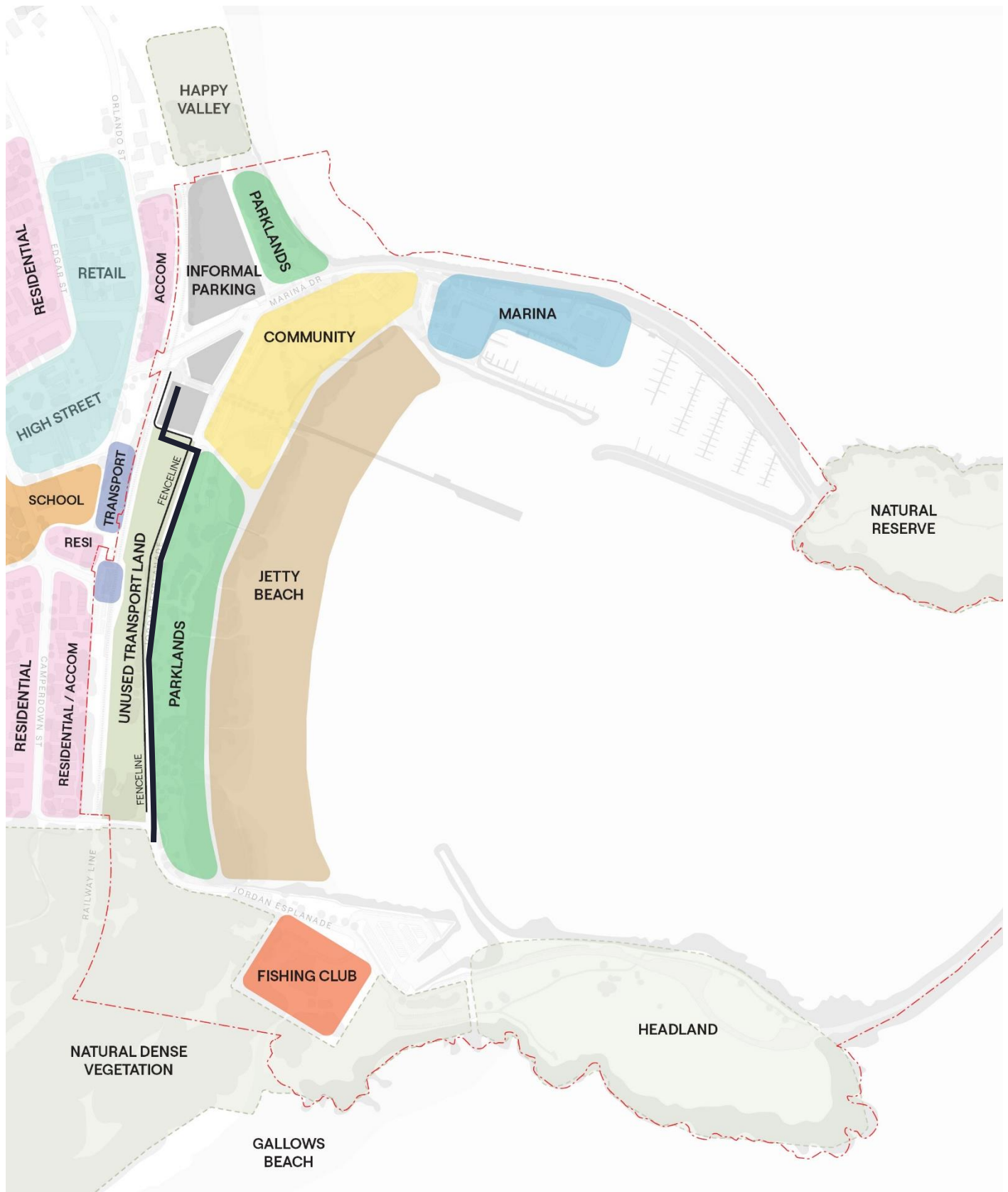


Figure 10 Existing character areas

Source: SJB

3.3.1 Jetty Beach

This area contains a long stretch of beach used predominantly for recreational activities. Due to its largely sheltered position relative to other nearby beaches, it is particularly attractive to families for swimming purposes (refer to **Figure 11**). The Marina is north of the beach, with the beach house being located to the south of this sub-precinct. The beach is accessible from the north through the community sub-precinct and along the multiple paths in the Parklands sub-precinct. While the Jetty goes over the beach, access from the Jetty to the beach is not possible. The Jetty Beach provides different facilities for visitors, such as showers and toilets. Food and refreshments can be bought in nearby kiosks and cafes in the Community character area (refer to **Figure 12**).



Figure 11 Jetty Beach

Source: City of Coffs Harbour



Figure 12 Kiosk at Jetty Beach

Source: Tripadvisor

3.3.2 Parklands

A majority of the recreational area of the Jetty Foreshore Precinct is located in the parklands character area. The Parklands have areas for picnics and garden beds. The Parklands contain several amenities for the public, such as public playgrounds, barbeques, sheltered benches and public toilets (refer to **Figure 13**). There is also a kiosk within the character area. Jordan Esplanade runs adjacent to this character area (refer to **Figure 14**). Formal parking can also be found in the Parklands.

The Parklands is also heavily vegetated by the littoral rainforest, an ecosystem that is rare and can only be found near coast. The Littoral Forest is under threat of extinction, therefore the land is identified as high biodiversity value. There are 5 paths that go through the littoral forest to allow access for the Jetty Beach. The paths are of varying quality and generally provide a substandard level of access and suffer from visual impairment from trees.



Figure 13 Picnic tables and benches within Parklands



Figure 14 Jordan Esplanade

Source: SJB



Figure 15 Access Path through Littoral Forest onto beach from parklands

Source: Google Streetview

3.3.3 Community

The Community character area includes a new community centre (refer to **Figure 16**), an open air market ground that hosts weekly markets (refer to **Figure 17**), and parkland amenities including a small playground and picnic shelters. It also includes the Coffs Harbour Yacht Club (refer to **Figure 18**) which has been in Coffs Harbour since 1962. The yacht club hosts various community events and contains the Breakwall Café and Restaurant.

The primary access to the Coffs Harbour Jetty (refer to **Figure 19** to **Figure 21**) is from the community character area. The Coffs Harbour Jetty is the largest coastal timber jetty in New South Wales and is the only remaining large ocean jetty in New South Wales which dates from the nineteenth century, thus is of local and state heritage significance. The jetty was operational from 1892 to 1973 and once formed a key part of the timber getting industry in Coffs Harbour.

In mid-2023, PDNSW completed work and delivered a new waterfront community hub building within the Precinct. The hub represents the first stage in the revitalisation of the Precinct. The community hub was transferred to the Crown land manager, the City of Coffs Harbour, on 23 August 2023, to manage on behalf of the community. The hub provides support for local businesses, residents and visitors, with indoor and outdoor café-style dining, a greater focus on open space, landscaping designed to preserve the area's unique biodiversity, and new public amenities. As part of the works, the former South Solitary Island Lighthouse Optic has been installed for public display adjacent to the Jetty and community building.



Figure 16 Community hub building

Source: King & Campbell



Figure 17 Coffs Harbour Markets site

Source: City of Coffs Harbour



Figure 18 Coffs Harbour Yacht Club

Source: Google Maps

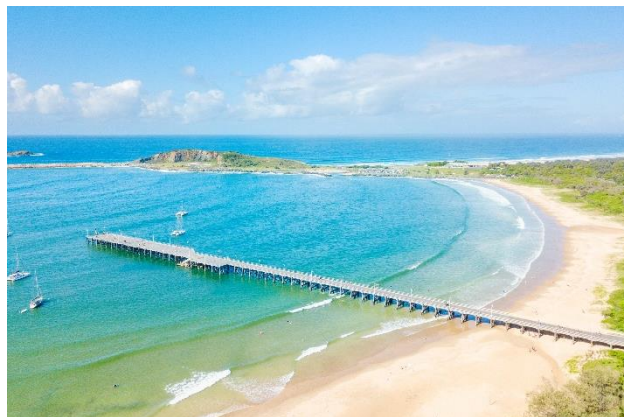


Figure 19 Coffs Harbour Jetty from the north

Source: Adobe Stock



Figure 20 Coffs Harbour Jetty looking east

Source: Adobe Stock



Figure 21 Coffs Harbour Jetty from the south

Source: Adobe Stock

3.3.4 Marina

The Marina is a key attraction of the area and features a range of facilities. The Marina is a working port and has 165 berths for boats to park in (**Figure 22**), as well as various boat maintenance and servicing facilities (**Figure 23**). Therefore the Marina also acts as an entry point for travellers disembarking from boats. The Marina also has Australian Border Force on site for vessels leaving or arriving on international journeys. The sub-precinct also provides laundry, showers, and restrooms services for sailors.

The Marina also provides tourist activities, such as whale and dolphin watching or chartered fishing. There is also a retail hub in the Marina, including a fisherman co-op, restaurants, cafes, specialty shops and an art gallery (**Figure 24**). Extensive formal parking is also provided in the Marina. Adjoining the Marina is Muttonbird Island, a nature reserve where the public can access from the Marina Walkway (**Figure 22**). The Marina can be accessed from Marina Drive.



Figure 22 *View from Muttonbird Island onto the Marina*

Source: Coffs Harbour International Marina



Figure 23 *Boat Maintenance Facility*

Source: Coffs Harbour International Marina



Figure 24 *Retail Hub*

Source: Expedia.com

3.3.5 Informal Parking

The northern area of vacant land is frequently used as informal parking by visitors of the foreshore (refer to **Figure 25**). The informal nature of the parking impairs traffic flow during busy times. This is an under-utilised part of the Precinct. The area occasionally hosts activities such as car boot sales.



Figure 25 Unofficial parking

Source: Google Streetview

3.3.6 Former Deep Sea Fishing Club

A popular tourist destination is the former Coffs Harbour Deep Sea Fishing Club building. Having been vacant for some time following the liquidation of the Coffs Harbour Deep Sea Fishing Club in 2015, the structure now contains the Jetty Beach House (refer to **Figure 26**), which is a restaurant and café providing live music and al fresco style dining. The building sits on a hill and provides scenic views onto the jetty beach and the ocean (refer to **Figure 27**). Formal parking is located adjacent to the building, which creates separation from the state and locally listed heritage item Ferguson's Cottage (refer to **Figure 28**). South of the building is an unpaved path for vehicle and pedestrian access onto Boambee Beach. To the east of the former Deep Sea Fishing Club building is a local heritage item consisting of a buried trestle bridge, tramway line site and World War II gun turret.



Figure 26 Exterior of Jetty Beach House

Source: City of Coffs Harbour



Figure 27 Interior of Jetty Beach House

Source: City of Coffs Harbour



Figure 28 *Ferguson's Cottage*

Source: Heritage NSW

3.3.7 Former Transport Land

This land is held by the state government and is currently vacant land. It is separated from Jordan Esplanade by a fence and is therefore inaccessible to the public (refer to **Figure 29** and **Figure 30**). The subject land has been in a vacant and largely inaccessible state since rail operations ceased on the site in the late 20th century.



Figure 29 *Fenced off transport land (north)*

Source: Google Streetview



Figure 30 *Fenced off transport land (south)*

Source: SJB

3.4 Access and transport

The Precinct is connected to Coffs Harbour and its surrounds via two crossing points of the railway line (refer to **Figure 31**). The Precinct is mainly served by Jordan Esplanade, which connects to Marina Drive. This allows travel by car into Coffs Harbour Town Centre on Harbour Drive. The Precinct is served by buses, however these services operate with low frequency. Coffs Harbour Railway station is immediately west of the Precinct, which allows regional travel towards Sydney and Brisbane.

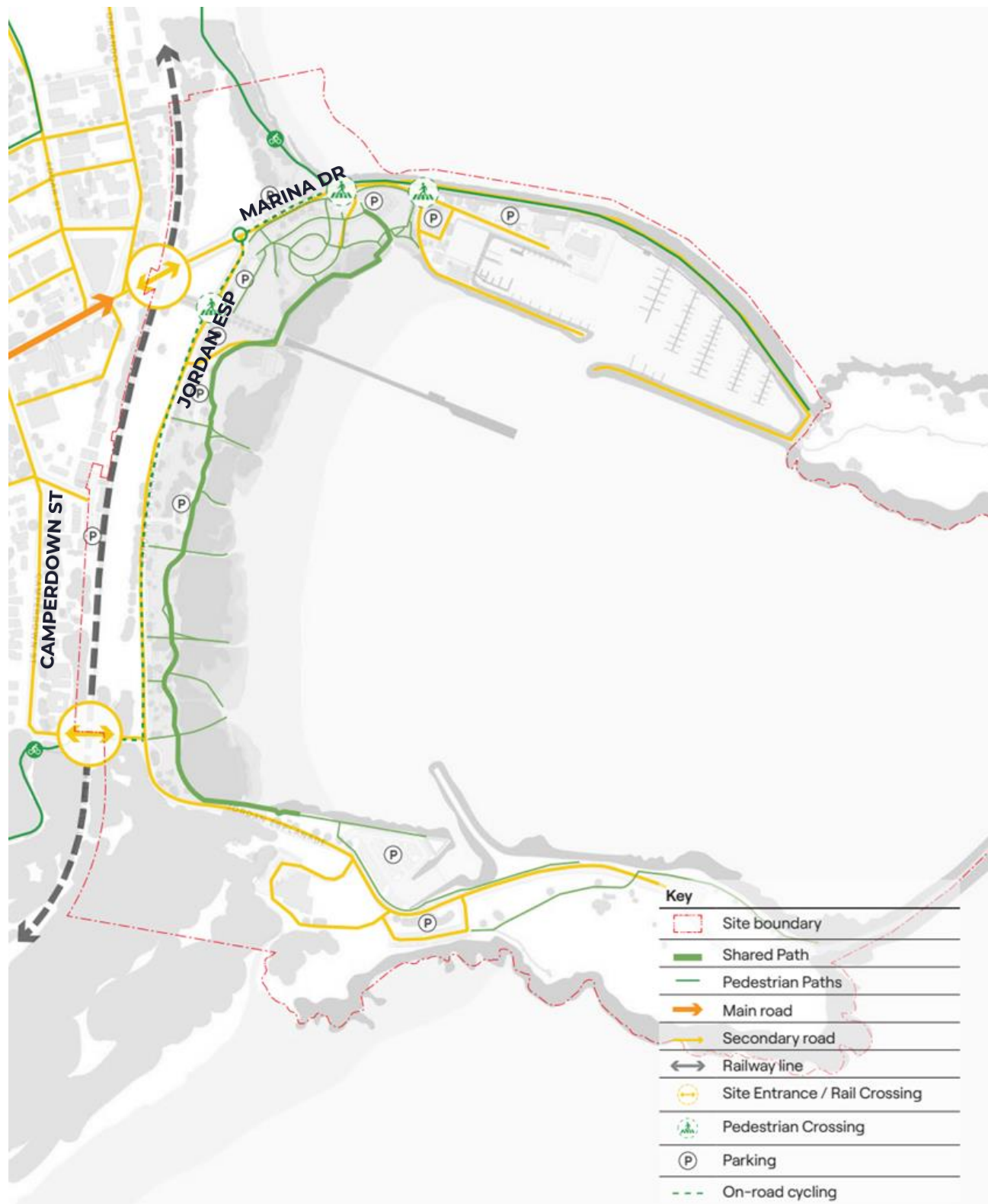


Figure 31 Existing movement network

Source: SJB

3.5 Surrounding development and context

The Jetty Foreshore Precinct is surrounded by other attractions and major landmarks. Adjoining the Precinct at the west is an existing greater scale retail Precinct containing tourist accommodations, retail activities and Coffs Harbour station, while southwest of the Precinct is home to the Coffs Harbour Airport. North, East and South of the Precinct are several nature tourist spots, such as Muttonbird Island or Boambee Beach.

- **North** – Immediately north of the Precinct is North Wall Beach (refer to **Figure 32**), where its waters make up part of Solitary Islands Marine Park.
- **East** – The Precinct is mostly bounded by the ocean towards the East. East of the marina is Muttonbird Island Nature Reserve (refer to **Figure 34**) while the Southern Breakwall is located east of Corambirra Point.
- **South** – South of the Precinct is Gallows Beach and Boambee Beach (refer to **Figure 33**), which is known for having a long strip of sand and allows various forms of recreational activities such as horse training, jet-skiing and four-wheel driving. The Aviation Rescue and Fire Fighting Fire Station and Coffs Harbour Airport approximately 2 km southwest of the Precinct.
- **West** – The Precinct is bound by Orlando Street to the north-west, where a retail Precinct containing a mix of tourist accommodations, restaurants, cafes, specialty shops and pathologies. There are also some apartments located on Orlando Street, with zoning indicating future built form of approximately 6 storeys in this area. Coffs Harbour Station is located immediately west, and there are large amounts of tourist accommodation, restaurants and cafes (refer to **Figure 35**). Tourist serving services such as laundromats can also be found in this retail Precinct. Coffs Harbour High School which takes up a large area is immediately adjacent to Coffs Harbour Station. Beacon Hill Lookout, which is a historical landmark and a popular lookout among tourists can also be found West of the Jetty Foreshore Precinct (refer to **Figure 36**). Among the tourist accommodation and retail Precinct, several apartments and townhouses can also be found (refer to **Figure 37**).



Figure 32 North Wall Beach

Source: NSW Government



Figure 33 Boambee Beach

Source: Google Maps



Figure 34 Multi Storey Apartment west of Precinct

Source: Google Streetview



Figure 35 Jetty Strip Precinct

Source: Google Streetview



Figure 36 *View from Beacons Hill Lookout*

Source: Google Maps



Figure 37 *Townhouses and Apartments in Coffs Harbour*

Source: Google Streetview

4.0 Existing planning framework

4.1 Strategic planning framework

4.1.1 North Coast Regional Plan 2041

The North Coast Regional Plan 2041 sets a 20-year strategic land use planning framework for the region, aiming to protect and enhance the region's assets and plan for a sustainable future. The region plan applies to the Local Government Areas (LGAs) of Ballina, Bellingen, Byron, Clarence Valley, Coffs Harbour, Kempsey, Kyogle, Lismore, Nambucca Heads, Port-Macquarie-Hastings, Richmond Valley and Tweed.

The Coffs Harbour Jetty Foreshore is located within the city of Coffs Harbour which functions as a key regional city for the area, providing a significant portion of the region's housing and jobs. It delivers a variety of high-level services, including civic, entertainment and cultural venues. Recreation and tourism are key contributors to the Coffs Harbour economy, with the Coffs Coast identified as an accredited ECO Design and leader in environmental tourism. Key directions for the Coffs Harbour regional city is to identify opportunities to expand nature based, adventure and cultural tourism assets including Solitary Islands and other coastal, hinterland and heritage assets to support the local ecotourism industry, as well as enhance the variety of housing options within the Coffs Harbour city centre. The proposal seeks to rezone majority of the Jetty Foreshore from SP2 Infrastructure to MUI Mixed Use to facilitate a world-class ocean front Precinct comprising accommodation, marina and cultural and recreational uses.

The Jetty Foreshore proposal will further support the following objectives in the Regional Plan as outlined in **Section 9.0** of this report:

- Provide well located homes to meet demand (Objective 1);
- Understand, celebrate and integrate Aboriginal Culture (Objective 4)
- Manage and improve resilience to shocks and stresses, natural hazards and climate change (Objective 5);
- Create a diverse visitor economy (Objective 12);
- Increase active and public transport usage (Objective 16);
- Plan for sustainable communities (Objective 18);
- Public spaces and green infrastructure (Objective 19); and
- Celebrate local character (Objective 20).

4.1.2 Coffs Harbour Regional City Action Plan 2036

The Coffs Harbour Regional City Action Plan provides a framework to manage and shape the city's future growth and support the vision established in the North Coast Regional Plan 2041. The Regional City Action Plan builds on the Regional Plan and outlines regional specific opportunities in the form of 20 main Guiding Objectives for the Coffs Harbour City. The Plan also translates these objectives into deliverable actions for implementation. The Regional City Plan identifies seven collaboration areas, with the Jetty Foreshore Precinct identified as Collaboration Area 4. The Regional City Plan notes the target outcomes for the Jetty Foreshore Precinct:

"Enhanced public facilities and amenity, mixed use development, retention of heritage values, and improved access to open space"

The Regional City Action Plan identifies the revitalisation of the Jetty Foreshore Precinct as a 'key city shaper' providing 'new opportunities' to sustain and attract investment from the city centre to the Jetty and harbour area'. It also states

"the NSW Government is also well underway in its preparation of the Jetty Foreshore Precinct masterplan (east of the North Coast railway line), which may contribute additional opportunities for growth (subject to its final outcomes after community engagement)"

Further, the Regional City Action Plan notes the Jetty Foreshore Precinct has 'significant potential for renewal' and seeks to reshape the Precinct as an 'iconic destination' and 'Coffs Harbour's premier harbourside destination'.

The proposal seeks to deliver these outcomes and will further support the following objectives and actions in the Regional City Plan as outlined in **Section 9.0** of the report:

- Objective 2 – Enhance the distinctive character, heritage and design of the network of places that make up Coffs Harbour;
- Objective 3 – Create engaging, creative and inclusive spaces
- Objective 8 – Grow Coffs Harbour’s sub-regional leadership role
- Objective 9 – Celebrate the Jetty Foreshores Precinct as Coffs Harbour’s premier harbourside destination
 - 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.
 - Action 9.2 – Protect the operational access and facility needs of the marina and international port.
 - Action 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.
- Objective 10 – Showcase Coffs Harbour’s tourism and visitor experiences
- Objective 12 – Support the local arts, cultural and creative energy of Coffs Harbour;
- Objective 17 – Deliver a city that responds to Coffs Harbour’s unique green cradle setting and offer housing choice;
- Objective 19 – Strengthen resilience to natural hazards and climate change

4.1.3 Coffs Harbour Local Strategic Planning Statement

The Coffs Harbour Local Strategic Planning Statement (LSPS) was prepared and endorsed by Council in 2020 and sets out a 20-year vision for land use planning in the Coffs harbour LGA. The LSPS aims to outline how growth and change will be managed, to maintain the high levels of liveability, environmental amenity and landscape quality that characterises Coffs Harbour. The LSPS is consistent with the directions and actions contained within the North Coast Regional Plan and Coffs Harbour Regional City Plan and is designed to act as a link between the strategic priorities identified at a regional or district level. It identifies 16 Planning Priorities in four themes to achieve Council’s vision for the city to 2040. It is noted in the LSPS the NSW Government is currently preparing a masterplan for the Jetty Foreshore Precinct that is separate from Council’s remit and priorities. The proposal for the Jetty Foreshore Precinct will support the following planning priorities contained within the LSPS as outlined in **Section 9.0** of this report:

- Planning Priority 1 – Deliver and implement the Compact City Program Key Priorities;
- Planning Priority 5 – Deliver greater housing supply, choice and diversity;
- Planning Priority 6 - Implement actions within the Biodiversity Action Strategy;
- Planning Priority 7 – Protect and conserve the natural, rural, built and cultural heritage of Coffs Harbour’;
- Planning Priority 9 – Deliver a Local Centres placemaking approach to revitalise local centres; and
- Planning Priority 12 – Develop and deliver a post-Bypass place strategy for Coffs Harbour City.

4.1.4 Coffs Harbour Local Growth Management Strategy

The Local Growth Management Strategy (LGMS) is to provide a coordinated, strategic and planned approach to cater for growth in the local government area to 2040. The LGMS has been prepared by Council to achieve the directions and actions contained within the North Coast Regional Plan and to align with the Settlement Planning Guidelines. It places emphasis on a Compact City Growth Model which be achieved by a set of objectives and principles categorised into three themes – Connected, Sustainable and Thriving. The proposal for the Jetty Foreshore Precinct will support the vision for a Compact City Growth and the following directions of the LGSM:

- Connected
 - Provide safe and inclusive community spaces and activities that bring people together
- Sustainable
 - Protect the value and benefits of the natural environment
 - Protect local heritage and build character through placemaking
 - Promote less use of private cars
- Thriving
 - Promote year round sustainable tourism opportunities

- Encourage walkability and cycling in urban centres, plan for improved public transport options and encourage the use of the public transport network as an alternative mode of transport

4.1.5 Coffs Harbour Movement and Place Strategy

The Coffs Harbour Movement and Place Strategy provides a shared vision and direction to change the way places and transport networks are designed, planned and delivered in order to deliver maximum benefit for the local community and visitors.

It has been led by the City of Coffs Harbour in collaboration with Transport for NSW to enhance mobility options, service the local economy and to improve the quality of streets. The goal is to assist and support the development of our city into a connected, sustainable and thriving compact regional city.

The Coffs Harbour Movement and Place Strategy sets out 10 goals for a viable transport system for the City of Coffs Harbour. Of relevant to the Jetty Foreshore Precinct these are framed around:

- 15-minute neighbourhoods
- Improved walking, cycling and public transport networks
- Better streets
- Enhanced blue-green grid
- Careful parking management
- Connecting the city's key Precincts and growth areas
- Planning beyond the bypass

4.2 Statutory planning controls

The Coffs Harbour Local Environmental Plan 2013 (the CHLEP 2013) applies to the Precinct. The CHLEP 2013 establishes land use zones and land use permissibility, as well as controls for other matters such as building height, floor space ratio and heritage. The existing controls for the Precinct under the CHLEP 2013 are provided in Table 4. In order for the proposal to occur, the CHLEP 2013 will need to be amended.

4.2.1 Coffs Harbour Local Environmental Plan 2013

Table 6 CBLEP 2013 Key Controls

Clause	Provision / Standard	Comment
Clause 2.1 Land Use Zones	RE1 Public Recreation; RE2 Private Recreation; R2 Low Density Residential; SP2 Tourism, Marine, Wharf and Boating Facilities; SP2 Railway; W3 Working Waterways; W4 Working Waterways	<p>Refer to Figure 38.</p> <p>The existing diversity of land use zones reflects the large size and the various existing uses across the Precinct. Broadly:</p> <ul style="list-style-type: none"> • RE1 zoned land corresponds with existing parklands. In some locations, RE1 zoning applies to land not currently used for recreation. • RE2 Private Recreation is used for those sites operating under a private leasehold agreement with crown lands, such the Yacht Club site and Former Deep Sea Fishing Club site. • W3 and W4 zoned land reflects the maritime uses and operations of the marina and harbour. • SP2 Railway land covers the operational railway corridor as well as the vacant land along Jordan Esplanade. • SP2 Tourism, Marine, Wharf and Boating Facilities reflects areas of operational, disused or planned tourism/maritime infrastructure, such as the boat ramp. • There is a small portion of R2 zoned land that reflects the intended residential uses of the lot owned by the Coffs Harbour and Region Local Aboriginal Land Council. This is proposed to be retained.

