



Ballina Development Control Plan 2012

CHAPTER 3 – URBAN SUBDIVISION

5.4 Skennars Head Village Expansion Area

5.4.1 Application

Applies to:	
Location/s:	Skennars Head Village Expansion Area (as shown on Special Area Control Map)
Development Type/s:	Subdivision

5.4.2 Desired Future Character

The Skennars Head Village Expansion Area will expand the existing residential area at Skennars Head and create a contemporary coastal residential village located between the coast and wetland.

Existing natural assets and biodiversity located along the southern and western edges of the urban area will be protected, and the urban/rural interface and coastal reserve will be respected as valuable landscape features.

The subdivision of the site will provide a variety of lot sizes and forms which are suitable for contemporary dwelling houses. The street pattern will maximise physical and visual connections, encourage priority for pedestrians, cyclists and public transport users, and provide residential lots orientated to the street frontage and open space areas.

Streets will be well connected with green corridors linking them to open space areas and a neighbourhood centre. Streets will form a view corridor to the ocean and a streetscape softened by the inclusion of street trees, hardy native shrubs and groundcovers which are suitable for the seaside location.

A neighbourhood centre and large area of public coastal parkland will maintain panoramic views towards Sharpes Beach and be embellished to function as focal point for community activity and social interaction, for local residents and visitors.

5.4.3 Planning Objectives

5.4.3.1 General

- a. Provide for the integrated development of the Skennars Head locality.
- b. Facilitate the development of the Skennars Head Expansion Area for the purpose of residential development, open space and neighbourhood shopping facilities, and associated environmental works, public amenities and infrastructure.



- c. Provide for the subdivision of land in a manner which recognises, protects and enhances the environmental and cultural values of the site within the area defined under this Section (5.4) as the Skennars Head Expansion Area.
- d. Deliver useable and well landscaped public open spaces to provide local recreation opportunities, facilitate sustainable urban drainage and complement residential amenity.
- e. Ensure that suitable buffers are provided between dwelling lots, environmentally significant land and agricultural land, for the protection of environmental values and management of hazards (including biodiversity, bushfire and mosquito management).
- f. Provide a range of residential forms and encourage higher densities in proximity to the neighbourhood centre.
- g. Provide a subdivision layout that is responsive to site opportunities and constraints including energy efficiency, solar access, topography and prevailing winds.
- h. Ensure that service infrastructure and open space are provided in an orderly and economically feasible manner, provide for connectivity with existing and planned infrastructure and meet the needs of the future residents of the site.
- i. Provide a street hierarchy that integrates the neighbourhood shopping facilities with the local transport network.
- j. Provide for the clear visual separation of the Skennars Head and East Ballina localities through the provision of an inter-urban break.
- k. Facilitate the layout, design and embellishment of public land that is to be dedicated to Council in association with the development of the land, in a manner that minimises the long-term management and maintenance costs for the community.

5.4.4 Development Controls

A. Element – Site Layout

- i. Applications for the subdivision of the land are to be accompanied by information demonstrating how the proposed subdivision responds to the planning objectives under section 5.4.3, the Skennars Head Village Area Structure Plan (Appendix A) and integration with utilities and infrastructure to service the development.
- ii. Residential lots are to not back directly onto environmental areas or their buffers, the Coastal Parkland, the northern adjoining parkland within the existing Headlands Estate or adjacent rural and agricultural land.
- iii. An internal ring road is to be provided to separate residential lots from adjoining environmental and rural land uses.
- iv. Development is to be located above the Q100 flood line. In the case of stormwater management devices, stormwater detention areas are to achieve flood immunity for the Q100 event and are to be designed so as to be free-draining.



- v. Residential lots having double frontage that includes a laneway is to provide for vehicular access via the laneway, with the frontage of residences to address the street.
- vi. The natural scenic values of the Coastal Parkland adjoining The Coast Road, towards the southern end of the site, are to be preserved generally in accordance with the Skennars Head Expansion Village Structure Plan (Appendix A).
- vii. The development is to provide for an integrated network of pedestrian/cycle paths throughout to provide safe, convenient and direct access to and within the village area.

B. Element – Infrastructure Provision

Internal Infrastructure

- i. The subdivision is to be fully serviced with water, sewer, roads, drainage, underground electricity and communications. All service infrastructure is to be provided in accordance with the *Northern Rivers Local Government Development and Design Manual*, or as otherwise approved by Council.
- ii. Applications for development are to be accompanied by an infrastructure servicing plan that provides for infrastructure delivery consistent with the staging identified on the Skennars Head Expansion Structure Plan Area (Appendix A).
- iii. Each development stage shall be fully serviced and provided with connections that are sized for the ultimate yield of the area, and provide associated upstream/downstream/connecting easements where required for crossing intervening land or for stormwater conveyance, discharge, treatment or attenuation.



Notes:

Development contribution credits may be granted, where the developer directly provides infrastructure that is identified for delivery via Council's Development Servicing Plans (prepared in accordance with s.64 of the *Local Government Act 1993*) and/or Council's Developer Contributions Plan (prepared in accordance with s.94 of the *Environmental Planning and Assessment Act 1979*). Such credits are to be determined by Council in accordance with the relevant provisions of those infrastructure plans. Any such infrastructure is to be designed and constructed in accordance with Council's specifications.

Dual Reticulation Water Supply

- iv. A dual reticulation water supply for recycled water is to be provided throughout the development in accordance with Council's Recycling Water Scheme. This system is to be located alongside the internal water supply infrastructure alignment.
- v. The developer is to connect the Recycled Water mains in the development to the Drinking Water mains at one location to be agreed by Council so that Council can, at



a later date, remove the cross connection and supply the houses with Recycled Water.



Notes:

A dual-reticulation water supply for recycled water is required as part of the proposed development. Use of this system within the urban development has potential to reduce the reliability of rainwater tank input within stormwater management assessment calculations for the proposed development. The developer should therefore determine, in consultation with Council, suitable input criteria for supporting stormwater management assessment calculations for the proposed development as it relates to the use of rainwater tanks within the development; prior to undertaking a stormwater management assessment.

- vi. The developer is to incorporate on the certificate of title for all allotments, a 'Restrictions on use' (88E Positive Covenant) which requires all dwellings and buildings with plumbing to make provision for recycled water and facilities to be approved by Council.

Streets and Access

- vii. The street network is to be designed to provide safe and convenient access for residents generally as shown on the Skennars Head Expansion Area Structure Plan (Appendix A).
- viii. The subdivision is to have a clearly defined street hierarchy where lower order streets and lanes are clearly distinguished from higher order streets.
- ix. Application for the first stage of the development (or part thereof) is to be accompanied by a traffic assessment and plan to upgrade the Headlands Drive/The Coast Road intersection to meet the needs of the development and existing road users. The upgrade plan is to provide for the following:
- Consolidated access to the expansion area and Sharpes Beach;
 - Deviation of Headlands Drive as part of the consolidated access; and
 - Closure of any redundant parts of the Headlands Drive.
- x. All open space areas and environmental areas and their buffers shall have frontage to an internal public road with on-street car parking provided in conjunction with street trees and landscaping.
- xi. The street network design is to incorporate designated bus routes and bus stop locations to service a walkability catchment of 400m. Bus stops are to be provided with "hail and ride" J poles and constructed bus shelters.



