# The Entrance Peninsula Planning Strategy

# Summary of Purpose and Main Recommendations of the Draft Strategy

The purpose of the draft Entrance Peninsula Planning Strategy is to review The Entrance Strategy 2000 (covering The Entrance suburb and part of The Entrance North suburb only) and to carry out comprehensive strategic planning for the Long Jetty and The Entrance North suburbs, which had not been previously undertaken.

The draft Entrance Peninsula Planning Strategy has been prepared and refined following substantial site and issue investigation and analysis, including careful consideration of community / stakeholder input. These investigations, analyses and considerations were carried out at broad level over the entire strategy area, as well as examined in more detail at a neighbourhood level within 16 precincts, divided primarily in relation to their relatively uniform characteristics.

It was important to carry out such comprehensive investigation and analysis to confirm that the appropriate planning controls and non-planning aspects are in place to facilitate suitable development types in appropriate locations, and identify any anomalies or issues that needed to be rectified.

The draft strategy makes a substantial number and variety of recommendations in relation to improving land use planning (via future masterplanning and LEP and DCP amendments), the public domain (i.e., streetscapes, open spaces, reserves, beaches, lake foreshores and the like), roads, traffic and transport, pedestrian and bicycle facilities, connections between various areas and facilities and tourism. Important recommendations are also made in relation to establishing arrangements to facilitate improved liaison between stakeholders for the purposes of improving amenity, promoting The Entrance's attributes, developing effective tourism strategies, generating ideas for increasing the variety of attractions and activities, improving business operation and the like.

The main findings of the investigations and analysis were as follows, that:

#### For Land Use Planning Aspects

- A number of changes to the current zoning framework are required. It was confirmed, following careful analysis, that for most of the strategy area, the existing zoning framework is appropriate to cater for the future population. However, some zoning changes, considered to be essential, have been recommended and these include:
  - A Extending the 3(a) Business Centre Zone of The Entrance North Neighbourhood Centre to the southern side of Hargraves Street, currently zoned 2(a) Residential. (Refer pages in draft TEPPS pp. 51 & 55-56)
  - B Rezoning the Dunleith Tourist Park site to 3(d) Tourist Business, to facilitate high quality tourist development, considered to be essential for this important site alongside The Entrance Channel. (pp. 51 & 55-56)

- C Rezoning the Dening Street Carpark Site to 3(a) Business Centre, to facilitate its highest and best use, which it is capable of supporting retail, commercial, entertainment uses on the lower levels with private residential and/or tourist accommodation above, and carparking below. (pp. 89-91)
- D Rezoning the former The Entrance Infant School site on the corner of Oakland and Battley Avenues to reflect its current land uses and highest and best uses (i.e., rezone to part 5(a) Special Use Community Centre, 2(c) Medium Density Residential and 6(a) -Open Space and Recreation). (p 101)
- E Rezoning The Greens The Entrance Bowling Club site between Taylor and Park Streets from part 2(b) Multiple Dwelling Residential, 2(c) Medium Density Residential and 5(a) Special Use Carpark to 5(a) Special Use Club, to reflect its best and highest use [i.e., rezone to 5(a) Special Use (Club)]. (pp. 128-130 & 132)
- F Rezoning the land bounded by The Entrance Road, Thompson Street, Tuggerah Parade and Pacific Street in Long Jetty from 2(a) Residential to 3(a) Business Centre, to provide for expansion of the Long Jetty Village Centre.

The intention is to expand the Long Jetty Village Centre by up to an additional 5000 square metres of retail space, as recommended by Council's Retail Strategy. By consolidating this additional space into the area surrounded by The Entrance Road, Thompson Street, Tuggerah Parade and Pacific Street, strong functional linkages can be fostered between the Long Jetty Village Centre and Tuggerah Lake and its foreshore reserve.