Clause	Provision / Standard	Comment
Clause 4.3 Height of Buildings	5.4m; 8.5m; 11m; 22m	Refer to Figure 39 .
Clause 4.4 Floor Space Ratio	0.8:1; 1.5:1; No control	Refer to Figure 40 .
Schedule 1 – (4) Use of certain land at Jordan Esplanade, Coffs Harbour	Development for the purposes of hotel or motel accommodation, serviced apartments, shops and wharf or boating facilities that support tourism, marine and wharf or boating activities is permitted with development consent.	Refer to Figure 41 .

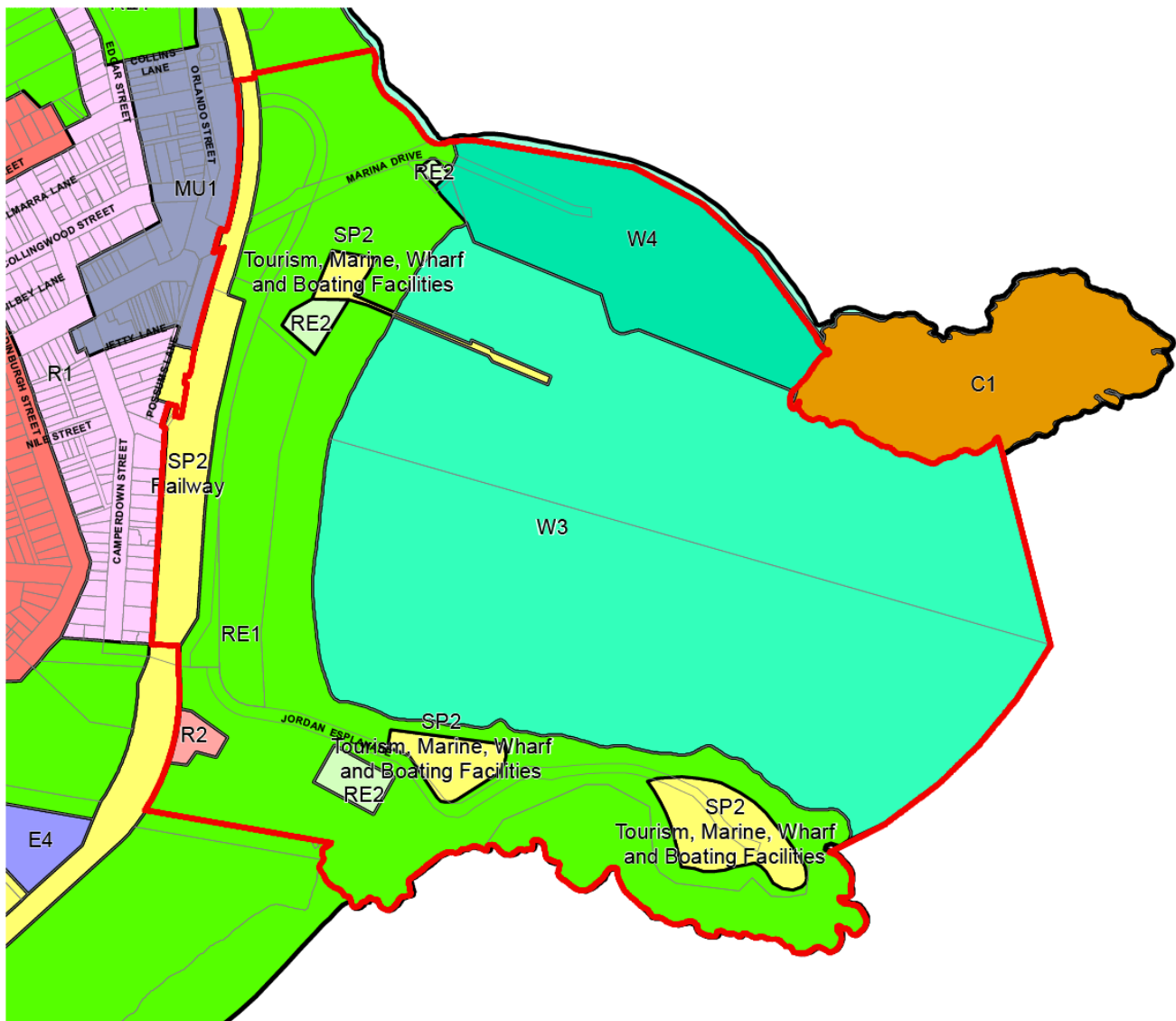


Figure 38 Existing Land Use Zoning Map

Source: Legislation NSW

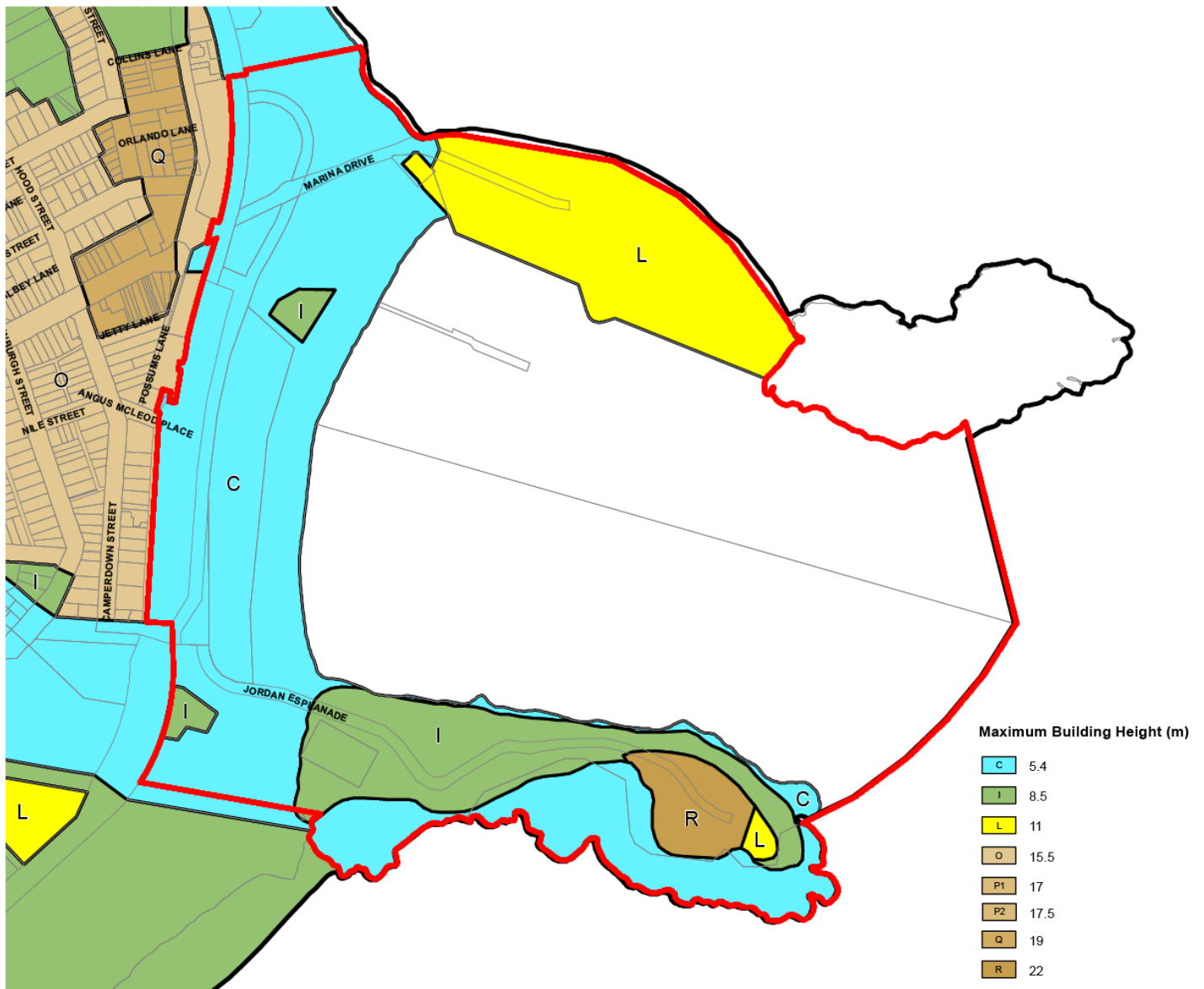


Figure 39 Existing Height of Buildings Map

Source: Legislation NSW

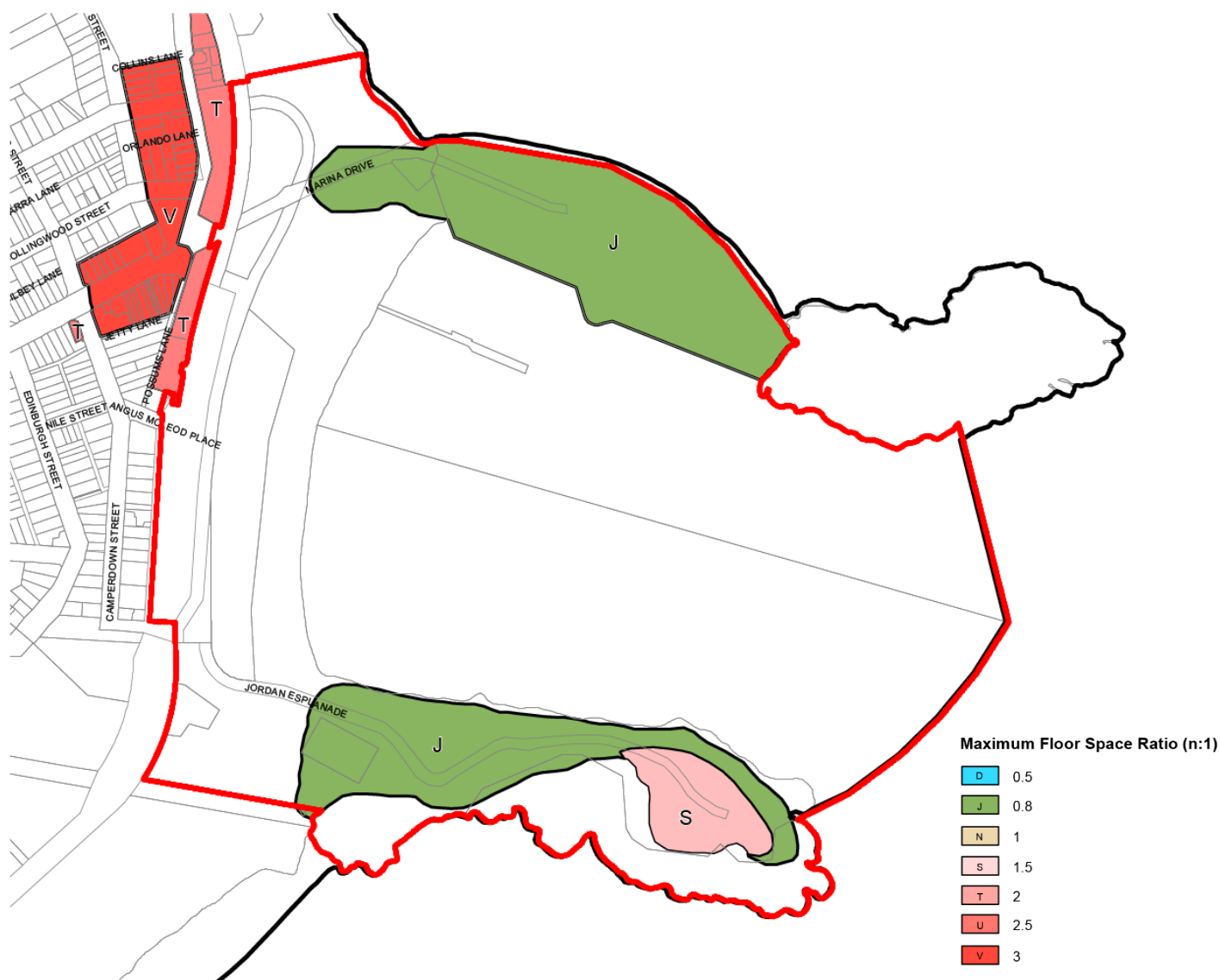


Figure 40 Existing Floor Space Ratio Map

Source: SJB

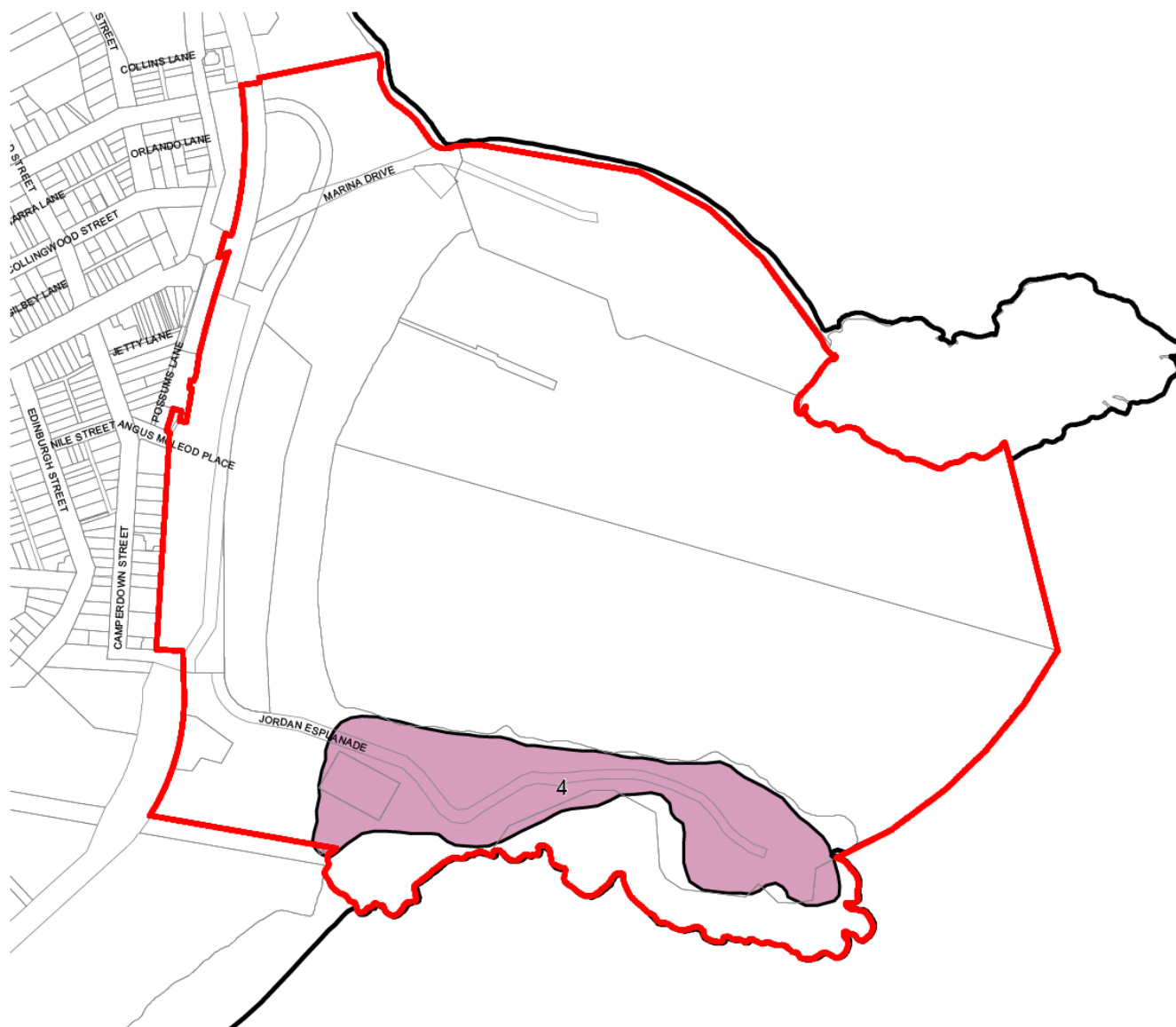


Figure 41 Exiting Additional Permitted Uses Map

Source: SJB

4.2.2 Coffs Harbour Development Control Plan 2015

The Coffs Harbour Development Control Plan 2015 (CHDCP 2015) supports the CHLEP 2013 by providing more detailed planning and design provisions. In recognition of the specific considerations relevant to the Precinct and its state significance, the proposal is supported by detailed provisions in the design guidelines which will apply to future development on the site. These guidelines replace the CHDCP 2015 insofar as it applies to the Precinct. Further information on the design guidelines is provided at **Section 8.2.3** and **Appendix B**.

4.2.3 Coffs Harbour Jetty Foreshores Plan of Management 2008

A Plan of Management applies to the Crown Land currently under the management of Council within the Precinct. This PoM is given effect by the *Crown Land Management Act 2016*. The intention of the PoM is to facilitate the continued development of a working harbour, emphasising the optimisation of the existing assets of the harbour and achievement of its full potential as a significant place for tourism and recreation within the City of Coffs Harbour and New South Wales. Conceptually, this proposal aligns with the underlying intent of the PoM. However, the context of Coffs Harbour has changed considerable since the PoM's preparation in 2008, and as such the PoM will be updated to align with the substantial investigations and community consultation undertaken as part of this project. This will be completed following the progression of the rezoning.

5.0 Case for change

5.1 Regional challenges and opportunities

The North Coast Region, Coffs Harbour and the Jetty Foreshore are great places. However, a number of global and local trends are affecting Coffs Harbour that if not managed well, can undermine its status as a great place and limit its ambition in the future. Coffs Harbour is a growing regional city at the centre of the North Coast region. The population is expected to increase to 106,575 by 2041, representing 35% population growth. Such change will increase the demand on regional open spaces and destinations and necessitates the facilitation of economic opportunities to accompany the growth.

As Coffs Harbour continues to transition to a regional city, there is a need to grow a more sophisticated and diverse economy, create and retain more businesses and skills and attract people, in particular young people. Tourism is a key industry and there are opportunities to enhance and strengthen the city's tourism offering, including nature-based activities, improved accommodation options and recreational activities.

The city faces challenges with housing affordability. This requires the delivery of a greater number and choice of homes in accessible locations. Population growth is also driving a need for more jobs. Coffs Harbour is at present a car-oriented city. Intensification of land uses provides the opportunity to make more sustainable active and public transport choices viable.

The Pacific Highway Bypass provides a city-shaping opportunity to re-imagine Coffs Harbour. The Coffs Harbour Bypass project is both a major infrastructure investment in the region and a step change in the regional movement network that comes with opportunities and threats to the status quo. The proposal comes with a pivot away from a reliance of roadside stop tourism drawn in by travellers passing through the city centre, but is a strategic opportunity to embrace a lower-traffic and destination-focused identity for Coffs Harbour. The bypass can promote the evolution of Harbour Drive as the city's main east-spine connecting the CBD to the water via the Jetty and Jetty Foreshore.

5.2 Opportunity to deliver on strategic drivers

The main challenge for Coffs Harbour in responding to these challenges and opportunities is encouraging growth and harnessing its benefits without losing the things that make the city special. Targeted growth in key precincts can help deliver this balance. As has already been identified, due to factors such as scale, strategic location and ownership the Jetty Foreshore Precinct represents a significant opportunity to deliver on the intentions of Local and State Government policy in a co-ordinated, master planned way. In particular, the proposal has the potential to:

- Deliver a regional economy that is diverse, sophisticated and able to retain businesses and skills
- Evolve the tourism offering with improved attractions, activities and accommodation
- Provide more housing in accessible locations, including affordable housing
- Provide better connections between places with more sustainable movement choices

At present, a large section of the Precinct is currently gravelled and/or inaccessible. Residual railway land is fenced off and separated from public access. While gravel areas provide overflow parking, these do not reflect the potential of this foreshore. While there are some nice, well-maintained parts in this area, much can be done to enhance the Jetty foreshore.

To date, 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. While various viewpoints have been heard, considered and acknowledged, extensive community engagement has shown support for the enhancement and upgrading of the Precinct, and a desire to see the Jetty Foreshore improved from its current state.

6.0 Community Shared Vision and Place Principles

During April & May 2021, PDNSW consulted with the community to develop a Shared Vision and Place Principles to guide the development of a draft masterplan. As a result of feedback received during this Phase 1 consultation, the project's guiding vision and place principles were further developed to respond to community views, aspirations and sensitivities. The vision and principles establish the high-level aspirations for the future of the Precinct. The vision for the Precinct is shown in **Figure 42**.



Figure 42 Vision for the Coffs Harbour Jetty Foreshore

The supporting Place Principles are:

- **Country at the heart of the Precinct** – Celebrating Coffs Harbour as the heart of Gumbaynggirr Country through nurturing sites of spiritual and historical significance, whilst providing opportunities for long term cultural and social benefits for the Aboriginal community
- **Strong local identity and built form character** – Establishing the Jetty Foreshore as a regional destination through offering a mix of uses that contribute to the diverse appeal of the area in addition to providing housing diversity
- **Protects the natural landscape and ecologies** – Promoting the identity and character of Coffs Harbour through introducing contextually responsive built form typologies that capture the essence of the place—responding to existing topography, colours and materials
- **A regional destination** – Reinforcing the Foreshore's role as a recreational Precinct through preserving and enhancing its open spaces and public amenities
- **Embraces recreation and public amenity** – Celebrating existing ecologies and natural landscapes through consideration of wildlife corridors and significant sightlines throughout the Precinct
- **A connected and accessible community** – Enhancing connectivity throughout the Precinct through optimising accessibility, parking and introducing improved walkways and boardwalks.

7.0 Illustrative Masterplan

The planning proposal is supported by an Illustrative Masterplan (**Figure 43**) that presents a potential development outcome that could be realised at the Coffs Harbour Jetty Foreshore Precinct consistent with the proposed rezoning and the design guidelines – it is not prescriptive nor is it determined.

The Illustrative Masterplan builds on the shared vision created via extensive community and stakeholder consultation and suggests further detail in relation to the kinds of land use and development outcomes sought for the Precinct. The Place Principles, shown in **Figure 2** and agreed with the community, guided the formation of the Illustrative Masterplan.

The Illustrative Masterplan showcases 16 buildings, ranging from 2-6 storeys alongside approximately 37 hectares of public domain and open space and 11 hectares of existing vegetation. The built form could accommodate commercial, retail and community uses alongside approximately 250 residential dwellings and 200 short-stay accommodation rooms, subject to detailed planning approval.



Figure 43 Illustrative Masterplan

Source: SJB

7.1 The Structure Plan

The Structure Plan illustrated in **Figure 44** defines the overall conceptual approach to the renewal of the Precinct. It identifies the primary approaches to movement, built form and open space. Key components are as follows:

- 12 building envelopes, ranging from 2-6 storeys accommodating commercial, retail, alongside approximately 250 residential dwellings and 200 short-stay accommodation rooms, subject to detailed planning approval.
- 21.1 hectares of parkland, including 3 additional hectares of area zoned for recreation.

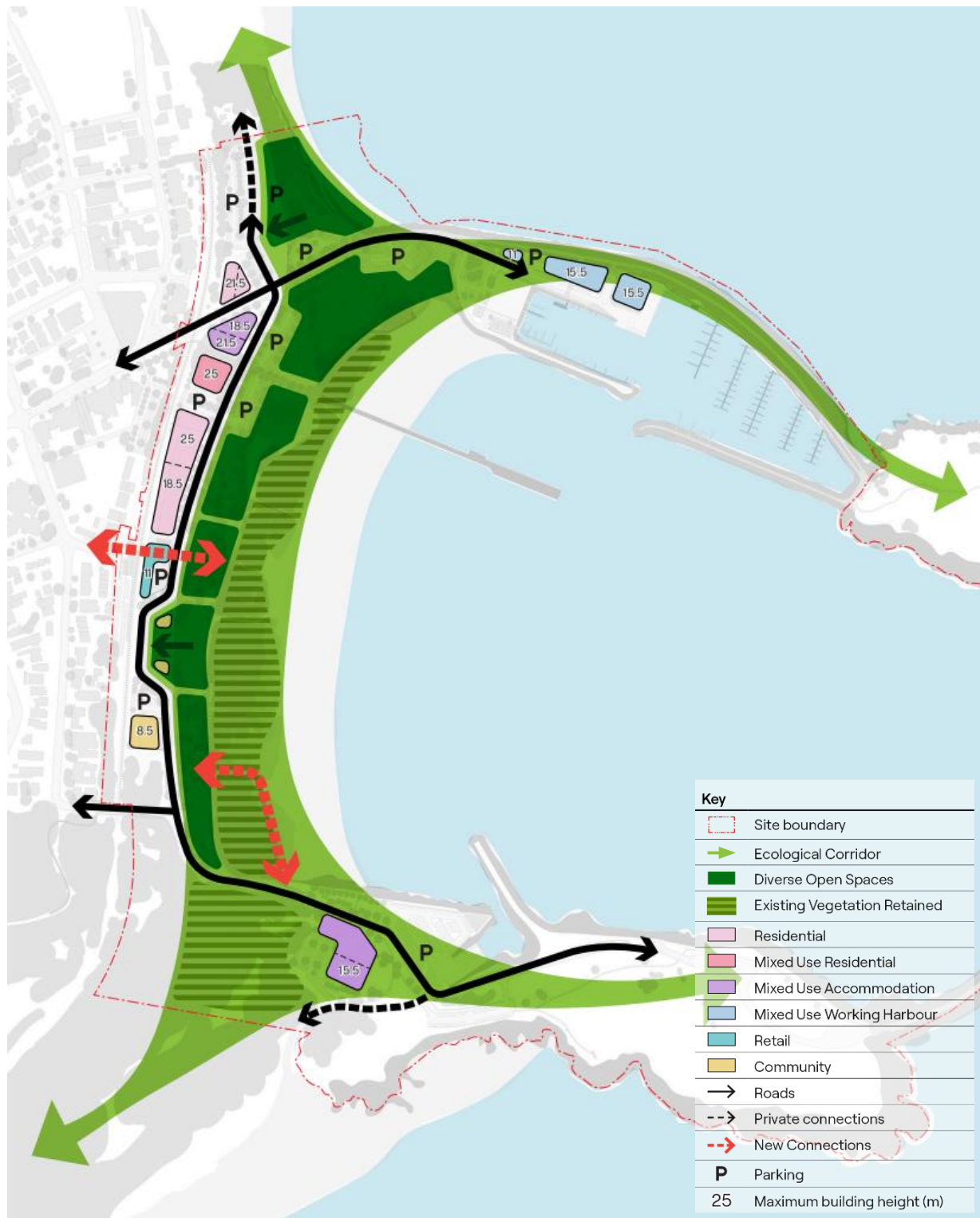


Figure 44 Coffs Harbour Jetty Foreshore Structure Plan

Source: SJB

7.2 Sub-Precincts

The Illustrative Masterplan is broadly organised across six sub-precincts that will each have a distinct character and function. These have been built upon the existing character areas in places, expanding others, and introducing new ones that will service the community in unique ways. Each area will serve a different function and experience, however will be united across the entire Precinct with the same identity. **Figure 45** delineates the division of six sub-precincts within the Precinct. The sub-precincts are identified as:

1. Foreshore Parklands – with improved amenities, proposed new board walk and nature-based playground.
2. The Marina – An active marina revitalised to accommodate local marine based businesses that reflect their regional importance.
3. North Park – Functional open space with recreational courts and formalised parking.
4. 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.
5. 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.
6. 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.

