

24DP013	Cams Wharf - 1 Wild Duck Drive and 2 Lorikeet Loop - Demolition of existing tavern and function centre, construction of new pub, ancillary function centre, swimming pool, car parks and temporary function centre
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Key focus area	4. Diverse economy
Objective	4.5 New development and growth complement our unique character and sense of place, now and into the future
File	DA/1658/2022 - D11504662
Author	Senior Development Planner - Leena Sebastian
Responsible manager	Manager Development Assessment and Certification - Steven Masia

Address	1 Wild Duck Drive and 2 Lorikeet Loop, Cams Wharf	
Owner	Iris Raffertys Resort	
Applicant	Barr Property and Planning	

# **Executive summary**

The application seeks consent for demolition of the existing tavern and function centre, and construction of new pub, ancillary function centre, swimming pool, car park and temporary function centre at 1 Wild Duck Drive and 2 Lorikeet Loop, Cams Wharf within Raffertys Resort.

The Department of Planning Housing and Infrastructure's *Guide to Varying Development Standards* specifies the elected Council as the determining authority for development applications where the variation to a numerical standard is greater than 10 per cent.

The development proposes a maximum height of 12.83m, which comprises a 4.33m or 51 per cent variation to the maximum building height development standard of 8.5m and, as such, is required to be reported to Council for determination.

A detailed assessment of the application has been undertaken, with the proposal deemed to meet the objectives of the *Lake Macquarie Local Environmental Plan (LMLEP) 2014* and the *Environmental Planning and Assessment Act 1979*.

The development application is considered acceptable on merit and is therefore recommended for approval, subject to conditions of consent.



#### Recommendation

#### Council:

- A. endorses the development standard variation under clause 4.6 of the *Lake Macquarie Local Environmental Plan 2014*, providing a maximum height of 12.83m, exceeding the 8.5m development standard by 4.33m or 51 per cent, and
- B. approves development application DA/1658/2022 for demolition of the existing tavern and function centre, and construction of new pub, ancillary function centre, swimming pool, car parks, and temporary function centre at 1 Wild Duck Drive and 2 Lorikeet Loop, Cams Wharf, subject to conditions of consent.

#### Context

The site forms part of the Community Title development at Raffertys Resort in Cams Wharf. Raffertys Resort is an integrated tourist and residential facility located on the eastern shore of Lake Macquarie. The resort has been operating since 1993 and accommodates a range of self-contained tourist accommodation, permanent dwellings and facilities such as conference centre, bar/bistro swimming pools and tennis courts.

The site comprises two lots, 1 Wild Duck Drive and 2 Lorikeet Loop (Lots 30 and 31 DP 270043) located in the western part of the resort which largely contains communal facilities and tourism related commercial uses. Existing development includes a tavern and function centre, and a separate smaller bistro and pool near the lakeside boundary.

The site is zoned SP3 Tourist under the *LMLEP 2014* and has a maximum building height of 8.5m.

Surrounding land uses to the north, east and south of the site are predominantly residential properties, some of which also serve as tourist accommodation. The western boundary of the site is adjoined by the resort's Community Lot, beyond which lies Lake Macquarie. Figure 1 shows the context and setting of the site.

A planning proposal (RZ/4/2022) for a mixed-use tourist and residential precinct and increase in maximum permitted building heights at the site is currently being considered by Council. This development application does not rely on the outcome of the planning proposal and is being assessed under the current planning controls and development standards.





Figure 1 - Subject site (outlined red) and surrounding context

#### **Discussion**

The application seeks development consent for construction of a new pub, ancillary function centre, swimming pool and car park at 1 Wild Duck Drive and 2 Lorikeet Loop, Cams Wharf within Raffertys Resort. The pub will replace the existing tavern and function centre building and be located generally within the same footprint. The existing car parking area and access from Lorikeet Loop for the tavern will be retained.

The application also includes new car parking areas, a temporary function centre to cater for events whilst the development is being constructed, and demolition of the existing tavern.

The pub is a two-storey building and includes bar, dining areas and gaming rooms at the ground level, with an ancillary function centre at the upper level. Terraced dining areas are proposed on the western side of the building, with walkways leading to a lower ground level containing a pool, bar and gymnasium. Figure 2 shows the proposed Site Plan, and Figure 3 provides an architectural render of the proposed building.

Car parking for the development is proposed in three new locations, in addition to the existing car park at the site's frontage. The car parking areas for the development are identified as A, B, C and D in Figure 2. The proposed car park on the southern part of the site, (identified as D), contains remanent native vegetation which is also identified as an endangered ecological community. Site D was considered unsuitable in Council's assessment due to lack of sufficient supporting information and not included as parking supply for the proposal. The total parking supply across the remaining locations (location A, B and C) is 94 spaces. All car parking areas will be sealed and provided with appropriate stormwater drainage.



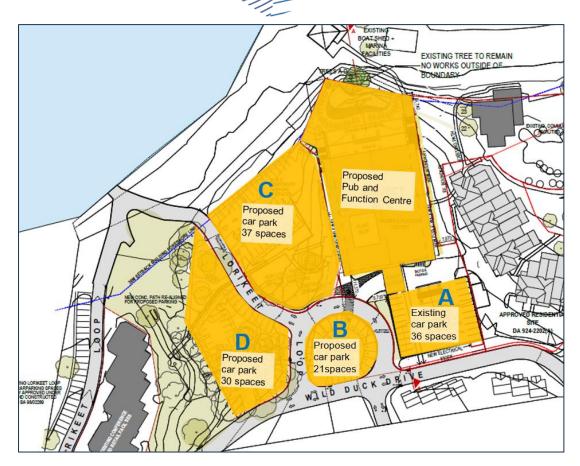


Figure 2 - Proposed Site Plan

The temporary function centre will be located on the existing grassed area to the south of the tavern (Site C). Temporary marquee and facilities will be set up as required to cater for the events. The use of this area will be limited to the construction period for the development. Once the main pub and function centre is constructed, Site C will be developed into a car park, and the operation of the permanent function centre will be subject to the completion of these works.

Plans of the proposed development are provided in Attachment 1.

The detailed assessment of the development, undertaken in accordance with the *Environmental Planning and Assessment Act*, has considered the key issues, including traffic impact, car parking provision, character of the development, amenity impacts and construction impacts. It is considered suitable mitigation measures are in place and conditions of consent are proposed to ensure the development does not have an unreasonable level of impact.

The proposed pub and lower ground facilities have been assessed to have a parking demand of 59 spaces. The parking supply on Sites A and B, which combined provide for 57 parking spaces, are considered adequate for the proposed pub and lower ground facilities, despite the minor shortfall of 2 spaces. However, there is a shortfall in the parking supply for the function centre which has been designed to accommodate up to 300 people. The function centre has been assessed to have a total parking demand of 98 spaces, however Site C has a supply of only 37 spaces. The maximum capacity of the function centre will be limited to a capacity of 110 people, to correspond to the parking availability on Site C. In the event the applicant is able to identify suitable additional parking in the future than this cap could be reconsidered through an application to modify development consent. However,

Cams Wharf - 1 Wild Duck Drive and 2 Lorikeet Loop - Demolition of existing tavern and function centre, construction of new pub, ancillary function centre, swimming pool, car parks and temporary function centre Development and Planning Standing Committee Meeting | 11 June 2024 | Page 93



based upon the available parking supply events with capacities greater than 110 up to a maximum of 300 people can be facilitated by buses, whereby the proponents will be required to prepare a specific event and traffic management plan and obtain approval from Council prior to each event. Conditions to this effect will be imposed to ensure the amenity of the community is not adversely impacted by the parking overflows from the development.

Traffic generation from the development was assessed to be within the capacity of the existing local road network. The internal roads within the resort operate as a shared zone with a low-speed limit of 15km/hr which is regulated by the existing speed humps and signposts. As the predicted traffic generation is within the environmental capacity of these roads, no additional safety measures are warranted by the development.



Figure 3 – Perspective of the development from the northwest

# **Height of building**

Clause 4.3 of the *LMLEP 2014* provides a maximum building height of 8.5m for the site. The development proposes a maximum height of 12.83m, which represents a 51 per cent variation. The variation is largely attributed to the architecturally designed chimney elements and the roof form which provide a distinctive character to the building. The roof form has a maximum height of 11m (29.4 per cent variation) and the chimney represents the maximum variation of 51 per cent.

Figures 4 shows the extent of the development above the 8.5m height limit, when compared to the existing building.



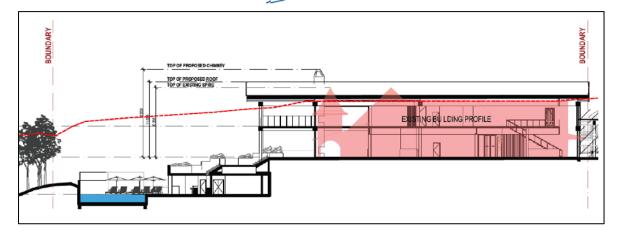


Figure 4 – Extent of development above 8.5 m height limit (indicated by the red line) with existing building profile shaded in red

A written submission under clause 4.6 of the *LMLEP 2014* has been received from the applicant requesting a variation to the maximum building height (refer to Attachment 2). The written submission provides the following justification for the variation:

 The height exceedance is largely due to the architectural qualities of the building being the roof form and minor elements (roof support columns) of the west facing balcony which capitalises on the lake views and creates a visually attractive development on the foreshore.

The additional height facilitates a design theme with a floating roof form which provides an identity to Raffertys Resort and supports the objective to create a premium waterfront tourist destination which is consistent with the objective of SP3 Tourist zone.

- The existing building has a maximum height of 11m which includes turret features and pitched roof. The development provides a roof form which is similar in height and the additional chimney features are not considered to be substantially higher than the existing building height.
- When viewed from the lake, the development will be set against the backdrop of vegetated ridgelines to the east, and the visual amenity of the foreshore will not be adversely affected.

Existing vegetation along the periphery of the development site will soften the built form and integrate it with the surrounding environment.

- No adverse impacts are anticipated on the solar access and privacy of the adjoining properties as result of the building height variation.
- Strict compliance with the maximum height would result in a reduction in the function room height which compromises the spatial quality of the interior. It would also adversely impact on the design of the architectural roof form.
- Any reduction in height is considered unreasonable given no adverse impacts from the proposed exceedance.

Assessment of the submitted variation and the proposed building height has been undertaken by Council staff and it is considered strict compliance with the height control is unreasonable and unnecessary, as it would erode the design theme of the built form and compromise the high-quality design of the development. Council staff are satisfied the



applicant has satisfactorily demonstrated that compliance with the building height development standard is unnecessary and unreasonable in this instance.

The design incorporates architectural elements and finishes, which create a high-quality building form, meeting the objectives of the building height development standard. Despite the height exceedance, the proposal is consistent with the existing character and scale of the buildings used for commercial uses at the site.

The development facilitates a sensitively designed tourist focused development to create a premium waterfront tourist destination which supports the objectives of the SP3 Tourist zone. The development is consistent with Council's Local Strategic Planning Statement which encourages enhanced tourism products and experiences to draw visitors to the city. The proposal also aligns with the initiatives in Council's Destination Management Plan to tap into the potential of popular destinations in our city and enhance visitor economy in a sustainable manner.

The application demonstrates strict adherence to the development standard in the circumstances is unreasonable and unnecessary. The development is consistent with the underlying objectives of both the development standard and zone and there are sufficient planning grounds to justify contravening the development standard.

