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GREATER LAKE CATHIE – BONNY HILLS VILLAGE CENTRE PLANNING STUDY

STAGE II – THE PHYSICAL FRAMEWORK

PREPARED FOR THE OWNER,
ST VINCENTS FOUNDATION PTY LTD,
ON INSTRUCTIONS FROM
TIERNEY PROPERTY SERVICES PTY LTD,
DEVELOPMENT MANAGER
RAINBOW BEACH ESTATE

DECEMBER 2008

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1 INTRODUCTION

1.1 St Vincent's Foundation Pty Ltd (*StVF*) owns some 180 hectares of broadacre land, zoned for residential development (Residential 2A1) lying between the coastal townships of Lake Cathie and Bonny Hills in the Hastings Local Government Area (*the LGA*). Under the *Greater Lake Cathie and Bonny Hills Urban Design Master Plan 2003 (the Master Plan)* about 4 hectares of the StVF's land was identified as the site for a "village centre". The village centre site is isolated, vacant and surrounded by undeveloped land but abuts Ocean Drive, the road linking the townships.

1.2 StVF has lodged a Concept Plan for the development of its land with the Department of Planning seeking approval, under the provision of Part 3A of the Environmental Planning and Assessment Act 1979, to commence developing the land. The village centre is shown only indicatively on the *Concept Plan* submitted to the Department.

1.3 StVF require the likely role and future land requirements of the village centre to be resolved so that it can be incorporated into the future development proposals in accordance with the *Concept Plan*. The Port Macquarie/Hastings Council (*the Council*) wishes to include provisions relating to it in a development control plan.

1.4 Tierney Property Services Pty Ltd (*TPS*), development manager for StVF, retained Design Collaborative Pty Ltd (*DC*), planning and development consultants, to undertake the work involved.

1.5 In May 2007, DC produced its report: *Stage 1 – Assessment of Potential*, which was revised in December 2008 to take into account the results of the 2006 Census. **Annexure A** contains the Executive Summary in that Report. The key points include:

- a) The development of the village centre was severely compromised by the establishment of a large Woolworths supermarket in Lake Cathie in 2006. The recent approval of a smaller IGA supermarket in Bonny Hills will exacerbate the difficulties confronting the establishment of the village centre;
- b) The village centre site is unlikely to be ready to accept development before 2012. At that time, there would still be very little residential development close to it;
- c) The fact that the ultimate population of Lake Cathie/Bonny Hills is likely to be limited to a maximum of about 10,000, roughly double its population in 2006, is likely to limit investor interest in commercial development in the area;
- d) Since Lake Cathie/Bonny Hills contains land close to the Ocean, it seems likely that land prices in it may rise as retirees and sea-changers seek homes close to the Ocean. If that occurs, the demographic structure of the area may change with household sizes becoming smaller and median incomes and ages rising. That will flow through the nature of the facilities required in the village centre. It may also reduce the ultimate population housed;

- e) If further retail and commercial development on competitive sites is prevented, it is possible that the village centre could contain up to 15,000 square metres of built space after the population of Lake Cathie/Bonny Hills stabilises at about 10,000 persons;
- f) A critically important factor in the successful establishment of the village centre is that Council carry through with its proposal to build a branch library/administrative office and community centre for Lake Cathie and Bonny Hills in the centre as soon as possible after a site becomes available for development; and
- g) The initial components of the village centre may include:-

Sector	Component	Approx gross floor area in square metres
Public	Branch library/administrative centre	1,200
	Community Centre	1,000
	Police Station	400
	Fire station	400
Private	Project site and sales office/display centre	300
	Tavern	500
	Retail:	
	General Store/Convenience store	200
	Coffee lounge/Café	100
	Child care centre/kindergarten	200
	Service station	200
	Total built space <i>Circa</i>	4,500
Total retail space <i>Circa</i>		300

1.6 This second report sets out the framework within which this economically frail but needed centre should be initiated and fostered by StVF and the Council with the object of it becoming the principal centre for commerce and community activities in Lake Cathie/Bonny Hills. It does so by advancing provisions that can be incorporated in the Concept Plan and Council's DCP.

2 THE PURPOSE OF THE REPORT

2.1 The purpose of this report is to establish an indicative layout to guide the incremental growth of the village centre to produce a centre worthy of becoming the principal focus for commercial and community activities in Lake Cathie/Bonny Hills.

2.2 It develops street and infrastructure plans accompanied by an indicative allocation of types of land use. It also advances a suggested sequence of development and a likely built form.

2.3 In doing so, it is assumed that StVF or another will retain ownership of the land in the village centre until specific proposals are advanced for the development of individual sites within it.

2.4 Recommendations are also advanced for the treatment of Ocean Drive in the vicinity of the village centre.

3 THE STRUCTURE OF THE REPORT

3.1 Having set out in Chapter 1 the context within which the village centre is to be developed and, in Chapter 2, the purpose of the report, the remaining chapters address the following:

Chapter 4 – THE PLANNED CONTEXT, including:

- The relevant recommendations in the *Lake Cathie/Bonny Hills Environmental Study and Urban Design Master Plan*;
- *The Concept Plan* submitted by StVF;
- The anticipated timing of residential development within that *Concept Plan* and thus of the village centre; and
- Zoning.

Chapter 5 – THE SITE OF THE VILLAGE CENTRE:

- Area/dimensions;
- Topography, existing and proposed;

Chapter 6 – ROAD PROPOSAL:

- Road pattern; and
- Immediately surrounding proposed land uses.

Chapter 7 – LANDSCAPE CONTEXT

Chapter 8 – ASSUMPTIONS MADE ABOUT MOVEMENT:

- road hierarchy;
- bus routes;
- cycleways (external and internal);
- pedestrian paths (external and internal); and
- service vehicle routes.

Chapter 9 – LOCATIONS OF USES:

- Potential land uses and locations:
 - retail;
 - commercial;
 - community;
 - public sector; and
 - other.

Chapter 10 – THE FRAMEWORK:

- Street functions;
- Street widths/cross sections;
- Treatment

Chapter 11 – DESIGN REQUIREMENTS

4 THE PLANNED CONTEXT

4.1 The recent history of the land owned by StVF and now known as the Rainbow Beach Estate is set out in the first report – “*Stage 1 – Assessment of Potential*”. It is not proposed that it be repeated in full within this report.

4.2 In 2003, Deicke Richards produced the “*Greater Lake Cathie and Bonny Hills Urban Design Master Plan*” for the Council. It emerged from a process that not only considered the various studies and reports that had preceded it but also from workshops involving a number of organisations and authorities and members of the public. Among the topics considered were “*community and cultural needs*”, including:

- *Community facilities;*
- *Education;*
- *Retail, employment; and*
- *Cultural.*

4.3 The *Master Plan* established a “*Vision*” for the Greater Lake Cathie and Bonny Hills Township, viz:

“Greater Lake Cathie and Bonny Hills (Area 14) will grow into a township as a series of distinctive villages, respecting the unique qualities of the existing settlements and with great sensitivity to the natural environment. Facilities in the new release areas will add to those already available, to meet housing, employment, health, education and recreation needs of a growing community of 10,000 people”.

Annexure B is a copy of the “*proposed urban structure plan*” in the *Master Plan*. The village centre with which this report is concerned is that identified as “*Greater Lake Cathie and Bonny Hills Village*”.

4.4 The *Master Plan*’s *Vision* for that *Village* includes:-

“The Greater Lake Cathie and Bonny Hills village will be the major village in the growing township and will contain all higher order needs for this community of 10,000”; and

“The village will have a centre focussed on a main street and other high quality streets and public spaces”.

Annexure C is a copy of the village’s “*Neighbourhood Structure Plan*”.

4.4.1 As pointed out in the Stage 1 report, this vision has been undermined by the establishment of a Woolworths supermarket at Lake Cathie. The recent approval of a sizeable IGA supermarket at Bonny Hills has exacerbated that process because it is fair to say that Lake Cathie/Bonny Hills will be overprovided with supermarkets for the foreseeable future and, possibly, for all time. The announcement of the opening of a medical centre at Lake Cathie has further eroded the viability of the vision.

4.4.2 The prospect of the village centre attracting a supermarket of any significance is now highly problematic. It may depend on the future ownership structure and policies of the national supermarket chains which presently dominate retailing in Australia and what may flow from the recent Australian Competition and Consumer Commission inquiry. Based on present policies, the outlook is not hopeful.

4.4.3 One facet of the *Master Plan* which further reduces the viability of the village centre was the allocation of an area, some distance to the west of its site, for future schools. Had that area abutted the village centre, the two uses could have developed a synergy but, as planned, there is little prospect of that occurring, i.e. mothers visiting the school are less likely to visit the village centre casually on the same trip.

4.5 The *Master Plan*'s vision for the Village Centre is:-

"The Greater Lake Cathie/Bonny Hills village centre is the primary focus in the village and contains the highest intensity of retail, commercial and community uses such as supermarkets and community facilities. The village centre will be structured around a Main Street and other high quality streets and public spaces".

The *Master Plan* stopped short of producing a plan for the village centre although it presented a concept which is illustrated in **Annexure D**.

4.6 The *Master Plan* also recommended:

"Residential land will incorporate opportunities for home-based employment".

4.6.1 If that occurs, it will further weaken the village centre since small businesses and professional practices may opt to be home-based rather than pay rent for space in that centre.

4.7 The design criteria for the village centre is stated as:

"Village centres contain street fronting buildings with active frontages and streets and public spaces".

The *preferred outcomes* are said to be:

<i>MAX FSR</i> <i>1.2:1</i>	<i>Building Heights</i> <i>9m for 50% foot print</i> <i>6m for 50% foot print</i>		
<i>Setbacks</i>	<i>Front</i> <i>0.3m</i>	<i>Side</i> <i>0.3m</i>	<i>Rear</i> <i>12m</i>

“Car parking areas are located at the rear or under buildings with a minimum setback of 12m.”

4.8 StVF has submitted a *Concept Plan* to the Department of Planning. Among other things, it sought approval, pursuant to Part 3A of the Environmental Planning and Assessment Act, for:

“General location of the Great Lake Cathie Bonny Hills Village Centre. The detailed design, including the size and extent of the centre, will be the subject of a further project application in a development application”.

4.8.1 The Concept Plan Report contains the following:-

“The Main Street is the focus of the village centre and contains the highest intensity uses for retail, commercial and community needs. Areas within the 400 metre radius walkable catchments of centres are developed at higher intensities, with a mix of uses including workplaces and variety of dwelling types. Land uses change at the rear of blocks. Large scale uses such as schools and retirement villages are located >400m from centres. The main street is the neighbourhood collector linking Lake Cathie with the greenway north of Bonny Hills. Ocean Drive is treated as a high amenity integrated street when passing through the village centre. Additional choices of access are provided onto Ocean Drive. Within a 400m radius of village centres, streets are interconnected and are laid out to provide direct access and choices of routes to village centres. Stormwater overland flow and treatment corridors are integrated into the street network. Parks, plazas, squares and greens, each with a different character and function are incorporated. They are located on places of high amenity such as hilltops and stands of significant vegetation and in close proximity to pedestrian vehicular access routes.”

4.9 The Concept Plan does not set out a staging plan for the development of the Rainbow Beach Estate. However, much of the land zoned for residential purposes requires filling. Residential development over a large part of the land can only begin once that filling is in place. The village centre site does not require filling but its southern end is close to land that will have some filling placed on it.

4.9.1 Unless the Council or some other public authority acts earlier to initiate development in the village centre, it is unlikely that private investors will invest in it until there is a sizeable population living either on the Rainbow Beach Estate or on other land close by.

4.9.2 On the basis that no development will occur in the village centre until all relevant consents for the development of the Rainbow Beach Estate have been obtained, it appears unlikely that any work which would – for example – provide it with access or services would occur before, say, 2011. Assuming that StVF elects to use the access to Ocean Drive at the village centre as the principal access to the residential lots being developed to the south, the first work in the village centre is likely to be construction of that north-south road.

4.9.3 If this scenario comes to pass, it may be 2015 or later before any significant private development occurs in the village centre unless it is encouraged by StVF or public sector “seeding” investment. The danger inherent in that delay is that demands for commercial

space arising in the interim may be accommodated elsewhere, further eroding the viability of the village centre.

4.10 The village centre site is presently zoned Residential 2(a) under the Hastings LEP 2001. That zoning permits the development – with consent – of a “*neighbourhood centre*” which is defined as:-

“... an integrated development containing shops and commercial premises which serve the local community and are limited in scale, with ancillary parking and landscaping and whether or not it also contains development for the purpose of a bus station, child care centre, club, community facility, dwelling attached to other buildings, hotel, place of assembly, place of public worship, medical centre, public building, recreation facility, refreshment room, retail plant nursery or service station.”

4.10.1 The village centre is proposed to be developed on the basis that it will be a “*neighbourhood centre*”. No re-zoning is, therefore, needed. This provides a degree of flexibility at its edges.