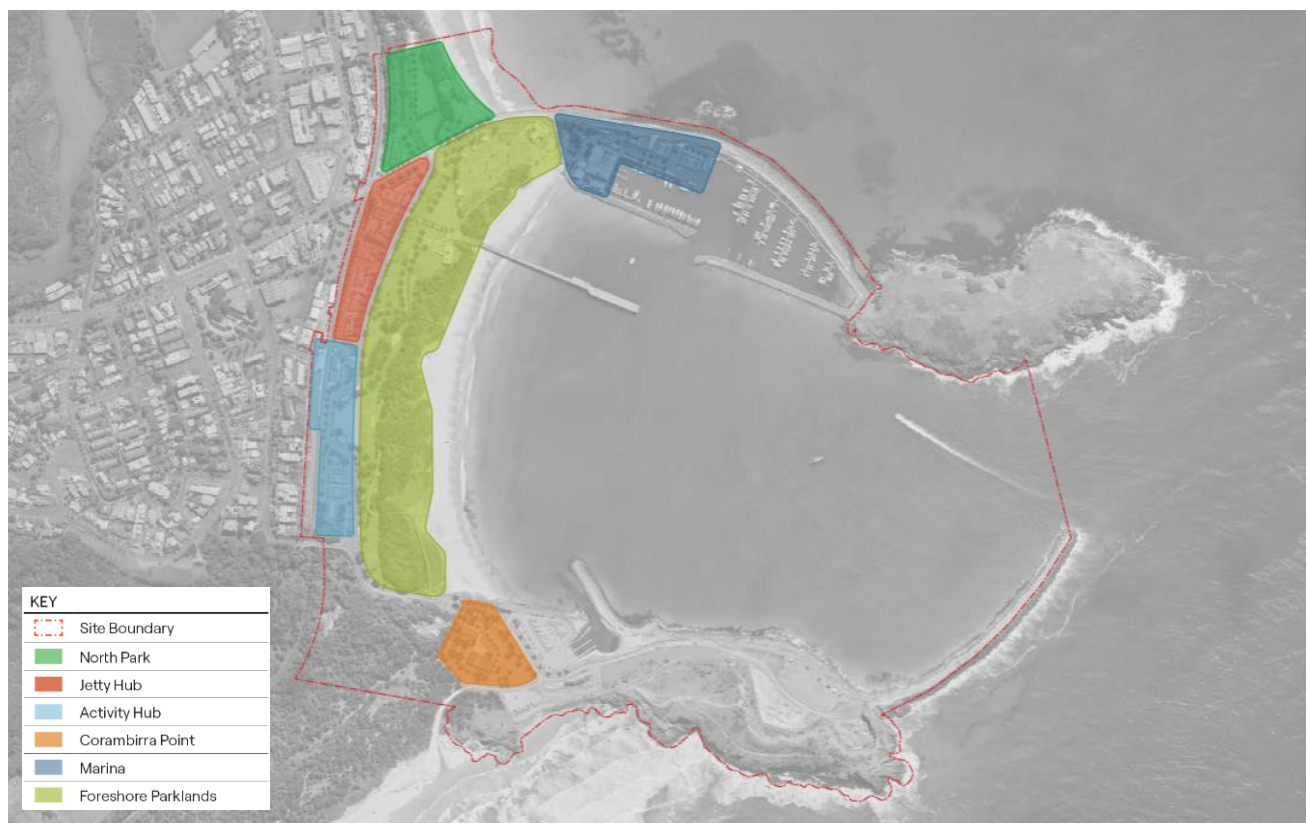


Figure 45 Sub-precinct map

Source: SJB

7.2.1 The Marina

The Marina is a dynamic and bustling sub-precinct that is anchored by its status as a working harbour. The Proposal presents a vision for a thriving commercial and culinary hub, offering a newly improved Fish Co-op, commercial spaces and various dining options. With its blend of working waterfront activities, convenient on-grade parking, and improved access points, the Marina sets the stage for a captivating destination within the Coffs Harbour Foreshore.



Figure 46 The Marina Illustrative Masterplan

Source: SJB

7.2.2 North Park

Under the Illustrative Masterplan, North Park would form as a largely landscaped open space and will extend the existing Foreshore Parklands (**Figure 47**). Parts of the park will be converted from informal parking to consolidated formal parking and passive open space to the east. The passive spaces may be used as informal parking during events. All landscape works will utilise the context of local flora. Towards the north, connection to Happy Valley will be retained and landscaping works will be undertaken to form a buffer. Part of this sub-precinct closest to the Jetty Core and fronting Marina Drive would contain residential development constructed

and designed to match the coastal character of Coffs Harbour. The built form in this area has been deliberately situated outside of the coastal vulnerability area.



Figure 47 North Park Illustrative Masterplan

Source: SJB

7.2.3 Jetty Hub

The Jetty Hub provides a key pedestrian connection from the Coffs Jetty Strip whilst also acting as the built form gateway when entering the Precinct along Marina Drive. These connections are fronted by mixed-use developments that incorporate active uses such as cafes and restaurants at ground floor facing the through-site link. Further south, a new parking area helps to distribute parking along the Foreshore, ensuring direct access to parking from any of the passive spaces in the Parklands. Residential buildings south of this provide dwellings in close proximity to the Parklands and amenity, ensuring long-term activation of public spaces and uses.

The buildings of this area will respond to the local character of Coffs Harbour and its sub-tropical location by using warm colours and materials. Sufficient ground level setbacks have been implemented for buildings in this sub-precinct to create a lower impact streetscape. Extensive sub-tropical plantings will also be able to occur as a result.

Currently, the area is not accessible to the public, therefore one of the key objectives of Precinct is to utilise this land to provide amenity and renewal for the public and to facilitate broader revitalisation outcomes within the Precinct. The Illustrative Masterplan suggests the potential transformation and activation of Jordan Esplanade. It will delineate the urban part of the city from the foreshore parkland and water (refer to **Figure 48**).



Figure 48 Jetty Hub Illustrative Masterplan

Source: SJB

7.2.4 Activity Hub and Village Green

The Activity Hub and Village Green is intended to serve as the 'parkland core' of the Precinct. It will act as a vital pivot point and provide an additional east-west pedestrian link via a pedestrian bridge over the rail corridor. The introduction of new retail will create opportunities for local businesses and attract more visitors. Additionally, the abundance of open green spaces, complemented by pavilions for food and beverage, will foster community engagement, provide gathering spaces, and hosting events. The proposed new boardwalk will enhance connectivity to Jetty Beach, offering improved access and enhancing the overall attractiveness and liveability of the area.

There is a proposed realignment of Jordan Esplanade, which will curve the roadway adjacent to the train station. This will provide a greater amount of useable public open space at the activity hub, that is not separated by a roadway. Towards the north of the sub-precinct, a new open pedestrian overpass is proposed over the Coffs Harbour railway station and North Coast Railway. The intention is to provide 24 hours access into the Precinct and provides an additional entrance for pedestrians. Near the pedestrian overpass are two retail buildings and a parking lot. The buildings will provide active frontages to Jordan Esplanade and promote pedestrian activity.

To the south of the Village green, a formal parking area will separate the pavilions and open space from two tourist accommodation and community focussed buildings. A landscaped gateway will be located at the southern end of the sub-precinct.



Figure 49 Activity Hub and Village Green Illustrative Masterplan

Source: SJB

7.2.5 Corambirra Point

The Corambirra Point Precinct sits on a heightened area that overlooks Muttonbird Island and Boambee Beach. Under the Illustrative Masterplan, the current Jetty Beach House will be re-developed into a new regional destination containing a mix of tourist accommodation, food and beverage and community uses (refer to **Figure 50**). Integrated into an existing hill with captivating ocean views this will become a major attraction for locals and visitors.

This Precinct celebrates the preservation of sacred bushland and artifacts, honouring the area's significance to its Aboriginal custodians. The proposed tourist accommodation not only aims to boost economic activity but also offers visitors an immersive experience, allowing them to delve deeper into the area's rich history. This development strikes a balance between tourism and cultural preservation, enhancing the allure and educational value of the Precinct.

The building will contain a maximum of 4 storeys, with community and retail services being located on the ground level with 180-degree views of the coastline. The built form will correspond to the locale of Coffs Harbour and the sub-tropical climate of the area. Parking will be located to the west of the building and creates separation to the heritage listed Ferguson's Cottage, giving minimal disruption while maintain accessibility and views of the cottage. For clarity, the scope of new carparking proposed is restricted to the rear of the proposed tourist accommodation building, on the site of an existing carpark. No changes are proposed to the existing parking area adjacent to the boat ramp.



Figure 50 Corambirra Point Illustrative Masterplan

Source: SJB

7.2.6 Foreshore Parklands

The Foreshore Parklands will be the heart of the Precinct, with the focus of this sub-precinct being conserving and blending with local character and ecology. Increased walkability is provided through a new constructed boardwalk which gives direct access to the beach. New regional play spaces including water and nature play spaces for all and a new landscaped amphitheatre will also be constructed (refer to **Figure 51**), providing increased amenity to the broader community while also attracting visitors. Additional parking will also be provided. In total, the Precinct will contain approximately 47 hectares of land zoned for recreation, including approximately 6ha of new and embellished parkland.

Much of the current vegetation will be retained and protected, and further constructions in the area will take great care to ensure planting is not disturbed.



Figure 51 *Artist Impression of Coffs Harbour Foreshore Wildplay and Waterplay*

Source: SJB

8.0 Proposed planning framework

8.1 Objectives and intended outcomes

Objective

The intention of this planning proposal is to amend the planning framework to enable the revitalisation of the Coffs Harbour Jetty Foreshore. The revitalisation seeks to celebrate the unique location, history and culture of the Jetty Foreshore to deliver outcomes for the benefit of the Coffs Harbour community. Specifically, the objectives for the Precinct are:

- Retaining and upgrading of the foreshore parkland area between Jordan Esplanade and the beach.
- Opening up of the fenced-off railway lands to provide opportunity for Precinct activation.
- Realigning and managing of carparking across the Precinct.
- Creating a more coherent and accessible connection to the Jetty Foreshore that connects the city with the harbour.
- Limiting any development to similar planning controls applied to areas immediately west of the rail line along Orlando Street and Harbour Drive.

Intended outcomes

The intended outcomes of the proposed amendments to the planning framework are as follows:

- Maintain and enhance the green space east of Jordan Esplanade.
- Extend the foreshore zone to the north and create nodes of activity along the full length of the Foreshore Parkland.
- Balance development outcomes with the funding of foreshore improvements and community initiatives to ensure a considered outcome for the area.
- Deliver a structure plan for the Marina precinct which informs a future development plan that enhances interactions with, and offerings and experience of, the working harbour while delivering sustainable local businesses.
- Connect with Country and recognise the history and stories of this place, strengthen and grow culture on Country, heal the landscape and respect the local peoples - past, present and future.
- Enhance connectivity across the precinct, linking dispersed attractions by safe pathways, managing carparking across the site and providing additional opportunities for beachfront boardwalks.
- Create the opportunity for a hospitality and tourism destination on the southern headland that provides local, regional and national attraction.

8.2 Explanation of provisions

This section summarises the proposed amendments to the statutory planning framework. Supporting draft LEP mapping is provided at **Appendix A**.

8.2.1 Amendments to Coffs Harbour LEP 2013

Land use zoning

It is envisaged a range of land uses will be supported within the Jetty Foreshore Precinct to support a vibrant precinct with a mix of commercial, retail, tourism, residential and tourist accommodation, recreation and community / cultural uses. The proposed land uses are also intended to allow and facilitate the continued operation of the working harbour.

For the southern headland former quarry site, a deliberate approach to zoning has been adopted in response to the unique characteristics of the site – both a significant Aboriginal place and a highly exposed coastal location. The SP1 Special Activities zone should be applied to special land uses or sites with special characteristics. Accordingly, the intention of this zoning would be to recognise the special and sensitive cultural and coastal status of the site, whilst providing for a narrow range of potential future cultural, community and recreation uses. The zone objectives for the SP1 zone within the Coffs Harbour LEP are as follows (emphasis added):

- To provide for special land uses that are not provided for in other zones.
- To **provide for sites with special natural characteristics** that are not provided for in other zones.
- To **facilitate development that is in keeping with the special characteristics of the site** or its existing or intended special use, and that **minimises any adverse impacts on surrounding land**.
- To encourage active living through the provision of healthy, walkable, green and safe built environments and streets, greener connections and walking and cycling infrastructure.
- To ensure that development reflects design excellence and is of a high visual quality in its presentation to the public realm.

Noting the above, the following amendments to the CHLEP 2013 'Land Zoning Map' are proposed:

- Exclude land in part of the North Park sub-precinct from the RE1 Public Recreation zone and include it in the MU1 Mixed Use zone.
- Exclude land in the Jetty Hub sub-precinct from the SP2 Infrastructure (Railway) and RE1 Public Recreation zones and include it in the MU1 Mixed Use zone.
- Exclude land in the Foreshore Parklands sub-precinct abutting the Jetty from the SP2 Infrastructure (Tourism, Marine, Wharf and Boating Facilities) zone and include it in the RE1 Public Recreation zone.
- Exclude land in the Activity Hub and Village Green sub-precinct from the SP2 Infrastructure (Railway) and RE1 Public Recreation zones and include it in the RE1 Public Recreation and MU1 Mixed Use zone.
- Exclude land in part of the Corambirra Point sub-precinct from the RE2 Private Recreation and RE1 Public Recreation zone and include it in the MU1 Mixed Use zone.
- Exclude the southern headland area outside of the Corambirra Point sub-precinct from the SP2 Infrastructure (Tourism, Marine, Wharf and Boating Facilities) zone and include it in the SP1 Special Uses (Culture, Community and Recreation) zone.

All other land use zones are proposed to be retained, including:

- The existing W4 Working Waterfront zone for the Marina sub-precinct.
- The existing RE1 zoning for the existing foreshore parkland.
- The existing SP2 Infrastructure (Railways) for the North Coast Rail Line and Coffs Harbour Train Station.
- The existing R2 Low Density Residential zone applying to the Coffs Harbour and Region Local Aboriginal Land Council lot.

For the avoidance of doubt, no change is proposed to the existing C1 National Parks and Nature Reserve zoning for land on Muttonbird Island adjacent to the Precinct boundary. A thumbnail comparison of existing and proposed zoning is shown at **Figure 52**.

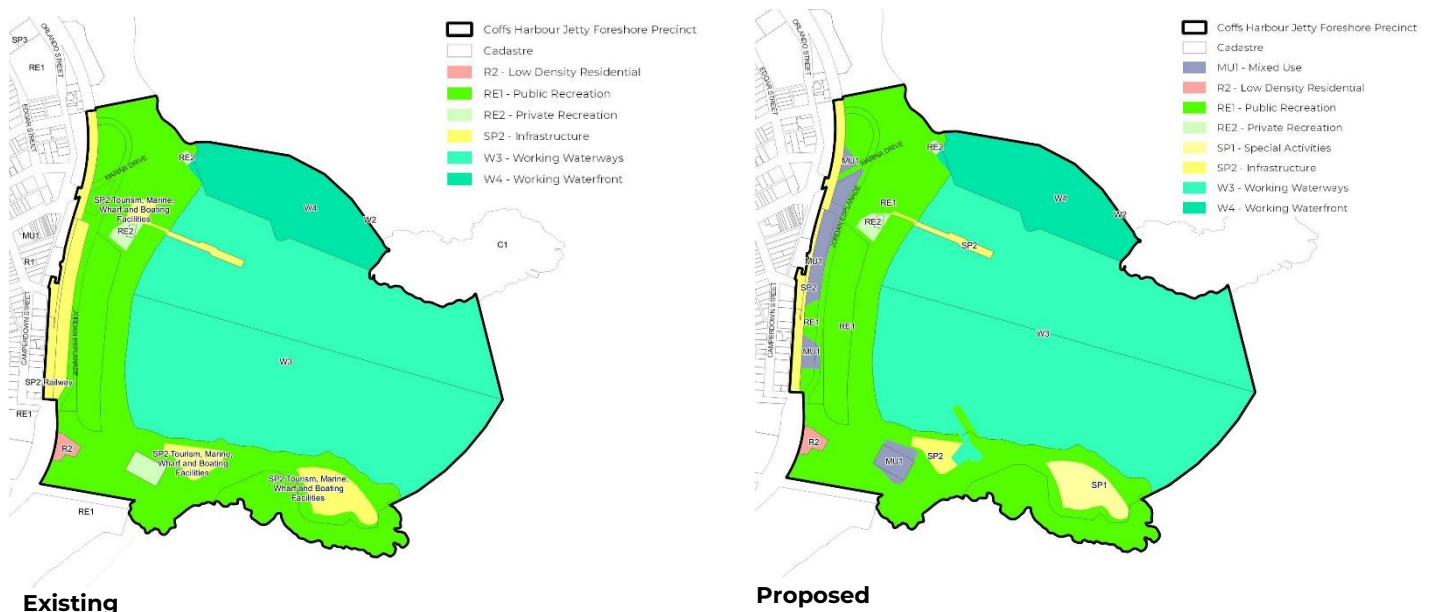


Figure 52 Existing and proposed zoning

Source: Ethos Urban

Additional permitted uses

In addition to the land use zoning described above, an additional permitted use is proposed to be introduced to Schedule 1 of the CHLEP and apply to the Marina (zoned W4 Working Waterfront) to provide additional flexibility for the operators working within the Marina and assist in facilitating future renewal. This additional permitted use '24' specifically enables office premises to be permitted with consent.

Separately, amendments are proposed to the additional permitted use that currently applies to the majority of Corambirra Point and the southern headland. Presently, the following is permitted in additional permitted use '4':

Development for the purposes of hotel or motel accommodation, serviced apartments, shops and wharf or boating facilities that support tourism, marine and wharf or boating activities is permitted with development consent.

This is proposed to be reduced to marine and wharf or boating activities only. To achieve the above, the following amendments to the CHLEP 2013 'Additional Permitted Uses Map' are proposed:

- Minor amendments to the boundary of the existing additional permitted use '4' along the inner western boundary to capture the entire headland area.
- Remove the permissibility of hotel or motel accommodation, serviced apartments and shops from the existing additional permitted use '4'.
- Inclusion of office premises as an additional permitted use for part of the Marina sub-precinct (within a new additional permitted use reference number, '24').

Additionally, amendments to Schedule 1 of the CHLEP 2013 are proposed to correspond with the proposed changes described above. A thumbnail comparison of existing and proposed zoning is shown at **Figure 53**.



Figure 53 Existing and proposed additional permitted uses

Source: Ethos Urban

Height of buildings

The maximum height limit for blocks intended for development within the Precinct range from 9m to 25m. The southern headland is currently subject to generous height limits that reflect past intention for redevelopment of the former quarry site. These are proposed to be removed, allowing a sensitive merit assessment for any potential future structures. The following amendments to the CHLEP 2013 'Height of Buildings Map' are proposed:

- Increase maximum building height in part of the North Park sub-precinct from 5.4m to 21.5m.
- Increase maximum building height in the Jetty Hub sub-precinct from 5.4m to part 25m, part 21.5m and part 18.5m.
- Increase maximum building height in part of the Activity Hub and Village Green sub-precinct from 5.4m to part 11m and part 8.5m.
- Increase maximum building height in part of the Marina sub-precinct from 11m to 15.5m.
- Increase maximum building height in the Corambirra Point sub-precinct from 8.5m to 15.5m.
- Remove permissive maximum building heights between 8.5m and 22m in the southern headland area outside of the Corambirra Point sub-precinct. In areas zoned RE1 Public Recreation, apply a maximum height of 5.4m consistent with the rest of the parkland.

All other height limits are proposed to be retained, including:

- The existing maximum building height of 5.4m applying to RE1 zoned land (foreshore parklands).
- The existing maximum building height of 8.5m applying to the community building and the Coffs Harbour and Region Local Aboriginal Land Council lots.

A thumbnail comparison of existing and proposed maximum heights is shown at **Figure 54**.

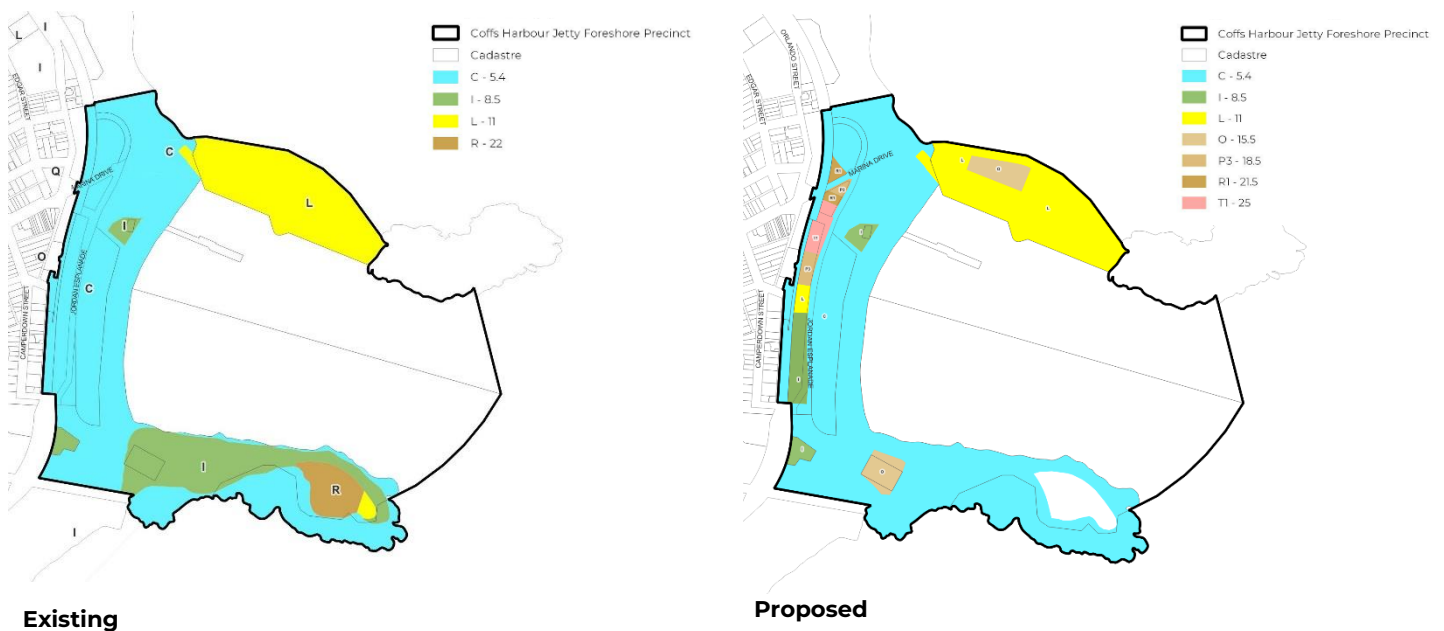


Figure 54 Existing and proposed height of buildings

Source: Ethos Urban

Floor space ratio

Given the large unsubdivided nature of the site, presence of roads within the development area and need for flexibility in determining the exact development site area, the use of the standard instrument FSR definition is inappropriate in this location. Generally, the use of an FSR controls is only sporadically adopted in the Coffs Harbour LGA. Correspondingly, it is proposed to remove all existing floor space ratio controls that apply to the site. This is inclusive of the Corambirra Point headland, which as described above, was previously allotted more permissive floorspace controls than the rest of the Precinct. Instead, the Design Guidelines (refer to **Appendix B**) include detailed built form controls, including setbacks, height in storeys, and setbacks, that will control future built form within the Precinct, and ensure consistency with the intended outcomes in the Illustrative Masterplan. These detailed design controls and the building height mapping provide the required certainty to ensure against potential negative impacts and have been the subject of detailed view analysis, traffic analysis and a suite of environmental studies.

Future development will be subject to detailed assessment through the SSD process. For completeness, a thumbnail comparison of existing and proposed maximum floor space ratio is shown at **Figure 55**.



Figure 55 Existing and proposed floor space ratio

Source: Ethos Urban

Heritage conservation

The Precinct includes or abuts two key state heritage items, being the Jetty and Ferguson's Cottage, as well as the buried turrets local heritage item on Corambirra Point (refer to **Figure 56**). The site also includes sacred sites to the Aboriginal community. The Precinct as a whole is historically significant in its role in the development of Coffs Harbour.

Clause 5.10 of the Coffs Harbour LEP 2013 contains provisions regarding heritage conservation to conserve Aboriginal, environmental and archaeological heritage items. These local controls are supported by the relevant provisions of the *Heritage Act 1977*, which will apply to development proximate to state heritage items, and the *National Parks and Wildlife Act 1974*, which governs Aboriginal heritage. This will continue to apply to future development in the precinct.



Figure 56 Existing heritage map

Source: Legislation NSW / Ethos Urban

Site specific provisions

A site-specific provision relating to the Coffs Harbour Jetty Foreshore Precinct is proposed to be inserted into the LEP to set out additional controls that will apply to the Precinct. Specifically, a new provision is proposed to require the consent authority to consider Design Guidelines made by the Planning Secretary relating to the design and amenity of the Jetty Foreshore Precinct before granting consent for development in the Precinct. Draft Design Guidelines have been prepared and are made available at **Appendix B**. The Design Guidelines set out a suite of built form and urban design provisions to ensure that new development in the Precinct achieves high quality outcomes for built form, public domain, heritage and seeks to improve the amenity of the Precinct and its surrounds. Specifically, the draft Design Guidelines address:

- Precinct vision, objectives and principles
- Public domain and landscape
- Heritage
- Transport, movement networks and parking
- Amenity
- Environmental management and sustainability
- Hazards and risk
- Built form

The effect of the clause will be governed by a new key sites map. A draft key sites map has been prepared at **Figure 57**.