Notes:
 Council has indicated a preference for a roundabout design for the required upgrade of the Headlands Drive/The Coast Road intersection, however the form of the required intersection upgrade will be determined prior to the submission of any development application to create residential lots, and as approved by Council as the Roads Authority.
 Community consultation will be undertaken, with existing residents of Headlands Estate, regarding the form of the intersection upgrade, consolidated access to Sharpes Beach, access into the estate and closure of redundant parts of Headlands Drive (subject to deviation).
 The Coast Road is a Classified Road under the terms of the *Roads Act 1993*. Consequently, detailed design of intersection arrangements will be in accordance with Austroads standards, and will be subject to the concurrence of the NSW Roads and Maritime Service.

Pedestrian and cycleway network

- xii. A street and pedestrian/cycleway network is to be provided which integrates the subdivision of the land with the existing Headlands residential area and cycleway networks, generally consistent with the Skennars Head Expansion Area Structure Plan (Appendix A).
- xiii. Safe and accessible pedestrian access is to be provided:
 - Within the residential estate and between the estate and the adjacent Skennars Head residential area;
 - Across The Coast Road to Sharpes Beach, via connection to the existing pedestrian underpass and at the new intersection on the Coast Road (if the adopted intersection upgrade plan enables this without adversely compromising road function);
 - In relation to the road network in the vicinity of the neighbourhood centre and adjoining open space and residential areas; and
 - Through the Coastal Parkland, at appropriate intervals, to facilitate pedestrian/cycleway access to The Coastal Cycleway.

C. Element – Open Space

- i. A conceptual landscaping plan (and where applicable, a land dedication plan) for all open space is to accompany any development application for subdivision within the Skennars Head Expansion Area (this may be combined with the requirements of Element D).



- ii. Landscape treatments are to :
- Create and reinforce a strong coastal landscape character for the site;
 - Give preference to the use of local plants and materials;
 - Give preference to the use of durable recycled materials that will withstand the coastal conditions;
 - Address the exposed coastal conditions of the site and develop strategies for ensuring healthy and vigorous plant growth;
 - Include street trees or clusters of street trees suitable to the micro-climate and orientation of the street;
 - Provide shade and wind protection within public open space areas;
 - Improve opportunities for wildlife habitat and movement;
 - Require minimal maintenance to preserve their particular landscape function; and
 - Be consistent with environmental, bushfire and mosquito management objectives.
- iii. Local parks, comprising a minimum usable park area of 2000m², are to service a walkability catchment of 400m and be provided generally consistent with the Skennars Head Expansion Area Structure Plan (Appendix A).
- iv. Local parks are to be embellished with shade trees, garden areas and seating in accordance with a design approved by Council.
- v. The Coastal Parkland is to be embellished as a neighbourhood park by the developer. The Coastal Parkland is to contain the following facilities as a minimum:
- At least 4000m² of useable park area;
 - Three picnic shelters with picnic table settings;
 - Two electric barbeques under a covered shelter structure, including water tap;
 - One drinking fountain and tap;
 - A children's playground with impact matting/softfall and multi-play equipment area equivalent to at least 100m². in size;
 - At least 20 large canopy shade trees (with expected mature of size of at least 5m x 5m) within and around the picnic area; and
 - Low maintenance landscaping applied to the balance of the coastal parkland.
 - Furniture and equipment are to be of a type approved by Council.
- vi. Landscaping embellishment of the balance of the coastal parkland, including weed removal/management is to extend to the edge of the new public coastal shared pathway which is located to the east of the coastal parkland. Such landscaping and embellishment is to be provided in a manner that reflects the coastal character and scenic values of The Coast Road and adjoining Coastal Reserve and will require minimal maintenance over the long-term.



- vii. The rural farm fence along the eastern boundary is to be retained along the entire frontage except for a distance of 300m from the Headlands Drive property boundary where a landscaped edge may be provided.



Notes:

The purpose of the fencing is to assist in defining the development area and controlling pedestrian movement whilst maintaining some element of the sites former rural character. The developer is to replace the barbed wire with non-barbed wire or rails.

- viii. Durable public art is to be provided within the Coastal Parkland and/or Neighbourhood Centre.
- ix. A non-urban inter-urban break is to be established to provide clear separation of Skennars Head and East Ballina. This is to include provision of a landscaped visual buffer at the southern end of the Coastal Parkland, in conjunction with an enhanced wildlife corridor, as shown on the Skennars Head Expansion Area Structure Plan (Appendix A).
- x. Landscaped open space areas, including plantings within road reserves, stormwater reserves and environmental management areas, are to be well established and weed-free prior to dedication, to a standard acceptable to the Council. The condition of such areas is to be such that they require minimal maintenance into the future.
- xi. Open space areas and associated landscaping to be dedicated to Council are to be subject to a minimum 5 year maintenance period by the developer to ensure successful plant establishment.

D. Element – Streetscape

- i. A streetscape landscaping strategy is to accompany any development application for subdivision within Skennars Head Expansion Area (this may be combined with the requirements of Element C).

The streetscape landscaping strategy is to:

- Create and reinforce a strong coastal landscape character for the site;
- Give preference to the use of local plants and materials;
- Give preference to the use of durable recycled materials that will withstand the coastal conditions;
- Address the exposed coastal conditions of the site and develop strategies for ensuring healthy and vigorous plant growth;
- Include street trees or clusters of street trees suitable to the micro-climate and orientation of the street;
- Improve opportunities for wildlife habitat and movement;



- Give effect to the principles of Crime Prevention Through Environmental Design (CPTED);
- Be consistent with environmental, bushfire and mosquito management objectives;
- Identify a maintenance and management regime to ensure successful plant establishment for landscaped areas and street trees; and
- Provide details of the following:
 - Street tree plantings and maintenance;
 - Materials and finishes proposed for footpaths and cycleways;
 - Furniture for the public domain;
 - Landscaping treatment of any WSUD stormwater areas; and
 - Any other special landscape features to be incorporated.



Note:

With respect to landscaping and open space areas (as addressed under Elements C & D) to be dedicated (or that otherwise will come into public ownership), Council's expectation is that the land developer will maintain such areas for a minimum period of 5 years.

E. Element – Neighbourhood Centre

- i. The Neighbourhood Centre is to be developed with the following characteristics:
 - Relate strongly to the new residential area while servicing the wider urban catchment including the residents of the Headlands Estate and visitors to Sharpes Beach;
 - Be developed using subtropical building design principles and in a manner which is adaptable to a variety of future uses;
 - Enhance the "gateway" into the development;
 - Have a strong coastal character typical of Northern Rivers coastal hamlets and villages; and
 - Be easily accessible via safe public pathways from the Coastal Parkland and new and existing residential areas and the beach.



F. Element – Residential Precincts

Density

- i. The subdivision layout is to provide a variety of lot sizes and arrangements with higher densities close to the neighbourhood centre and open space areas, generally as shown in the Skennars Head Expansion Area Structure Plan (Appendix A).
- ii. The Skennars Head Village Area development is to generally achieve the following:
 - Larger lots will be positioned:
 - along the southern boundary of the development adjacent to the rural lands; and
 - adjacent to the wetland area to the west of the Village Area
 - Smaller lots will be located:
 - around the neighbourhood activity hub and local park; and
 - in areas of lower visual presence when viewed from The Coast Road.
 - Less than 50% of developable land of the urban release area may be lots with a minimum area of 450m² - 475m².
 - At least 90% of lots with a minimum area of 450m² - 475m² are to be provided within 400m of the neighbourhood.
- iii. Development proposals are to include a schedule of lot yield, relating to the above for each stage of the development and for the development of the Skennars Head development area as a whole (to provide a cumulative total).