This additional 5000 square metres of retail space will primarily provide for local convenience services, primarily to cater for the future resident population of Long Jetty. To facilitate such future retail development, the subject lands will need to be rezoned from 2(a) to 3(a), with appropriate building height and floor space ratio controls applied. (pp. 110 & 120)

- Review zonings in Precinct 7 to reflect best and highest use of properties that fits in with the desired future character of the vicinity (which is medium density residential). For example, rezoning 309 The Entrance Road from 5(a) Special Use Club to 2(c) Medium Density Residential, to reflect this properties best and highest use (and current use) that fits in with the desired future character of the vicinity (which is medium density residential). (p.100)
- H Rezoning the Timber Yard site on the corner of Toowoon Bay and Kitchener Roads, from 2(d) High Density Residential to 2(c) Medium Density Residential to reflect its highest and best use and to fit in with the desired future character of the vicinity (which is medium density residential). (pp. 154-156)
- Rezoning the Tuggerah Lakes Golf Club site from 6(a) Open Space and Recreation to 5(a) Special Use Club to facilitate redevelopment of the golf club, with appropriate building height and floor space ratio controls inserted. (pp. 162 & 165)

- A number of changes to the building height provisions are required. It was confirmed, following careful analysis, that for most of the strategy area, the existing height control regime is appropriate to cater for the future population and to fit in with the desired future character of the various areas. However, some height control changes, considered to be essential, have been recommended and these include:
  - A Specifying maximum heights for Dunleith Tourist Park to maintain a relatively low scale of development that fits in with the desired future character of this relatively low density locality [i.e., between 2 (abutting The Entrance Channel) and 4 storeys (abutting Hutton Road)]. (pp. 51 & 56-57)
  - B Specifying maximum heights for The Entrance North Neighbourhood Centre on the corner of Hutton Road and Hargraves Street to maintain a relatively low scale of development that fits in with the desired future character of this relatively low density locality (i.e., 2 storeys). (pp.51 & 57)
  - C Altering height controls on the land bounded by Wilfred Barrett Drive, Oakland Avenue, Coral and Bent Streets by slightly increasing the maximum height limit to 24 metres (approx. 7 8 storeys) from 18 metres (approx. 5 6 storeys). Such a change will facilitate the highest and best use of the site, future development to better fit in with the desired future character of the vicinity (i.e., medium to high density) and increased opportunity for view sharing. (pp.61 & 71)
  - D Specifying maximum heights of 24 metres (approx. 7 -8 storeys) for the lands zoned 2(d) High Density Residential, adjacent to The Entrance Town Centre. These lands currently do not have height limits and it is considered important to ensure the current area character and transition (between the Town Centre area and the coastal areas) is maintained. (pp.78-79 & 80)
  - Altering height controls on the lands zoned 3(a) Business Centre on the east side of The Entrance Road in The Entrance Town Centre by slightly increasing the maximum height limit to 18 metres (approx. 5 6 storeys) from 12 metres (approx. 3 4 storeys). Such a change will facilitate the highest and best use of these lands, increased opportunities for view sharing, future development to better fit in with the desired future character of the vicinity (medium to high density) and transition between the Town Centre area and the coastal areas. (pp.83-84 & 97)
  - F Specifying maximum heights of 24 metres (approx. 7 8 storeys) for the Dening Street Carpark Site in The Entrance Town Centre. These lands currently do not have height limits and it is considered important to ensure the current area character (and desired future character) (medium to high density) and transition (between the Town Centre area and the coastal areas) is maintained. (pp.90 & 97)
  - G Altering height controls on the Lakeside Plaza Site in The Entrance Town Centre for part of the site by slightly increasing the maximum height limit to 18 metres (approx. 5 6 storeys) from 12 metres (approx. 3 4 storeys).

Such a change will facilitate the highest and best use of these lands, increased opportunities for view sharing, future development to better fit in with the desired future character of the vicinity and transition between the Town Centre area and the coastal areas. (pp.88 & 97)