# Community engagement and internal consultation

The application was notified in accordance with Council's Community Engagement Strategy (CES) from 22 July 2022 to 12 August 2022. The notification period was extended until 16 September 2022 upon request from community members.

Following the submission of additional information, the application was notified from 11 May 2023 to 1 July 2023, from 8 January 2024 to 29 February 2024, and from 7 May to 29 May 2024.

A total of 140 submissions, including 138 objections and two in support, were received across the notification period as detailed below:

- 54 in the first notification period
- 41 in the second notification period
- 22 in the third, and
- 23 in the fourth notification period.

A summary of the issues raised in the submission and response is provided in Attachment 3.

During the assessment of the application, advice was sought from relevant departments within Council, including Development Assessment and Certification, Community Partnerships, Asset Management, Environmental Management, and Waste Services. Matters raised throughout the assessment have been addressed through the submission of additional information or proposed conditions of consent.

Subsidence Advisory NSW has provided General Terms of Approval for the building which are included in the proposed conditions of consent. The application was also referred to Ausgrid, WaterNSW and NSW Rural Fire Service, who raised no objection.



# **Assessment of options**

This report recommends Council approves development application DA/1658/2022 for a new pub, ancillary function centre, swimming pool and car parks at 1 Wild Duck Drive, Cams Wharf, and 2 Lorikeet Loop, Cams Wharf, subject to conditions of consent. This is recommended as the development is consistent with the objectives of the SP3 Tourist zone and the height of buildings development standard. The development will support the ongoing use of the site for tourism related activities, provides an attractive architecturally designed built form in a waterfront location, and achieves reasonable and balanced outcomes in the public interest.

Should Council determine to refuse the development application, the reasons for refusal should be noted in the motion for refusal. Alternatively, Council may determine to refer the development application to the assessing officer to address specific issues identified.

#### **Next steps**

If Council approves the height variation and approves the development, the notice of determination will be finalised with conditions of consent.

Should Council refuse the development application, a notice of refusal stating the reasons will be issued. The applicant reserves the right to appeal the decision in the Land and Environment Court in this instance.

# **Key considerations**

#### **Economic**

The development will have economic benefits to the city as envisioned in the Lake Macquarie Local Strategic Planning Statement.

Growing the city's economy will help Lake Macquarie realise its potential as a desirable tourist destination in Hunter region and NSW.

The development aligns with Council's strategic intent to encourage tourism development in lakeside destinations that provides new tourism products, spaces, and activities.

The development will contribute positively to the local economy through increased spending and multiplier effects.

#### **Environment**

The development is considered acceptable with regard to environmental impacts. Impact on the foreshore, vegetation, bushfire protection, safety and amenity of the resort have been assessed, and no unreasonable impacts are anticipated from the development.

The traffic generation from the development is within the capacities of the existing local road network, and internal road network.

The development does not require removal of any native vegetation. Documentation submitted with the application demonstrates the built form and all car parking spaces have been designed to mitigate impact to any vegetation on the site.

Environmental safeguards, such as dust suppression, traffic control, sediment and erosion control, waste management and noise mitigation, will be required during construction and these can be addressed through conditions of consent. The construction management plan will be required to be prepared in consultation with the resort's community association as recommended in the documentation submitted with the application.



The development will be required to operate in accordance with a plan of management to ensure the amenity of the existing resort community is not unreasonably affected by the operation.

# Community

Community consultation has been undertaken in accordance with the Council's CES. One hundred and thirty-eight submissions in objection to the development were received. All concerns raised have been addressed in the assessment of the application.

#### Civic leadership

Civic leadership is shown through Council implementing planning controls, including considering appropriate variation to the development standard, having considered the merits of the development.

Despite the departure from the height of building development standard, the development is consistent with the objectives of the site's zoning, the objectives of the height of building development standard, and Council's adopted strategies including the Lake Macquarie Local Strategic Planning Statement and Destination Management Plan.

#### **Financial**

The application will be subject to development contributions that will contribute to local roads, public transport, open space, and recreation and community facilities.

#### Infrastructure

Being a community title scheme, all roads and infrastructure within the resort are privately owned and managed by the community association.

The traffic generation from the development is within the capacities of the existing internal road network and no further works or upgrades are required as a result of the development.

The development will be required to include footpath linkages between the new car parking areas and the pub, including lighting.

# Compliance

The application has been assessed by staff in accordance with the *Environmental Planning and Assessment Act 1979* and is reported to Council for determination in accordance with Department of Planning Housing and Infrastructure's *Guide to Varying Development Standards*.



# Legislative and policy considerations

Environmental Planning and Assessment Act 1979

Environmental Planning and Assessment Regulation 2021

Coal Mine Subsidence Compensation Act 2017

Rural Fires Act 1997

State Environmental Planning Policy (Resilience and Hazards) 2021

Lake Macquarie Local Environmental Plan 2014

Lake Macquarie Development Control Plan 2014

Lake Macquarie Community Participation Plan

Lake Macquarie Community Engagement Strategy

Lake Macquarie City Local Strategic Planning Statement

### **Attachments**

1.	Architectural Plans - DA/1658/2022 - 1 Wild Duck Drive CAMS WHARF	D11538243
2.	Clause 4.6 variation request - DA/1658/2022 - 1 Wild Duck Drive and 2 Lorikeet Loop Cams Wharf	D10755129
3.	Summary of submissions - DA/1658/2022 1 Wild Duck Drive and 2 Lorikeet Loop Cams Wharf	D11504154



ARCHITECTURAL DRAWING SCHEDULE

COVER SHEET VISION STATEMENT CONTEXT PLAN

AERIAL VIEW CURRENT LOT DEFINITION

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SITE PLAN - TEMPORARY CARPARKING
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3D PERSPECTIVE

TEMPORARY FUNCTION FACILITY

1 WILD DUCK DR, CAMS WHARF, NSW 2281

UPDATED DEVELOPMENT **APPLICATION ISSUE** 





#### Raffertys Vision Statement







Rafferty's is a village resort located on the shores of Lake Macquarie.

Opening in 1993, the resort won an array of accolades in its formative years, most notably "The best tourism of the decade" in the 1999 NSW Tourism Awards.

Over the last 20 years there has been little investment in the resort, in particular the Function, Restaurant and community facilities.

Currently as you walk around the site, there is a lack of life and soul to the village. Community and function facilities are scattered throughout the site and there is a repetitive nature of the residential dwelling style and typology.

Now with the purchase of 5 key resort lots there is the opportunity to bring back the core spirit of the village, by providing a distinctive village centre to be enjoyed by visitors and residences alike.

The Tavern and Function Centre will become the heart of the village, incorporating stunning new pool resort facilities overlooking the lake. The new building will be uniquely "Contemporary Lakeside Architecture" incorporating generous folding metal roofs, australian hardwood timber structures, cladding and natural stone finishes. The implementation of this DA will reinstate Rafferty's to its original status as a leading tourist destination.

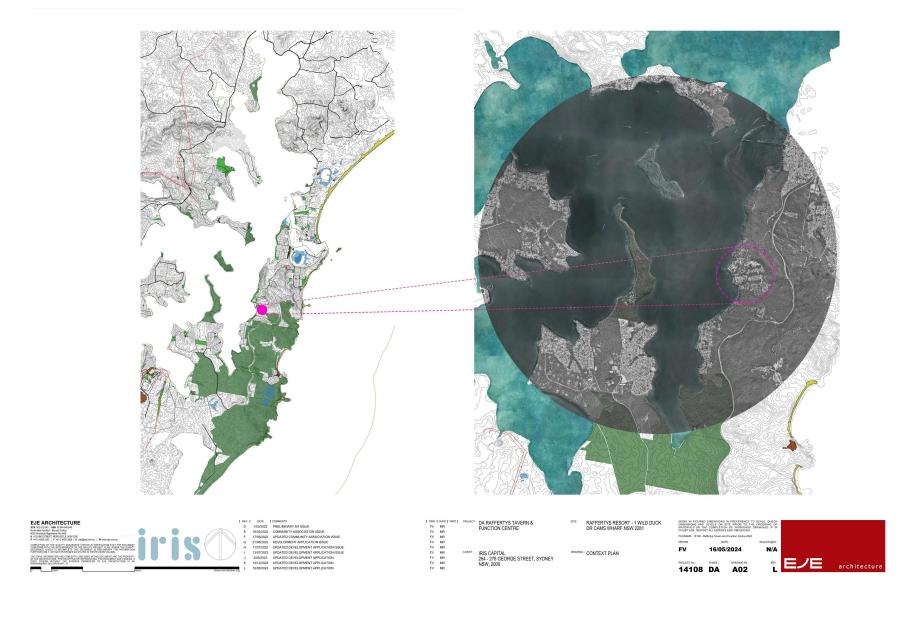






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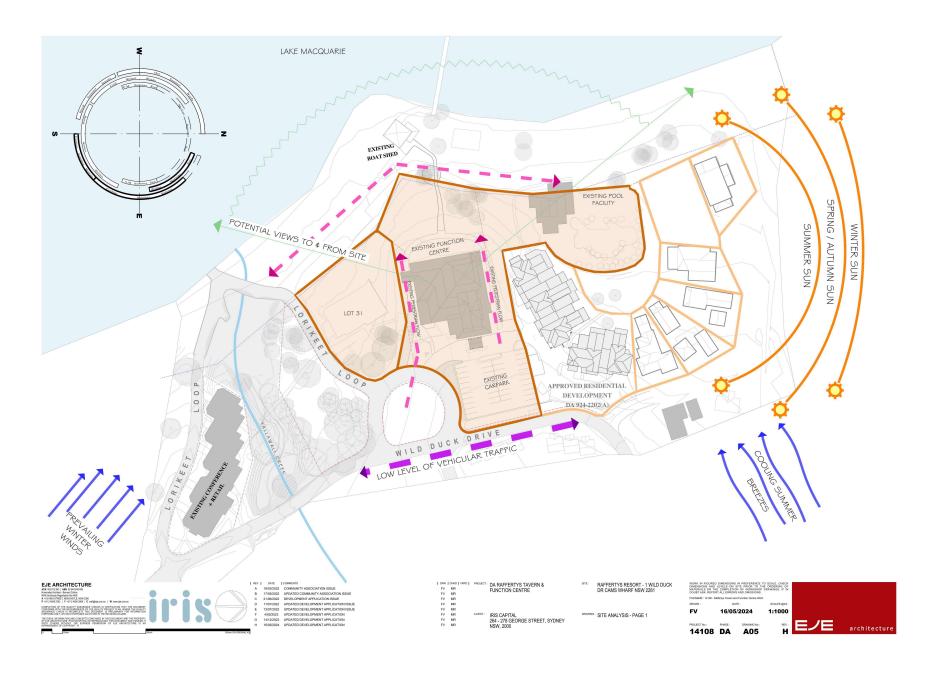
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VIEW OF LAKE MACGUARIE ALONG CAMS WHARF ROAD

