



PORT STEPHENS  
COUNCIL



City of  
Newcastle

# Draft Fern Bay and North Stockton Strategy



## Acknowledgement

Port Stephens Council and City of Newcastle acknowledges the Worimi People as traditional custodians of this land and pays its respects to Worimi Elders, past, present and future.

## Revision History

Revision	Date	Detail	Council Resolution	
			CN	PSC
1	28 May 2019	Draft Strategy (Version 1)	N/A	N/A
2	22 October 2019	Draft Strategy (Version 2)		

## Abbreviations

CN	City of Newcastle
DCP	Development Control Plan
DHA	Defence Housing Australia
EPA	Environment Protection Authority
GNMP	Greater Newcastle Metropolitan Plan 2036
HRP	Hunter Regional Plan 2036
LEP	Local Environmental Plan
LGA	Local Government Area
NLEP	Newcastle Local Environmental Plan 2012
NPWS	National Parks and Wildlife Services
PFAS	Per- and Poly-Fluoroalkyl Substances
PSC	Port Stephens Council
PSLEP	Port Stephens Local Environmental Plan 2013
RAAF	Royal Australian Air Force

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## Executive Summary

Port Stephens Council and the City of Newcastle have developed the draft Fern Bay and North Stockton Strategy (the Strategy) to guide future development and ensure sufficient community infrastructure is provided for the growing community. The Strategy is based on evidence utilising information gathered from technical studies and investigations.

The Strategy seeks to identify opportunities for Fern Bay and North Stockton to create a pedestrian focused place for people, which offers housing diversity, a mixed-use town centre, with connected open spaces and community facilities.

To achieve this vision the Strategy is guided by the following goals:

- 1 **Environment:** Protect the treasured and unique Stockton Bight for future generations and attract responsible heritage and nature-based tourism.
- 2 **Town Centre:** Establish a conveniently located mixed-use town centre connected by technology, transport, housing, tourism and great public places.
- 3 **Housing:** Grow a resilient coastal community with access to liveable and diverse housing.
- 4 **Open Space and Community Facilities:** Improve access to useable open spaces and well-designed community facilities to support daily activity and healthy lifestyles.
- 5 **Transport:** Prioritise safe and convenient travel by walking, cycling and use of public transport and duplicate Nelson Bay Road for its full length from Stockton to Newcastle Airport to support regional journeys.
- 6 **Tourism:** Advocate for tourist and visitor accommodation to support the regional visitor economy and Newcastle Airport.

The Strategy sets out Planning Principles for each of these goals, to guide future development including the preparation and assessment of Planning Proposals to amend the relevant Local Environmental Plan (LEP).

Implementation of the Strategy is driven through identification of specific Outcomes for the six precincts that make up the Strategy Area: North Stockton, Original Fern Bay, Beachfront, Sports, Seaside Estate and Fullerton Cove.

Future development is likely to occur in the North Stockton and Beachfront precincts through redevelopment of larger, already disturbed sites. Development further north (of Fern Bay) is limited due to a range of environmental factors.

Fern Bay and North Stockton are well connected to the Newcastle City Centre, Newcastle Airport and Port Stephens. The Strategy seeks to provide housing options which are close to employment opportunities, as well as increase the opportunities for attracting visitors to the area building upon the spirit, rich culture and raw beauty of Stockton Bight.





Figure 1 – Strategy Area



# Part A

# Introduction





## A1 Purpose

Fern Bay has experienced rapid population growth over the last 15 years. The area has developed from a small village to a larger community incorporating a number of large disconnected residential developments. This has resulted in the creation of an urban population where a semi-rural village centre had been.

Port Stephens Council (PSC) and City of Newcastle (CN) have received Planning Proposals for the redevelopment of the Rifle Range and Fort Wallace sites proposing up to approximately 400 additional dwellings within the Strategy Area. Further growth is also expected at the Seaside Estate development. These additional residents are expected to increase demand for essential community services and transport infrastructure. There are a number of large land holdings within North Stockton and South of Fern Bay that have potential to create positive outcomes for the community in their redevelopment. PSC and CN have identified the need to develop this Strategy (the Strategy) to guide development in Fern Bay and North Stockton for the next 20 years.

## A2 Structure of the Strategy

- Part A provides context for the Strategy
- Part B provides an overview of the goals for the area informed by community aspirations.
- Part C lists principles to inform future planning when land is rezoned.
- Part D details the outcomes for each of the six precincts in the Strategy Area with specific actions to achieve the goals.

## A3 Application and Effect

The Strategy Area includes land within Port Stephens (Fern Bay and Fullerton Cove) and City of Newcastle (North Stockton) Local Government Areas (LGAs) (Figure 1). The Strategy does not include the established Stockton neighbourhood, south of Corroba Oval or most parts of Fullerton Cove due to a range of known environmental constraints limiting development potential.

Amendments to relevant Local Environmental Plans (LEPs), Development Control Plans (DCPs)

and Local Infrastructure Plans will be required to implement the Strategy. Planning Proposals within the Strategy Area are to demonstrate consistency with the Planning Principles (Part C) and achieving the Strategy's Goals (Part B).

## A4 Precincts

Six precincts (Figure 2) have been identified within the Strategy Area:

**North Stockton** includes the Stockton Centre (a residential care facility) and Fort Wallace immediately to its south. Both sites have significant heritage value.

**Original Fern Bay** includes the original village boundary for Fern Bay, providing single detached dwellings within a grid street pattern. Palm Lakes Resort and Bayway Village are located to the north of the precinct consisting of manufactured dwellings for people aged over 50. Newcastle Golf Course is a significant land holding within that may influence opportunities for future development.

**Beachfront** comprises the greatest area of environmentally significant land being Worimi Conservation Lands (WCL) and Stockton Beach. While no recent development has occurred within this precinct, the Rifle Range offers opportunities for future urban development and connecting to the surrounding environmental lands.

**Sports** precinct includes Corroba Oval and surrounding recreational land. The precinct will provide a common place for recreation and community activities for the Stockton Peninsula.

**Seaside Estate** is a planned community located within proximity to Stockton Beach and WCL. It consists mostly of single dwellings and some landscaped recreation areas.

**Fullerton Cove** includes the only rural lands in the Strategy Area. The Cove Village, located in the south of the precinct, provides housing for over 55's with resort style facilities. Rural dwellings and agricultural land use are dispersed through the northern section of the precinct.

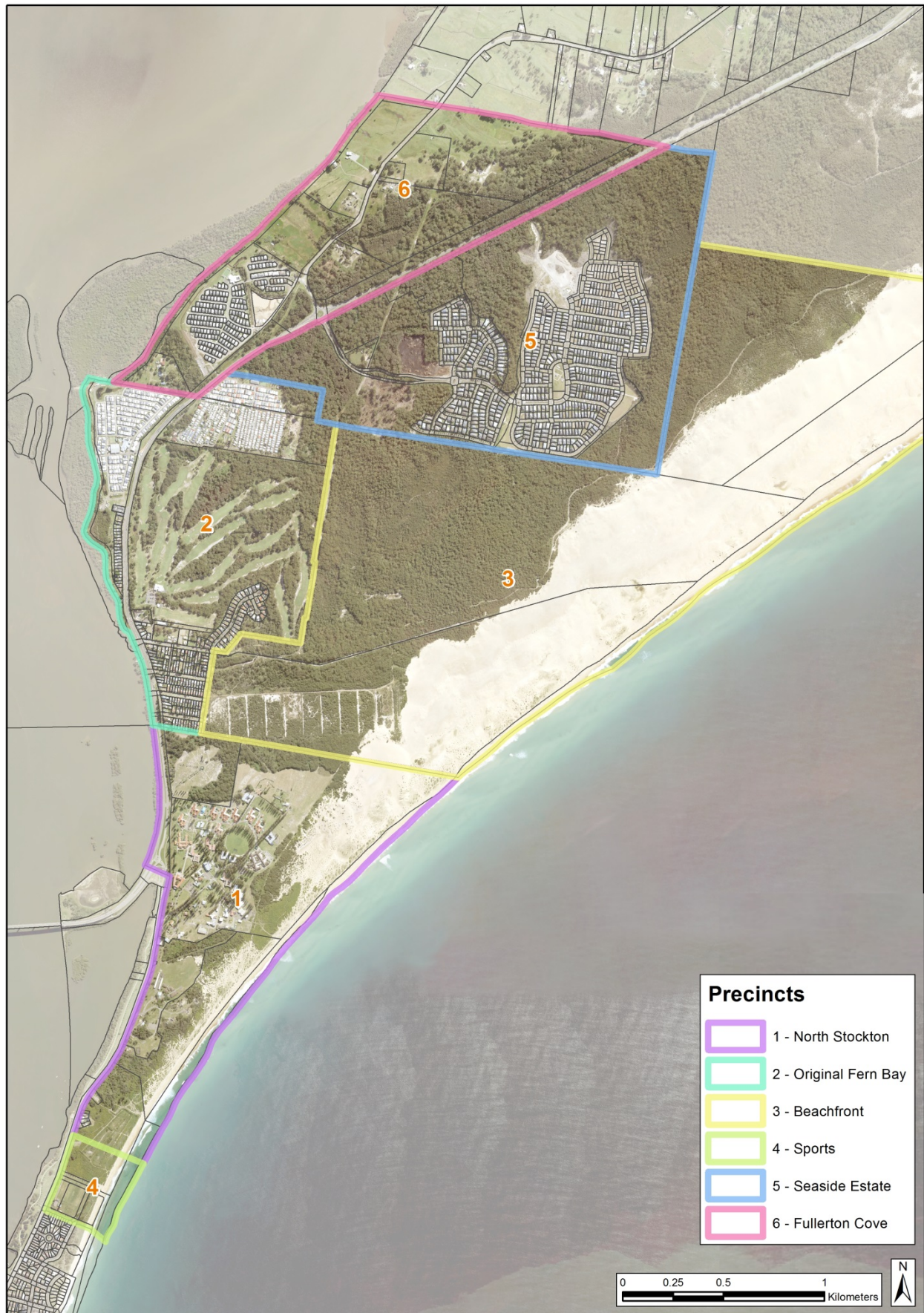


Figure 2 – Land use precincts



## A5 Monitoring and Review

CN and PSC will monitor and review the Strategy and report annually to each respective council on the implementation of its outcomes. The Strategy will be reviewed every five years, or as necessary.



Figure 3 – Monitoring, reporting and review cycle

## Partnerships

CN and PSC have worked collaboratively to develop the Strategy with early input sought from the community and relevant organisations to plan for coordinated and sustainable growth.

The two Councils are unable to deliver this Plan alone and will require cooperation and assistance across Government, industry and the community.

Further engagement will occur throughout this process. Roles for each council, State agencies and other organisations have been clearly outlined in the Implementation Plan (**Attachment 1**) to ensure that the Goals of the Strategy are realised.

## A6 Community Engagement

The Strategy has been guided by community input via comments received on an interactive online map, community survey and two separate drop-in sessions in September 2017.

The themes identified as priorities are Environment; Housing and People; Town Centre; Open Space and Community Facilities; Transport and Tourism. The goals for each of these focus areas reflect the aspirations derived from the

community during the consultation. The community aspirations also act as strategic directions for planning and decision making that will help achieve the goals for each focus area.