5 THE SITE OF THE VILLAGE CENTRE

5.1 The site identified for the village centre has a frontage of about 210 metres to the southern side of Ocean Drive and a depth of about 210 metres after allowance is made for a 10 metre wide buffer strip along Ocean Drive. It is slightly irregular in shape and has a total area of about 4 hectares.

5.2 The village centre site lies in a saddle between two low ridges. Most of it drains north across Ocean Drive but about the southern third drains to the south. **Annexure E** is a contour plan of the site in its natural state.

5.3 The highest part of the site is a knoll near its south-eastern corner which reaches RL14AHD. The lowest point is adjacent to Ocean Drive where it reaches about RL6.5AHD. The south-western corner is about at RL8AHD.

5.4 The site is mainly grassland but the knoll in the southeast corner supports a grove of mature eucalyptus.

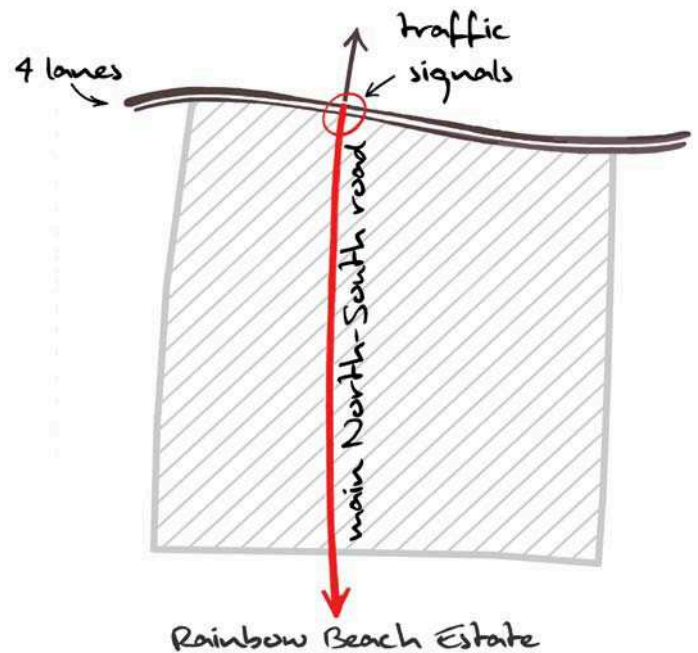
5.5 It is envisaged that before any development on the village centre site occurs, its topography will be re-shaped to provide a near-level platform with an average elevation of about RL10.5AHD but draining almost entirely to the north. That platform has been designed to enable cut and fill to be balanced on site. That will result in batter banks on the western and part of the northern edges of the site. **Annexure F** illustrates its likely future topography.

6 ROAD PROPOSALS

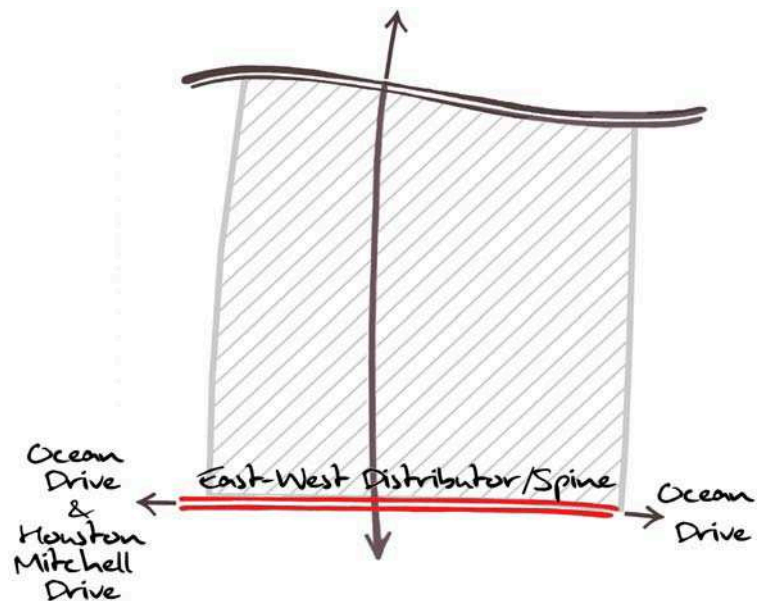
6.1 The only existing made road abutting the village centre site is Ocean Drive. Ocean Drive is presently developed with a two-laned sealed carriageway built to rural

standards. It is proposed that the Drive will eventually become a four-laned, limited access, urban roadway with a central median.

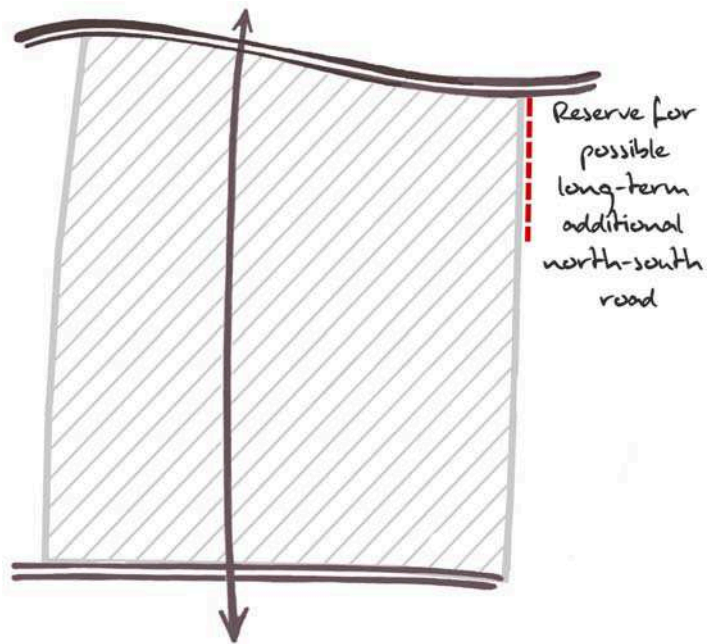
6.2 It is proposed that a north-south road, the location of which has been determined on traffic engineering grounds, be constructed through the village centre site. It would be extended northwards across Ocean Drive towards Lake Cathie. Its intersection with Ocean Drive is intended to be controlled by traffic signals. To the south this road will link the bulk of the Rainbow Beach Estate to the village centre.



6.3 A road is proposed along the southern edge of the village centre site. It is envisaged as an extension of Houston Mitchell Drive (which links Ocean Drive to the Pacific Highway). It will provide an east-west spine through the Rainbow Beach Estate, passing into land in an adjoining ownership to the east and rejoining Ocean Drive in the existing urban area of Lake Cathie.



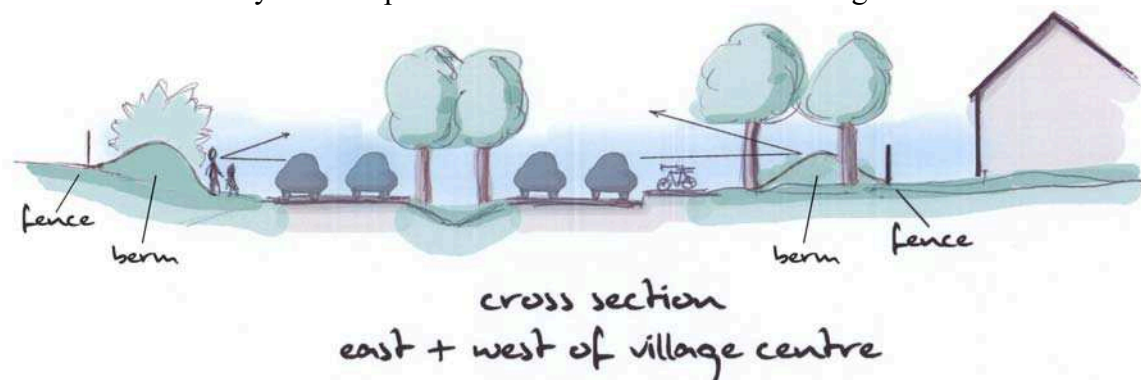
6.4 No traffic studies have yet been conducted to assess what volumes of traffic might use the three roads discussed above or the proposed signal-controlled intersection on Ocean Drive. It is, at least, questionable whether or not a single intersection may be adequate, in the long term, to service the mature village centre and to fulfil the other roles it will ultimately be required to play. It would be prudent to plan – as envisaged in the Master Plan – for a second access point – possibly restricted to left-in/left-out movements – off Ocean Drive, along the eastern edge of the village centre, as a long-term precaution against congestion. That is to say, a strip of land south of Ocean Drive along the eastern side of the village centre site should be kept clear of buildings as a reservation for this possible future road.



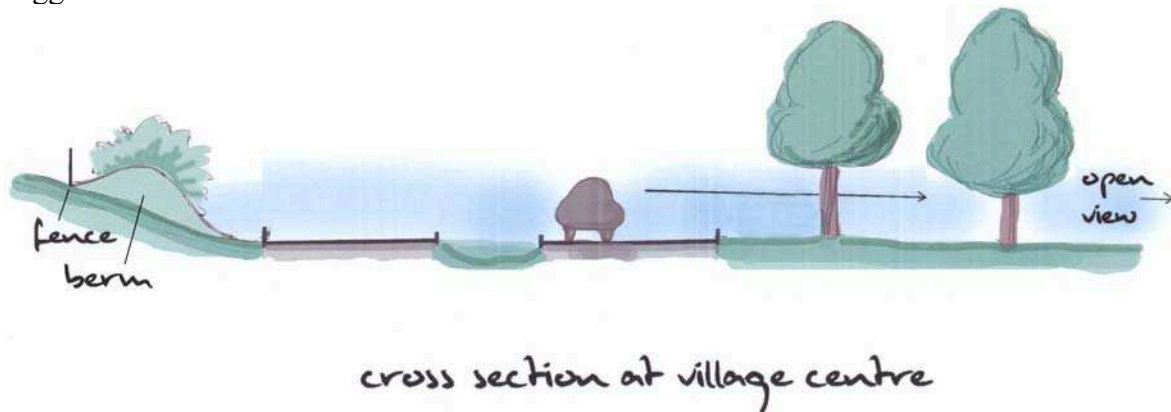
7 LANDSCAPE CONTEXT

7.1 Allowance has been made for a 10 metre wide buffer strip between the village centre site and the reservation for Ocean Drive as provided in the Master Plan. It is questionable whether or not this buffer is necessary past the village centre. The land it occupies might be more effectively used if it were incorporated into the centre's site.

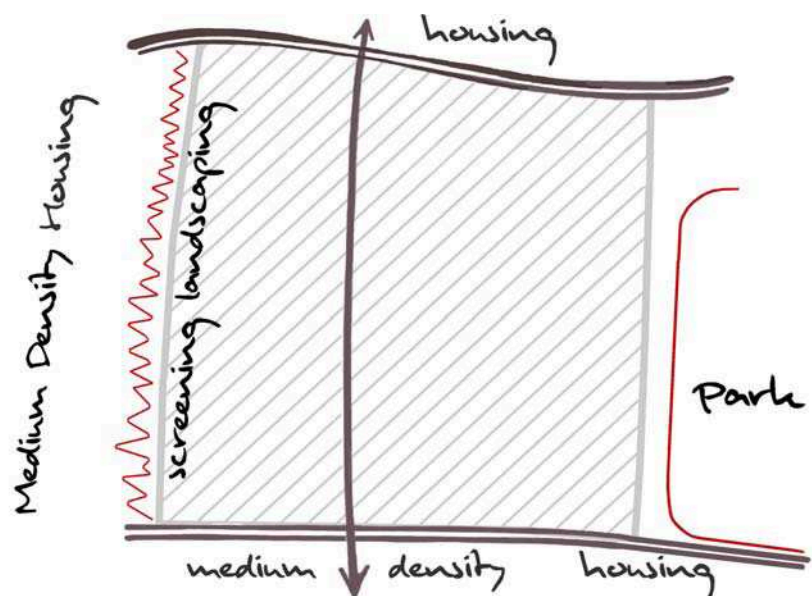
7.2 Along Ocean Drive, there will be – to the east and west of the village centre – lapped and capped paling fences at the rears of houses abutting the Ocean Drive. They will be screened by landscaped berms or the like as the diagram below indicates.



7.3 As the village centre should be recognisable, different and clearly apparent in the view from Ocean Drive, the landscaping along Drive past the village centre should be “open”, to attract the eye and to invite attention to what lies beyond it, in contrast to the sense of enclosure created elsewhere by landscaped berms hiding fences. Higher canopy trees should provide the main plantings past the village centre site as the diagram below suggests.



7.4 The Rainbow Beach Estate is to be essentially a residential development providing up to 900 lots through a mix of low and medium densities. It is envisaged that the east-facing ridge which rises to the west of the village centre site would be developed for medium density housing overlooking the village centre. Similarly, it is proposed there be medium density development to the south but, on the east, there is to be a park - almost as large as the village centre – sloping away to the east.