NORTH-EAST VIEW OF EXISTING FUNCTION CENTRE

NORTH-WEST VIEW OF EXISTING FUNCTION CENTRE



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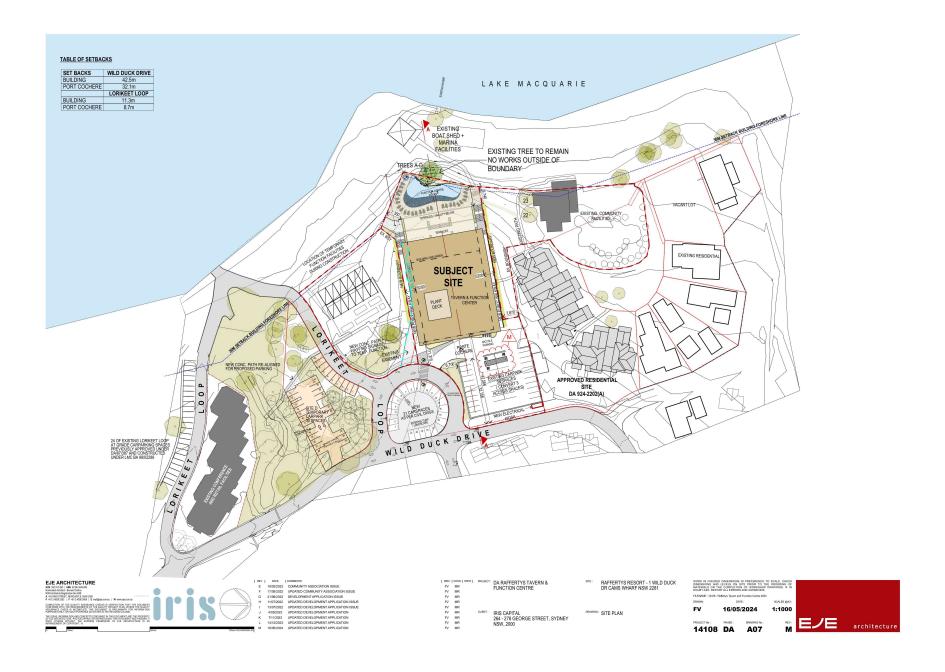
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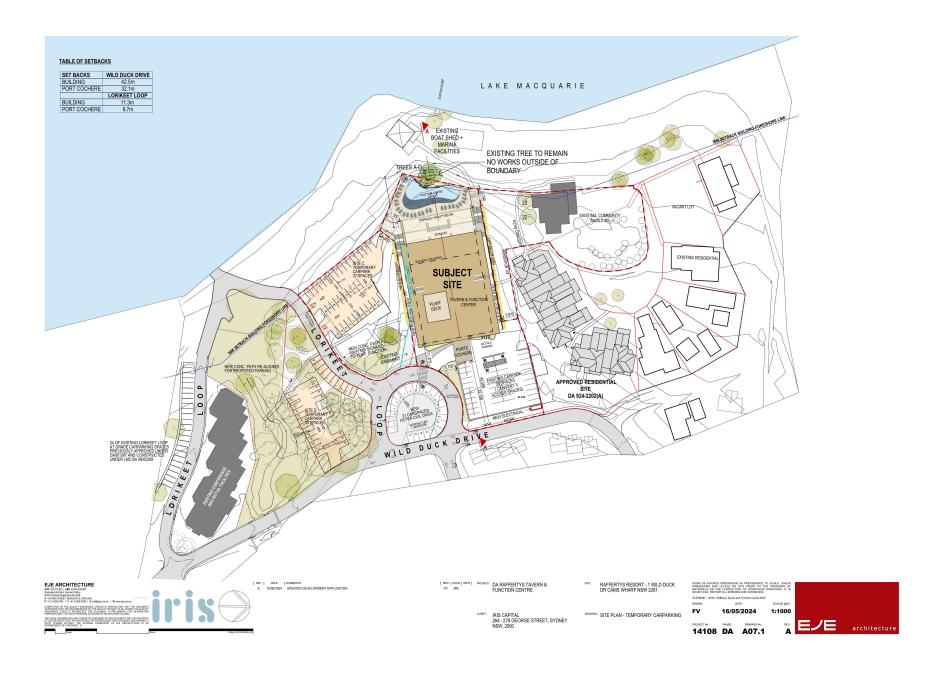
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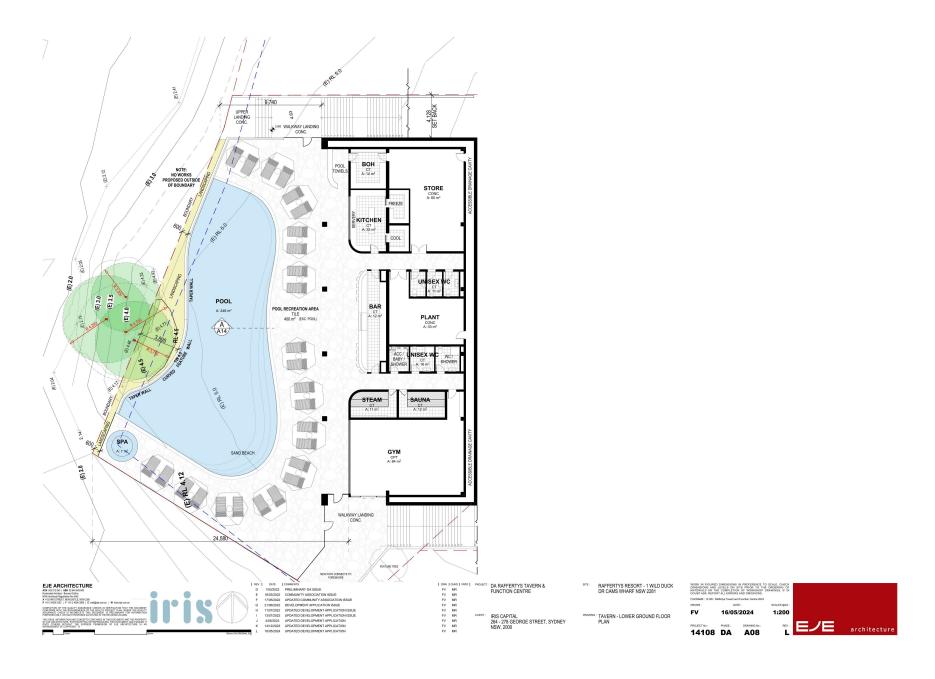
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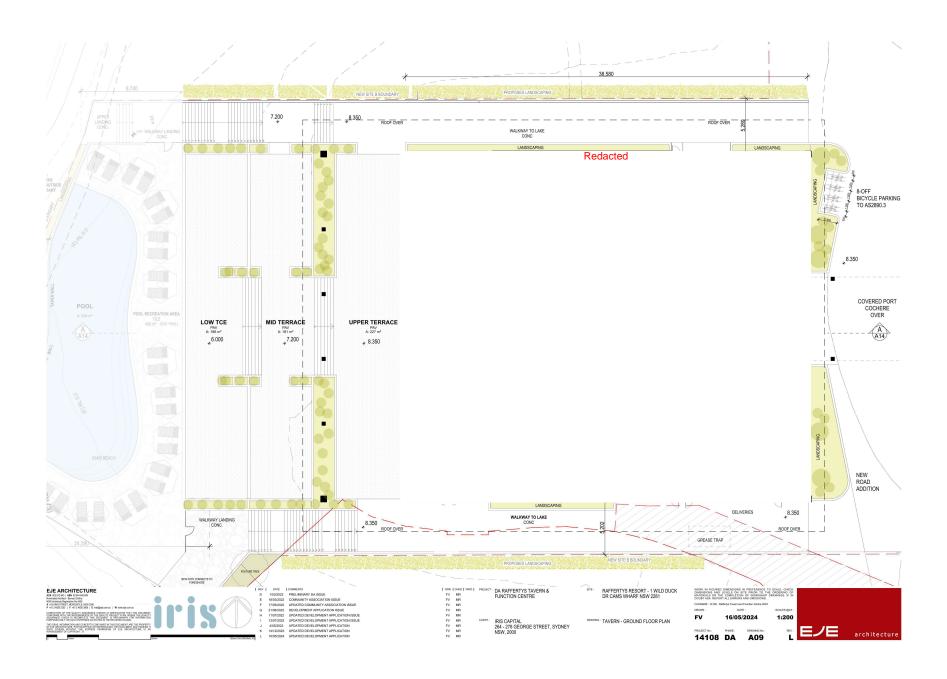
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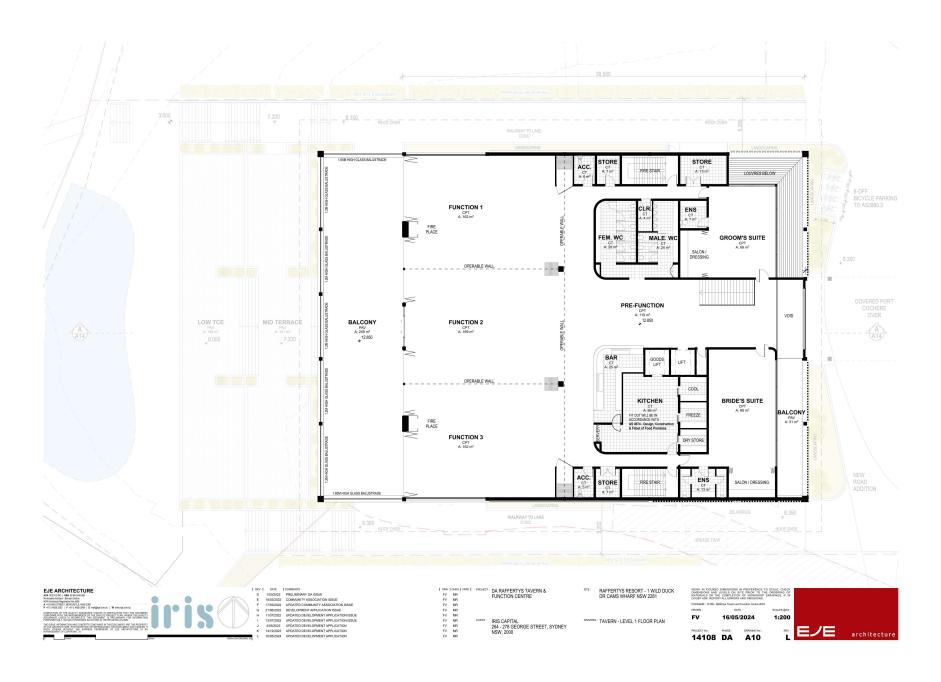