- H Specifying maximum heights of 9.6 metres (approx. 3 storeys) for the community centre component (zoned 5(a) Special Use Community Uses) on the former The Entrance Infant School Site on the corner of Oakland and Battley Avenues. These lands currently do not have height limits and it is considered important to ensure that the desired future character (predominantly medium density 3 storey structures) and transition (between the Town Centre area and the coastal areas) is maintained. (pp.102 &104)
- Specifying maximum heights of 14.1 metres for the Diggers at The Entrance Site on The Entrance Road (approx. 3 4 storeys). These lands currently do not have height limits and it is considered important to ensure that the desired future character of the vicinity (i.e., medium density) is maintained. (pp.102 & 104)
- J Specifying maximum heights of 11.1 metres (approx. 2 3 storeys) for the 3(a) Business Centre Zone and 4(b) Light Industrial Zone and 8.1 metres (approx. 2 storeys) for the 3(b) Centre Support zone along The Entrance Road. These lands currently do not have height limits and it is considered important to ensure that the relatively low scale desired future character of the corridor and surrounding areas is maintained. (pp.138 & 144)
- K Specifying maximum heights of 12 metres (approx. 4 storeys) on the 2(c) Medium Density zoned land surrounding Taylor/Shore Park. These lands currently have height limits of 3 storeys and it is considered important to provide some incentive for future development be designed to provide passive surveillance of the parks as well as the streets. A maximum height of 4 storeys will fit in with the desired future character for the vicinity (medium density) and the transition from the neighbouring higher density town centre and the lower density residential areas adjacent to the coast. (pp.127 & 132)
- L Specifying maximum heights of 8.1 metres (approx. 2 storeys) for the Toowoon Bay Neighbourhood Centre. These lands currently do not have height limits and it is considered important to ensure that the relatively low scale desired future character of the locality is maintained. (pp.149 &152)
- M Specifying maximum heights of 11.1 metres (approx. 3 storeys) for the Tuggerah lakes Golf Club. These lands currently do not have height limits and it is considered important to ensure that the relatively low scale desired future character of the locality is maintained and impacts on neighbouring residential areas is minimised / mitigated. (pp.162 &165)
- N Specifying maximum height limits of 14.1 metres (approx. 3-4 stories) on the 3(a) (Business Centre) zoned lands between Thompson and Pacific Streets, to assist with defining the Long Jetty Village Centre heart, without

compromising the relatively low scale of the vicinity and unreasonably impacting on neighbouring residential properties. (pp.110-111 & 120)

- The strategy recognises that a number of changes to the floor space ratio provisions will be required to facilitate more viable and increased variety of retail/commercial development design, in keeping with each area's future desired character, and to satisfy Department of Planning's guidance that FSRs be applied for business zones, medium and high density residential zones, and mixed use developments in town, village and neighbourhood centres. It was confirmed, following careful analysis, that for most of the strategy area, the existing floor space ratio controls are appropriate to cater for the future population and to fit in with the desired future character of the various areas. However, some changes to floor space ratio controls will be essential, but require further investigation at the masterplanning / LEP review / preparation stages, following adoption of draft TEPPS, including:
  - A FSR's for retail and commercial developments and the mix of retail, commercial and residential developments in The Entrance Town Centre.
  - B FSR's for retail and commercial developments and the mix of retail, commercial and residential developments in the Long Jetty Village Centre.
  - C FSR's for Dunleith Tourist Park (Precinct 2), Tuggerah Lakes Golf Course (Precinct 16), Diggers @ The Entrance & The Entrance Community Centre (Precinct 7) and The Greens The Entrance Bowling Club (Precinct 10) sites; 2(g) (Residential Tourist), 3(a) (Business Centre) & 3(d) (Tourist Business) zones in Precincts 3 & 6; 3(a) (Business Centre) & 3(b) (Centre Support) zones in Precincts 8, 11 & 13.
- Review of the current building setback provisions are required, particularly at certain locations on The Entrance Peninsula to minimise potential overshadowing of the public domain (eg, footpaths, malls, open space areas) and neighbouring properties and to achieve particular urban design effects and to maintain the coastal village scale when viewed from street level. This is proposed to occur as part of the future masterplanning, LEP and DCP processes. Locations affected include Dunlieth Tourist Park site, Long Jetty Village Centre, Taylor / Shore Park environs, The Entrance Road Corridor through Long Jetty and the Toowoon Bay Neighbourhood Centre, The Entrance Town Centre and Tuggerah Lakes Golf Club site.
- Review of the current clauses that dictate the percentage of permanent and tourist residential mix for development of Residential Tourist and Tourist Business zoned lands, and lands nominated for managed resort facility development is required.
  - Concerns have been raised by stakeholders that the current percentage split is not appropriate and is causing development viability issues. Research reveals that there appears to be no particular justification for the current percentage splits.