## A7 Regional context

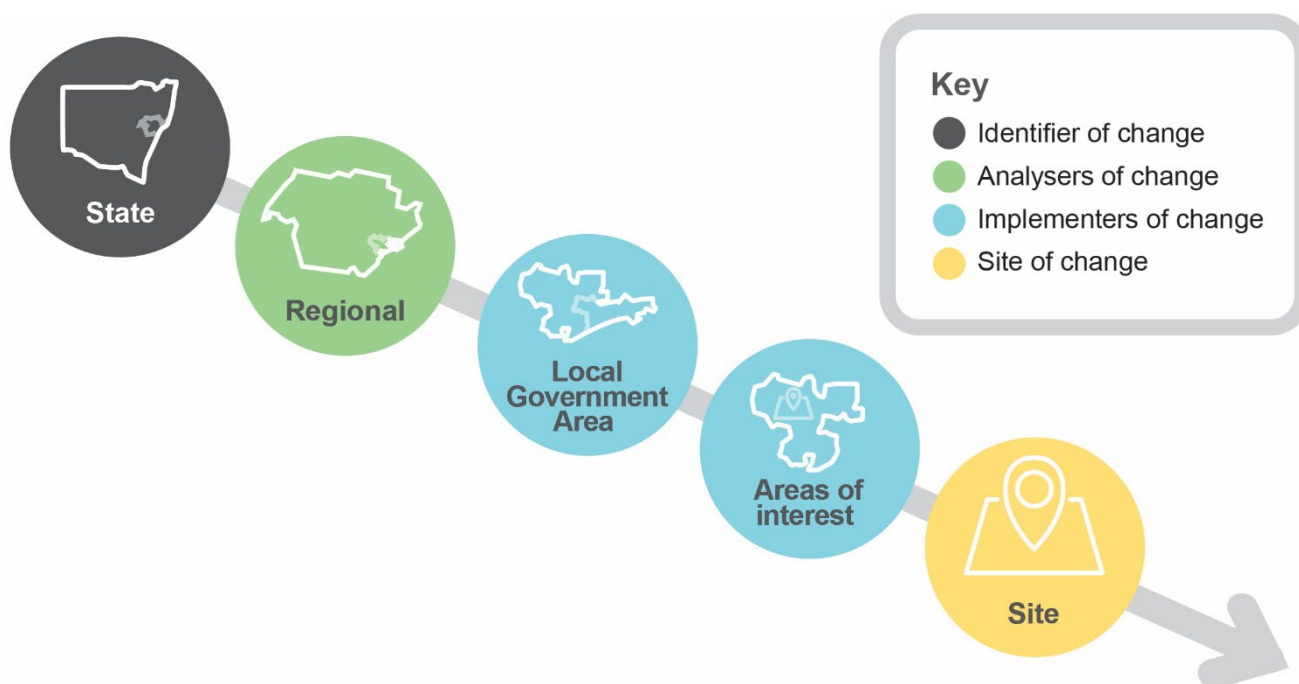
Fern Bay and North Stockton are well positioned within the region (Figure 4) to capitalise on the vision projected by the NSW Government in the Greater Newcastle Metropolitan Plan 2036 (2018).

The Strategy Area is situated on the main thoroughfare between Newcastle City and Newcastle Airport. The Airport and Newcastle Port are considered 'Global Gateways' that offer employment opportunities next to Fern Bay and North Stockton. The Strategy Area's proximity to these regional assets in addition to the lifestyle and visitor opportunities offered in Fern Bay and North Stockton demonstrate the potential to positively contribute to Greater Newcastle.



Figure 4  
—  
Regional  
context  
map





### Hunter Regional Plan 2036 (2016)

The Strategy is aligned with and will contribute to achieving key goals of the Hunter Regional Plan 2036:

Goal 1 'The leading regional economy in Australia' by promoting new small business with the establishment of a new mixed-use town centre (Direction 8) and growing tourism in the region at both Fern Bay and Stockton (Direction 9). The Strategy also supports the establishment of the DAREZ lands by providing additional housing within a 30 minute drive of the Airport/RAAF Base (Direction 7).

Goal 2 'A biodiversity-rich natural environment' by protecting natural areas, including Worimi Conservation Lands and Hunter Wetlands, (Direction 14) and considering natural hazards and climate change for future residential areas (Direction 16)

Goal 3 'Thriving communities' by enhancing walking and cycling opportunities through identifying appropriate and accessible spaces and facilities (Direction 17 & 18) and protecting natural, built and cultural heritage (Direction 19). The design of a new mixed-use town centre is to incorporate place-making principles (Direction 20).

Goal 4 'Greater housing choice and jobs' by establishing a compact settlement surrounding a new mixed-use town centre and limiting further development on the urban fringe (Direction 21) and promote a mix of housing choices in new and existing residential areas (Direction 20)

## **Greater Newcastle Metropolitan Plan 2036 (2018)**

The Strategy is aligned with and will contribute to achieving key outcomes of the Greater Newcastle Metropolitan Plan 2036:

Outcome 1 'Create a workforce skilled and ready for the new economy' by providing housing close to the airport and aerospace and defence precinct (Strategy 2) and increase tourism opportunities (Strategy 6)

Outcome 2 'Enhance environment, amenity and resilience for quality of life' by creating great public places where the community can come together (Strategies 10 and 11) and consider natural hazards and climate change for future residential areas (Strategy 14)

Outcome 3 'Deliver housing close to jobs and services' by increasing housing diversity and choice (Strategy 16)

Outcome 4 'Improve connections to jobs, services and recreation' by integrating land use and transport planning (Strategy 20)

The GNMP also requires CN and PSC to work together to coordinate housing and infrastructure development in Fern Bay to protect transport connections between the Newcastle Airport and Newcastle Port. It also requires focus on development of tourism opportunities in Stockton to support the establishment of a cruise ship terminal in the Carrington Precinct.

## **Newcastle 2030 CSP (2018) and Port Stephens CSP (2018)**

The Strategy is aligned with the Newcastle 2030 and Port Stephens Community Strategic Plans which outline the community's agreed aspirations and needs for the respective LGAs.

## **Newcastle Local Planning Strategy (2015)**

Stockton's existing town centre, located in Mitchell Street, is a 'Local centre (minor)' that should be promoted as a tourism destination without reducing its appeal as a place to reside.

The Newcastle Local Planning Strategy identifies the consideration of a new commercial centre in North Stockton and the need to consider coastal erosion. The Strategy identifies an opportunity for a new town centre at North Stockton to service residents outside the existing Stockton Local Centre pedestrian catchment.

## **Port Stephens Planning Strategy (2011)**

Fern Bay is a 'Smaller Village Centre' within the Eastern Growth Corridor of Port Stephens. Opportunities exist for increasing densities to maximise access to existing infrastructure and additional commercial zoned land is required. There are opportunities for infill (42) and greenfield (1,396) residential dwellings with an estimated density of 10-12 dwellings per hectare.



# Part B

# Goals





# Environment

## GOAL

Protect the treasured and unique Stockton Bight for future generations and attract responsible heritage and nature-based tourism

Embrace the value of the Worimi Conservation Lands as a regional asset to benefit the local community

## Community Aspirations and Strategic Directions

Understand coastal processes and identify management options for these processes

Protect environmental land to support the Watagan to Stockton Biodiversity Corridor

Focus development in areas that are less constrained and already disturbed

Promote local heritage and the traditional Aboriginal custodianship of the land





# Town Centre

## GOAL

Establish a conveniently located mixed-use town centre connected by technology, transport, housing, tourism and great public places

## Community Aspirations and Strategic Directions

Provide a new local centre including a large format supermarket and complementary retail uses

Provide public spaces and a residential population surrounding the centre

Leverage from natural surroundings to increase visitors

Supporting the existing commercial centre at Stockton to increase its viability

Locate the town centre in a central location with exposure to Nelson Bay Road to support opportunities for increased walkability



# Housing

## GOAL

Grow a resilient coastal community with access to liveable and diverse housing

## Community Aspirations and Strategic Directions

Provide diverse housing to support growth

Provide housing in areas well connected to public transport links for greater access

Increase housing densities within a walkable catchment to the mixed-use town centre

Limit housing growth on the urban fringe, particularly north of the Strategy Area



# Open Space and Community Facilities

## GOAL

Improve access to useable open spaces and well-designed community facilities to support daily activity and healthy lifestyles

Provide new community facilities with the mixed-use town centre

## Community Aspirations and Strategic Directions

Maximise existing open space areas

Ensure new open space areas respond to community needs

Establish a district grade sports precinct at Corroba Oval

Provide library and other services to support the community





# Transport

## GOAL

Prioritise safe and convenient travel by walking, cycling, and use of public transport and duplicate Nelson Bay Road for its full length from Stockton to Newcastle Airport to support regional journeys

Investigate a ferry terminal at North Stockton

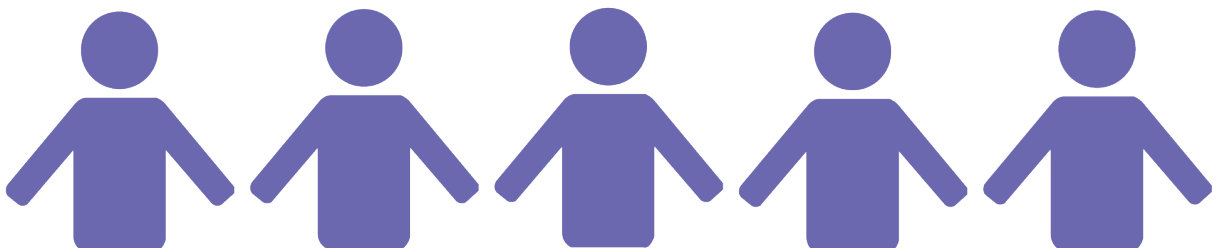
## Community Aspirations and Strategic Directions

Safely connect people from homes to the mixed-use town centre and open space areas with foot and cycle paths

Promote walking and cycling as part of everyday life

Duplicate Nelson Bay Road as a regional transport corridor

Increase opportunities for public transport use by providing high quality bus stops



# Tourism

## GOAL

**Advocate for tourist and visitor accommodation to support the regional visitor economy and Newcastle Airport**

## Community Aspirations and Strategic Directions

**Encourage tourist and visitor accommodation in the new town centre**

**Consider land uses that support tourism and tourism support facilities**

**Consider hotel and other tourist and visitor accommodation along Nelson Bay Road**

**Recognise the area's tourism potential with connections to Newcastle City, Newcastle Airport and the Tomaree Peninsula**





# Part C

# Planning Principles





This Part provides the principles for development within the Strategy Area. A Planning Proposal within the Strategy Area is to demonstrate how it is consistent with the principles and how it contributes to achieving each of the listed Goals.

## C1 Environment

**Goal: Protect the treasured and unique Stockton Bight for future generations and attract responsible heritage and nature-based tourism**

### Principles

#### 1. Grow tourism in the region

- Encourage visitors to experience the history and natural beauty of the area and promote tourism support services such as cafes, restaurants and short term accommodation.

#### 2. Protect the coast and increase resilience to natural hazards

- Consider the Newcastle Coastal Zone Management Plan 2018 and requirements of the future Coastal Management Program under the *Coastal Management Act 2016*.

#### 3. Protect important environmental assets and enhance biodiversity connections

- Protect the Watagan to Stockton Link Biodiversity Corridor including WCL and other areas of environmental significance.

#### 4. Recognise and conserve heritage

- Ensure the indigenous and non-indigenous significance of the area is reflected in the built environment through design, colours and materials.

## C2 Town Centre

**Goal: Establish a centrally located mixed-use town centre that is connected by technology, transport, housing, tourist and visitor accommodation and great public places**

### Principles

#### 1. A traditional pattern of complete streets and public spaces

- Identify a distinct town centre incorporating a public domain that enables engagement and interaction of people.
- Provide a legible layout, with appropriate “landmarks” and adequate signage.
- Develop policies that promote high quality, creative design of development, urban spaces and landscape settings.
- Provide a variety of public spaces that are useable and pleasant to reflect community needs, including those for quiet reflection, noisy activities, public events and casual meetings.

#### 2. Pedestrian priority and integrated public transport

- Provide a compact retail core and street network to encourage low vehicle speeds, use of public transport, walking and cycling, including commuter cycling and links to the beach.

#### 3. Balanced and discrete parking provision

- Provide convenient car parking for shoppers at a level of provision that will encourage the use of public transport but not disadvantage retailers in competition with other town centres.

## C3 Housing

**Goal: Grow a resilient coastal community with access to liveable and diverse housing**

### Principles

#### 1. Focus housing growth in locations that maximise infrastructure and services

- Encourage higher density residential development in the town centre, near public transport stops, parks and other public open spaces.