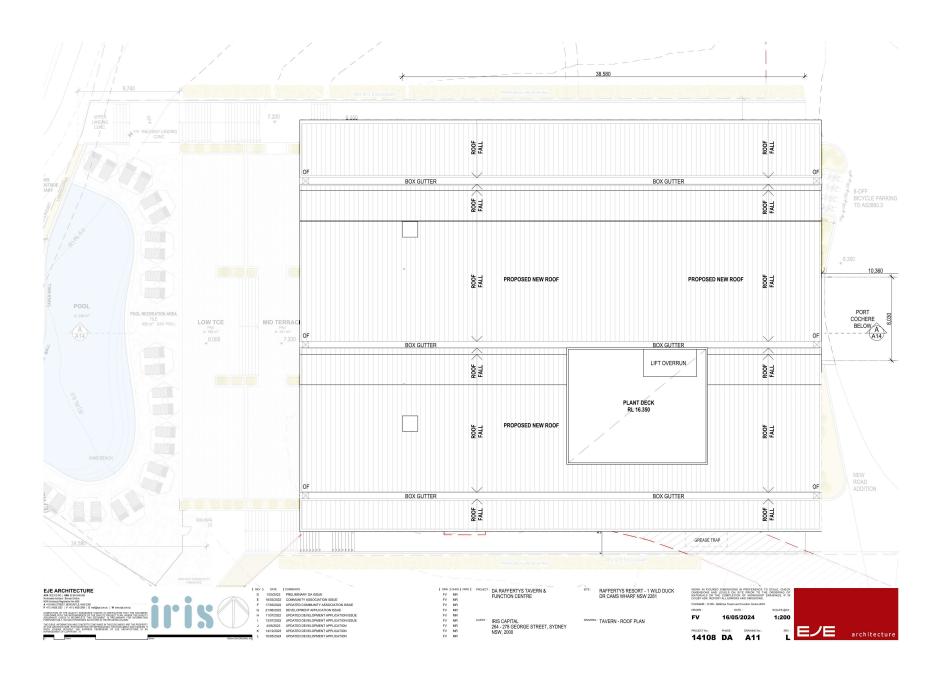


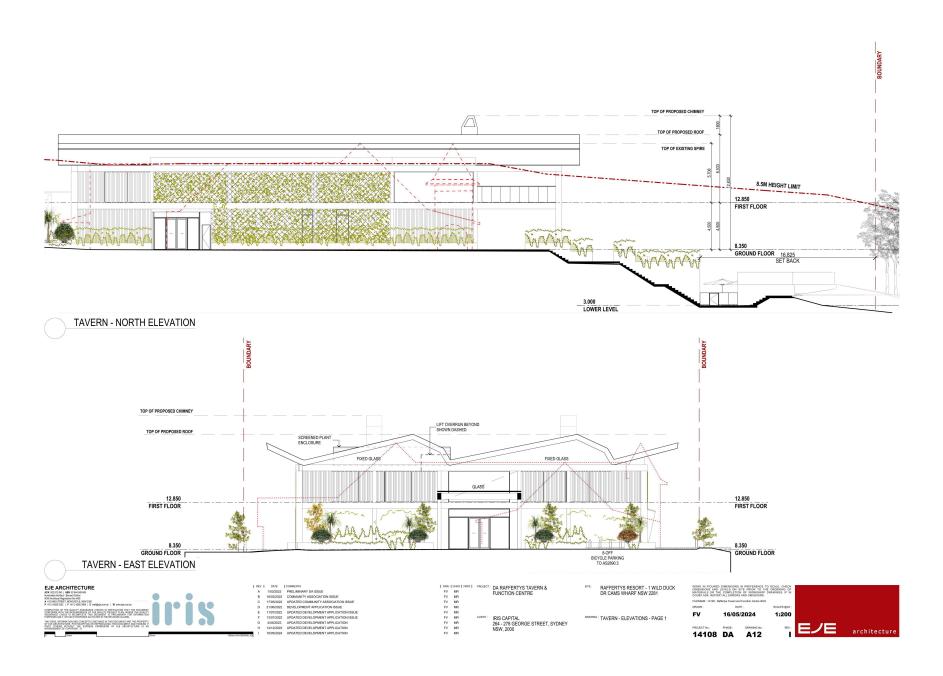


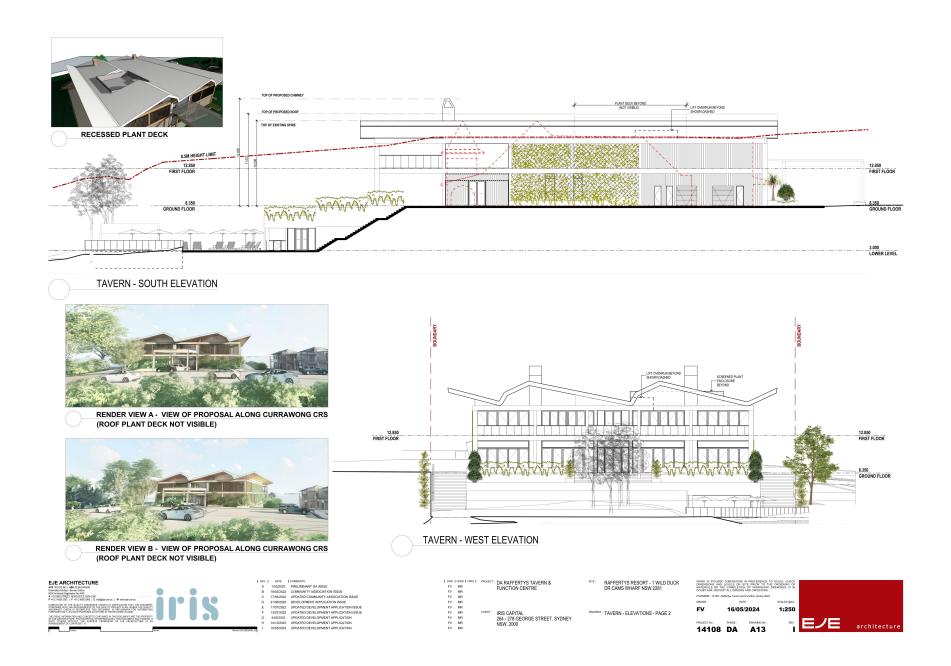


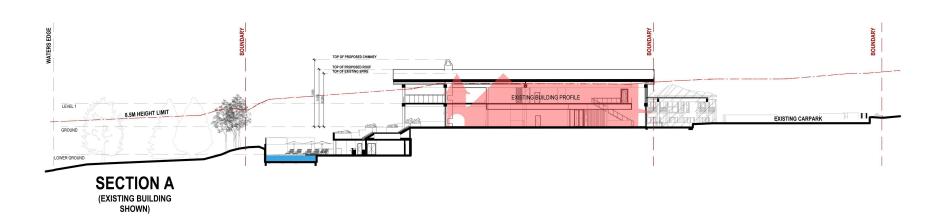


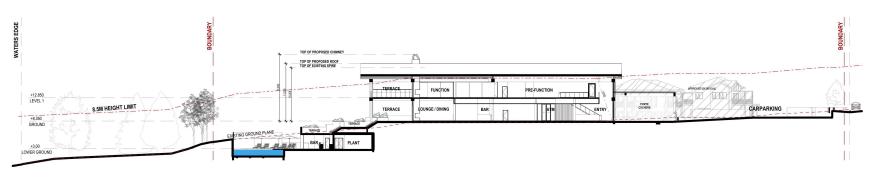






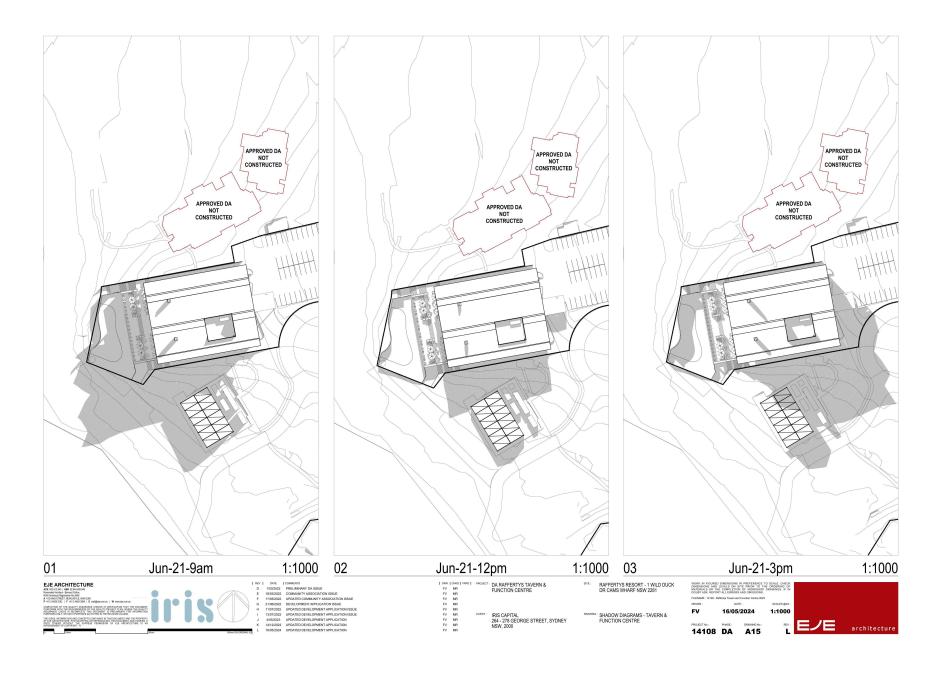






# **SECTION A**









DAN [CHRD [ VRFD ] PROJECT: DA RAFFERTYS TAVERN FUNCTION CENTRE

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NSWY, 2000

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JOHNNEL TAVERN - EXTERNAL RENDERS - PAGE Y







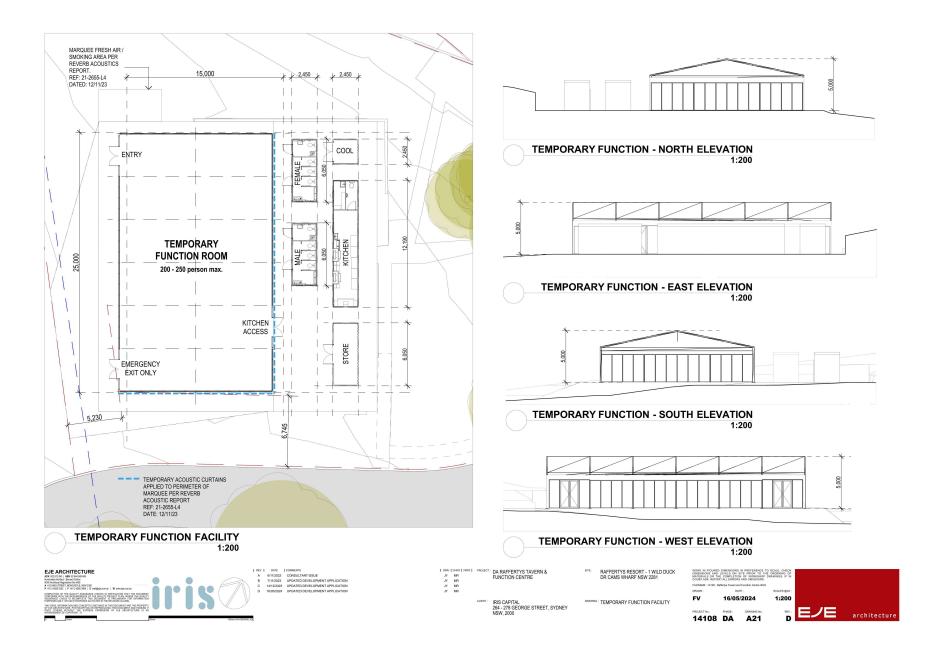


| REV | DATE | COMMENTS | COMMENTS | A 1307/2022 SO PRESENTIVE ISSUE | S 4056223 UPDATED DEVELOPMENT APPLICATION | C 14/12/2021 UPDATED DEVELOPMENT APPLICATION | D 16/05/2021 UPDATED DEVELOPMENT APPLICATION |

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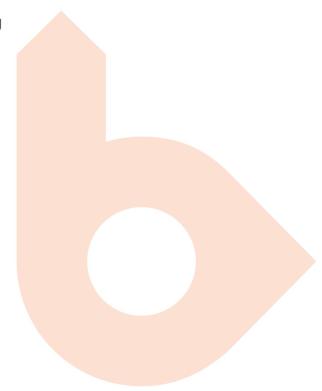


# Clause 4.6 Height of Building 1 Wild Duck Drive Cams Wharf

Prepared by Barr Planning

For Iris Capital Pty Ltd

July 2022





Clause 4.6 Report July 2022

### **Document Control**

Title: Clause 4.6 Variation to Development Standards – Height of Building

Address: 1 Wild Duck Drive, Cams Wharf

Job No. 21NEW0022 Iris Capital Pty Ltd Client:

#### Document Issue:

Issue	Date	Prepared by	Reviewed by
Draft 1	06/07/2022	Jack Varka	Rebecca Johnston
Final	13/07/2022	Samuel Liu	Rebecca Johnston

Signed

Samuel Liu **Project Planner** 

Bcomm, MPlan, PIA (Assoc)

Rebecca Johnston

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**Associate Planning Manager** 

BTP (Hons), Cert IV Project Management,

MBA, Registered Planner, MPIA

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Clause 4.6 Report July 2022

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#### 1 Introduction

This Clause 4.6 variation request has been prepared to support a development application for a proposed development comprising a tavern with an ancillary function centre located at Lot 30 and 31, DP 270043, otherwise known as 1 Wild Duck Drive, Cams Wharf. The site of the proposed building the subject of the is Clause 4.6 Variation Report is located on Lot 30.