7.5 In terms of the interaction between the village centre and those adjoining uses, it would be desirable to use landscaping to screen the centre from the view of those dwellings overlooking it from the west by providing suitable planting along and above the batter bank which will be created just outside the village centre site. There is not likely to be any overlooking from the south and the dwellings there will be separated from the centre by the east-west spine road. The village centre should – as far as possible – merge into the park proposed to the east.

8 ASSUMPTIONS MADE ABOUT MOVEMENT

8.1 Despite such matters as global warming and “peak oil”, it must be **assumed** that people living in Lake Cathie/Bonny Hills will enjoy (and continue to enjoy) some form of personalised transport, i.e. either motor vehicles or some similar form of conveyance.

8.1.1 Despite that, it seems reasonable to **assume** the public policy will aim to encourage the use of public transport, bicycles and walking. It seems reasonable to infer that the townships will be serviced by buses (whether or not petroleum powered) operating fairly frequently along Ocean Drive or, where deviation from Ocean Drive is feasible, near Ocean Drive.

8.1.2 Similarly, it is reasonable to **assume** that there will be a dedicated cycleway either along, or close to, Ocean Drive from one end of the townships to the other. (There may be subordinate routes off that main spine.)

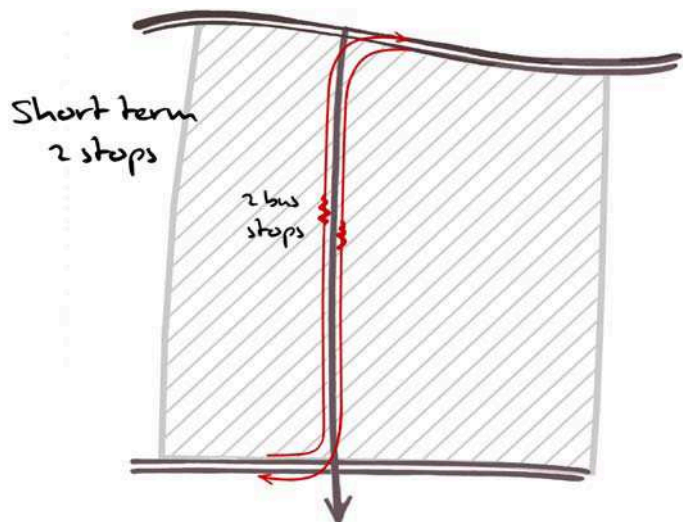
8.2 Given its location, the district can only be serviced by road transport for the delivery of goods and the removal of waste.

8.3 The hierarchy of roads that will evolve near the village centre is:

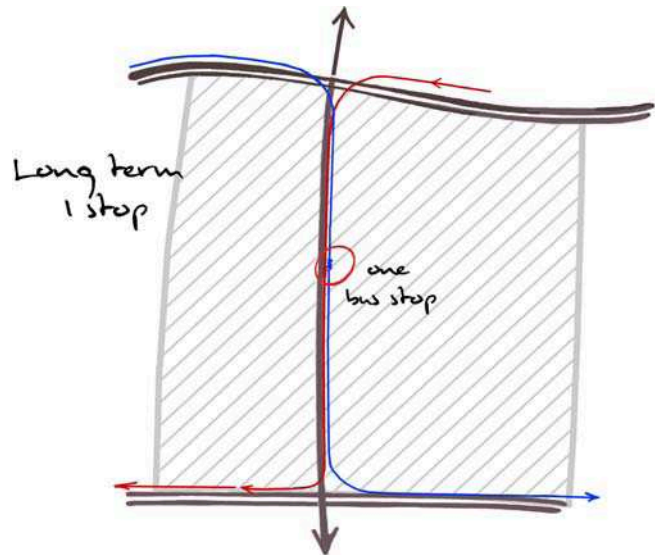
- arterial – Ocean Drive
- distributor – east-west spine; north-south road
- local – all other roads.

8.4 For those using personalised transport, Ocean Drive seems likely to provide the fastest and easiest route between their homes and the village centre except for those living in the Rainbow Beach Estate or directly to the north of it.

8.5 Bus routes should service the village centre, i.e. they should not discharge passengers going to the village centre on Ocean Drive. The logical deviation for southbound services would be to turn onto the north-south roadway and leave to the south via the east-west spine, regaining Ocean Drive at Houston Mitchell Drive. Northbound services could operate along the same route in the reverse direction. One consequence of that would be that there would be two “bus stops” in the village centre – one on either side of the north-south road.



8.5.1 It would be preferable to have a single bus stop as that would enable it to be provided with better amenities for users and reduce pedestrian movement across the north-south road. That could be achieved by services operating from the south approaching the village centre along Ocean Drive, turning right into the north-south road and then left into the east-west spine, regaining Ocean Drive in Lake Cathie. Thus services in both directions would move south through the village centre, requiring one stop. However, bus routes may vary over time as the area develops and roads are constructed.



8.6 The main cycle-way proposed along Ocean Drive should deviate and pass through the northern end of the village centre linking with other feeder cycleways in the centre.

8.7 Many businesses in Laurieton and Port Macquarie are serviced from Sydney, Newcastle or Brisbane by large semi-trailer pantechicons. That seems likely to continue and such vehicles are likely to service the larger businesses in the district. All service vehicles must approach and depart along Ocean Drive or Houston Mitchell Drive.

8.7.1 In the early stages of development of the village centre, most deliveries are likely to be made by smaller vehicles or, relatively infrequently, by larger vehicles. These will scarcely require specific off-street loading and unloading places or designated routes to approach the centre.

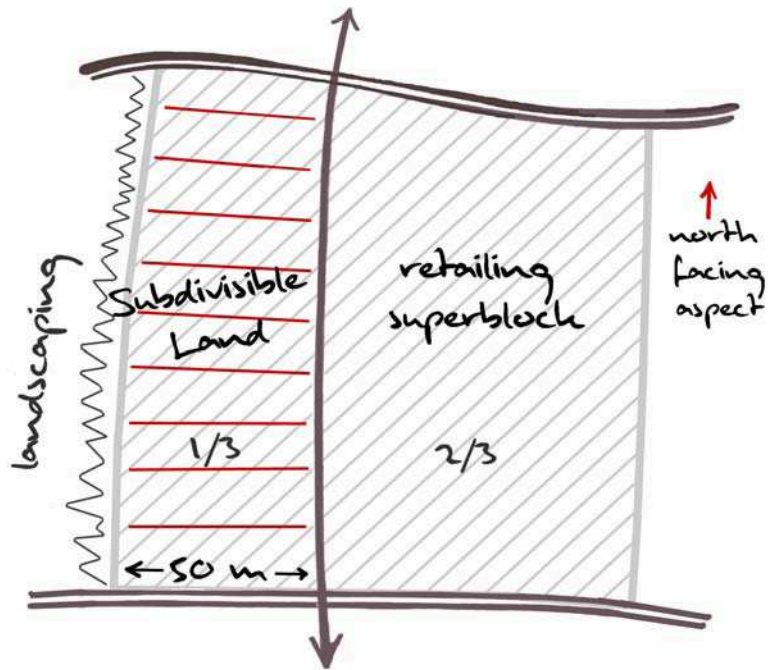
8.7.2 If and when larger vehicles begin to do so, it would be preferable for large trucks to use the east-west spine road with the larger vehicles staying in the southern part of the village centre site in order to minimise conflicts between pedestrians and shoppers' vehicles and large service vehicles.

9 LOCATIONS OF USES

9.1 Where should the possible initial buildings and uses and those that may follow be located in the village centre? The potential early occupiers are identified in the table at 1.5(g). Some have constraints on their locations. For example, the tavern should be separated from residential uses (to avoid conflict over possible late night noise) and, if it is to keep gaming machines, must not be part of a "retail shopping centre" (as defined in the Retail Leases Act) and should be well-separated from any place of worship. The service station would fare better on a site enjoying ready access from Ocean Drive as that roadway likely to carry the heaviest traffic volume. Retail uses should be clustered rather than scattered and so on.

9.2 The north-south road will divide the developable land in the village centre into two parts, with two-thirds on its eastern side and one-third on its western. This division has a number of implications for the distribution of potential developments in the village centre. They include:

- as the land in the western part could readily be subdivided into lots (*circa* 50 metres in depth) facing the north-south road, that part would be suitable for developments such as:
 - places of worship;
 - yard-type commercial activities, e.g. hardware stores, plant nurseries; etc;
 - motor showrooms;
 - childcare / kindergarten; and/or
 - various public sector buildings; and
- the larger eastern portion could more readily be kept in a single or limited number of ownerships and developed for smaller retail or commercial premises with centralised carparking. Moreover, it has the longer east-west dimension which provides greater opportunity for creating a north-facing frontage where cafes and the like with outdoor seating might be sited.



9.3 Difficulties confronting the development of the village centre are that:

- it is being developed on a greenfields site remote from residential development;
- it faces serious competition from established centres;
- its initial growth will be slow and the first building may not appear for some years; and
- its establishment will depend on the Council resolving to proceed with its foreshadowed projects as soon as possible.

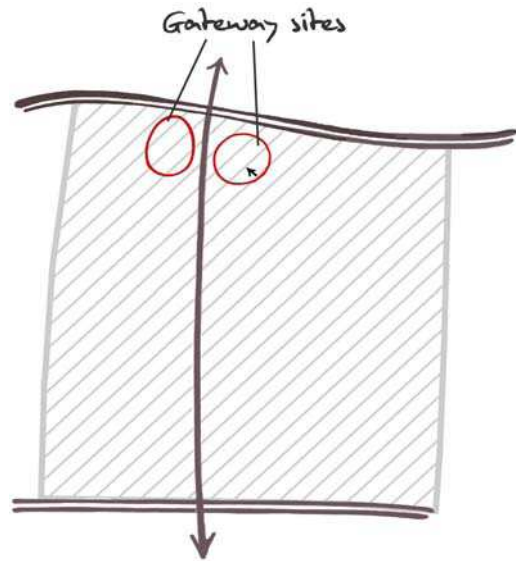
The first of these provides the potential advantage of the site being in a single ownership so that coordinated development can be achieved.

9.4 It would be advantageous to have the early developments in the village centre close to Ocean Drive so that their presence is evident to those travelling along that road. In addition, they should be clustered to give the appearance of “a centre” so as to generate as much pedestrian movement between the parts as is reasonably possible. Visitors to, and

users of, the centre should always be able to walk comfortably between all its various parts.

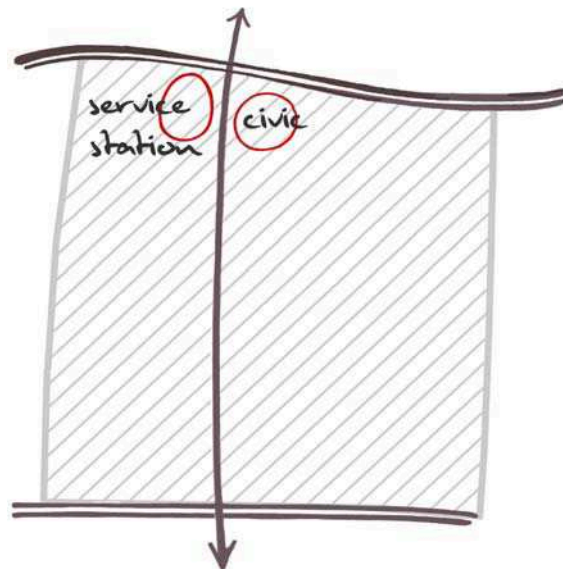
9.5 There will be two “gateway sites” in the village centre – those on the corners formed by the intersection of the north-south road and Ocean Drive. At least one of those sites should be developed with a “landmark” building. In this context, that building need not be overly large or high: its “landmark” quality could come from its design and landscaping. The potential candidates for that site are:

- the Council’s library / administration office/ community centre; or
- the StVF project site office and sales office / display centre¹.



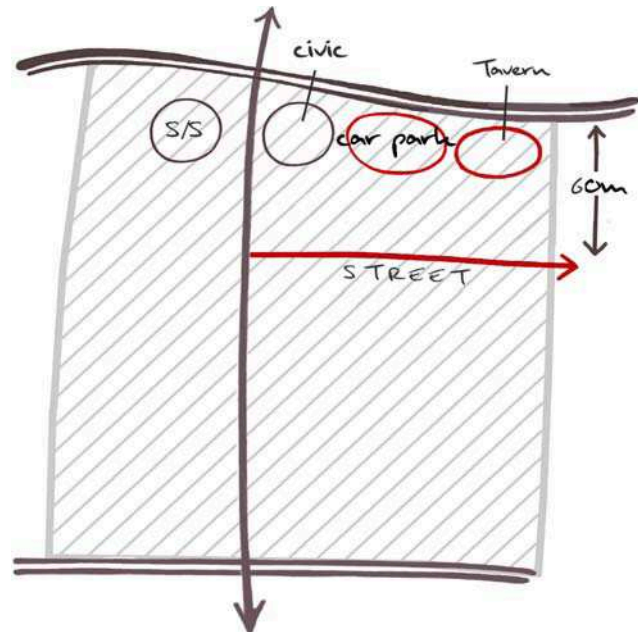
9.5.1 The project - site office may not be of sufficient size to provide an appropriate landmark building so that the preferred development may be a building provided by the Council. It should be on the south-eastern corner of the intersection. An advantage of that site is that it could be excised at any time for development, it being assumed Council would want to own the land on which its facilities will stand.

