

PLANNING & NATURAL SYSTEMS

ATTACHMENT A

**PLANNING PROPOSAL - HIGHWAY SERVICE
CENTRE - PACIFIC HWY, BULAHDELAH**

ORDINARY MEETING

24 MAY 2017

HAMPTONS PROPERTY SERVICES

Planning Proposal

9844 Pacific Highway, Bulahdelah

Town Planning, Project & Development
Management

2016

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2027

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EXECUTIVE SUMMARY

Hamptons Property Services Pty Ltd (Hamptons) has been retained by NGP Investments No. 2 and Lindfield Property Nominee Pty Ltd (the owners) to prepare a planning proposal in relation to the land located at 9844 Pacific Highway, Bulahdelah. The purpose of this proposal is to amend Schedule 1 of the Great Lakes Local Environmental Plan 2014 (the LEP), to permit a *highway service centre* on the land.

The site on which this would be located is part of 138 hectares of land on which a broader master plan for development will be established, that will include:

- hotel/tourist accommodation;
- community/tourist facilities, including visitor activities and linkages with the broader national park, including Alum Mountain, and
- a residential subdivision to establish an *in situ* population of up to 500 people upon completion.

However, fundamental to the success of redeveloping this site is the ability to draw people to this location and establish land uses that will provide a connection between themselves.

In addition, to support, particularly the future community and tourist element of the master plan, which will have limited revenue generation, it is essential that the project, as a whole, becomes an income producing asset. This will enable a strong contribution to the local community of Bulahdelah, without compromising its existing facilities and services.

All other aspects of development are permissible with development consent on the land, which is occupied by three separate zonings, being RU2 Primary Production, R2 Low Density Residential and E2 Environmental Conservation.

It is intended that the highway service centre would be located on land zoned RU2 and a small portion of R2 land. While development for the purpose of a restaurant is permitted within the zone, this does not extend to a service station, for the purpose of selling fuel. As both aspects would be incorporated into the development, the expressly permitted use is required.

Even though only a small proportion of change is required to the planning instruments to facilitate the highway service centre, the overall outcome has been presented by way of a master plan for the site. While the remaining stages will be subject to more detailed design through specific development application processes, it is essential to realise the forward planning considerations that are required to ensure that the development works as a whole and is not implemented in a piecemeal fashion, which would compromise outcomes particularly related to infrastructure provision and environmental management. Therefore, the proponent has sought to be upfront in terms of the overall site outcomes.

The benefit of contemplating the development proposition on a master planned basis is that the establishment of a highway service centre will provide the funding opportunity for the overall use of the site. The centre will facilitate the necessary infrastructure provision that will enable the balance of the site to operate self-sufficiently, or augmented accordingly, in response to the development outcome, primarily in regard to infrastructure costs that, without a development of this nature, make the viability of site redevelopment impossible. Put simply, an income generator is needed to make the development of the site successful as a whole.



Naturally, there will be some concerns associated with the development of this site, particularly the highway service centre, and its location on the eastern side of the A1 National Highway, therefore outside of the Bulahdelah town centre, the proposed uses will rely on the services within the Town Centre. For example, grocery shopping would need to be undertaken, as would general day to day services (post office, newsagent etc.). Therefore, the proposal will have a positive effect on the local economy, as opposed to a detrimental one. More importantly, it will not offer competing services, but simply convenience aspects.

In addition, there will be a new *in situ* population established with the broader development (residential subdivision) that will not only seek use of local services, but also employment locally, which will assist the township and the broader locality of Great Lakes, in various industries.

Some may argue that the imposition of a highway service centre and other facilities outside of the Town Centre is detrimental. However, the bypass has been established for a strategic reason, by deviating away from the township of Bulahdelah. As the traffic evidence will reveal, there are a limited number of people stopping within the township, which suggests that there is a huge quantum of expenditure that may occur within the township be expended elsewhere. This proposal provides an opportunity to enhance the economic potential and future of the township.

The site has a long history in terms of development options, with some more successful than others. In preparing this proposal, the previous applications and plans have been carefully considered to establish an appropriate development mix that will return public benefit to the community, while ensuring that this is funded accordingly.

The outcome has also adopted an environmentally responsible approach to the use of the landholding, having regard to its constraints. Numerous studies have been completed that have confined the development site down to useable portions that have maintained environmentally sensitive areas. So has not to compromise previous studies, the proponent has relied upon these for establishing an appropriate footprint and development site. While some updating of these studies is likely required, the base position for development is considered a fair and reasonable one having regard to such attributes and constraints in association with the development.

This report considers, in detail, the implications of the proposal in social, economic and environmental planning terms, while also contemplating the application having regard to the relevant environmental planning instruments. In particular is the Section 117 direction relating to commercial development along the Pacific Highway. While it is acknowledged that Bulahdelah is not identified as a suitable location for such use, the criteria under the direction are well and truly satisfied. Therefore, it is considered that the proposal does not compromise the outcomes of this Direction and will result in a sustainable economic outcome on the site.

While the planning proposal is in its early stages with the Council, discussions will commence, and continue to occur, with relevant authorities, the Chamber of Commerce and other relevant community groups to establish both positive and negative input to the proposal and be refined accordingly.

We look forward to achieving a successful outcome, in conjunction with the Council on the site.



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INTRODUCTION

Hamptons Property Services Pty Ltd (Hamptons) has been retained by NGP Investments No. 2 and Lindfield Property Nominee Pty Ltd (the owners) to prepare a planning proposal in relation to the land located at 9844 Pacific Highway, Bulahdelah. The purpose of this proposal is to amend Schedule 1 of the Great Lakes Local Environmental Plan 2014 (the LEP), to permit a *highway service centre* on the land.

The site on which this would be located is part of 138 hectares of land on which a broader master plan for development will be established, that will include:

- hotel/tourist accommodation;
- community/tourist facilities, including visitor activities and linkages with the broader national park, including Alum Mountain, and
- a residential subdivision to establish an *in situ* population of up to 500 people upon completion.

However, fundamental to the success of redeveloping this site is the ability to draw people to this location and establish land uses that will provide a connection between themselves.

In addition, to support, particularly the future community and tourist element of the master plan, which will have limited revenue generation, it is essential that the project, as a whole, becomes an income producing asset. This will enable a strong contribution to the local community of Bulahdelah, without compromising its existing facilities and services.

All other aspects of development are permissible with development consent on the land, which is occupied by three separate zonings, being RU2 Primary Production, R2 Low Density Residential and E2 Environmental Conservation.

It is intended that the highway service centre would be located on land zoned RU2 and a small portion of R2 land. While development for the purpose of a restaurant is permitted within the zone, this does not extend to a service station, for the purpose of selling fuel. As both aspects would be incorporated into the development, the expressly permitted use is required.

While it is acknowledged that there will be some concerns associated with the development of this site, and its location on the eastern side of the A1 National Highway, therefore outside of the Bulahdelah town centre, the proposed uses will rely on the services within the Town Centre. For example, grocery shopping would need to be undertaken, as would general day to day services (post office, newsagent etc.). Therefore, the proposal will have a positive effect on the local economy, as opposed to a detrimental one. More importantly, it will not offer competing services, but simply convenience aspects.

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Some may argue that the imposition of a highway service centre and other facilities outside of the Town Centre is detrimental. However, the bypass has been established for a strategic reason, by deviating away from the township of Bulahdelah. As the traffic evidence will reveal later in this report, there are a limited number of people stopping within the township, which suggests that there is a huge quantum of



expenditure that may occur within the township be expended elsewhere. This proposal provides an opportunity to enhance the economic potential and future of the township.

The site has a long history in terms of development options, with some more successful than others. In preparing this proposal, the previous applications and plans have been carefully considered to establish an appropriate development mix that will return public benefit to the community, while ensuring that this is funded accordingly. The outcome has also adopted an environmentally responsible approach to the use of the landholding, having regard to its constraints.

We welcome the opportunity to work with Council to further the planning proposal as quickly as possible.

THE SITE & ITS LOCALITY

Site Address	9844 Pacific Highway Bulahdelah
Legal Description	Lot 100, Deposited Plan 1139447 Lot 3, Deposited Plan 1120817
Site Area	138 hectares (apr.).
Property Owner	Lindfield Property Nominee Pty Ltd ATF Lindfield Property Unit Trust NGP Investment (No. 2) Pty Ltd
Existing Use	Single storey dwelling with associated structures Otherwise vacant and used for passive recreational purposes
Allotment Shape	Irregular
Vehicular Access	Pacific Highway
Relevant Environmental Planning Instrument	Great Lakes Local Environmental Plan 2014



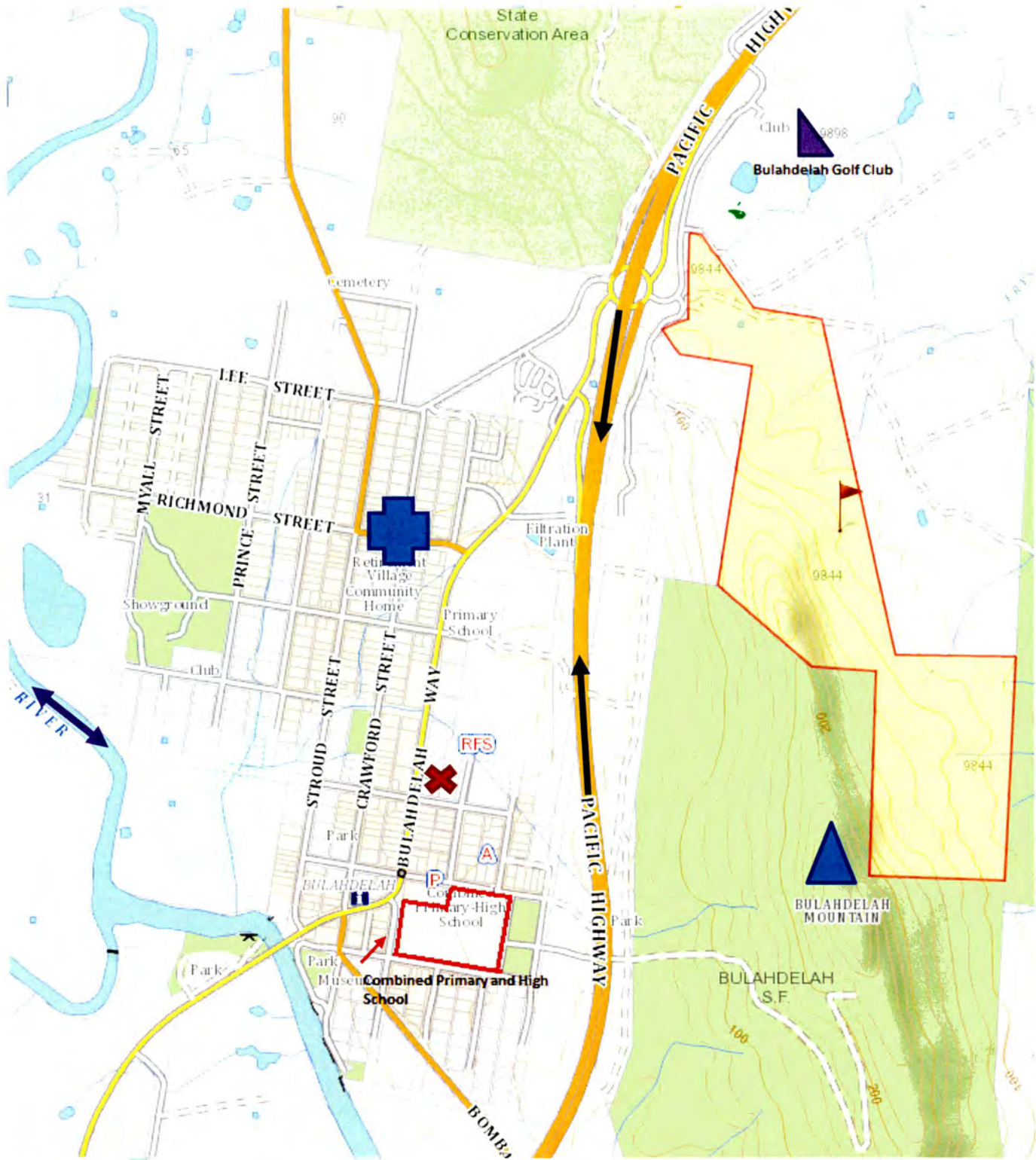
Figure 1: Site Location



<http://www.maps.six.nsw.gov.au>



Figure 2: Site Analysis





Source: <https://maps.six.nsw.gov.au/>



Figure 3: Geographic Location Map



Source: <https://www.google.com.au/maps>



THE PROJECT OBJECTIVES

Master Plan Objectives

The broader objectives for the master planning of this site are:

1. To establish a broader development outcome that is economically viable while providing a significant and viable contribution to the local community of Bulahdelah and tourists that utilize this area.
2. To ensure that development has adequate regard for the environmental opportunities and constraints, in conjunction with the heritage aspects of the site, including Alum Mountain.
3. To ensure a visual appearance of development that is conducive to the site's location as part of a natural and historical landscape.
4. Having regard to the environmental and historic conditions of the land, ensure that the land uses have a visual appearance that will make them attractive, therefore assisting to underpin the economic viability of the master plan.
5. To ensure the use of the land does not compromise the economic viability of the Bulahdelah Township.

Planning Proposal Objectives

The more specific objectives associated with this planning proposal are:

1. To ensure that the siting, location and design of the *highway service centre* is responsive to its market, while providing a diversity of services to assist the travelling public, that will encourage them to stop and enjoy what the location has to offer.
2. To provide a design for the highway service centre that responds to the topographical and landscape characteristics of the land, without being offensive in this landscape.
3. To ensure that the design of the highway service center provides traffic management arrangements that have regard to the broader intended development outcome for the site and align with the existing infrastructure capacity.
4. To ensure that the development provides appropriate services and infrastructure to ensure a self-contained development outcome that does not put pressure on existing infrastructure. This includes forward planning of infrastructure for the site as a whole.
5. To provide new employment opportunities during both the construction and operational periods of the development, particularly providing more localized employment, which is closer to home than existing opportunities afforded to this locality.



HOW DOES THE CONCEPT PLAN ALIGN WITH THE MASTER PLAN

The Master Plan

The master plan will comprise the following:

- Use of the land zoned R2 for residential subdivision purposes with an estimated number of lots unlikely to exceed 200.
- Use of part of the land zoned RU2 for tourist accommodation. This may or may not include a brewery, which was previously seen as an appropriate option for the site.
- Use of the E2 land for the purpose of passive recreational activity consistent with the environmental conservation principles established for this part of the site. This will likely include low level tourist accommodation (e.g. camping or similar), signage of walkways and trails, along with significant features, picnic areas and similar features to be developed in accordance with the relevant representatives to ensure a balanced approach to environmental and historical elements.
- A Schedule 1 amendment to the LEP to permit use of the land for a *highway service centre*. This will be the first stage of site redevelopment development as detailed in the concept plan below.

The Concept Plan

The concept plan would entail the following:

- Use of land at the western section of the site, zoned RU2 and part R2 for a Schedule 1 as a highway service centre, pursuant to an amendment to Schedule 1 of the LEP.

The highway service centre will include fuel for both light and heavy vehicles, restaurants and public amenities, as well as a children's playground area. Extensive parking for all forms of vehicles will be provided, as will separate trucker facilities.

The initial concept plan provides the following:

For Heavy Vehicles

- 5 x diesel fuelling bays
- 11 parking spaces for semi-articulated vehicles
- 5 spaces for B-double parking
- Direct foyer from the truck fueling area into the service station and truck driver dining area, of which amenities are located off this.

For Light Vehicles

- 12 x petrol bowsers
- 9 x car parking spaces located adjacent to the service station
- 300m² service station, with amenities located to the rear of this so as accessible from both the service station and the dining area
- 4 food tenancies ranging in size from 75m² through to 300m², with one of these being designed as a drive through restaurant
- 2 x service areas to accommodate the needs of the restaurants
- An internal dining courtyard with direct vantage over a children's play area



- Approximately 90 car parking spaces, with (including 6 disabled spaces)
- 8 spaces for servicing boat and caravan parking
- A picnic area with associated facilities.

All necessary infrastructure works will be undertaken by way of roads, sewerage, drainage, electricity and telephone, to underpin this development. The current concept provides for works to be undertaken in the electricity easement running north-east to south-west across the site. However, such works will only incorporate car parking areas and no buildings will be located in this.

In terms of roadway access, a new roadway will need to be constructed at the upper end of the service station portion of the site, with an egress road located below the picnic area, resulting in an up-hill movement of trucks particularly as they exit the site, which is more effective from an amenity perspective. It will be necessary to discuss with the Council relocation of the existing roadway through this section of the site, along with possible relocation of part of the electricity supply.

This portion of the site does have a significant fall of some 10 metres; therefore, the proposal would be designed, subject to more detailed planning, to terrace down with the slope of the land to provide clear definition in built form, but not in a manner that it is offensive in the landscape.

To facilitate the *highway service centre* in the area designated and having regard for site and, in particular, slope constraints, it will be necessary to relocate some of the existing road and electricity infrastructure.

Therefore, while conceptual and requiring further detailed design, this initial concept plan provides the making for which a highway service centre may be created.

WHY IS A PLANNING PROPOSAL REQUIRED?

A planning proposal is required insofar as it relates to the use of the land for the purpose of a *highway service centre*.

Pursuant to the LEP, a *highway service centre* is defined as:

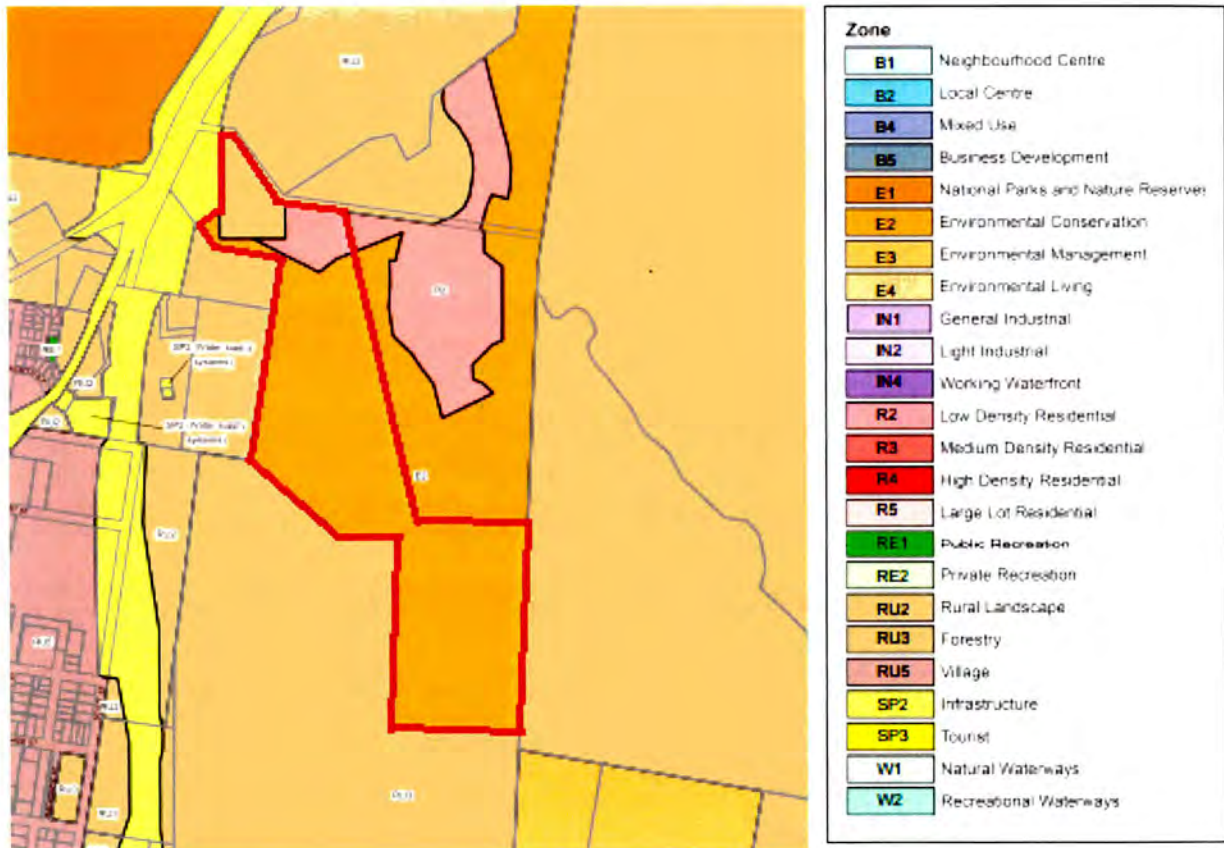
... a building or place used to provide refreshments and vehicle services to highway users. It may include any one or more of the following:

- (a) a restaurant or cafe,*
- (b) take away food and drink premises,*
- (c) service stations and facilities for emergency vehicle towing and repairs,*
- (d) parking for vehicles,*
- (e) rest areas and public amenities.*

Such a use is not expressly permissible in the RU2 or R2 zone and is therefore prohibited.



Discussions with the Council have indicated that the most appropriate way to enable use of land for this purpose, is by an amendment to Schedule 1 of the LEP, to expressly permit the use on the legally described parcel of land. This therefore ensures that such a use is not permitted on all land with such zoning, but is instead, subject to site-specific consideration for such purpose.