#### 2. Deliver greater housing supply and choice

- Provide housing that is diverse in form, number of bedrooms, configuration and is

universally designed<sup>1</sup> to cater for aging in place.

- Provide aged care accommodation co-located with the mixed-use town centre to provide older residents easier access to services and transport.

### **3. Limit urban sprawl and impacts on the natural environment**

- Promote housing development within the existing urban footprint and provide highest residential densities in proximity to the town centre.

## **C4 Open Space and Community Facilities**

**Goal: Improve access to useable open spaces and well-designed community facilities to support daily activity and healthy lifestyles**

### **Principles**

#### **1. Optimise access**

- Improve connections between residential and community areas and provide multipurpose, safe and innovative spaces that are equitably distributed across the local government areas.

#### **2. Connect with nature and culture**

- Utilise the existing natural setting and cultural values to design an integrated open space network.

#### **3. Maximise user experience**

- Encourage social connections, community participation, and promote health and wellbeing.

## **C5 Transport**

**Goal: Prioritise safe and convenient travel by walking, cycling and use of public transport and duplicate Nelson Bay Road for its full length from Stockton to Newcastle Airport to support regional journeys**

### **Principles**

#### **1. Prioritise pedestrians and cyclists**

- Link footpaths/shared paths from homes to the town centre, public spaces, and transport nodes including bus stops and ferry terminal(s).

#### **2. Support public transport ridership**

- Provide high quality transit stops (shelter, seating, signage, information and lighting) forming part of the transport network enabling convenient and safe access within and from the Strategy Area.

#### **3. Maintain the integrity of Nelson Bay Road as a regional transport corridor**

- Limit of one signalised intersection on Nelson Bay Road.
- Promote walking and cycling.
- Duplicate Nelson Bay Road to two lanes of travel in each direction from Stockton to Newcastle Airport and allow a share path, bus and access lanes.

## **C6 Tourism**

**Goal: Advocate for tourist and visitor accommodation to support the regional visitor economy and Newcastle airport**

### **Principle**

#### **1. Encourage tourist and visitor accommodation in the new town centre**

- Allow land uses to support tourism and tourism support facilities, hotel or tourist and visitor accommodation along Nelson Bay Road.

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<sup>1</sup> **universal design** is the design and composition of an environment (e.g. building) so that it can be accessed, understood and used to the greatest

extent possible by all people regardless of their age, size, ability or disability (Source: National Disability Authority, 2012).



# Part D

# Precinct Plans





This Part provides the outcomes for each precinct that will be implemented through the Implementation Plan (**Attachment 1**).

## **Figure 5 – Overall Structure Plan**

### **Environment Outcomes**

- Investigate a Tomaree to Stockton walk (involving boardwalk/trails and observation decks) to link with the Great North Walk.
- Investigate the establishment of formal walking trails (including directional, educational and interpretational signage) to link Seaside Estate and the Rifle Range site with the WCL and existing beach access.

### **Town Centre Outcomes (for existing Stockton)**

- Implementation of the Stockton Public Domain Plan and Traffic Plan.
- Review residential uses (particularly single dwellings) that are permissible within the B2 Local Centre Zone of NLEP.
- Further explore place making options and events to better activate spaces and assist in overall revitalisation of the existing centre.

### **Open Space and Community Facilities Outcomes**

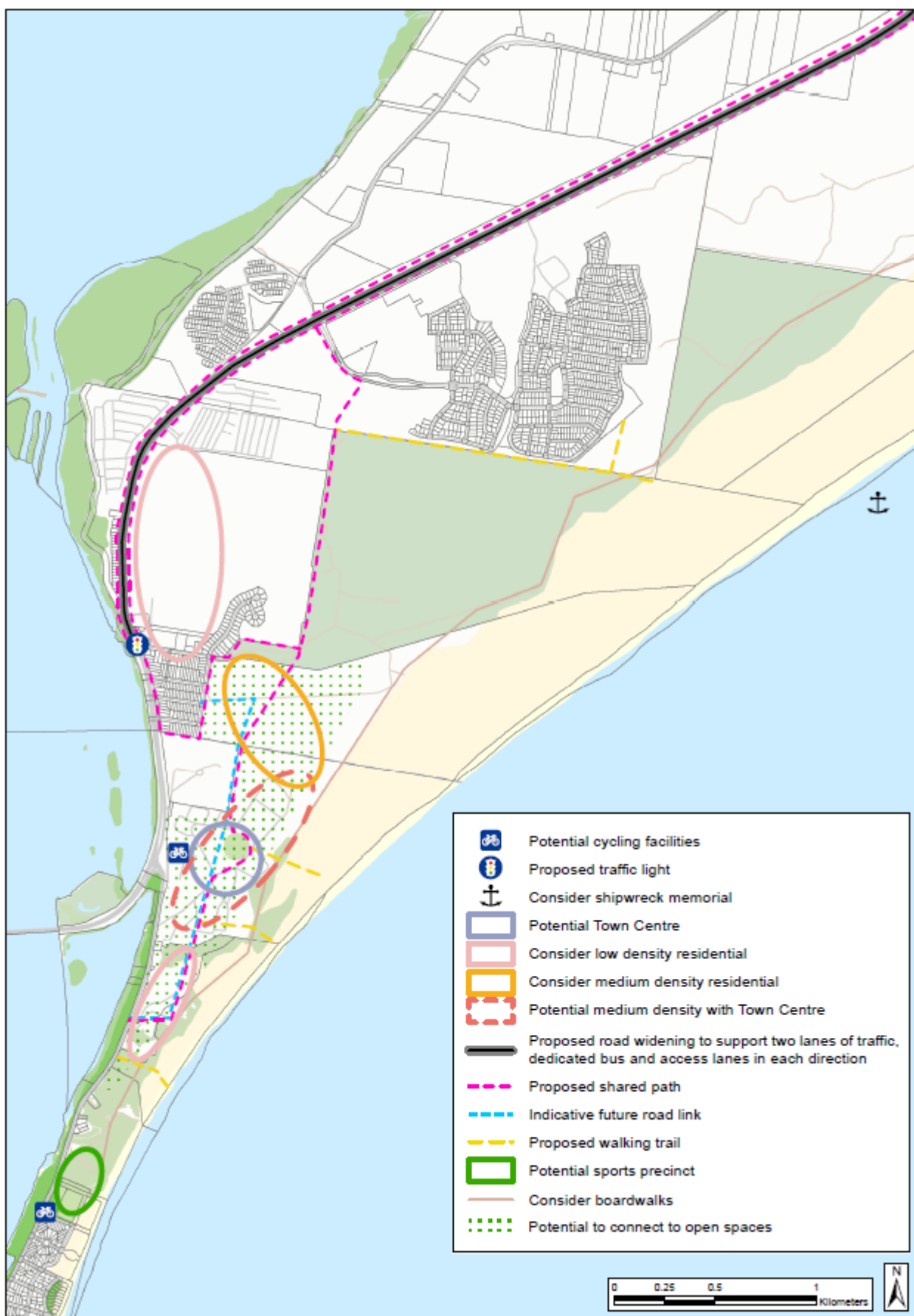
- Investigate future ownership of the beachfront land within the Strategy Area to enable continuous public access to the beach from Stockton to the WCL.
- Investigate feasibility of a new modern library and multipurpose facility to be located within the proposed mixed-use town centre.

### **Transport Outcomes**

- Provide a shared path from Seaside Boulevard, along the access trail to the east of Newcastle Golf Club, through to Popplewell Road then link up with the existing shared path to the east of Nelson Bay Road. This could also include a link to the rear of Bayway Village.
- Indicative shared path providing a link between future development of the Rifle Range, potential mixed-use town centre and Fort Wallace sites. The location of this path would be determined pending detailed design of these developments.
- A future road link should be provided connecting the existing Fern Bay residential area through to North Stockton (Fullerton Street). The road would pass through the Rifle Range, the potential mixed-use town centre and Fort Wallace sites. Ensure relevant site specific DCP Sections allows for a road link connecting the three sites.
- Relocate, upgrade or construct bus stops in accordance with the Seca Traffic and Transport Study.
- Duplicate Nelson Bay Road to two lanes of travel in each direction between Vardon Road and Seaside Boulevard and allow a share path, bus and access lanes and two vehicle lanes in both directions.

### **Tourism Outcomes**

- Consider land uses to support tourism and tourism support facilities, hotel or tourist and visitor accommodation along Nelson Bay Road.



## Figure 6 – Precinct 1: North Stockton

### Environment Outcomes

- Recommend that Fort Wallace is included on the State Heritage Register.
- Review public access points to the northern parts of Stockton Beach to enhance accessibility, considering the impact on coastal erosion.
- Investigate potential source of sand for beach nourishment in Stockton area.

### Town Centre Outcomes

- **Preferred Option:** Liaise with land owner to discuss future use of site. The site remains operational and no decision has been made by the State Government regarding future use of the site. A masterplan to outline how the site can be redeveloped into the future is required to support any future change in land use. The masterplan process is to consider (but is not limited to) connections to adjacent sites, access to Stockton Beach, heritage and environmental opportunities, dwelling type and yield (including provision of affordable housing), location of mixed-use town centre incorporating commercial, residential, tourist and visitor accommodation, open space and community uses.

### Housing Outcomes

- Provide housing incorporated with a mixed-use town centre comprising residential (low - medium density) accommodation, commercial, community and recreation uses. Note, the envisaged potential land uses would allow the existing uses on the site to continue.
- Fort Wallace – Proceed with Planning Proposal as per the Gateway Determination to allow part of the site to be zoned R2 Low Density Residential.

### Transport Outcomes

- Upgrade the existing bus stop on the eastern side of Fullerton Street, adjacent to the Fort Wallace access, to provide seating and shelter.
- Remove the signage for the bus stop to the immediate north of the Stockton Bridge. Upgrade the existing bus stop on the western side of Nelson Bay Road, adjacent to the Stockton Cemetery access, to provide seating and shelter. This would be developed in conjunction with a pedestrian refuge to be provided in this location.
- Provide a bus stop with seating and shelter along the western side of Fullerton Street, opposite the access to the potential future mixed-use town centre. Encouraging safe crossing of Fullerton Street at the existing pedestrian (zebra) crossing in this location.
- Review the operation of the roundabout intersection at Nelson Bay Road / Fullerton Street prior to planning for the North Stockton Precinct which may not be required if the predicted level of background growth or future development is not realised.
- Investigate a ferry terminal at North Stockton to support growth in the longer term. An existing boat ramp at North Stockton (south of Corroba Oval) has recently been upgraded. This opportunity could be further investigated in the future.

### Tourism Outcomes

- Encourage tourism and visitor accommodation in town centre.





## PRECINCT ONE: NORTH STOCKTON

...	400m Catchment		Health	①	Review Heritage
—	Existing Pathway		Housing	②	Beach Accesss
↔	Through Site Connection		Open Space	③	Planning Proposal
🚲	Shared Pathway		Environmental	④	Transport Actions
↔	Biodiversity Corridor		Infrastructure		
↔	Potential Walking Trails		Roads		
↔	Road Link				

## **Figure 7 – Precinct 2: Original Fern Bay**

### **Town Centre Outcomes**

- Liaise with landowner to discuss potential future use of the site. The masterplan process is to consider (but is not limited to) connections to adjacent sites, access to Worimi Conservation Lands, heritage and environmental opportunities, dwelling type and yield, tourist and visitor accommodation, open space and community uses.

### **Housing Outcomes**

- Provide housing with greater densities closer to the proposed mixed-use town centre.
- Undertake feasibility modelling to identify incentives or necessary amendments to planning controls to encourage infill housing development in Original Fern Bay.
- Consult with the NSW Department of Education on potential growth scenarios and the provision of educational facilities and advocate for the provision of preschools.