This Clause 4.6 Report has been submitted to support the proposed non-compliance with the height of buildings development standard pursuant to the Lake Macquarie Local Environmental Plan 2014 (LMLEP 2014).

The maximum building height shown on the relevant Lake Macquarie LEP Map HOB\_011 is 8.5m. The proposed development will have a height of up to 12.83 metres which will exceed the maximum building height by 4.33 metres or 51%. This maximum height, however, is exclusively limited to two proposed roof chimney features which are considered to be architectural roof features permissible with consent under Clause 5.6 of the LMLEP 2014. The predominant roof form will otherwise have a height of 11 metres which will exceed the maximum building height by 2.5 metres or 29.4%.

Consent must not be granted for development that contravenes a development standard unless the consent authority has considered a written request from the applicant. The request must justify the contravention of the development standard by demonstrating under LMLEP Clause 4.6(3) that:

- (a) That compliance with the development standard is unreasonable or unnecessary in the circumstances of the case, and
- (b) That there are sufficient environmental planning grounds to justify contravening the development standard.

This Clause 4.6 Report is to be read in conjunction with the Architectural Plans – DA Issue prepared by EJE Architecture dated 13 July 2022.



# 2 Site Description

### 2.1 The Site

The site is located at 1 Wild Duck Drive, Cams Wharf, being Lot 30 and 31, DP 270043. Lot 30 has an area of approximately 10,375m<sup>2</sup> and is of an irregular shape. The site zoned SP3 Tourist under LMLEP 2014 and is also identified as land within 'Cams Wharf Area 1' under the additional permitted land uses map of the LMLEP.

The area is largely defined by low density residential lakeside development surrounded by vegetated hillsides. The lot generally slopes from the east to west across the site down towards Lake Macquarie.

The site has its main frontage towards Wild Duck Drive with primary access via driveway entrances leading to a carpark within the front setback. Pedestrians also access the site via the main frontage at Wild Duck Drive and can also access the site towards the rear at the western boundary via pedestrian pathways.

The subject site is a well-known as a popular tourist destination due to the existing Rafferty's Resort, a 4.5-star resort. Rafferty's Resort is nestled between the bush and the lake on a quiet bay of Cams Wharf. The site addresses Lake Macquarie to the west, with immediate views of the lake from the site, and of the site from the lake. The site is surrounded by natural vegetation and there is a prominent ridgeline to the east, which forms a vegetated backdrop.



Figure 1 Site Locality Map. Source: Near Map (January 2022)

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# 3 Proposed Development and Compliance with Lake Macquarie Local Environmental Plan 2014

The proposed development includes the demolition of the existing function centre and removal of existing garden beds and vegetation and the construction of a new two-story building with three levels of external tiered terraces and architectural roof forms comprising two feature chimneys. Construction of a temporary function centre for use during construction is also proposed on Lot 31.

Architectural elevations as shown in Figures 2 and 3 below.



Figure 2 Southern Elevation. Source: EJE Architecture June 2022

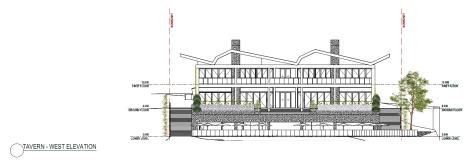


Figure 3 Western Elevation. Source: EJE Architecture June 2022

# 3.1 Zone Objectives

The site is zoned SP3 Tourist under LMLEP 2014 as shown at Figure 4. The proposed development will comprise of a food and drink premises and an ancillary function centre which are permissible with consent under the Land Use Table of the SP3 Tourist zone.

Clause 7.14 of LMLEP 2014 also applies to land identified in 'Cams Wharf Area 1'. Pursuant to Clause 7.14(2):

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Development consent may be granted to development for the purpose of an integrated tourist facility that may contain a range of accommodation types (including dwellings) and a combination of land uses including retailing, recreational and community activities appropriate to the community's needs on land to which this clause applies.

Clause 7.14(3) defines an integrated tourist facility as follows:

- (3) In this clause, an integrated tourist facility means a facility that contains the following—
  - (a) tourist facilities, including a range of accommodation types and dwellings, and
  - (b) a combination of land uses including community facilities, recreation areas, recreation facilities and retail premises, appropriate to the needs of the community.

An understanding of an integrated tourist facility assists in assessing how the proposed development addresses the objectives of the SP3 Tourist zone.

The site is zoned SP3 Tourist under LMLEP 2014 as shown at Figure 4. The objectives of the SP3 Tourist zone are as follows:

- To provide for a variety of tourist-oriented development and related uses.
- To encourage tourism development that is sensitively designed to enhance and complement its location and that avoids unacceptable adverse impacts on the environment.
- To preserve land for tourism by limiting and discouraging development and uses that are not tourist related.
- The proposed development meets the first objective of SP3 zone by providing food and drink premises and an ancillary function centre as a related use. The development will support an existing integrated tourist facility being Rafferty's Resort.

The proposed development meets the second objective of the SP3 zone regarding sensitively design. The building will be appropriately sited within the landscape and will integrate generous building setbacks, being setback a minimum of 42.5 metres from Wild Duck Drive and 32.5 metres from the western foreshore lot boundary to avoid impacts to views and amenity of adjoining users. The building will use recessive colours and non-reflective building materials to complement the lakeside resort location and reduce visual impact. An articulated building and roof form will further reduce the bulk and scale of the development and provide visually attractive design.

The proposed development meets the third objective of the SP3 zone by preserving and continuing to utilise the site for tourist related development, specifically with food and drink premises and an ancillary function centre, as part of an integrated tourist facility.

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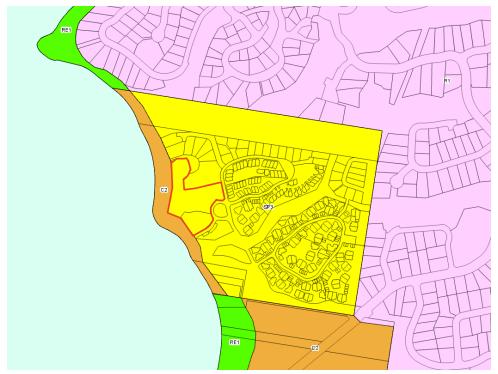


Figure 4: Extract Land Zoning Map. Source: NSW Planning Portal ePlanning Spatial Viewer

# 3.2 Clause 4.3 Maximum Building Height

Clause 4.3 applies to development on the site as mapped in the Map HOB\_011 map and as shown in Figure 5. Clause 4.3(2) of LMLEP 2014 states:

(1) The height of a building on any land is not to exceed the maximum height shown for the land on the Height of Buildings Map.

# Where

building height (or height of building) means—

- (a) in relation to the height of a building in metres—the vertical distance from ground level (existing) to the highest point of the building, or
- (b) in relation to the RL of a building—the vertical distance from the Australian Height Datum to the highest point of the building,

including plant and lift overruns, but excluding communication devices, antennae, satellite dishes, masts, flagpoles, chimneys, flues and the like.

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Figure 5: Extract Height of Building Map. Source: LMLEP 2014

The site is mapped as having a maximum building height of 8.5 metres. The development will have a roof height of up to 11 metres which will result in a height exceedance of up to 29.4% above the development standard.

It is noted that the roof chimney features have a height of 12.83 metres, which also exceeds the maximum building height. However, the chimneys would be considered to be architectural roof features and the exceedance considered under Clause 5.6 Architectural Roof Features of the LMLEP. This is addressed in the Statement of Environmental Effects prepared for the development application.

#### 3.3 Objectives of the Development Standards

Under the Environmental Planning and Assessment Act, 1979 (the EPA Act) a development standard is defined as:

'Provisions of an environmental planning instrument or the regulations in relation to the carrying out of development, being the provisions by or under which requirements are specified or standards are fixed in respect of any aspect of that development'.

The EP&A Act defines a development standard to include 'the height, density, design or external appearance of a building or work'. In this respect, the height of building specified in the LMLEP 2014 is considered a development standard.

Consistency of the proposed development with the development standard and associated objectives of Clause 4.3 are a key consideration in determining whether to grant consent to a contravention of

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the height of building development standard. The objectives of Clause 4.3 are outlined in sub clause (1):

- (a) To ensure the height of buildings are appropriate for their location,
- (b) To permit building heights that encourage high quality urban form.

Notwithstanding the noncompliance of the development with the numeric development standard, the development is considered to meet the objectives of Clause 4.3. An assessment of this is set out within Section 4 of this report.

# 4 Clause 4.6 – Exceptions of Development Standards

### 4.1 Objectives of Clause 4.6

Clause 4.6 of the LEP states the following:

- (1) The objectives of this clause are as follows:
  - (a) to provide an appropriate degree of flexibility in applying certain development standards to particular development,
  - (b) to achieve better outcomes for and from development by allowing flexibility in particular circumstances.

Clause 4.3 is the development standard that relates to the maximum building height a development can be built to. Clause 4.6 provides flexibility in the application of this development standard, allowing for improved and consistent development outcomes.

#### 4.2 Applicability of Clause 4.6

The development standard in Clause 4.3 is not expressly excluded from the operation of Clause 4.6. Clause 4.6(2), therefore, grants the consent authority the discretion to consent to the proposed development despite the contravention of this development standard.

#### 4.3 Considerations under Clause 4.6

Issues for the consent authority's consideration in determining whether to grant consent for development that varies a development standard are outlined in Clause 4.6(3) and 4.6(4) of the LEP. These considerations are addressed below:

Clause 4.6(3)(a) That compliance with the development standard is unreasonable or unnecessary in the circumstances of the case

Having regard for the guidance provided by Preston CJ in Wehbe v Pittwater Council [2007] NSWLEC 827 (Wehbe), Wehbe Method 1 has been here utilised to demonstrate that compliance with the

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development standard is unreasonable or unnecessary in the circumstances because the objectives of the development standard are achieved notwithstanding the non-compliance with the standard.

The objectives of Clause 4.3 Height of Buildings are listed below along with an assessment against the objective of the noncompliance.

(a) to ensure the height of buildings are appropriate for their location.

The building height exceedance is attributed in part to the first floor external balcony facing west as well as the articulated roof form. The proposed height exceedance is considered appropriate for the location as it supports the amenity, value and attraction of the development in a waterfront location without causing material adverse impacts in overshadowing or the reduction in amenity of privacy of other users.

The proposed first floor external balcony leverages the view corridor towards Lake Macquarie which supports improved visual attraction and amenity of Rafferty's Resort and enhances its value proposition as a premium waterfront destination. This is seen to be consistent with the SP3 zone objective to promote and encourage tourist and related development. Maintaining strict compliance to the maximum height would be unfavourable, requiring alterations in the design that would compromise the amenity and function of the proposal, particularly the first floor function areas and balcony.