9.5.2 Another landmark site could be reserved for a service station. While aesthetically a service station may not be highly rated, it would be an effective practical landmark. The service station might contain a convenience store although it would be preferable if a separate freestanding “general store” could be established. If a service station is found to be not viable, this site could provide an alternative site for the Council’s facilities. It would provide the opportunity for the Council to acquire a larger site capable of housing all of its planned requirements.



¹ Whether or not the latter may be required will depend upon the marketing of the residential lots, e.g. if the lots are “wholesaled” to builders, it may not be needed but, if StVF sells directly to the public, it may be.

9.6 A tavern would be a logical component of the village centre and could be one that was established fairly early in its development. Given the constraints outlined in 7.1, the best site for it in the village centre is in the northeast corner where it could be segregated from residential, religious and retail developments. Alternatively, it could replace the Council building as the landmark but, in terms of timing, the tavern might not be constructed before the Council building and there may be some public concern about a tavern occupying such a prominent location.

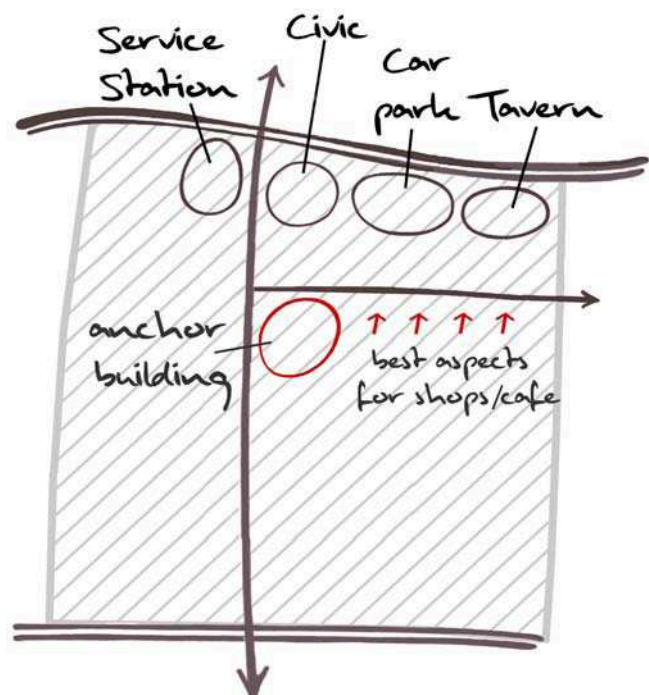


9.6.1 If the landmark library / administration offices and the tavern were to be sited at either end of the Ocean Drive frontage of the eastern part of the village centre, the space between them should be developed as a common landscaped carpark, visible from Ocean Drive.

9.7 To provide access to that carpark and the tavern, an east-west street, parallel to Ocean Drive and, say, some 60 metres south of that Drive and south of these buildings, should be provided. It would run east from the north-south road and could either end in a cul-de-sac at the open space or continue on to become a residential street further to the east.

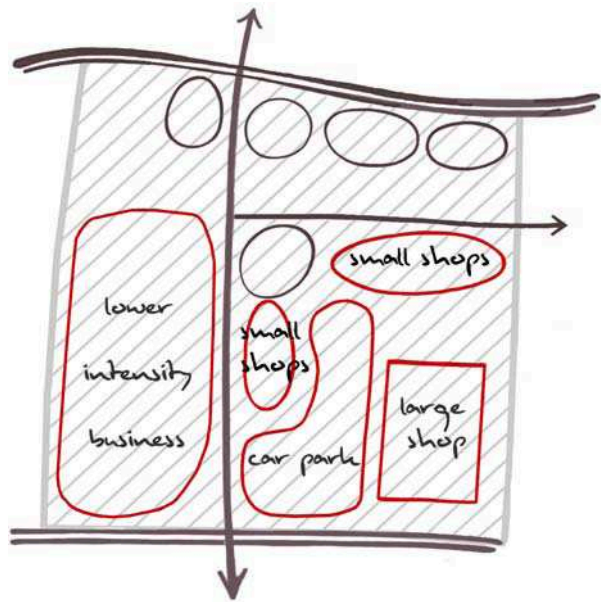
9.7.1 It is proposed that the east-west street be similar in cross-section to Horton Street in Port Macquarie, with central and kerbside parking. It should become the “main street” of the village centre.

9.7.2 The southern side of this east-west street would provide a frontage for premises enjoying a northern aspect – an attractive place for cafes and the like. That frontage should be occupied by the small shops established early in the village centre’s development. If there is a project office/sales office and display centre but one that, due to its size or the timing of its development, is not an appropriate landmark building, it might be sited on the southeast corner of the east-west street and the north-south road in order to provide an “anchor” for the smaller premises. [That building should be designed to be converted – when no longer required for its original purpose – to shops or like uses].



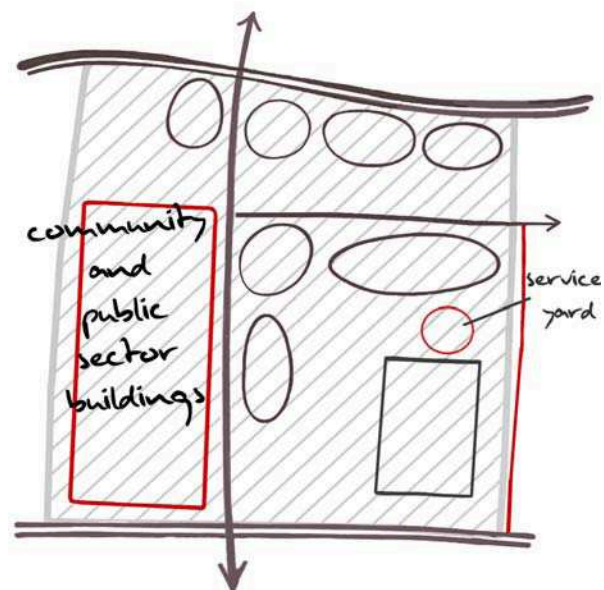
9.8 Retail and compatible small commercial premises should be developed both east and south of this corner anchor. Initially, the parking requirements of those premises could be satisfied by on-street parking plus that in the common carpark mentioned above.

9.8.1 If and when larger retailers seek to establish in the village centre, their premises should be sited towards the southeast corner of the larger eastern part of the village centre (if they are compatible with the existing smaller tenancies) or west of the north-south road if they are low intensity uses seeking large floor areas and open yard storage, e.g. hardware or bedding stores. Once such larger businesses appear, provision should be made for additional off-street parking within the eastern part of the village centre site, preferably, off its south-western corner.



9.9 A service laneway should be provided along the eastern side of the village centre between the east-west spine and the east-west street to provide access for service vehicles to these tenancies, preferably, by way of a sizeable common service yard.

9.10 Apart from the initial landmark Council building, all other community and public sector development should be sited in the western part of the village centre unless they are small-scaled, shopfront premises.



9.11 Developments in the western part of the village centre should be planned to incorporate their own off-street parking requirements at the rears of their sites. Whenever possible, those parking areas should be coordinated so that they may, ultimately, produce a large common carpark.

10 THE FRAMEWORK

10.1 The concept of the village centre which would evolve from the foregoing assumptions and principles would be developed around a framework of streets, viz:-

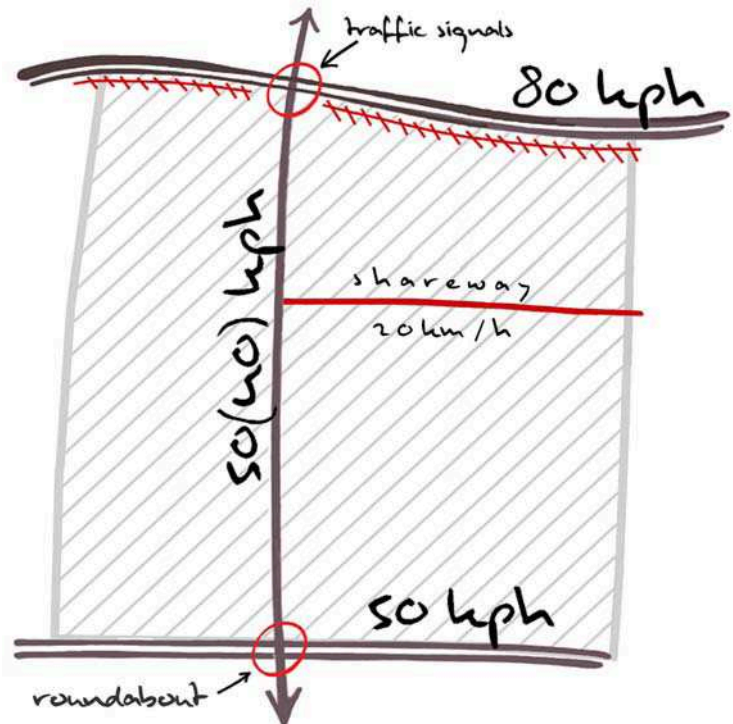
- Ocean Drive;
- the north-south road;
- the east-west spine road;
- the east-west street; and
- as the village centre matures and if it attracts a large retailer, the north-south service laneway along the eastern side of the village centre linking the east-west spine road and the east-west street.

10.2 The functions of those streets would be:

- Ocean Drive – to carry through traffic with the lowest level of impedance due to the village centre;
- the north-south road – to carry traffic to, and through, the village centre at low speed due to pedestrian use and kerbside parking and to provide access to individual properties along its western side and to serve as a bus route;
- the east-west spine road – to carry traffic (including larger service vehicles) to, and past, the village centre, to provide a bus route and to provide access to residential properties;
- the east-west street – to serve as the “main street” of the village centre, to provide access to the first off-street parking area in the village centre and to provide on-street parking laid out in a manner similar to that in Horton Street, Port Macquarie, with traffic moving at very low speeds due to cycle and pedestrian activity and parking; and
- the north-south laneway along the eastern edge – to provide access for service vehicles.

10.2.1 Ocean Drive – in the vicinity of the village centre – should be capable of operating with a speed limit of 80 kph. Its intersection with the north-south road should be controlled by traffic signals although, in the first few years of development, a small diameter roundabout might suffice. Ocean Drive should have no fronting development and should not provide access to any private property.

10.2.2 The north-south road will initially be built as a single carriageway, say, 9 metres wide, carrying two-way traffic in a 26 metre wide reserve although between Ocean Drive and the east-west street, that might be reduced to 22 metres. For the marketing of the Rainbow Beach Estate, that section between Ocean Drive and the east-west street may be built to its final configuration which would provide dual carriageways with a central landscaped median bio-retention drain. Initially, this road could have a 50 kph speed limit which may be reduced as the village centre develops.