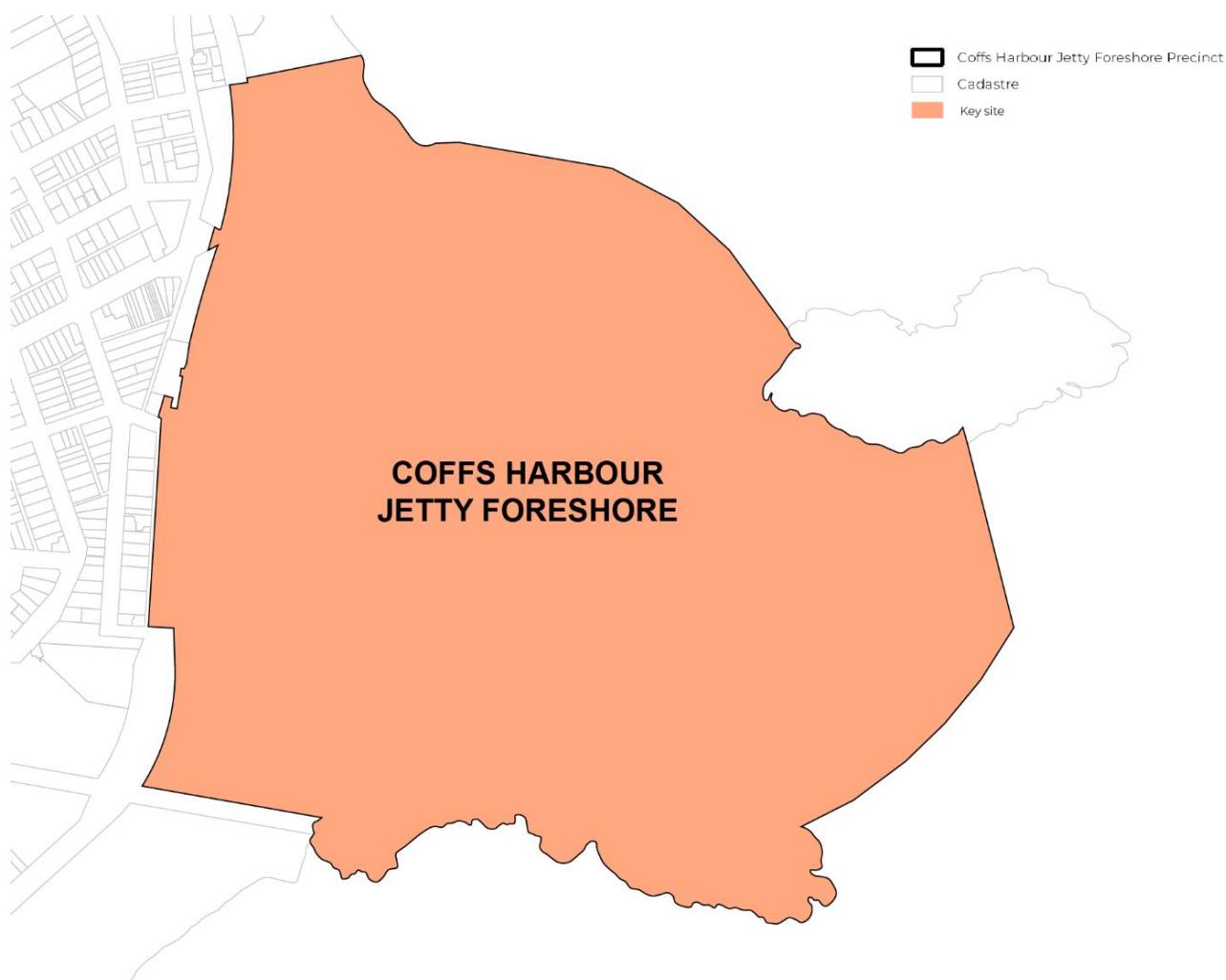


Figure 57 Proposed Key Sites Map

Source: Ethos Urban

8.2.2 Amendments to State Environmental Planning Policy (Planning Systems) 2021

State Environmental Planning Policy (Planning Systems) 2021 (Planning Systems SEPP) declares certain types of development as State Significant Development (SSD). The Coffs Harbour Jetty Foreshore Revitalisation is a NSW Government initiative, fully funded by the NSW Government on land that is fully owned by the NSW Government. The Precinct is a large, strategically located Precinct in the regional city of Coffs Harbour, wholly within State government ownership.

The *State significant Development Guideline, March 2024* references the *Guideline on 'call-in' of State significant development under the Environmental Planning and Assessment Act 1979* for criteria on what qualifies as SSD. An analysis against these criteria is included below in **Table 7**.

Table 7 Assessment against SSD call in criteria

Criteria	
1. Whether the proposal is of regional or State importance because it is in an identified strategic location, or is critical in advancing the nominated strategic direction or achieving a nominated strategic outcome, contained in a relevant State policy, plan or strategy, or regional or sub-regional strategy;	<p>The proposal is of regional significance and will provide the NSW Government with the opportunity to renew the Precinct to deliver on State government objectives as set out in the <i>North Coast Regional Plan 2041</i> and supporting <i>Coffs Harbour Regional City Action Plan 2036</i>.</p> <p>The proposal supports the vision and regional priorities for Coffs Harbour as set out on the <i>Coffs Harbour Regional City Action Plan 2036</i>. The proposal will support the transformation of the harbour foreshore into a regionally significant destination for tourism and recreation.</p> <p>The Action Plan identifies the Jetty Foreshore as an important collaboration area that will deliver urban renewal and transformation of underutilised foreshore land to deliver <i>enhanced public facilities and amenity, mixed use development, retention of heritage values, and improved access to open space</i>.</p> <p>The proposal will increase local jobs, housing, tourism and recreation opportunities to support the NSW Government vision of Coffs Harbour as a thriving Regional City.</p>
2. Whether the proposal delivers major public benefits such as large-scale essential transport, utility infrastructure, or social services to the community;	<p>The proposal will deliver public benefits including new and enhanced regional foreshore open space areas, new jobs, and tourism and recreation uses that will benefit the whole community. Most of the Precinct will be retained as public open space, maximising public benefit and opportunities for community use.</p> <p>Importantly, the proposal will maintain capacity for local and larger-scale events, such as the regular Sunday markets, and formalise car parking and improve traffic arrangements, which will support tourism growth and investment in the Precinct and regional city.</p> <p>This aligns with The Coffs Harbour Local Strategic Planning Statement 2020 which identifies the renewal of the Precinct as a key city shaping project providing an opportunity to deliver and sustain new investment opportunities in the Jetty and harbour foreshore area. The LSPS recognises the role of the NSW Government in the renewal of the Precinct and its potential to contribute to opportunities for growth and investment in the city.</p>
3. Whether the proposal is likely to have significant environmental, social or economic impacts or benefits, be of a significant hazardous or environmentally-polluting nature, or is located in or in close proximity to areas or locations that have State or regional environmental, archaeological or cultural heritage significance;	<p>The proposal is in a sensitive coastal location and in an area of considerable strategic importance to the region. The Precinct includes extensive foreshore areas and open space used for recreation and events, the Coffs Harbour Marina and Jetty, and provides access to the Solidary Islands Marine Park and Muttonbird Island Nature Reserve, all of which are important regional assets. The proposal will retain and enhance more than 37 hectares of foreshore open space and sensitive environmental areas – delivering important outcomes and benefits for the community and the environment.</p> <p>The renewal of the Precinct will protect important environmental assets, including Muttonbird Island and sensitive foreshore areas,</p>

	<p>facilitate renewal of the Former Deep Sea Fishing Club and ensure the ongoing role of the Marina as an important working waterfront with opportunities for renewal over time.</p> <p>The Precinct also contains State heritage and important Aboriginal cultural heritage areas such as Corambirra headland and Fergusons Cottage, that are important to the region, and require careful and considered planning through a SSD pathway to ensure these assets and values are retained and protected for the benefit of the broader community and region.</p>
4. Whether the proposal is of significant economic benefit to a region, the State or the national economy, such as those with high levels of financial investment and continuing or long-term employment generation;	<p>The renewal of the Precinct will deliver significant economic benefits to Coffs Harbour LGA and the region and has been identified by the NSW Government as a significant opportunity to create a vibrant and thriving foreshore Precinct that will support new jobs and tourism opportunities. The proposal will establish the Precinct as a regionally significant destination for local and tourists alike.</p> <p>The redevelopment of the Precinct provides the opportunity for new and upgraded foreshore open space areas, community uses, tourist and visitor accommodation and mixed-use areas including local retail, cafes and residential apartments to create a vibrant and active Precinct.</p> <p>The proposal will increase local jobs, housing, tourism and recreation opportunities to support the NSW Government vision of Coffs Harbour as a thriving Regional City.</p>
5. Whether the proposal is geographically broad in scale, including whether it crosses over multiple council and other jurisdiction boundaries, or impacts a wide area beyond one local government area;	<p>In 2017, the NSW Government identified the opportunity for renewal of the Precinct given the concentration of Government owned land and the regional city status of Coffs Harbour.</p> <p>The proposal relates to a large and strategically located foreshore Precinct in the Coffs Harbour LGA. Although it does not cross multiple Council areas, it is a large and underutilised Precinct that has been identified as having an important role in across the broader the LGA and North Coast Region.</p>
6. Whether the proposal is complex, unique or multi-faceted and requires specialist expertise or State coordinated assessment, including where councils require or request State assistance.	<p>The proposal will deliver an important recreation, mixed use and tourism Precinct, in line with the strategic priorities for Coffs Harbour and the region.</p> <p>The proposal requires State government expertise and oversight to deliver on these objectives. Property and Development NSW will act as master developer for the Precinct, to coordinate the enabling infrastructure, including roads and open space, and subdivision of development lots – unlocking development opportunities, while ensuring important environmental, open space and heritage assets are protected and enhanced through renewal of the Precinct.</p> <p>There is a key role for State government in the delivery of the Precinct – with Property and Development NSW to undertake important infrastructure and open space embellishment works prior to development occurring. This will support the orderly and efficient development and benefit the existing community by delivering infrastructure and open space early in the development process.</p> <p>This approach is considered critical as it will allow the coordinated delivery of infrastructure and allow Property NSW as the master developer to deliver development ready sites, supporting the establishment of a regional tourism and recreation Precinct. Importantly, it will enable Property NSW to deliver open space early, including regionally significant foreshore open space.</p>

Accordingly, it is proposed to amend Schedule 2 'State significant development—identified sites' of the Planning Systems SEPP to include the Jetty Foreshore Precinct and identify the following types of development SSD on land within the Coffs Harbour Jetty Foreshore Precinct:

- Development for the purpose of a principal subdivision establishing major lots or public domain areas, or the creation of new roadways (including the proposed pedestrian bridge) and associated works.
- Development with an Estimated Development Cost (EDC) of more than \$30 Million.

A draft Jetty Foreshore Precinct site map has been prepared at **Figure 58**.



Figure 58 *Proposed State Significant Development Sites Map*

Source: Ethos Urban

8.2.3 Coffs Harbour Jetty Foreshore Design Guidelines

The proposal also seeks to introduce the Coffs Harbour Jetty Foreshore Design Guidelines as a non-statutory document to support implementation of the amendments to the CHLEP 2013. It is provided at **Appendix B**. The design guidelines will have the affect of replacing the CHDCP as it applies to the Precinct. Specifically, the design guidelines will offer controls and guidance relating to:

- Precinct vision, objectives and principles
- Design Excellence and Connecting with Country
- Built Form
- Transport, movement networks and parking
- Public domain and landscape
- Environmental management and sustainability
- Specific controls for sub-precincts

8.2.4 Infrastructure delivery and contributions

Based on cost estimates, the total cost of the works-in-kind package for local infrastructure in the Coffs Harbour Jetty Foreshore Precinct is over \$8 million, which exceeds the total current contributions liability of \$1.8 million in accordance with the applicable contributions under the Coffs Harbour contribution plans. A Contributions Strategy and Infrastructure Schedule has been prepared by FPD Planning at **Appendix W** that outlines the local infrastructure to be provided by PDNSW and recommends a Planning Agreement to deliver the identified infrastructure items and offset local contributions for the Precinct.

9.0 Strategic merit

9.1 Need for the proposal

Q1. Is the planning proposal a result of an endorsed LSPS, strategic study or report?

Yes. The primary outcome of this planning proposal, to enable the revitalisation of the Coffs Harbour Jetty Foreshore into a vibrant and thriving mixed use foreshore Precinct, stems from local and state government strategic plans including the NSW Government's North Coast Regional Plan 2041, Coffs Harbour Regional City Action Plan 2036, Coffs Harbour Local Strategic Planning Statement (LSPS) and Coffs Harbour Local Growth Management Strategy. The proposal is consistent with these strategies as demonstrated in **Section 9.2.3** and **9.2.4** of this report.

The Coffs Harbour Regional City Action Plan 2036 (CHRCAP) identifies the revitalisation of the Jetty Foreshore Precinct as a 'key city shaper', providing 'new opportunities to sustain and attract investment from the city centre to the Jetty and harbour area'. The CHRCAP states 'the NSW Government is also well underway in its preparation of the Jetty Foreshore Precinct masterplan (east of the North Coast railway line), which may contribute additional opportunities for growth (subject to its final outcomes after community engagement). Further the CHRCAP notes that the Precinct 'has significant potential for renewal' and seeks to reshape the Precinct as an 'iconic destination' and 'Coffs Harbour's premier harbourside destination' as reinforced by Objective 9: 'Celebrate the Jetty Foreshore Precinct as Coffs Harbour's premier harbourside destination'. To help achieve this objective, the CHRCAP has set a number of actions including:

- **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.
- **Action 9.2:** Protect the operational access and facility needs of the marina and international port.
- **Action 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.

This proposal has been prepared in direct response to the objectives and actions identified in the CHRCAP.

Q2. Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Yes. A planning proposal is necessary to achieve the objectives and intended outcomes of the Jetty Foreshore Precinct Illustrative Masterplan and strategic directions outlined in the CHRCAP, Coffs Harbour LSPS and Coffs Harbour Local Growth Management Strategy. A planning proposal is required to enable Objective 9 of the CHRCAP (Celebrate the Precinct as Coffs Harbour's premier harbourside destination) – including supporting delivery of Actions 9.1, 9.2 and 9.3. Specifically, the amendments proposed to the CBLEP in this report are necessary to achieve the objectives and intended outcomes.

9.2 Relationship to the strategic planning framework

Q3. Will the Planning Proposal give effect to the objectives and actions of the applicable regional, or district plan or strategy (including any exhibited draft plans or strategies)?

Revitalisation of the Precinct is consistent with the objectives for the Precinct in State and local government strategic plans. This includes:

- delivering greater housing supply, choice and diversity
- revitalising local centres
- providing tourist and visitor experiences
- better protecting natural heritage.

The proposal also gives effect to a number of more specific outcomes in these strategic plans, including:

- at the regional scale (e.g., Direction 8 “Promote the growth of tourism” of the Region Plan)
- the LGA scale (e.g., Planning priority 5: “Deliver greater housing supply, choice and diversity” of the LSPS)
- the city scale (e.g., Objective 2: “Enhance the distinctive character, heritage and design of the network of places that make up Coffs Harbour” of the CHRCAP).

In terms of spatial matters, council's LSPS provides clear direction on desired future outcomes. Leveraging the opportunity presented by the committed Pacific Highway bypass, the LSPS seeks to promote a more compact city form through targeted renewal in the corridor connecting and including the City Centre, Coffs Jetty Strip and the Precinct. By focussing growth at the eastern end of this corridor, revitalisation has the capacity to catalyse this outcome, presenting opportunities to attract and sustain investment, create a more place-focused, multi-modal corridor, reducing car dependency and strengthening social, employment and transport links between communities.

Critically, revitalisation gives effect to Objective 9: Celebrate the Precinct as Coffs Harbour's premier harbourside destination' of the CHRCAP.

A detailed assessment of the proposal against the relevant and key strategic planning policies is provided in the proceeding sections below.

9.2.1 North Coast Regional Plan 2041

The North Coast Regional Plan 2041 sets a 20-year strategic land use planning framework for the region, aiming to protect and enhance the region's assets and plan for a sustainable future. The region plan applies to the Local Government Areas (LGAs) of Ballina, Bellingen, Byron, Clarence Valley, Coffs Harbour, Kempsey, Kyogle, Lismore, Nambucca Heads, Port-Macquarie-Hastings, Richmond Valley and Tweed.

The Coffs Harbour Jetty Foreshore is located within the city of Coffs Harbour which functions as a key regional city for the area, providing a significant portion of the region's housing and jobs. It delivers a variety of high-level services, including civic, entertainment and cultural venues. Recreation and tourism are key contributors to the Coffs Harbour economy, with the Coffs Coast identified as an accredited ECO Design and leader in environmental tourism. Key directions for the Coffs Harbour regional city include identifying opportunities to expand nature based, adventure and cultural tourism assets including Solitary Islands and other coastal, hinterland and heritage assets to support the local ecotourism industry, as well as enhance the variety of housing options within the Coffs Harbour city centre. The proposal seeks to rezone the majority of the Jetty Foreshore from SP2 Infrastructure to MUI Mixed Use to facilitate a world-class ocean front Precinct comprising accommodation, marina and cultural and recreational uses.

The Jetty Foreshore proposal will further support the following objectives in the Regional Plan:

- Provide well located homes to meet demand (Objective 1);
- Understand, celebrate and integrate Aboriginal Culture (Objective 4)
- Manage and improve resilience to shocks and stresses, natural hazards and climate change (Objective 5);
- Create a diverse visitor economy (Objective 12);
- Increase active and public transport usage (Objective 16);
- Plan for sustainable communities (Objective 18);
- Public spaces and green infrastructure (Objective 19); and
- Celebrate local character (Objective 20).

A full assessment of the proposal's consistency with the relevant strategic directions and objectives of the Regional Plan is included in **Table 8**.

Table 8 Consistency with Strategic Directions from the Regional Plan

Objectives	Comment
Liveable, sustainable and resilient	
Objective 1 'Provide well located homes to meet demand'	The proposal and Illustrative Masterplan will support opportunities to provide additional housing supply adjacent to the Coffs Harbour Railway Station and in close proximity to new and existing public open space, community recreational facilities and retail. The Masterplan proposes to locate new residential accommodation within the Jetty Hub sub-precinct to respond to the housing demands in the area

Objective 4 'Understand, celebrate and integrate Aboriginal culture'	The Coffs Harbour Jetty Foreshore Design Guidelines (refer to Appendix B) will require that the Connecting with Country Framework informs future design processes as part any future development to ensure these themes are carried into the detailed design of the Jetty Foreshore Precinct.
Objective 5 'Manage and improve resilience to shocks and stresses, natural hazards and climate change'	The Coffs Harbour Jetty Foreshore Design Guidelines (Appendix B) have been prepared to ensure future development will respond and manage natural hazards and climate change and provides guidance how resilience can be improved. The areas identified for intensified land use have been located outside of the coastal vulnerability area and in areas identified as appropriate in the Coastal Risk Management Report (Appendix I).
Productive and connected	
Objective 12 'Create a diverse visitor economy'	The proposal and Illustrative Masterplan will create a diverse visitor economy, as it seeks to reimagine the Jetty Foreshore Precinct into a world-class ocean front Precinct that contains a mix of commercial, retail, tourism, residential and tourist accommodation, recreation and community / cultural uses to attract a broad range of users.
Objective 16 'Increase active and public transport usage'	The proposal and Illustrative Masterplan support increase active and public transport usage, as it seeks to transform the Jetty Foreshore Precinct into a regional destination adjacent to the Coffs Harbour Train Station. Under the Masterplan the Jetty Foreshore Precinct will deliver new active transport connections to and from the Precinct, including a new boardwalk in the Foreshore Parklands sub-precinct, over rail pedestrian bridge, shared paths and dedicates on-road cycleways.
Growth Change and Opportunity	
Objective 18 'Plan for sustainable communities'	The proposal and Illustrative Masterplan will contribute to the planning for sustainable communities, as it will deliver new and improved recreational public open spaces and community facilities such as community meeting and performance spaces to support the current and forecast Coffs Harbour population. In addition, the Jetty Foreshore Precinct will continue to support commercial uses in Coffs Harbour to meet future population and employment growth. The specific commercial uses the Jetty Foreshore Precinct will support include tourist accommodation, cafes and commercial marina. Lastly, the proposal has strategically located and increased housing densities to accommodate the growing population, while preserving Coffs Harbour's character and ensuring efficient use of land.
Objective 19 'Public spaces and green infrastructure support connected and healthy communities'	The proposal and Illustrative Masterplan will support the delivery of new and improved public open spaces that will accommodate a variety of functions and cater to a wide range of users. Under the Masterplan the public open space within the Jetty Foreshore Precinct is separated into eight distinct open space character areas to ensure the Precinct provides a range of passive and active recreational opportunities for the local community. This includes a new adventure playground, waterplay, sports courts and village green amphitheatre. Collectively the public open spaces under the Masterplan will support connected and healthy communities by supporting active play and opportunities for social interaction.
Objective 20 'Celebrate local character'	The proposal and Illustrative Masterplan seek to create a vibrant and unique identity for the Jetty Foreshore Precinct and broader Coffs Harbour, by celebrating its natural attributes and regional and cultural history. The proposal will facilitate future built form that is sensitive to significant cultural view corridors, responds to the existing topography and adopts a material palette that responds to the sub-tropical location and local vernacular of Coffs Harbour.

9.2.2 Coffs Harbour Regional City Action Plan 2036

The Coffs Harbour Regional City Action Plan 2036 is a statutory consideration under the Strategic Planning Provisions of Part 3 Division 3.1 of the EP&A Act. Section 3.8 of the EP&A Act requires that a planning proposal authority give effect to the relevant district strategic plan for the local government area (in this case the Coffs Harbour Regional City Action Plan). The Coffs Harbour Regional Action Plan provides a framework to manage and shape the city's future growth and support the vision established in the North Coast Regional Plan 2041. The Regional City Action Plan builds on the Regional Plan and outlines regional specific opportunities in the form of 20 main Guiding Objectives for the Coffs Harbour City. The Plan also translates these objectives into deliverable actions for implementation. The Regional City Plan identifies seven collaboration areas, with the Jetty Foreshore Precinct identified as Collaboration Area 4. The Regional City Plan notes the target outcomes for the Jetty Foreshore Precinct:

"Enhanced public facilities and amenity, mixed use development, retention of heritage values, and improved access to open space"

The Regional City Action Plan identifies the revitalisation of the Jetty Foreshore Precinct as a 'key city shaper' providing 'new opportunities' to sustain and attract investment from the city centre to the Jetty and harbour area'. It also states

'the NSW Government is also well underway in its preparation of the Jetty Foreshore Precinct masterplan (east of the North Coast railway line), which may contribute additional opportunities for growth (subject to its final outcomes after community engagement)

Further, the Regional City Action Plan notes the Jetty Foreshore Precinct has 'significant potential for renewal' and seeks to reshape the Precinct as an 'iconic destination' and 'Coffs Harbour's premier harbourside destination'.

Key guiding objectives of the Regional Action Plan which this Planning Proposal give effect to are elaborated in **Table 9** below.

Table 9 Consistency with Strategic Directions from the Regional City Action Plan

Objectives	Comment
Meet	
Objective 2 'Enhance the distinctive character, heritage and design'	The proposal and Illustrative Masterplan will enhance the distinctive character and heritage significance of the Jetty Foreshore Precinct and Coffs Harbour by maintaining significant view lines from Ferguson's cottage and ensuring future built form responds to the existing topography and adopts a material palette that responds to the sub-tropical location and local vernacular of Coffs Harbour.
Objective 3 'Create engaging, creative and inclusive spaces'	The proposal and Illustrative Masterplan will seek to deliver a diverse range of public spaces such as community meeting spaces, play spaces, sport and recreation areas, performance space and other amenities to cater for a diverse range of users and functions. The public spaces proposed under the Masterplan will support the health and wellbeing of the community and provide opportunities for new and strengthened social networks.
Play	
Objective 9 'Celebrate the Jetty Foreshores Precinct as Coffs Harbour's premier harbourside destination'	The proposal and Illustrative Masterplan seek to establish the Jetty Foreshore Precinct as a world-class ocean front regional destination by creating new local and regional attractions that go beyond traditional offerings, providing unique and immersive experiences that showcase the area's natural, cultural, and recreational assets, catering to diverse visitor interests.
Objective 10 'Showcase Coffs Harbour's tourism and visitor experiences'	The proposal and Illustrative Masterplan will support increased tourism and visitor experiences in Coffs Harbour, as the Jetty Foreshore Precinct is set to become world-class ocean front destination and will facilitate the future delivery of tourist accommodation in the Jetty Hub sub-precinct that is central to key tourist locations such as the Deep Sea Fishing Club that provides scenic views onto the jetty and beach.
Objective 12 'Support the local arts, cultural and creative energy of Coffs Harbour'	The proposal and Illustrative Masterplan will support the local arts through the delivery of a new green amphitheatre and community pavilions which will provide a space for creative and cultural expression. In addition to these spaces, a new function space is proposed in the Corrambirra Point sub-precinct to provide the local Aboriginal community with a platform to showcase the Precinct's and broader Coffs Harbour's cultural heritage.
Live	
Objective 17 'Deliver a city that responds to Coffs Harbour's unique green cradle setting and offer housing choice;'	The proposal and Illustrative Masterplan seeks to respond to Coffs Harbour unique green cradle setting and offer greater housing choice by providing opportunities to deliver new housing that is adjacent to a diverse offering of public open spaces, community facilities and retail, as well as existing and improved infrastructure and public and active transport networks.
Objective 19 'Strengthen resilience to natural hazards and climate change'	The proposal will strengthen resilience of the Jetty Foreshore Precinct to natural hazards and climate change through the establishment of requirements and sustainability framework set out in the Coffs Harbour Jetty Foreshore Design Guidelines (Appendix B) for future development.

Q4. Is the Planning Proposal consistent with a council LSPS that has been endorsed by the Planning Secretary or GCC, or another endorsed local strategy or strategic plan?

9.2.3 Coffs Harbour Local Strategic Planning Statement

The Coffs Harbour Local Strategic Planning Statement (LSPS) was prepared and endorsed by Council in 2020 and sets out a 20-year vision for land use planning in the Coffs harbour LGA. The LSPS aims to outline how growth and change will be managed, to maintain the high levels of liveability, environmental amenity and landscape quality that characterises Coffs Harbour. The LSPS is consistent with the directions and actions contained within the North Coast Regional Plan and Coffs Harbour Regional City Plan and is designed to act as a link between the strategic priorities identified at a regional or district level. It identifies 16 Planning Priorities in four themes to achieve Council's vision for the city to 2040. It is noted in the LSPS the NSW Government is currently preparing a masterplan for the Jetty Foreshore Precinct that is separate from Council's remit and priorities. An assessment of the proposal against the relevant planning priorities contained within the LSPS is provided in **Table 10** below.