Environmental Design

- iv. A contemporary acoustic assessment is to be carried out and submitted as part of the development application for subdivision of the land, specifically to identify traffic noise affected lots impacted by the operation of The Coast Road and determine suitable measures to mitigate such impacts. If required, building shell treatments and/or other required measures are to be applied to all affected lots through Restrictions as to User (88E Positive Covenant) on the certificate of title for all affected allotments.
- v. No acoustic fencing is to be constructed along The Coast Road frontage of the development, unless there is no other viable option available to mitigate unacceptable noise impacts.
- vi. Buffers to address land use conflicts and manage potential hazards and the interface between land uses (including urban/environmental and urban/agricultural interfaces) on the basis of specialist technical advice, are to be provided on the land subject of development.



- vii. Development proposals are to ensure that environmental management areas are located and designed such that they require minimal maintenance and so that maintenance can be practically carried out to preserve their function.
- viii. A contaminated land assessment is to be completed for the land, in accordance with relevant NSW Environmental Protection Authority and NSW Office of Environment and Heritage guidelines, and submitted as part of development applications relating to the subdivision of the land.



Notes:

A mosquito management assessment was undertaken in association with the rezoning of the land (Mosquito Impact Assessment April 2004-October 2006 and Mosquito Buffer Effectiveness Study, by Darryl McGinn of Mosquito Consulting Services Pty Ltd). The assessment indicated that a cleared mosquito buffer of 25m would be effective in reducing the prevalence of mosquitoes in association with the development of the land.

Environmental protection and hazard management buffers (mosquito & bushfire buffers) may be combined where their characteristics and management arrangements are compatible. These buffer areas may include infrastructure such as roads, pathways and maintained stormwater determination areas, subject to the recommendations of assessments relating to ecology, stormwater, bushfire and mosquito management, which are to be undertaken to support subdivision applications relating to the land.

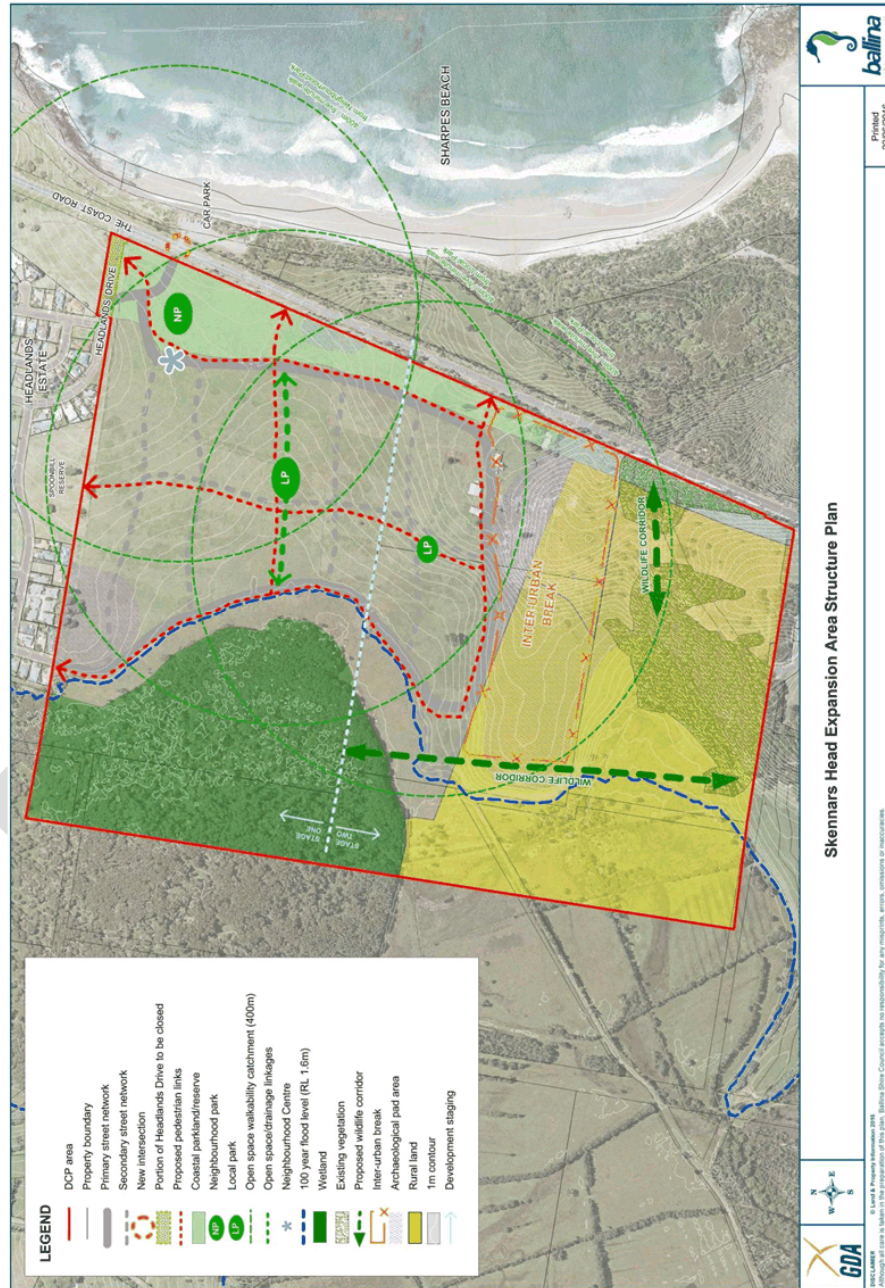
G. Element – Environmental Protection

- i. Appropriate environmental buffers are to be provided on the site, to mitigate potential adverse impacts on native ecology. Buffers are to be provided in a manner such that the land can be practically maintained over the long-term with minimal maintenance.
- ii. Wildlife corridor enhancement is to be undertaken in the south of the site in the vicinity of areas identified as wildlife corridors on the Skennars Head Expansion Area Structure Plan (Appendix A). Development proposals are to demonstrate a long term net benefit to the operation and retention of a wildlife corridor within the site.
- iii. Development proposals are to demonstrate that the existing hydrological regime of the pre-development site will not be altered in a way that will detrimentally impact on downstream wetland areas or other waterways and ecologies in the long term, or on downstream private landholdings.
- iv. Environmental management areas are to be located, designed and embellished such that they require minimal maintenance to preserve their environmental function.
- v. An Environmental Management Plan for the Skennars Head Expansion Area is to accompany any development application for subdivision. The plan is to address the following matters at a minimum:



- The avoidance, mitigation and amelioration of environmental impacts associated with the subdivision and development of the land;
- Arrangements for the long-term management and maintenance of environmental buffers;
- The long-term management and maintenance of downstream stormwater flow paths, that may impact on terrestrial or aquatic ecosystems;
- The long-term management and maintenance of habitat corridors and compensatory habitat plantings; and
- Land tenure and resourcing arrangements associated with the long-term management and maintenance of environmental management works provided on, or adjacent to, the development site.