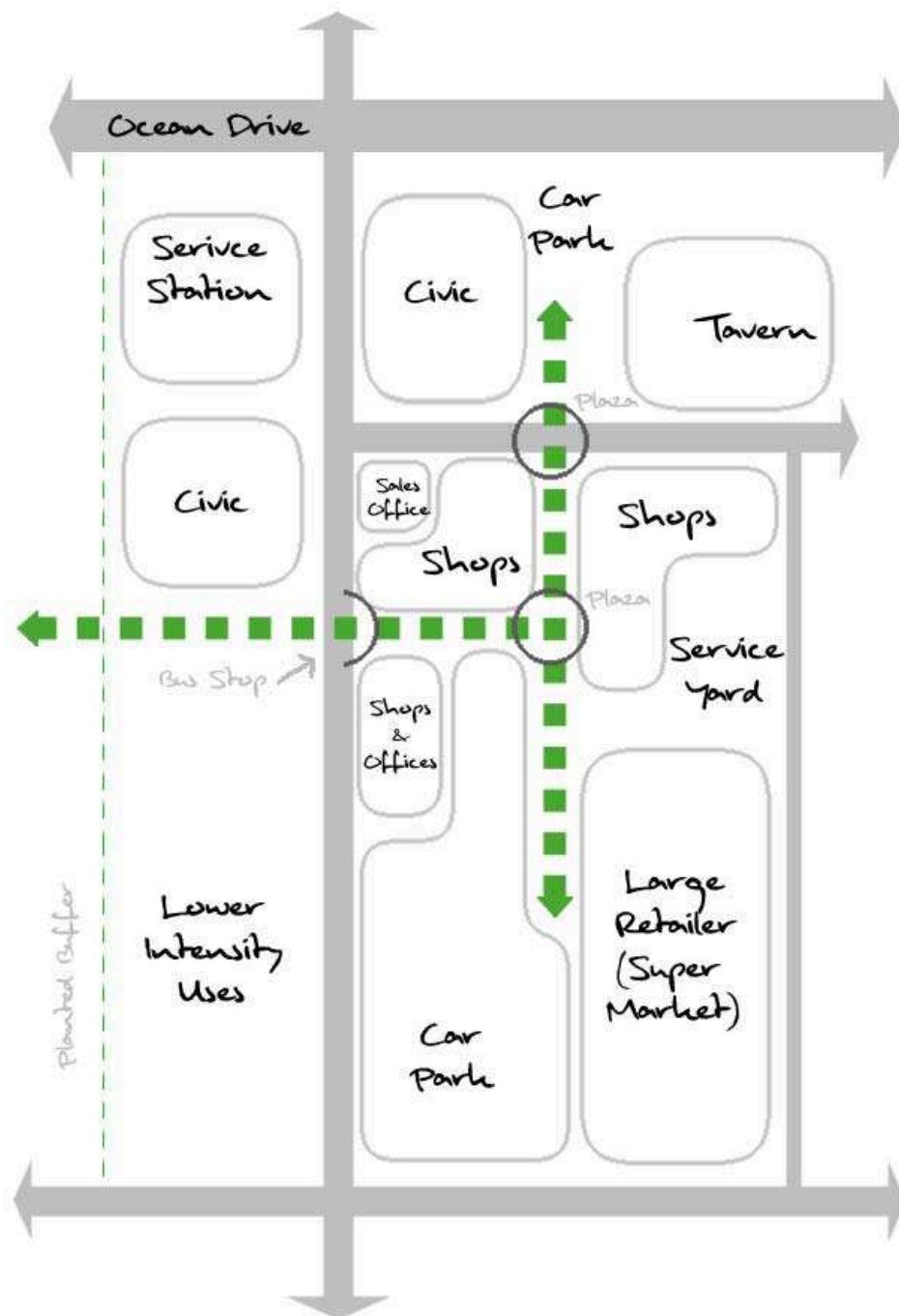
10.2.3 The east-west spine road will probably have a single wide carriageway suitable for use as a bus route and by larger vehicles. Its design speed should be 50 kph. Its intersecting with the main north-south road may take the form of a roundabout.

10.2.4 The east-west street should also have a wide (minimum 30 metres) reserve which should be developed to permit parallel parking along its northern side, central right-angled parking (as in Horton Street, Port Macquarie) and a widened footpath – possibly with indentations for parking or a taxi rank – on the southern side. This street should be a “shareway” where pedestrian and vehicles have the same rights. The speed limit on this road should be not more than 20 kph.

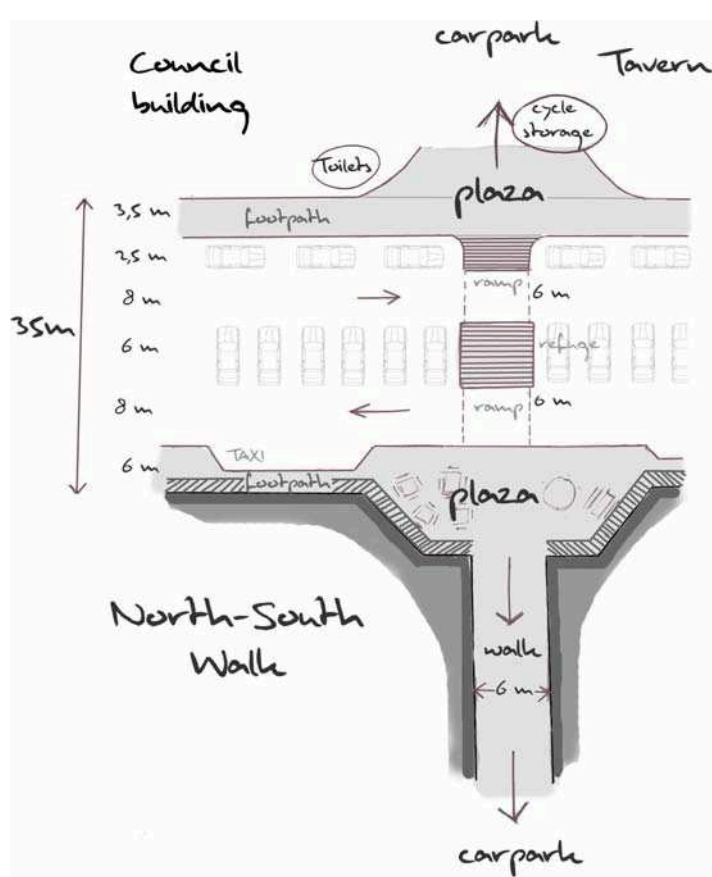
10.2.5 The north-south laneway would be designed, primarily, for vehicular movement. It should have a 10 metre wide reserve with a single carriageway suitable for use by large heavy vehicles accessing the common service yard. It could have a 50 kph speed limit. As noted above, it would be prudent to reserve land – probably 20 metres wide - to permit this laneway to be continued beyond the east-west street to Ocean Drive in case traffic conditions elsewhere in the village centre require relief.

10.3 Footpaths, at least, 3.5 metres wide, should be provided on all frontages likely to have business premises fronting them.

10.4 A separate pedestrian movement system should also be incorporated into the long-term planning for the village centre consisting of two “walks”. These should be open landscaped linear pedestrian corridors although some sections might take the form of arcades. These walks should be, at least, 6 metres wide. The first – which should be incorporated into the design of the east-west street – would extend south from about the centre of the carpark north of that street, across the street and on towards the centre of the larger south-eastern part of the village centre site. The second should extend from the first, say, 30 metres south of the east-west street, westwards, across the north-south road, through the western part of the village centre site, and into the residential area beyond.



10.4.1 Where the pedestrian walk crosses the east-west street, provision should be made for small “plazas” on either side of the street. These would be associated with widened footpaths; they should extend for a minimum of 3.5 metres beyond the street alignment and be 12-15 metres wide. No central parking spaces should be provided in the street between the two plazas with that space being treated to emphasise the link between the two plazas, possibly, by providing raised sections of carriageway in the street past it and by appropriate plantings.



10.4.2 It is envisaged that the plaza on the northern side of the street could be developed to provide a cool shady “refuge”, possibly, containing a child-friendly water feature or simple play equipment and seating – a place for relaxation at the entry to the carpark. In the longer term, an appropriately designed kiosk(s) might be developed facing it. A site close to this plaza would be a potential location for public toilets if these are not provided elsewhere and for a common cycle storage area for the centre.

10.4.3 The plaza on the southern side of the street should have a more “hard edged” design and be a place where a few tables and seating could be placed so that people could congregate to have “coffee” or a light meal.

10.5 South of the east-west street, the walk could become a “shopping street” providing additional ground level frontage for small businesses but that may only become attractive to small businesses if either a carpark or a larger retail “magnet” is developed to the south.

10.6 The east-west walk is not likely to be developed, in full, until the village centre is approaching maturity but allowance should be made for its provision. East of the main north-south road, it could play a role, similar to that of the north-south walk, as a shopping street, albeit possibly open on the south to a carpark. At the north-south road, provision should be made for a plaza, probably smaller than those on the east-west street and offset from the line of the walk. This could provide space for a shelter at the bus stop serving the village centre.

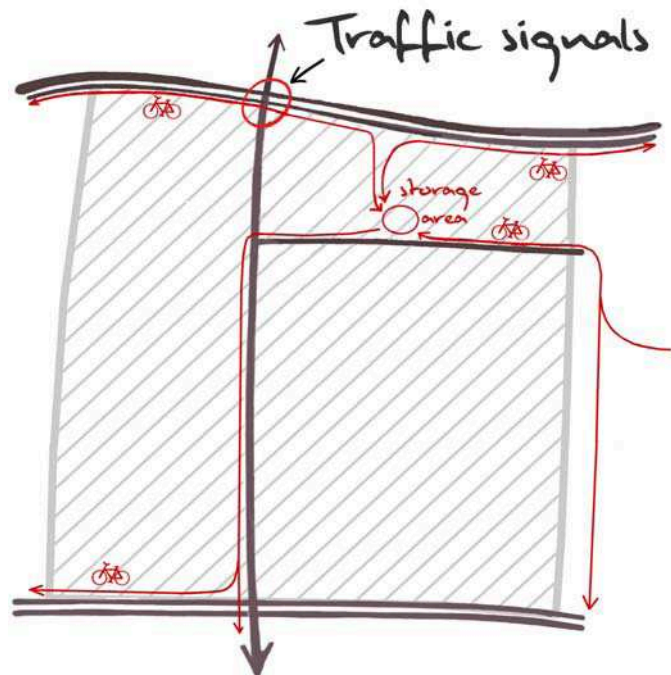
10.6.1 The east-west walk should continue to the western edge of the village centre in order to provide a convenient link for residents of housing on the ridge to the west to reach the centre.

10.7 As part of the planning of the walks, another landscaped plaza or “*place*” should be allowed for where the two walks meet. If a large shop/supermarket seeks a site in the village centre, it should be located east of the extension of the north-south walk which should extend, at least, to its entrance.

10.8 It is envisaged that, in the development of the open space east of the village centre, pathways will be provided linking the village centre to the residential areas to the east and southeast. Those paths should, be planned to link with the southern side of east-west street.

10.9 It is anticipated there will be a cycleway along Ocean Drive. A deviation should be provided to bring cyclists into the carpark north of the east-west street. Facilities for the storage of bicycles and other forms of transport likely to use the cycleways (e.g. “gophers”) should be incorporated in that carpark, close to the plaza on the east-west street.

10.9.1 The cycleway along Ocean Drive from the west should be designed to cross the north-south road at the traffic signal controlled intersection with Ocean Drive in order to afford maximum protection for users.



10.9.2 Where other cycleways may enter the village centre will depend on where they are provided in the Rainbow Beach Estate. Preferable routes would lie along the western side of the north-south road and the northern side of the east-west street.

10.9.3 Initially, all cycle ways should meet at the central cycle storage area north of the east-west street. As the village centre matures other cycle storage areas to the south may be warranted.

10.10 While the village centre contains only small businesses, the movement of goods to them can be effected by hand barrows from service vehicles standing on-street. Once larger vehicles and the movement of goods on pallets is proposed, arrangements will need to be put in place for off-street unloading facilities. Businesses requiring these forms of

transportation should be sited towards the southeast of the larger eastern part of the village centre or, if low intensity uses (eg hardware, furniture of the like), in the western part of it.

10.11 A common service yard to serve the bulk of the village centre should be provided along the eastern side of the village centre with its access off the service laneway. This yard could provide a common dock for smaller businesses, a dedicated dock for any large tenant to its south and common waste and recyclable collection facilities for all premises south of the east-west street and east of the north-south road.

11 DESIGN REQUIREMENTS

11.1 The following provisions should be made for road/street reserves in and around the village centre:

- Ocean Drive – 50 metres although this may be determined by others;
- east-west spine road – 20 metres;
- north-south road – north of the east-west street – 22 metres;
- north-south road – south of the east-west street – 26 metres;
- east-west street – 30 metres; and
- north-south laneway – 10 metres.

Annexure G contains diagrams illustrating typical cross-sections.

11.1.1 With the exception of the intersection on Ocean Drive and that between the north-south road and the east-west spine, all junctions should be simple T-junctions.

11.1.2 The treatments of the exceptions noted in 11.1.1, will be determined by other considerations.

11.2 All carriageways should be constructed of asphalt with concrete kerbs and gutters. Where median strips are provided, run-off from the carriageways should drain to that strip and concrete strips should be provided along the edges of the carriageways with the medians. The median strips should be developed as planted bio-detention drains.

11.2.1 Cycleways should be of concrete and a minimum of 1.3 metres wide.

11.2.2 Footpaths and walks should be finished with concrete or patterned concrete.

11.2.3 The east-west street should have “*thresholds*” of pavers or the like at either end. The north-south laneway should also have a threshold where it meets the east-west street. Where the “*walks*” cross carriageways, they should be marked by pavers or the like and, possibly, raised.

11.3 All utility services should be placed underground.

11.4 While it is not suggested the village centre should become a quasi-forest, it should be planted with suitable indigenous trees rather than with exotics. (The treatment of the walks might depart from this principle in order to provide contrast.) Plantings should be designed to provide shade for pedestrians and parked vehicles and to provide transitions to

the “*urban forest*” proposed on the open space to the east and the planted buffer on the rise to the west.

11.5 Street furniture, ranging from street lights to seats and waste bins, should be coordinated in design and be of a high standard both in design and quality throughout the public places in the centre.