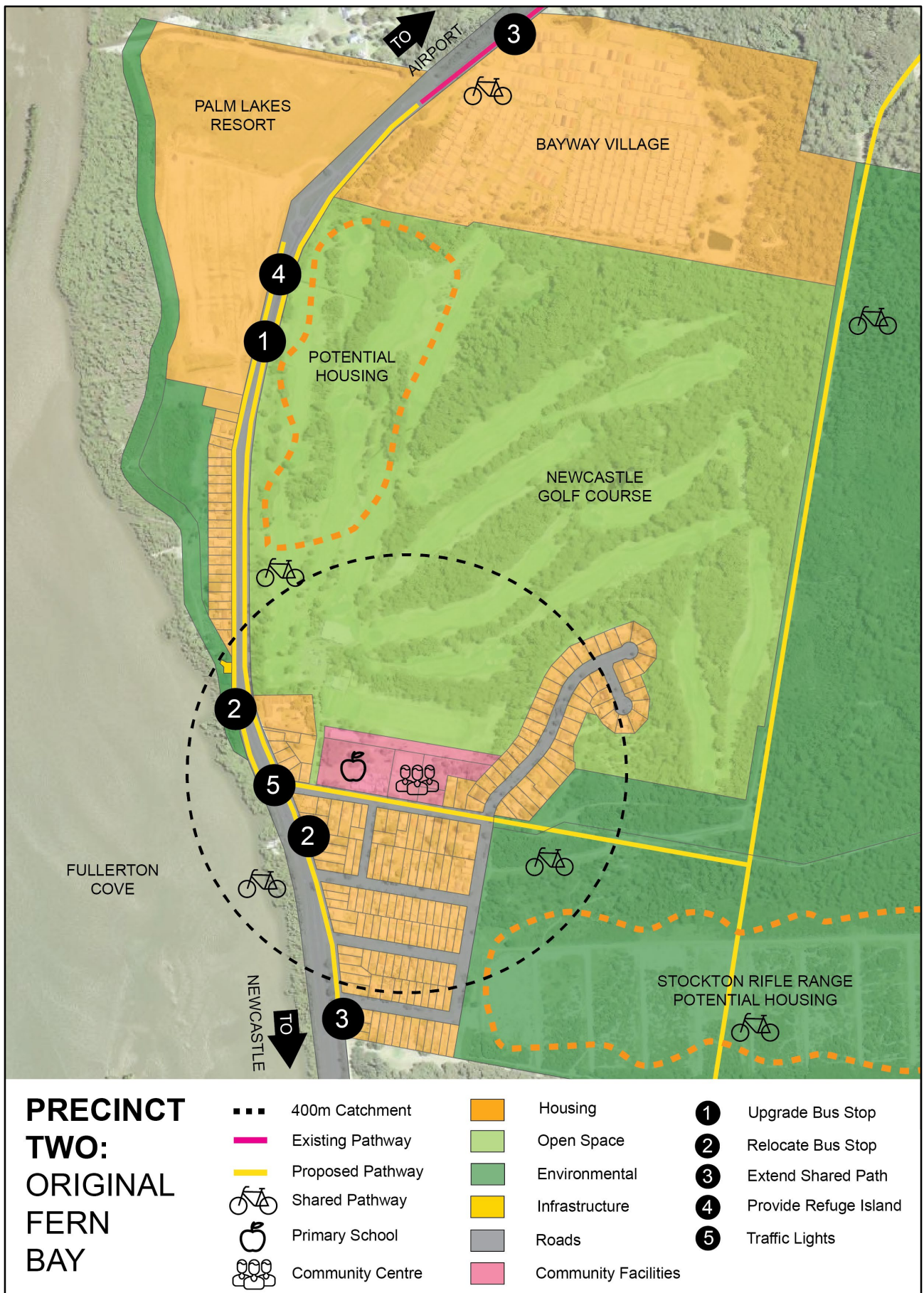
### **Transport Outcomes**

- Upgrade the existing bus stop on the western side of Nelson Bay Road, adjacent to the Palm Lakes Resort access, to provide seating and shelter.
- Relocate the existing bus stop on the eastern side of Nelson Bay Road, north of Vardon Road, to the south of Vardon Road. This relocation will allow for sufficient area to provide a bus stop with seating and shelter located in close proximity to the future signalised intersection of Nelson Bay Road and Vardon Road allowing for pedestrian phases on the signals.
- Provide a bus stop with seating and shelter along the western side of Nelson Bay Road, to the north of Vardon Road, to encourage safe crossing at the future signalised intersection.
- Upgrade the existing footpath along the eastern side of Nelson Bay Road, between Bayway Village and Braid Road, to provide a shared path along the length of Nelson Bay Road through the locality.
- Extend the existing footpath, along the frontage of the residential developments on the western side of Nelson Bay Road, to the south to Vardon Road providing connection for pedestrians to cross safely at the future signalised intersection of Nelson Bay Road and Vardon Road.
- Provide a suitably located refuge island at Nelson Bay Road near Palm Lakes / Bayway Village.
- Construct traffic signals and pedestrian crossing at the intersection of Vardon Road and Nelson Bay in conjunction with the Rifle Range Planning Proposal to allow the safe crossing of Nelson Bay Road for pedestrians and enable safe vehicular access onto Nelson Bay Road.

### **Tourism Outcomes**

- Landuses along Nelson Bay Road to consider hotel or tourist and visitor accommodation.







## **Figure 8 – Precinct 3: Beachfront**

### **Environment Outcomes**

- Review the heritage significance of the Rifle Range site through the assessment of the 'Request to Amend the Port Stephens Local Environmental Plan'.

### **Housing Outcomes**

- Undertake a detailed assessment of the 'Request to Amend the Port Stephens Local Environmental Plan' submitted by DHA for the Rifle Range site.
- Support the proposed town centre by providing medium density housing within walkable distances.

### **Open Space and Community Facilities Outcomes**

- Investigate options for improved continuous public access to the breach from Stockton to the Worimi Conservation Lands.

### **Transport Outcomes**

- Provide an internal bus stop as part of the future development of the Rifle Range Site. Consideration should be given to providing bus services through the existing Fern Bay residential area, to service the adjacent Rifle Range site.

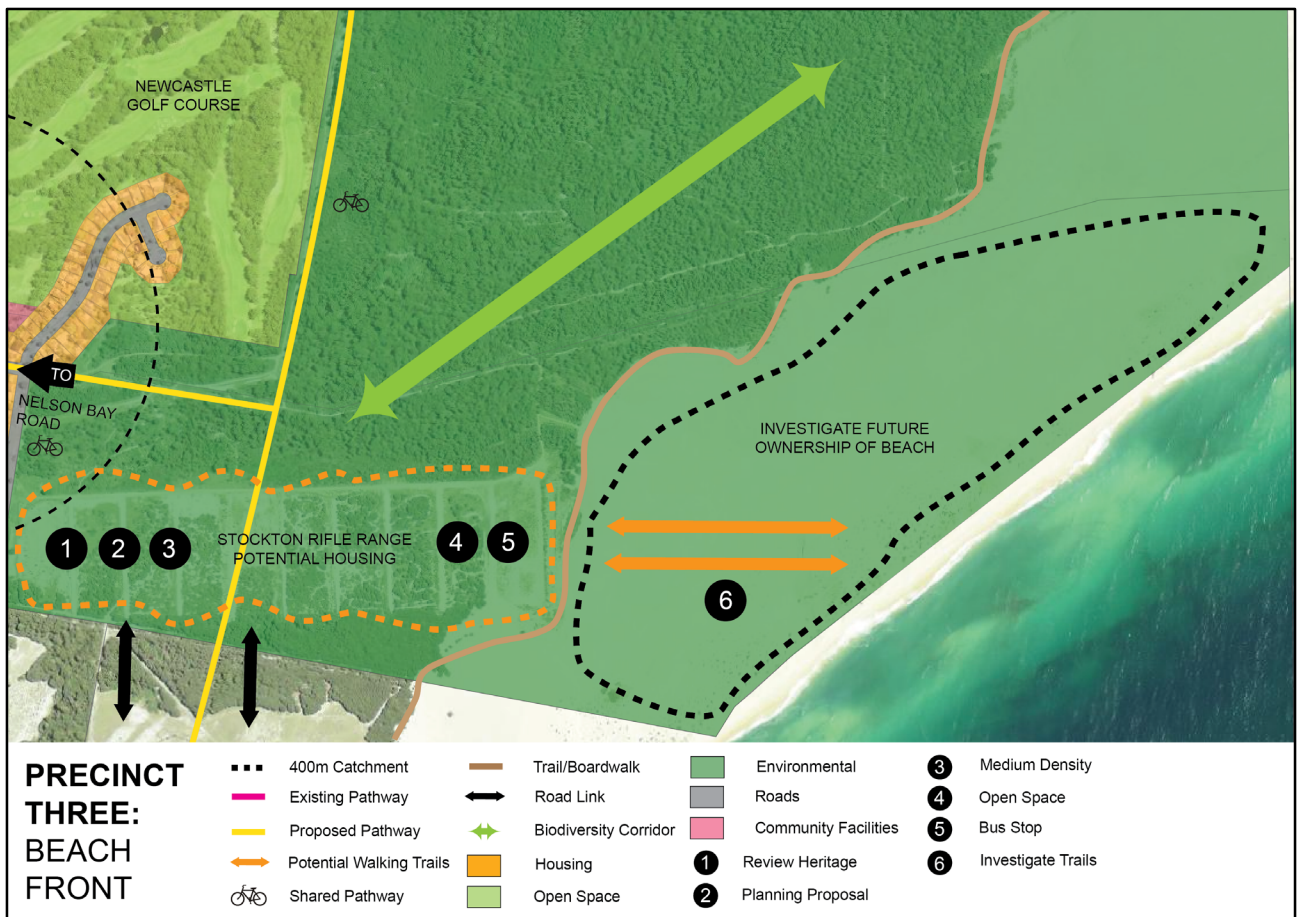
## **Figure 8 – Precinct 4: Sports**

### **Open Space and Community Facilities Outcomes**

- Investigate a new Sporting Precinct at Corroba Oval including multipurpose courts, additional playing fields, parking, amenities building and undercover seating.

### **Transport Outcomes**

- Consider constructing a pedestrian refuge island on Fullerton Street to ensure safe pedestrian access to Corroba Oval.
- Request RMS to review the 70km/hr speed limit on Fullerton Street and consider a reduction to 50km/hr.
- Consider cycling facilities (including electric) at the proposed Sporting Precinct at Corroba Oval or the mixed-use town centre and Stockton Ferry terminal.
- Advocate to Transport NSW for a new ferry terminal at North Stockton. A potential location is the existing boat ramp that has recently been upgraded.



## **Figure 9 – Precinct 5: Seaside Estate**

### **Town Centre Outcomes**

- Undertake a detailed assessment of the 'Request to Amend the Port Stephens Local Environmental Plan' submitted for 2 Seaside Boulevarde, Fern Bay.
- Potential may exist for an interim neighbourhood shop to be provided within the Seaside Estate to service residents day-to-day needs until the establishment of a town centre. Any such interim neighbourhood shop should be limited to ensure that it does not undermine the future viability of retail and commercial uses provided with the future town centre.

### **Open Space and Community Facilities Outcomes**

- Continue investigations to improve recreational and community facilities at Seaside Estate, including public toilets within the development.

### **Transport Outcomes**

- Relocate and upgrade (seating and shelter) the existing Seaside Estate bus stop further east along Seaside Boulevard to provide greater connectivity for local residents.

## **Figure 10 – Precinct 6: Fullerton Cove**

### **Environment Outcomes**

- Consider rezoning land mapped as containing an endangered ecological community to an environmental zone.