It is intended, as a component of the preparation of a proposed economic and tourism plan, to investigate all potential methods and/or mechanisms that could be used to encourage the optimal mix of private residential and tourist accommodation development in The Entrance Town Centre. This will include:

- A Consideration of the social, economic and environmental feasibility of the current provisions for private residential and tourist accommodation split, in the Wyong Local Environmental Plan 1991.
- B Mechanisms that could be used to encourage private provision of tourism land uses.

## 6 New LEP and DCP provisions are required including:

A Coastal design criteria that clarify the meaning of high quality coastal design, require buildings to be designed to reflect the coastal character of The Entrance Peninsula and address such elements as local context, scale, design, construction materials, landscaping, amenity, safety, security, colours and textures. Such criteria is to replace of the current maritime design theme requirements that are currently causing confusion, being misinterpreted and resulting in many outcomes that are not sympathetic to the Peninsula.

It is intended to, in consultation with the SEPP65 Panel, research and develop appropriate coastal design criteria that reflects The Entrance Peninsula's character as part of the processes concerning masterplanning and/or amendments to Council's LEP and DCPs.

The design criteria will also need to take account of the need to achieve adequate separation from neighbouring developments and streets to minimise potential overshadowing and overlooking impacts, and to provide for the appropriate scale of development that reflects the relatively low scale coastal village character of the area when viewed from street level.

B Investigating the potential for providing for increased flexibility for developers to demonstrate innovative solutions using masterplanning techniques. Under such an initiative, Developers of certain nominated sites would be expected to demonstrate that proposals that deviate from the normal planning provisions would provide superior outcomes by addressing specified performance criteria using masterplanning approaches. Strict performance criteria would need to be developed and would need to cover a variety of issues including protection of important view corridors, general amenity, flood hazard, coastal hazards, acid sulphate soil hazard, visual impact, overshadowing and overlooking.

Affected sites nominated in the draft TEPPS include Dunlieth Tourist Park Site (Precinct 2); Lakeside Plaza Site, Denning Street Carpark Site, The 'Key' Site and Ebbtide Mall Site (Precinct 6); Diggers @ The Entrance Site and The Entrance Community Centre Site (Precinct 7); Tuggerah Lakes Golf Club Site (Precinct 16); and, the Residential Tourist Zone Site and Manning Street Car Park Site (Precinct 3).

C Specified minimum floor-to-floor heights for different types of development (i.e., retail, commercial, residential and carparking), with tolerances for

different slope categories. Such provisions are aimed at providing outcomes resulting in the availability of adequate and appropriate spaces to counter current practices. Currently, floor to floor heights tend to be set to the minimum permissible with the aim to achieve as many units as possible. Many of the resultant spaces are not suitable for certain developments, particularly retail and/or commercial, resulting in potential tenants (and jobs) locating elsewhere.

- D Requirements for new developments to provide adequate on-site vehicle parking with access via side streets, along The Entrance Road through Long Jetty and in the Toowoon Bay Neighbourhood Centre.
- E Requirements for appropriate themed signage that reflects the coastal character of The Entrance Peninsula.
- F Reviewing and revising, as necessary, current provisions relating to flood, acid sulphate and coastal hazard and heritage issues to reflect contemporary best practices.
- Integrated comprehensive masterplans for The Entrance Town Centre and Long Jetty Village Centre and the North Side of the Entrance Channel need to be prepared to facilitate coordinated, integrated and orderly development of these strategically important areas.
- Recognition of the need for appropriate housing diversity provisions need to be developed during preparation of masterplans and amendments to Council's LEP and DCP, to provide for a range of housing types to cater for an increased demand for housing choice and affordability, the outcome being a suitable match of housing stock to meet current and future demographic profiles. This needs to be done in accordance with Council's adopted strategy "Promoting Choice: A Local Housing Strategy for Wyong Shire".
- 9 Recognition of the need to achieve, maintain and promote sustainability by seeking to meet six main objectives:
  - Social cohesion which recognises everyone's needs.
  - Effective protection, conservation and management of the 'natural' environment, biodiversity and cultural heritage.
  - Effective energy management
  - Effective management of hazards, including those associated with sea and lake level rise, ocean processes, flooding, acid sulphate soils and groundwater resources.
  - Prudent use of The Entrance Peninsula's attributes and resources.
  - Achievement and maintenance of stable levels of economic growth and employment.

Sustainability aspects need to be addressed in more detail during the preparation of masterplans and amendments to Council's LEP and DCP.