Table 10 Consistency with Coffs Harbour Local Strategic Planning Statement

Planning Priorities	Comment
Planning Priority 1 – Deliver and implement the Compact City Program Key Priorities	The proposal will give effect to the relevant priorities of the Compact City Program for the Jetty Foreshore Precinct as it seeks to transform it into a world-class waterfront Precinct with upgraded amenities, vibrant recreational spaces, and a diverse range of public and cultural attractions that enhance the overall visitor experience. Under the Illustrative Masterplan the Jetty Foreshore Precinct comprises a network of highly accessible activity nodes which are inclusive, engaging and promote a sense of belonging. Detailed assessment of the proposal against the Compact City Program Priorities is provided in Section 9.2.4 .
Planning Priority 5 – Deliver greater housing supply, choice and diversity	The proposal and Illustrative Masterplan will provide opportunities to deliver greater housing supply in a highly accessible location that is close to a diverse range of public open spaces, community facilities and retail uses. Under the Masterplan new housing opportunities are to be delivered in the Jetty Hub sub-precinct.
Planning Priority 6 - Implement actions within the Biodiversity Action Strategy	A Flora and Fauna and Coastal Management Strategy has been prepared by WSP (Appendix M) and concludes the proposal is consistent with the actions of the Coffs Harbour Biodiversity Action Strategy as it seeks to maintain and improve biodiversity through the minimisation of impacts on native vegetation. Future development works within the Jetty Foreshore Precinct will be occurring in areas which have been previously disturbed and cleared of vegetation such as the railway lands. The Coffs Harbour Jetty Foreshore Design Guidelines (Appendix B) provides detailed requirements to ensure future development, footpaths and walkways are designed to avoid and protect areas of high ecological values.
Planning Priority 7 – Protect and conserve the natural, rural, built and cultural heritage of Coffs Harbour	The proposal and Illustrative Masterplan seek to conserve and protect the natural and cultural heritage of Coffs Harbour by maintaining significant viewlines and actively minimising and avoiding impacts on terrestrial habitats, coastal wetlands, and littoral rainforests which support threatened species and ecological communities. The Coffs Harbour Jetty Foreshore Design Guidelines (Appendix B) provides detailed requirements and guidance to ensure future development conserves the natural, built and cultural heritage of the Jetty Foreshore Precinct.
Planning Priority 8 – Prepare and implement Coastal Management Programs for the Coffs Harbour LGA	A Coastal Risk Management Strategy (Appendix I) has been prepared by RoyalHaskoningDHV and informed the proposal and Masterplan. The areas of the Precinct identified for more intensive development have been located outside of the coastal vulnerability area. The Coffs Harbour Jetty Foreshore Design Guidelines (Appendix B) provides detailed guidance and requirements to ensure future development implement coastal management programs and respond to the identified coastal risks.
Planning Priority 9 – Deliver a Local Centres placemaking approach to revitalise local centres	The proposal and Illustrative Masterplan seek to establish the Jetty Foreshore Precinct as a world-class ocean front regional destination by creating new local and regional attractions that go beyond traditional offerings, providing unique and immersive experiences that showcase the area's natural, cultural, and recreational assets, catering to diverse visitor interests.
Planning Priority 12 – Develop and deliver a post-Bypass place strategy for Coffs Harbour City	A key component of this priority is to explore opportunities for additional connection into and out of the Jetty Foreshore Precinct, The proposal and Masterplan support increase active and public transport usage, as it seeks to transform the Jetty Foreshore Precinct into a regional destination adjacent to the Coffs Harbour Train Station. Under

the Masterplan the Jetty Foreshore Precinct will deliver new active transport connections to and from the Precinct, including a new boardwalk in the Foreshore Parklands sub-precinct, over rail pedestrian bridge, shared paths and dedicated on-road cycleways.

9.2.4 Coffs Harbour Local Growth Management Strategy 2020

The Local Growth Management Strategy (LGMS) is to provide a coordinated, strategic and planned approach to cater for growth in the local government area to 2040. The LGMS has been prepared by Council to achieve the directions and actions contained within the North Coast Regional Plan and to align with the Settlement Planning Guidelines. It places emphasis on a Compact City Growth Model which is to be achieved by a set of objectives and principles categorised into three themes – Connected, Sustainable and Thriving. The Proposal for the Jetty Foreshore Precinct will support the vision for a Compact City Growth Model and an assessment of the proposal against the relevant objectives and key priorities contained in the LGSM is provided in **Table 11**.

Table 11 Consistency with Coffs Harbour Local Growth Management Strategy 2020

Priority	Comment
Connected	
Provide safe and inclusive community spaces and activities that bring people together	The proposal and Illustrative Masterplan will seek to deliver a diverse range of public spaces such as community meeting spaces, play spaces, sport and recreation areas, performance space and other amenities to cater for a diverse range of users and functions. The public spaces proposed under the Masterplan will support the health and wellbeing of the community and provide opportunities for new and strengthened social networks.
Sustainable	
Protect the value and benefits of the natural environment	The proposal and Illustrative Masterplan seek to protect the values and benefits of the natural environment by actively minimising and avoiding impacts on terrestrial habitats, coastal wetlands, and littoral rainforests which support threatened species and ecological communities. The Coffs Harbour Jetty Foreshore Design Guidelines (Appendix B), provides detailed requirements and guidance to ensure future development conserves the natural environment of the Jetty Foreshore Precinct.
Protect local heritage and build character through placemaking	The proposal and Illustrative Masterplan will protect local heritage and build upon the existing character by maintaining significant view lines from Ferguson's cottage and ensuring future built form responds to the existing topography and adopts a material palette that responds to the sub-tropical location and local vernacular of Coffs Harbour.
Promote less use of private cars	The proposal and Illustrative Masterplan seek to deliver new active transport connections to and from the Precinct, including a new boardwalk in the Foreshore Parklands sub-precinct, over rail pedestrian bridge, shared paths and dedicated on-road cycleways. These new active transport connections will contribute to the promotion of active transport and less car dependency.
Thriving	
Promote year round sustainable tourism opportunities	The Illustrative Masterplan has been informed by a design-led process and seeks to deliver a new world-class destination for both locals and visitors to enjoy that is responsive to its natural, regional and cultural context. To promote year round sustainable tourism in the Jetty Foreshore Precinct and broader Coffs Harbour the proposal seeks to facilitate the delivery of new tourist accommodation, retail, food and beverage, and commercial premises, improved recreation areas that include a performance space through the village amphitheatre.
Encourage walkability and cycling in urban centres, plan for improved public transport options and encourage the use of the public transport network as an alternative mode of transport	The proposal and Illustrative Masterplan seek to deliver new active transport connections to and from the Precinct, including a new boardwalk in the Foreshore Parklands sub-precinct, over rail pedestrian bridge, shared paths and dedicated on-road cycleways. These new active transport connections will contribute to the promotion of active transport and less car dependency.
Jetty Foreshores Key Priority	
Key Priority 1 – Redevelop the Jetty Foreshores	The proposal and Illustrative Masterplan seek to establish the Jetty Foreshore Precinct as a world-class ocean front regional destination by creating new local and regional attractions that go beyond traditional offerings, providing unique and immersive experiences that showcase the area's natural, cultural, and recreational assets, catering to diverse visitor interests.
Key Priority 2 – Celebrate the harbour as a playground'	

Q5. Is the planning proposal consistent with any other applicable State and regional studies or strategies?

9.2.5 Future Transport Strategy

The Future Transport Strategy (the Strategy) is part of a suite of government strategies, policies and plans that integrate and guide land use and transport planning. It establishes a vision and strategic direction to create safe, healthy, sustainable, accessible and integrated passenger and freight journeys in NSW, which will guide transport investment over the longer term. Since Future Transport's initial release in 2018, the Strategy has been updated and is no longer a static document, it has shifted to a new, dynamic planning approach, designed to guide future transport planning in a more unpredictable environment.

The Strategy emphasises the key role transport has in creating successful places for communities, particularly supporting growth around public transport nodes, such as railway stations to accommodate NSW's growing need for jobs, infrastructure and housing. The clustering of new development such as housing and community infrastructure around public transport nodes can help create more walkable neighbourhoods, improved accessibility and liveability for residents. Additionally, the Strategy sets the objective to support a 15-minute neighbourhood concept, whereby residents have 15-minute access to connected, local transport networks, Precincts and local destinations. The proposal for the Jetty Foreshore Precinct seeks to create a world-class ocean-front destination that comprises new accommodation, recreational, community and commercial uses.

The Jetty Foreshore Proposal will further support the following objectives in the Future Transport Strategy as outlined in **Table 12**:

Table 12 Consistency with Future Transport Strategy 2056

Strategic Direction	Assessment
C1 Connectivity is improved	The proposal and Illustrative Masterplan will improve connectivity as it will deliver new active transport connections to and from the Precinct, including a new boardwalk in the Foreshore Parklands sub-precinct, over rail pedestrian bridge, shared paths and dedicated on-road cycleways. Additionally, the proposal will deliver upgrades to key road infrastructure and parking to improve vehicle connectivity to the Precinct.
C2 Multimodal mobility supports end-to-end journeys	The proposal encourages the convenience of public and active transport, as it seeks to leverage its location adjacent to the Coffs Harbour Train Station and deliver new active transport connections to improve connectivity to and from and within the Precinct.
C3 Equitable, accessible and secure transport for all	The proposal seeks to promote better access to active and public transport by delivering improved pedestrian and cycling connections to and from the Jetty Foreshore Precinct.
P1 Supporting growth through smarter planning	The proposal seeks to enable growth around existing public transport infrastructure whilst balancing the demand for car parking provision. A Transport and Parking Impact Assessment has been prepared by SCT Consulting and is provided in Appendix V .
P2 Transport infrastructure makes a tangible improvement to places	The proposal will support a thriving 15-minute neighbourhood in the Jetty Hub sub-precinct by providing opportunities to deliver new housing that is adjacent to a diverse offering of public open spaces, community facilities and retail, as well as existing and improved infrastructure and public and active transport networks.

9.2.6 NSW Active Transport Strategy

The Active Transport Strategy builds upon the vision established for walking, cycling and personal mobility in the Future Transport Strategy and seek to provide longer term directions to guide planning, investment and priority actions for active transport across NSW. To achieve the vision of doubling active transport trips in NSW in 20 years, the Active Transport Strategy is centred around five key focus areas. Of relevance to the Jetty Foreshore Precinct are:

- Enable 15-minute neighbourhoods
- Deliver continuous and connected cycling network
- Provide safe and better Precincts and main streets
- Promote walking and cycling and encourage behaviour change.

The Proposal and Illustrative Masterplan will give effect to the focus areas above as it seeks to deliver a new vibrant and thriving mixed use Precinct that co-locates residential, commercial, recreation and community/cultural uses. As part of the Masterplan new active transport connections to and from the Precinct are proposed to improve pedestrian and cyclist connectivity in and around the Precinct, encouraging active, healthy lifestyles as well support improved pedestrian connectivity. The new active transport connections include a new boardwalk in the Foreshore Parklands sub-precinct, over rail pedestrian bridge, shared paths and dedicated on-road cycleways.

9.2.7 NSW Coastal Design Guidelines

The NSW Coastal Design Guidelines 2023 provide a comprehensive framework for designing coastal areas in New South Wales. The guidelines aim to create a thriving and resilient coast by balancing development with environmental protection. The guidelines emphasize an urban design approach that respects the unique natural and urban characteristics of coastal places. Proponents must use these guidelines when seeking changes to planning controls in the coastal zone as the guidelines are given effect through Ministerial Direction 4.2.

The purpose of these guidelines is to provide best-practice urban design guidance for development in the coastal zone and provide direction for the preparation of planning proposals. The coastal zone is defined by the Coastal Management Act 2016 (Coastal Management Act). The areas are:

- Coastal wetlands and littoral rainforests area (CWLRA) – areas which display characteristics of coastal wetlands or littoral rainforests
- Coastal vulnerability area (CVA) – areas subject to coastal hazards such as coastal erosion and tidal inundation
- Coastal environment area (CEA) – areas with natural coastal features such as beaches, rock platforms, coastal lakes and lagoons and undeveloped headlands. Includes marine and estuarine waters
- Coastal use area (CUA) – land adjacent to coastal waters, estuaries and coastal lakes and lagoons, and where urban coastal development may be found

The proposal is generally consistent with the guidelines in that it:

- Identifies, protects and enhances sensitive coastal ecosystems.
- Allows for adaptive management of stormwater run-off.
- Avoids development and land uses that affect the environmental, economic, social and cultural values of marine parks and aquatic reserves.
- Integrates development within the natural topography of the site.
- Ensures the intended form and footprint of development does not dominate coastal elements.
- Ensures that lot sizes, building heights and density are appropriate.
- Provides for active transport links along the foreshore.
- Ensures land use, building type, scale and height respond to heritage items and areas.
- Avoids development that will overshadow the beach, foreshore or public domain before 4 pm (midwinter) and 7 pm (Eastern Daylight Saving Time).

All development areas within the Precinct identified for intensified land use have been located outside of the CVA. A detailed assessment of the proposal against the desired outcomes and requirements of the Coastal Design Guidelines is provided in **Appendix E**.

9.2.8 Coffs Harbour Movement and Place Strategy

The Coffs Harbour Movement and Place Strategy provides a shared vision and direction to change the way places and transport networks are designed, planned and delivered in order to deliver maximum benefit for the local community and visitors.

It has been led by the City of Coffs Harbour in collaboration with Transport for NSW to enhance mobility options, service the local economy and to improve the quality of streets. The goal is to assist and support the development of our city into a connected, sustainable and thriving compact regional city.

The Coffs Harbour Movement and Place Strategy sets out 10 goals for a viable transport system for the City of Coffs Harbour. Of relevant to the Jetty Foreshore Precinct these are framed around:

- 15-minute neighbourhoods
- Improved walking, cycling and public transport networks
- Better streets
- Enhanced blue-green grid
- Careful parking management
- Connecting the city’s key Precincts and growth areas
- Planning beyond the bypass

The proposal and Illustrative Masterplan are consistent with the goals of the Coffs Harbour Movement and Place Strategy as it seeks to deliver a new vibrant and thriving mixed use Precinct that co-locates residential, commercial, recreation and community/ cultural uses. As part of the Masterplan new active transport connections to and from the Precinct are proposed to improve pedestrian and cyclist connectivity in and around the Precinct, encouraging active, healthy lifestyles as well support improved pedestrian connectivity. The new active transport connections include a new boardwalk in the Foreshore Parklands sub-precinct, over rail pedestrian bridge, shared paths and dedicates on-road cycleways. The proposal will enhance the blue-green grid as it will support the delivery of new and improved public open spaces that will accommodate a variety of functions and cater to a wide range of users. Under the Masterplan the public open space within the Jetty Foreshore Precinct is separated into eight distinct open space character areas to ensure the Precinct provides a range of passive and active recreational opportunities for the local community. This includes a new adventure playground, waterplay, sports courts and village green amphitheatre. Collectively the public open spaces under the Masterplan will support connected and healthy communities by supporting active play and opportunities for social interaction.

9.2.9 Better Placed

The Government Architects Office has prepared “Better Placed”, an integrated design policy for the built environment of New South Wales that establishes principles to support better design and create good places within NSW. The policy also advocates the support of design excellence of future development to create better quality places. This may utilise existing tools, such as design review panels, competitive design processes and guidelines and manuals to support design excellence as part of future development proposals.

As discussed in **Section 2.5**, the Illustrative Masterplan for the Jetty Foreshore Precinct has been subject to an iterative design review and feedback process with the SDRP, in keeping with the objectives of the Better Placed policy.

An assessment of the proposal against the seven (7) objective of Better Placed is provided in **Table 13**.

Table 13 Consistency with the Objectives of GANSW’s Better Placed

Objective	Response
Objective 1: Better fit	<p>Of its Place: The Illustrative Masterplan has been shaped in response to local context and retains key landscaping features, heritage curtilage and vistas. Further, the Masterplan has been shaped by integrated Connecting with Country principles.</p> <p>Local / Contextual: The proposed green space and active transport have been optimised to connect and serve existing and future local residents. Provision of a new world-class oceanfront regional destination that provides a diverse offering of recreational, commercial, community and residential uses reflects the balance of serving the existing and forecasted population of Coffs Harbour and broader North Coast region.</p>
Objective 2: Better performance	<p>Sustainable: The proposal will seek to incorporate sustainable design principles in the future design of built form and public domain as captured in the Coffs Harbour Jetty Foreshore Design Guidelines (Appendix B).</p>

Objective	Response
	Durable and adaptable: Technical investigations have formed an appropriate hazard response with the Illustrative Masterplan having been designed to appropriately respond to coastal, bushfire and flooding events.
Objective 3: Better for community	Inclusive / Diverse: The proposal will support the delivery of a new world-class oceanfront Precinct that will include a diverse range of public spaces that will be accessible to existing and future residents and visitors. It makes provision for a high level of pedestrian mobility across the Precinct, which will leverage an expanded network of open space, helping to foster healthy and connected communities.
Objective 4: Better for people	<p>Safe: The Illustrative Masterplan represents a marked improvement in safe spaces for pedestrians and cyclists. This includes dedicated on-road bicycle lanes that will provide convenient, car-free routes around the Precinct. Key pedestrian connections will be focused around public spaces to create a highly permeable and walkable environment</p> <p>Comfortable: The network of publicly accessible spaces, community/cultural facilities and food and beverage premises, retail and tourist accommodation proposed under the Illustrative Masterplan, will create a vibrant and active Precinct that people would like to visit, linger and gather.</p> <p>Liveable: The Masterplan provides opportunities to deliver greater housing supply in a highly accessible location that is close to a diverse range of public open spaces, community facilities and retail uses. Under the Masterplan new housing opportunities are to be delivered in the Jetty Hub Precinct.</p>
Objective 5: Better working	Functional: Access points are well defined and convenient. The proposed road network will integrate seamlessly with the broader and surrounding road pattern.
Objective 6: Better value	Creating and Adding Value: The proposal will establish the Jetty Foreshore Precinct as a world-class ocean front regional destination by creating new local and regional attractions that go beyond traditional offerings, providing unique and immersive experiences that showcase the area's natural, cultural, and recreational assets, catering to diverse visitor interests. The Jetty Foreshore Precinct specifically the Jetty Hub sub-precinct provides opportunities to deliver more compact forms of housing within Coffs Harbour that is close to public open space, shops and social infrastructure.
Objective 7: Better look and feel	Engaging and Inviting: An interconnected network of open spaces will provide opportunities to respond to Country and will provide additional connections for pedestrians and cyclists, as well as cater to a range of recreational activities, sporting needs and provide areas for people to dwell and feel connected to nature.

9.2.10 Greener Places

The Government Architects Office has prepared Greener Places to guide the planning, design and delivery of green infrastructure in urban areas across NSW. The vision for the framework is to establish a network of well-planned green infrastructure that will make NSW more attractive, better connected, healthier and more resilient.

The policy sets out principles intended to be adopted by industry and government in order to support the delivery of healthy and attractive urban environments. These principles, include:

- Integration - combine green infrastructure with urban development and grey infrastructure
- Connectivity - create an interconnected network of open space
- Multifunctionality - deliver multiple ecosystem services simultaneously
- Participation involve stakeholders in development and implementation.

Large transformational projects such as the Jetty Foreshore Precinct are recognised as having significant potential to make meaningful change by improving connectivity and the public domain based on the above principles.

The proposed planning framework seeks to implement provisions for green infrastructure and urban tree canopy in the Coffs Harbour Jetty Foreshore Design Guidelines (refer to **Appendix B**) to provide quality green spaces and achieve a green urban environment to promote healthier, liveable and sustainable environments. The proposal's alignment with the four key principles is summarised in **Table 14**.

Table 14 Consistency with the Principle of GANSW's Greener Places

Key Design Principle	Proposal Consideration
Integration – Combine green infrastructure with urban development and grey infrastructure.	The proposal will provide a combination of green infrastructure which will comprise of new and improved public green spaces, revegetation and regeneration of Littoral Rainforest and Dunes, increased tree canopy and planting.
Connectivity – Create an interconnected network of open space	The proposed open spaces will establish key nodes within the Jetty Foreshore Precinct, connected by improved pedestrian and cycling network.
Multifunctionality – Deliver multiple ecosystem services simultaneously	The proposed open spaces provide a diverse range of open space types that will support different functions within the Jetty Foreshore Precinct, these spaces will also be multifunctional to accommodate various passive, creative and community uses.
Participation involve stakeholders in development and implementation	Various stakeholders were consulted in the design of the Illustrative Masterplan for the Jetty Foreshore Precinct to ensure the proposed green spaces and park amenity meet community expectations.

Draft Greener Places Design Guide

The Draft Greener Places Design Guide covers how to design, plan and implement green infrastructure in urban areas throughout NSW. It provides strategies, performance criteria and recommendations to help planning authorities and design and development communities deliver green infrastructure. It includes criteria for the planning of open space for recreation, which are considered below in **Table 15**.

Table 15 Planning for open space criteria

Criteria	Response
Accessibility and connectivity – Ease of access is critical for the community to be able to enjoy and use public open space and recreation facilities.	The proposed parkland upgrades and Masterplan dramatically increase the standards of existing walking connections and build up new accessible active transport networks that dissect the Precinct. Further, the co-location of new development with new and existing open space increases the number of residents and visitors able to benefit from the parkland offering.
Distribution – The ability of residents to gain access to public open space within an easy walk from home, workplaces, and schools is an important factor for quality of life. The geographic distribution of open space is a key access and equity issue for the community.	Considering the extensive parkland already within the Precinct, this criteria is not of direct relevance. However, as above, the co-location of new development with new and existing open space increases the number of residents and visitors able to benefit from the parkland offering.
Size and shape – Size and shape of open space has a direct bearing on the capacity of that open space to meet and accommodate recreation activities and needs.	The existing parkland follows the foreshore line in a linear fashion, in doing so providing space for a range of passive recreation opportunities. This positive benchmark is carried through the proposed village green that further enhances the depth and flexibility of the parkland.
Quantity – In low- and high-density areas, good provision of public open space is essential to compensate for the lack of private open space to support active living and contribute to a more liveable neighbourhood.	The proposal accommodates ample open space to accommodate the proposed built form and continue the Jetty Foreshore's role as a regional destination.
Quality – The quality of design and ongoing maintenance and management is critical to attracting use and activating the open space network.	The quality of the open space will be significantly enhanced by the subject proposal, steered by principles embedded in the design guidelines at Appendix B .
Diversity – The range of open space setting types within an urban area will determine the diversity of recreation opportunity for communities.	Under the Illustrative Masterplan vision, new outdoor sports courts, a new outdoor amphitheatre and new waterplay equipment substantially diversifies the recreation offering of the foreshore.

9.2.11 Urban Design for Regional NSW

The Government Architects Office has prepared Urban Design for Regional NSW to provide guidance for all sectors involved in design, planning and development of the built environment across regional NSW. It responds to each of the nine NSW Regional Plan prepared by the Department.

The guide presents an approach which links design objectives for regional urban areas with advice about how these might be achieved in typical development projects. The Better Placed design objectives are accompanied by regionally specific principles which for the aspiration, and which can be used to review and assess development.

Coffs Harbour is positioned within the North Coast Region – the region with the most biologically diverse natural environment in the State. The subtropical climate has contributed to the region experiencing strong growth in population and tourism. This is placing pressure on existing infrastructure due to increased connectivity with south-east Queensland.

The Illustrative Masterplan has been informed by a design-led process and seeks to deliver a new world-class destination for both locals and visitors to enjoy that is responsive to its natural, regional and cultural context, while supporting tourism, recreation and housing priorities within the Coffs Harbour City Centre.

9.2.12 Connecting with Country Framework

The Jetty Foreshore Precinct Masterplan has been informed by consultation with the local Aboriginal community and has incorporated elements to preserve the significance of the Precinct to the local Aboriginal community. As part of this Planning Proposal, a Precinct-specific Country Centred Design Guidelines has been prepared for the Jetty Foreshore Precinct informed by feedback from the local Aboriginal community and incorporated into the Urban Design Report (refer to **Appendix D**).

The redevelopment of the Jetty Foreshore Precinct is committed to connecting with Country to ensure Aboriginal people and communities' personal connection with Country within the Jetty Foreshore Precinct is embedded in design and continually embraced. Specifically, the Jetty Foreshore Precinct will be designed to maintain significant cultural views and celebrate the Aboriginal historical and contemporary identity and engage visitors to explore the story of the place and integrate Aboriginal culture and narrative to create well-connections and welcoming places within the Jetty Foreshore Precinct.

A draft Connecting with Country Framework has been prepared for the Precinct at **Appendix Z** and explores opportunities to embed this commitment into the future design of the Jetty Foreshore Precinct as part of its redevelopment. The Coffs Harbour Jetty Foreshore Design Guidelines (refer to **Appendix B**) will require that the Connecting with Country Framework informs future design processes as part any future development to ensure these themes are carried into the detailed design of the Jetty Foreshore Precinct.

Q6. Is the Planning Proposal consistent with applicable State Environmental Planning Policies?

The State Environmental Planning Policies directly applicable to the Planning Proposal are identified in **Table 16**.

Table 16 Consistency with State Environmental Planning Policies

SEPP	Consistent		N/A	Comment
	Yes	No		
State Environmental Planning Policy (Housing) 2021	✓			Whilst not directly relevant to proposed LEP amendment, the Housing SEPP will apply to future residential development. Accordingly, a high-level assessment of the Illustrative Masterplan's compliance with the Apartment Design Guide has been included at Section 10.2 .
State Environmental Planning Policy (Planning Systems) 2021	✓			In accordance with Section 8.2 , amendments are proposed to the Planning Systems SEPP.
State Environmental Planning Policy (Resilience and Hazards) 2021	✓			Chapter 2 of the Resilience and Hazards SEPP aims to promote an integrated and co-ordinated approach to land use planning in the coastal zone in a manner consistent with the objects of the Coastal Management Act 2016. It specifically requires consideration when rezoning land and in determining development applications, and requires that development in coastal zones meets certain standards and notification requirements. These controls have been considered in the preparation of the proposal and a Coastal Risk Management Report, described in Section 10.6 and attached at Appendix I .
State Environmental Planning Policy (Transport and Infrastructure) 2021	✓			Whilst not directly relevant to proposed LEP amendment, noise and vibration provisions within the Transport and Infrastructure SEPP will apply to future development. These have been considered in the Noise and Vibration Report, summarised in Section 10.9 and made available at Appendix R .
State Environmental Planning Policy (Sustainable Buildings) 2022	✓			Applicable to future development on the site. Nothing contained within the proposed LEP amendments precludes compliance with the SEPP.

Q7. Is the Planning Proposal consistent with the applicable Ministerial Directions (section 9.1 Directions) or key government priority?

The proposal's consistency with applicable Section 9.1 Directions is assessed in **Table 17**.