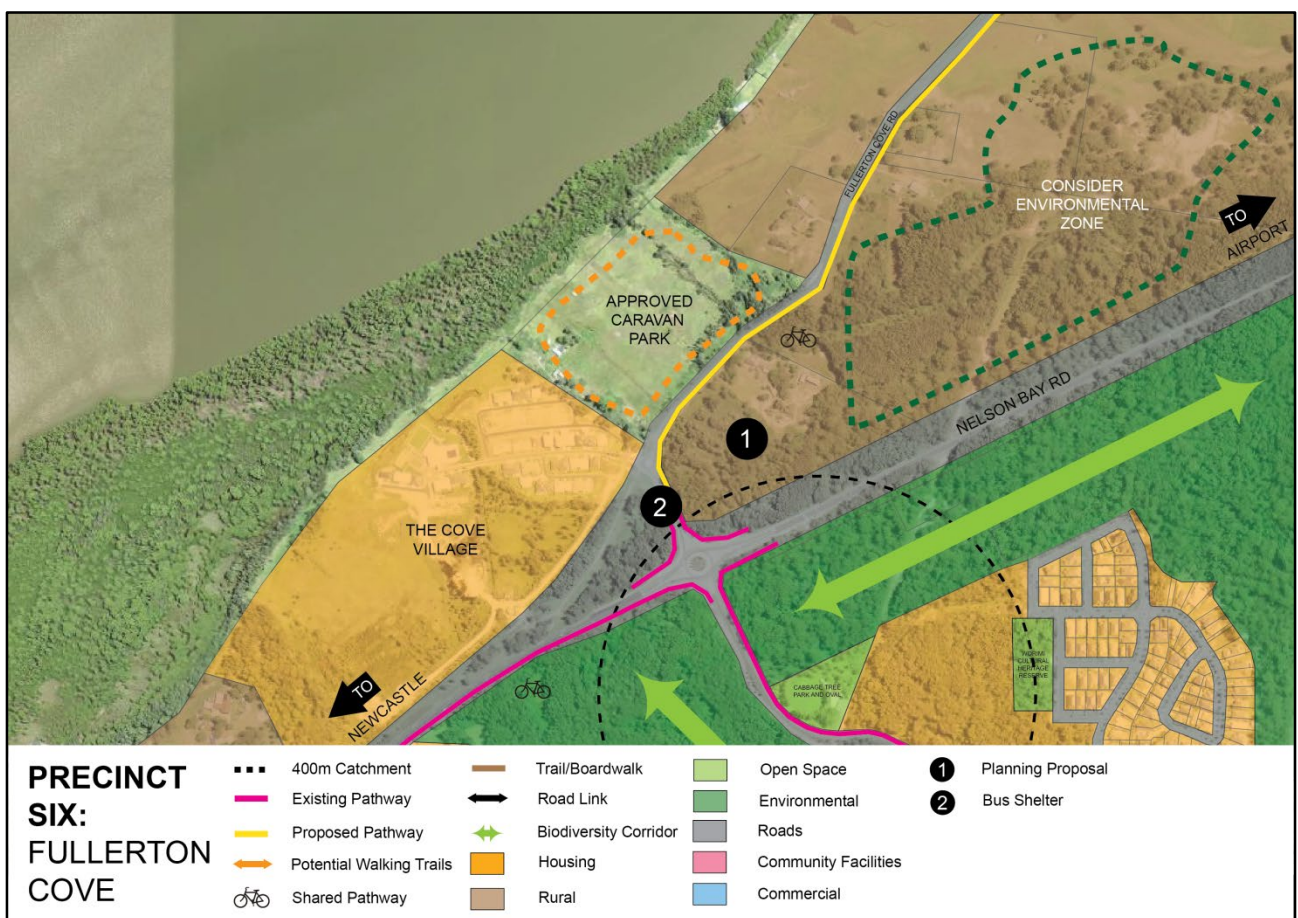
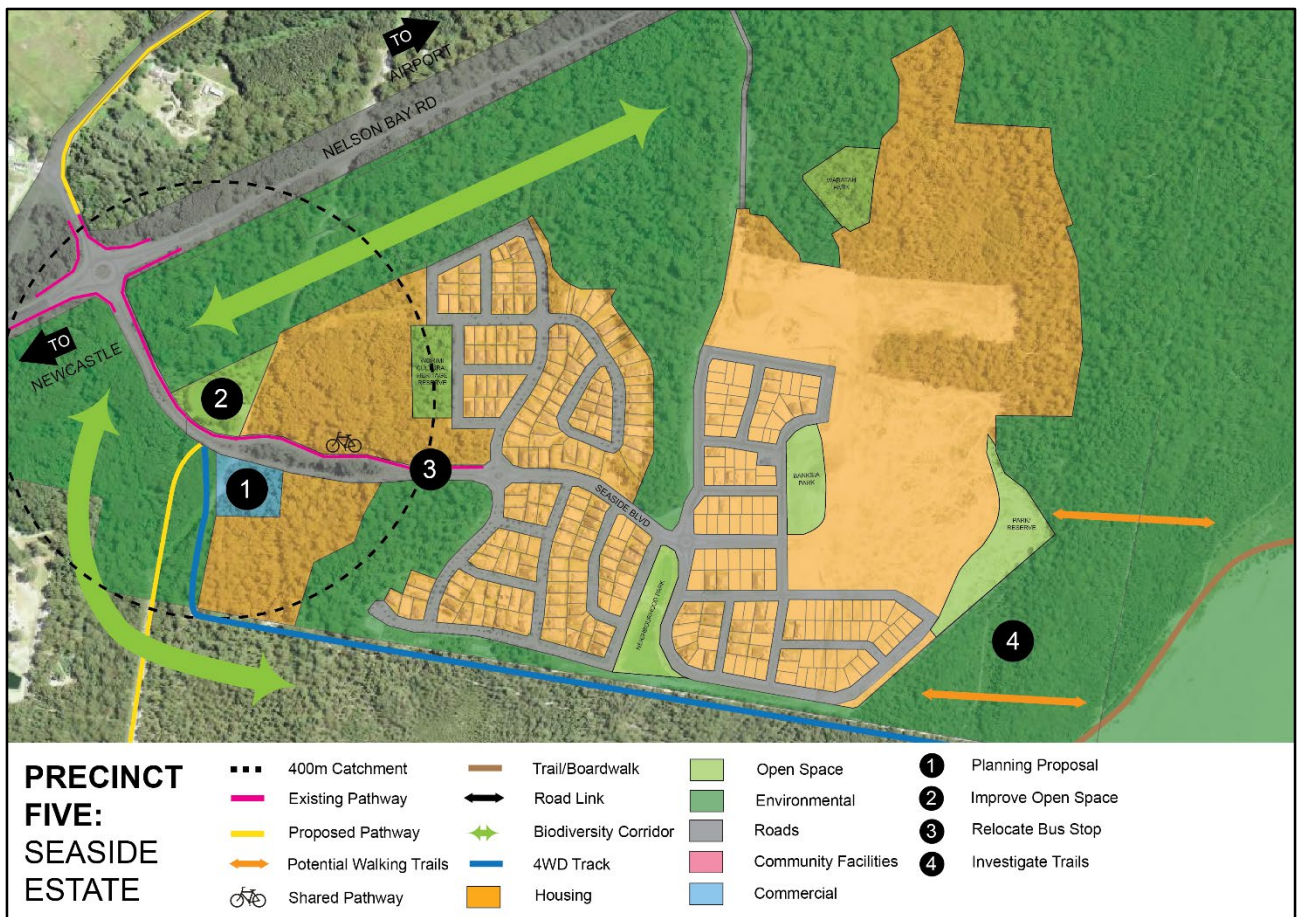
### **Town Centre Outcomes**

- Undertake a detailed assessment of the 'Request to Amend the Port Stephens Local Environmental Plan' submitted for 42 Fullerton Cove Road, Fullerton Cove.
- Do not support proposals to establish a town centre within the precinct at this time as per the HillPDA. 2017, 'Commercial Land Study: Fern Bay and North Stockton'.

### **Transport Outcomes**

- Provide seating and shelter on both sides of Fullerton Cove Road in the location of the existing bus zones.









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# Implementation Plan:

Draft Fern Bay and North Stockton Strategy



## Attachment 1 Implementation Plan

Key:	
<b>I</b>	Immediate – 0-2 years (2019 – 2021)
<b>S</b>	Short term – 3-5 years (2022 – 2024)
<b>M</b>	Medium term – 6-10 years (2025 – 2029)
<b>L</b>	Long term – 11-20 years (2030 – 2039)
<b>O</b>	Ongoing (continuous action and/or monitoring)

No	Actionable Outcome	Specific
		What will be undertaken?
<b>Overall</b>		
<b>1</b>	Investigate a Tomaree to Stockton walk (involving boardwalk/trails and observation decks) to link with the Great North Walk.	Discussions with relevant stakeholders will be undertaken to plan for a connected trail.
<b>2</b>	Investigate the establishment of formal walking trails (including directional, educational and interpretational signage) to link Seaside Estate and the Rifle Range site with the WCL and existing beach access.	<ul style="list-style-type: none"> <li>• Ensure Planning Proposals or staging of existing residential developments include pedestrian access to conservation lands and the beach.</li> <li>• Discuss options with Seaside Estate residents/developer, NPWS and WCL Board of Management.</li> </ul>
<b>3</b>	<b>For existing Stockton Town Centre:</b> Implementation of the Stockton Public Domain Plan and Traffic Plan.	Staging and costing of the works, detailed design and implementation.
<b>4</b>	<b>For existing Stockton Town Centre:</b> Review residential uses (particularly single dwellings) that are permissible within the B2 Local Centre Zone of Newcastle Local Environmental Plan 2012.	Further investigate removing single dwellings as a permissible use within the B2 Local Centre Zone in response to actions contained within Newcastle Local Planning Strategy and the Hill PDA Commercial Study.
<b>5</b>	<b>For existing Stockton Town Centre:</b> Further explore place making options and events to better activate spaces and assist in overall revitalisation of the existing centre.	Consider more activities to celebrate Stockton's unique history, heritage and culture.
<b>6</b>	Investigate options for improved continuous public access to the beach from North Stockton to the WCL.	Undertake discussions concerning future ownership and management of beachfront land with key stakeholders, including landowners so the community can access the beach. Sites include Lot 5, DP 233358; Lot 430, DP 835921; and Lot 202, DP 1150470
<b>7</b>	Investigate feasibility of a new modern library and multipurpose facility to be located within the proposed mixed-use town centre.	A larger library is required to support the District Area (Fullerton Cove, Fern Bay and Stockton). Further planning and understanding around feasibility is required.



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Measurable	Assignable	Realistic	Timing
How will the action be measured as a success?	Who will implement the action?	What results can be achieved given resources?	
<b>Overall</b>			
Funding and approval of a project plan to construct a Tomaree to Stockton Walk.	NPWS, WCL Board of Management and Worimi LALC (landowners). PSC (Strategic Planning) & CN as advocates in conjunction with land owners and board.	The project would require multi-agency cooperation and significant contributions from grant funding. Liaison with the state government is recommended.	<b>L</b>
<ul style="list-style-type: none"> <li>Future Planning Proposals to identify how these will work.</li> <li>Detailed costing and design for location and number of links finalised.</li> </ul>	NPWS, WCL Board of Management and Worimi LALC and site landowners. PSC (Strategic Planning) to advocate and consider with any relevant rezoning.	<ul style="list-style-type: none"> <li>Subject to working in collaboration with landowners and key stakeholders.</li> <li>PSC does not own any land and this may increase complexity in delivering the projects.</li> </ul>	<b>M</b>
Implementation of the works outlined in the plan.	CN	Through work programs and already agreed upon funding.	<b>O</b>
Finalise assessment as part of preparation of the Housing Strategy and Local Strategic Planning Statement and potential Planning Proposal.	CN	Through work programs and already agreed upon funding.	<b>S</b>
Community feedback, activated spaces and a revitalised centre.	Stockton Community in partnership with CN	Through work programs and place making grants.	<b>O</b>
Improved public access to the beach between Stockton and WCL.	CN, PSC (Strategic Planning + Community and Recreation Assets), NPWS, landowners and other key stakeholders.	Through work programs. Investigation needs to understand ongoing maintenance and associated costs required.	<b>S</b>
Selection of preferred site and location ideally within an identified community hub or precinct, located within the proposed mixed use centre and better understanding of associated costs.	CN and PSC (Library Services)	Preparation of a project brief can be done through work programs. A new library for Stockton is listed in the Development Contributions Plan. Funding and grants are also available to construct libraries.	<b>S</b>