Source: <http://www.legislation.nsw.gov.au/mapindex?type=epi&year=2014&no=176#LZN>



JUSTIFICATION FOR THE REZONING

The Schedule 1 amendment to the LEP is only required to accommodate the highway service centre. All other intended uses under the master plan, in their respective zones, are permissible with development consent. Therefore, no further change to the planning instruments will be required to accommodate the intended uses under the master plan.

However, it is imperative to understand the need for the highway service centre use as part of making overall site redevelopment viable.

While a significantly large parcel of land, this has a number of environmental constraints that are significantly limiting in terms of development potential.

However, from the proponent's perspective, these are also identified as a significant opportunity for the site and to the community, in that these may be used for 'tourist' purposes and form part of the broader recreational contribution to the locality, connecting in with the historic attributes attached to Alum Mountain.

Beyond this, the use of the land for tourist and residential uses requires a significant cost in infrastructure to enable these uses to occur. One may argue that is why development has not previously gone ahead on this site, simply that the cost of infrastructure is prohibitive to establishing the master plan and implementing previous approvals.

Therefore, with the cost and funding aspects in mind, the use of part of the land for a *highway service centre* will enable income generation that will enable development of the balance of the site to occur, particularly from an infrastructure funding perspective. Without this early income producing asset, the feasibility of the development is not achievable.

The proposal will allow for on-site infrastructure to be established that will not only support the *highway service centre*, but to be designed and augmented such that the further stages of development may be established by tapping into this network, with the design of these allowed for at an early stage, and not in a piecemeal form. The approach will see a more highly developed infrastructure solution, and the necessary staging of this, to accompany the desired outcome.

Therefore, in the event that the *highway service centre* is not facilitated as a permissible use, the balance of site development is unlikely to occur, as the income will be required from the *service centre* to underpin the funding of the balance of the infrastructure components.

In addition, to be viable, it needs to provide more than a restaurant offering, despite this being previously approved as a singular use on the site. The idea of convenience servicing of the market is essential to both the fuel and restaurant market in these locations. Therefore, despite interest, as well as changes in the road network serviced by fuel and restaurant operators is seeing a significant change in the way that they operate. As such, a consolidated approach to the provision of these facilities is required to make them successful.



ECONOMIC, ENVIRONMENTAL & SOCIAL CONSIDERATIONS

Economic Considerations

There are three aspects to the economic considerations attached to this proposal. The first is the limited size of the land that is available for income producing opportunities and the need to provide an income-producing asset early on in the development program. This will ensure that the balance of infrastructure may be implemented to underpin the other aspects of the development. This matter has been addressed above.

The second aspect is the economic viability of the intended uses of the land. While the planning proposal focuses on the need to rezone a particular portion of the site, the overall economic credibility of the proposal should be considered on a broader basis of the land uses that are to be implemented. Naturally, these have flow on effects between them.

Hill PDA was commissioned to prepare an Economic Impact Assessment (EIA). In first considering the *highway service centre element*, the following is relevant:

- growth in the use of the highway has steadily increased by 1.4% per annum over recent years
- that the town is located a suitable travel distance that aligns with safe driving principles for stopping
- that the location the subject of this proposal has advantages over the existing service stations within the township as:
 - it is on the bypass (rather than in the town centre), which makes it more convenient;
 - it has the capacity to provide facilities for trucks, caravans and boats, which is not afforded at the town centre stations; and
 - the size will allow for a greater food offering and choice to the consumer public.

With these attributes in mind, the EIA projects that the following would be a suitable economic solution on the site:

Given all the above we believe that an average size fuel outlet with around four to six pumps and 2 or 3 fast food stores is achievable. The achievable rent would be around \$200,000 to \$250,000 from the fuel outlet/convenience store. Excluding the eating area, achievable rents from the restaurants would be around \$700/sqm plus the opportunity for turnover rent.

It is evident from the concept plan that the *highway service centre* is larger than what is anticipated by the EIA. However, market research has indicated that there is a significant demand for truck fueling facilities, particularly having regard to the limited availability of these within a reasonable radius of the site. In addition, the site has the ability to provide a broader range of facilities to the travelling public such as picnic areas that are not readily available in a convenient and attractive position attached to a *highway service centre*.

Finally, while there are an increased number of food outlets proposed to that recommended in the EIA, the construction of these may be staged to respond to demand over time.

It is therefore considered that there is the economic capacity to accommodate the *highway service centre use* and maintain this in an economically viable form. Therefore, from an economic perspective there is a sufficient opportunity to support this use on the site.



Tied into this is the additional uses being contemplated as these will, in some way, be affected by the *highway service centre*. In considering the possibility of tourist accommodation, particularly in the immediate context of Bulahdelah, there are existing motels within Bulahdelah that are now several decades old and do not satisfy current market expectations. In terms of options for future site development, the recommendations are to consider:

- a four star rated double room achieving a nightly room rate of \$160;
- occupancy would be in the order of 40% for the first 2 years, increasing to 55% by year 3, and subsequently plateauing thereafter.

At 55% occupancy this would see a gross income of \$32,000/room (per annum), with an additional \$3,000 apportioned to food and beverage.

Naturally, this may vary depending on the type of product offered, but will provide a platform for what would be considered a reasonable market proposition in this location, particularly given the current condition of existing motels.

In terms of permanent residential accommodation, there have been limited sales in the local area, as a result of a flat market. In addition, there have been no estates developed which may provide comparable sales. However, the EIA contemplates that a location such as this, fronting a golf course, would be seen as prestigious, therefore commanding higher prices, while market take up may be on the slower side.

The expected price range for purchase would be between \$130,000 and \$150,000 for lots of an area of 600m² to 800m². An additional premium may be available to lots fronting the golf course (10-20%). Lot sales are likely to be in the order of 15-20 per year.

Therefore, it is reasonable to conclude that, while take-up of the development may be somewhat slower than one would anticipate, there remains a viable proposition for residential development.

The third and final matter in contemplating the economics of both the planning proposal and the master plan is the impact that this may have on the existing township of Bulahdelah. The findings of the EIA are as follows:

The economic impacts from the planning proposal in the local area are considered to be generally net positive.

For local businesses there will be some added competition from the service centre and the hotel accommodation. However, the following beneficial impacts are identified:

An increase in production induced impacts. The new business will source inputs from existing local businesses such as the IGA supermarket, specialty food retailers (e.g. bakery) and others.

It will provide a significant increase in industry value added in the local area

It will increase local employment and total wages will go to the consumption of foods, groceries and retail services in the local area and Bulahdelah township.



Increase in tourism expenditure. The proposal will result in some increase in tourist night stays, but it will also increase the average spend by tourists offering a higher quality (most likely 4 star) standard of accommodation for higher paying guests, which will, as much complement, as compete with, the existing 3-star rated motels.

There will be an increase in the number of residents living on the site. These residents are likely to spend an average around \$13,000 per annum on retail goods and services of which just over 50% will be food and grocery related. A high proportion of this spend will be captured by existing retailers as shoppers are generally reluctant to travel far to undertake food and grocery shopping – also referred to as 'chore shopping'.

Having regard to the above, the overall conclusions of the EIA are as follows:

Overall conclusion is the site is ideal for highway service centre providing fuel retailing, truck stop, convenience store and 2 or 3 fast food outlets plus eating area.

Bulahdelah has one strong advantage over the other above locations – namely the distance from Sydney being around two and a half to three hours, around that time that a break is required from driving.

There are two service centres in Bulahdelah but the subject site at 9844 Pacific Highway has strong competitive advantages over them being on the bypass rather than in the town centre and potentially offering a wider range of food options plus truck, caravan and trailer stopping.

For residential there is potential to capture some 'tree change' buyers from Sydney as the boom in Sydney's residential market has made Sydney increasingly unaffordable, however, this market remains quite weak. The median house price has not kept up with inflation over the past decade. Bulahdelah has a declining population resulting from declining job opportunities.

For tourist accommodation there is an opportunity to capitalize on the golf course and national park amenity as well as the distance from Sydney being ideal for both long term residents and short stay tourists. However, the feasibility is likely to be marginal and market risks are high.

Therefore, while there is some level of risk, it is clear from the EIA that, with a measured response to site redevelopment, and a careful approach to staging, a net positive benefit is achievable.

It is considered that, from an economic perspective both the highway service centre in its own right, along with the broader development opportunities, will accord with the economic conditions of Bulahdelah and provide a net positive benefit to the community. Therefore, the proposal to permit the highway service centre, as part of a broader master plan is supportable on economic grounds.

Environmental Considerations

As the Council is aware, the site has an extremely long history with extensive environmental analysis being undertaken over the past fifteen years.

So as not to reinvent the wheel, nor try and conflict with studies prepared to date, the area identified for the intended uses under the master plan has been retained as previously considered appropriate.



It is acknowledged that the *highway service centre* did not form one of the nominated uses; however, the location and position of this is not in an area that would cause harm to any existing environmental attributes. In addition, suitable safeguards will be provided to individual development sites, based on use, to ensure the on-going protection of these environmental assets.

This being the case, the environmental constraints map prepared by RPS Consulting in relation to the previous planning proposal for the site is considered relevant as to setting the boundaries for site development. This is reproduced below.

The layout of the master plan is consistent with this and, in particular, the highway service centre positioning will not compromise any environmental conditions.

We would request that the Council and Department of Planning confirm the extent of reporting required in relation to flora and fauna issues, having regard to previously completed reports, which may be supplied upon request.

Social Impacts

The social impacts of the proposal are considered positive in association with both the planning proposal and the master plan for the site.

This is considered the case as:

- the site will provide opportunities for local employment which will service the community. This will have benefits for, particularly young people, being able to fulfill a part time position, through to those who are looking to work closer to home in full-time employment;
- the outcome of closer employment opportunities will allow people to have more time within the family home, with less stress in terms of time pressure as a result of commuting;
- the proposal will retain a greater level of expenditure within the town, than exit expenditure due to limited available services;
- greater opportunities will be provided in the tourist market, as a result of diversifying the opportunities that the site will provide to the history and cultural association of the locality.

While short term, there may be some degree of limited impact on the town centre, it is considered that, due to the diversity of uses being offered between the site and the town centre, any impact would be limited and short term.

Therefore, it is considered that the medium and long term social benefits will far out way any short term, minor social impacts.



ENVIRONMENTAL PLANNING CONSIDERATIONS

The planning proposal is subject to a range of environmental planning instruments, which are set out below.

State Environmental Planning Policies (SEPP)

SEPP 33 Hazardous & Offensive Development

The purpose of SEPP 33 is to understand the extent to which a development may be hazardous or offensive and to ensure that appropriate mitigation measures are in place to reduce the potential impact of such development.

The *highway service centre* is classified as a *potentially hazardous industry* until such time as a detailed risk analysis is undertaken. This is defined as:

... a development for the purposes of any industry which, if the development were to operate without employing any measures (including, for example, isolation from existing or likely future development on other land) to reduce or minimise its impact in the locality or on the existing or likely future development on other land, would pose a significant risk in relation to the locality:

a) to human health, life or property; or

b) to the biophysical environment,

and includes a hazardous industry or hazardous storage establishment.

At this time, the extent of fuel and gas storage on site has not yet been determined. However, further analysis will be provided, subsequent upon receipt of a gateway determination, setting out the intended capacities, with a preliminary hazard analysis accompanying this to ensure that the relevant matters of Clause 13 are considered. This analysis will consider the impact, along with feasible alternatives, as well as the future use of surrounding development.

SEPP 44: Koala Habitat Protection

The purpose of SEPP 44 is to ensure the proper conservation and management of areas that contain natural vegetation and provide habitat for koalas that is protected by plans of management, identification of core habitat areas and the inclusion of such areas in environmental protection zones.

Assessment previously undertaken in relation to koala habitat assessment, indicated that there is some potential for core koala habitat, some capacity for secondary habitat Class A and B. This has occurred in accordance with Part 2 of the SEPP.

However, the location of the highway service centre is well outside of these affected areas.

Therefore, the location of the highway service centre will not have any impact in this regard. As such, no further studies would be required as part of the planning proposal process.



SEPP No. 55 – Remediation of Land

SEPP No. 55 requires a planning authority, in preparing an environmental planning instrument, to consider whether the subject land is contaminated and, if contaminated, is the land suitable in a contaminated state, or otherwise is it required to be remediated to make it suitable for the intended purpose.

To establish this, it will be necessary to provide a preliminary investigation of the land, in accordance with the contaminated land planning guidelines.

For the previous rezoning application, a preliminary contamination assessment was undertaken, which demonstrated some contaminant levels around the existing shed area. However, no larger areas were identified as being impacted by contamination.

While this takes on a previous position, should further information or reporting be required as part of the gateway process, we would ask that information be requested accordingly.

In addition, should remediation be required, this will require development consent, as part of a future development application, due to the area being located in both an environmental protection and heritage conservation area.

State Environmental Planning Policy (Infrastructure) 2007 (the Infrastructure SEPP)

Clause 45 of the Infrastructure SEPP deals with development applications relating to development that is likely to affect an electricity network. While applying only to development applications, this is relevant due to the proposed relocation of the existing electricity easement. The proposal will see works undertaken both within and immediately adjacent to an electricity easement, along with works requiring the placement of underground power lines.

As part of the application it is necessary to consider the potential safety risks of this relocation. 21 days is permitted for the supply authority to review the application and provide comment. It is assumed that the Council will refer the application at the planning proposal stage, due to the fundamental nature in which the site design and layout requires the relocation to take place.

In addition to the above, the application also requires consideration under Schedule 3 which addresses traffic generating development. The proposal is caught by this Schedule in the following manner:

- area used exclusively for parking or any other development having ancillary parking accommodation – 50 or more motor vehicles.
- Refreshment rooms greater than 300m² in area
- Service stations (including service stations which have retail outlet) – any size or capacity
- Tourist facilities – 50 or more motor vehicles.

Having regard to the above categorization of development, the proposal will be forwarded to the Roads & Traffic Authority (RTA) at the development application stage. However, given the integrated nature of the site masterplan, it is assumed that the planning proposal will be referred to the RTA at this early stage.



State Environmental Planning Policy (Rural Lands) 2008 (the Rural Lands SEPP)

The land is subject to three separate zonings, one of which is a rural zone. The service station proposed will occupy a small proportion of the rural zoned land. However, the part of the site to be used for such purpose does not have any productive use for agriculture.

The land has not been used, in any recent time, for productive agricultural purposes; therefore, the use of the land, as intended, will not have any adverse social or economic outcome. Instead, the proposal will result in significant social and economic benefits, through employment generation, in particular.

Clause 7 requires consideration of the following matters, which are addressed below. It is of relevant, however, that the land use zoning of this site has been subject to previously detailed studies in which the composition of rural zones was established in conjunction with the remaining zones on the land. As part of this process, parameters were established in terms of the level of productivity of the land, which is extremely limited with no productive purpose taking place.

a) the promotion and protection of opportunities for current and potential productive and sustainable economic activities in rural areas;

It is not considered that the small quantum of rural-zoned land would effect the current economic activity in rural areas, neither on the site itself, or as it relates to neighbouring properties, particularly given the location adjacent to land utilized for infrastructure and recreational purposes.

b) recognition of the importance of rural lands and agriculture and the changing needs of agriculture and trends, demands and issues in agriculture in the area, regional or Shire;

It is not considered, even in terms of cumulative impact, that the use of a small portion of the land zoned for agriculture would compromise the changing needs of this, nor compromise the significance of this to the area. This is primarily in response to the limited capacity of the land in its current form for such purpose and/or use.

c) recognition of the significance of rural land uses to the State and rural communities, including the social and economic benefits of rural land use and development;

In this, the land is not being used for rural purposes; therefore, it does not have a social, nor economic benefit to the community.

d) in planning for rural lands, to balance the social, economic and environmental interests of the community;

It is not considered that the reduction in rural land as a result of the proposal would compromise the social, economic or environmental interests of the community. The site is currently a generally unused parcel of land that has no productive agricultural purpose and therefore does not contribute anything in terms of social or economic value to the community.

In terms of environmental interests, extensive studies have been undertaken to 'quarantine' those parts of the site that have a level of environmental significance. This is not a section of the site that maintains this, which is further evidenced by the extent of special purpose zoning which surrounds



the portion to be used. Therefore, it is not the case that the use of this portion of the site will compromise any form of environmental corridor or similar, having no benefit in this regard.

From a social and economic perspective, given the lack of productivity of the land and the immediately surrounding zoning for infrastructure purposes, it is considered that there are greater opportunities for the use of the land, with far greater social and environmental benefits, than if retained in its current form.

e) the identification and protection of natural resources, having regard to maintaining biodiversity, the protection of native vegetation, the importance of water resources and avoiding constrained land;

As identified previously through various studies, this section of the site does not have any significance in these respects, hence why it has been identified as a suitable location for the proposed use, particularly having regard to the balance of the site, which has far more opportunities in this regard. Therefore, it is not considered that the location of the proposed use will compromise any natural resource elements.

f) the provision of opportunities for rural lifestyle, settlement and housing that contribute to the social and economic welfare of rural communities;

The broader masterplan for the site identifies that the site will also be used for housing purposes to support the local housing product available, while providing flow on benefits in terms of local facilities and services. Those parts of the site identified for this purpose are retained under this planning proposal and do not require further modification.

g) the consideration of impacts on services and infrastructure, and appropriate location when providing for rural housing;

The purpose of providing a masterplan to the Council as part of this planning proposal is to demonstrate how the intended use will fit into the broader planning for the site and, in particular, these issues have been considered to ensure that, for example, the location of roadways to accommodate the highway service centre, will still allow for access to other parts of the site, such as residential and tourist elements. In addition, the economic feasibility of the development of the site is also a fundamental consideration in this proceeding, hence why the highway service centre element is required to be undertaken first, forming a cost platform to fund the balance of infrastructure for the site.

h) ensuring consistency with any applicable regional strategy endorsed by the Director-General.

It is not considered that this proposal is inconsistent with any such regional strategy.

All residential development on the land will occur only on land zoned for residential purposes; therefore the rural subdivision principles do not apply (Clause 10).

As such, not further consideration is required under this SEPP.



Section 117 Directions

1.2 Rural Zones

The objective is to protect the agricultural production value of rural land and must not involve rezoning to a residential, business, industrial village or tourist zone.

Clause 2 identifies that this direction applies to all relevant planning authorities in accordance with Clause 4(a).

Clause 5 allows for inconsistency with the direction in one of the following circumstances:

- a) Justified by a strategy which:
 - (i) gives consideration to the objectives of this direction,
 - (ii) identifies the land which is the subject of this planning proposal (if the planning proposal relates to a particular site or sites), and
 - (iii) is approved by the Director-General of the Department of Planning, or
- b) justified by a study prepared in support of the planning proposal which gives consideration to the objectives of this direction; or
- c) in accordance with the relevant Regional Strategy or Sub-Regional Strategy prepared by the Department of Planning which gives consideration to the objective of this direction, or
- d) is of minor significance.

In this case, Clause (b) is relied upon, on the basis of a study being prepared in support of the proposal. The fundamental consideration of this application is the potential economic impact (positive or negative) that permitting the use of the land would have on the existing township of Bulahdelah. To address this matter, an Economic Impact Assessment has been commissioned to examine the potential uses of the site as a whole, having regard to previous approvals and, in particular that portion to be used for a highway service centre, including the sale of fuel, which is a land use not previously contemplated through previous applications.

The conclusions are such that it is reasonable for the site specific use to be inconsistent with the direction.

1.5 Rural Lands

The objectives of this direction are to *protect the agricultural production value of rural land and facilitate the orderly and economic development of rural lands for rural and related purposes.*

The direction applies where a planning proposal affects land within a rural or environmental protection zone.

Clause 4 requires a planning proposal to be consistent with the Rural Land Planning Principles of the Rural Lands SEPP, which have been addressed above.

In terms of non-compliance with this Direction, it is considered that:

- o the extent of studies undertaken previously identifies those parts of the site that should be preserved for natural resource purposes;



- that the immediately surrounding zoning, particularly that of the infrastructure zoning, does not assist to retail this portion of the site for agricultural purposes; and
- the proposed use will not compromise the agricultural production value of the land, as it is not used for such purpose; and
- finally, that it is considered that the proposal will have a level of facilities and services that will assist to service the rural industry through supply of products and services, as well as providing facilities to service those working in rural industries.

Therefore, it is considered that the proposal is acceptable having regard to this direction.

2.1 Environment Protection Zones

While part of the land is subject to this zone, the proposed highway service centre is well outside the boundaries of this zone.

Therefore, no further consideration is required, as the planning proposal will not have any impact on those areas that form part of the site.

2.3 Heritage Protection

As the Council is aware, the land has been subject to previous reporting on Aboriginal cultural heritage matters, in 2010, with reporting undertaken by RPS.

While it is acknowledged that more specific reporting will be required subsequent upon a favourable gateway determination, the base position is as follows:

- an Aboriginal heritage information management system (AHIMS) search was undertaken on a 10 kilometre radius. While there were 52 sites found within the search area, no sites were recorded in the immediate study area.
- Studies were also undertaken as part of the Pacific Highway upgrade, which is the point closest to the land to be used under this planning proposal;
- The only item to be affected is a Scar Tree site, located in the Riparian zone, adjacent to the northern banks of Frys Creek.
- While there were areas of cultural heritage value on the top of Alum Mountain, these were outside of the study area.