Table 17 Assessment of Section 9.1 Directions

Ministerial Direction	Consistent			Comment
	Yes	No	N/A	
Focus area 1: Planning Systems				
1.1 Implementation of Regional Plans	✓			As discussed in Section 9.2 , the proposal is consistent with the North Coast Regional Plan.
1.3 Approval and Referral Requirements	✓			This direction aims to ensure that LEP provisions encourage the efficient and appropriate assessment of development. The relevant requirements of this direction

Ministerial Direction	Consistent	Comment
		<p>have been considered in the preparation of this Planning Proposal, and accordingly:</p> <ul style="list-style-type: none"> • No additional provisions that require the concurrence, consultation or referral of development applications to a Minister or public authority are proposed. • Does not identify any development as designated development.
1.4 Site Specific Provisions	✓	<p>A particular development scenario is envisaged for the Precinct under the Illustrative Masterplan. Notwithstanding this, the planning proposal is consistent with the direction in that it seeks to rezone parts of the Precinct to an existing zone already in the CHLEP 2013 that allows a given land use without imposing any development standards or requirements in addition to those already contained in that zone. Whilst site-specific controls relating to detailed design guidance are proposed, these are not of the nature identified for avoidance in the planning direction.</p>
Focus area 3: Biodiversity and Conservation		
3.1 Conservation Zones	✓	<p>The proposal aims to protect and enhance the biodiversity via active ecological restoration, revegetation, rehabilitation and long-term protection and conservation, including through specific controls in the draft Design Guidelines.</p> <p>The State Assessed Planning Proposal does not apply to land zoned for conservation or protection purposes. Notwithstanding this, the Precinct is within an area on the Terrestrial Biodiversity Map under the Coffs Harbour Local Environmental Plan 2013. The State Assessed Planning Proposal complies with the objectives of Clause 7.4 Terrestrial Biodiversity, as the Precinct layout avoids and minimise impacts to biodiversity values on Biodiversity Values Map and will not result in any adverse impacts to biodiversity values.</p>
3.2 Heritage Conservation	✓	<p>The Precinct contains several heritage items. The proposal will conserve and not physically affect the heritage items. A Heritage Constraints Analysis has been prepared by Artefact Heritage, summarised in Section 0 and attached at Appendix P.</p>
Focus area 4: Resilience and Hazards		
4.1 Flooding	✓	<p>As demonstrated in the Stormwater Management and Flooding Assessment included at Appendix T, the site is not subject to flooding and is considered to have low flooding risks. The site is also outside Coffs Harbour City Council's flood planning area. Thus, the requirements of the direction do not apply.</p>
4.2 Coastal Management	✓	<p>The planning proposal does not increase development intensity in the coastal vulnerability area nor within land identified as comprising coastal wetlands and littoral rainforest.</p>
4.3 Planning for Bushfire Protection	✓	<p>A Strategic Bushfire Study has been prepared as part of this Planning Justification Report to satisfy the requirements of ministerial direction 4.3. The APZs have been buffered from the edges of native vegetation, no additional trees or vegetation require removal to maintain the APZs. The Masterplan is considered compatible with the surrounding environment and bushfire risk. Refer to Section 10.14.</p>
4.4 Remediation of Contaminated Land	✓	<p>A Contamination Report has been prepared as part of this Planning Justification Report to satisfy the requirements of ministerial direction 4.4. The preliminary</p>

Ministerial Direction	Consistent	Comment
		site investigation has identified the site as having low risk for the potential of gross or widespread contamination. Refer to Section 10.5 .
4.5 Acid Sulfate Soils	✓	The Acid Sulphate Soils assessment indicated a low probability of the presence of Acid Sulphate Soils requiring management. Refer to Section 10.5 .
Focus area 5: Transport and Infrastructure		
5.1 Integrating Land Use and Transport	✓	The Proposal improves access to housing and jobs by creating opportunities within an existing centre and improving active transport networks. Increasing density at this location is also proximate to Coffs Harbour Train Station, unlocking regional travel opportunities for local development and dwellings. Further details are provided in Section 10.4 .
5.2 Reserving Land for Public Purposes	✓	Changes are proposed to land zoned for public recreation, facilitating a net increase in land zoned for recreation, and in select locations, a more appropriate use on land not presently used for recreational purposes. PDNSW, as the applicant, is the relevant public authority, but as part of this application, approval is sought from the Planning Secretary or their delegate as per the direction.
5.3 Development Near Regulated Airports and Defence Airfields	✓	<p>An Aeronautical Impact Assessment has been undertaken by Strategic Airspace at Appendix G. The assessment concludes that the proposal will have no adverse impact on the safety, regularity or efficiency of air transport operations or general aviation. Specifically, it is noted that:</p> <ul style="list-style-type: none"> As evidenced in the assessment, no existing or proposed building envelopes within the Precinct penetrate the Obstacle Limitation Surfaces (OLS). External lighting in the Precinct (on buildings or for public domain spaces) will be subject to the constraints of the External Lighting Control Zones B, C and D. Zone A is not applicable. <p>In preparing this report, consultation has been undertaken with the relevant operator of Coffs Harbour Airport. No development incompatible with the operation of the airport is proposed. Accordingly, the proposal is consistent with the subject direction.</p>
Focus area 6: Housing		
6.1 Residential Zones	✓	<p>The proposal will encourage a variety and choice of housing typologies to provide for existing and future housing needs in Coffs Harbour by efficiently utilising unused land and minimising environmental impacts. Further the proposal:</p> <ul style="list-style-type: none"> Reduces the need for development on the urban fringe by targeting an infill site. Will ensure good design through the implementation of the draft Design Guidelines. Does not contain ant provisions that reduce the permissible residential density of land.
Focus area 7: Industry and Employment		
7.1 Employment Zones	✓	The Precinct will preserve industrial uses in the Marina and generate additional employment opportunities throughout the Precinct. No reduction in employment lands or floorspace is proposed, therefore consistency with the direction is achieved.

10.0 Site specific merit

Q8. Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

The Precinct is not currently mapped as an area of critical habitat or of a high biodiversity significance. Further, the proposal does seek to rezone land zoned for conservation purposes nor is any development proposed for this area. The Illustrative Masterplan avoids the Littoral Rainforest and dunal vegetation excepting the boardwalk in the southern portion of the foreshore parklands, which has been sited to ameliorate impacts to the Littoral Rainforest. Several endangered or threatened fauna species listed under the required Environment Protection and Biodiversity Conservation Act 1999 (Cth) (EPBC Act) are likely to occur within the Precinct, and migratory birds have also been found flying over the Precinct. However, the Precinct cannot be classified as important habitat as the habitats in the study area cannot support a significant proportion of a migratory bird population. Accordingly, no approval is required under the EBPC and Biodiversity Conservation Act 2016.

Notwithstanding the above, a Flora and Fauna assessment has been completed by WSP, described in **Section 10.12** and attached at **Appendix M**.

Q9. Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

A detailed assessment of the environmental effects as a result of this proposal is identified throughout **Section 10.0**. Relevant management measures are identified where appropriate and, on this basis, no unacceptable impacts are likely to result from this rezoning request or future development on the Precinct.

Q10. Has the planning proposal adequately addressed any social and economic effects?

Yes. The impacts arising from the proposal have been identified and addressed by specialised reports which are assessed throughout **Section 10.0**. The proposal will contribute to a number of positive social and economic effects, including:

- Increased housing supply and diversity in Coffs Harbour.
- Delivery of new social infrastructure, including community meeting spaces, play space, sport and recreation areas, performance space, and other amenities.
- Delivery of new active transport connections to and from the Precinct, including the boardwalk and over rail pedestrian bridge.

Q11. Is there adequate public infrastructure for the Planning Proposal?

The Precinct scale of this proposal demands the provision and delivery of new public infrastructure. A Services and Infrastructure Report has been prepared by IDC, described in **Section 10.13** and provided at **Appendix Q**. Further, a Community Infrastructure Needs Analysis has been prepared at **Appendix J**.

Q12. What are the views of state and federal public authorities and government agencies consulted in order to inform the Gateway determination?

The progression of the Jetty Foreshore Precinct has been guided by a Project Control Group, that includes senior representatives from DPHI, TfNSW, Crown Lands, MIDO, Department of Regional NSW, Port Authority of NSW, Department of Primary Industries and the Coffs Harbour City Council. The PCG reports into an Executive Steering Committee, and has provided a consistent governance structure over the course of the project. Where necessary, further consultation with relevant authorities will be undertaken when state and Commonwealth authorities will have the opportunity to provide comment on the proposal as part of its formal exhibition. Additionally, advice from some NSW Government was received ahead of public exhibition, and has informed updates to the proposal.

10.1 Built form and urban design

10.1.1 Building height and density

The proposed buildings heights respond to the Precinct's future and existing context within Coffs Harbour, matching the scale of buildings anticipated to the west of the rail line. Further, the resolution of this height strategy across the Precinct reflects the outcome of a thorough process of review undertaken by the SDRP. Most importantly, the proposed building heights reflect and respond to the community expectations established throughout the engagement process. Development is limited to a maximum of 6 storeys in a concentrated central location in the North Park and Jetty Hub sub-precincts, and then tapers down to first 4 storeys, then 2 storeys to the south (refer to **Figure 59**). This creates three sectors of consistent street wall heights that effectively demarcate the different levels and natures of activity across the disused rail lands. Further, it integrates with the built form scale on the western side of the railway line, reducing the dividing effect of the rail corridor and harmonising the built form coherently (refer to **Figure 60**). Together, these urban design moves create an incremental increase in height towards the Precinct's more urban core towards Marina Drive and the existing Jetty Strip Precinct.

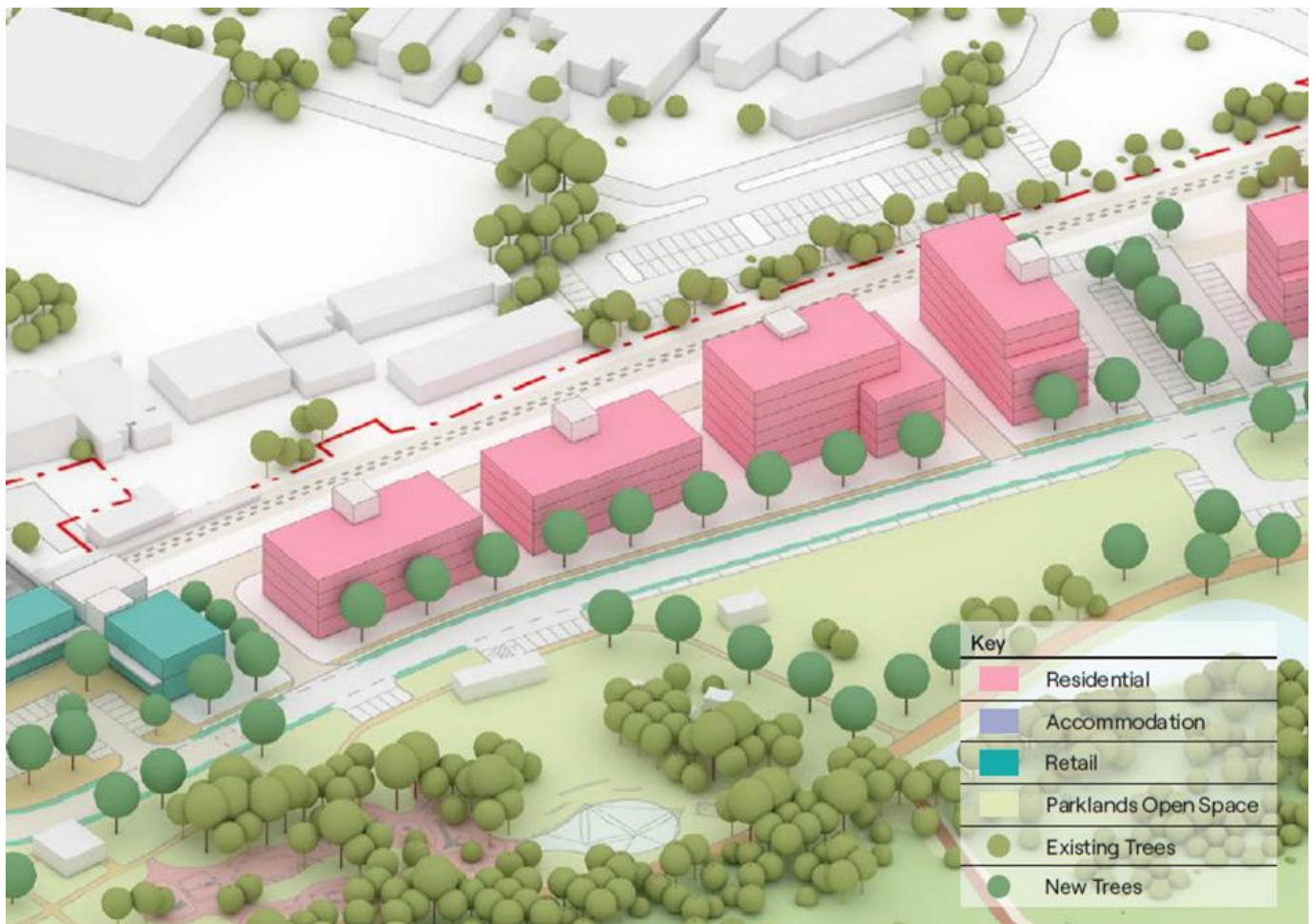


Figure 59 Massing transition of Jetty Hub into Activity Hub and Village Green

Source: SJB

The Marina and Corambirra Point, on account of their relative isolation, are read in isolation of the primary height narrative that spans North Park, the Jetty Hub and Activity Hub sub-precincts. Height in the Marina has been increased slightly to a maximum of between 3 and 4 storeys (refer to **Figure 61**). This height does not meaningfully increase the bulk of structures in the exposed location, and has been capped as to not adversely affect views from Muttonbird Island back towards the Coffs Coast.

Corambirra Point is an iconic location, and accordingly a height of 4 storeys has been established that responds sensitively to the headland whilst maximising opportunities for publicly accessible appreciation of views (refer to **Figure 62**). Importantly, this 4 storey form is set within the topography of the hill, rather than sitting atop it.

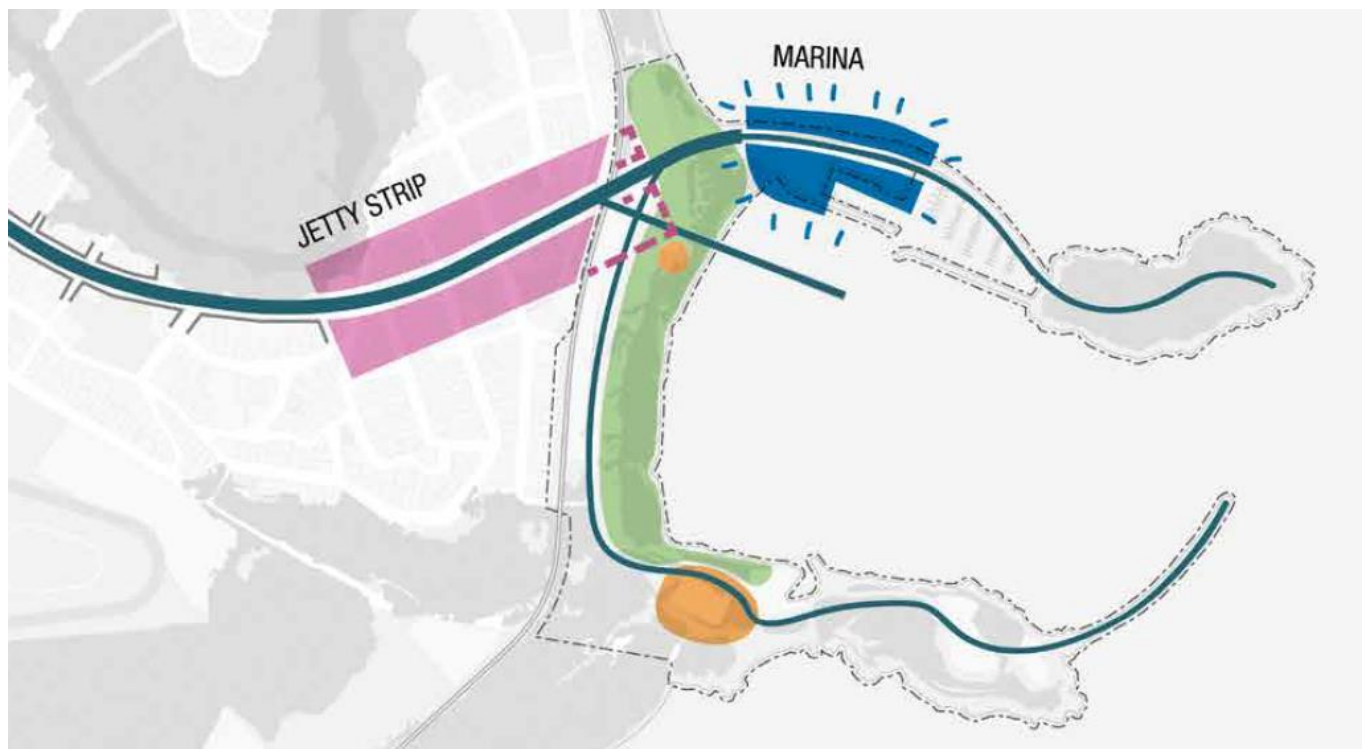


Figure 60 Extension of Jetty Strip built form into the Precinct

Source: McGregor Coxall

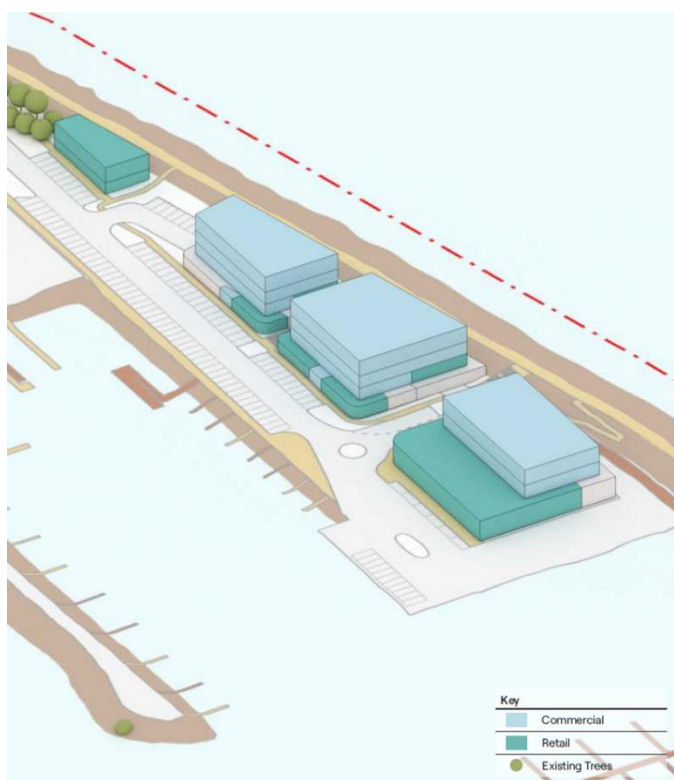


Figure 61 Marina built form massing

Source: SJB



Figure 62 Corambirra Point built form massing

Source: SJB

10.1.2 Overshadowing and solar access

Shadow studies have been undertaken for all built form within the Masterplan and are included within the Urban Design Report at **Appendix D**. The study concludes no notably adverse shadow impacts, with no overshadowing of open space until the low winter sun at 3pm on the winter solstice. Extracts of the shadow studies have been included in **Figure 63** to **Figure 70**. Critically, the beach is not overshadowed at any point during the hours tested.

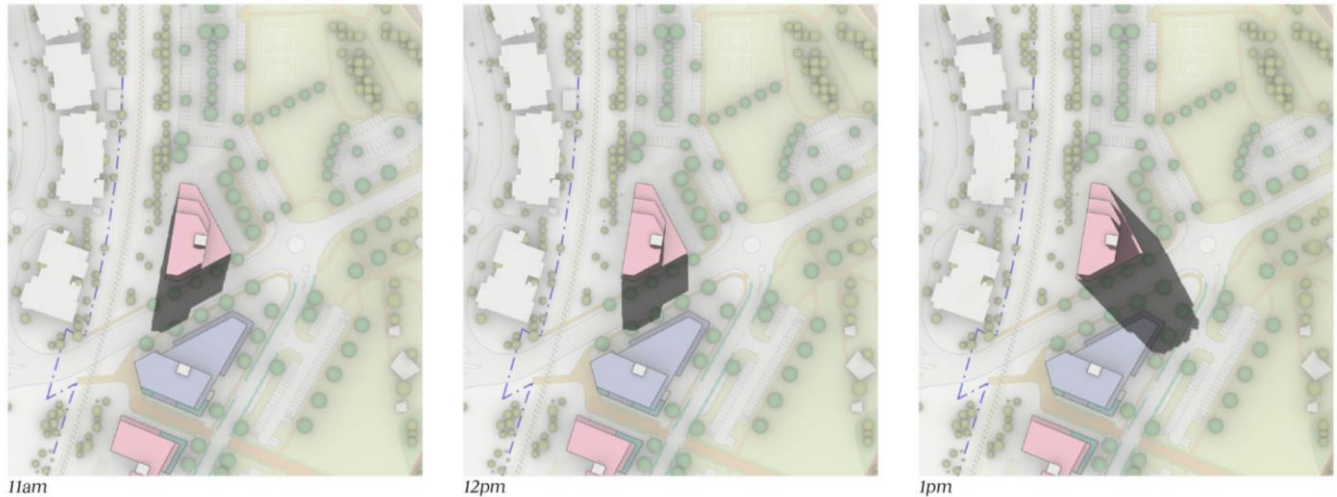


Figure 63 North Park shadow study extract

Source: SJB

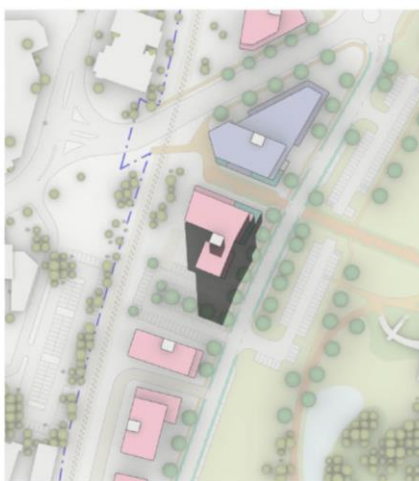


Figure 64 Jetty Hub North shadow study extract

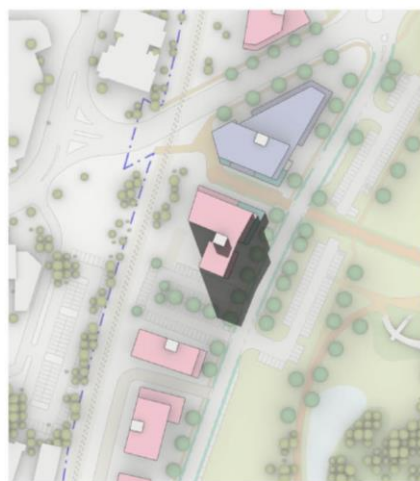
Source: SJB



11am



12pm



1pm

Figure 65 *Jetty Hub South shadow study extract*

Source: SJB



11am



12pm



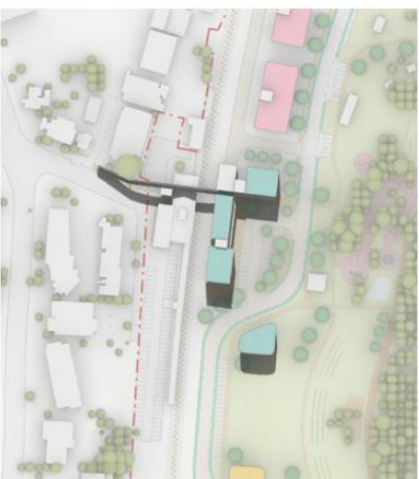
1pm

Figure 66 *Jetty Hub Residential shadow study extract*

Source: SJB



11am



12pm



1pm

Figure 67 *Activity Hub and Village Green North shadow study extract*

Source: SJB



11am



12pm



1pm

Figure 68 Activity Hub and Village Green South shadow study extract

Source: SJB



11am



12pm



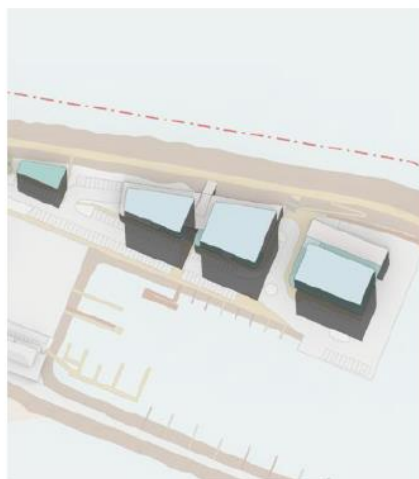
1pm

Figure 69 Corambirra Point shadow study extract

Source: SJB



11am



12pm



1pm

Figure 70 Marina shadow study extract

Source: SJB

10.2 Residential amenity

The Illustrative Masterplan includes residential flat buildings that have been designed to meet the requirements of the Apartment Design Guide (ADG) in order to achieve good levels of residential amenity for the future residents. Analysis of the Masterplan is included in the Urban Design Report at **Appendix D**. Notably, the Masterplan demonstrates that the Precinct can accommodate residential development in the locations proposed that will provide:

- A minimum of two hours solar access to the following percentages of indicative apartments:
 - North Park residential building: 73%
 - Jetty Hub South residential building: 80%
 - Jetty Hub residential buildings: 72%, 72%, 75% and 72%
- Natural cross ventilation to the following percentages of initiative apartments:
 - North Park residential building: 73%
 - Jetty Hub South residential building: 60%
 - Jetty Hub residential buildings: 100%, 100%, 88% and 72%
- Separation distances between buildings in accordance with the minimum requirements of the ADG and will provide adequate privacy for residents;

10.3 Visual & View impact

A Visual and View Impact Assessment (VVIA) has been prepared by Ethos Urban in collaboration with Arterra Interactive and Coffs Coast Surveying and Spatial at **Appendix F** 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.

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 focussed 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.

10.3.1 Visual impact assessment

To represent this pattern of viewing and provide an indication of likely visual impact, 12 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 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 that will be more visible behind foreshore vegetation, increasing the scale of the Marina Precinct, developing the former Deep Sea Fishing Club site which will mean it is more visible from Boambee Beach, 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, at the same or level with the Proposal at ground or pedestrian level. For example, the magnitude of change of viewpoints in close proximity to the Jetty Hub sub-precinct is higher, while the magnitude of change is lower for viewpoints further away and not at pedestrian level such as at Muttonbird Island.

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

10.3.2 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.

10.3.3 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 function as a combined natural and human influenced element which reflects high scenic importance
- the proposal seeks to remove the ability to erect multi-storey buildings on Corambirra Point which is currently permitted under the current CBLEP following outcomes derived from Connecting with Country and potential future visual impact

- through deliberate design strategies and measures including ensuring a large part is seen against and does not breach the skyline of Beacon Hill 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 minimises the impact of scale by consolidating its main development area adjacent to the established and evolving Jetty Core mixed use centre.
- 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.

Accordingly, the VVIA concludes that the proposal can be supported on visual and view impact grounds.

10.4 Transport and Parking

A Transport and Parking Impact Assessment has been prepared by SCT Consulting at **Appendix V**. The assessment analyses the potential traffic and transport impacts of the Illustrative Masterplan.