No	Actionable Outcome	Specific
8	A future road link should be provided connecting the existing Fern Bay residential area through to North Stockton (Fullerton Street). The road would pass through the Rifle Range, the potential mixed-use town centre and Fort Wallace sites.	Ensure relevant site specific DCP Sections allows for a road link connecting the three sites.
9	Construct footpaths and shared paths in accordance with the Seca Traffic and Transport Study.	Four paths have been identified and prioritised in the Seca T&T Study. These paths will be designed, costed and included in the relevant SAMP.
10	Relocate, upgrade or construct bus stops in accordance with the Seca Traffic and Transport Study.	Eleven bus stop locations have been identified and prioritised in the Seca T&T Study. These bus stops will be designed, costed and included in the relevant SAMP.
11	Advocate for widening of Nelson Bay Road to two lanes of travel in each direction plus bus and access lanes between Vardon Road and Seaside Boulevard.	Provide a written submission to RMS detailing outcomes of the Seca T&T Study and need for upgrade and prioritise journeys to the Newcastle airport.
12	Prepare an amendment to the Strategic Asset Management Plan (SAMP) to align the infrastructure items outlined in this Strategy with the SAMP for each council.	Each council will prepare separate amendments to their SAMP to ensure that the infrastructure identified in this Strategy can be delivered as the area grows.
13	Prepare an amendment to the relevant Local Infrastructure Contributions Plan to align the infrastructure items outlined in this Strategy.	Each council will prepare separate amendments to their Infrastructure Contributions Plans to ensure that the infrastructure identified in this Strategy can be delivered as the area grows.
14	Consider infrastructure funding options in addition to the SAMP and Infrastructure Contributions Plans.	Council's often rely on grant funding, either wholly or partly, to deliver infrastructure projects. This action will be implemented by identifying other funding options, such as state and national grants, to deliver the infrastructure identified in this Strategy.
<b>Precinct 1: North Stockton</b>		
15	Review public access points to the northern parts of Stockton Beach to enhance accessibility, considering the impact on coastal erosion.	Consolidation of access points to be considered through the preparation of the Stockton Coastal Management Plan.
16	Investigate potential source of sand for beach nourishment in Stockton area.	Further explore with landowner and key stakeholders potential to use sand from north of Fort Wallace as a source of sand to replenish the southern end of Stockton.

<b>Measurable</b>	<b>Assignable</b>	<b>Realistic</b>	<b>Timing</b>
Council Adopted DCP's identifying the proposed link	CN and PSC (Strategic Planning + Civil Assets)	Subject to landowners undertaking relevant proposals and liaison with Council.	<b>S</b>
Inclusion of proposed paths in relevant SAMP and Development Contributions Plans.	CN and PSC (Civil Assets)	Though works programs. Development Contributions funds may be utilised and grants should be considered following detailed design and costing.	<b>S</b>
Inclusion of proposed paths in relevant SAMP and Development Contributions Plans.	CN and PSC (Civil Assets)	Though works programs. Development Contributions funds may be utilised and grants should be considered following detailed design and costing.	<b>S-M</b>
Construction of road widening.	RMS – construction CN and PSC – written submission (Strategic Planning)	RMS are intending to develop a Strategy which will identify and prioritise upgrades along the corridor. Implementation of this action will be dependent on RMS.	<b>L</b>
The adoption of an amended SAMP for each council.	CN and PSC (Civil Assets)	The SAMP is updated every 12 months. Depending on the timing for adoption of this Strategy, the infrastructure items can be identified in a future amendment to the SAMP.	<b>I</b>
The adoption of an amended Contributions Plan for each council	CN and PSC (Strategic Planning)	An amendment can be prepared to the existing Contributions Plans adapted by each council. This could occur following adoption of the Strategy.	<b>I</b>
This action will be measured by the identification of potential grant funding schemes and the completion of grant applications for infrastructure item identified in this plan.	CN and PSC (Strategic Planning, Civil Assets + Community and Recreation Assets)	Council often applies for grants to assist in delivering infrastructure projects. This action is realistic given the nature of infrastructure delivery through local government.	<b>O</b>
<b>Precinct 1: North Stockton</b>			
<ul style="list-style-type: none"> <li>Public access points are constructed.</li> <li>Monitoring through implementation of Plans.</li> <li>Visual inspections to show reduction of informal access points.</li> </ul>	CN	<ul style="list-style-type: none"> <li>CN will implement this action through respective work programs.</li> <li>Funding sources may be available through grants or Development Contributions.</li> </ul>	<b>S-M</b>
Investigation studies for sand sourcing completed.	CN	Investigations conducted as part of implementation of Newcastle Coastal Zone Management Plan and preparation of Coastal Management Program.	<b>S</b>



No	Actionable Outcome	Specific
17	<b>Preferred Option:</b> Liaise with land owner to discuss future use of site. A masterplan to outline how the site can be redeveloped into the future is required to support any future change in land use. The masterplan process is to consider matters identified in this Plan.	Development of a masterplan consistent with the Fern Bay and North Stockton Strategic Plan, Location Environment Plan, Development Control Plan and other relevant legislation.
18	Fort Wallace – Proceed with Planning Proposal as per the Gateway Determination to allow part of the site to be zoned R2 Low Density Residential.	Proceed with LEP Amendment to allow around 100 dwellings on growth on the Fort Wallace site.
19	Establish a ferry terminal at North Stockton to support growth in the longer term.	Advocate to Transport NSW for a new ferry terminal at North Stockton. A potential location is the existing boat ramp that has recently been upgraded.
<b>Precinct 2: Original Fern Bay</b>		
20	Liaise with landowner to discuss future use of site. A masterplan to outline how the site can be redeveloped into the future is required to support any future change in land use. The masterplan process is to consider matters identified in this Plan.	Development a masterplan consistent with the Fern Bay and North Stockton Strategic Plan, Location Environment Plan, Development Control Plan and other relevant legislation.
21	Undertake feasibility modelling to identify incentives or necessary amendments to planning controls to encourage infill housing development in Original Fern Bay.	Further investigate planning incentives to encourage infill housing in original Fern Bay by liaising with DPE.
22	Consult with the NSW Department of Education on potential growth scenarios and the provision of educational facilities and advocate for the provision of preschools.	Provide a joint written submission to NSW Department of Education on potential growth scenarios, the provision of educational facilities and consider the provision of preschools.
23	Provide a suitably located refuge island at Nelson Bay Road near Palm Lakes / Bayway Village.	Liaise with RMS regarding relocating the refuge island.
24	Construct traffic signals and pedestrian crossing at the intersection of Vardon Road and Nelson Bay in conjunction with the Rifle Range Planning Proposal to allow the safe crossing of Nelson Bay Road for pedestrians and enable safe vehicular access onto Nelson Bay Road.	Traffic signals will be linked to development of the Rifle Range site and subject to the development progressing.
<b>Precinct 3: Beachfront</b>		
25	Review the heritage significance of the Rifle Range site through the assessment of the Request to Amend the Port Stephens Local Environmental Plan.	Prepare Councils planning proposal to list the Rifle Range as a Heritage item (Part 1) in Schedule 5 of the PSLEP.
26	Undertake a detailed assessment of the 'Request to Amend the Port Stephens Local Environmental Plan' submitted by DHA for the Rifle Range site.	Undertake a detailed assessment of the 'Request to Amend the Port Stephens Local Environmental Plan' submitted by DHA for the Rifle Range site.

<b>Measurable</b>	<b>Assignable</b>	<b>Realistic</b>	<b>Timing</b>
Completion of the master plan.	Landowner in consultation with CN	Through work programs.	<b>S</b>
Gazettal of the LEP Amendment.	CN Urban Planning	Through work programs.	<b>I</b>
Construction of a ferry terminal.	Transport for NSW / RMS – construction CN – written submission	Need for the terminal is apparent from the overuse of the Stockton terminal and projected growth identified in this plan. Implementation will be dependent on Transport for NSW/RMS.	<b>I</b>
<b>Precinct 2: Original Fern Bay</b>			
Completion of the Master Plan	Landowner in consultation with PSC (Strategic Planning)	Through work programs.	<b>I</b>
PSC to review progress including reviewing DAs or CC's for infill development.	PSC (Strategic Planning) to liaise with DPE.	Through work programs.	<b>M</b>
Discussion with NSW Department of Education and ongoing review of social infrastructure to support the North Stockton and Fern Bay community.	PSC & CN (Strategic Planning) – written joint submission	Through work programs.	<b>I</b>
Construction of refuge island.	PSC (Civil Assets) / RMS	Needs to be identified in the SAMP and funding determined.	<b>S</b>
Construction of traffic signals.	PSC (Strategic Planning) / landowner	Identification of the item in Development Contributions Plan may be necessary.	<b>M</b>
<b>Precinct 3: Beachfront</b>			
An amendment to the LEP is gazetted 12 months following the Gateway Determination.	PSC (Strategic Planning)	The NSW Department of Planning and Environment identifies 12 months as a target timeframe for minor LEP amendments.	<b>I</b>
Completion of the detailed assessment and preparation of a Planning Proposal.	PSC (Strategic Planning)	Through work programs.	<b>I</b>

No	Actionable Outcome	Specific
<b>Precinct 4: Sports</b>		
27	Investigate a new Sporting Precinct at Corroba Oval including multipurpose courts, additional playing fields, parking, amenities building and undercover seating.	<ul style="list-style-type: none"> <li>• Prepare a report considering the potential upgrades needed to support the community and recommendations from the Stockton Coastal Zone Management Plan and Program.</li> <li>• Liaise with HWC as adjoining landowner.</li> </ul>
28	Consider constructing a pedestrian refuge island on Fullerton Street to ensure safe pedestrian access to Corroba Oval.	Identify the refuge island in the SAMP.
29	Request RMS to review the 70km/hr speed limit on Fullerton Street and considered a reduction to 50km/hr.	Provide a written submission to RMS detailing outcomes of the Seca T&T Study and need for review.
<b>Precinct 5: Seaside Estate</b>		
30	Undertake a detailed assessment of the 'Request to Amend the Port Stephens Local Environmental Plan' submitted for 2 Seaside Boulevard, Fern Bay.	Undertake a detailed assessment of the 'Request to Amend the Port Stephens Local Environmental Plan' submitted for Site 6.
31	Continue investigations to improve recreational and community facilities at Seaside Estate.	Liaise with developer to better understand what facilities are proposed and when they will be constructed to support residents of the development.
<b>Precinct 6: Fullerton Cove</b>		
32	Consider rezoning land mapped as containing an endangered ecological community to an environmental zone.	Investigate preparing a Planning Proposal by leasing with DPE, OEH and relevant Council staff to amend LEP.
33	Undertake a detailed assessment of the 'Request to Amend the Port Stephens Local Environmental Plan' submitted for 42 Fullerton Cove Road, Fullerton Cove.	Undertake a detailed assessment of the 'Request to Amend the Port Stephens Local Environmental Plan' submitted for Site 4.



<b>Measurable</b>	<b>Assignable</b>	<b>Realistic</b>	<b>Timing</b>
<b>Precinct 4: Sports</b>			
Adoption of a masterplan for the site.	CN	Report prepared initially may be included through works programs. Master planning of the site may require an external consultant (which may be funded by Development Contributions).	<b>S</b>
Construction of refuge island	CN / RMS	Needs to be identified in the SAMP and funding determined.	<b>S</b>
Review undertaken by RMS and response received.	RMS – review CN – written submission	Through works program.	<b>I</b>
<b>Precinct 5: Seaside Estate</b>			
Completion of the detailed assessment and preparation of a Planning Proposal.	PSC (Strategic Planning)	Through work programs.	<b>I</b>
Community feedback on appropriate facilities.	PSC (Strategic Planning) to facilitate communication between Seaside Estate developer and residents.	Through work programs.	<b>S</b>
<b>Precinct 6: Fullerton Cove</b>			
Preparation of a planning proposal to amend the LEP.	PSC (Strategic Planning)	Through works program.	<b>S</b>
Completion of the detailed assessment and preparation of a Planning Proposal.	PSC (Strategic Planning)	Through work programs.	<b>I</b>



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# Background Investigations:

Draft Fern Bay and North Stockton Strategy





## Attachment 2      Background Investigations

Attachment 2 provides an overview of the investigations that were carried out to inform the Planning Principles (Part C) and Precinct Plans (Part D).