The proposed roof is a contemporary folding roof form which complements the waterfront location and is contextually responsive to its tourist setting. A flat roof design was contemplated to reduce the predominant roof height, but would have not achieved the desired design theme, being to reflect the uniquely Australian vernacular of pitched roofs

A Visual Impact Assessment (VIA) prepared by Terras Landscape Architects for the proposed development has assessed the height exceedance and visual impacts of the development to be compatible with the site's scenic quality rating and has considered the impacts of the development within the Scenic Management Zone of Nords Wharf, as defined in Lake Macquarie City Council's Landscape Settings. The proposed development will retain a thick vegetated backdrop, ensuring views from the east remain limited. The vegetated backdrop will also reduce the visual impact of the development from the west, with the viewer distance from the opposite shoreline meaning that the blended vegetation shall remain the predominant view.

The impacts of the height exceedance will further be mitigated through siting the development with generous setbacks. The development will be setback 42.5 metres from Wild Duck Drive and 32.5 metres from the western lot boundary fronting Lake Macquarie. The setbacks will mitigate impacts to scenic views enjoyed from adjoining properties towards the lake and privacy impacts between existing and proposed developments within the site.

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#### (b) to permit building heights that encourage high quality urban form.

The proposed height exceedance will encourage high quality urban form by providing an articulated roof design and architectural roof features for visual interest and appeal of the wider tourist resort. The undulating roof form will complement the visual character of planned future development of Rafferty's Resort and the Cams Wharf area and will highlight its prominence as a premium tourist lakeside attraction. The articulated roof design will contribute to visual interest in the built form and will assist in reducing bulk and scale of the proposed development. Accordingly, the building height proposed in conjunction with the building design is considered to provide a quality built form within the existing context.

The shadow diagrams in the Architectural; Plans (A15 Rev I) indicate that the proposed development will not overshadow the adjoining approved or proposed residential development.

Extensive and integrated landscaping is proposed to soften the appearance of building and hard surfaces. Existing mature trees at the edges of the development and surrounds will complement the buildings proposed scale The folding roof in a complimentary palette will complement the use of natural materials including hardwood timber, prefinished concrete and stone.

The height has been shown to provide no adverse impact that would warrant the strict compliance with the development standard. Therefore, any requirement for reduction in height is considered unnecessary and unreasonable.



Figure 6 Visual Render of Proposed Built Form. Source: EJE Architects July 2022

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#### Clause 4.6(3)(b)

# There are sufficient environmental planning grounds to justify contravening the development standard

The proposed development will replace the existing tavern centre located on Lot 30. It is noted that elements of the existing building, notably the turret feature and pitched roof has a height of 10.21 metres which exceeds the maximum building height of 8.5 metres (See Figure 2). The predominant roof height of the new building will be up to 11 metres which is considered to be not substantially taller that the existing development. On this basis, the proposed height exceedance is considered reasonable and should be supported.

# Clause 4.6(4)(a)(i) and (ii) The applicant's written request has adequately addressed the matters required to be demonstrated by subclause (3)

Whether the proposal is in the public interest can be assessed by its compliance with the objectives of the particular standard and the objectives for development within the zone in which the development is proposed to be carried out.

The assessment contained within Section 3 and 4 of this report has demonstrated that the proposal is consistent with both the objectives of the standard within Clause 4.3 of the LMLEP and the objectives for development within SP3 Tourist zoning.

The development's design has been informed by the Landscape Standards and Architectural Standards for Raffertys Resort prescribed by the Community Associated DP 270043 by-laws in the Community Association Statement. Extensive consultation has been undertaken with representatives of the Raffertys Resort Community Association Design Subcommittee Iris Capital and EJE to present and discuss the architectural design for the proposed development, in the context of the Landscape and Architectural Standards.

Accordingly, the consent authority can be satisfied that the development is in the public's interest.

#### Clause 4.6(4)(b) The concurrence of the Secretary has been obtained

Further to the considerations above, Clause 4.6(4)(b) states that the concurrence from the Secretary must be obtained for the contravention of this development standard.

In this case, concurrence from the Secretary is applicable according to the planning circular 'Variations to development standards' PS18-003 Issued 21st February 2018. The circular states that:

All consent authorities may assume the Secretary's concurrence under:

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- Clause 4.6 of a local environmental plan that adopts the Standard Instrument (Local Environmental Plans) Order 2006 or any other provision of an environmental planning instrument to the same effect, or
- State Environmental Planning Policy No 1 Development Standards.

The circular specifically states that:

The Secretary's concurrence may not be assumed by a delegate of council if:

- the development contravenes a numerical standard by greater than 10%; or
- the variation is to a non-numerical standard.

The height of the building at its highest point is 11 metres over the maximum building height corresponding to a 29.4% exceedance of the maximum building height. Planning Secretary concurrence cannot be assumed.

According to the Lake Macquarie *Variations to Development Standards Fact Sheet 2018*, which states, inter alia:

Council has delegation from the NSW Department of Planning and Environment to assess and determine most variations.

Variations more than 10 per cent of a numerical development standard, or variations to a performance-based Development Standard must be determined by the elected Council.

It is understood that as per the above, the variation must be determined by the elected Council.

# Clause 4.6(5)(a) Whether contravention of the development standard raises any matter of significance for State or regional environmental planning

There are no significant matters for State or regional environmental planning that will be affected by the contravention of this development standard for this development.

#### Clause 4.6(5)(a) The public benefit of maintaining the development standard

There are no significant matters with regard to the public benefit that will be affected by the contravention of this development standard for this development.

The development is permitted on the subject site and is consistent with the SP3 zone objectives. The proposed development is consistent with the built form of the resort and surrounding area. Contravening the height of building development standard is not considered to have a detrimental impact on the development of the surrounding area or neighbouring sites, as assessed above. As such,

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the proposal benefits the public and no material public benefits of maintaining the development standards.

### 5 Conclusion

The relevant considerations of Clause 4.6 have been discussed above and support the variation of the development standard in this instance. This report has systematically addressed the matters required to be demonstrated by Clause 4.6(3), and satisfied the considerations required to be made by Council under Clause 4.6(4)(a)(i). The deviation from the prescribed building heights is consistent with the zone objectives and the objectives of the development standard Clause 4.3 and Lake Macquarie Council may be satisfied that it is in the public interest pursuant to Clause 4.6(4)(a)(ii).

In accordance with the requirements of sub-clause 4.6(4), development consent may be granted for the proposed development.

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**Summary of submissions** A summary of the 140 submissions received is provided below.

Summary of issues	Number of submissions	Council response
Traffic impacts  The development will generate levels of traffic that will have adverse impacts to the local road network.	93	Traffic generation from the development has been assessed by Council Traffic Engineer and found to be within the capacity of the existing local road network. The modelling results for the level of service of existing intersections indicated the development will not result in any significant change to their existing performance.
The existing single entry/exit into the Resort, and existing internal road network is not adequate to cater for the expected levels of traffic.  The site has also been identified to be bypassed by the proposed NSW coastline cycleway, where additional traffic will have adverse impact on the safety at the entry to the resort.		Within the resort, the increase in traffic was assessed to be within the capacity of the internal road network, which effectively operates as a shared zone, and the increased traffic did not significantly increase risk to pedestrians and other users of the road. No additional safety measures are warranted by the development over what already is in place within the resort which includes speed humps and 15km/h speed limitation.  The safety at the entry to the resort will be considered further at the detailed design stage of the NSW coastal cycleway project when it is proposed.
		Outcome: No further action required.

r parking	101				
The development does not provide sufficient car parking to cater for all the proposed uses including restaurant, gaming rooms and function centre.			ate for the development is		
		cent was applied to relevant deduction	ght guests and those arrivi o the parking requirement is applied, the parking estil o and 98 spaces for the fur	for the fund mate for the	ction centre. With e development is
		Area/use	Car parking standard	Demand	Deductions
				(parking spaces)	(parking spaces)
		Lower ground level			
		Kitchen/bar (46m²)	1 per 25m <sup>2</sup> of Gross Floor Area (GFA) as per the DCP.	2	Nil
		Gym (33 m <sup>2</sup> )	Gym – 3 spaces per 100m² GFA specified by <u>TfNSW</u>	1	
		Ground level			
		Pub, gaming area and terraces (1391m²)	1 per 25m² of Gross Floor Area (GFA) as per the DCP.	56	Nil
		Total parking for the pub and lower ground facilities		59 space	es
		Level 1	1 per 5m <sup>2</sup> adopted at the	150	52
		Function centre (747m²)	conference centre at Trinity Point		(25% for overnight guests and 10% for buses)
		Total parking for the function centre		98 space	25

Summary of issues	Number of submissions	Council response
		The function centre is designed to cater for 300 people. On the basis of the estimate in Table 1, it is noted that one car parking space is required for every three people (1:3 ratio).
		Parking supply
		Car parking for the development is proposed in three new locations, in addition to the existing car park at the site's frontage. However, one of the new locations (Site D) was not considered suitable in Council's assessment due to lack of sufficient supporting information. Although the submitted plans indicate 38 spaces in the existing car park, Council's assessment has conservatively assumed 36 spaces to allow for any parking loss to accommodate accessible parking spaces. The suitable locations will provide a total of 94 spaces which includes 36 spaces in the existing car park, 21 spaces in the circular area, and 37 spaces on Lot 31.
		The existing car park and the circular area in front of the facility will provide a total of 57 spaces which is considered adequate for the pub and lower ground facility, despite the minor shortfall of two spaces.
		Considering a ratio of 1:3, the remaining 37 spaces on the site can only support 110 people for the function centre.
		Conditions will be included to restrict patron numbers in the function centre to 110 people under normal operations. For events with a capacity over 110 to a maximum of 300 people a specific event and traffic management plan will be required. Conditions will also be included to not approve Site D for parking.
		Outcome: Condition of consent will be imposed
Bus parking and manoeuvring  Insufficient information has been provided on the	84	The porte cochere will be used as the drop-off and pick up area for any buses larger than a standard passenger vehicle.
proposed bus parking and manoeuvring		Plans demonstrating buses can enter and leave the site in a forward direction through the existing car parking area have been submitted with the development application. Council staff have reviewed and are supportive of the proposal.
		Outcome: No further action required.

Summary of issues	Number of submissions	Council response		
Service vehicles  The development does not include provision for loading	2	The pub building includes provisions for deliveries and waste collection on the western side of the building.		
and unloading of service vehicles.		As the loading zone interferes with the walkway in this location, conditions will be imposed to ensure public access is restricted and appropriate safety measures are in place, while this area is in use by service vehicles.		
		Conditions will be included to address possible conflict with pedestrians.  Outcome: Condition of consent will be imposed.		
Access via the lake	11	The development does not propose any works to, nor affect the existing foreshore		
Consideration to access to the development from the lake has not been given. If proposed, the existing boat ramp and jetty at the resort is not adequate to cater for the patronage of the development.		facilities including boat ramp and jetty. Access to and from these facilities would be as per existing arrangements within the resort's community management statement.  Outcome: No further action required.		
	00			
Height of the building  The proposed height exceedance has adverse impacts, including visual intrusion, view loss, overshadowing, including the building loss, overshadowing, including loss, overshadowing, and the building loss of the	36	The subject development is not contingent upon the Planning Proposal proceeding and a height variation can be considered on its merits under Clause 4.6 of the LMLEP 2014.		
inconsistency with the existing character of the resort, and should not be supported.				A clause 4.6 variation to the maximum building height has been submitted with the development application. Council staff have assessed the variation
The clause 4.6 variation request submitted is not of a sufficient standard.		submission and the proposed development, and are supportive of the building height variation. The information contained in the variation submission meets the requirements of clause 4.6 of the <i>LMLEP 2014</i> .		
This application should not be approved until the rezoning proposal is approved due to the height exceedance.		It is considered that strict compliance with the height control in this instance is unreasonable and unnecessary, as it would erode the design theme of the built form and compromises the high-quality of the development.		
		The proposed building height variation does not have adverse impacts to surrounding residents and properties. The development is a replacement of an existing building, which has a similar height, and change to the visual environment is considered to be limited. Overshadowing impacts from the development are largely contained within the site. A view analysis submitted with the development application demonstrates no significant view loss from the development. The height variation is considered acceptable.		
		Outcome: No further action required.		