10.4.1 Existing conditions

Road network

The Precinct is accessible from the west via two key roads: Marina Drive in the north and Camperdown Street in the south. Additionally, Jordan Esplanade serves as the primary north-south route, connecting Marina Drive with Camperdown Street within the Precinct. Coffs Harbour Foreshore provides is linked to the Coffs Harbour Town Centre via Harbour Drive. The town is further connected to neighbouring areas via the Pacific Highway, which runs through Coffs Harbour, and the North Coast railway line, which has a station to the immediate west of the Precinct. The existing road network is represented in **Figure 71**.



Figure 71 Road network diagram

Source: SJB

Public and active transport

Currently, neither local bus stops or the train station are conveniently reachable by a short walk from the Precinct and have limited frequencies. During peak hours (AM, PM, and weekends), one or two bus services operate in each direction, while there is only one daily train to Brisbane and another to Sydney.

Pedestrians can access the Precinct and the foreshore area via two points over the railway line:

- **Northern Access:** An at-grade crossing at Marina Drive in the northern part of the Precinct.
- **Southern Access:** A bridge crossing at Jordan Esplanade in the southern end.

There are no footpaths provided along the northern side of Marina Drive between Jordan Esplanade and the beach. Additionally, due to the presence of the railway line, connectivity across the foreshore to the train station remains limited.

Parking

There are 863 formal parking and approximately 630 informal parking spaces in the Precinct, making up a total of 1,493 parking spaces, currently concentrated to the north and south of the Precinct. Analysis undertaken demonstrated that there are ample available parking spaces throughout the Precinct even on a Sunday (associated with the weekly markets), with the least number of spaces available at the Activity Hub / Village Green (with 23 spaces) and the most at North Park (with 193 spaces).

10.4.2 Trip generation

The Illustrative Masterplan is projected to generate 426 trips during the AM peak, 469 trips during the PM peak, and 577 trips during the weekend peak hours.

All intersections are expected to operate within acceptable Levels of Service (LoS) and Degrees of Saturation (DoS) across all time periods assessed, assuming full (100%) implementation of the Masterplan.

At the Camperdown Street/Harbour Drive intersection, the results are deemed acceptable, even though the LoS F is observed for the minor right and through movements, with 43 vehicles per hour from Camperdown Street and six from Hood Street, specifically during weekend peak hours. All other movements at this intersection are anticipated to perform at LoS B or better. The right and through movements are minimal, involving 43 vehicles from Camperdown Street and eight from Hood Street per hour, none of which are attributed to the Illustrative Masterplan. The same vehicle volumes (43 and 8, respectively) occur without the Masterplan, indicating that the poor performance of these movements is not caused by traffic from the Masterplan. As a result, no infrastructure upgrades are proposed for this intersection, and any potential future upgrades will not be tied to the impacts of the planning proposal.

The Camperdown Street/Jordan Esplanade intersection will be upgraded to a roundabout as part of the improvements to Jordan Esplanade, which serves as the primary north-south vehicular route in the Precinct under the Illustrative Masterplan. This upgrade will enhance both the safety and efficiency of the intersection.

10.4.3 Parking impact

The implementation of the Structure Plan would result in **1,596 public parking spaces**, representing an **increase of 103 spaces (7%)** compared to the current parking supply. The number of formal parking spaces will see a more significant rise of 52%, increasing from 863 to 1,313 spaces, with public parking more evenly distributed across the key areas of the Precinct.

According to the DCP parking rates, which while not applicable have been used as a benchmark for reporting, approximately 1,130 parking spaces will be required to accommodate the future GFA anticipated under the Illustrative Masterplan. Feasibility studies suggest that around 830 off-street parking spaces can be provided across the Precinct, through basement, undercroft, or at-grade parking.

Taking into account the additional formal parking spaces and the occupancy rates of on-street parking, there will be 592 available on-street spaces during peak periods after development has occurred. These spaces will cover the shortfall of the 300 required off-street parking spaces. Notwithstanding this, private parking rates will be fully assessed as necessary at the DA stage, with the Illustrative Masterplan predominantly focused on the provision of public parking.

Since around 300 off-street spaces are necessary for retail and food and beverage uses, which are likely to be part of linked trips within the Precinct, it is expected that visitors will use the surrounding street network to access multiple destinations. Therefore, the combined provision of on-street and off-street parking will adequately support both current peak activities and future development under the Masterplan. Appropriate parking rates have been embedded within the design guidelines (refer to **Appendix B**).

In conclusion, the Illustrative Masterplan is not anticipated to negatively affect public parking availability within the Precinct.

10.4.4 Recommendations

According to the report, the transport network and parking capacity in the Precinct can support the Proposal, provided the recommended transport and parking improvements are implemented. In addition to these improvements, the following should be considered:

- No immediate upgrades to public transport infrastructure are planned for the Precinct as part of the Illustrative Masterplan. However, future bus routes could be introduced along Jordan Esplanade, which is designed to accommodate buses. It is recommended that TfNSW be consulted to explore the feasibility of extending existing bus services or introducing new routes along Jordan Esplanade to serve the Precinct. Additional bus stops have been considered in the upgrade of Jordan Esplanade to support potential future bus services for the Foreshore Precinct.

- Currently, none of the public transport options (bus stops or the train station) are within a short walking distance from the Precinct, and both bus and train services have limited frequency. During peak AM, PM, and weekend hours, only one or two bus services in each direction operate within the Precinct, while there is only one daily train service to Brisbane and Sydney, respectively. It is therefore recommended that TfNSW continue to assess demand for rail services and consider increasing capacity for train options, including routes to Sydney and Brisbane.
- As outlined in the North Coast Regional Plan, it is advisable to develop place-based transport plans for areas experiencing significant growth, such as key cities and centres across the North Coast region. This could be considered in the next phase of the project, should the Illustrative Masterplan proceed to implementation.

10.5 Contamination

A Detailed Site Investigation (DSI) has been prepared by JBS&G and is provided at **Appendix L**. The DSI follows a preliminary site investigation prepared for an earlier stage of the proposal. This DSI has been undertaken in general accordance with guidelines made or approved by the NSW Environment Protection Authority (EPA) including National Environment Protection Council (NEPC 2013) National Environment Protection (Assessment of Site Contamination) Measure 1999, as amended 2013 (ASC NEPM), and other relevant guidelines and standards.

Specifically, the following scope of works were completed:

- Review and inclusion of preliminary information as presented by the Preliminary Site Investigation
- Preparation of sampling plans identifying proposed sampling locations;
- A detailed site inspection of the site areas proposed for investigation based on areas of environmental concern.
- Intrusive soil sampling and inspection of subsurface conditions using a track-mounted drilling rig at 31 locations across the site, three of which were converted into groundwater monitoring wells, for a range of contaminants of potential concern.
- Intrusive groundwater sampling at three groundwater monitoring well locations within the Jetty Hub and Foreshore, and soil vapour sampling at five locations within the Coffs Marina.
- Assessment of environmental data collected, including comparison of field and analytical data against appropriate EPA-made or endorsed investigation / screening levels for the proposed land use(s).

The DSI makes the following conclusions:

- Aesthetic issues at the site including visible Asbestos-Containing Materials (ACM) can be readily dealt with during future redevelopment and are not considered to pose an issue to the site or proposed rezoning. It is noted that these exceedances do not pose a health risk while they remain undisturbed in subsurface material.
- Former service stations on the site were reported as decommissioned in the 1990's – 2000's. Historical sampling data indicated raised levels of zinc, however not to an extent requiring remediation.
- Acid Sulphate Soils (ASS) assessment indicated a low probability of the presence of ASS requiring management, although future detailed planning submissions should consider whether any development-specific ASS management is required.
- No unacceptable risks relating to groundwater were identified in the Foreshore and Jetty areas, nor relating to soil vapour in the Marina area.

In summary, the DSI does not identify the potential for gross or widespread contamination, and while isolated potential contamination risks have been identified, these do not prevent the Precinct from being rezoned for land uses proposed in the Illustrative Masterplan.

Based on the above conclusions, the DSI makes the following recommendations for future stages of the proposal:

- Detailed investigations are completed for future detailed development applications prior to redevelopment to confirm whether specific development sites are suitable for the specific development and intended land use or can be made suitable for such via implementation of an appropriate remedial action.
- An Asbestos Management Plan and Asbestos Register should be prepared and implemented for areas where asbestos was identified. This will protect workers undertaking surface and/or subsurface maintenance or

intrusive works in the event further asbestos impacts are identified. The plan should include an unexpected find protocol to address potential asbestos finds in other locations.

10.6 Coastal Risk Management

A Coastal Risk Management Report has been prepared by RoyalHaskoningDHV and is made available at **Appendix I**.

The Precinct largely falls within the Coffs Harbour Coastal Hazard Zone Policy area (refer to **Figure 72**). The Coffs Harbour City Council Coastal Vulnerability Area Policy includes two requirements:

1. A Coastal Risk Management Report is required for Local Environment Plan Amendments (including applications for rezoning) that relate to land that is seaward of the 'unlikely' 2100 Coastal Hazard Line; and
2. A notation is to be placed on all areas within the local government area that are identified within the 100-year Coastal Hazard Zone.

It is noted that the second requirement is addressed by the existing prevailing controls contained in the Resilience and Hazards SEPP. The first requirement is addressed in the report at **Appendix I**. For the purposes of assessment, the Precinct has been divided into three blocks, with a fourth containing North Boambee Beach to the south. The Coastal Hazard Zone Policy area does not apply to Corambirra Point, Jetty Hub and Activity Hub Precinct, therefore they are not identified at risk for coastal erosion in the report.

The conclusions of the report are summarised as follows:

- The North Park, Corambirra Point, Jetty Hub, and Activity Hub & Village Green Precincts lie outside the Coastal Hazard Zone Policy area. Consequently, they are not at risk of current or future coastal erosion.
- Erosion risks are identified for half of the carpark and one sporting court (representing example infrastructure in the reference scheme) within Jetty Beach Block 3. These risks escalate by 2123, marking the end of the 100-year planning period. Additionally, existing rail tracks and commercial/residential buildings landward of this area are projected to be impacted by the 1% Annual Exceedance Probability erosion line by 2123.
- In Jetty Beach Block 1 and Block 2, the proposed land use areas and associated potential new infrastructure types are indicated to have no erosion risk within the 100-year planning period starting from 2023.
- Changes to building scale and height within the Marina Precinct (within Jetty Beach Block 2) do not directly affect coastal risk. However, during the development approval stage, building designs must consider breakwater overtopping events and incorporate mitigation measures to address any related coastal inundation of ground-level habitable areas or below-ground parking spaces.
- While there is a medium overtopping risk to the boardwalk in Jetty Beach Block 1, it is unlikely to occur without sufficient warning to mobilize management measures (e.g., closure of access to at-risk infrastructure during the event).



Figure 72 Coffs Harbour Coastal Hazard Zone Policy Area

Source: SJB

10.7 Aboriginal cultural heritage

A draft Aboriginal Cultural Heritage Report has been prepared by Artefact and is provided at **Appendix O**. The report considers the impacts the proposed works can potentially have on Aboriginal Cultural Heritage and the potential archaeological resources within the study area. It is noted that the ACHAR report is in draft format for public exhibition and further consultation will be undertaken with Registered Aboriginal Parties, with an updated and finalised report to be provided after the further consultation has occurred. The report includes:

- assessment of the Aboriginal cultural heritage values of the study area and identification of any specific areas of cultural significance
- assessment of archaeological potential in the study area
- the results of an Aboriginal archaeological survey of the study area
- Aboriginal stakeholder consultation
- Preparation of a methodology for archaeological management including test excavation and salvage where required.

The report has found:

- Three areas of subsurface potential archaeological deposit (PAD), CHP-PAD01, CHP-PAD02, and CHP-PAD03 (AHIMS ID's Pending) exist within the study area. The scientific significance of the three PADs is unknown and cannot be determined until further investigation is undertaken
- When assessed against the areas subject to LEP changes under the Planning Proposal, the three PADs: CHP-PAD01, CHP-PAD02 and CHP-PAD03 (AHIMS ID's pending) have potential to be harmed by future works associated with the Planning Proposal
- Six registered Aboriginal sites, including AHIMS ID's: 22-1-0340, 22-1-0140, 22-1-0579, 22-1-0018, 22-1-0028 and 22-1-0080 are located within the study area
- When assessed against the areas subject to LEP changes under the Planning Proposal there is nil potential for harm to Aboriginal objects. It should however be noted that there is potential for future works associated with the delivery of the Illustrative Masterplan (particularly infrastructure and public domain elements) to cause harm to registered aboriginal sites. Any such impacts will need to be appropriately assessed when approvals for these works are sought.

- Feedback from Garlambirl Guyuu-Girrwa Coffs Harbour Local Aboriginal Elders during the consultation process identified the study area as located within a highly significant area in terms of social/cultural, historical and aesthetic values.
- Garlambirl Guyuu-Girrwa Coffs Harbour Local Aboriginal Elders stated that the area should be protected, rehabilitated where needed and be left open for public access: no private residential development should be undertaken in the area.

10.7.1 Recommendations and Mitigation Measures

Based on the results of this assessment and in accordance with Aboriginal heritage guidelines the following recommendations are made:

- The locations of AHIMS ID's: 22-1-0018, 22-1-0579, 22-1-0140, 22-1-0340, 22-1-0080 and 22-1-0028 and CHP-PAD01, CHP-PAD02 and CHP-PAD03 (AHIMS ID's pending) should be considered in future development application processes, with a mind to conservation outcomes-CHP-PAD01, CHP-PAD02 and CHP-PAD03 should be registered on the AHIMS database. The Site cards for AHIMS ID 22-1-0340, AHIMS ID 22-1-0140 and AHIMS ID 22-1-0579 must be updated on the AHIMS database, based on the results of survey.
- Consideration should be given to survey the area between the western side of Jordan Esplanade and the existing railway line during future development application processes so that any results from that area can inform that process
- Further archaeological investigation is required within the study area prior to ground disturbing works taking place:
 - An archaeological technical report (ATR) must be prepared in accordance with the Code of Practice for Archaeological Investigation of Aboriginal Objects in New South Wales (DECCW 2010b) for all future stages of the project
 - Archaeological test excavation under an AHIP will be required at locations such as (but not limited to): CHP-PAD01, CHP-PAD02, CHP-PAD03, AHIMS ID 22-1-0028, and any areas identified in future ATR and consultation processes as demonstrating potential for Aboriginal objects to occur beneath the ground surface. Alternative methodologies may be required to investigate deeper contexts not safely accessible by hand excavation
 - Non-invasive methods of investigating potential burials, such as ground penetrating radar (GPR), should be considered
- Comprehensive Aboriginal stakeholder consultation must be undertaken for future stages of the project, including consultation regarding potential burial locations, for intangible values, during preparation of the CwC Framework and consultation in accordance with the National Parks and Wildlife Regulation 2019 for any AHIP application and test excavation
- If changes are made to the proposal that may result in impacts to areas not assessed by this ACHAR, further assessment would be required
- The Design Guidelines will be a matter for consideration in any future development applications and include provisions that will ensure continued consideration, assessment, and management of Aboriginal cultural heritage as the Precinct develops over time
- Aboriginal objects must not be harmed without an AHIP issued by Heritage NSW authorising harm through carrying out specified activities
- The area's high significance in terms of social/cultural, historical and aesthetic values must be acknowledged and consultation with Aboriginal communities continue in any future projects.
- Given the opposition to residential development within the study area from the Coffs Harbour Garlambirl Guyuu-Girrwa Coffs Harbour Local Aboriginal Elders, documented during Aboriginal community consultation, further consultation should be undertaken with the wider Aboriginal community at development application stages.
- An Aboriginal Heritage Interpretation Strategy (HIS) undertaken in collaboration with Aboriginal communities would be required for any future projects.
- It is recommended that the Planning Report be updated to recommend that consultation with the RAP (Registered Aboriginal Party) groups continues throughout all stages of the project. This would help ensure that the RAP groups remain involved to maintain continuity and adherence to cultural heritage protocols. Future development application processes should reflect this recommendation, ensuring that Aboriginal representatives are engaged throughout, and other reports will be updated as necessary to document the ongoing consultation process

- Coffs Harbour and District Local Aboriginal Land Council and the Coffs Harbour Garlambirl Guyuu-Girrwa Coffs Harbour Local Aboriginal Elders must be consulted on any future projects. Further, Coffs Harbour Garlambirl Guyuu-Girrwa Coffs Harbour Local Aboriginal Elders requested that sites officers from relevant groups should be identified and engaged to work with the project team throughout the project.

10.8 Non-Aboriginal heritage

A Statement of Heritage Impact (SoHI) has been prepared by Artefact at **Appendix P** to assess the heritage impact of the planning proposal in relation to the NSW heritage legislative context.

There are three heritage items located within the Precinct:

- Line of Former Rail Tracks, Harbour Breakwaters and Foreshore (archaeology) and Buried timber trestle rail bridge (archaeology)—LEP #18.
- Ferguson's Cottage—SHR #1802, LEP #19.
- Coffs Harbour Timber Jetty—SHR #2040, LEP #120, REP 1988, RNE #18999, National Trust of Australia.

There is one heritage item located immediately adjacent to the Precinct:

- Solitary Islands Marine Area—RNE #18848; Solitary Islands Marine Park—NSW Marine Parks Act 1997.

There are three heritage items located within a 200 metre vicinity of the Precinct:

- House - Interwar—CHLEP 2013 #114.
- School - Coffs Harbour State High (Building B00A)—CHLEP 2013 #117 and S170 (Education).
- Post Office—CHLEP #119.

The assessment concludes that the planning proposal will not result in any physical or visual impacts to heritage items, as demonstrated in **Table 18**.

Table 18 *Assessment of heritage impact*

Item Name	Item/Listing Number	Potential physical impacts	Potential visual impacts
Coffs Harbour Timber Jetty	State Heritage Register – #20040 Coffs Harbour LEP 2013 – #120 Register of The National Estate - #18999 National Trust of Australia State Environmental Planning Policy – NA, REP 1988	The proposed rezoning is assessed as having neutral (nil) physical impacts to the place.	The proposed rezoning is assessed as having neutral (nil) visual impacts to the place.
Ferguson's Cottage	Coffs Harbour LEP 2013 – #19, SHR – #01802	The proposed rezoning is assessed as having neutral (nil) physical impacts to the place.	The proposed rezoning is assessed as having neutral (nil) visual impacts to the place.
Line of Former Rail Tracks, Harbour Breakwaters and Foreshore (archaeology) Buried timber trestle rail bridge (archaeology)	Coffs Harbour LEP 2013 – #18	The proposed rezoning is assessed as having neutral (nil) physical impacts to the place.	The proposed rezoning is assessed as having neutral (nil) visual impacts to the place.
Solitary Island Marine Area/ Park	RNE #18848	The proposed rezoning is assessed as having neutral (nil) physical impacts to the place.	The proposed rezoning is assessed as having neutral (nil) visual impacts to the place.
House – Interwar	Coffs Harbour LEP 2013 – #114	The proposed rezoning is assessed as having neutral (nil) physical impacts to the place.	The proposed rezoning is assessed as having neutral (nil) visual impacts to the place.
Coffs Harbour State High School	Coffs Harbour LEP 2013 – #117	The proposed rezoning is assessed as having neutral (nil) physical impacts to the place.	The proposed rezoning is assessed as having neutral (nil) visual impacts to the place.
Coffs Harbour State High School – Building B00A	S170 Register – NA	The proposed rezoning is assessed as having neutral	The proposed rezoning is assessed as having neutral

Item Name	Item/Listing Number	Potential physical impacts	Potential visual impacts
Post Office – Coffs Jetty	Coffs Harbour LEP 2013 – #119	(nil) physical impacts to the place. The proposed rezoning is assessed as having neutral (nil) physical impacts to the place.	(nil) visual impacts to the place. The proposed rezoning is assessed as having neutral (nil) visual impacts to the place.

10.8.1 Recommendations and mitigation measures

The following recommendations and mitigation measures should be considered in the future development application stage that would be enabled by the approval of the Rezoning Proposal to protect and enhance the significance of the identified SHR and CHLEP heritage items located within the study area:

- The Planning Proposal is assessed as having ‘neutral(nil) visual impacts to the place’ for all listed heritage items in the Precinct
- At a future development stage if other potential adverse visual impacts are identified to heritage items the following would need to be undertaken:
 - If the SHR heritage items (jetty and Fergusons Cottage) would suffer adverse visual impacts as a result of the future proposed design, then the preparation of a SoHI would be required to be approved by Heritage NSW under the NSW Heritage Act 1977 as part of a Development Application (DA) process; this process would include a Section 60 application.
 - If the CHLEP heritage items would suffer adverse visual impact at the future development stage, then the preparation of a SoHI would be required and the appropriate approval pathway would be determined by the SoHI.
- Potential physical impacts to heritage items at the future development stage should be evaluated by a SoHI and where potential adverse physical impacts are identified, the following would need to be undertaken:
 - If the SHR heritage items (jetty and Fergusons Cottage) would suffer adverse physical impacts at the future development stage, then the preparation of a SoHI would be required to be approved by Heritage NSW under the NSW Heritage Act 1977 at the development stage
 - If the CHLEP heritage items would suffer adverse visual impact at the future development stage, then the preparation of a SoHI would be required and the appropriate approval pathway would be determined by the SoHI at the development stage
- Future development stage works must remain consistent with the Coffs harbour Jetty CMP and Ferguson’s Cottage Conservation Strategy, these have been detailed in Section 7.0 of this assessment and recommendations for these have been summarised in Section 1.0 of this assessment
- Future development must be undertaken in accordance with the supporting Design Guidelines, which include matters relating to heritage protection to ensure potential impacts to heritage are considered and assessed as part of the future development applications.

10.9 Noise and vibration

A Noise and Vibration Impact Assessment has been prepared by Acoustic Logic at **Appendix R** to evaluate the existing noise and vibration constraints on site and assess the likely noise and vibration impacts associated with the proposed rezoning.

The nearest noise sensitive receivers have been identified in **Figure 73** below which include:

- R1: Residential Receiver 1 – Multi-level residential along Orlando Street
- R2: Residential Receiver 2 - Multi-level residential along Camperdown Street and Angus McLeod Place
- C3: Mixed-Use Receiver 1 – Commercial and shop top housing along Harbour Drive
- Coffs Harbour Station and Northwest NSW Rail Line – Railway Services Receiver 1 – Coffs Harbour Train Station and NSW Trains Railway Line located along the western boundary of the site.



Figure 73 Noise sensitive receivers

Source: Acoustic Logic

The report confirms that the proposal aligns with the requirements of several key regulations and standards, specifically:

- State Environmental Planning Policy (Transport and Infrastructure) 2021
- Development Near Rail Corridors and Busy Roads (DNRCBR) document by the NSW Department of Planning (2008)
- Noise Policy for Industry (NPfI) by the NSW EPA (October 2017)
- Road Noise Policy (RNP) by the NSW EPA (March 2011)
- Australian Standard 2021-2015 for Aircraft Noise Intrusion – Building Siting and Construction

As a result, the proposal is well-positioned to achieve acceptable levels of noise and vibration through appropriate design development at the detailed development application stage. Further the recommendations put forward in the Noise and Vibrations Impact Assessment to manage noise impacts will be incorporated at the detailed development application stage.

10.10 Flooding and stormwater

A Stormwater Management and Flooding Assessment has been prepared by WSP at **Appendix T** which details existing flood conditions and stormwater management requirements for the Precinct. A preliminary high level hydraulic model is developed to investigate the proposed Illustrative Masterplan which has been modelled with DRAINS software, demonstrating that there is no increase in the site runoff due to the proposed infrastructure.

10.10.1 Stormwater Management

The stormwater management report addresses the stormwater quality and quantity for the Precinct, in conjunction with the indicative Illustrative Masterplan climate change objectives.

A preliminary high level hydraulic model is developed to investigate the proposed Illustrative Masterplan which has been modelled with DRAINS software, demonstrating that there is no increase in the site runoff due to the proposed infrastructure.

The stormwater management plan strategy is developed to assist the investigation of the impact of the Illustrative Masterplan. High level hydraulic modelling is utilised to investigate water quantity impacts in various storm events. Runoff from pre to post scenario is modelled to assess the impacts of the runoff generated from the proposed Illustrative Masterplan. It is appreciated that there will be minor increases in the impervious area in comparison to the current Precinct. However, as Coffs Harbour Jetty Foreshore is situated downstream of the proposed illustrative master planned Precinct and is the associated point of discharge, there is no requirements for the detention to be incorporated within the Illustrative Master planned Precinct. It is recommended to have additional detention within the in the bio-retention basins to avoid any erosion at the outlets at the coastal line in major events.

Stormwater quality has been considered in a holistic approach throughout the potential development. It is proposed to incorporate all stormwater treatment requirements outlined in the report for the proposed sites upstream catchments to meet councils water quality targets. Water quality targets have been based on are revised based in Sydney Water stormwater quality targets which exceed the current Coffs Harbour City Council (CHCC) objectives. This extended target objective will ensure the stormwater draining to the natural receiving water body (i.e. Coffs Harbour Jetty Foreshore) meets and exceeds the requirements and is protected from the majority of pollutants generated from the stormwater runoff.

The site is situated outside Coffs Harbour City Council's flood planning area. Section E4 in Coffs Harbour Development Control Plan 2015 states that the flood planning level is at the height of 1% AEP flood level + 0.5 m freeboard for residential, tourist, commercial and industrial development. As the site is not subject to flooding, it is recommended to seek confirmation from Coffs Harbour City Council whether a flood planning level is applicable to the proposed development.

By following the recommendations of this report and implementing appropriate measures during construction and operation of the development, it can be predicted that there will be minimal impact on the existing environment because of the proposed development.

10.10.2 Flooding

As shown in **Table 19**, the Precinct is not subject to flooding and is considered to have low flooding risks. The Precinct is also outside Coffs Harbour Council's flood planning area.

Table 19 *Summary of flood conditions*

Source of flooding	Flood conditions
Creek flooding (Coffs Creek)	The Precinct is not affected by creek flooding up to PMF event
Overland flooding	No major flooding risk identified in the Precinct.
Tidal flooding	The Precinct is not affected by tidal flooding up to 0.2% AEP event.

10.11 Retail Assessment

A Retail Assessment has been prepared by SGS Economics & Planning at **Appendix S** which provides an assessment of potential retail opportunities along with other potential impacts to existing retail centres in the area. The proposed rezoning at the Coffs Harbour Jetty Foreshore Precinct (The Precinct) has the potential to unlock a mixed-use development that contains a total of approximately 5,000sqm of retail space comprising food & beverage (hospitality) space and retailing. This is accompanied by approximately 250 dwellings that are estimated to house 370 new residents and 200 short stay accommodation rooms.

In addition to introducing more residents and tourists to the area, the retail component of the development would help to activate the foreshore by creating more interest and dwell time in the Precinct. This would create a 2.8 per cent increase in retail floorspace for the LGA overall.