### List of Figures in Attachment

Figure 2A	Existing land uses
Figure 2B	Environmental considerations heat map
Figure 2C	Potential town centre site
Figure 2D	Strengths and opportunities - SWOT Analysis: Stockton Local Centre
Figure 2E	Images showing growth
Figure 2F	Envisaged demographic
Figure 2G	Anticipated dwellings
Figure 2H	Expected growth
Figure 2I	Envisaged housing types
Figure 2J	Estimated growth
Figure 2K	Standards for open space and facilities
Figure 2L	Nelson Bay Road Future Cross Section

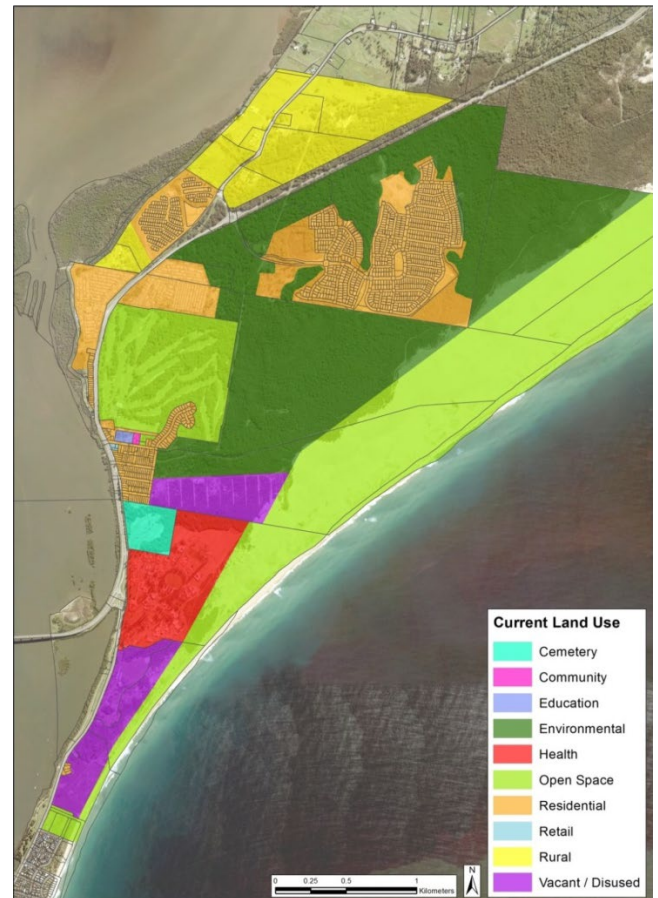


Figure 2A – Existing land uses



## B1 Environment

The Strategy Area has a diverse range of environmental attributes affecting land use patterns. The Heat Map (Figure 6) illustrates how land in the Strategy Area is affected by accumulative constraints. The Strategy Area is bound by the Hunter River and Stockton Beach which increases the likelihood of flooding and drainage issues. The following list includes some of the environmental considerations in the Strategy Area:

- Coastal Zone and Wetlands
- Drainage and Flooding
- Endangered Ecological Communities
- Heritage (Indigenous and Non-Indigenous)
- Ramsar (Hunter) Wetlands
- Koala Habitat

### Coastal Erosion

Stockton has the largest active dunes in coastal Australia and the Stockton Beach has a long history of erosion and recession. The dunes are un-vegetated which allows sand to be blown into and northwards along the dunes and onto surrounding lands (BMT WBM, 2017). Past modelling has indicated that the breakwaters at the Hunter River entrance have interrupted the flow of sand from Nobbys north to Stockton Beach. Erosion continues to worsen resulting in a significant volume of sand being lost from Stockton Beach each year. Sand from further north along the dunes may offer a potential source of sand to replenish eroded beach. Hazard lines have been developed to assist with planning for growth. These hazard lines are under review by CN.

### Green Corridors

The Strategy Area is located within the Watagan to Stockton Link Biodiversity Corridor (identified by the HRP). Planning in this area aims to conserve existing remnant vegetation and invest in the rehabilitation of land to strengthen the regionally significant corridor. The viability of the corridor is influenced by current and future land

use demands in the area. The Strategy attempts to ensure lands of ecological significance are protected to support the corridor.

### Worimi Conservation Lands

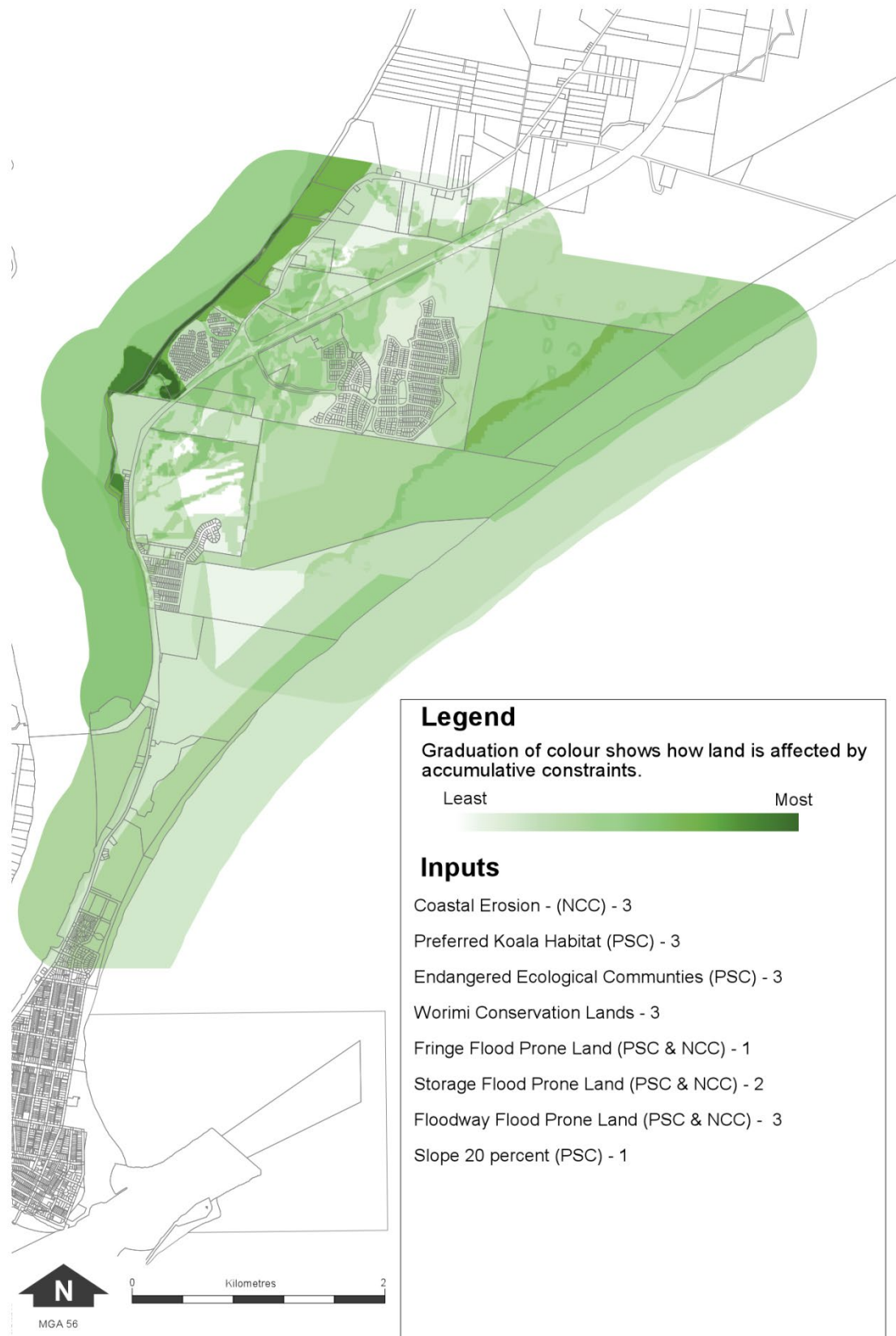
Worimi Conservation Lands (WCL) and Stockton Bight are distinctive features of the Port Stephens LGA connecting Nelson Bay to Stockton. The Bight includes 30km of beach and prominent sand dunes reaching up to 40m in height. The Stockton Bight provides a unique setting for outdoor recreation, education and cultural tourism.

The Plan of Management for WCL sets a vision to protect, respect and connect with Country. Considerable archaeological investigations and reporting of the lands has been undertaken with a number of sites (including middens, stone artefacts and bird, fish, animal bone and burial sites) identified as providing material evidence of the Worimi People's past use. The sites protected are "important to Aboriginal people for social, spiritual, historical, and commemorative reasons" (OEH, 2015).

There is limited pedestrian access to the WCL including the absence of a walking trail to Stockton Beach. While significant tourism opportunities are available at WCL, such as four-wheel driving, horse riding and quad bike riding, these activities must be balanced with the efforts seeking to protect conservation lands including Aboriginal sites.

### PFAS Contamination

The Williamstown RAAF Base PFAS Management Area Maps published by the EPA identify the North West portion of the Strategy Area as part of its Broader Management Zone. The EPA advises that the topography and hydrology of the area means PFAS detections could occur within the Broader Management Zone. Precautionary advice issued by the EPA for residents in the PFAS Management Area aims to discourage activities that would increase the likelihood of human exposure to PFAS chemicals originating from the Williamstown RAAF Base.



Map Disclaimer: The map focuses on identifying where development is not appropriate due to land suitability. The map is intended to give an overview of constrained land within the Strategy Area only and an indication of where future development should be located.

*Figure 2B – Environmental considerations heat map*

## B2 Town Centre

This section investigates the demand, potential locations and opportunity for a supermarket and supporting retail uses within the Strategy Area.

### B2.1 Is there a need for a supermarket?

Existing retail development in Fern Bay is limited to a take-away food and drink shop on Nelson Bay Road. While the existing commercial centre at Stockton (7-10 minute drive from Strategy Area) offers a supermarket, residents have indicated that they are more likely to travel to Medowie, Newcastle and Mayfield for their main shop. These centres are approximately 20 minutes by car outside peak hours.

A recent study by Hill PDA found that there is sufficient demand in the Strategy Area to support a retail centre of approximately 6,285m<sup>2</sup>. The Hill PDA Study recommends:

- a new local centre of 4,000–6,500m<sup>2</sup> (including a large format supermarket of 2,800-3,200m<sup>2</sup> with complementary specialty floor space) within the Strategy Area;
- that the new centre could leverage from its natural surroundings to increase visitors;
- the resident population within the immediate vicinity of the new local centre should be increased; and
- there may be potential for a mixed-use development (retail and residential) at the new centre given recent housing trends.

### B2.2 Where should a supermarket be located?

The Hill PDA study examined 6 sites within the Strategy Area (Figure 7) and ranked the sites from 1 (Very Poor) to 5 (Very Strong) against several assessment criteria that included:

- **Developable Area:** a centre 5,000–6,000m<sup>2</sup> provided over one level with at grade parking would require approximately 2ha of developable land;

- **Location:** a successful centre must be centrally located for convenient access by a majority of residents of which it serves;
- **Exposure:** retail development benefits from being located in high profile locations such as main arterial roads;
- **Accessibility:** with people becoming increasingly 'time poor' convenience and accessibility increases the attractiveness and visitation of a centre; and
- **Walkable Catchment:** Walkable communities bring significant economic and social benefits including reduced vehicle emissions and petrol costs, improved traffic safety and health benefits. A centre that has a higher residential population within 800m (10min walk) is likely to experience increased pedestrian activity and vitality.

The sites assessed are in single ownership and their developable area offers greater opportunity for major changes in land use than other sites.

There are two sites already zoned for commercial use within the Strategy Area including the take-away food and drink shop (referred to in B2.1) and Site 6 (Figure 7). These sites were found not to be suitable for expanded commercial use as a town centre due to their size or location.