Given that the planning proposal seeks to utilise land that is away from Frys Creek, it is not considered that the proposal will compromise the Aboriginal heritage values. It is acknowledged that consultation with the local Aboriginal land council will be required as part of the gateway process.

Further to this, there are no European cultural heritage items attached to the land.

The land is also located in a heritage conservation area, captured by its location adjacent to Alum Mountain. The works attached to this planning proposal are situated well away from this and, due to the topographical characteristics, will not compromise the significance of this.

It is requested that the gateway process identifies any further reporting required in this regard.

The proposal will be consistent with this Direction.



4.4 Planning for Bushfire Protection

This direction requires consideration in terms of both site layout and construction technique. It is anticipated that the initial plans for the proposal will be forwarded to the NSW Rural Fire Service as part of the gateway process and comments made in relation to the proposed layout.

While primarily a development application issue, the location and design of this section of the site is fundamental to the later stages of development, hence why early referral would be appropriate.

Conditions and requirements pertaining to:

- road widths and locations;
- linages to infrastructure supply;
- construction materials,

will require consideration accordingly.

5.1 Implementation of Regional Strategies

This site is subject to the Mid North Coast Regional Strategy.

The broader site master plan, upon implementation, will provide an increased opportunity for dwelling density to accommodate what is projected in terms of need, as a result of changing age brackets of the population. Given the blank canvas that this site has to offer, it has significant opportunity to promote a variety of dwelling types and designs to accommodate various socio-economic markets.

Similarly, in terms of the economy, given the decline in agricultural production and the required balance between natural resources and economic growth, tourism has largely underpinned growth. The master plan, upon implementation, will see a direct nett benefit in this regard. That said, the benefit of the highway service centre, in its own right will also provide an opportunity to promote Bulahdelah, whether it be through localised activity either on the site, or within the immediate township, or through broader activities such as recreational pursuits through Alum Mountain and along the river. These aspects have positive flow on effects to the local economy and will attract people to the location.

In addition, the blank canvas that the residential layout allows for will ensure diversity in dwelling design that will target different economic circumstances to service potential job vacancy growth that is anticipated to occur as people otherwise leave the region.

In particular, the Strategy does make reference to highway service centres and aligns with the proposition set out in Section 114 Direction 5.4 (below); however, the Strategy predates the direction.

The Strategy also specifically makes reference to the previous consideration of the proposal for a 200 dwelling and tourist facility adjacent to the Bulahdelah Golf Course. The main considerations for this are environmental, which have been dealt with under the specific applications and are relied upon for the purpose of this proposal.

Finally, the land is identified as being for urban release and employment purposes; both of which are satisfied by this proposal.

The proposal is therefore considered consistent with this Strategy.



5.4 Commercial & Retail Development along with Pacific Highway North Coast

The objectives of this Direction are:

- a) to protect the Pacific Highway's function, that is to operate as the North Coast's primary inter and intra-regional road traffic route;
- b) to prevent inappropriate development fronting the highway;
- c) to protect public expenditure invested in the Pacific Highway;
- d) to protect and improve highway safety and highway efficiency;
- e) to provide for the food, vehicle service and rest needs of travellers on the highway and
- f) to reinforce the role of retail and commercial development in town centres, where they can best service the populations of the town.

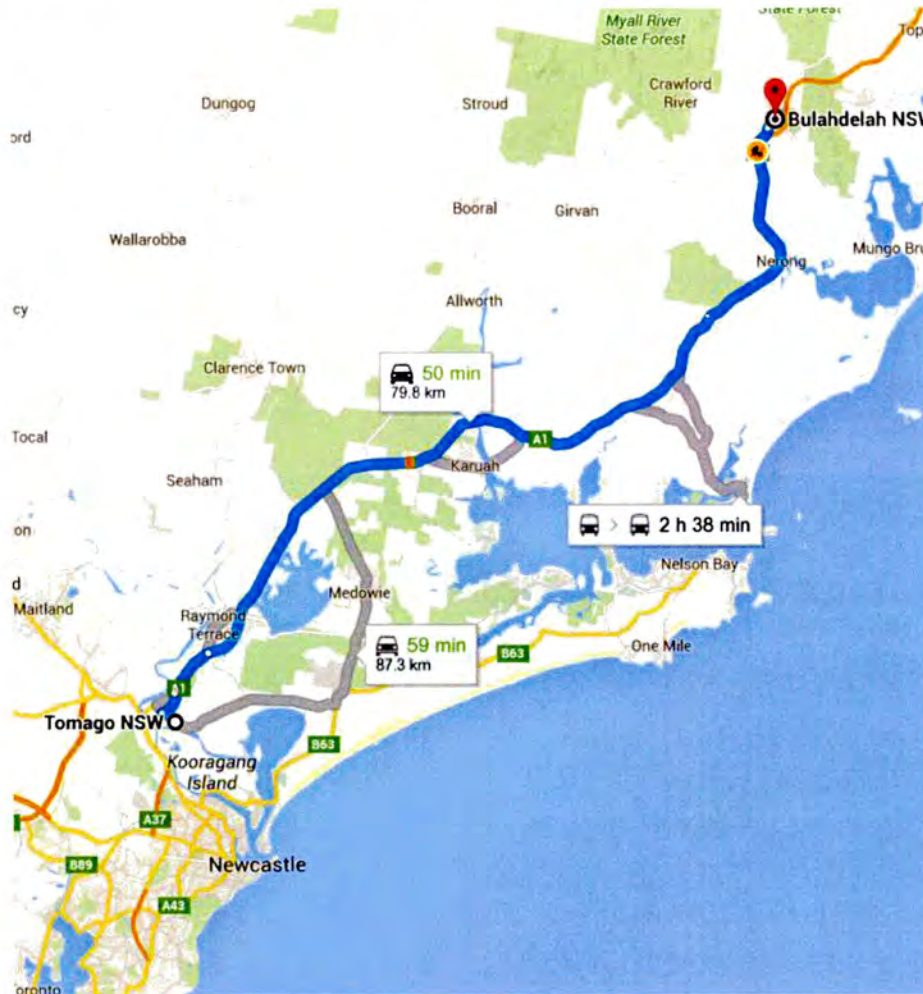
This Direction rests at the heart of the planning proposal.

The site is located on the Pacific Highway, two and a half hours from the centre of Sydney. In terms of safe driving principles it is in a perfect location for a rest stop, particularly the first rest stop, when heading north, in this direction. The Warnervale Interchange is generally too early in the trip for many heading from Sydney, being only approximately one and a quarter hours into a trip.

The next reasonable location to stop is Heatherbrae/Tomago. However, the services are generally on the opposing side of the road, heading southbound. This is considered an inconvenience to travellers, who generally have to undertake onerous turning movements to arrive back at the north-bound section of the Highway.



Figure 4: Estimated driving distance between Bulahdelah and Tomago (In the vicinity of Old Tomago Road/Southern Heatherbrae Existing Service Centre)



Source: <https://www.google.com.au/maps>



Beyond this, the next promoted stop Karuah which contains a BP Service Station on the Pacific Highway.

Figure 5: Distance to Karuah BP Service Station from Bulahdelah



Source: <https://www.google.com.au/maps>



Heading north, beyond Bulahdelah, is the Coolongook Service Station, which is approximately 30 kilometres north. This does not provide for truck fueling and has a limited food supply for the travelling public.

Figure 6: Distance to Coolongook Service Station



Source: <https://www.google.com.au/maps>



From Bulahdelah, the next main interchange is therefore at Taree, which is three hours and fifteen minutes from Sydney, being far beyond the recommended time for a ‘Stop-Revive-Survive’. It does however, offer fueling for truck and vehicles, as well as a strong contingent of fast food outlets.

Figure 7: Estimated distance between Bulahdelah and Taree (Old Bar Road Interchange Existing Service Centre)



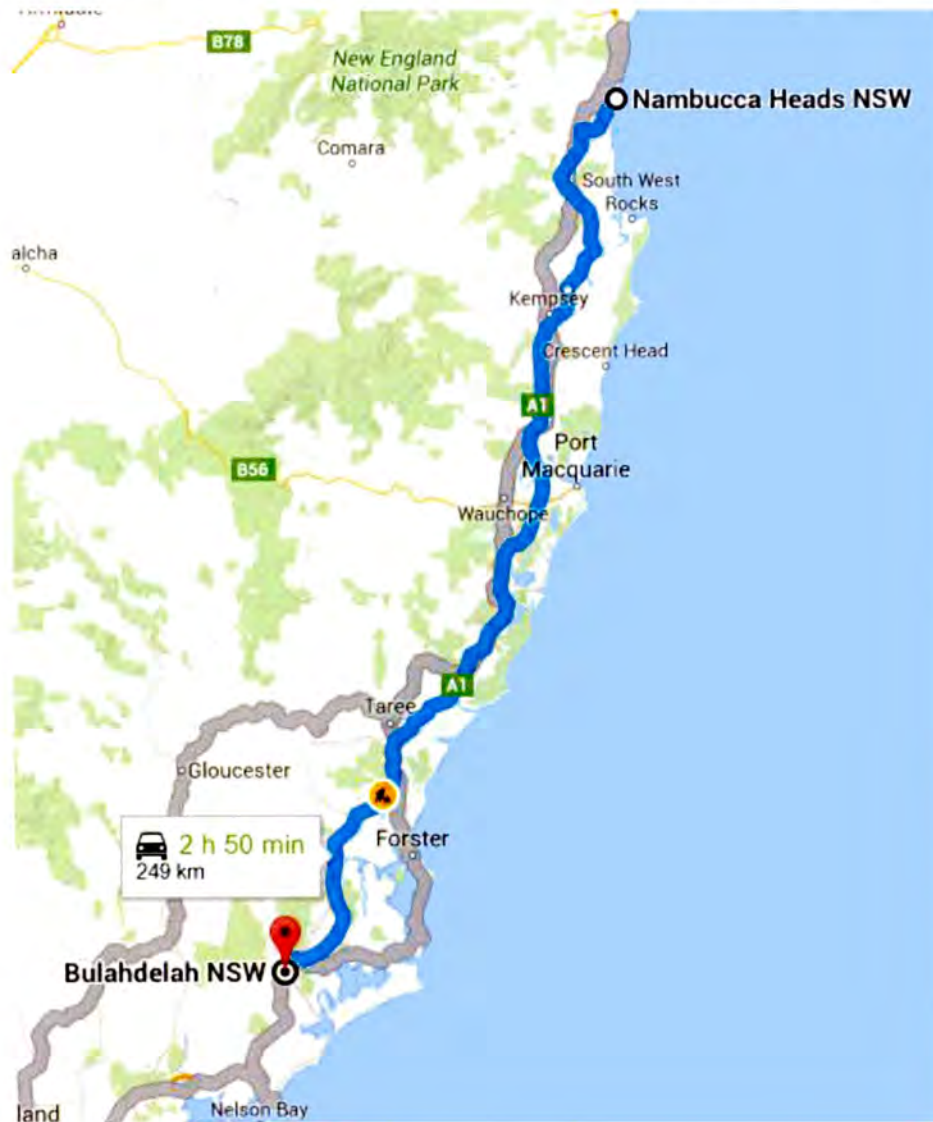
Source: <https://www.google.com.au/maps>

Given the travel distances, in conjunction with the food offerings at some of the smaller locations, these factors make Bulahdelah the ideal location as a stopping point to ensure serviceability along the inter and intra-regional road route of the Pacific Highway.



In a south-bound direction, the site is also ideally located, being just over two and a half hours from Nambucca Heads and two hours from Kempsey. Again, these travel timeframes make it a logical location for a highway service centre to service the motoring public.

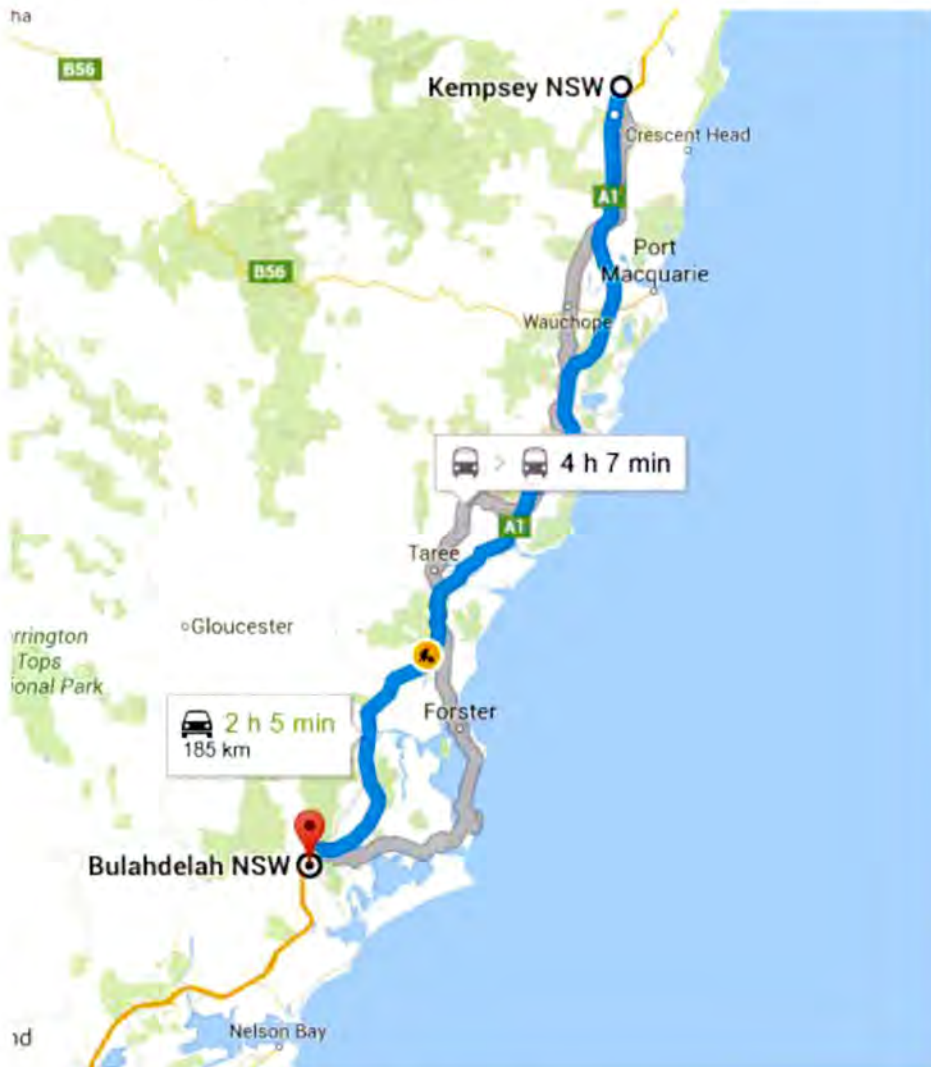
Figure 8: Estimated driving distance between Bulahdelah and Nambucca Heads



Source: <https://www.google.com.au/maps>



Figure 9: Estimated driving distance between Bulahdelah and Kempsey



Source: <https://www.google.com.au/maps>

Therefore, in either direction, it is considered that Bulahdelah is strategically located to service the travelling market, both at a domestic and commercial level.

In terms of fronting the Highway, the site is in a position such that it will be evident, but not overbearing to the Highway, due to the recent construction of the off-ramp, which takes vehicles into Bulahdelah. Therefore, the sufficient nature of the access road, will not compromise the appropriateness of this type of development fronting the Highway, promoting efficiency, while maximizing safety.

Having regard to the timeframes set out above, for travel distances, it is considered that the location of a highway service centre on this site, providing both vehicle and food requirements is fundamental, providing a one-stop shop for people to utilize. For many travelling, it is convenience that is attractive



(i.e. where one can fill the vehicle and eat in one location, which means only one stop). This is one of the current downsides associated with stopping in Bulahdelah that there is limited opportunity to undertake everything in one location, other than the Mobil on the outskirts of town. Unfortunately the appearance of this is somewhat uninviting and there are limited facilities for children at this location. Similarly, to give children a break requires going back into the park in the centre of town – again a second stop.

This being the case, it is considered that, in this section of the Pacific Highway there is a distinct lack of combined services to service the needs of travellers.

That said, it is not considered that such a proposal would compromise the retail and commercial role of Bulahdelah. The town has a long history with the travelling public, with three-four coffee shops servicing the town as a rest stop. There is also sufficient parking areas along the river to allow people to stop and a playground in the centre of Town. There are two fuel stops available on the Pacific Highway, one northbound and one southbound; neither, however, accommodate truck fueling at a large scale level. It is considered that, for those looking for such facilities would continue to use this, but that the location of a consolidated service centre would also service a different market, which would have positive flow on effects to the local community, particularly in terms of equipment and product supply as well as employment. In addition, the nature of product offered would not compromise elements such as a local supermarket or bakery, as the service centre would not be designed with a grocery model within this. Therefore, the needs of both the town and the service centre would be evident with the extent of competition limited due to the different product being offered to the travelling public.

Highway service centres are addressed specifically at Clause 6, with locations nominated for these. The location of these is subject to confirmation from Roads and Maritime Services that such a centre *can be safely and efficiently integrated into the Highway interchange(s) at those localities*.

It is acknowledged that not only is Bulahdelah not recognized as an appropriate location for such a centre, but also that the Direction is recent, being issued on 21 August 2015. Therefore, the Department has undertaken a recent consideration of this matter. To allow for deviation from this Direction, the inconsistency of the planning proposal must be of minor significance.

As set out above, it is considered that the inconsistency is minor based on geographical and economic consideration. In terms of travel distance time, the location aligns with a safe time periods, in a location that is easily accessible, having regard to the north and south bound locations of the access ramps to this site. The site is accessible without huge traffic flows, particularly those of trucks, disturbing the local community.

In terms of economic considerations, these have been addressed in the EIA report.

The other key and relevant consideration is what the traffic movements in the vicinity of the site demonstrate. Northern Transport Planning & Engineering Pty Ltd were retained to provide some preliminary advice in relation to the proposal, having particular regard to the traffic flows within the vicinity of the site. Two survey points were identified, one at the Old Pacific Highway, north of the Myall River Bridge and the second at the Old Pacific Highway, 50 metres sought of the western side of the northern interchange.



Source: <http://www.rms.nsw.gov.au/documents/projects/key-build-programs/pacific-highway/highway-service-centres-along-the-pacific-highway.pdf>¹

¹ The estimated drive time between each Highway Service Centre varies from Chinderah down the coast to Tomago. The average estimated drive time between the future planned Highway Service Centres and existing Highway Service Centres is



The analysis considered the quantum of traffic on this section of the highway, between the hours on 9am and 4pm on 6 November 2015. Of the traffic passing, 12% of trips heading north diverted into the township of Bulahdelah, while 7%, heading southbound diverted into the township.

Of these statistics, the duration of stay was then determined. The time period for those likely to be purchasing fuel is less than 15 minutes. Approximately 40% of traffic in each direction stayed for this time period.

For a stay of between 15 and 60 minutes, 54% of the traffic in both directions stayed for this period of time. This period of time would reflect a fuel and food stop.

Approximately 5-6% stayed for longer than this, therefore less likely to be a travelling vehicle.

What is most evident in this analysis is that a very small proportion of people are actually stopping in Bulahdelah (9%), with the majority of this by-passing the location (some 90% of people). This represents a 90% drop in people potentially entering the township since the introduction of the by-pass. Therefore, there is a significant proportion of traffic not taking the time to stop and therefore, escape expenditure occurring to other locations, quite possibly due to a lack of one-stop convenience facilities.

Finally, as indicated in this proposal, the intentions for the site are on a master planned basis that allows for the incorporation of tourist and residential elements. The tourist elements will range from a children's park, through the passive areas such as picnic grounds. However, the intention of the master plan is to open up the site to the broader community and focus on its natural and heritage characteristics centred around Alum Mountain. This will result in the implementation of walking trails, complemented by historical attributes to promote the rich culture of the town, eventually forming its own destination point.

Given, however, that the master planned site will only be small in terms of its retail and commercial offering in terms of daily needs, there will need to be a continued reliance on the town of Bulahdelah for such purposes. This being the case, it is considered that the highway service centre, as an attractor to the site, will not only fund, but allow for a complementary tourist base to form for this locality, which has for a long time been non-existence due to the decline in elements such as house boats, with people instead flocking to more attractive coastal locations.

While providing a product of difference in the longer term, the highway service centre will provide a fundamental attractor to the town of Bulahdelah.

6.3 Site Specific Provisions

In this case, it is proposed that the land use will be allowed to be carried out in the RU2 and R2 zone, only on the land to that which is specified.

approximately forty seven minutes. The estimated driving time between Taree and Tomago is one hour and ten minutes. This is the longest estimated driving time between existing and possible service centres between Chinderah and Tomago. The proposal of a service station located at Buladelah would be an appropriate location as it is situated approximately half way between the two existing Highway Service Centres. According to Google maps Buladelah is situated approximately fifty (50) minutes south of Taree and fifty minutes (50) north of Tomago. This would conclude that the proposed distance between the existing Highway Service Centres a Taree and Tomago is one hour and forty (1:40) minutes.