DRAFT





ADDITIONAL AMENDMENTS

Amend s3.1.2.E of Chapter 3 of the DCP, to incorporate the following:

External Infrastructure

- i. Sewerage mains and pump stations are to be constructed so as to convey sewage from the site to Council's reticulation network, in a manner generally consistent within Council's Development Servicing Plans, or as otherwise approved by Council.
- ii. Development is to provide connecting infrastructure to Council's drinking water distribution network, in a manner generally consistent with Council's Development Servicing Plan, or as otherwise approved by Council. Recycled water supply mains infrastructure will be provided to the site in accordance with Council's Development Servicing Plans.



Notes:

The proposed development may trigger the upgrade of water and sewerage service infrastructure by Council, in accordance with Council's Development Servicing Plan and funded through Council's contributions plans. Timing of such works is the responsibility of Council. Provision of services to the site will be reliant on this infrastructure upgrade. The developer will, therefore, need to co-ordinate the development of the subject site with the water service infrastructure upgrades by Council, to ensure provision of services to the site.

Amend Section 3.6 of Chapter 2 of DCP to incorporate the following:

- i. Stormwater detention areas are to be designed so as to minimise the potential for mosquito habitat and facilitate easy maintenance. To achieve this, stormwater design is to:
 - Detain water for no more than 3 days;
 - Be developed in consultation with a qualified mosquito consultant;
 - Consider and avoid the potential for weed proliferation;
 - Be developed in consultation with Council, to ensure the design facilitates easy maintenance; and.
 - Include details of maintenance requirements.



Notes:

In order to minimise the potential for stormwater ponds and dams to harbour mosquitoes, stormwater detention areas should incorporate the following attributes:

- i. The batter around the dam/pond is to be as steep as practical (within the design standards for public safety) to minimise shallow water (< 600mm) suited to mosquito breeding. If fencing is not used for public safety, a batter not less than 1:6 is recommended;
- ii. Normal water levels within the pond must maintain at a minimum of 600mm water depth except for the margins;
- iii. Design to facilitate wind action over the waterbody to keep the water surface disturbed to reduce availability to mosquito larvae (this requires contact with a stable surface film for respiration). Basin margins should not be planted with shrubs or trees;
- iv. Aquatic macrophytes should not be planted in more than 60% of shallow water around the margin. Where planted, macrophytes must be clumped with separations of open water allowing wind disturbance on the water surface; and
- v. Be designed in consultation with a qualified mosquito consultant/entomologist.

DRAFT

Sydney
t (02) 9387 2600
PO Box 1488
Level 6, 332-342 Oxford St
Bondi Junction NSW 1355
f (02) 9387 2557
consulting@elton.com.au
www.elton.com.au
ABN 56 003 853 101

8 July 2016

Paul Hickey
General Manager
Ballina Shire Council
40 Cherry Street
Ballina NSW 2478



Dear Paul

Draft Development Control Plan for Skennars Head Village

Introduction

I refer to the meeting with Simon Scott, Strategic Planner and Matthew Wood, Strategic Planning Manager and our client, Intrapac Projects on 28 June 2016 to discuss and obtain feedback on the draft Development Control Plan (DCP) for Skennars Head Village Expansion Area. Thank you for also providing us a copy of the revised draft chapter of the DCP.

Intrapac Projects are committed to develop the best contemporary and seaside masterplanned community at Skennars Head. They wish to continue to work with Council through the DCP process, as well as the development application process, to achieve:-

- » great outcomes for the community,
- » improved access to the Sharpes beach area
- » improved access and movement to Headlands Estate as well as Skennars Head Expansion Area.

The Intrapac Board met on 1 July 2016 and reviewed the draft DCP. The Intrapac Board support Council's view that the draft DCP should be submitted and considered by Full Council in July 2016. Intrapac wish to begin to progress the detailed work of the studies for the site and trust the Draft DCP can be adopted as soon as possible.

Comments on the draft DCP

On behalf of Intrapac Projects the following comments are made on the draft DCP, with hand written comments providing more detail in the attached document.

Intrapac generally support the draft DCP, and at development application stage will provide necessary justification for some elements raised in the draft DCP. However Intrapac do not support the following in the draft DCP:

- » We request that the Council be able to view the proposed Skennars Head Village urban design document (Roberts Day document) with the character showing housing fronting onto the interface area, with no ring road between the houses and the proposed pedestrian and cycle link. (Clause 5.4.4)
- » The need for a ring road around the edge of the masterplan. Residential lots will orientate and face the Interface area, Headlands Estate and the wetland. On the southern area of the site dwellings will be required to be located on the topography in a manner which allows a transition or buffer area to the rural lands to the south, and thus the backs of the houses will be to the south. (Clause 5.4.4.ii and iii.)
- » The need for each subdivision application to recognise the environmental and cultural values to the south of the development site is not necessary. These areas are specifically within the rural zoned land and do not form part of the development land. Any association with that land will be with stage 2 of the project.



» The aspects related to the period to which management and maintenance of land dedicated to Council is not a DCP matter and therefore should not be included within the draft DCP.

Following the meeting in June, conceptual plans (for the link to Headlands Estate) were provided to Council's engineer (Patrick Knight), which we attach for Council to include as the proposed amendment to the draft DCP.

Based on the above comments, Intrapac request that the report to Full Council include as an attachment the proposed Intrapac DCP maps as well as the Roberts Day Urban Design report in order that Council can understand some of the key elements of the proposed master planned community.

We look forward to progressing the draft Skennars Head Village Expansion DCP. We would welcome the opportunity to take Councillors on a site visit and thereafter provide a presentation to them on our vision for the site.