11.6 Buildings erected facing the southern side of the east-west street and the eastern side of the north-south spine road as far south – at least – as the east-west walk, should be built to the street/plaza alignments, provide continuous frontages and provide cantilevered awnings, at least, 3 metres wide. Awnings should be at a uniform height above the footpath of say, 3.2 metres.

11.6.1 Buildings built on the western side of the main north-south road may be built to the alignment. If they are not, the space between the alignment and the building should be landscaped. An exception to this could be the suggested service station.

11.7 The buildings erected between Ocean Drive and the east-west street should be freestanding with service areas off the carpark in the centre of that block.

11.8 It is likely that most buildings in the village centre will be single-storeyed. That will almost certainly be the case in its early years due to weak demand for built space and the high cost of providing disabled access to upper floor space. Similarly all carparking spaces are likely to be provided at grade.

11.8.1 It is possible that there may be some interest, in the longer term, in the provision of upper floor residential space above some of the buildings. What form that might take will depend, to an extent, on how the centre develops. For instance, if the land is subdivided into small parcels, low-rise terrace-style buildings might emerge. If it remains in larger parcels, freestanding multi-storey residential buildings could be possible. However, the emergence of either is not likely until the centre is well-established at which time further consideration could be given to any controls deemed desirable.

11.8.2 The most suitable site for any early building of more than one storey would be that bounded by the east-west street, the north-south road and the two walks.

11.9 **Annexure H** contains plans which illustrate how buildings might be sited on the village centre as it approaches, or reaches, maturity, say, 15 years hence.

11.10 **Annexure I** is a perspective of the village centre based on the plan in **Annexure H**.

ANNEXURE A

EXECUTIVE SUMMARY

1. This report was commissioned by Tierney Property Services Pty Ltd, development manager for St Vincents Foundation Pty Ltd, the owner of some 180 hectares at Rainbow Beach which lies between Lake Cathie and Bonnie Hills.
2. The planning for the development of the land for residential purposes calls for the establishment of a “village centre” which is intended to develop into the principal business centre for the Lake Cathie/Bonny Hills district.
3. Currently, that district has a population in the order of 5,400 and the Port Macquarie/Hastings Council envisages it expanding to a maximum of about 10,000 by 2021.
4. This is the first of two reports on the village centre. It sets out when it might begin to be developed, what its initial components might be and what it might expand to be about 2021. A second report will address the layout of the centre and discuss appropriate urban design controls for it.
5. At the outset, the fact that the population of the district is likely to be limited to a maximum of about 10,000 will have implications on the development of the village centre as it may deter investor interest by capping the size of the market.
6. Chapter 3 of this report sets out the past and projected future growth of the population in the district. It notes that earlier studies by the Council identified some small areas of land which might be suitable for development beyond those currently contemplated for development. It appears it may be necessary for those additional areas to be rezoned and developed if the district’s population is to reach about 10,000 by 2021.
7. Chapter 4 examines the demographic character of the district’s population in 2001 and 2006. About 50% of the occupied dwellings in it appear to house only adults. The remaining houses accommodate about two-thirds of the population which appears to consist of families, many of them, it seems, containing young children. That dichotomy has some implications for retailing since households consisting of adults and those consisting of families have different patterns of retail expenditure.
8. For reasons set out in Chapter 3, it appears likely that the district – which provides coastal home sites (an increasingly scarce resource) – may increasingly become an enclave for the wealthier in society, most of whom are likely to be older retirees.
9. Many of the families who are living in the district – particularly in Bonny Hills – appear to be dependant on employment in Port Macquarie, making a round trip of some 40 kilometres each day. They were drawn to the district because land prices were lower than in Port Macquarie. If future residents tend to be from the wealthier section of society, the attraction of the district for future family settlers may be reduced. Even workers employed in the district may be forced – by raising land prices – to live elsewhere.
10. If that scenario unfolds, the village centre may develop with more emphasis on restaurants, cafes and the like than on traditional convenience shopping.

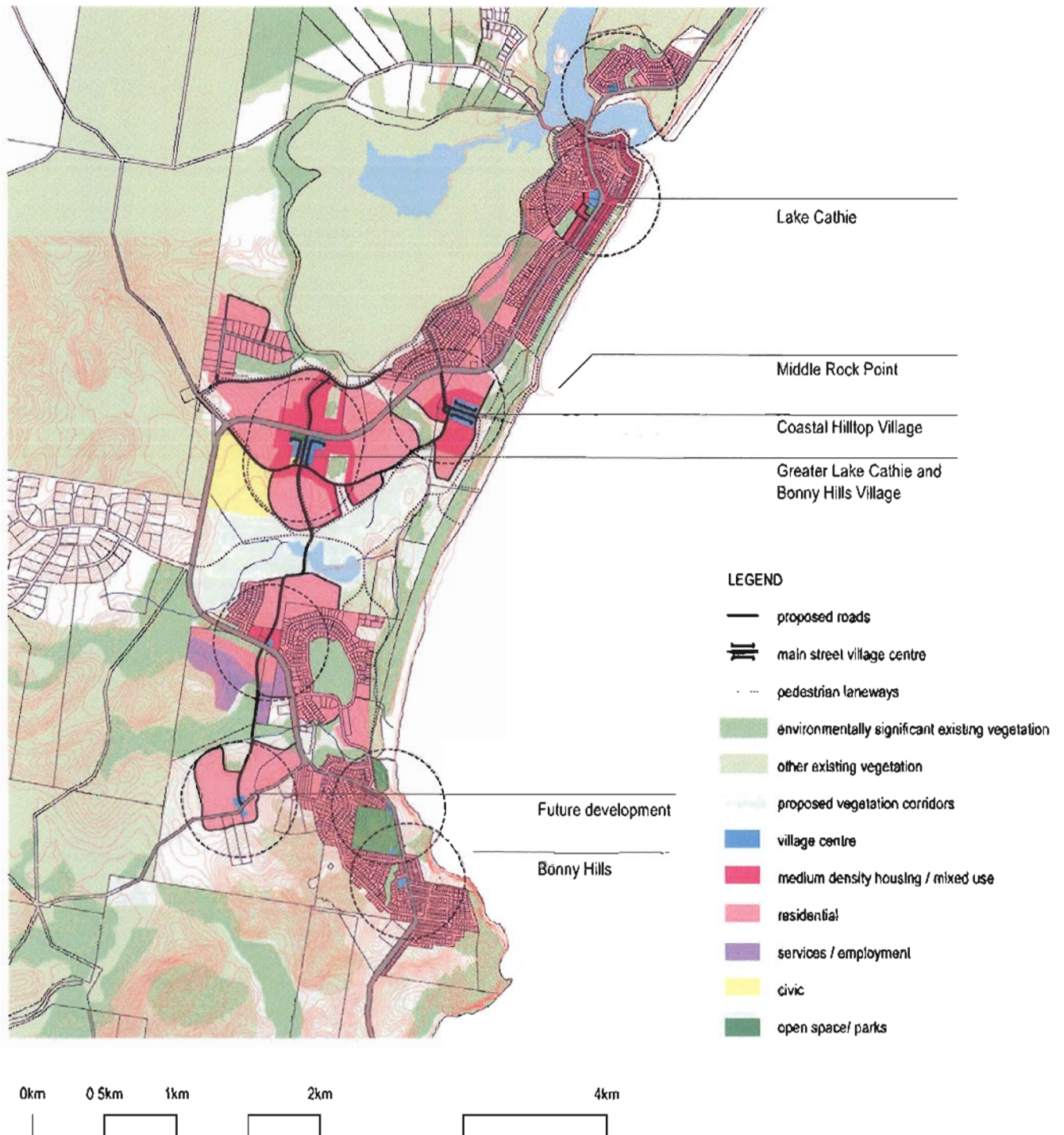
11. Chapter 5 outlines the recent development history of the district and considers its likely course over the next few years. It appears that the village centre site is unlikely to be available for development until about 2012. At that time, the population of the district is likely to be in the 5,500-6,000 range having plateaued after about 2008 due to land shortage.
12. Chapter 6 examines what the initial components of the village centre (under that scenario) might be. It assumes that Port Macquarie/Hastings Council will provide a branch library/administrative office and a community centre at the outset and suggests the Police and NSW Fire Bridge might also be interested in establishing there. The private sector's contribution to the initial village centre has been severely prejudiced by the opening of a Woolworths supermarket in Lake Cathie and the approval of an IGA supermarket at Bonny Hills.
13. After surveying possible candidates for inclusion in the village centre, at or near its inception, the report concludes that the private sector's contribution may be confined to a sales and display centre for the Rainbow Beach Estate, a small tavern, a small medical centre and some limited retailing such as a coffee shop, general store and a pharmacy.
14. The table below sets out what is considered to be an optimistic listing of the businesses and facilities which might be established in the village centre when the site becomes available or shortly thereafter.

Sector	Component	Approx gross floor area in square metres
Public	Branch library/administrative centre	1,200
	Community Centre	1,000
	Police Station	400
	Fire station	400
Private	Project site and sales office/display centre	300
	Tavern	500
	Retail:	
	General Store/Convenience store	200
	Coffee lounge/Café	100
	Other:	
	Child care centre/kindergarten	200
	Service station	200
	Total floor space <i>circa</i>	4,500
	Total retail floor space <i>circa</i>	300

15. If there is further development of retail or commercial premises elsewhere in the district before the village centre is established, its development would face even greater difficulties.
16. It may be necessary for St Vincent's Foundation Pty Ltd to accept some of the risk by building some of the first buildings and offering them at subsidised rentals.

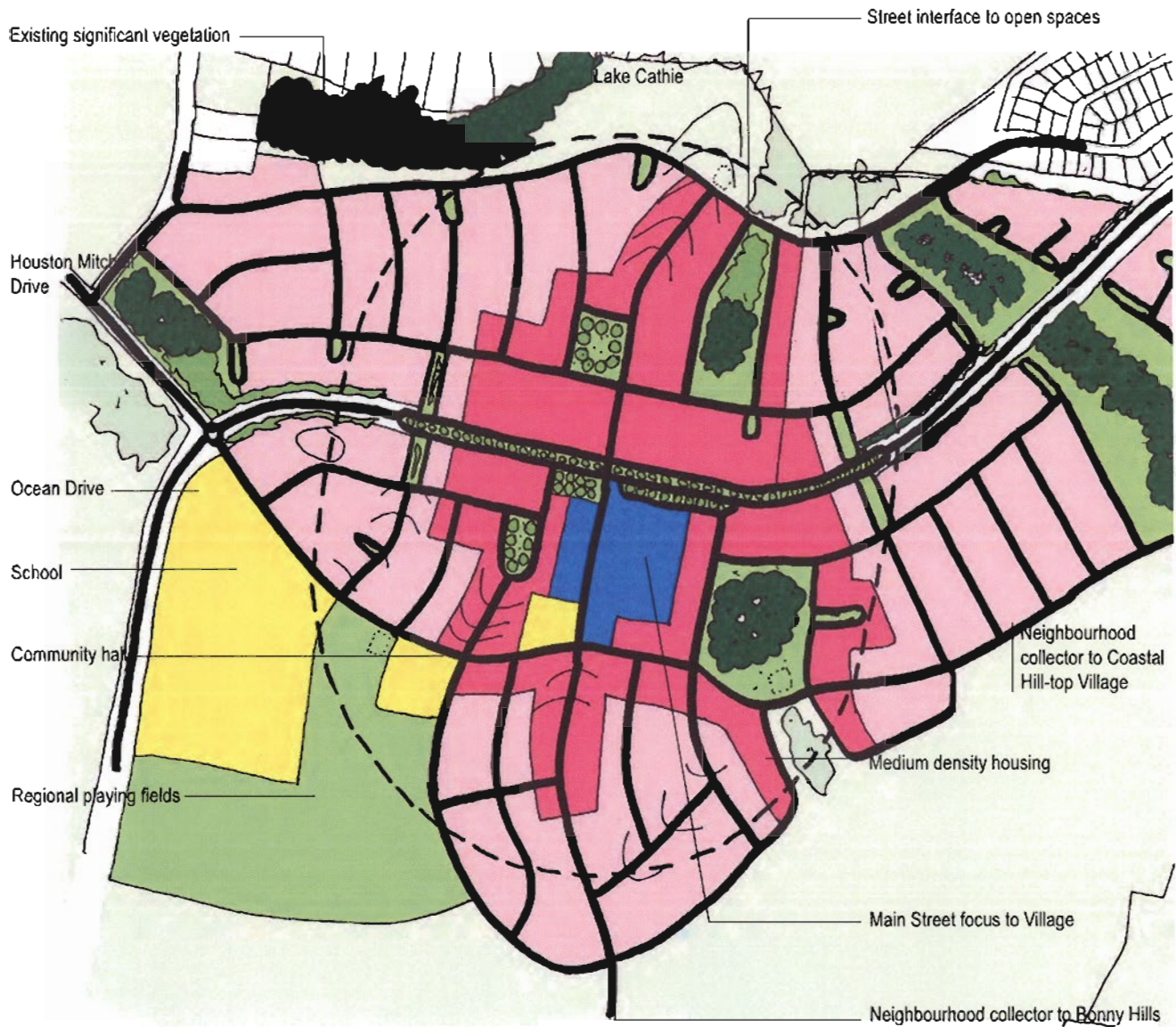
17. If amply protected and encouraged, by 2021, the village centre could become the principal business centre for 10,000 people. Its composition will reflect the character of that population. However, prudence suggests that adopting a figure of, say, 15,000 square metres of built space and about the same amount of parking space (to accommodate around 530 cars) as targets for planning purposes.
18. After allowing for roads and green space, the Concept Plan's proposal to set aside about 4 hectares for the site of the village centre appears reasonable. Later stages of the planning process should proceed on that basis.