This will be consistent with the requirements of this direction.

Great Lakes Local Environmental Plan 2014 (the LEP)

The planning proposal despite the imposition of the expressly permitted use on the land will continue to accord with the Aims of the LEP as it will:

- facilitate the orderly and economic use of the land, which will, at a later stage provide a foundation for development of the site as a whole, that is balanced with the environmental sensitivities of this;
- provide employment opportunities that enhance the well-being of the population;
- provide on-site infrastructure and augmentation of existing services so as not to cause burden to the existing community;
- encourage cultural aspects of the proposal to be enhanced within the community, particularly by opening up such lands to this;
- ensure a self-contained outcome that does not result in uneconomic demand;
- be in a location that does not result in land use conflict, having regard to nearby uses (golf course and infrastructure);
- align with water quality objectives; and
- take place on the portion of the site which is not confined in terms of environmental protection areas, which are located within specified zones on the site, previously determined as appropriate.

Any future development application, subsequent upon acceptance of the planning proposal would be subject to development consent from the Council.

As part of the proposal it will be necessary to make some site specific amendments to the LEP, at Schedule 1, in relation to subdivision (minimum allotment size), floor space ratio and height, which will require further discussion with Council.

Consent will be sought at the development application stage for tree removal as required to support the development (Clause 5.9). Should Council wish to consider this matter now, this may be undertaken subsequent upon receiving a favourable gateway determination at this first stage.

Clause 5.10 addresses Heritage conservation. The site is classified as 'Bulahdelah Mountain Conservation Area'. The objectives require conservation of the environmental heritage of Great Lakes, including conservation of the fabric, settings and views associated with conservation areas.

In reviewing the NSW Heritage Register website², the following information is available in relation to the item:

- the type of item is a 'built item'
- it is described as a collection of 'private residential buildings'
- the category is a 'house'.

There is, however, no further information than this.

² Source: <http://www.environment.nde.gov.au>; Database Number 1650061



Development consent is required for alteration to a building, work, relic or tree in a heritage conservation area, as well as erecting a building within a heritage conservation area and where subdivision is to occur.

In carrying out development, consideration must be given to the effect of the proposed development on the heritage significance of the area. It is anticipated that, while this would generally form a development application issue, it is likely that the gateway process will request a heritage management document to assess the extent to which the carrying out of the development for the purpose of a *highway service centre* will impact on the significance of the conservation area. A heritage conservation management plan may also be required.

Conservation incentives may also be established as part of this assessment

The land is subject to Vegetation Category 1 and 2, as well as a Buffer area. Relevant referrals and consideration will be required in accordance with *Planning for Bushfire Protection*.

Clause 7.2 addresses Earthworks. The slope of the land is such that extensive earthworks will be required not only to accommodate the *highway service centre* but also the balance of the development. This matter will be addressed at the gateway application stage to demonstrate how the proposal will accord with environmental conditions; heritage aspects and surrounding land. This will be provided as an integrated approach with stormwater (Clause 7.5) and essential services (Clause 7.21).

Schedule 1

To allow for implementation of this planning proposal, a clause similar to the effect below, would need to be inserted into the Schedule:

1. This clause applies to land identified as "insert no" on the Additional Permitted Uses Map.
2. Development for the purpose of highway service centres is permitted with development consent.

Other Strategies & Studies

In 2004, the Council independently commissioned a 'Highway Service Centre Strategy.' Bearing in mind that this Strategy pre-dates the implementation of the bypass, which has now been constructed, therefore bypassing the township of Bulahdelah, it is still listed as a current policy document maintained by the Council.

While not a required consideration under a planning proposal, it is relevant to address this document, given the attention that the Council has given to this type of use.

The Background identifies the following, which is relevant to the consideration of this proposal:

In many of the towns along the highway and in some non-urban areas, a range of businesses has developed to meet the needs of various highway user groups. These businesses are heavily reliant on highway related through traffic and upgrade proposals, particularly 'out of town' bypass schemes can result in significant economic impacts especially if the loss of highway-related trade results in the closure of businesses within town centres. The cumulative nature of such impacts also affects the communities that provide the local employment base to support these businesses.



As part of this Policy, Table 4 provided a definition of what a highway service centre should comprise, as follows:

A 24-hour facility at a single location that has direct access to a highway and provides a range of essential services required by the travelling public and commercial highway users to encourage drivers to stop and take an effective rest break at appropriate intervals along a highway in the interests of driver safety. A key characteristic of a HSC facility is that it is integrated and approved as part of a single development application. Essential services to be provided at a 'highway service centre' may include:

- *Designated parking areas for light and heavy vehicles*
- *Segregated undercover fuel sale plazas (petrol, diesel, LPG) for light and heavy vehicles*
- *Emergency vehicle repairs*
- *Food and refreshment facilities, including a sit-down area*
- *Toilets*
- *Public telephones*
- *Tourist information*
- *Outdoor eating areas*
- *Children's play facilities.*

This went on to provide a list of permitted and prohibited activities:

Permitted Activities	Prohibited Activities
Segregated car parking for light and heavy vehicles	Gaming or entertainment machines
Service station	Drive through take-away food outlets
Emergency vehicle repairs	Vehicle and maintenance repair workshops
Shop	Post-office and banking facilities
Restaurant (sit-down)	Overnight accommodation
Food and drink outlets (fast food)	Medical facilities
Amenities (toilets, baby changing, children's playground)	Liquor sales
Outdoor picnic/eating area	Video hire

While there is now a statutory definition under the LEP, the above provides a detailed level of thinking on how *highway service centres* should be designed.

The other important factor under this policy is identifying the user groups of the highway, which are:

- Heavy vehicle drivers
- Long distance express, charter and tour bus and coach drivers and passengers



- General motoring public travelling for business, holiday or local purposes
- Holiday motoring public.

The Policy then goes on to identify locational factors for a HSC, which seeks to ensure that:

- these are not so frequent as to affect traffic operation and safety;
- they do not compromise the commercial viability of each HSC;
- they do not overserve the needs of the travelling public; and
- they do not affect the viability of local town.

The minimum required distance between centres is 24 kilometres; however, the Federal position recommends 50 kilometres between centres.

This goes on to state that the ideal location is as close as reasonably practicable to an existing township that has been bypassed, preferably at a interchange or intersection point with a local town access road to facilitate the provision of local employment and connections to utility services.

Having regard to the above, it is considered that the proposed highway service centre:

- may be able to trade 24 hours per day, seven days per week, due to the nature of land uses around this;
- is on a landholding that is of sufficient size for designated light and heavy vehicular parking and allows for segregation of land uses;
- can provide food and beverage areas, including both indoor and outdoor seating areas;
- has sufficient room for a children's playground; and
- can provide public amenities and services for the travelling public.

The prohibited activities are not proposed on the highway service centre site.

The location of the site is as close as practicable to the existing township of Bulahdelah and is on an interchange which has been recently constructed. The location allows for direct access back into the local town and will facilitate the provision of local employment.

The site is also of a size that is able to cater for a diverse range of the travelling public, from heavy vehicles to localized transport users, while ensuring that the services for each element are suitably isolated from each other.

In terms of the distance from other highway service centres:

- Bulahdelah is located 30.3 kilometres (29 minutes) from Coolongolook
- Bulahdelah is located 43.4 kilometres from Karuah (35 minutes).

In both cases, the site is above the 24 kilometre minimum threshold.

Beyond geography is the question of economic viability. This matter has been addressed separately, but determines that the proposed use of the land is economically viable, without compromising the town centre or other *highway service centres*.

Therefore, it is considered that the proposal is in alignment with this Policy.



CONCLUSION

Hamptons has prepared this planning proposal in relation to the land located at 9844 Pacific Highway, Bulahdelah. The purpose is to amend Schedule 1 of the Great Lakes Local Environmental Plan 2014 (the LEP), to permit a *highway service centre* on the land. In addition, controls may need to be amended to resolve design specific issues to enable the development to occur.

The proposal, across 138 hectares of land, has been designed on the basis of a broader master plan that will include:

- hotel/tourist accommodation;
- community/tourist facilities, including visitor activities and linkages with the broader national park, including Alum Mountain, and
- a residential subdivision to establish an *in situ* population of up to 500 people upon completion.

However, fundamental to the success of redeveloping this site is the ability to draw people to this location and establish land uses that will provide a connection between themselves.

In addition, to support, particularly the future community and tourist element of the master plan, which will have limited revenue generation, it is essential that the project, as a whole, becomes an income producing asset. This will enable a strong contribution to the local community of Bulahdelah, without compromising its existing facilities and services.

All other aspects of development are permissible with development consent on the land, which is occupied by three separate zonings, being RU2 Primary Production, R2 Low Density Residential and E2 Environmental Conservation.

It is intended that the highway service centre would be located on land zoned RU2 and a small portion of R2 land. While development for the purpose of a restaurant is permitted within the zone, this does not extend to a service station, for the purpose of selling fuel. As both aspects would be incorporated into the development, the expressly permitted use is required.

This report has considered, in detail, the implications of the proposal in social, economic and environmental planning terms, while also contemplating the application having regard to the relevant environmental planning instruments. In particular is the Section 117 direction relating to commercial development along the Pacific Highway. While it is acknowledged that Bulahdelah is not identified as a suitable location for a highway service centre, the locational criteria under the direction are well and truly satisfied. Therefore, it is considered that the proposal does not compromise the outcomes of this Direction and will result in a sustainable economic outcome on the site.

While the planning proposal is in its early stages with the Council, discussions will commence, and continue to occur, with relevant authorities, the Chamber of Commerce and other relevant community groups to establish both positive and negative input to the proposal and be refined accordingly.

We look forward to achieving a successful outcome, in conjunction with the Council on the site.



APPENDIX 1 TITLE CERTIFICATES



TITLE SEARCH

Title Reference: 100/1139447

LAND AND PROPERTY INFORMATION NEW SOUTH WALES - TITLE SEARCH

FOLIO: 100/1139447

SEARCH DATE	TIME	EDITION NO	DATE
28/1/2016	11:30 AM	4	22/7/2015

LAND

LOT 100 IN DEPOSITED PLAN 1139447
AT BULAHDELAH
LOCAL GOVERNMENT AREA GREAT LAKES
PARISH OF BULAHDELAH COUNTY OF GLOUCESTER
TITLE DIAGRAM DP1139447

FIRST SCHEDULE

LINDFIELD PROPERTY NOMINEE PTY LTD
N.G.P. INVESTMENTS (NO.2) PTY LTD
AS TENANTS IN COMMON IN EQUAL SHARES (TP AJ635660)

SECOND SCHEDULE (4 NOTIFICATIONS)

- 1 LAND EXCLUDES MINERALS AND IS SUBJECT TO RESERVATIONS AND CONDITIONS IN FAVOUR OF THE CROWN - SEE CROWN GRANT(S)
- 2 J147792 EASEMENT FOR TRANSMISSION LINE 45.72 METRE(S) WIDE AFFECTING THE PART(S) SHOWN SO BURDENED IN THE TITLE DIAGRAM
2356382 EASEMENT VESTED IN NEW SOUTH WALES ELECTRICITY TRANSMISSION AUTHORITY
- 3 Y35535 EASEMENT FOR ELECTRICITY TRANSMISSION LINE & ACCESS 20 METRE(S) WIDE AND VARIABLE AFFECTING THE PART(S) SHOWN SO BURDENED IN THE TITLE DIAGRAM
- 4 DP1120817 RIGHT OF ACCESS 6 METRE(S) WIDE AND VARIABLE AFFECTING THE PART(S) SHOWN SO BURDENED IN THE TITLE DIAGRAM

NOTATIONS

UNREGISTERED DEALINGS: NIL

*** END OF SEARCH ***

PRINTED ON 28/1/2016

* ANY ENTRIES PRECEDED BY AN ASTERISK DO NOT APPEAR ON THE CURRENT EDITION OF THE CERTIFICATE OF TITLE
WARNING: THE INFORMATION APPEARING UNDER NOTATIONS HAS NOT BEEN FORMALLY RECORDED IN THE REGISTER.

Instruments setting out terms of Easements or Profits a Prende intended to be created or released and of Restriction on the Use of Land or Positive Covenants intended to be created pursuant to Section 88B Conveyancing Act 1919, as amended.

(Sheet 1 of 3 Sheets)

Plan:

DP1120817

PLAN OF SUBDIVISION OF LOT 1 IN DP120651
AND LOT 5 IN DP863307 COVERED BY COUNCIL
CERTIFICATE No. **8** OF **2008**

Full name and address of the
proprietors of Lot 1 in DP120651:

BRUCE DONALD RICHARDS
& SANDRA JILL RICHARDS
LOT 1 PACIFIC HIGHWAY
BULAHDELAH NSW 2423

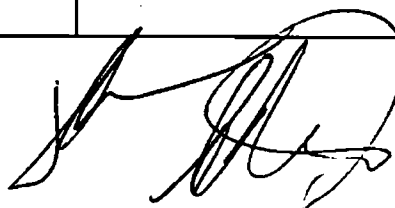
Full name and address of the
proprietors of Lot 5 in DP863307:

BULAHDELAH GOLF CLUB LTD
ACN: 000 964 009
LOT 5 PACIFIC HIGHWAY
BULAHDELAH NSW 2423

PART 1 (Creation)

Number of item shown in the intention panel on the plan	Identity of easement, profit a prendre, restriction or positive covenant to be created and referred to in the plan.	Burdened lot(s) or parcel(s)	Benefited lot(s), road(s), bodies or Prescribed Authorities:
1.	Right of Access 6 wide and variable (A)	2	3
2.	Restriction on the Use of Land	3	Great Lakes Council

Sandra Richards
Bhira.
R Keller



Instruments setting out terms of Easements or Profits a Prende intended to be created or released and of Restriction on the Use of Land or Positive Covenants intended to be created pursuant to Section 88B Conveyancing Act 1919, as amended.

(Sheet 2 of 3 Sheets)

Plan:

PLAN OF SUBDIVISION OF LOT 1 IN DP120651
AND LOT 5 IN DP863307 COVERED BY COUNCIL
CERTIFICATE No. 8 OF 2008

DP1120817

PART 2

1. Terms of the Restriction on the Use of Land secondly referred to in the plan:

The registered proprietor or persons authorised by the proprietor shall make provision for, at its own cost, an adequate electrical supply to service the burdened lot prior to:

- i) The sale or transfer of the burdened lot or;
- ii) Within a period not greater than 3 years from the date of registration of the plan of subdivision.

Name of Authority empowered to release, vary or modify the Right of Access numbered one (A) in the plan.

The proprietors of the benefitted lot for the time being

Name of Authority empowered to release, vary or modify the Restriction on the Use of Land numbered two in the plan.

GREAT LAKES COUNCIL



Sandra Richards

Bhines

R Keller

Instruments setting out terms of Easements or Profits a Prende intended to be created or released and of Restriction on the Use of Land or Positive Covenants intended to be created pursuant to Section 88B Conveyancing Act 1919, as amended.

(Sheet 3 of 3 Sheets)

Plan:

PLAN OF SUBDIVISION OF LOT 1 IN DP120651
AND LOT 5 IN DP863307 COVERED BY COUNCIL
CERTIFICATE No. 8 OF 2008

DP1120817

SIGNED by the Registered Proprietors of
Lot 1 in DP120651 who are personally
known to me:

Bruce Donald Richards
BRUCE DONALD RICHARDS

Sandra Jill Richards
SANDRA JILL RICHARDS

Witness

Ralph Kellar

NAME OF WITNESS (BLOCK LETTERS)

12 SYDNEY STREET
SEVEN HILLS 2147

ADDRESS & OCCUPATION OF
WITNESS

SP-108826

Keller

Alban Freihaut



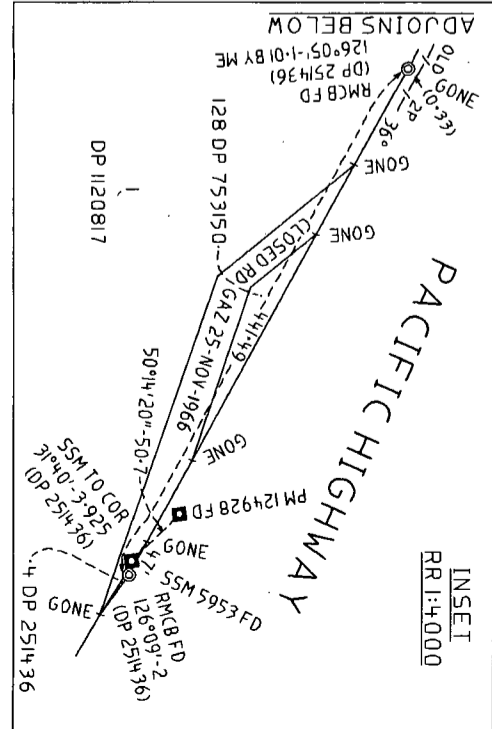
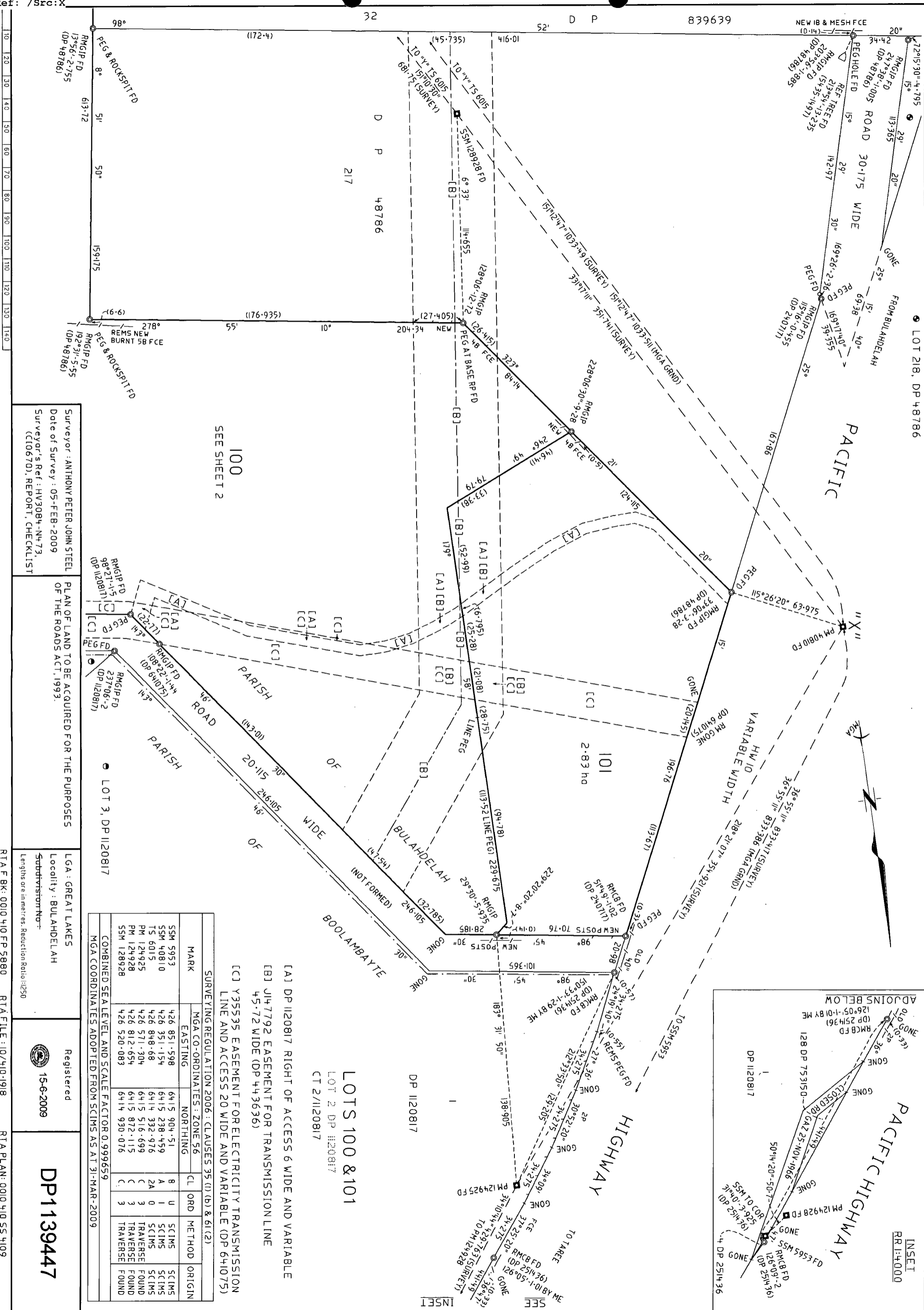
Jeffrey Donald Graham
President/Director

The common seal of BULAHDELAH
GOLF CLUB LIMITED was hereunto
affixed by resolution of the Directors in the
Presence of:

Great Lakes Council accepts 2) Restriction on the
use of land

Authorised Person / General Manager

REGISTERED  12/12/2007



SEE SHEET 2

[A] DP 1120817 RIGHT OF ACCESS 6 WIDE AND VARIABLE
 [B] 1/4 7792 EASEMENT FOR TRANSMISSION LINE
 45.72 WIDE (DP 443636)
 [C] 1/35535 EASEMENT FOR ELECTRICITY TRANSMISSION
 LINE AND ACCESS 20 WIDE AND VARIABLE (DP 641075)