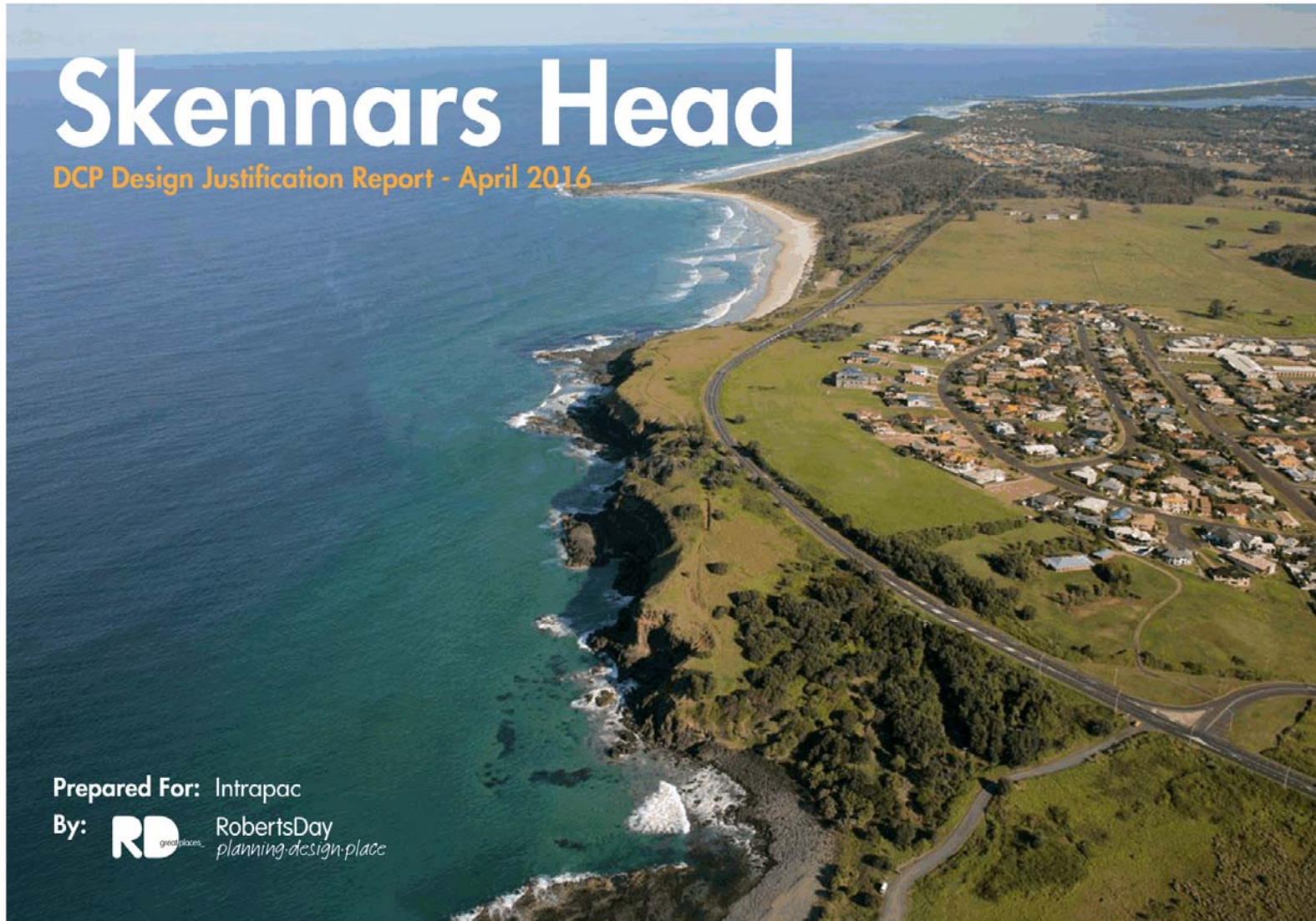
Please do not hesitate to contact me should you have any queries in relation to the attached or any other matters in regard to the proposal.

Yours sincerely

Jenny Rudolph
Director
jennyr@elton.com.au

on behalf of Bill Knobel, Development Manager Intrapac Projects

cc Mr Truman
CC Mr S. Scott



9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC



Contents

Introduction	04
The Vision	06
DCP Justification	08
Entry Road Alignment	08
Location of Coastal Park	10
Location of Local Park	12
Value and Role of the Green Link	14
Value and Role of Pedestrians	16
Removal of Park Edge Street to Interface Area	18
Removal of Park Edge Street to Wetland	21
Sense of Place	24
Mews and Lanes	25
Housing Typology	28
Conclusion	29
Appendix	30
Urban Structure Plan	30
Open Space System	31
Urban Mobility	32
Staging Plan	33

Introduction

RobertsDay has been engaged by the landowner group to provide the design justification to a number of variations to the Council's Draft DCP for Skennars Head.

With a total site area of approximately 109.3ha and adjacency to Sharpes Beach, the Concept creates a unique beach-side neighbourhood informed by the site's topography, key view lines and connections to the surrounding natural amenities, wetlands, coastal park and Sharpes beach.

Key objectives and goals to support the variations include:

- A place-led approach to structuring the neighbourhood,
- A neighbourhood structure that supports a healthy lifestyle with well thought out walking and cycling routes connecting residents to the beach, local parks and the wetlands,
- A realigned key entry road to Skennars Head from The Coast Road to improve connections between the Neighbourhood Centre and Sharpes Beach,
- A legible street network that creates 'value-in-depth' by maintaining views at the end of streets for people to enjoy,
- A relocated local park that is centrally located within the catchment and provides an east west green link with water sensitive urban design features,

The balance of this report outlines the Urban Design Principles and Design Response to assist Ballina Shire Council with the assessment of the variations to the DCP.

9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC



The Vision

RobertsDay has been engaged by Intrapac Pty Ltd to evolve the vision and design justification for a contemporary coastal community at Skennars Head, Ballina.

Specifically, this report provides the design justification for a number of minor variations to the Draft DCP with the intent of improving the attractiveness, activity and liveability of Skennars Head.

With a total site area of approximately 109.3ha and adjacency to Sharpes Beach, the vision is to create a unique beachside neighbourhood that will enhance the identity of the local area and Ballina LGA. Key features of the vision include:

- Positively contribute to the identity of Ballina by creating a contemporary coastal community that is attractive to locals and visitors;
- Promote and enhance Ballina as a coastal tourism destination;
- Maintains the interface to The Coast Road;
- Provide a village centre with a mix of uses for the daily needs of locals and visitors;
- Provide a variety of quality open space including a beach front neighbourhood park and centrally located local park with facilities including a children's playground, BBQ facilities, gazebo and public art;
- Be an innovative and authentic coastal community with a genuine sense of place that will improve the social, economic and environmental performance of the area;
- Be a new coastal community that reflects local lifestyle, offering housing diversity to accommodate residents;
- Enhance the Sharpes Beach experience by improving access to the car park, providing a kiosk and potential for a Surf Life Saving Club;
- Facilitate the conservation of approximately 28.9ha of ecologically valuable wetlands;
- Improve the regional cycle network by realigning the existing bike path adjacent to the Central Coast Road to be significantly setback from this road within a landscaped setting;

- Encourage healthy living through a connected loop of destinations and experiences for people who walk and cycle, including wetland and coastal paths connected by a central, linear parkland;
- Based on evidence of comparable projects, increase the value and liveability of the adjoining residential estate.



9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC



DCP Justification

Entry Road Alignment

Existing Draft DCP Conditions

The existing entry road is proposed to be aligned opposite the Sharpes Beach carpark entry, between the Neighbourhood Centre and Neighbourhood Park in the site's coastal setting. Its curvilinear nature encourages traffic movements past and through the proposed neighbourhood centre and does not reflect the more urban character of the area. In addition, the alignment of the entry road does not leverage the opportunity of passing traffic along The Coast Road to increase the feasibility of the centre and misses a prime opportunity to increase pedestrian and cyclist connectivity to the key desire line of the coast.

Proposed Intrapac DCP Conditions

The proposed DCP responds to these constraints through realignment of the key entry road to Skennars Head. A new intersection is proposed from The Coast Road, providing safe access for pedestrians and cyclists visiting the coast and drawing visitors up to the neighbourhood centre. The alignment also allows for the appropriate treatment and upgrading of the unsurfaced car park at Skennars Beach and an improved relationship between the centre and its coastal setting.

A secondary access point is proposed to link the DCP area to the existing street network to the north. This provides for a legible northern entry and exit point to the neighbourhood and improves accessibility to the future centre.