Summary of issues	Number of submissions	Council response
Character  The development is not in character with the resort and affects the lifestyle of the residents.	61	The built form is a two-storey building. The development presents as a three-storey building from the lake due to the proposed lower ground level and stepping of the building form down the site's slope. The overall bulk and scale of the development is consistent with other two-storey structures within the resort and the locality.
		The development is expected to increase the number of guests to the site compared to existing visitation numbers. This is considered acceptable and appropriate given the site's tourist zoning which supports tourist-oriented developments and uses, including recreational and community activities. Further, the masterplan attached to the restrictive covenant on the site is reflective of the higher order tourism activity envisaged on the site.
		Any intensification and change brought about by the development is considered appropriate.
		Outcome: No further action required.

Summary of issues	Number of submissions	Council response
Visual impact	34	The North Wallarah Peninsula Plan does not apply to the site.
The development is inconsistent with the scenic values envisaged in the North Wallarah Peninsula Masterplan		Notwithstanding, the visual impact of the development is considered to be acceptable for the following reasons:
		The new building is generally within the footprint of the existing building.
		<ul> <li>Mature foreshore vegetation will be retained and there is limited change to the existing visual environment, and existing view corridors.</li> </ul>
		<ul> <li>The existing building has a maximum height of 11m which includes turret features and pitched roof. The development provides a roof form which is similar in height and the additional chimney features are not considered to be substantially higher than the existing building height.</li> </ul>
		<ul> <li>When viewed from the lake, the development will be set against the backdrop of vegetated ridgelines to the east without causing any visual intrusion.</li> </ul>
		<ul> <li>The combination of architectural features and variety of materials reduces the bulk of the proposed development and sets it harmoniously in the foreshore context. This includes the floating roof, a minimalist façade with sleek structural elements and glazing, sandstone terraces and natural finishes.</li> </ul>
		Outcome: No further action required.

Summary of issues	Number of submissions	Council response
Impact on bushland, ecology and wild life  The development will destroy native flora and fauna, and	16	The development does not involve significant clearing of bushland to have significant impact on the local flora and fauna. The plans have been amended to
natural eco systems that define the character of Raffertys.		protect the remnant Casuarina trees near the proposed pool. Only the trees and shrubs located within the footprint of the proposed building and the car park on Lot 31 will be removed.
Increased traffic will endanger the wildlife and birds and cause irreversible impacts to the environment.		The car park proposed within the southern part of Lot 30 (Site D) has been removed from Council's assessment as sufficient information has not been provided to demonstrate minimal impact on the native vegetation on this site.
		Due to the site's proximity to the lake, a detailed assessment has been undertaken against the requirements in State Environmental Planning Policy (Resilience and Hazards) 2021. The proposed works are not anticipated to impact the foreshore amenity or have any adverse impacts on the integrity, resilience, or ecological processes of the lake.
		Outcome: No further action required.
Aboriginal heritage  The development does not address Aboriginal heritage issues.	3	An Aboriginal archaeological assessment has been submitted with the development application which identifies further testing and an Aboriginal Heritage Impact Permit from NSW Environment and Heritage will be required. A condition of consent will be imposed requiring compliance with the outcomes of the report.
		Outcome: Condition of consent will be imposed.
Bushfire	5	The application was referred to the NSW Rural Fire Service who did not raise any
The development does not have sufficient separation from a bushfire threat.		concerns about the separation of the development from any bushfire threat.  Outcome: No further action required.
Acid sulfate soils	3	An acid sulfate soils assessment has been submitted with the application which
The development includes cut and fill works in close proximity to the lake where acid sulfate soils are present and may expose these soils.		recommends further investigation at the detailed design phase to confirm the presence of any affected soils, and measures for their treatment and monitoring, if required. A condition of consent will be imposed requiring compliance with the outcomes of the report.
		Outcome: Condition of consent will be imposed.

Summary of issues	Number of submissions	Council response
Mine subsidence  The development is located in a mines subsidence area and this needs to be considered in the application.	8	Subsidence Advisory NSW have endorsed the plans for the building and issued their General Terms of Approval for the development. GTAs will be included on any consent issued.  Outcome: Condition of consent will be imposed.

Summary of issues	Number of	Council response
	submissions	
Acoustic impacts  The development will have adverse acoustic impacts to the residents and guests of the resort due to noise from patrons of the pub, guests of the function centre, and traffic noise.	50	An acoustic report has been submitted with the development application which identifies the development is capable of complying with relevant noise criteria, subject to mitigation measures being implemented, and development of a noise management plan. A condition of consent will be imposed requiring compliance with the outcomes of the report.
The development will also have adverse acoustic impacts to residents across the water.		Some of the mitigation measures for the permanent function centre and the pub include:
		<ul> <li>Restriction on the permitted entertainment types and sound power limits at the premises</li> <li>Prohibition of live bands at the function centre. Entertainment is restricted to Discos, trios, duos, soloists, etc.</li> <li>Prohibition of amplified entertainment and PA systems on the terraces.</li> <li>Installation of electronic noise limiter in function rooms</li> <li>Construction specification for roof/ceilings external windows and doors, glazing and light fittings.</li> <li>Installation of installation of acoustic barrier fence on the north and south sides of Level 1 terrace.</li> <li>Restrictions as detailed below on the hours of operation for specific uses as per the acoustic report (including overall closure by 12am midnight):         <ul> <li>Ground level, Level 1 and terraces</li> <li>Monday to Friday - 5am to 12am</li> <li>Sunday - 10am to 10pm</li> <li>Good Friday/Christmas Day - 12pm -10pm</li> <li>Lower ground level area</li> <li>Monday to Saturday - 7am to 10pm</li> <li>Deliveries</li> <li>Monday to Saturday - 7am to 6pm</li> <li>Sunday/Good Friday/Christmas Day - 8am -6pm</li> </ul> </li> </ul>
		A condition of consent will be imposed requiring compliance with the outcomes of the report.
		Outcome: Condition of consent will be imposed.

Summary of issues	Number of submissions	Council response
Non-discriminatory access  The development does not provide sufficient non-discriminatory access	6	An access audit has been submitted with the development application which has concluded the development is capable of complying with accessibility legislation, subject to confirmation of details such as finishes, signage, tactile indicators, etc; these details can be provided at the Construction Certificate (CC) stage. A condition of consent will be imposed requiring sign off from an access consultant that the detailed design incorporates the required features.  Outcome: Condition of consent will be imposed.
Footpaths  The development does not include any footpath provision.	11	The roads within the resort do not currently include any dedicated footpaths. The development will include footpath linkages between the new car parking areas and the pub, which includes lighting (bollards or similar).  Outcome: Condition of consent will be imposed.

Summary of issues	Number of submissions	Council response
Social impact  The development will have adverse social impacts through anti-social behaviour from the pub and function centre, liquor consumption and gambling.	43	A social impact assessment has been submitted with the development application. The most significant social issues arising from the proposed pub and function centre are the impacts arising from the increased availability of alcohol and access to gaming machines, as well as the potential impacts on the immediate community and facilities managed by the Community Title scheme.
		The report identifies relatively high socio-economic status (SES) score for the population in the immediate vicinity of the development which is indicative of high socioeconomic resilience. Therefore, the population profile does not indicate elevated risk levels in this respect to gaming machines or availability of alcohol on the site. Liquor and gaming licenses are issued by Liquor and Gaming NSW, and the proponents already have a license for 20 gaming machines on the existing premises. This existing license requires appropriate measures to be implemented to control the consumption of alcohol and to prevent any problem gaming activities.
		The development will be required to have security on site for events between 6pm and 12am at the function centre.
		The acoustic report submitted with the development application recommends a number of noise management measures to ensure the operation of the function centre does not adversely impact the existing residents within the resort.
		The developer will be required to prepare a construction management plan to ensure construction impacts are minimised. Similarly, a plan of management will be required to incorporate the recommendation of the community association to restrict public access to the communal facilities within the resort. The capacity of the function centre will be capped to correspond to the parking availability for the development.
		Appropriate mitigation measures have been proposed or imposed as conditions of consent to ensure no adverse impact on the community.
		Outcome: Condition of consent will be imposed.

Summary of issues	Number of submissions	Council response
Liquor licencing requirements  The application does not address liquor licencing requirements.	2	This is not a requirement at the development application stage. Liquor licenses are issued by Liquor and Gaming NSW, which is usually undertaken after the approval of development application. It is understood that the proponents already have a liquor and gaming license for the existing premises.  Outcome: No further action required.
Pedestrian safety Internal roads within the resort do not have dedicated footpaths or verges and are used by pedestrians to manoeuvre throughout the resort. The increased traffic from the development will have adverse impacts and increase safety risks to pedestrians.	38	The roads within the resort do not currently include any dedicated footpaths. The development will include footpath linkages between the new car parking areas and the pub, which includes lighting (bollards or similar).  Within the resort, the increase in traffic was assessed to be within the capacity of the internal road network, which effectively operates as a shared zone, and the increased traffic did not significantly increase risk to pedestrians and other users of the road. No additional safety measures are warranted by the development over what already is in place within the resort which includes speed humps and 15km/h speed limitation.  Outcome: No further action required.
Emergency evacuation  Access to the locality is already constrained. Large scale evacuation from the development will exacerbate this.	10	A bushfire assessment was submitted with the application which recommended a bushfire emergency management and evacuation plan be prepared for the development. This could include early relocation of occupants or sheltering in place.  The application was referred to the NSW Rural Fire Service who did not raise any concerns about the adequacy of existing access roads, nor proposed emergency management measures.  The site itself is not flood affected; however, overtopping of Yallawali Creek may cut off access to the development during extreme flood events. The facility is not anticipated to operate in such extreme conditions. In the unlikely event of the development being cut off, the occupants/guests can shelter in place as the site is identified as a safe refuge during floods.  A flood risk management plan will be imposed as a condition of consent.  Outcome: Condition of consent will be imposed.

Summary of issues	Number of submissions	Council response
Visual privacy  There is no visual privacy to and from the proposed pool.	2	It is considered there is no adverse visual impacts from use of the pool. The pool is located on the western side of the proposed pub building, away from existing residents within the resort.  Outcome: No further action required.
Impacts to sewer  The development places an additional burden on sewer infrastructure.	3	The development has been reviewed by and endorsed by Hunter Water Corporation. A hydraulic assessment and any augmentation, if required, will be undertaken at the CC stage.  Outcome: No further action required.
Lack of street lighting The development does not include any street lighting.	5	The roads within the resort do not currently include any street lighting. The application does not propose to implement any new street lighting.  Lighting (bollard lights or similar) will be provided for the footpaths that connect the pub building to the proposed car parking areas.  Outcome: Condition of consent will be imposed.