Population growth and tourism will be the main drivers of changes of retail demand within the Coffs Harbour LGA. Population forecasts according to Travel Zone Projections predict that the population within the LGA will continue to be concentrated in the coastal areas. The Coffs Harbour LGA population is expected to rise by 11,169 from 2021 to 2041 to a total of 88,449 (0.7% Compound Annual Growth Rate (CAGR)).

Yielding an approximate additional 370 residents, the proposed development would have a minor impact on LGA wide population but would increase the Coffs Harbor Jetty area population by 10.5 per cent on previously expected 2036 totals. This significant increase to local population is important as it generates demand for local retail. It is also possible that development within the Coffs Harbour Jetty area would create additional demand across the retail system.

SGS modelling indicates that overall retail supply and demand is currently close to equilibrium at just above 180,000sqm. However, demand is expected to increase to over 202,000sqm by 2041. Isolation of specific commodity groups shows an expected undersupply of hospitality floorspace of over 6,000sqm by 2041 with current floorspace levels. While some of this demand could be accommodated within existing Precincts, there is still a case for more retail floorspace.

Modelling of the proposed retail and hospitality floorspace within the Coffs Jetty Foreshore Precinct indicates that the proposed development is unlikely to threaten any established centres and appropriately aligns with projected future demands and retail needs. Taken in isolation, the impacts when the development comes online are in the 1 to 11% range, which is considered a mild and acceptable impact. When also factoring in background growth in turnover between 2021 to 2036, all centres are expected to experience a net gain in turnover. For specific commodity types in some centres minor negative impacts can be observed but overall, most established store types and centres are expected to see net growth, even with the additional retail floorspace proposed for the foreshore.

The Precinct is likely to support an increase in tourism and tourism related expenditure through increased stays and visits across the immediate area and LGA. As the extent of this is unknown, we have adopted a conservative position and this has not been modelled. If additional tourism and demand were to occur flow on benefits would likely be seen across The Precinct, surrounding area and LGA in the form of increased expenditure and visitation.

Coffs Harbour's key strengths in tourism and hospitality are aligned with some of the strongest retail growth sectors in the economy, in general. From an economic perspective, the Precinct will support the following local retail and economic trends:

10.12 Flora, Fauna & Coastal Management

A Flora, Fauna and Coastal Management Strategy has been prepared by WSP and is made available at **Appendix M**. The report investigates the existing ecology of the Precinct and seeks to mitigate any impacts of development on the environment. Key conclusions of the report include:

- No land identified for built form or development under the Illustrative Masterplan and rezoning is mapped as an area of high biodiversity significance in the CHLEP 2013 Biodiversity Map, nor mapped as an important area habitat for any threatened and/or migratory fauna species. Notwithstanding this, other areas of the Precinct are mapped as biodiversity land under the LEP, but these have been sensitively avoided.

- The proposal does not seek to rezone land that is currently zoned under the LEP for conservation protection purposes.
- The field-verified PCT 3130 Mid North Tuckerroo-Paperbark Littoral Wet Forest and PCT 3132 Northern Sands Tuckerroo-Banksia Forest align with the Littoral Rainforest ecological community found in the NSW North Coast, Sydney Basin, and South-east Corner Bioregions. This community is listed as endangered under the NSW Government's Biodiversity Conservation Act 2016 (BC Act).
- Furthermore, both PCT 3130 and PCT 3132 exhibit the key diagnostic characteristics and meet the condition thresholds for the Littoral Rainforest and Coastal Vine Thickets of Eastern Australia threatened ecological community. This community is classified as Critically Endangered under the Commonwealth Government's Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)
- The proposal largely avoids the Littoral Rainforest and dunal vegetation. The only minor potential direct impacts are associated with the proposed elevated boardwalk at the southern extent of the Precinct. The route selection for this elevated boardwalk carefully considered avoiding and minimizing impacts to the Littoral Rainforest and other native vegetation.
- Within the Precinct, 186 individuals of *Sophora tomentosa*, listed as Endangered under the BC Act, were recorded. Additionally, nine (9) threatened flora species are assessed as likely to occur in the area.
- Although four (4) threatened flora species are listed under the EPBC Act, none were recorded during flora surveys in the Precinct.
- During field surveys, two (2) threatened fauna species—the Pied Oystercatcher (*Haematopus longirostris*) and the Eastern Osprey (*Pandion cristatus*)—both listed as Vulnerable under the BC Act, were observed. Furthermore, 16 threatened fauna species are assessed as likely to occur in the Precinct.
- The Precinct also hosts eight (8) threatened fauna species and four (4) migratory fauna species listed under the EPBC Act. While three (3) migratory fauna species were recorded during the fauna surveys, no threatened fauna species were observed.
- Although migratory marine birds may occasionally fly over the Precinct, there are no habitat resources for these species within the terrestrial habitats contained therein. Migratory marine birds utilizing the Precinct would be considered vagrants. The habitat resources available for migratory terrestrial or migratory wetland bird species within the Precinct are limited, and the Precinct does not form part of a regular migratory route for any migratory bird species.
- While it is likely that some migratory bird species will use the locality, the Precinct cannot be classified as an "important habitat". A nationally significant proportion of the migratory bird population would not find adequate support from the habitats in the study area.
- The proposed boardwalk has been thoughtfully designed and strategically located. Its minor width of 4 meters and elevation above the ground ensure that it is unlikely to fragment habitat, and any impacts on habitat fragmentation are negligible.
- A review of the Department of Primary Industries' list of threatened aquatic species and ecological communities confirmed that there is no potential habitat for any threatened aquatic species, ecological communities, or marine vegetation listed under the Fisheries Management Act 1994 (FM Act) within the freshwater and marine aquatic ecosystems associated with the Precinct.
- The proposal is not expected to directly or indirectly impact fish habitat within Coffs Creek or Coffs Harbour.
- No Critical Habitat listed under the EPBC Act has been recorded or is likely to occur within the Precinct.
- Additionally, no EPBC Act listed World Heritage Properties, National Heritage Places, Nationally Important Wetlands, or Wetlands of International Importance (Ramsar wetlands) are located within or in proximity to the Precinct.
- The current volume of contaminants and sediments associated with stormwater discharge from the Precinct and its immediate surroundings into the marine habitat of the harbour (indirect impacts) will be substantially reduced and mitigated through the installation of vegetated stormwater detention basins and other measures (such as rubbish traps).
- Post-construction of the Precinct, the water quality discharging into the harbor is expected to be of higher quality than the current discharge from the existing stormwater infrastructure. This improvement is predicted to benefit and enhance the water quality of the harbor and its marine habitats over the long term.

Overall, the proposal minimises and avoids impacts on terrestrial habitats, coastal wetlands, and littoral rainforests, all of which support threatened species and ecological communities.

10.12.1 Recommendations

Design guidelines

The following recommendations are put forward in the report for inclusion within the design guidelines:

- Development Applications are to identify the flora species to be planted during rehabilitation in areas where ground disturbance will occur, and native vegetation is to be reinstated, as well as part of the ecological habitat restoration within the dunal vegetation.
- Development applications are to avoid, as far as is practicable, clearing within native vegetation and habitats, and ensure retained vegetation is protected from any inadvertent direct or indirect impacts.
- Development Applications are to identify areas where ecological restoration can be undertaken within degraded areas or areas where the Littoral Rainforest used to occur, at a planting ratio of 10 plants planted for each individual Littoral Rainforest plant species impacted (10:1 planting ratio).

All of the above have been captured within the design guidelines attached at **Appendix B**.

Beneficial Outcomes for Flora and Fauna

The proposed beneficial outcomes for native flora and fauna have been recommended by the strategy:

- Conduct flora and fauna pre-clearing surveys where the proposed boardwalk is to be located and within areas of vegetation clearing within the existing parkland, and adjacent to the State rail land, to mitigate the risk of impacts to threatened flora and fauna species, such as *Sophora tomentosa* and potential Pied Oystercatcher nest sites (e.g. avoiding construction during the breeding season).
- Avoid, as far as is practicable the clearing of native vegetation and habitats, and ensure retained vegetation is protected from any inadvertent direct impacts (e.g. establish no go zone fencing).
- Develop robust mitigation measures as part of an overarching Environmental Management Plan, in reference to the prescribed measures included in the strategy.
- Rehabilitate areas of temporary disturbance for construction to stabilise soil and re-establish vegetation cover.
- Develop and implement an Ecological Restoration Plan within the Littoral Rainforest threatened ecological community, represented on the ground by plant community type 3130 Mid North Tuckerroo-Paperbark Littoral Wet Forest and plant community type 3132 Northern Sands Tuckerroo-Banksia Forest.
- Develop and implement a Habitat Rehabilitation Plan to be applied to retained habitat, focussing on plant community type 3130 and plant community type 3132 vegetation communities.

These items are readily adoptable at the development application and detailed design stages, and will be considered at that time.

10.13 Utilities Infrastructure Servicing

A Services and Infrastructure report has been prepared by IDC and is provided at **Appendix Q**. The report identifies existing utilities infrastructure within the vicinity of the Precinct and estimates the demand for future utilities infrastructure which can be expected from the proposed development of the Illustrative Masterplan. The report strategizes a plan to correctly service this development. The infrastructure which is considered in this report is inclusive of potable water, sewerage services, electricity, and telecommunications, as follows:

- **Potable water:** Potable water is supplied to the study area and surrounding area by Coffs Harbour City Council. A new potable water main lead-in will be required to support the rezoning submission and to facilitate future development. The complexity of this implementation will require further assessment during the detailed design phase.
- **Sewer:** The Precinct is bisected by two trunk mains which both have been identified as being made of asbestos cement. Both mains will have to be replaced and or altered as to accommodate the proposed development layout and building footprints. It is assumed that the re-alignment of all mains serving the Precinct will be discussed in further detail closer to the detailed design.
- **Electricity:** It is expected that substations Coffs Harbour South Zone Substation ZS and Coffs Harbour North ZS will supply feeders to this Precinct. It is also estimated that that up to one 1MVA of supply could be provided through the reconfiguration of existing feeders. After the capacity in the existing feeders is exhausted, Essential Energy (EE) has stated a new feeder would be required, it has been advised that this would likely be sourced from Coffs Harbour North ZS. This feeder would be constructed along existing road corridors and would need to cross the rail corridor and the Orlando Street bridge to reach the Precinct. EE has

also noted that they are planning on delivering a new ZS in the vicinity of the Precinct in the future. Delivery timing of the Coffs Harbour East ZS will be further discussed with EE during a subsequent design stage of the project.

- **Telecommunications:** Development on the Precinct will be serviced by NBN Co. fixed line infrastructure. NBN Co. will bring fibre to future lot boundaries to provide a connection point for premises. Developers will be required to provide pit and pipe infrastructure. In addition to NBN's fixed line servicing, the Precinct has blanket coverage from Telstra's 5G network.

The report confirms that the Precinct has the capacity to deliver all necessary infrastructure to facilitate the revitalisation of the Precinct, as contemplated in this proposal.

10.14 Bushfire

A Strategic Bushfire Study has been prepared by Peterson Bushfire and is made available at **Appendix H**. The study has been developed in alignment with Section 4.2 of the RFS document "Planning for Bush Fire Protection 2019". It specifically addresses the criteria for evaluating rezoning proposals related to bushfire-prone land, as outlined in Section 4.4 of the same document and the EP&A Act Section 9.1(2) Ministerial Direction 4.3 – 'Planning for Bush Fire Protection'.

The landscape and site assessment has yielded a low bushfire risk rating, consistent with the Coffs Coast Bush Fire Risk Management Plan (2023). Consequently, the subject land is suitable for intensification within the context of bushfire risk. The Illustrative Masterplan has been thoughtfully crafted to incorporate necessary bushfire protection measures in alignment with the requirements of Planning for Bush Fire Protection 2019. These measures include Asset Protection Zones (APZs) and adequate access routes for evacuation and emergency response.

Importantly, the design of the APZs ensures that native vegetation remains untouched, and an alternative solution has been devised to facilitate the redevelopment of a function centre at Corambirra Point without impacting the surrounding littoral rainforest. The identified residential APZ is identified in **Figure 74**. Given the low bushfire risk and the ability to accommodate compliant APZs, the Precinct is well-positioned for successful redevelopment.

Based on the study, the proposal to rezone the subject land meets the requirements outlined in the EP&A Act s.9.2 Direction 4.3 – 'Planning for Bush Fire Protection' and Planning for Bush Fire Protection 2019. The proposal is not deemed incompatible with the surrounding environment and bushfire risk. With effective bushfire management, the proposal can coexist within the adjacent bushfire-prone land.

10.15 Aeronautical Impact

An Aeronautical Impact Assessment has been undertaken by Strategic Airspace at **Appendix G**. The assessment concludes that the proposal will have no adverse impact on the safety, regularity or efficiency of air transport operations or general aviation. A summary of impacts is included in **Table 20**.

Table 20 Summary of aeronautical impacts

Item	Actual or Potential Impact	Comment
Prescribed Airspace (OLS)	N	No infringements of the OLS for the current and extended runway options. Airspace between the top of the proposed developments and limiting surfaces estimated to be sufficient for any cranes required for construction for the current and extended runway options.
Prescribed Airspace (PANS-OPS)	N	-
Communications Navigation & Surveillance (CNS) Facilities	N	-
Lighting External to the Airport	Y	External lighting in the Precinct (on buildings or for public domain spaces) will be subject to the constraints of the External Lighting Control Zones B, C and D. Zone A is not applicable.
Risk of Building Generated Windshear & Turbulence	N	-
Other Airspace Considerations - ATC & ARFF	N	-
Environmental Considerations - Aircraft Noise - Hazard & Risk (RESA & PSA)	Cannot assess N	Obsolete noise modelling info in the Airport Master Plan. Refer to Noise and Vibration assessment at Appendix R .
Mitigations	N/A	No safety mitigations required.

Source: Strategic Airspace

Consistent with the above, nothing included in this proposal requires airspace approvals from Coffs Harbour Airport or the Civil Aviation Safety Authority.

10.15.1 Obstacle limitations surface

As evidenced in the assessment, no existing or proposed building envelopes within the Precinct penetrate the Obstacle Limitation Surfaces (OLS).

Under the approved Coffs Harbour Airport Master Plan there are currently two scenarios of runway extension, a proposed runway extension of 395m to runway 03 and a potential future further extension of 81m to the same runway (refer to **Figure 75**). Under both scenarios, only the new tourist destination building at Corambirra Point would be subjected to the OLS height limit of 47.5m AHD. The regional tourist destination building is not expected to reach 47.5m, and therefore is not in violation of the OLS height limit. In an unlikely event that a crane exceeding 47.5m AHD was required in the tourist building site, there is ample airspace around the crane that it would not affect airport operations. The planning proposal has no impact of the prescribed airspace of Coffs Harbour Airport.



Figure 75 OLS impact across the Precinct

Source: Strategic Airspace

Crane considerations

The report states that any cranes required for construction of even the tallest of the developments could be deployed without infringing the Prescribed Airspace. In rare circumstances, if the construction of any building necessitates a crane with a height exceeding the OLS Inner Horizontal Surface height limit of 47.50 meters AHD, it can still be approved as long as it does not encroach upon the limiting PANS-OPS procedure protection surface at that specific location and time. Given the significant clearance between the proposed building heights and the PANS-OPS protection (which is at least 51.55 meters AHD), this should not pose an issue.

10.15.2 External lighting

In terms of lighting restrictions, the Precinct is not close enough to the airport to severely impact airport operations. However, much of the Precinct currently falls into External Lighting Control Zone C and D, which restricts external lighting above 150 cd and 450 cd respectively. If the runway was extended by 395m, Zone B which restricts external lighting above 50 cd would apply to open-space developments south of the proposed boardwalk connection. Zone C would extend into the Marina.

These restrictions have been recommended for inclusion within the planning framework, and have accordingly been reflected in the design guidelines at **Appendix G**.

10.16 Structural engineering

A Structural Report has been prepared by WSP at **Appendix U**. The report investigates the structural feasibility of the proposed rezoning in the Precinct with particular regard to the location of the Precinct proximate to coastal processes and an operating rail line.

The report concludes that despite close proximity to railway infrastructures and the coast, indicative buildings are structurally feasible as they have appropriate setbacks and are appropriately placed.

The report also offers suggestions pertaining to construction method and material for buildings in the Precinct that will in turn inform detailed design and the development application stage. Specifically:

- A Post Tension banded beam and slab is suggested for office buildings
- Flat slabs are recommended for residential buildings.
- A pad foundation is recommended for lightweight buildings with a maximum of 4 floors.
- For mid-rise buildings from 5 to 15 floors, the report recommends that piled foundations to be used. The concrete piles used are subject to salinity and will be required to have an increased minimum cover of 55m to reinforce such piles.
- For buildings in close proximity to the railway, all the buildings are situated more than 15 meters away from railway tracks and thus is deemed to fall out of the angle of influence, meaning that buildings have a minimal impact from the railway.

10.17 Geotechnical

An Intrusive Geotechnical Investigation Report has been prepared by PSM Consult at **Appendix N** to investigate the subsurface conditions of the Precinct.

The report identifies that there is no abnormality in the soil and offers suggestions relating to the design of buildings based on the subsurface conditions of the Precinct. Recommendations are as follows:

- Excavation in soil would include topsoil fill and natural sand soil, which would be achievable using conventional excavators and dozers.
- If required, excavation of medium to high strength bedrock may require hydraulic impact breakers, rock saws or rock grinders.
- Design of batters up to 2m height and above the groundwater table shall be subjected to the following controls
 - Batters shall be protected from erosion
 - Permanent batters shall be drained
 - Temporary batters shall not be left unsupported for more than 1 month
 - Where loads are imposed on batter height, further advice should be sought
- Designers should consider technical factors (performance, ground conditions, surcharge loading, proximity of structures) and non-technical factors (cost, other constraints)
- Design of structures should be based on:
 - Proposed wall geometry
 - Effective soil strength parameters
 - Water pressure
- Further intrusive geotechnical investigations should be undertaken at the location of each specific development following finalisation of designs to confirm or revise the provided geotechnical parameters.

These recommendations can be readily implemented at the development application stage.

10.18 Community infrastructure

A Community Infrastructure Needs Analysis (CINA) has been prepared by Ethos Urban at **Appendix J**. It provides guidance on the community infrastructure needs of the site, as well as the broader Coffs Harbour region, through an assessment of supply and demand. The approach to this study is based on established practice in community infrastructure planning, which involves two core stages of analysis:

- Quantitative analysis of current and planned supply of a selected community infrastructure typology against established benchmarks for provision (number/ size) considered adequate to meet the needs of a particular population size/ geographic catchment.
- Qualitative analysis of the geographic distribution of supply from a population equity and accessibility/ walkability perspective; investigation of community and stakeholder perspectives, demographic characteristics, strategic policy directions, and local social issues and trends.

The study areas for this analysis are the Coffs Harbour Jetty Centre, and the Coffs Harbour suburb (including Boambee East, Toormina, and Sawtell).

10.18.1 Findings

The CINA makes the following conclusions:

- There is support among the Coffs Harbour community for open space and public realm improvements, increased parking, active transport, new community space, cultural venues, recreation areas, and play spaces in the Coffs Harbour Jetty Foreshore Precinct. However, there is concern from some people related to higher density buildings (particularly residential), and the resulting view loss. Other community members support residential development if it will deliver the public realm improvements they desire.
- Compared to Regional NSW, Coffs Harbour contains a higher median age and higher levels of people with a need for assistance, which may place pressure on existing health infrastructure, as well as public realm accessibility requirements. Additionally, as the median annual household income in Coffs Harbour is lower than the Regional NSW average, community members may benefit from an increase in infrastructure that provides space for free or low-cost activities.
- There is a higher proportion of lone person households and people living in high density dwellings in the Study Areas when compared to Regional NSW. These households are likely to require space outside of their homes where they can socialise and recreate.
- There is a strong recognition amongst the community of the significance of the area for the Gumbaynggirr people and a desire to see this cultural history carried through the development. Spaces for the Gumbaynggirr community need to be considered, as well as maintenance of Happy Valley and Ferguson's Cottage in collaboration with their custodians.
- While there is a significant supply of community infrastructure in the Study Areas, many of these facilities are ageing and were not designed with flexibility in mind, meaning that they may struggle to cater for more contemporary uses of community space.
- The community infrastructure benchmarking exercise has indicated a likely need for 2.6 district-level meeting spaces, 2.7 district libraries, and 1.9 art and cultural spaces by 2036 within the Study Areas. Noting the delivery of a new Community Building at the site, consideration of filling these infrastructure gaps should be made in the programming and operation of future buildings in the Jetty Foreshore.
- The current Illustrative Masterplan provides ample open space to aligned with the benchmarks outlined within Council's strategic planning documents, including a destination-level playground, outdoor performance space, a trail/path network, and long-stay amenities.
- While there is a significant supply of outdoor recreation space in the Study Areas, there is limited availability of indoor recreation space. Opportunities to include multipurpose indoor courts within the development could be explored.

10.19 Maritime Heritage

Cosmos Archaeology Pty Ltd has been engaged by PDNSW to prepare a desktop maritime archaeological assessment (See **Appendix X**) to identify known and potential maritime heritage and archaeological resources within the Precinct boundaries and provide a general outline of development constraints based on maritime heritage and archaeological sensitivity mapping.

There are two known maritime heritage sites within the Precinct boundaries – the Coffs Harbour Jetty originally constructed in 1890-1892 listed on the NSW State Heritage Register and the Coffs Harbour LEP 2013, and a buried timber trestle rail bridge constructed in 1913-1915 between South Coff Island and the mainland listed on the Coffs Harbour LEP 2013. There is also a potential for several types of maritime archaeological sites and deposits to occur on the Coffs Harbour seabed within the Precinct, including in situ structural remains of former footprints of the Coffs Harbour jetty, cultural deposits associated with the use of Coffs Harbour jetty, in situ structural remains and cultural deposits associated with the Coffs Harbour jetty moorings and small vessel moorings between the jetty and the northern breakwater, and in situ and scattered remains of fifteen shipwrecks. These remains are afforded automatic protection under the Commonwealth Underwater Cultural Heritage Act 2018 and NSW Heritage Act 1977. Areas of the seabed within the Precinct have been variously ranked in terms of assessed maritime archaeological sensitivity based on known heritage and potential archaeological sites.

10.19.1 Risks & constraints

Only two of the Illustrative Masterplan sub-precincts fall within the maritime archaeological assessment area; Corambirra Point and the Marina. The North Park, Jetty Hub, Activity Hub, and Foreshore Parklands sub-precincts are *outside* the maritime archaeological assessment area and have no maritime archaeological risks or constraints.

The proposed planning amendments relevant to Corambirra Point and the Marina consist of changes to land use zoning, additional permitted uses, and building heights. Proposed development under the Illustrative Masterplan for the Corambirra Point and Marina sub-precincts consists of the development of a new regional tourist destination on the site of the former Deep Sea Fishing Club at the landward end of Corambirra Point, and revitalisation of the Marina to accommodate local marine businesses via development of buildings and facilities on the north-western marina hardstand.

The Corambirra Point proposed development area falls *outside the maritime archaeology assessment area* and thus has *no* maritime archaeological risks or constraints.

Proposed development within the Marina sub-precinct is contained within an area of the existing hardstand and land reclamation laid down in the 1970s. The former seabed buried underneath this reclamation is assessed to be of moderate to high maritime archaeological sensitivity with a potential to contain remains of protected shipwrecks. However, as proposed development under the Illustrative Masterplan involves changes to buildings on and above the existing hardstand only, the *potential risk to maritime archaeological resources is low*. Nonetheless, in the event that development may disturb the former seabed in this area – e.g. excavation for building foundations or services etc. – a maritime archaeological impact assessment and maritime heritage management plan should be prepared.

10.19.2 Conclusions

The proposed rezoning and potential future development under the Illustrative Masterplan *does not contain* works that will have substantial physical impact to the seabed within Coffs Harbour. Whilst there are two known items of maritime heritage within the Precinct and the potential for additional maritime archaeological sites to occur on areas of current and former seabed, the potential risk of impact to maritime heritage resources associated with the proposed rezoning is considered to be low.

The Marina sub-precinct presents the main area for potential impact, but such a risk can be mitigated via preparation of a maritime archaeological impact assessment and maritime heritage management plan when a detailed development application is lodged for works in this area. Beyond the Marina sub-precinct, there are no proposed planning amendments or proposed future development activities that would impact known or potential maritime heritage and archaeological resources across the seabed of Coffs Harbour.

11.0 Conclusion

Ethos Urban has prepared this Planning Justification Report on behalf of Property & Development NSW (PDNSW) to facilitate the proposed rezoning of the Coffs Harbour Jetty Foreshore Precinct, by way of an amending SEPP, in line with Section 3.29 of the Environmental Planning and Assessment Act 1979 (EP&A Act). The proposal seeks to respond to current and future challenges and opportunities. As Coffs Harbour transitions into a regional centre, the NSW Government and Coffs Harbour City Council have, through various strategic planning exercises, identified four key strategic drivers to see through this transition:

- 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

The rezoning proposal, as presented in this report, is justified for the following reasons:

- The proposal is consistent with the objects of the EP&A Act, in that it promotes the orderly and economic use and development of land;
- The proposal is consistent with the strategic planning framework for the Precinct;
- The development concept which the planning proposal aims to:
 - Create a thriving and vibrant foreshore Precinct for Coffs Harbour
 - Activate public spaces for the benefit of the community, both night and day
 - Enhance cultural and existing qualities of the local area
 - Improve connectivity between the foreshore and the CBD
 - Facilitate additional housing opportunities
 - Improve the public domain
 - Enable job growth and economic activity
 - Celebrate Country and Aboriginal and non-Aboriginal history of the foreshore
- The proposal is consistent with the applicable SEPPs and Ministerial Directions.

In light of the above, we would have no hesitation in recommending that the proposal be progressed for public exhibition.

12.0 Next steps

12.1 Exhibition and consultation

Community participation and public exhibition is integral in the rezoning process. This process will follow preliminary assessment by DPHI and will also enable State and Federal government agencies to comment on the proposal. Acknowledging the extensive consultation undertaken to date, PDNSW remains committed to deliberate engagement with the community, and has accordingly prepared a stakeholder engagement framework at **Appendix K**.

12.2 Minister's consideration

Following exhibition of rezoning package, DHPI will consider matters raised in submissions and, where required, amend the draft planning controls. Once finalised, a recommendation on the proposal will be forwarded to the Minister for Planning and Public Spaces for a decision. Following any approval by the Minister, amendments would need to be made to the CHLEP 2013 and Planning Systems SEPP.

Any approval and publication of the new planning controls would enable lodgement of State Significant Development Applications under the new controls with DHPI, with any applications to be determined by the Minister for Planning and Public Spaces or Independent Planning Commission.