Existing Draft DCP Conditions



Proposed Intrapac Draft DCP Conditions

Liveability Outcomes



9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC

The Neighbourhood Centre



A beachside community market



Food Trucks can activate the public realm



A social neighbourhood centre



Outdoor dining in coastal weather



9.2 **Development Control Plan Amendment - Skennars Head Expansion.DOC**

Location Of Neighbourhood Park

Existing Draft DCP Conditions

The Neighbourhood Park is currently proposed to be located within the Interface Area, northeast of the entry road and approximately 60 metres from the services and facilities of the local centre. This configuration dilutes the activity and vitality of the Neighbourhood Centre and would require the crossing of a busy road to access the facilities of the park.

Proposed Intrapac DCP Conditions

The revised DCP proposes to collocate the Neighbourhood Centre and Neighbourhood Park in close proximity, thus providing for a density in activity and complementary uses within the key community meeting place. In combination with the re-aligned entry roads, the Neighbourhood park and centre provide a central node of activity in a safe and accessible location. The configuration also allows for an 'activity transect' to be developed, whereby shops, open space and coastal facilities can all be safely accessed via foot and bike in a controlled urban setting. The Neighbourhood Park will also increase the amenity of the proposed centre and encourage people to stay, socialise and spend.



Existing Draft DCP Conditions



Proposed Intrapac Draft DCP Conditions

Liveability Outcomes

- 

Grab a coffee with ocean views while supervising children in neighbourhood park;
- 

Walking and cycling to the best Skennars Head has to offer;
- 

Increased amenity for a key local centre and service provider; and
- 

Variety of activities within the centre to encourage more people to visit and stay.

9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC



9.2 **Development Control Plan Amendment - Skennars Head Expansion.DOC**

Location Of Local Park

Existing Draft DCP Conditions

The Existing Draft DCP Conditions proposes two local parks, one of which is on the periphery of residential area in direct response to the '400m walkable catchment' provision. Whilst this 'ticks the box' from an approval perspective, the location does not respond to local park's important role as a community meeting place or increasing a 'sense of place' by responding to topography, views or significant features. Additionally, the local park is not linked to the neighbourhood through a broader network of usable public spaces and amenity, reducing the likelihood of it acting as an attractor and achieving its walkability objectives.

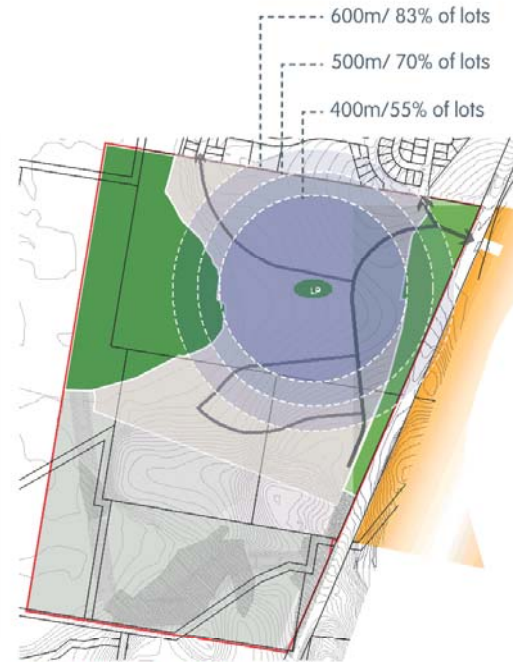
Proposed Intrapac DCP Conditions

The location of the local park has been reconsidered to ensure it plays an important role in the daily lives of the local community. Relocation of the local park will not adversely affect residential development along the southern portion of the site as it is proposed that the lots will be larger rural lots to transition in to the adjacent rural lands.

It is proposed to locate the park centrally within the catchment to allow it to perform the role of a community meeting place and attractor. The area is proposed to be connected to the surrounding natural landscape including the wetlands to the west and the coast to the east. This will be achieved through a proposed green link, collocated with water sensitive urban design features. In addition, the park's location will celebrate the unique topography of the land and will benefit from view corridors responding to its coastal location.







Existing Draft DCP Conditions



Proposed Intrapac Draft DCP Conditions

Liveability Outcomes

			
<p>Park to perform the role of a central community meeting place;</p>	<p>Creation of a connected open space / landscape walking network;</p>	<p>Celebrating and connecting to the sites unique geography and environment; and</p>	<p>Celebrating sustainability and best practice water sensitive urban design.</p>

9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC

Local Parks and Open Spaces



9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC

The Value And Role Of The Green Link

Existing Draft DCP Conditions

The draft DCP does not encourage public access linking the sites two most significant landscape features, being the coast and the wetlands. This is considered a missed opportunity to leverage the sites unique topography to create two distinct residential neighbourhoods with a central green meeting space and draw amenity into the neighbourhood. In addition, stormwater is proposed to be managed in a highly engineered environment, creating a barrier to the wetlands.

The result is a residential area that is designed through buffers, engineering and management but neglecting its role in creating places people can form a connection to.

Proposed Intrapac DCP Conditions

The proposed green link responds to the unique opportunities of the site through connecting to the landscape, celebrating the sites topography and utilising storm water for local amenity. The link will draw people through the site, and create a unique network of green spaces for daily walking and cycling routes. The green link will also utilise the sites unique topography to showcase water sensitive urban design principles and sustainability.

The link will also perform an important function in structuring the neighbourhood, acting as both a break between the residential neighbourhood and a central meeting place. Residential properties, roads and pedestrian ways will front the space and link it with the broader network of public spaces.



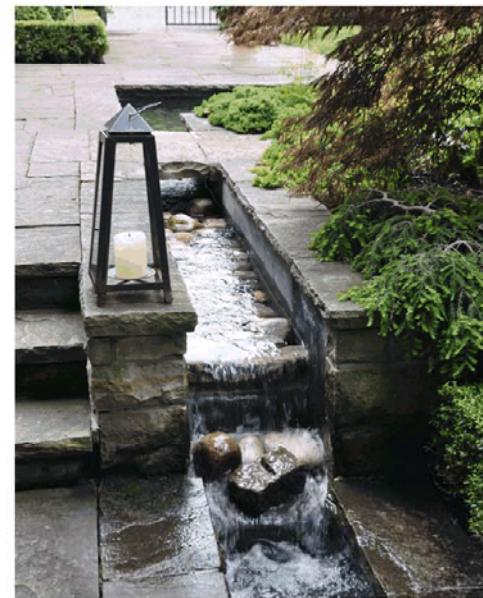
Location of Green Link

Liveability Outcomes



9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC

The Cascades



The Value And Role Of Pedestrians

Existing Draft DCP Conditions

The draft DCP provides a framework for standard low-density residential development. This often results in suburban areas designed for the car, with distances considered in terms of driving rather than walking and cycling. The end result is long street blocks accessed via loop roads, which increase the true distance to walk to local facilities and discourage active forms of transportation.

Proposed Intrapac DCP Conditions





Pedestrian connections are proposed to be strategically located to prioritise and encourage walking and cycling to local areas of amenity, including the coastal park, wetland and central green spine. They break up significant lengths of street blocks and provide the most direct route to access local services and facilities.

They also perform a secondary role of providing view lines to significant vistas, drawing amenity from the surrounding landscape into the neighbourhood and increasing its uniqueness to ensure its location is leveraged. The increased amenity can then be used to encourage alternative forms of housing for a diverse local community and ensure the most efficient use of land.