LOTS 100 & 101
 LOT 2 DP 1120817
 CT 2/1120817

SURVEYING REGULATION 2006: CLAUSES 35 (1) (b) & 61(2)

MARK	MGA CO-ORDINATES: ZONE 56	CL	ORD	METHOD	ORIGIN
	EASTING	NORTHING			
SSM 5953	426 851.598	6415 904.51	8	U	SCIMS
SSM 40810	426 351.154	6415 238.459	1	I	SCIMS
TS 6015	426 848.68	6414 332.976	2A	0	SCIMS
PM 124925	426 571.304	6415 516.699	3	3	TRAVERSE
PM 124928	426 812.654	6415 872.115	3	3	TRAVERSE
SSM 128928	426 520.083	6414 930.076	3	3	FOUND

COMBINED SEA LEVEL AND SCALE FACTOR 0.999659
 MGA COORDINATES ADOPTED FROM SCIMS AS AT 31-MAR-2009

Surveyor: ANTHONY PETER JOHN STEEL
 Date of Survey: 05-FEB-2009
 Surveyor's Ref: HV3084-N473,
 (C10670), REPORT, CHECKLIST

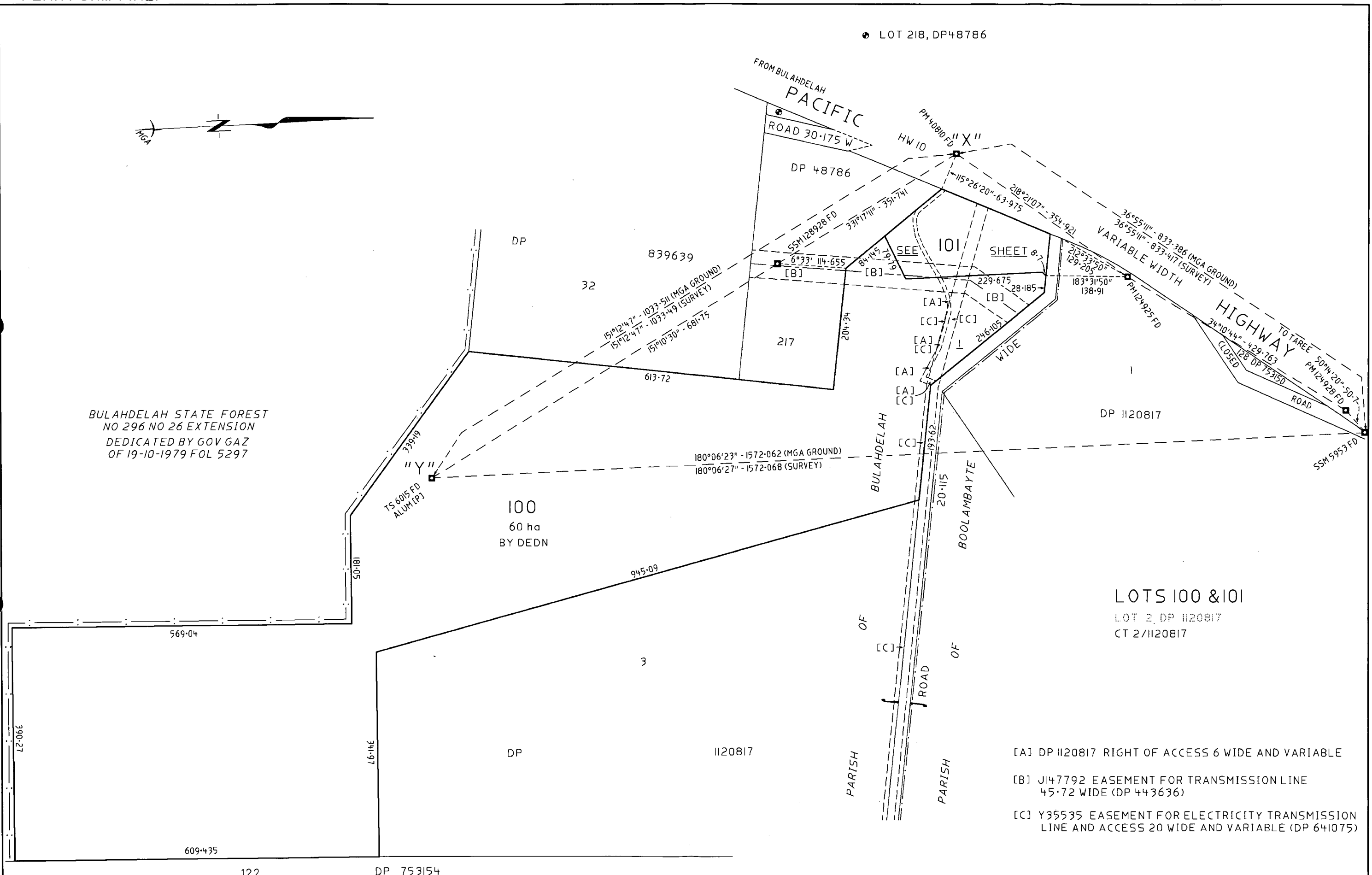
LGA: GREAT LAKES
 Locality: BULAHDELAH
 Subdivision No: -

Registered
 15-6-2009

DP1139447



LOT 218, DP48786



BULAHDELAH STATE FOREST
 NO 296 NO 26 EXTENSION
 DEDICATED BY GOV GAZ
 OF 19-10-1979 FOL 5297

LOTS 100 & 101
 LOT 2, DP 1120817
 CT 2/1120817

- [A] DP 1120817 RIGHT OF ACCESS 6 WIDE AND VARIABLE
- [B] J147792 EASEMENT FOR TRANSMISSION LINE 45.72 WIDE (DP 443636)
- [C] Y35535 EASEMENT FOR ELECTRICITY TRANSMISSION LINE AND ACCESS 20 WIDE AND VARIABLE (DP 641075)

Req: R061328 / Doc: DP 1139447 P / Rev: 16-Jun-2009 / Sts: SC / Pgt: 28-Jan-2016 11:30 / Pgs: ALL / Seq: 4 of 4
 Ref: / Src: X

Surveyor : ANTHONY PETER JOHN STEEL
 Date of Survey : 05-FEB-2009
 Surveyor's Ref : HV3084-N473,
 (C10670), REPORT, CHECKLIST

PLAN OF LAND TO BE ACQUIRED FOR THE PURPOSES
 OF THE ROADS ACT, 1993.

LGA : GREAT LAKES
 Locality : BULAHDELAH
 Subdivision No :
 Lengths are in metres. Reduction Ratio 1:4000

Registered
 15-6-2009

DP1139447

* OFFICE USE ONLY

SIGNATURES, SEALS and STATEMENTS of intention to dedicate public roads, to create public reserves, drainage reserves, easements, restrictions on the use of land or positive covenants.

DP1139447

LOT 101 IS REQUIRED FOR ROAD AND AFTER CONSTRUCTION WILL BE DEDICATED AS PUBLIC ROAD UNDER SECTION 10 OF THE ROADS ACT, 1993.

Registered:  15-6-2009

Title System: TORRENS

Purpose: ACQUISITION

PLAN OF LAND TO BE ACQUIRED FOR THE PURPOSES OF THE ROADS ACT, 1993.

LGA: GREAT LAKES

Locality: BULAHDELAH

Parish: BULAHDELAH

County: GLOUCESTER

Use PLAN FORM 6A for additional certificates, signatures, seals and statements

Crown Lands NSW/Western Lands Office Approval

I.....in approving this plan certify
 (Authorised Officer)
 that all necessary approvals in regard to the allocation of the land shown herein have been given

Signature:.....
 Date:.....
 File Number:.....
 Office:.....

Surveying Regulation, 2006

I, ANTHONY PETER JOHN STEEL of ROADS & TRAFFIC AUTHORITY a surveyor registered under the *Surveying Act, 2002*, certify that the survey represented in this plan is accurate, has been made in accordance with the *Surveying Regulation, 2006* and was completed on: 5 FEBRUARY 2009

The survey relates to LOT 101 AND CONNECTIONS (specify the land actually surveyed or specify any land shown in the plan that is not the subject of the survey)

Subdivision Certificate

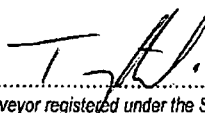
I certify that the provisions of s.109J of the Environmental Planning and Assessment Act 1979 have been satisfied in relation to:

the proposed..... set out herein
 (insert 'subdivision' or 'new road')

* Authorised Person/General Manager/Accredited Certifier

Consent Authority:
 Date of Endorsement:
 Accreditation no:
 Subdivision Certificate no:
 File no:

* Delete whichever is inapplicable.

Signature  Dated: 18/5/09
 Surveyor registered under the Surveying Act, 2002
 Datum Line: "X" - "Y" (SHEET 2)
 Type: RURAL

Plans used in the preparation of survey

- DP 48796
- DP 240717
- DP 251436
- DP 641075
- DP 1120817
- 5435-1497

SURVEYOR'S REFERENCE: HV3084-N473, (CI0670), CHECKLIST, REPORT

PLAN OF LAND TO BE ACQUIRED FOR THE PURPOSES OF THE ROADS ACT, 1993.

DP1139447

Registered: 15-6-2009



Subdivision Certificate No:

Date of Endorsement:

THIS PLAN IS EXEMPT FROM SUBDIVISION CERTIFICATION PURSUANT TO A DECISION BETWEEN DUAP, RTA & LPI NSW - SEE 1997 M6 (Item 2). LAND IN THIS PLAN COMPRISES ONLY ROAD OR ROAD AND RESIDUE.

Anthony Lane

AUTHORISED OFFICER
ROADS AND TRAFFIC AUTHORITY, NSW

APPROVED:

[Signature]

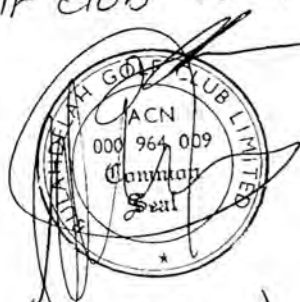
MANAGER PROPERTY SERVICES
HUNTER REGION
ROADS AND TRAFFIC AUTHORITY, NSW

SURVEYOR'S REFERENCE: HV3084-N473, (CI 0670), REPORT, CHECKLIST

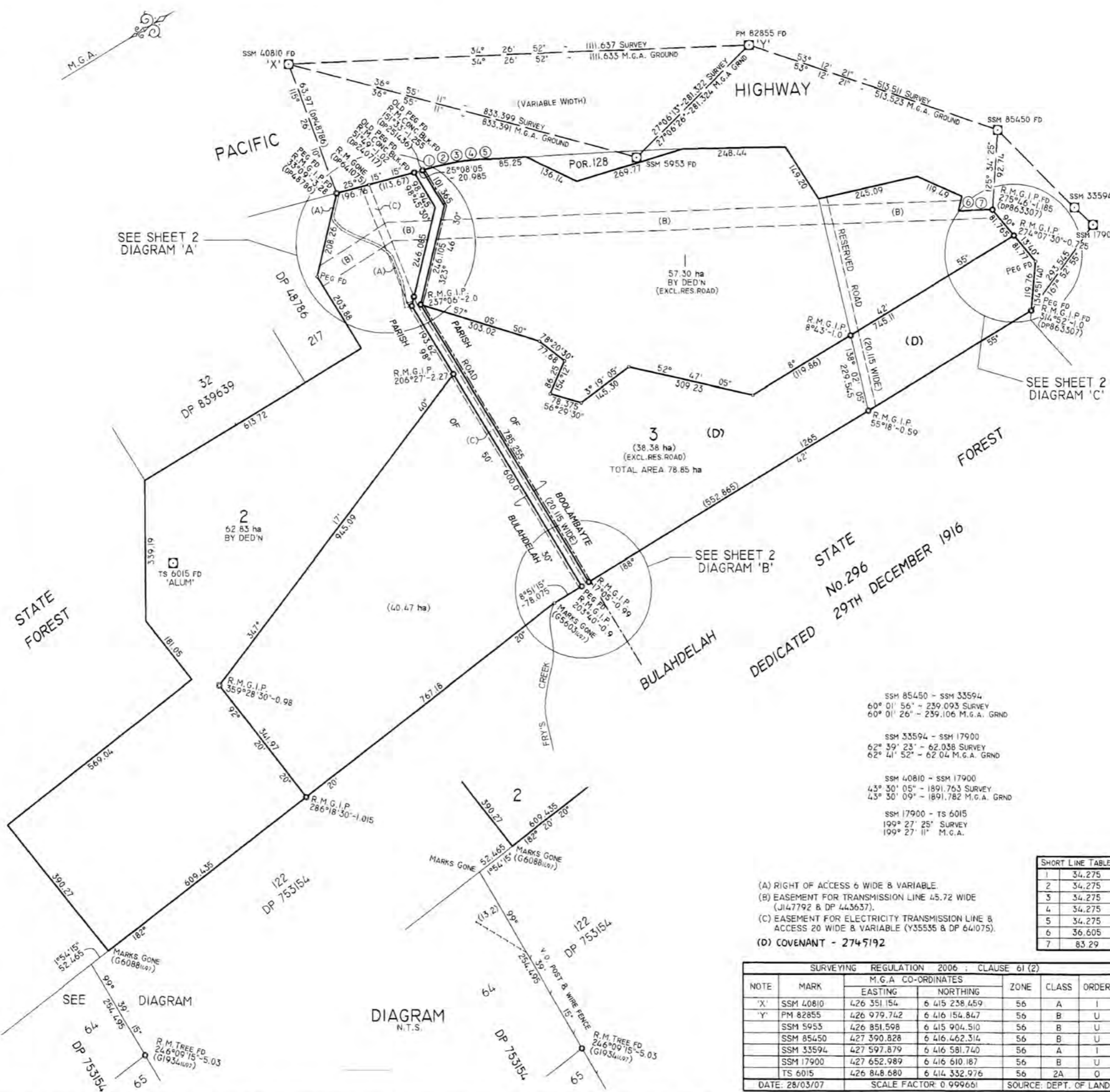
* OFFICE USE ONLY

SIGNATURE AND SEALS ONLY.

Sandra Jill Richards
 Bruce Donald Richards
 Jeffrey Howard
 President Bulahdelah
 Golf Club Limited
 Allan Freihaut
 (Secretary)



Reg: R061326 / Doc: DP 1120817 P / Rev: 14-Dec-2007 / Sts: SC OK / Pgs: ALL / Seq: 1 of 2



DP1120817

Registered 12/12/2007
 Title System: TORRENS
 Purpose: SUBDIVISION
 Ref. Map: PARISH#
 Last Plan: DP120651 & DP863307

PLAN OF SUBDIVISION OF
 LOT 1 IN DP120651 &
 LOT 5 IN DP863307.

Lengths are in metres. Reduction Ratio 1:7000

L G A: GREAT LAKES
 Suburb: BULAHDELAH
 Parish: BULAHDELAH & BOOLAMBAYTE
 County: GLOUCESTER

This is sheet 1 of my plan in 2 sheets. (Delete if inapplicable)

Surveying Regulation 2006
 ANTHONY WILLIAM GEORGE CLARKE
 of CLARKE DOWDLE & ASSOCIATES
 PO BOX 3122 UMINA BEACH NSW 2257
 a surveyor registered under the Surveying Act 2002, hereby certify that the survey represented in this plan is accurate, has been made in accordance with the Surveying Regulation 2006 and was completed on 31/08/07.
 The survey relates to LOT 5
 (here specify the land actually surveyed, or specify any land shown in the plan that is not the subject of the survey)
 Datum Line: 'X' - 'Y'
 Zone: Urban/Rural
 (Signature) *AWG*
 Surveyor registered under the Surveying Act 2002

Plans used in preparation of survey completion
 DP 120651 DP 443637
 DP 863307 G19341497
 DP 48786 G60881497
 DP 641075 G56031497
 DP 240717
 DP 251436

PANEL FOR USE ONLY for statements of intention to dedicate public roads, to create public reserves, drainage reserves, easements, restrictions on the use of land or positive covenants.

PURSUANT TO SEC.88B OF THE CONVEYANCING ACT 1919, AS AMENDED, IT IS INTENDED TO CREATE:

- RIGHT OF ACCESS 6 WIDE & VARIABLE. (A)
- RESTRICTION ON THE USE OF LAND.
 Great Lakes Council accepts
 2. Restriction on the use of land.

Authorised Person/General Manager

Department Of Lands Approval
 I, _____ in approving this plan certify that all necessary approvals in regard to the allocation of the land shown hereon have been given.
 Signature: _____
 Date: _____
 File Number: _____
 Office: _____

Subdivision Certificate
 I hereby certify that the provisions of s.109J of the Environmental Planning and Assessment Act 1979 have been satisfied in relation to the proposed SUBDIVISION set out herein.
 Authorised Person/General Manager/Accredited Certifier: _____
 Consent Authority: GREAT LAKES COUNCIL
 Date of endorsement: 18/10/07
 Accreditation no: _____
 Subdivision Certificate no: 8/08
 File no: DA 779/07
 Note: When the plan is to be lodged electronically in the land Titles Office I should include a signature in an electronic of digital format approved by the Registrar-General.
 * Delete whichever is inapplicable

SSM 85450 - SSM 33594
 60° 01' 56" - 239 093 SURVEY
 60° 01' 26" - 239.106 M.G.A. GRND

SSM 33594 - SSM 17900
 62° 39' 23" - 62.038 SURVEY
 62° 41' 52" - 62.04 M.G.A. GRND

SSM 40810 - SSM 17900
 43° 30' 05" - 1891.763 SURVEY
 43° 30' 09" - 1891.782 M.G.A. GRND

SSM 17900 - TS 6015
 199° 27' 25" SURVEY
 199° 27' 11" M.G.A.

- (A) RIGHT OF ACCESS 6 WIDE & VARIABLE.
 (B) EASEMENT FOR TRANSMISSION LINE 45.72 WIDE (J147792 & DP 443637).
 (C) EASEMENT FOR ELECTRICITY TRANSMISSION LINE & ACCESS 20 WIDE & VARIABLE (Y35535 & DP 641075).
 (D) COVENANT - 2745192

LINE	LENGTH
1	34.275
2	34.275
3	34.275
4	34.275
5	34.275
6	36.605
7	83.29

NOTE	MARK	M.G.A. CO-ORDINATES		ZONE	CLASS	ORDER
		EASTING	NORTHING			
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'Y'	PM 82855	426 979.742	6 416 154.847	56	B	U
	SSM 5953	426 851.598	6 415 904.510	56	B	U
	SSM 85450	427 390.828	6 416 462.314	56	B	U
	SSM 33594	427 597.879	6 416 581.740	56	A	1
	SSM 17900	427 652.989	6 416 610.187	56	B	U
	TS 6015	426 848.680	6 414 332.976	56	2A	U

DATE: 28/03/07 SCALE FACTOR: 0.999661 SOURCE: DEPT. OF LANDS

Registered 12/12/2007

This is sheet 2 of my plan in 2 sheets dated 31/08/07

A. Chah
Surveyor registered under Surveying Act 2002.

This is sheet 2 of the plan of 2 sheets covered by my Certificate No. 8/08 of DA 779/07