10 Recognition of the need to maintain and improve biodiversity by protecting threatened species and their habitats and the Peninsula's terrestrial and aquatic environments. Promoting biodiversity by furthering quality of life via improved

linkages between the urban environment and the 'natural' attributes and open space areas (eg. parklands, beaches, reserves, Tuggerah Lake, islands and the Pacific Ocean). Biodiversity aspects need to be addressed in more detail during the preparation of masterplans and amendments to Council's LEP and DCP.

11 Recognition of the need to address climate change issues, particularly in regard to The Entrance North area and the foreshore areas of Long Jetty and The Entrance. Limited information is currently available, but as more information becomes available and is confirmed by the relevant authorities, appropriate changes will be made to any strategies, masterplans, LEP and DCP aspects.

### For Non Land Use Planning Aspects

- 1 Recognition that there is need to improve the public domain, including improving streetscapes, landscaping, paving, outdoor furniture, signage, lighting and incorporating public art.
- 2 Recognition that there is need to improve roads, traffic and transport, including:
  - Changes to The Entrance Road Corridor to improve amenity and function, particularly in relation to line marking, intersection / junction treatments, parking and access arrangements, landscaping and improving the quality of the building stock.

Improvement to The Entrance Road Corridor is required to cater for the projected future population of, and to improve the amenity of the road corridor as the southern gateway to, The Entrance Peninsula.

Expert consultants were engaged to carry out traffic modelling for The Entrance Peninsula for the purpose of identifying the spread of traffic demands across the existing and possible future road network. The prime objective was to identify how the existing road network would perform with the traffic generated by the ultimate uptake of zonings and the most appropriate way of resolving any issues.

While a number of potential routes were investigated (including the use of Tuggerah Parade on the western side of The Peninsula and the use of a network of roads on the eastern side of the Peninsula), the modelling concluded that the most desirable option in terms of road safety and efficiency, amenity of residents and visitors and cost, is to upgrade The Entrance Road corridor (by 2031 when the predicted population approaches 28,000) to provide two lanes in both directions with modifications at certain intersections to cater for turning movements. This conclusion is based on the following main advantages:

- Maintains current levels of residential and visitor amenity and safety in existing residential areas and open space/recreation areas.
- Is more economical to construct and maintain.

- Is not flood prone (except for a relatively small portion in the vicinity of Saltwater Creek Reserve).
- Does not compromise current opportunities to facilitate strong future safe links between the residential and retail/commercial areas of Long Jetty, the Pacific Ocean and Tuggerah Lake foreshore areas.
- Alternative on-site parking arrangements (to existing on-street parking arrangements) are achievable and can be accessed via side streets and rear lanes.
- It is the only corridor option acceptable to the RTA. The RTA will not agree to the inclusion of another classified road to carry traffic flows on its State Road system.

The draft Entrance Peninsula Planning Strategy has recognised the above conclusions and recommends that The Entrance Road Corridor be upgraded to provide two lanes in both directions.

The draft strategy also recognises that there may need to be some road widening, particularly to cater for turning movements at certain intersections.

The draft strategy also recognises that existing on-street parking spaces along The Entrance Road Corridor will need to be replaced over time and that alternative on-site parking spaces, accessed from side streets, are achievable. Consequently, the draft strategy recommends that, over time, on-site parking is provided on all properties abutting The Entrance Road Corridor, accessed via side streets and rear lanes. In the interim period, clearway arrangements can be introduced gradually, particularly to improve traffic flows in peak periods.

The draft strategy also recommends improved landscaping treatments of the road corridor and abutting properties together with improving the quality of the building stock to improve the amenity of the road corridor. The draft strategy proposes to achieve these aims via bottom-up partnership approaches facilitated by improved liaison arrangements.

- Improvements to the public transport network and facilities, including introducing express bus services between The Entrance Peninsula and other major centres, such as Tuggerah, Wyong and Gosford, a potential tourist bus circulator route, bus interchange facilities and bus shelter availability and design.
- Recognition that there is need to improve bicycle and pedestrian facilities, including extending the bicycle / pedestrian track network (particularly on the eastern side of the strategy area), bicycle parking provision and design, to achieve intended social, health, economic and environmental outcomes.
- 4 Recognition that there is need to improve links between bicycle, pedestrian facilities, public transport and various areas. This may require some land acquisition to effectively improve pedestrian and bicycle links between areas.
- 5 Recognition that there is need to improve tourist elements, including improved identification and marketing of the Peninsula's attributes, directional signage,

branding, additional attractions/activities and facilities, interpretation of heritage and environmental elements.