Summary of issues	Number of submissions	Council response
Temporary marquee and functions  The temporary marquee and functions may have adverse acoustic and lighting impacts to surrounding residents.  There is insufficient car parking to cater for the functions to be held in the temporary marquee, as well as service providers such as caterers.  The application has not demonstrated how facilities such as toilets, power, gas, fire protection, stormwater, etc will be managed.	23	An acoustic report has been submitted with the development application which recommends a number of noise management measures to ensure the operation of the temporary function centre does not adversely impact the existing residents within the resort. This includes installation of a 1.8m high temporary acoustic barrier along the perimeter of the temporary function area, and along the south and east sides of the marquee area. All amplified entertainment will be required to stop by 10pm and restrictions will be imposed on the sound power limits.  All staff and employees at the temporary function centre, including subcontractors will be required to receive information training on noise management and an event manager will be required on site.  The existing car parking area adjacent to the existing tavern building will be used for the temporary function centre. This car parking area provides 36 spaces which enables the capacity of the function centre to be 110 people.  The area to be used for the temporary function centre is serviced by water and electricity. No permanent structures are proposed and no specific stormwater management measures are required. Events will be catered with temporary amenities and facilities including toilets, catering/food and drink service, lighting, etc.  Outcome: Condition of consent will be imposed.
Restrictive covenant  A restrictive covenant exists for the site that prevents any other development; this cannot be removed without the approval from the Community Association.	5	The covenant relates to an old masterplan (01/577) which included a two storey conference centre, and 48 residential units across seven buildings and car parking area, in addition to the existing restaurant and function centre. The masterplan covered the subject site and the adjoining land to the north.  The covenant is no longer relevant as the master plan has been superseded by another approval. A condition requiring this covenant to be relinquished will be imposed.  Outcome: A condition of consent will be imposed.

Summary of issues	Number of submissions	Council response
Non-compliance with Raffertys Resort by laws.  The development does not meet the architectural and landscape standards in the Raffertys Resort by-laws.  Other obligations in the community management statement have not been met by the proponents.	This assessment of the development application has been undertaken in accordance with the requirements in the <i>Environmental Planning Assessment Act 1979</i> , and includes consideration of Council's development controls and standards. The Raffertys Resort design guidelines and standards, and other by laws, are not matters for consideration in Council's assessment, and are matters between proponent and Community Association.  It is understood the plans submitted with the development application were	
		reviewed by the resort's community association review panel prior to the lodgement of the application.  Outcome: No further action required.
Impact to common facilities within resort  The development will adversely impact the existing common facilities within the resort including tennis court, pool, and boat ramp.	37	A social impact assessment has been submitted with the development application which addresses the use of common facilities in the resort. The assessment recommends a plan of management is developed in consultation with the community association that identifies house rules and access restrictions to the facilities by guests.
		This has been reviewed and is supported by Council staff.  A condition of consent will be imposed requiring the plan of management to address this matter.  Outcome: Condition of consent will be imposed.
Access to common facilities within resort  The development does not provide access to the proposed swimming pool and lower level recreational areas to residents of the resort.	12	The proponent has advised that recreation area on the lower ground floor of the pub building, which includes a pool, bar and gymnasium, will be accessible to guests and residents within the resort. Details of how this will be facilitated will be required in the site plan of management.  Outcome: No further action required.

Summary of issues	Number of submissions	Council response
Maintenace and management costs  The increased usage of roads and common facilities within the resort will burden the existing owners as the development does not correspond to the current apportioning of costs.	39	The masterplan attached to the title of the site includes a two-storey conference centre in addition to the existing pub and function centre. The proposed intensification of use is generally consistent with the previously approved masterplan.  Council is of the opinion that the subject site was always envisaged to facilitate a higher order tourism use to support the resort and this was reflected in the unit entitlement. Any further consideration of apportioning of costs (ie changes to unit entitlements) is a matter to be negotiated between the proponent and the Community Association.  Notwithstanding, the plan of management for the development will be required to include any recommendations of the community association to manage public access to the communal facilities.  Outcome: Condition of consent will be imposed.
Impact on revenue	41	
The development will negatively impact on the holiday letting revenue of the private owners in the resort due to loss of amenity.		Amenity loss has been assessed through various specialist studies and appropriate mitigation measures have been included in the proposal or imposed through conditions to ensure no adverse impacts.
The development will negatively impact businesses outside of the resort which draw their clientele from the resort.		Loss of revenue and financial market performance are not matters for consideration under the <i>Environmental Planning and Assessment Act 1979</i> .
The current market conditions with rising interest rates and shortage of labour and material could jeopardise the development, and result in a partially constructed structure which would negatively impact the revenue from use of the resort.		Outcome: Conditions of consent will be imposed.
Holiday letting facilities  Holiday letting of the resort is currently managed through the reception desk within the existing restaurant. The development has not included a similar facility.	3	The inclusion of reception / holiday letting facilities is not a matter for consideration within the planning legislation. The inclusion or otherwise of these facilities would be a matter between the proponent and Community Association.  Outcome: No further action required.

Summary of issues	Number of submissions	Council response
Boat hire facilities  The existing heat hire facilities, which are award by the	3	The development does not propose any works to, nor affect the existing boat hire facilities at the site.
The existing boat hire facilities, which are owned by the resort, have not been considered in the development.		Outcome: No further action required.
Construction impacts	41	A condition of consent will be imposed requiring construction management plans to be prepared, including consultation with the resort community association. The
Construction will have adverse impacts to surrounding residences in the resort, and on the infrastructure within the resort.		plan will be required to address at a minimum, public safety, amenity, site security, traffic control measures, pedestrian safety, noise and vibration, dust, and waste management.
Request for construction to not occur on weekends and during NSW school holidays.		A dilapidation report covering all private and public land adjoining the development will be required prior to the commencement of works. All identified damage to public infrastructure will need to be repaired by the developer/benefitted party prior to the issue of any occupation certificate.
		Restrictions on construction activities during school holidays is not considered necessary or reasonable. The location and scale of the development can be constructed without unreasonably impacting the functioning of the remainder of the resort during these periods.
		Outcome: Condition of consent will be imposed.
Notification and community consultation	41	Community consultation was undertaken in accordance with Council's adopted Community Engagement Strategy.
Not all affected owners, including property owners in Raffertys Resort, were directly notified of the application, and sufficient time was not provided to provide submissions.		The application was originally notified to the adjoining properties, and properties which, in the opinion of Council staff, may be impacted by the proposal. Subsequent notifications also included persons who had previously made a
Amended plans do not address key concerns from initial and re-notification periods.		submission.  Outcome: No further action required.
Documentation	11	A model is not a requirement for the development application. Perspectives / 3D renderings have been submitted with the architectural plans which alongside the
A model of the development has not been provided for viewing.		
The documentation includes reference to the rezoning proposal, master plan and other details which carry no weight in the current development application.		Outcome: No further action required.

Summary of issues	Number of submissions	Council response
Conditions of consent  If the application is approved, conditions of consent should be imposed that requires the resort Community Association to be further consulted, including provision of dilapidation reports and plans of management.  Council should also honour the other restrictions in the Community Management Statement such as noise restriction after 11pm, prohibition on pets etc.	9	Conditions will be imposed to require plans of management to be prepared in consultation with the Community Association to ensure the amenity of the existing resort community is not unreasonably affected by the operation of the development.  The conditions will require consultation with the Community Association where their feedback is required, which could include construction management plans, operational management plans and event management plans. Council's conditions are informed by environmental assessment of the development and the specialist studies accompanying the application. Conditions will be imposed in accordance with the considerations under Section 4.17 of <i>Environmental Planning and Assessment Act 1979</i> . Other restrictions in the Community Management Statement are binding on the proponent, not Council.  Outcome: Conditions of consent will be imposed.
Development assessment process	1	Noted.
Support for Council staff's diligence in assessment of application.		Outcome: No further action required.

Additional car park plans	23	
The additional car park plans still presents a shortfall of 30-35 spaces. All the other issues with traffic, single access etc still remain.		Shortfall in parking is acknowledged. The capacity of the function centre will be capped accordingly.
Amended plans do not show bus drop off and pick up areas.		The porte cochere will serve as the bus drop-ff/pick-up point. Bus manoeuvring diagrams are provided in Attached A of the Technical Design Note prepared by SECA solutions.
Accessible parking has not been shown. The car park dimensions are much smaller than those required for commonly used cars.		The most recent set of architectural plans indicate three accessible car parking spaces in the existing car park. The existing car park will be required to comply with Australian Standards. New line markings and minor modifications are anticipated to accommodate these requirements. Council's parking estimate has conservatively assumed the loss of two car parking spaces as a result of these modifications.
No provisions have been made for boat and trailer parking. Site C and D are currently used for trailers and boats.		The development does not trigger the need for boat and trailer parking. Sites C and D do not have any formal approval for boat and trailer parking.
The plans do not show how safe manoeuvring can occur from the car park areas without impacting traffic on Currrawong Circuit and Wild Duck Drive.		Turning diagrams have been submitted for the proposed car parking area and they will be required to comply with Australian Standards. Given the low-speed environment, no safety issue or congestion is anticipated from the movement of vehicles in and out of the car parks.
The gravel car park is indicative of a temporary arrangement which could be replaced in the future. This can also lead to gravel deposit on community land.		The car park will be treated with two coat seal and provided with suitable drainage. If the car park site is redeveloped in the future, replacement car park will be required for the operation of the function centre.
Council's parking estimate should consider the existing road widths, not just the gross floor area of the development.		Council's DCP as well as those prescribed by TfNSW are generally based on gross floor areas. The capacity of the function centre will be capped based on the

Summary of issues	Number of submissions	Council response
		parking availability on the site. Overflow parking onto the road is not a concern if the parking needs are met on the site.
		Outcome: Conditions of consent will be imposed.
Incomplete response to Council's request for information dated 28 March 2024	23	
The car park plans notified to the public do not provide a full understanding of the proposal.		The car park plans were adequate to inform the public of the additional car parking proposed for the development. Council's assessing officer was available to clarify any enquiries in this regard.
It is not clear how the temporary function centre and car park can operate on the same site.		The temporary function centre will operate on the site during the construction phase. The car park will be constructed before the commencement of operation of the permanent function centre.
The proposed car park implies that the rezoning proposal is not progressing.		In the event of the car park being displaced by any development facilitated by the planning proposal, alternate parking arrangement will be required for the function centre.
The applicant has not addressed all the requirements in Council's letter.		Additional information was submitted subsequent to the car park plans.
The community reserves the right to lodge another submission once full information is submitted to Council.		The final notification was to inform public of the additional car park – being the only amendment to the proposal. The other matters in Council's request for information were required for the assessment of the application. Therefore, a further notification is not considered necessary.
Given lack of sufficient information to address the concerns raised by Council, the development should be rejected.		Council's determination is based on the information made available with the application. Site D was removed from the proposal due to lack of adequate information.
		Outcome: Conditions of consent will be imposed.

Summary of issues	Number of submissions	Council response
Use of existing car park during construction	5	
The existing car park will be affected by the proposed demolition and construction works. Council should consider the parking availability for the temporary function centre during works.		The temporary function centre will only be allowed operate when the existing car park is available for use. Conditions to this effect will be imposed.  Outcome: Conditions of consent will be imposed.