[Signature]
General Manager authorised person

For use where space is insufficient in any panel on Plan Form 2

[Signature] Secretary
[Signature] President
[Signature] Director

Sandra Richards
Blacks

Plans used in preparation of survey/compilation

Reduction Ratio 1:1000

Go: 12761 File 2006M7100(930)Comp.Residue

DIAGRAM 'A'
1:1000

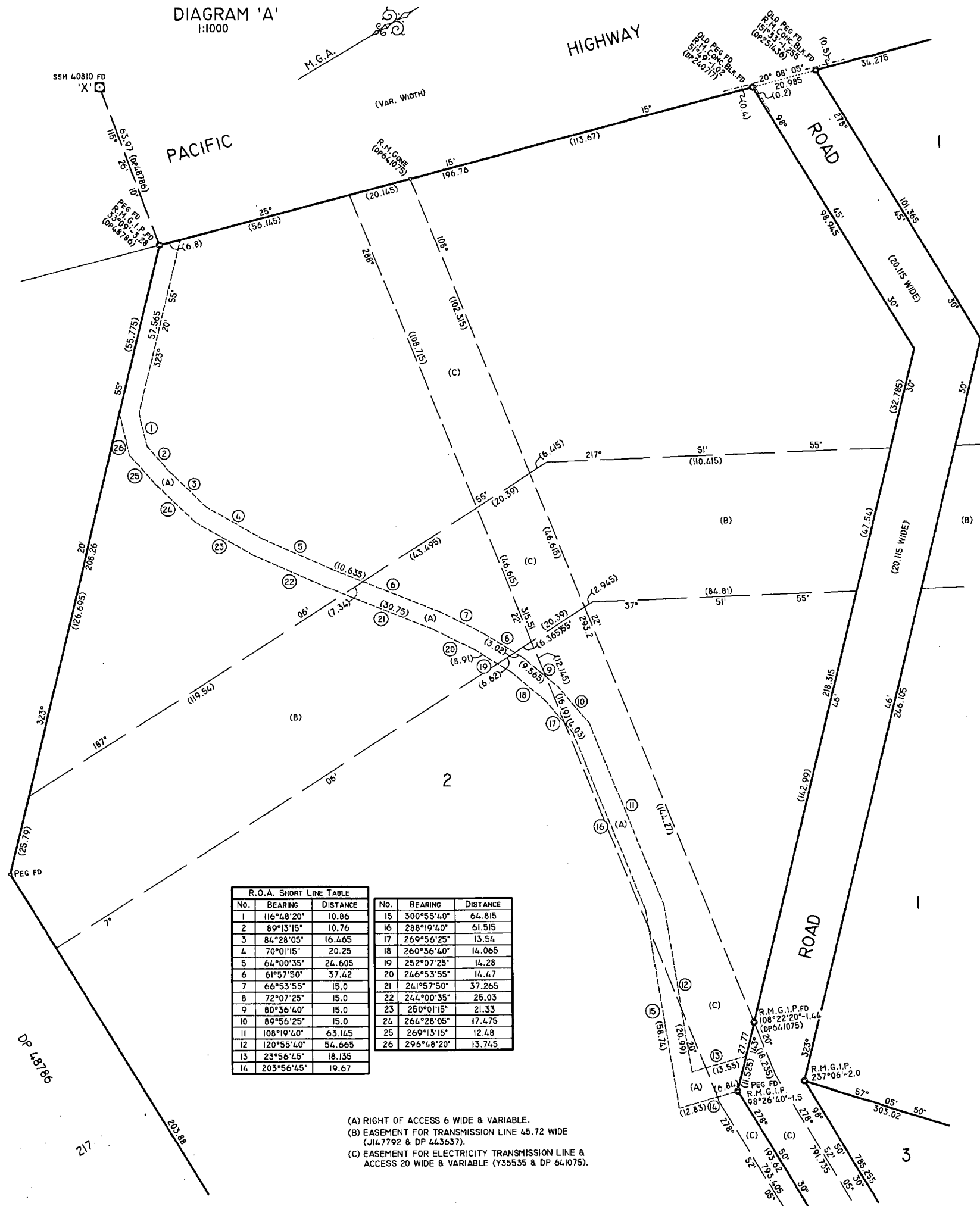


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1:1500

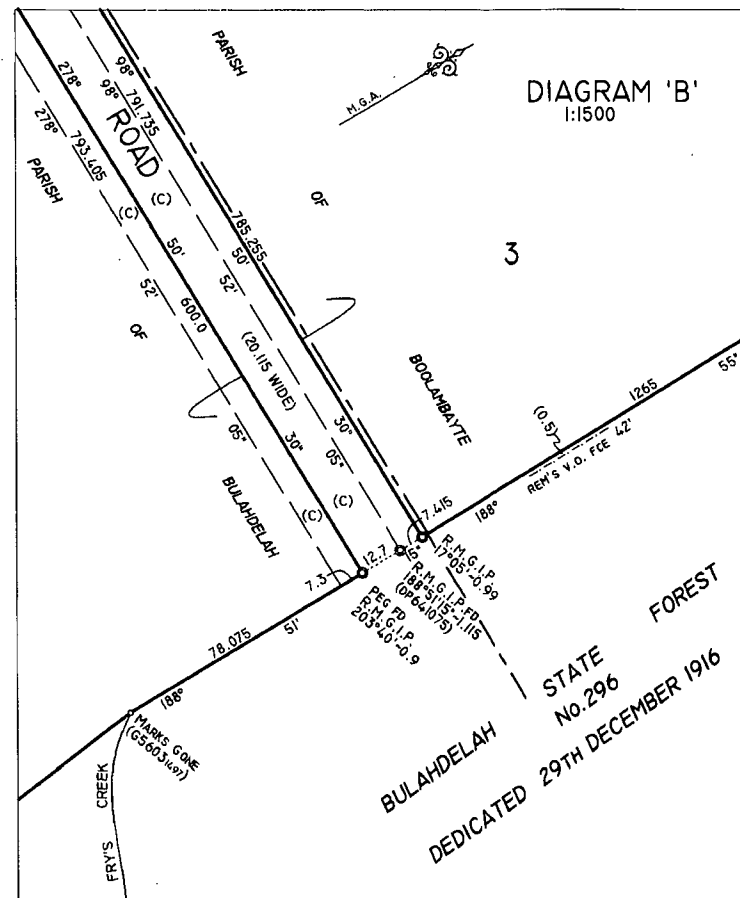
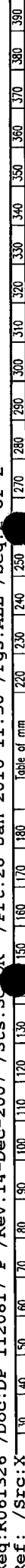
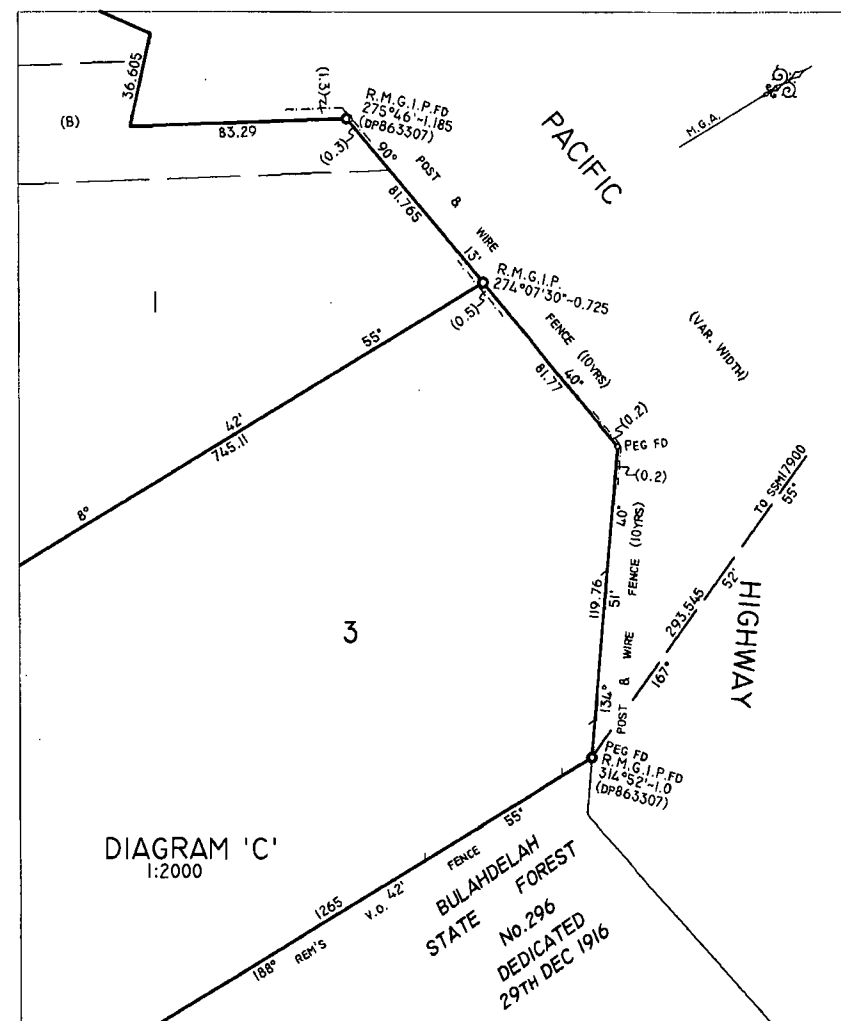








DIAGRAM 'C'
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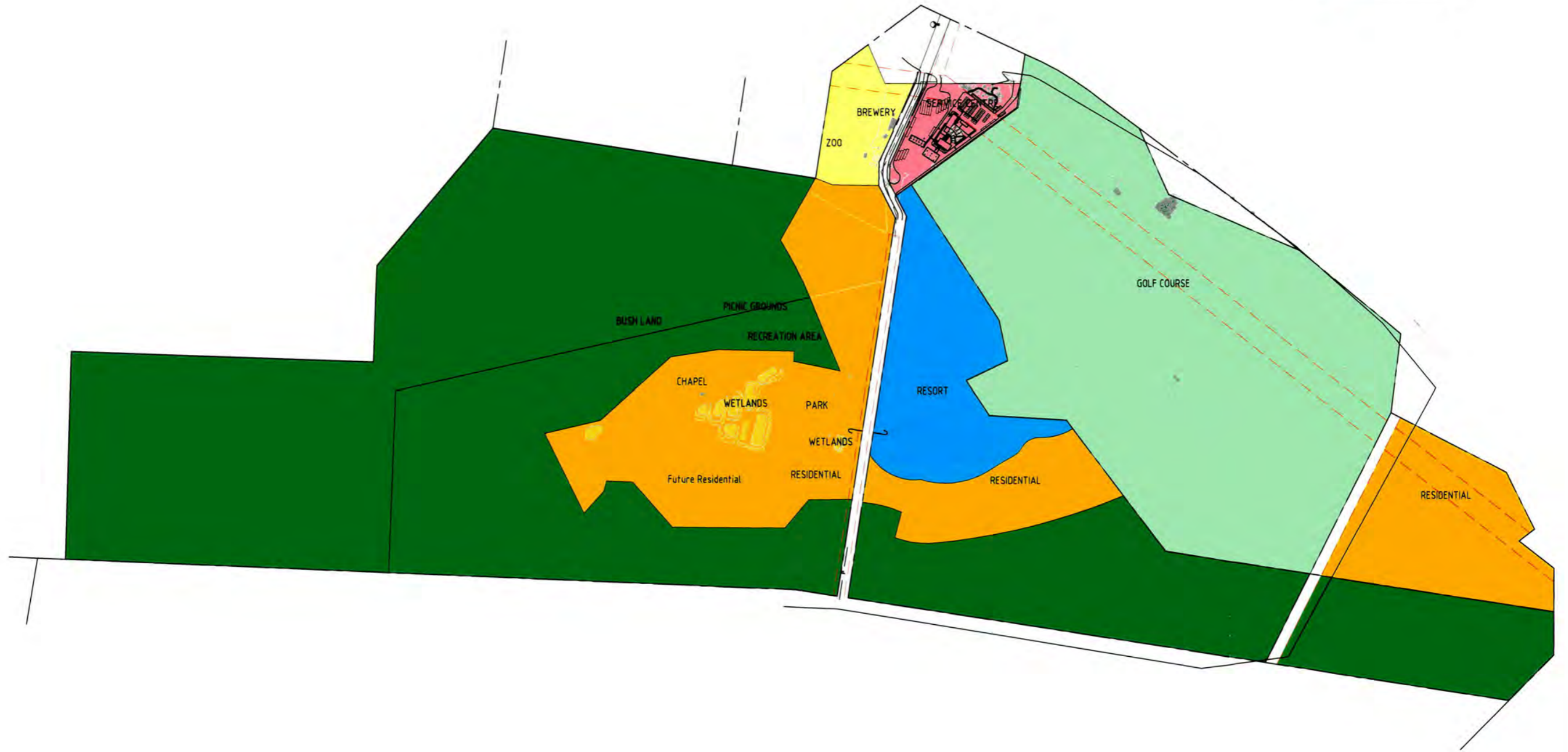




APPENDIX 2 SITE MASTERPLAN



LEGEND	
	LOW DENSITY RESIDENTIAL
	ENVIRONMENTAL CONSERVATION
	GOLF COURSE
	BREWERY/ZOO
	RESORT
	SERVICE CENTRE



REV No.	COMMENTS	DATE	INIT.
A	PRELIMINARY ISSUE	22.12.15	DM

PROJECT:
ROAD SIDE SERVICE CENTRE
9844 PACIFIC HIGHWAY
BULAHDELA, NSW

CLIENT:
HAMPTONS PROPERTY SERVICES

Richmond+Ross PTY LIMITED
ABN 34 001 485 436

CONSULTING ENGINEERS
38 WILLOUGHBY ROAD,
CROWS NEST, NSW 2085
TEL : (02) 9490 9600
FAX : (02) 9438 1224

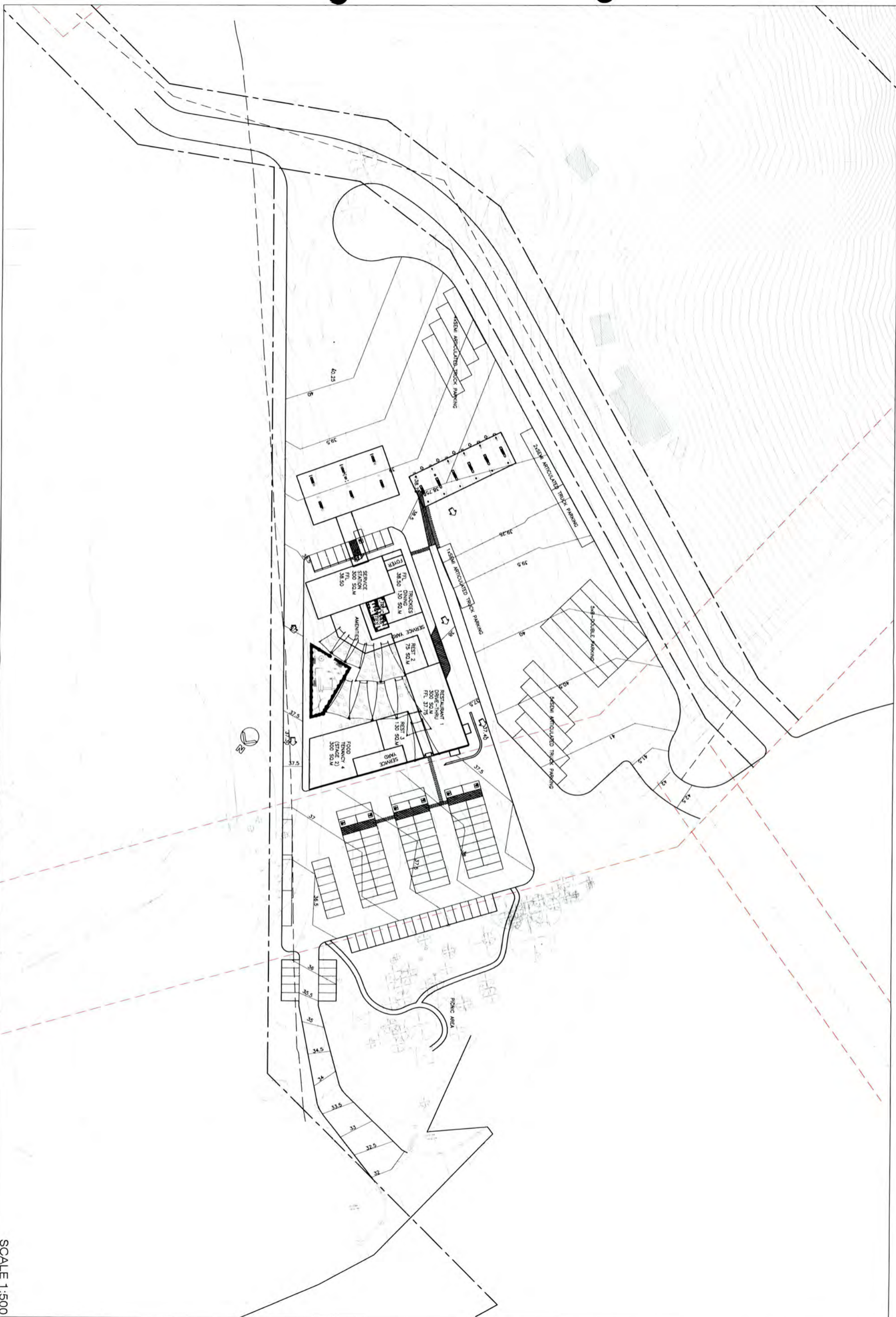
OVERALL SITE PLAN

DATE: DECEMBER 2015	DRG.No.
SCALE: 1:4000	A100
JOB No. 150277	REV. A

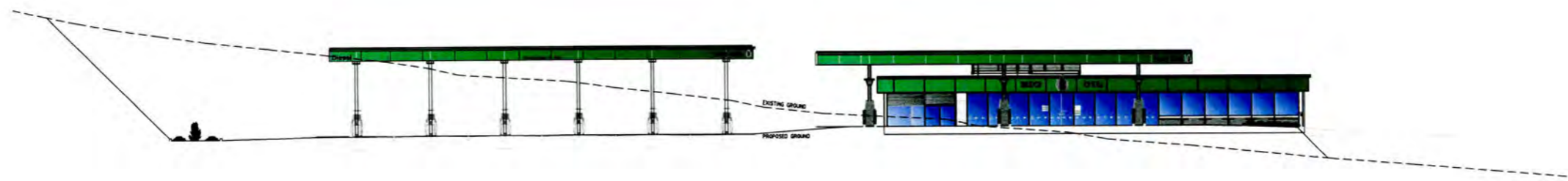


APPENDIX 3 SERVICE STATION CONCEPT PLAN & ELEVATIONS





SCALE 1:500





APPENDIX 4 ECONOMIC IMPACT ASSESSMENT





9844 Pacific Highway Bulahdelah

Highway Service Station, Residential and Other Uses
Demand Assessment

Prepared for Hamptons Property Services

January 2016

HiIPDA
CONSULTING ■

QUALITY ASSURANCE

Report Contacts

ANETA MICEVSKA

Bachelors of Psyc (Hons) and Commerce (Economics), AHPRA

Consultant

Aneta.Micevska@hillpda.com

Supervisor

ADRIAN HACK

M. Land Econ. B.Town Planning (Hons). MPIA

Principal Urban and Retail Economics

Adrian.Hack@hillpda.com.

Quality Control

This document is for discussion purposes only unless signed and dated by a Principal of HillPDA.

Reviewed by:

Dated 19 January 2016

Report Details

Job Ref No: C16001

Version: Final

File Name: 9844 Pacific Highway

Date Printed: 19/01/2016

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1 INTRODUCTION

The following Study has been commissioned by Hamptons Property Services on behalf of Linfield Property Nominee Pty Ltd and NGP Investment (No. 2) Pty Ltd (Client) to review the potential opportunity for 9844 Pacific Highway, Bulahdelah (referred to the Subject Site thereafter).

This report reviews the existing supply conditions for Highway Service Centres, tourist and residential uses in Bulahdelah and the surrounding locality and forecasts likely demand for these uses at the Subject Site.

Assessment Methodology and Structure

The conclusions and recommendations of this Assessment have been developed using the following methodology:

- Analysis of the existing and forecast demographics of Bulahdelah; (Chapter 2);
- A review of state and local policies relevant to the Subject Site (Chapter 3);
- A desktop survey of existing and proposed Highway Service Centres and tourist uses relevant to the Subject Site (Chapter 4);
- Reviews the current Service Centres, tourist development and residential uses within the Bulahdelah and the surrounding locality (Chapter 5); and
- Reviews the demand for brewery and hotels in the locality (Chapter 6).

Subject Site

The Subject Site is strategically located on the north-eastern side of Bulahdelah Township adjoining the RMS Bulahdelah Eastern bypass and roundabout at 9844 Pacific Highway, Bulahdelah. The land is currently largely vacant and undeveloped, with only one brick veneer house and two sheds provided on site. The Subject Site occupies some 140Ha over two lots as shown in the figure below.

Figure 1 – Aerial View of Subject Site



Source: Hamptons Property Services

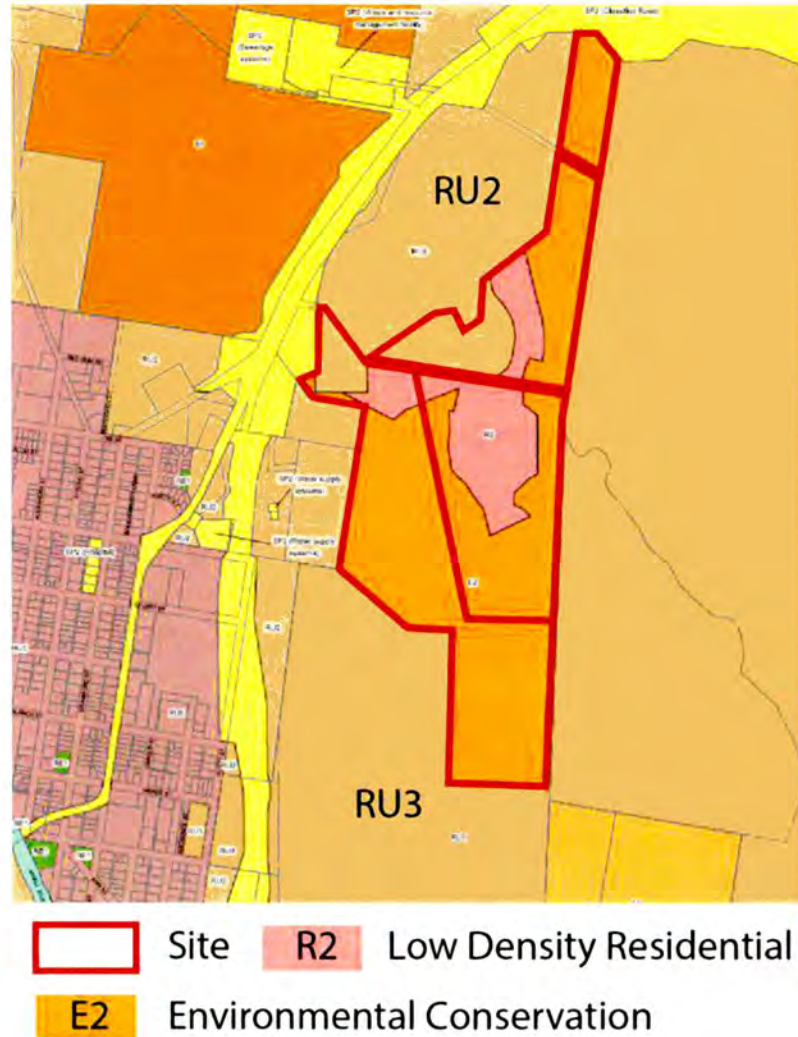
Area Overview

The Subject Site abuts Bulahdelah Golf Course to the north and west. Bulahdelah Caravan Park and Lady Jane Motor Inn are located immediately to the west on the other side of the freeway, with reserves to the south and east. In addition the subject site benefits from proximity to Bulahdelah Community Hospital (900m west of Subject Site) and the retail strip along Stroud Street which includes an IGA supermarket (2km west of Subject Site).