- Recognition that there is need to improve connections between sites and localities within and outside the strategy area. For example, potential extensions of pedestrian and bicycle pathways and development designs facilitating/providing direct and functional connections between sites and areas.
- 7 Recognition that there is need to provide opportunities for more activities for people of all ages and abilities, including the identification of additional attractions and things to do on The Entrance Peninsula such as:
  - Growers markets.
  - An open air cinema.
  - Quality nightclub(s)/social entertainment venue(s).
  - More festivals (eg, music, opera, jazz).
  - More facilities
  - Ecotourism activities, physical fitness activities, carnivals, and the like.
  - Weekend markets.
  - Permitting 'busking' style entertainment (eg, music, singing, magicians, novelty acts).
  - Long running events (ie, week-long rather than just weekend).
  - Commercial and/or educational activities associated with the existing jetties.
- 8 Recognition that there is need to establish mechanisms to assist with promoting The Entrance Peninsula and its attributes, activities and events to markets both within and outside the locality and Wyong Shire.
- 9 Recognition that there is need to investigate employing event management expertise in The Entrance Town Centre and Peninsula generally, developing comprehensive tourism strategies, generating ideas for and organising various events, entertainment, attractions.
- 10 Recognition that there is need to investigate introducing business improvement and assistance coaching schemes and programs, seeking and obtaining various available grants, working with business owners and business property owners to improve the amenity of areas, such as The Entrance Road Corridor.
- 11 Recognition that there is need to build community / government partnerships, utilising bottom up planning approaches to deliver practical and consensual planning outcomes.
- Recognition of the need to establish arrangements for The Entrance Town Centre, Long Jetty Village Centre and The Entrance Road Corridor through Long Jetty that facilitate more effective liaison of all relevant stakeholders (potentially comprising representatives of Council, The Entrance Town Centre Management Corporation, The Entrance District Chamber of Commerce, Central Coast Tourism, The Entrance Community Precinct Committee and Business Owners). It is considered that such arrangements are required to effectively activate and drive a number of recommendations put forward by the draft Entrance Peninsula Planning Strategy, including:

- Revitalisation of The Entrance Town Centre, the Long Jetty Village Centre and The Entrance Road Corridor.
- Promoting The Entrance Peninsula and its attributes, activities, events, etc to markets both within and outside the locality and Wyong Shire.
- Employing event management expertise in The Entrance Town Centre / Long Jetty Village Centre.
- Generating ideas for inclusion in comprehensive tourism strategies.
- Generating ideas for and organising various events, entertainment, attractions, amenity improvement, business improvement and assistance schemes/programs.
- Improving communication and understanding of established principles and processes between the various stakeholders.
- Seeking and obtaining various available grants.
- Facilitating business coaching and/or mentoring expertise.

It is envisaged that these liaison arrangements would establish community / government partnerships, utilising bottom up planning approaches to deliver practical and consensual planning outcomes. These arrangements could be efficiently facilitated through existing structures on The Entrance Peninsula, via the existing administrations of The Entrance Town Centre Management Corporation or The Entrance District Chamber of Commerce. This would minimise the need to establish additional administration structures, but additional resources are still likely to be required to carry out the required tasks.

Alternatively, a new administrative structure(s) could be formed for the specific purpose of activating and driving the recommendations mentioned above. This is potentially a significant task requiring a number and variety of additional resources. However, this approach has the benefits of being more focused on the tasks at hand and is likely to be more efficient in achieving quality outcomes more efficiently. It is envisaged that such a structure(s) would comprise the same stakeholders as mentioned above and would also establish community / government partnerships, utilising bottom up planning approaches.

- An implementation strategy has been established, to provide an approach for implementing the proposals put forward in this Strategy. It aims to stage each of the proposals according to priority and funding opportunities. It involves both short and long-term actions.
- 14 A series of action plans have been established containing recommendations for implementing the issue based actions for pedestrian and bicycle facilities, landscape and the public domain, coastal design and public transport improvement.

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