Location of Pedestrian Links

Liveability Outcomes

			
<p>Ability to walk and cycle to amenity;</p>	<p>'Value in depth', ensuring amenity isn't privatized to those that can afford it;</p>	<p>Interesting and eclectic human scaled spaces; and</p>	<p>Encouraging a unique Skennar's Head identity.</p>

9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC

Pedestrian Passages



9.2 **Development Control Plan Amendment - Skennars Head Expansion.DOC**

Removal of Park Edge Street to Interface Area

Existing Draft DCP Conditions

The Existing Draft DCP Conditions proposes a 25-metre edge street be provided along the length of the Interface Area to rationalize the public-private interface. Ultimately, this configuration creates a strip of usable green space that is segregated by two road reserves, prioritising cars and disconnecting the community from the open space asset. The cumulative impact of the Interface Area, Coast Road, and road reserve, results in a significant distance between the coastal amenity and residential locations and champions that land with highest value and amenity be set aside for roads and vehicles.

Proposed Intrapac DCP Conditions

The proposed DCP removes the edge street and replaces it with active pedestrian and cycle paths fronted by high quality housing and neighbourhood centre buildings.

Best practise coastal design solutions proposed for built form fronting the Interface Area comprise of rear loaded housing product that allow for uninterrupted pedestrian movements along the Interface Area which in conjunction with well articulated front rooms, verandahs and balconies provide passive surveillance and promote a feeling of safety and interaction.

Design guidelines will ensure a quality built form outcome providing a consistent streetscape and edge treatment and a 'complete' pedestrian experience for both residents and pedestrians.



Existing Draft DCP Conditions



Proposed Intrapac Draft DCP Conditions

Liveability Outcomes

<p>Uninterrupted pedestrian and cycle facilities along the Interface Area;</p>	<p>Residential properties with a direct connection to the amenity of the coast;</p>	<p>Quality built form that complements natural landscape; and</p>	<p>Prioritising active transport in areas of highest amenity.</p>

9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC



9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC

Interface Area



Santa visits the beach

Bike Day at a local park

An illustrative example of Interface Area

9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC



Existing Draft DCP Conditions



Proposed Intraparc Draft DCP Conditions

Removal of Park Edge Street to Wetland

Existing Draft DCP Conditions

The DCP proposes a 25-metre edge street be provided along the length of the wetland in an effort to rationalize the public-private interface. This configuration again creates a level of segregation between pedestrians and houses to the amenity of the open space asset. In addition, it does not provide for the most appropriate transition from the natural reserve to the new neighbourhood, based upon landscape urbanism principles.

Proposed Intraparc DCP Conditions

The proposal removes the edge street along the wetland area and replaces it with a potential trail path, linking the Interface Area with the wetland through the 'Green Link'. The wetland area is proposed to be bordered by larger residential lots, providing a transition from the landscape to the new residential neighbourhood. Built form and fencing will be controlled to achieve appropriate integration and provide amenity to the lots through long uninterrupted views. A series of pedestrian walks and connections provide a direct connection to nature for the entire neighbourhood.

Liveability Outcomes

			
<p>Potential uninterrupted pedestrian facilities linking the wetland, coast and landscape;</p>	<p>Residential properties with a direct connection to the amenity of the wetland;</p>	<p>Quality built form that transitions from the natural landscape; and</p>	<p>Prioritising active transport facilities in areas of highest amenity.</p>

9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC

The Wetlands



9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC



9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC

Sense of Place

Existing DCP Conditions

The DCP proposes a minimum building line setback of 6m from the primary road and parallel road (secondary frontage) for low density and medium density residential development.

In conjunction with the setbacks, the DCP also proposes an articulation zone where elements such as an entry porch or verandah may project forward of the main building line or setback by up to 1.5m in front, with encroachments allowed within that zone of up to a maximum of 25% from plan view.

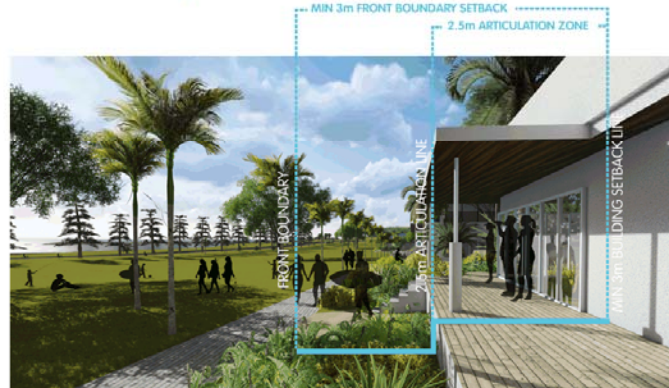
Proposed Intrapac DCP Conditions

Coastal developments held up as best practice focus on the zone at the front of the house that is experienced by walkers and cyclists with the aim to promote healthy lifestyles. Building designs with rooms, verandahs and balconies facing the street and beach will promote a feeling of safety and activity for both residents and pedestrians and create a sense of place.

Our proposal seeks to decrease the minimum building setback on both the primary and parallel road frontage to 4m and the front building setback along the Interface Area to 3m. In addition to those controls an Articulation zone forward of the building line by up to 2.5m will allow verandahs to have a minimum depth of 2.4m which is the recommended depth to fit tables and chairs. Additionally verandahs and balconies may encroach up to 100% of the articulation zone and in conjunction with reduced setbacks, encourage houses to address the street, creates functional spaces at the front and side of the house, engages with pedestrians and cyclists and provides surveillance and safety over the public domain.



Illustrative View - Primary & Parallel Road



Illustrative View - Interface Area

9.2 **Development Control Plan Amendment - Skennars Head Expansion.DOC**



Location of Mews and Lanes

Liveability Outcomes

Increased housing choice for a diverse local community;	Easier and safer access for pedestrian and cyclists;	Better looking streetscapes and interaction with the street;	Public space diversity; and	Variety of street types and functions.

Mews & Lanes

Existing Draft DCP Conditions

The draft DCP provides a framework for standard low-density residential development. This will result in large road reserves, increased front setbacks and double garages being the defining streetscape character within the area and ultimately result in a lack of diversity in housing product and interest in the neighbourhood. A suburban pattern that does not respond to Skennars Heads uniqueness and could be anywhere within Australia.

Proposed Intrapac DCP Conditions

The introduction of laneways and mews provide for an alternative form and design of housing, generally located in areas of high public amenity, adjacent to parks, 'boulevard' streets and areas with significant views.

Vehicle access can be provided from the rear of the property, allowing for the removal of streetscapes dominated by garages and increased amenity. Streets also do not require vehicle crossovers, providing for safe and uninterrupted pedestrian and cyclist passages throughout the neighbourhood.

Laneways, and in particular mews, also provide a space of shared ownership between neighbourhoods. With a lower volume of traffic than streets, well designed laneways and mews can be used as additional space for 'overflow' parking and gathering spaces that provide opportunities for increased interaction between residents and a distinct street address.