The Subject Site is currently zoned a combination of RU2 Rural Landscape, R2 Low Density Residential and E2 Environmental

Conservation under the Great Lakes Local Environmental Plan (LEP) 2014 as shown in the figure below.

Figure 2 - Subject Site Land Zoning



Source: Great Lakes LEP 2014

There is a current DA approval for a tourist facility at the Subject Site. In the past there have been DA approvals for other commercial uses including McDonalds and a commercial brewery, which have since lapsed. In addition previous approval for residential subdivision of Lot 2 has also been obtained at the Subject Site from Council.

On a broader scale, the Subject Site is approximately a 2 hours and 45 minutes drive north (240km) of Sydney Central Business District (CBD) and 1 hour drive north of Newcastle (96km). Myall Lakes (22minute or 25km from the Subject Site) and Newcastle Airport

(40minute or 75km from the Subject Site) are also within proximity to this.

Development Objective

Given the size of the landholding, it is considered that there are a number of potential opportunities for the land, having regard to the various zoning provisions.

The client's objectives are:

- Subject to rezoning via Schedule 1 of the LEP, that part of the site, located in the RU2 and R2 zone, be developed for the purpose of a highway service centre for cars and trucks on part of the site and would include an offering of fast food restaurants. An area of approximately 6 hectares adjacent to the roundabout is available for this purpose, albeit the size of the service centre with truck stops would likely be in the order of one or two hectares;
- Use of the RU2 and E2 land in accordance with the zoning table permitted uses, or other uses that may be suitable, subject to a Schedule 1 amendment, most likely with some form of tourist focus; and
- Subdivision of the R2 land to permit residential subdivision of a lot size suited to market conditions.

2 DEMOGRAPHIC PROFILE

The following Chapter provides a snapshot of demographic data for the Bulahdelah – Stroud SA2 from the ABS Census of Population and Housing for the 2001, 2006 and 2011 Census years. This snapshot provides a comparative analysis against Greater Sydney and Non-Metropolitan NSW.

The Bulahdelah – Stroud SA2 has been chosen as the smallest geographical area for which the ABS makes available data across three census periods, allowing us to track changes over time. Data for the suburb of Bulahdelah is only provided by the ABS for the 2011 Census year and has been referred to where the predominance of a demographic trend is particularly evident in the suburb. The geographical boundaries of both the Bulahdelah-Stroud SA2 and suburb of Bulahdelah are mapped in figures 3 and 4.

Existing Demographic Profile

Figure 3 Bulahdelah State Suburb Geographical Boundary



Figure 4 Bulahdelah – Stroud SA2 Geographical Boundary



In 2011, there were 4,706 people¹ residing in the Bulahdelah-Stroud SA2. The average household size was 2.5 people per household. There was an average of 1.9 children per family with children.

Households and Dwellings

In 2011, the majority of households were families at 68.1%, however the proportion of family households has steadily decreased since 2001 to be below Greater Sydney (69.5%) but above Non-Metropolitan NSW (66.6%). 23.7% of households were lone person, a notably higher proportion than Greater Sydney (21.5%) but lower than Non-Metropolitan NSW (25.6%).

Dwellings in the Bulahdelah-Stroud SA2 are predominantly separate dwellings, increasing from 94% of all dwellings in 2001 to 95% in 2011.

Table 1 Dwelling Structure 2001 – 2011

Bulahdelah-Stroud SA2	2001	2006	2011
Separate House	94.3%	93.9%	94.7%
Semi- Detached, Row or Terrace, etc.	0.6%	1.2%	1.3%
Flat, Unit or Apartment	0.8%	1.5%	0.2%
Other Dwelling	3.8%	3.4%	3.8%
Not Stated	0.4%	0.0%	0.0%

Source: ABS Bulahdelah-Stroud TSP 2011

¹ ABS, 2011 Bulahdelah SA2 TSP.

From 2001-2011 there had been no increase in additional dwellings in the township of Bulahdelah. Total number of dwellings remained constant at 495. The township experienced a slight fall in population from 1,155 to 1,118².

Age Profile

The Bulahdelah-Stroud SA2 experienced a significant increase in residents aged over 64 years between 2001 and 2011 (+5%) and is well above the Greater Sydney average (28% compared to 19%). The median age has increased from 40 years to 45 years over this period. This suggests there is increasing representation of retirees within the Bulahdelah-Stroud SA2.

Table 2 Bulahdelah - Stroud SA2 Age Groups

Bulahdelah - Stroud SA2	2001	2006	2011	% Change
Age group(a):				
0-14 years	22.4%	19.5%	17.7%	22.4%
15 - 24 years	13.3%	13.1%	14.8%	13.3%
25 - 44 years	21.2%	18.4%	16.4%	21.2%
45 - 59 years	20.1%	23.1%	23.7%	20.1%
60 - 74 years	15.4%	17.8%	19.2%	15.4%
75+ years	7.6%	8.2%	8.3%	7.6%

Source: ABS Bulahdelah-Stroud SA2 TSP 2011

Ethnicity

Bulahdelah SA2 has a very high proportion of Australian born residents at 93.4% consistent since 2001. This proportion is much higher than Sydney SD (61.8%) and also higher than Non-Metropolitan NSW (84.6%).

Education, Employment and Income

The median weekly household income in 2011 was \$869, significantly lower than the average of \$1,444 for Greater Sydney and also lower than Non-Metropolitan NSW (\$960).

Lower than average household incomes in Bulahdelah-Stroud SA2 are consistent with a lower level of education, with only 7.6% of residents over 15 years in 2011 attaining a bachelor degree or higher

² ABS Census 2001 and 2011

Of occupied private dwellings in the suburb of Bulahdelah in 2011, the majority (72%) were owned, representing a significantly higher proportion than across Greater Sydney (65%).

(compared to 23.7% in Greater Sydney and 12.4% for Non-Metropolitan NSW).

The area reported a comparatively high rate of unemployment in 2011 (6.5%) compared to a rate of 5.8% in Greater Sydney and 6.1% in Non-Metropolitan NSW.

Over 40% of the employed resident population in Bulahdelah-Stroud SA2 aged 15 years and over were employed as blue-collar occupations (40.4%) compared to 23.8% in Greater Sydney and 31.9% in Non-Metropolitan NSW.

The most striking trend in the SA2 has been the decline of managers and the percentage of the workforce working in agriculture. Workers in agriculture have declined from 20% to 11% from 2001 to 2011. Bulahdelah's base industry has always been agriculture.

Deregulation, increased automation, reduced number of farming units and profit margins and other structural changes in these industries has resulted in job reductions and young people leaving the land for job opportunities elsewhere. This has been a common trend in most non-coastal townships across NSW with populations below 10,000. Jobs in Agriculture in Non-Metropolitan NSW have declined from 8.7% to 5.7%.

Tenure

Of occupied private dwellings in the Bulahdelah-Stroud SA2 in 2011, a high proportion were owned with a mortgage (29.0%) or outright (43.3%). Conversely, only 19% of occupied private dwellings were rented. In the suburb of Bulahdelah, almost three quarters of dwellings were owned (72.4%), representing a significantly higher proportion than Greater Sydney (65.2%) and even Non-Metropolitan NSW (66.2%). This is consistent with a higher proportion of separate dwellings and indicates residents may be less transient than across Greater Sydney due to their ownership status.

How the demographics are changing

Demographic projections are based on Great Lakes Council's projections, including household type, number of dwellings and population growth.

Whilst historical population trends above were based on the Bulahdelah-Stroud Area (i.e. SA2 level), Council forecasts are at suburb level. Bulahdelah and remaining rural areas of the SA2 are part of that area identified as the Bulahdelah-Central Rural area

(refer to figure below). The projections assume the construction of Bulahdelah Golf Course development (which will add another 95 new dwellings over 2018 to 2036) and low level infill/ minor site development (2-5 dwellings per annum).

Figure 3 - Bulahdelah - Central Rural Boundary



Source: Great Lakes Council ForecastID

The population of Bulahdelah - Central Rural is forecast by the Great Lakes Council to grow from 1,992 people in 2011 to 2,370 people in 2036³.

The number of implied dwellings is projected to increase to 1,171 dwellings in 2036 from 947 dwellings in 2011.

The average household size in 2036 is forecast to be 2.33 people, expected to peak in 2016 to 2.39. Dwelling occupancy is expected to remain high at 84 to 85% from 2016 to 2036.

Couples without children are expected to remain the largest proportional household type in 2036 (35%), with lone person households remaining the second largest (28%).

Council forecasts that the Bulahdelah-Central Rural area will experience a significant increase in older workers and retirees by 2036, with the number and proportion of younger workers declining. These trends are consistent with townships in regional areas that are generally dependent on agriculture.

Table 3 Council Population and Dwelling Projections Bulahdelah-Central Rural

	Estimated Resident Population	Occupied Private Dwellings
2011	1,992	947
2016	2,011	971
2021	2,097	1,021
2026	2,185	1,071
2031	2,279	1,121
2036	2,370	1,171

³ Great Lakes ForecastID, Feb 2014.

Table 4 Age Projections for Bulahdelah-Central Rural Area (%)

Age (years)	2011	2016	2021	2026	2031	2036	Change
0-14 years	15.7%	15.1%	15.9%	16.3%	16.2%	15.9%	0.2%
15 - 24 years	14.4%	13.9%	11.3%	10.4%	10.7%	10.8%	-3.6%
25 - 44 years	17.1%	15.9%	16.9%	17.3%	17.2%	16.9%	-0.2%
45 - 64 years	32.2%	33.3%	33.2%	32.3%	31.9%	31.6%	-0.6%
65 - 84 years	17.4%	18.5%	19.8%	21.2%	21.8%	22.5%	5.1%
85 + years	3.2%	3%	2.9%	2.8%	2.8%	2.7%	-0.5%

Source: Great Lakes Council ForecastID

Key Findings and Demographic Trends

Bulahdelah is populated by low income families. There are also a high proportion of lone persons and established families with very modest growth expected to 2036.

A high proportion of home owners is consistent with the older population and increasing prevalence of detached dwellings. This also indicates lower interest from investors due to distances from major employment destinations.

A specific increase has occurred in the +65 year age group with forecasts anticipating a more pronounced increase to 2036.

Furthermore low density detached dwelling characterise the area, with trend expected to continue to the longer term.

Historically, Bulahdelah's base industry has been agriculture. In terms of job opportunities this industry has been in decline over the past couple of decades. As a result young adults are migrating away to the larger centres where the job opportunities are further skewing the population's ageing trend. There are few industries to fill the void. Retirement is one but this is concentrated in the larger towns on the coast, such as Forster, Tuncurry and Port Macquarie. Hospitalities and other service industries can play a role, but any growth in these industries is very modest.

3 RELEVANT PLANNING POLICIES AND STRATEGIES

The following Chapter undertakes an audit of existing and forecast Highway Service Centres, state and local policy. It also considers recent development in the Bulahdelah area to better understand gaps and future needs to inform how the Subject Site might be best utilised.

State Plan

The NSW State Plan identifies challenges and opportunities facing NSW whilst recognising the need for Governments to 'reconcile competing demands in an environment of constant social and economic change'. The Plan sets out the following key goals and priorities relevant to this Implementation Strategy:

- NSW Open for Businesses:
 - increase business investment;
 - maintain and invest in infrastructure;
 - cutting red tape; and
 - facilitate more people participating in education and training throughout their life.
- Stronger Rural and Regional Economies:
 - increased business investment in rural and regional NSW;
 - and
 - better access to training in rural and regional NSW to support local economies.
- strengthening Aboriginal Communities:
 - improved health and education for Aboriginal people.
- healthy Communities:
 - improved access to quality healthcare.
- Build Harmonious Communities:
 - increased participation and integration in community activities.
 - Opportunity and support for the most vulnerable.
- Practical Environmental Solutions:
 - better environmental outcomes for native vegetation, biodiversity, land, rivers and coastal waterways.

- Improve Urban Environments through:
 - jobs closer to home;
 - housing affordability;
 - improve the efficiency of the road network; and
 - more people using parks, sporting and recreational facilities and participating in the arts and cultural activity.

Draft Mid-North Coast Regional Strategy

The NSW Government has prepared the draft Mid North Coast Regional Strategy to establish the guiding principles for how the future growth of the Mid North Coast will be planned and managed.

The Regional Strategy applies to the eight local government areas of Clarence Valley, Coffs Harbour, Bellingen, Nambucca, Kempsey, Port Macquarie–Hastings, Greater Taree and Great Lakes (of which the Subject Site falls within), and is one of a number of regional strategies prepared by the Department of Planning.

Over the past 25 years, the Mid North Coast has experienced a 70 percent population increase reflecting a considerable amount of growth and change.

The Strategy sets a target of 58,400 additional dwellings over the next 25 years, 15,000 of these within the Manning Valley – Great Lakes Subregion. The Strategy identifies Forster - Tuncurry as suitable for higher density housing so as to provide a range of housing options.

Using current participation rates and population projections, it is expected that the capacity for an additional 47,000 jobs within the Region will need to be created. The Strategy defines Bulahdelah as a Town.

Great Lakes Local Environmental Plan 2014

The Subject Site is currently zoned a combination of RU2 Rural Landscape, R2 Low Density Residential and E2 Environmental Conservation under the Great Lakes Local Environmental Plan (LEP) 2014.

Pacific Highway Services Centre Policy

The Pacific Highway Services Centre Policy was prepared by NSW Roads and Maritime Services, May 2014. The policy defines a highway service centre as “a building or place used to provide

refreshments and vehicle services to highway users. It may include any one or more of the following:

- A restaurant or café
- Take away food and drink premises
- Service stations and facilities for emergency vehicle towing and repairs
- Parking for vehicles
- Rest areas and public amenities.”

There are several other requirements including the provision of parking for heavy vehicles, public toilets, tourist information, children’s play area, 24 hour trading and prohibition of alcohol.

The locations for existing and future service centres are defined, however Bulahdelah is not included. This however does not preclude a service centre in Bulahdelah.

4 THE RESIDENTIAL MARKET

This Chapter provides a detailed analysis of the current and likely future residential market in Bulahdelah. Included is market evidence of sales in Bulahdelah and surrounding areas.

Demand for Housing in NSW

Low interest rates and improved business confidence since the Federal election has succeeded in stimulating the property sector in NSW, despite uncertainties in the global economy. Increased construction activity is reported and business and consumer confidence is growing in most sectors.

In Sydney the development of residential apartments is driving more widespread renewal than any other land use at present, representing the 'highest and best use' from a financial standpoint. Sales of development sites reflect this sentiment, with sites offering residential development opportunities observed to be principally driving sales activity in the development market.

Late 2013 was the start of a property bubble in the Sydney market which has resulted in significant price rises, an increase in development activity, buyer enquires and clearance rates.

Sydney house prices have risen sharply (some 45%) in the past three years, however the rise in house prices in the Great Lakes has been far more modest.

Historically when there is a strong uplift in house prices in Sydney then regional areas follow. Reduced affordability in Sydney results in some outwards migration which then stimulates demand for housing in some non-metropolitan areas.

With record low interest rates and reduced affordability in Sydney we would expect to see further growth in house prices in The Great Lakes Shire over the next year or two.

Single Dwellings

RP Data recorded 12 single detached house sales in Bulahdelah in the first two quarters of 2015, reflecting a current median sale price of \$270,000. Bulahdelah's median sale price has increased by 12.5% based on 2014 figures. The figure below illustrates sale price growth for single detached dwellings on a monthly basis from 2013 to 2015.

Figure 4 – Median House Sale Prices Bulahdelah



Source: RP Data

The table below provides a summary of median price movement of single detached dwellings across Bulahdelah and the Great Lakes LGA.

Table 5 - Median Sale Price for Single Detached Dwellings

Suburb	Median Sale Price		
	July 2015	August 2014	% Increase
Bulahdelah	\$270,000	\$240,000	12.5%
Great Lakes LGA	\$405,000	\$421,944	4.2%

Source: RPData. Note that this includes some farm sales.

Based on these findings, the 2015 Greater Lakes LGA’s median sale price was \$151,944 or 36% more expensive than Bulahdelah. However Bulahdelah has observed a greater increase in the median sale price of single detached dwellings (12.5% increase compared to 4.2%).

Bulahdelah’s median house price has been largely static since 2005-06 when it was \$225,000. The median house price in 2014-05 was \$239,000 – an increase of 6% over 10 years⁴.

The number of house sales (excluding strata) in coastal localities is considerably higher – for example 76 sales in Hawkes Nest and 425 sales in Forster since January 2014. The median house prices are

³ Residex Suburb Report August 2015

considerably higher at around \$400,000 to high four hundreds. A good house with water frontage sells for more than a million dollars.

Rents

Rent for dwellings have increased over the past three years, with the average rent currently at \$240/pw for all houses, up from \$210/pw in 2012⁵.

Land Sales

There have been only 3 house lot (land only) sales in Bulahdelah since January 2014, reflecting a current median sale price of only \$95,000. The highest price paid was \$130,000.

Higher prices are achieved in the coastal localities. The median price in Forster was \$148,000 and the highest price paid was \$235,000.

Even so, there were only 22 lots sold over the past 18 months, a rate of 15 per annum.

Golf Course Estates

To the best of our knowledge there is only one golf course estate in the locality – called Tallwood Village, which is around 18km north of Forster.

Since January 2014 there have been 37 vacant house sites sold with a wide range of prices from \$40,000 to \$220,000. Median price was \$100,000. The cheaper lots reflect sites with difficult typography whilst the more expensive lots are elevated with distant views including ocean views.

Development Proposals

Development proposals in the pipeline in the Great Lakes Local Government Area (LGA) include the following⁶:

- Aged care hostel at 18-30 Bruce St, Forster: 138 age care units;
- Lot 1 Hillside Pde & Lot 7055 Lakeside Cres, Elizabeth Beach, NSW 2428: Development Application for 50 villas, with completion anticipated in 2016 and construction yet to commence;
- Development Application for a service station at 190 The Lakes Way, Tuncurry;

⁵ Residex 2015

⁶ CordellsConnect, August 2015

- Lots 41 & 42 Boomerang Dr, Pacific Palms, NSW 2428: Development approval for 72 cottages with completion anticipated 2017;
- Lot 1 Strand St, Forster, NSW 2428: Resort with 88 motel style units approved with completion anticipation in 2017;
- 130-158 Kularoo Drive, Forster, NSW 2428: Approval for an age care facility with some 50 units by 2020;
- 12 & 13 Middle St, Forster, NSW 2428 – Approval of 10 units with completion anticipated in 2016;
- 50 Spinifex Ave & Bayview Rd, Tea Gardens, NSW 2324: Hermitage retirement village planned to include 216 dwellings by 2018;
- Lot 3 The Lakes Way, Forster, NSW 2428: Restaurant approved 2018;
- Tea Tree Rd & The Lakes Way, Forster, NSW 2428: Land rezoned approval obtained for 250-400 lots;
- Myall Rd, Tea Gardens, NSW 2324: Rezoning approval for 1,500 dwellings at Tea Gardens.
- 72 The Southern Hwy, Forster, NSW 2428: Development Application has been submitted to Council for 176 lots;
- 5-9 Wallis St, Forster, NSW 2428: Approval for a supermarket (800sqm) and specialty shops totalling 1,439sqm with completion anticipated in 2017;
- Off North Arm Rd, North Arm cove, NSW 2324: 2,000 dwellings proposed at North Arm. Timing and status is unknown at this stage as this is in early planning.
- Riverside at Tea Gardens: Plans to include 945 dwellings, this is in early planning; and
- 223 The Lakes Way, Forster, NSW 2428: Plans to include 200 lots;
- The Lakes Way Forster, NSW 2428: Early planning for 770 dwellings in Forster.

Some of these development proposals are large, involving several hundred dwellings. However, all these sites are near the coast where higher prices are paid. The buyers are often retirees and/or holiday home investors. The high vacancy rates of 15% to 20% in these coastal localities is evidence of this market.

Summary of the Residential Market

The residential market in Bulahdelah is very flat. House prices have not kept up with inflation over the past 10 years. No new stock has come on line and the population has declined slightly, largely due to diminishing job opportunities.

There have been 32 residential house sales in Bulahdelah since January 2015 and the highest price paid was \$385,000. Only three sales broke the \$300,000 level and the median price was only \$230,000.

Unfortunately there are no estates in the locality for comparison with the suggested proposal at 9844 Pacific Highway. Of course a new more prestige estate will command higher prices than existing houses in the locality, particularly if it's synergistic with the golf estate. However market absorption is likely to be very slow based on land sales in localities such as Forster and also based on land sales in Tallwood Village golf estate.