ANNEXURE B



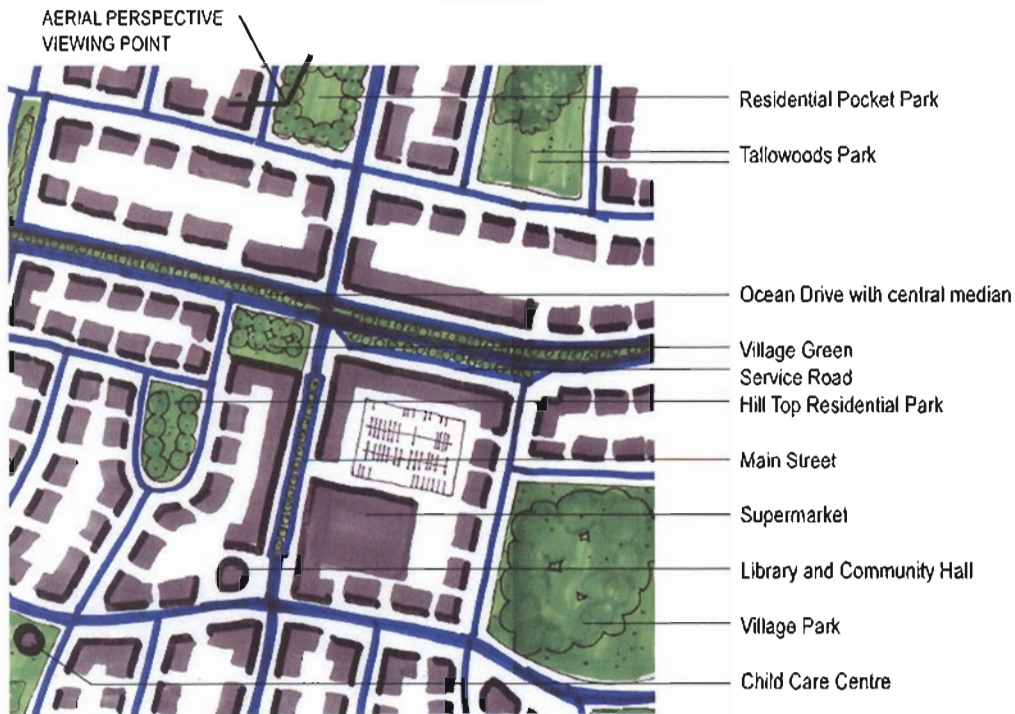
PROPOSED URBAN STRUCTURE PLAN (MAP 3)

ANNEXURE C



GREATER LAKE CATHIE AND BONNY HILLS NEIGHBOURHOOD STRUCTURE PLAN (MAP 4)

ANNEXURE D

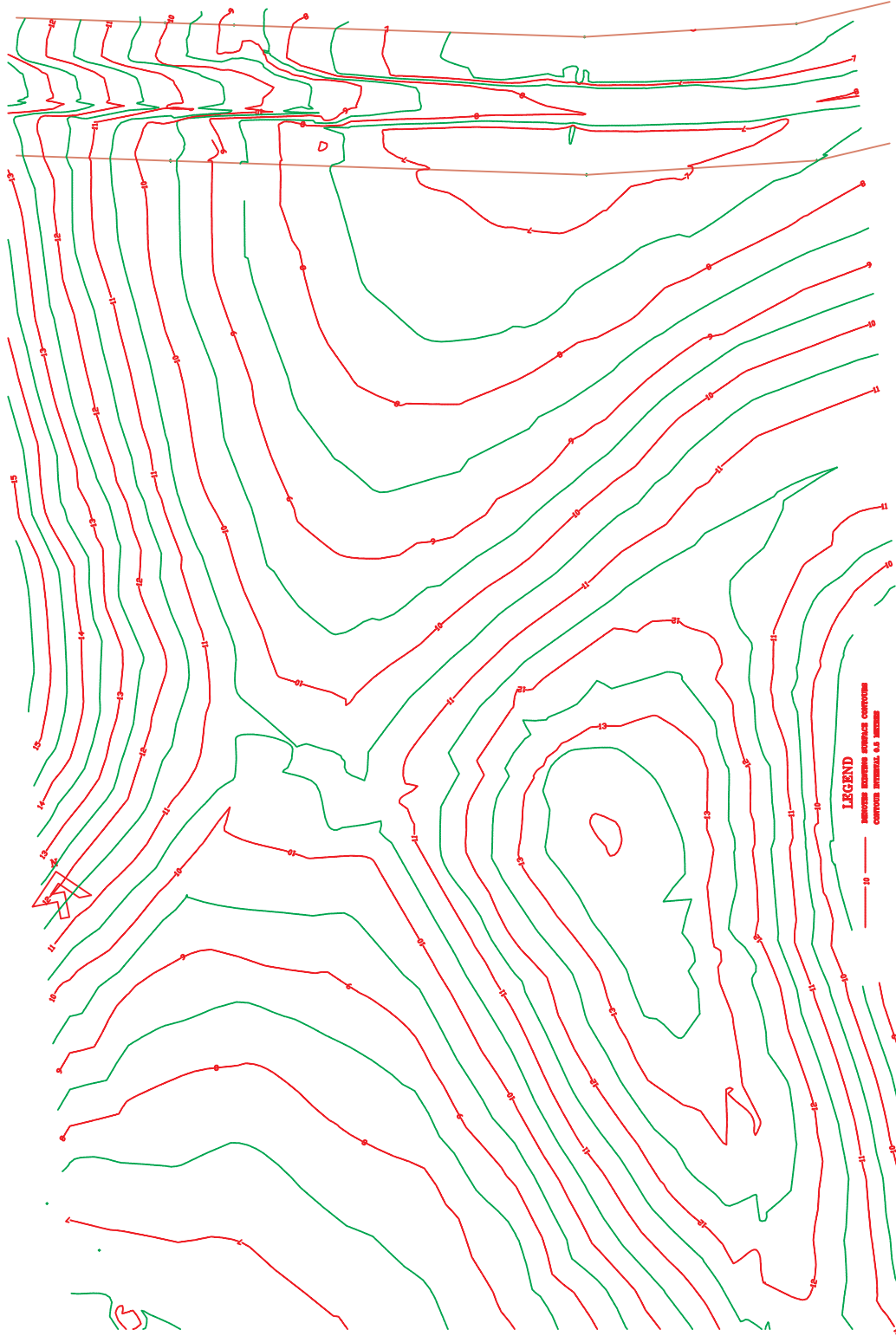


VILLAGE CENTRE PLAN DIAGRAM



AERIAL PERSPECTIVE OF VILLAGE CENTRE LOOKING FROM NORTH

ANNEXURE E



CCAD54 DWGSVCH8
L A C Ref. 4509
Drug number 1 of 1

**DETAIL PLAN OF
VILLAGE CENTRE
DEVELOPMENT AREA
SHOWING EXISTING
CONTOURS**

Reduction Ratio	1:500 AT A1
Scheme	A.H.D.
Date	APRIL 2008

Designer
J.R.D.

Drafted
J.R.D.

Cheated

Approved

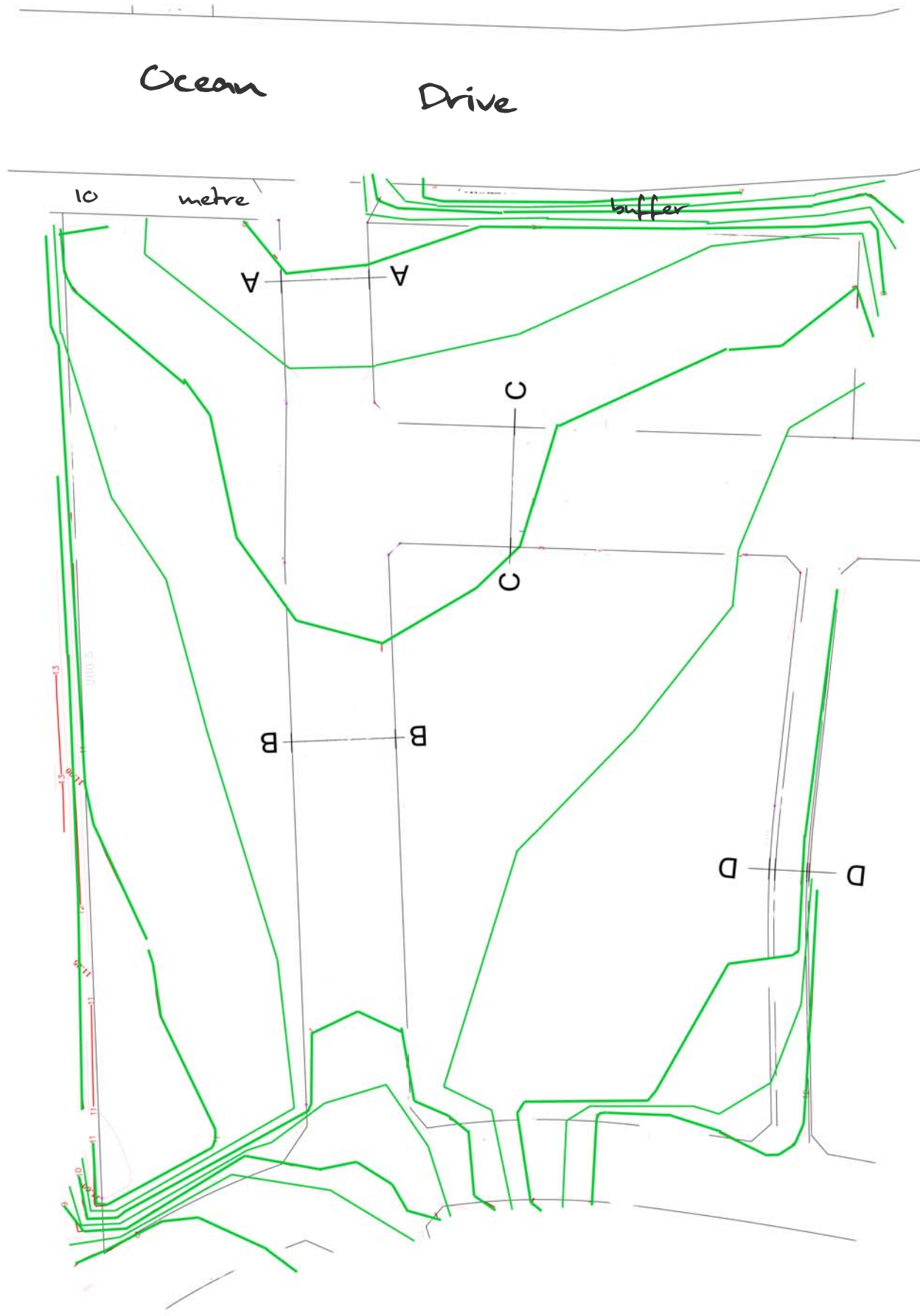
7 tube & C omplate
NSW Pty Ltd ABN 48 003 536 808
 Consultants in the development of
 land and property
 98 William Street Port Macquarie New South Wales
 Australia 65 84 0103 Telephone 65 83 3377
 Email: info@tubec.com.au www.tubec.com.au

**RAINBOW BEACH
ESTATE**

[illegible]