9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC



9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC

Mews



Illustrative example of a Mews

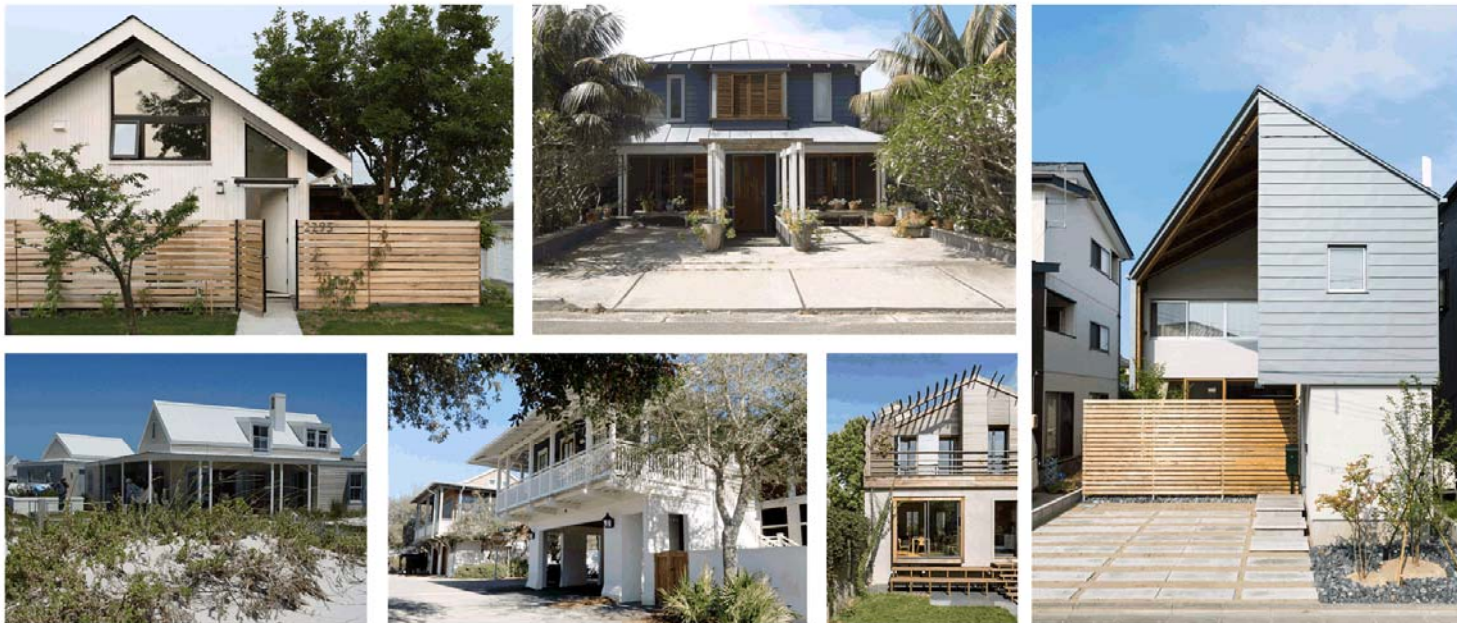


Plan example of a Mews



9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC

Housing Typologies



Conclusion



The draft Skennars Head DCP provides guidance on engineering, setback, buffers and other regulations. Whilst these standards can produce a pragmatic design response on paper, the built form inevitably represents a conventional suburban outcome that is not site responsive and lacks a distinctive sense of place. The detrimental impacts of car based suburban development are now widely recognised and include a lack of variety in housing options, carbon emissions, health implications, dormitory suburbs and places that do not respect or celebrate unique environments.

Our proposed changes to the DCP responds to these issues through championing a neighbourhood structure that will deliver a unique, sustainable and forward thinking outcome using best practise urban design principles.

Appendix



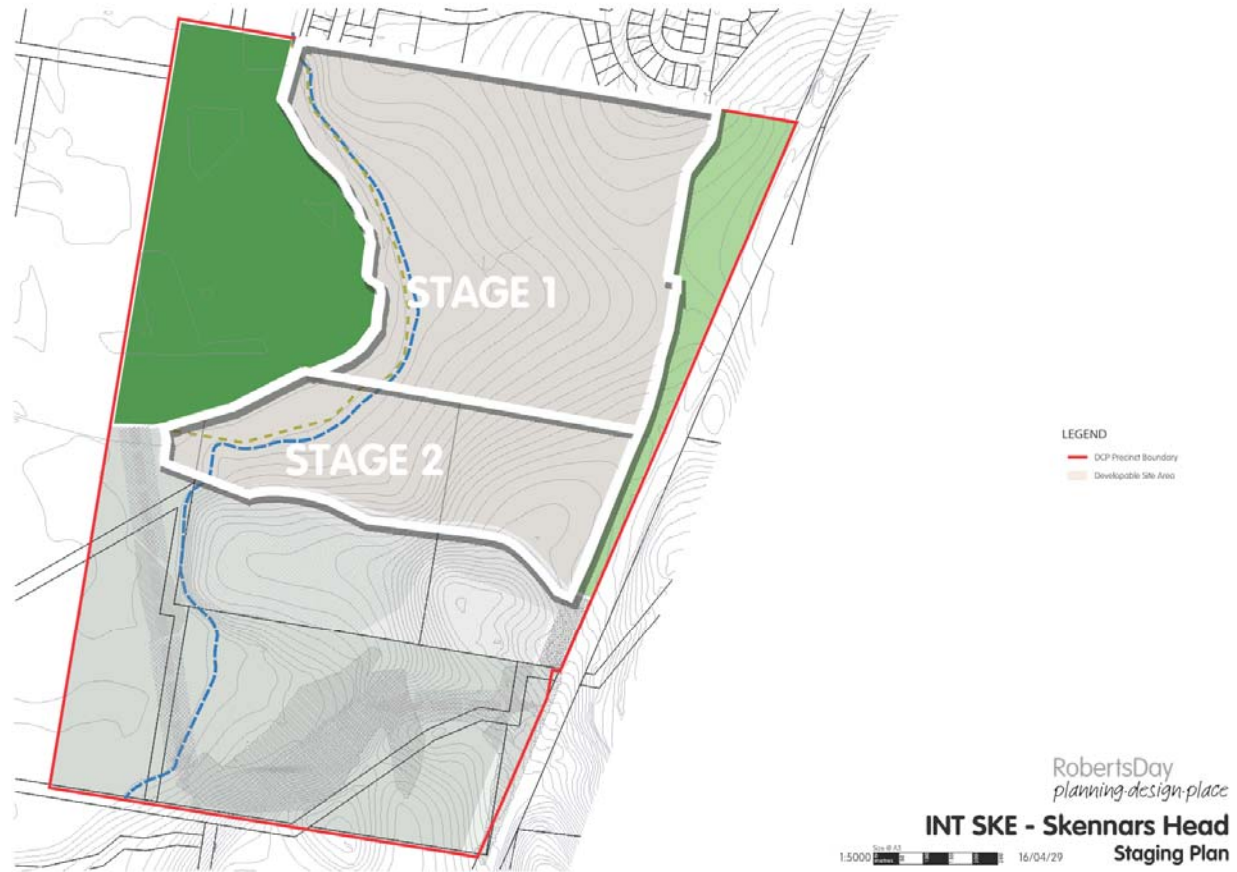
9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC



9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC



9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC



9.2 Development Control Plan Amendment - Skennars Head Expansion.DOC



RD great places...
RobertsDay planning design place

level four
17 rondle street
sunny hills
nsw Australia 2010
t+61 2 8202 8000