Expected prices at 9844 Pacific Highway would be around \$130,000 to \$150,000 for 600 to 800sqm lots. Lots with frontage to the golf course and higher amenity may attract a small additional premium of 10% to 20%. The sales rate is difficult to forecast but based on achievable sales in Forster and Tallwood Village, it is likely to be around 15-20 per annum – possibly as high as 25.

5 THE SERVICE CENTRE MARKET

The traffic on Pacific Highway at Bulahdelah is around 20,000 per day in both directions. A review of the historical AADT data from the period of 2009-2012 suggests an average growth rate of 1.4% per annum.

Evidently, increasing traffic along the Pacific Highway creates an additional demand for catering outlets and service centres. There is a good opportunity to capture much of this market given that two service stations have operated in Bulahdelah Township for many years prior to the construction of the bypass.

The Industry

Fuel retailers have suffered through significant revenue volatility over the past decade. Significant price rises before the global financial crisis in 2008-09, followed by a 36% fall in the world price of crude oil 2008-09. This led to a reduction in retail petrol prices and a fall in revenue. Revenue recovered in 2011-12 as petrol prices soared, only to fall again in 2012-13. IBIS World predicts a continuing fall in total retail sales of 1.4% per annum over the next four years notwithstanding an increase in volume of sales of almost 1% per annum.

The industry's structure has changed with Coles and Woolworths having increased their market share in the industry by offering subsidised petrol prices through discount docket schemes. Smaller operators have continued to close shop and larger service stations attached to convenience stores and fast food outlets are becoming more and more prevalent.

The performance of a service centre is almost 100% defined by location. Motorists on long road journeys generally do not have the luxury of choosing, or the willingness to choose, an independent over a Caltex, BP or other. A well-located accessible station on a busy highway will turn over high revenues.

Existing Service Centres

As part of this Assessment we have undertaken an audit of the existing service centres within Bulahdelah and surrounding locality to better understand demand for such facilities at the Subject Site.

Highway Service Station

There is currently a limited supply of Highway Service Stations with only two medium sized service stations in Bulahdelah each with 4 pumps.

Table 6 – Service Stations in the Locality

Facility Name	Address	Distance from Subject Site	Distance from Sydney	Truck stop-over parking
Coles Express, Bulahdelah	22 Booloombay St, Bulahdelah*	1.8km, South	237km	No
Mobil, Bulahdelah	59 Booloombay St, Bulahdelah*	1.8km, South	237km	No
Caltex Coolongolook	Cnr Midge St & Pacific Hwy, Coolongolook	28km North	267km	Yes
BP Coolongolook	Pacific Highway, Coolongolook	30km North	267km	No
Caltex, Glenthorne (South Taree)	Old Bar Road, Glenthorne	66km North	307km	Yes
Caltex, Raymond Terrace	40 Richardson Rd, Raymond Terrace*	73km South	170km	Possible
Shell, Heatherbrae	290 Pacific Hwy	80km South	163km	Yes
BP Connect, Heatherbrae	2398 Pacific Hwy	77km South	165km	Yes
7-11, Heatherbrae	Pacific Hwy, Cnr Hank	79km South	164km	No

The stations at Coolongolook at around 30km to the north and Heatherbrae to the south of the subject site, are relatively convenient having direct frontage to the highway. However both centres at Coolongolook are on the east side of the Pacific Highway. Other stations such as Glenthorne (South Taree) and Richardson Road, Raymond Terrace are off the highway and are not visible from the highway but are nonetheless reasonably convenient and signposted.

Advantages

Bulahdelah has one strong advantage over the other above locations – namely the distance from Sydney being around two and half to three hours, around that time that a break is required from driving.

There are two service centres in Bulahdelah but the subject site at 9844 Pacific Highway has a few strong competitive advantages over them:

- Firstly it is on the bypass rather than in the town centre.
- Secondly it has potential to provide truck stops that the other two smaller centres do not provide as well as parking for caravans and boats being towed; and
- Finally it has the potential to provide a wider offer of food choices

Retail Mix

As stated above the single highway based petrol outlet has become scarcer and the need to group ancillary land uses, i.e. petrol with convenience goods and fast foods, is becoming more widespread. The below table outlines the tenants at the above fuel retailing service centres which gives an indication of the types of ancillary uses typically associated with Highway Service Centres.

Table 7 Ancillary Uses at Existing Service Centres that include Fuel Retailing.

Facility Name	Address	Additional Tenants
Coles Express	22 Booloombay St, Bulahdelah	Convenience Store (200sqm); fuel for cars and trucks
Mobil, Bulahdelah	59 Booloombay St, Bulahdelah*	Mobil Fast Food
Caltex, Coolongolook	Cnr Midge St & Pacific Hwy, Coolongolook	Restaurant, fuel for cars and trucks, parking for trucks
BP Coolongolook	Pacific Highway, Coolongolook	Local Liquor store, Convenience store, Willis Pie shop
Caltex, Glenthorne	Old Bar Road, Glenthorne	Caltex Convenience Store Subway McDonalds Coolabah KFC
Caltex, Raymond Terrace	40 Richardson Rd, Raymond Terrace	Convenience Store, Anytime Fitness
Shell, Heatherbrae	290 Pacific Hwy	Coles Express
BP Connect, Heatherbrae	2398 Pacific Hwy	Wild Bean Café, KFC, Hungry Jacks, Heatherbrae Pies
7-11, Heatherbrae	Pacific Hwy, Cnr Hank St	7-11 Convenience Store McDonalds Subway

Port MacquarieCnr of Pacific Hwy and
Oxley HwyGo Convenience
McDonalds
KFC
Subway

The majority of these stations have a convenience store and 2, 3 or 4 fast food outlets. There are variations in design with some fast food outlets on pad sites with their own dedicated parking spaces, whilst others, such as Glenthorne, has fast food restaurants with a central shared seating area. Some restaurants, such as McDonalds prefer to have dual frontage – restaurant on one side and drive through on the other side. In particular, the drive-throughs are strong money earners, providing a potentially competitive advantage over the existing outlets in Bulahdelah (which has one family restaurant at the Mobile station but no drive-throughs). Heatherbrae has four drive-through restaurants including McDonalds, KFC, Hungry Jacks and Heatherbrae Pies. McDonalds also has drive-throughs at Glenthorne and Port Macquarie.

Rents

Examples of Retail Leases include the following:

- Subway, Heatherbrae at the 7-11 fuel centre but separately leased. The lease of 176sqm commenced September 2006 at \$45,000 per annum paid monthly for 10 years plus 2 X 5 year options with rent reviews (or 4% per annum escalation) plus share of outgoings (rates, land tax and insurance). The current rent is likely to be around \$400 per square metre.
- 7-11 Service Station, Heatherbrae: Commenced June 2011 at \$196,000 per annum paid monthly for 10 years plus 2 X 5 year options with rent reviews (or 3% per annum escalation). The station has four pumps and a 200sqm convenience store.
- McDonalds, South Taree: The 10 year lease to McDonalds commenced December 2008 at \$120,000 plus CPI plus a turnover rent of 5% above \$4m (commenced). The store is 206sqm fronting a shared food court and a drive through on the other side. Current base rent is likely to be around \$700 to \$750/sqm. No recent information is available with the other outlets including the fuel retailer.

Average turnover for a fuel retail outlet is \$5.85m. Average number of pumps is four with 20 to 30 hoses and average number of staff is six to seven⁷.

The cost of goods is high at 87% and the occupancy costs are very low with net rent at 2.53% of gross revenue (around \$150,000 for an average size station) and outgoings at 0.6%. Margins are very low being only 3% for all premises and around 1.3% for rented premises⁸.

Given all the above we believe that an average size fuel outlet with around four to six pumps and 2 or 3 fast food stores is achievable. The achievable rent would be around \$200,000 to \$250,000 from the fuel outlet / convenience store. Excluding the eating area achievable rents from the restaurants would be around \$700/sqm plus the opportunity for some turnover rent.

⁷ Sources: IBIS World 2015 and "<http://australia.businessesforsale.com/>"
⁸ Benchmarking Australia, Service Stations 2015

6 THE BREWERY / HOTEL / ACCOMMODATION

Brewery / Hotel

Pubs, bars and nightclubs have recorded some growth, albeit very modest growth over the past 5 years. Growth has been constrained by strong competition – particularly from large format discount take-away liquor stores, wine clubs and internet sales. Also volatility with consumer sentiment, poker machines limitations, anti-smoking legislation and drink driving enforcements have all taken some toll on the industry⁹.

Some bars and pubs have faced declining demand, however small wine bars continue to grow. More flexible and accommodating liquor licensing laws in Melbourne, Sydney and Perth have spurred a renaissance of the inner-city bar scene. Bars that offer refined foods have become increasingly popular. Success quite often depends on management and the ability to respond to changing consumer trends, becoming more family-friendly, offering high-quality menus and diversifying liquor ranges to include craft beers and ciders.

Industry revenue is forecast to increase by an annualised 1.4% over the five years through 2019-20, to reach \$17.7 billion¹⁰.

Advantages with the subject site at Bulahdelah is its position on the Highway some 2.5 hours to 3 hours north of Sydney making it an ideal site to take a break and enjoy a good meal. There would be some competition from the existing Plough Inn in Bulahdelah, which has quite a pleasant amenity near the river, although the subject site has the golf course and national park. Other disadvantages include the wider issues of drink / driving, gambling and changing consumer preferences.

There are no rented premises in the locality that we could identify and hence we have relied on national benchmarks. The average establishment achieves a total revenue of around \$2.3m to \$2.5m. For rented premises the average net rent is 7.9%¹¹. Other occupancy costs are 3.7% of gross sales. This calculates to an average net rent of \$190,000.

⁹ IBIS World 2015

¹⁰ IBIS World 2015

¹¹ IBIS World and Benchmarking Australia 2015

Accommodation

The Great Lakes Shire captures a high level of tourism with one million visitors in 2013. Of those visitors 60% stayed at least one night and averaged 4 nights¹².

The hotel market has experienced considerable improvement in performance over the past decade with occupancy rates in particular moving from around 74% in the first quarter of 2013 to almost 80% in the last quarter 2014. Average daily rate moved up to \$188 and average REVPAR has increased by 5.6% per annum over the past couple of years¹³. The majority of this growth has been in the capital cities with average occupancy in Sydney now reaching 84%. Many regional areas have experienced little growth. However the fall in the Australian dollar is likely to improve the outlook, not just for the capital cities but also for regional Australia as Australians switch from international to domestic travel.

There are three existing motels in Bulahdelah – all of them with a three star rating:

- The Bulahdelah Motor Lodge has 23 rooms with a room rate of \$110 to \$130 per night for double and twin rooms and \$150 to \$180 per night for family suites.
- Bulahdelah Myall Motel at 11 Bulahdelah Way is a three star motel which has 22 rooms including double rooms at \$100/night and family rooms at \$120/night.
- Lady Jane Motel at 23 Bulahdelah Way has double rooms for \$100 per night, quad rooms for \$120 and 2 family suites for \$170/night.

There are several four star hotels and motels in the Great Lakes area with prices around \$160 to \$220 per night, but these are all near the water. Tallwoods Village has three bedroom townhouses/villas from around \$200/night off peak to around \$270/night in holiday seasons.

The feasibility of developing 3-star hotels and motels has remained problematic over the past couple of decades. EBITDA has usually been insufficient in most areas to meet the amortisation of capital costs. Four and five star hotels usually fair better, but even then, location is critical and the risks are quite high. To ensure feasibility

¹² Tourism Research Australia

¹³ Savills Research Insight and Colliers International 2014-15

these hotels usually rely on an occupancy rate of around 65% or higher. Bulahdelah's occupancy rate at 42% is well below NSW at 66% and is lower than the North Coast at 55%¹⁴.

A new hotel or motel in Bulahdelah will obviously achieve higher room rates than the existing motels that are now several decades old. A four star rated double room should achieve a room rate of around \$160. A boutique hotel or motel with around 25 to 30 rooms is likely to have a commencing occupancy rate of around 40%, although we would expect this to increase to say 55% by Year 3 and plateau thereafter.

An occupancy rate of 55% by \$160 per night achieves gross revenue of \$32,000 per room – around \$35,000 with food and beverage. Rent is 21.2% of gross revenue¹⁵ which equates to \$7,400/room/ann.

¹⁴ ABS Tourist Accommodation, New South Wales, 2013-14

¹⁵ The Australian Benchmark Report 2015

7 ECONOMIC IMPACTS IN THE LOCALITY

The economic impacts from the planning proposal in the local area are considered to be generally net positive.

- For local businesses there will be some added competition from the service centre and the hotel accommodation. However the following beneficial impacts are identified:
- An increase in production induced impacts. The new businesses will source inputs from existing local businesses such as the IGA supermarket, specialty food retailers (eg bakery) and others;
- It will provide a significant increase in Industry value added in the local area;
- It will increase local employment and total wages. Some of these wages will go to the consumption of foods, groceries and retail services in the local area and Bulahdelah township;
- Increase in tourism expenditure. The proposal will result in some increase in tourist night stays. But it will also increase the average spend by tourists by offering a higher quality (most likely 4 star) standard of accommodation for higher paying guests, which will as much complement, as compete with, the existing 3-star rated motels;
- There will be an increase in the number of residents living on the site. These residents are likely to spend on average around \$13,000 per annum on retail goods and services of which just over 50% will be food and grocery related. A high proportion of this spend will be captured by existing retailers as shoppers are generally reluctant to travel far to undertake food and grocery shopping – also referred to as “chore” shopping.

8 CONCLUSION

Overall conclusion is the site is ideal for highway service centre providing fuel retailing, truck stop, convenience store and 2 or 3 fast food outlets plus eating area.

Bulahdelah has one strong advantage over the other above locations – namely the distance from Sydney being around two and half to three hours, around that time that a break is required from driving.

There are two service centres in Bulahdelah but the subject site at 9844 Pacific Highway has strong competitive advantages over them being on the bypass rather than in the town centre and potentially offering a wider range of food options plus truck, caravan and trailer stopping.

For residential there is potential to capture some “tree change” buyers from Sydney as the boom in Sydney’s residential market has made Sydney increasingly unaffordable. However this market remains quite weak. The median house price has not kept up with inflation over the past decade. Bulahdelah has a declining population resulting from declining job opportunities.

For tourist accommodation there is an opportunity to capitalise on the golf course and national park amenity as well as the distance from Sydney being ideal for both long term residents and short stay tourists. However the feasibility is likely to be marginal and market risks are high.

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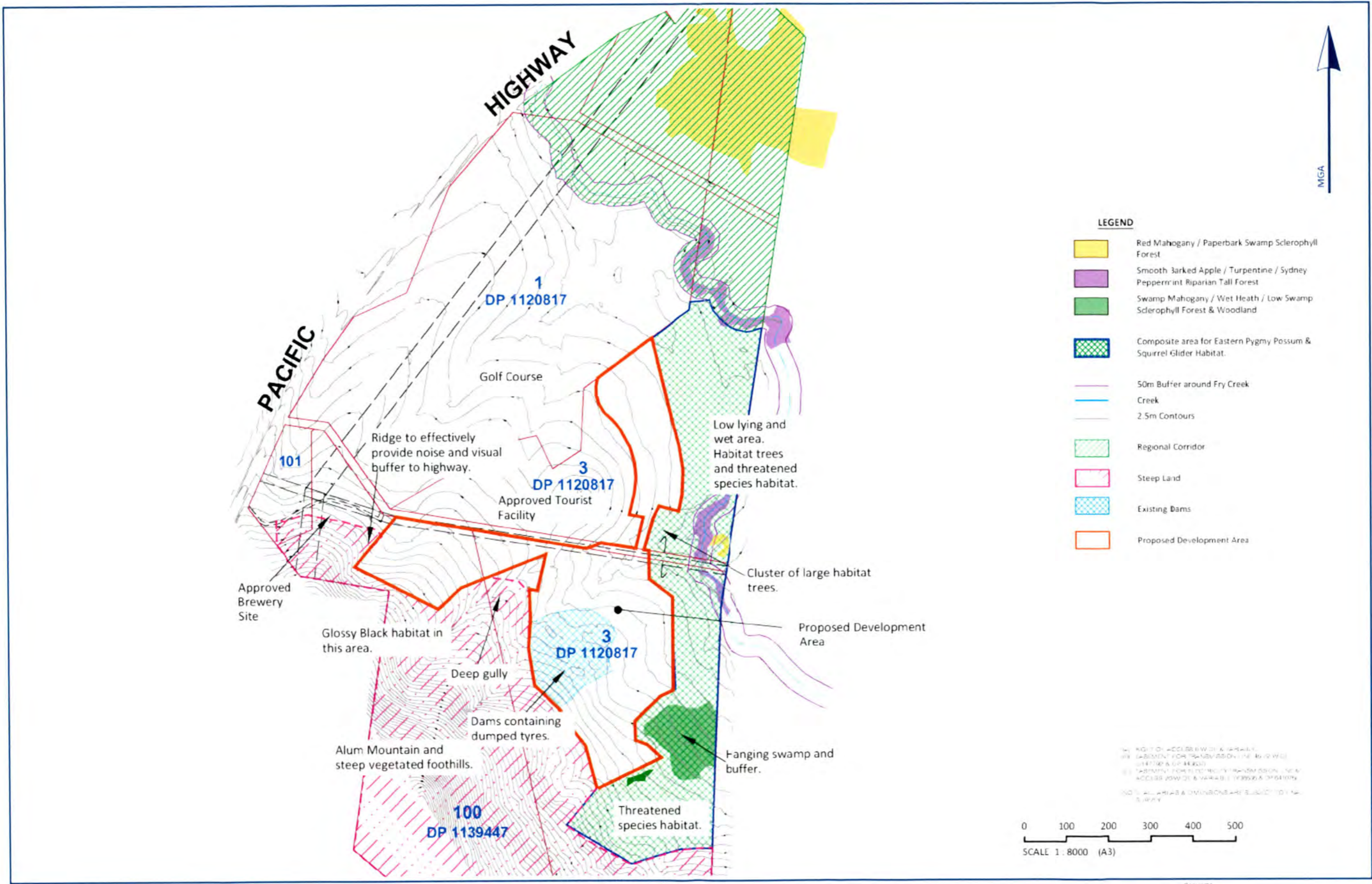
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APPENDIX 5 FLORA AND FAUNA





THE RIGHT OF ACCESS TO THE PUBLIC
 THE (AGENCY FOR TRANSMISSION LINE & POWER)
 (ACTING AS A PUBLIC UTILITY)
 ACCESS TO THE PUBLIC TRANSMISSION LINE
 ACCESS TO THE PUBLIC TRANSMISSION LINE
 ACCESS TO THE PUBLIC TRANSMISSION LINE
 ACCESS TO THE PUBLIC TRANSMISSION LINE

TITLE: CONSTRAINTS & OPPORTUNITIES MAP | LOCATION: DP'S 1120817 & 1139447 BULAHDELAH | DATUM: N/A | PROJECTION: MGA | DATE: 1 September 2011 | ALTOCAD REF: J:\JOBS\103163-2C | VERSION (PLAN BY): A A3 (NW-RD)



APPENDIX 6 PRELIMINARY TRAFFIC ANALYSIS



Post Bulahdelah By-Pass

Trips Diverting From Pacific Hwy into Bulahdelah

Prepared by

Northern Transport Planning and Engineering Pty Ltd



A.B.N. 79 056 088 629

Nov, 2015

162384

Introduction

This statement presents the results of a survey carried out by NTPE of vehicle movements into and out of Bulahdelah on Friday 6th November from 9am to 4pm in order to establish existing patterns relating to through trips and quantify the number of vehicles that are diverting into Bulahdelah to access services such as food and fuel.

Methodology

Survey staff were located at the following locations on the southern and northern edge of the town to record vehicle number plates of vehicles and the time they entered and left the town:

Site 1. Old Pacific Hwy just north of the Myall River Bridge

Site 2. Old Pacific Highway 50m south of the western side of the Northern Interchange

Video Cameras were also installed at these locations to augment the manual survey carried out. These number plate sightings were then matched in order to identify through trips and the duration of their stay in Bulahdelah.

Results

The number of passing and diverted trips observed during the survey are detailed in Table 1 below:

Highway Traffic 9am to 4pm	Northb	Southb	Total
Total Passing	2391	2810	5201
Total Diverting	323	196	519
% Diverted	12%	7%	9%

Table 1: Traffic Passing or Diverting into Bulahdelah

The duration of stay within the Bulahdelah for these diverted trips is presented in Table 2 below:

Duration of Visit	Northb	Percentage	Southb	Percentage
<15 min	129	40%	81	41%
15 - 60 min	174	54%	105	54%
>60 min	20	6%	10	5%
Total	323		196	

Table 2: Duration of Stay

Summary

A summary of these results is presented below:

1. Between 7% and 12% of passing traffic diverted into Bulahdelah during the survey period.
2. Approximately 40% of these diverted trips spent less than 15 minutes in Bulahdelah
3. Approximately 54% of these diverted trips spent from 15 min to 60min in Bulahdelah
4. Approximately 6% of these diverted trips spent more than 60min in Bulahdelah