ANNEXURE F

ANNEXURE G



A-A to D-D: Locations of indicative cross-sections in Annexure G

Proposed Topography of Village Centre Site



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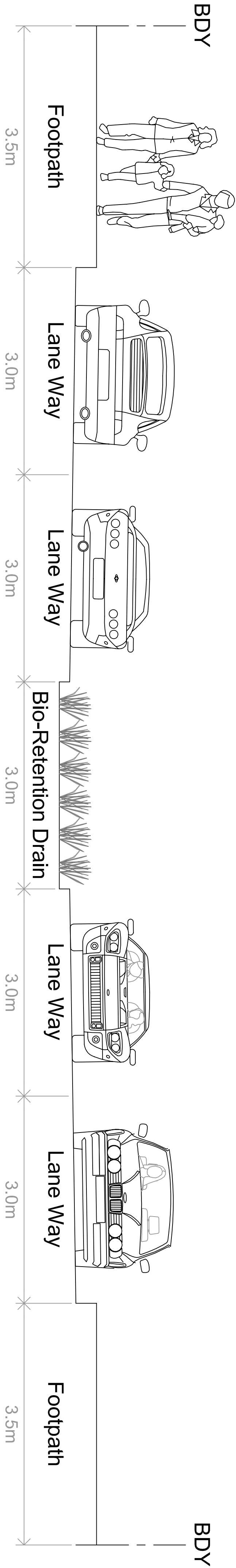
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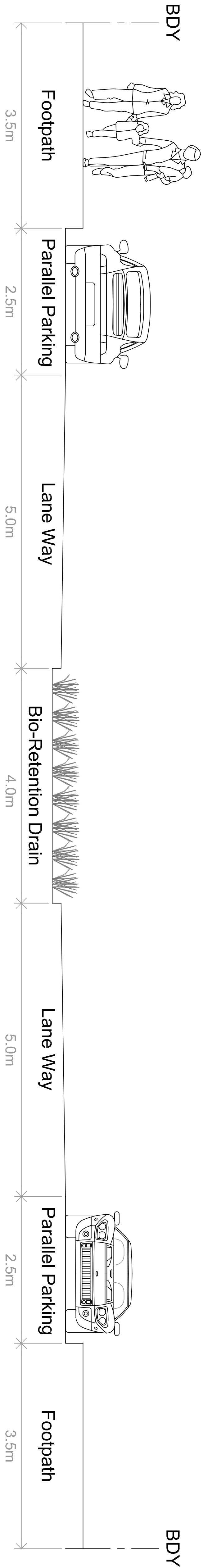


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 Drawing No.: 1 of 3
 Designed by: A.P.
 Drawn by: R.M.
 Date issued: 9.12.08

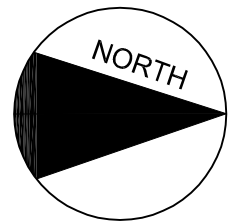
Village Centre Development
 Rainbow Beach Estate
 Bonny Hills



22m Road - Section AA



26m Road - Section BB



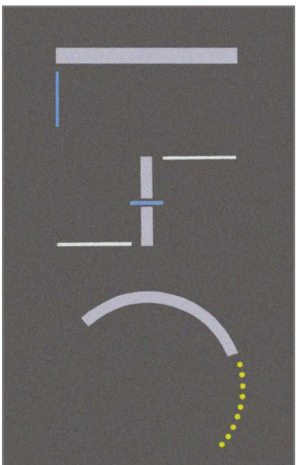
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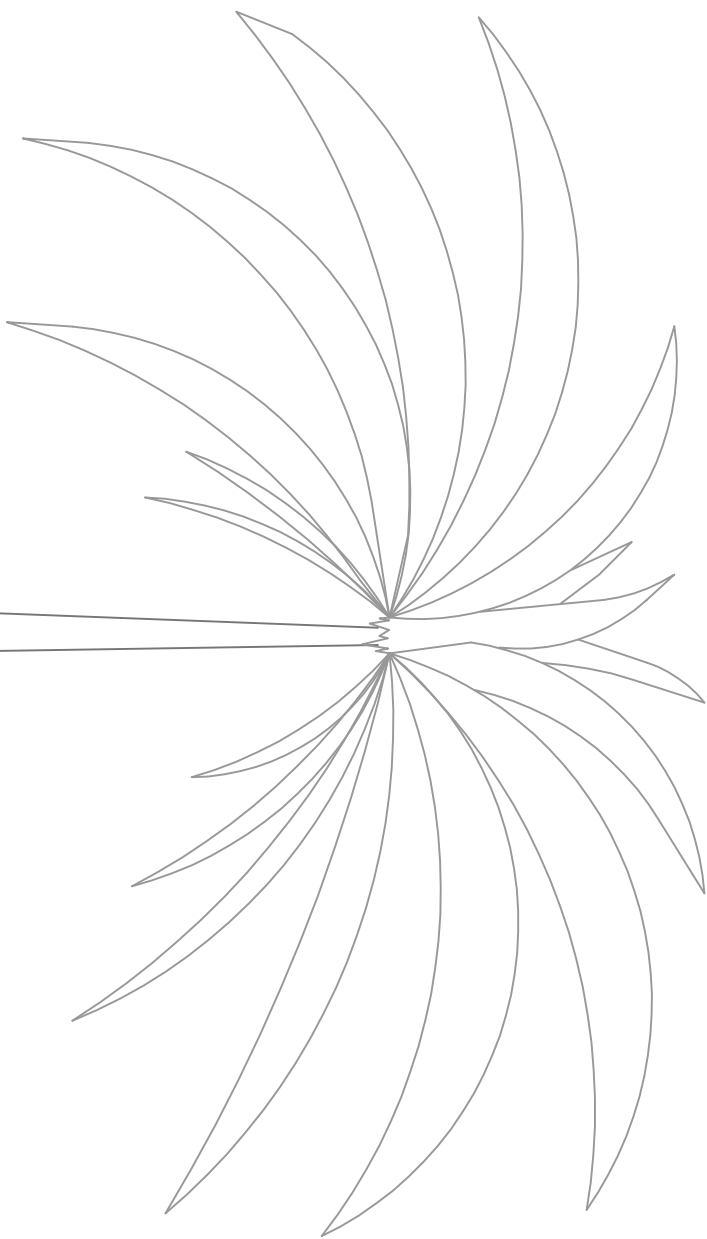
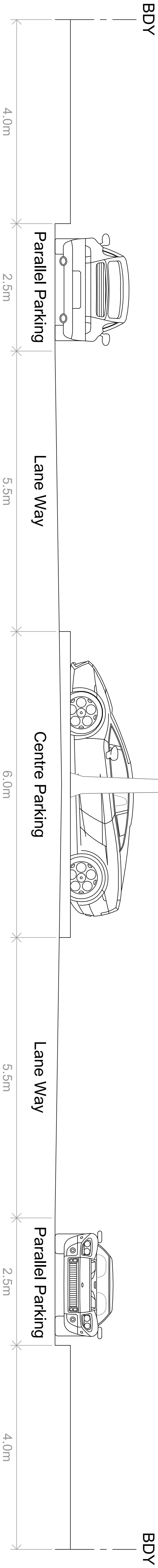
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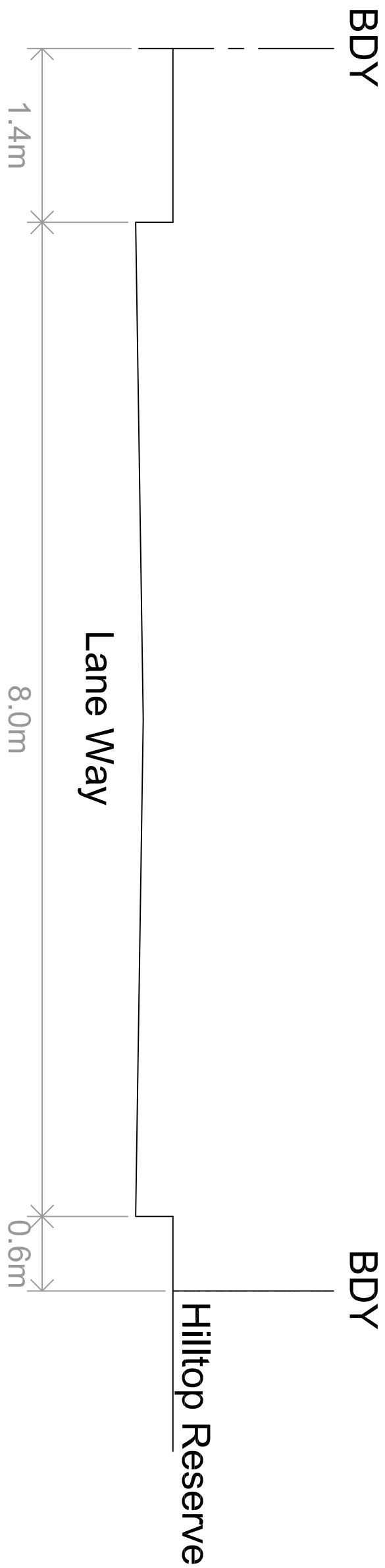


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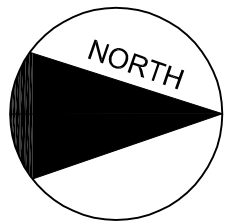
Village Centre Development
Rainbow Beach Estate
Bonny Hills



30m Road - Section CC



Rear Access Lane 10m Wide - Section DD



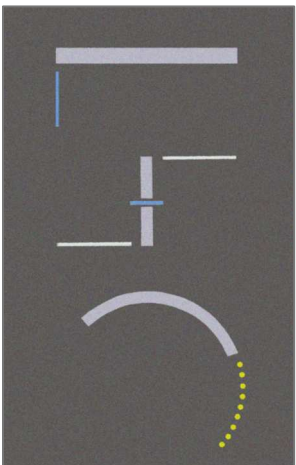
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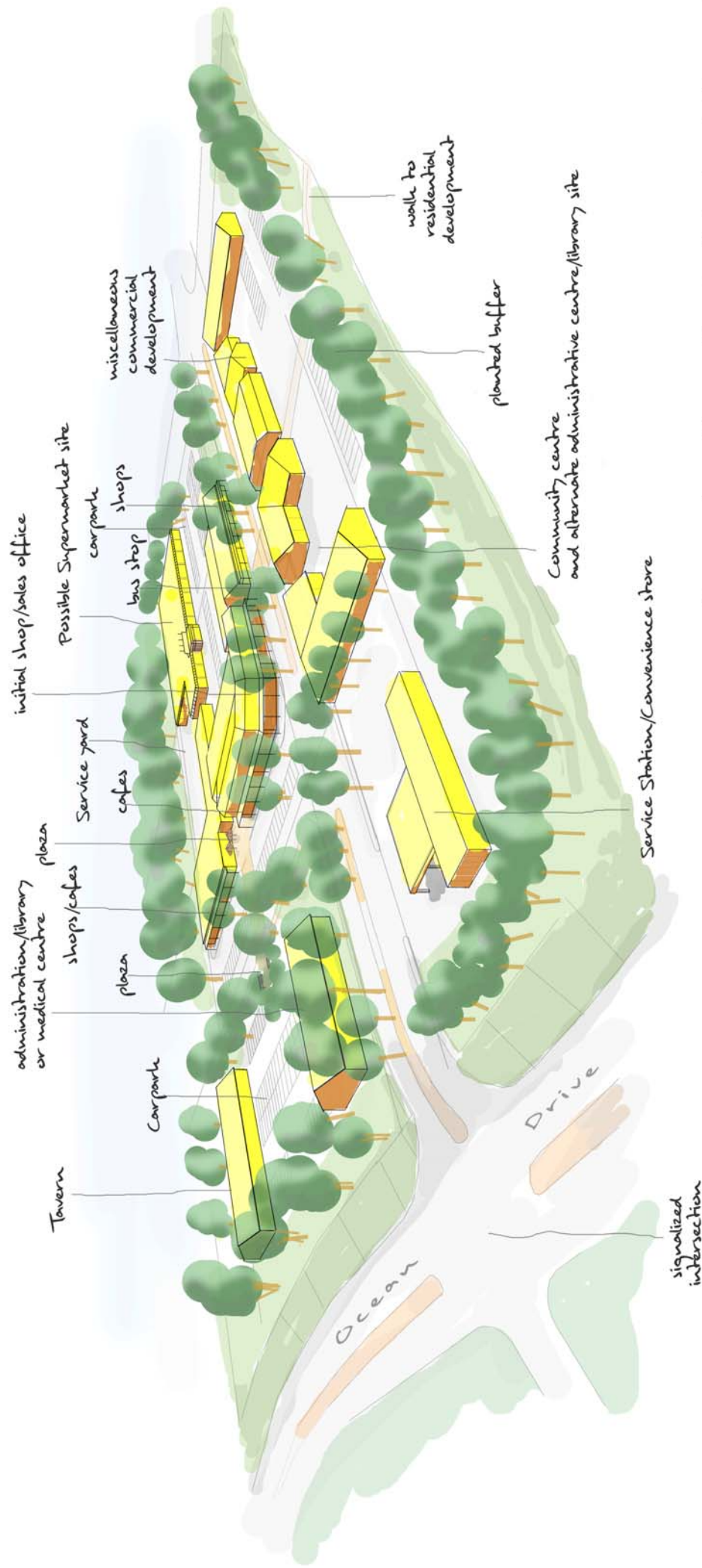


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Drawn by:	R.M.
Date Issued:	9.12.08

Village Centre Development
Rainbow Beach Estate
Bonny Hills

ANNEXURE H

ANNEXURE I



Perspective view from the northwest of developed village centre
Rainbow Beach Estate
Nov 2008