The site ranking process identified Site 1 (in North Stockton Precinct) and Site 2 (in Original Fern Bay Precinct) as the preferred locations for a town centre. Both sites are accessible to residents in the Strategy Area, have large developable areas and contain comparatively few environmental constraints. The town centre's location will be dependent on the intentions of landowners and willingness to accommodate development. Should a Planning Proposal be lodged for either site councils will consult with each other and the State Government in considering the proposal. A masterplan will be needed for either site to determine the appropriate scale, type and mix of development that could occur.



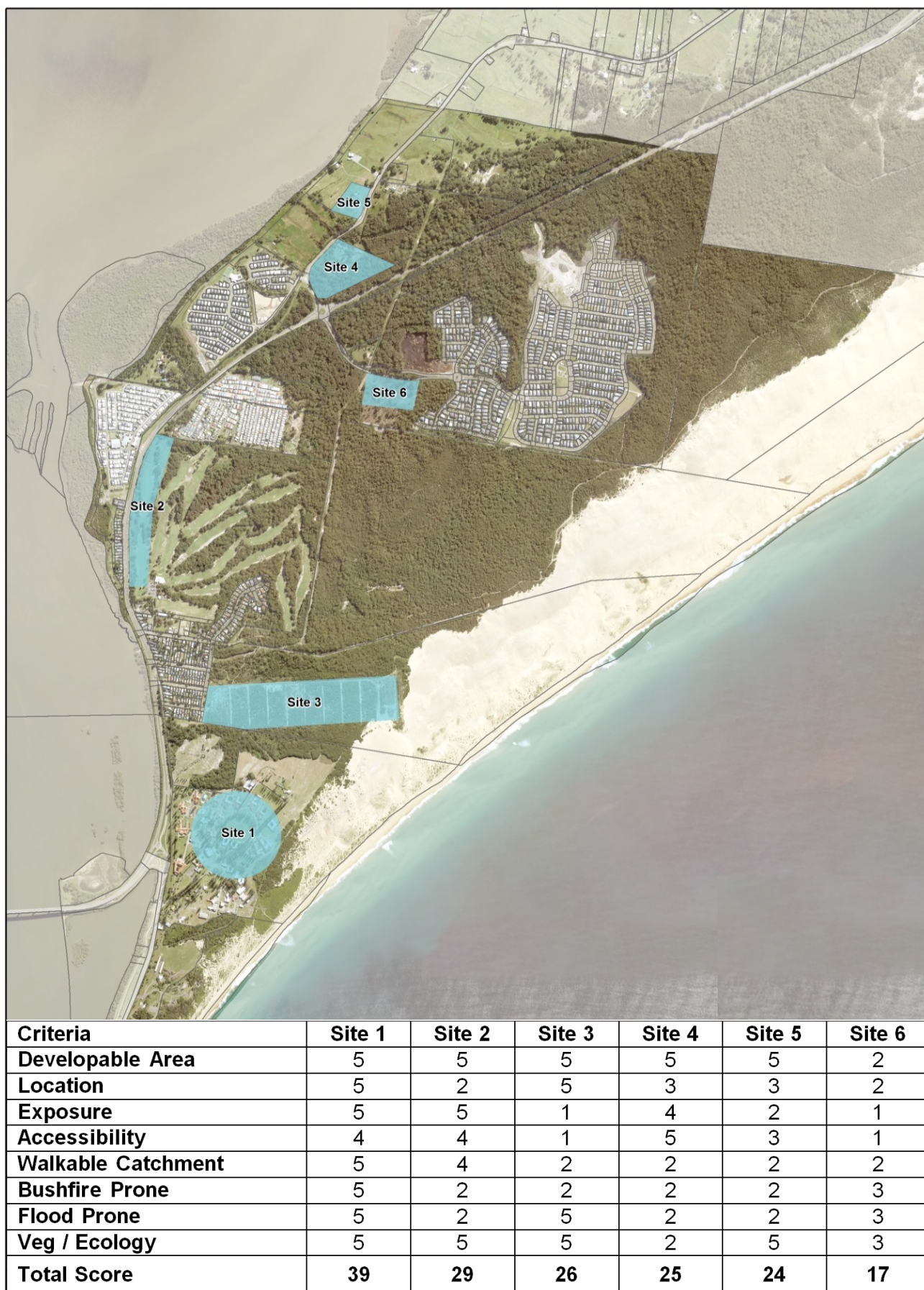


Figure 2C – Potential town centre sites

### B2.3 Coexisting with the existing commercial centre at Stockton

The Hunter Regional Plan (DPE, 2016) identifies the importance of utilising existing centres for commercial and retail development to ensure that new centres:

- a. are integrated with existing or planned residential development;
- b. encompass high quality urban design;
- c. consider transport and access requirements; and
- d. do not undermine existing centres.

The Hill PDA study examined the existing commercial centre at Stockton and Figure 8 identifies its strengths and opportunities. Significantly, the existing commercial centre at Stockton is not conveniently located for residents in the north of the Strategy Area and does not meet the needs of current residents in Fern Bay.

The Hill PDA study does identify that a new retail centre may result in a moderately strong or significant impact on trade in the existing Stockton commercial centre, although this impact would lessen overtime with population growth and expenditure in the locality.

Despite the potential impact on the existing commercial centre in Stockton, it is recommended that a new mixed-use town centre be supported to:

- meet the needs of the local (and future) residents in an area which is currently underserved;
- reduce travel demand by providing an improved range of shops and services to reduce the number of journeys made by local residents to surrounding centres. This supports a reduction in vehicle emissions, improves transport safety and can contribute to lower cost of living; and
- increase employment opportunities in the area.

The existing commercial centre at Stockton will continue to provide an important role in supporting the residents and visitors of Stockton by providing a mix of retail and community uses. Although it is not located within the Strategy Area, there are several initiatives that may improve the performance of the Stockton commercial centre, these include:

- Local eat street
- Tourism
- Increase the resident population surrounding the town centre.

#### STRENGTHS

- Compact and walkable retail core, with flat topography and minimal fall
- Anchor tenant located at the northern end of centre (i.e. entry point)
- Well served by public carparks/street parking
- Proximity to strong amenities (schools, medical services) encouraging dual purpose visits
- Well served by bus services
- Close proximity to natural assets (open space, beaches, leisure centre)
- Proximity to touristic accommodation
- Existence of adaptive reuse opportunities
- Strong projected population growth in the locality

#### OPPORTUNITIES

- Improve and expand retail offer
- Include a stronger anchor tenant
- Increase residential densities
- Raise the tourism profile of the area
- Implement competitive pricing strategies
- Address reputation and safety/anti-social behaviour concerns surrounding the centre. Potentially through increased surveillance

*Figure 2D – Strengths and opportunities - SWOT Analysis: Stockton Local Centre*  
(Source: Hill PDA, 2017)



## B3 Housing

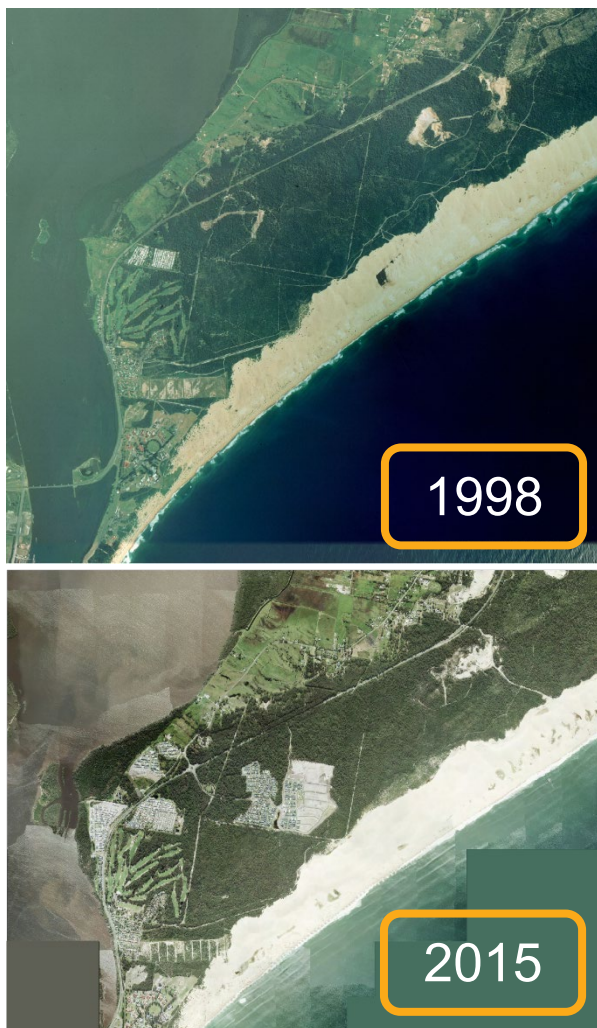


Figure 2E – Images showing growth

### B3.1 How has the area grown?

From 2006 to 2016 Fern Bay's population doubled from 1,137 to 2,673 people. This growth has been facilitated by new developments such as the Seaside Estate, Palm Lakes Resort and The Cove Village.

Previously, PSC's vision for Fern Bay was a compact village confined to the existing urban footprint within the Original Fern Bay Precinct (PSC, 2002). The rapid increase in residential development in the area has resulted in development being out of step with the provision of infrastructure.

Fern Bay is a desirable place to live and visit, and is identified as part of the Eastern Growth Corridor (PSC, 2011). The Strategy not only attempts to identify the community infrastructure required to support the local

community but also to ensure that further growth of the Strategy Area occurs in a coordinated way.

The current demographics for each precinct can be summarised as:

Precinct	Demographics
<b>North Stockton</b>	(307 persons at 1.8 persons/ha) Consisting mostly of residents from the care facility aged between 35 and 74 years of age.
<b>Original Fern Bay</b>	(930 persons at 7.08 persons/ha outside Bayway Village and 729 persons at 27.25 persons/ha within Bayway Village) Has the most diverse mix of age groups of any precinct.
<b>Beachfront</b>	(0 persons)
<b>Sports</b>	(0 persons)
<b>Seaside Estate</b>	(1,111 persons at 5.17 persons/ha) Predominately young families with the highest number persons aged 0-14.
<b>Fullerton Cove</b>	(568 persons at 0.31 persons/ha) Predominately people aged over 65 due to The Cove Village.

(Source: Remplan, 2018)

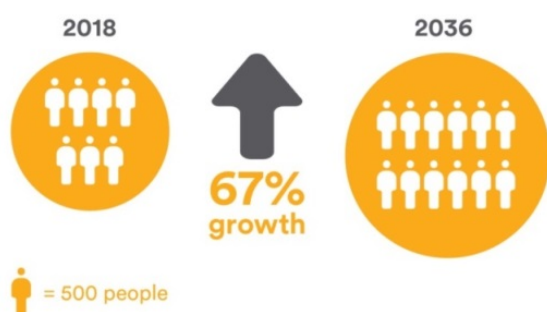
### B3.2 What does the future population look like?

HOUSEHOLDS  
% growth





## POPULATION FORECASTS



Note: Assumes 100% of dwelling potential will be constructed. Site specific investigations required.

## AGE

	2018	2036
0 - 4	195	257
5 - 19	404	1,001
20 - 34	423	571
35 - 49	558	1,024
50 - 64	828	1,132
65 - 74	765	906
75 - 84	414	752
85+	94	323
<b>Total</b>	<b>3,681</b>	<b>5,966</b>

Figure 2F – Envisaged demographic (Source: Remplan, 2018)

Hill PDA (2017) provided forecasts for Fern Bay, Fullerton Cove and Stockton as part of the Commercial Lands Study. High growth scenario projections predict a population of up to 12,500 people.

It is expected that Stockton (not including North Stockton) will grow from 4,400 up to 5,000 people by 2036. This is consistent with projections forecast by profile.id which expect a population of 4,526 in Stockton by 2041 (profile.id, 2018).

### B3.3 Where will future housing occur?

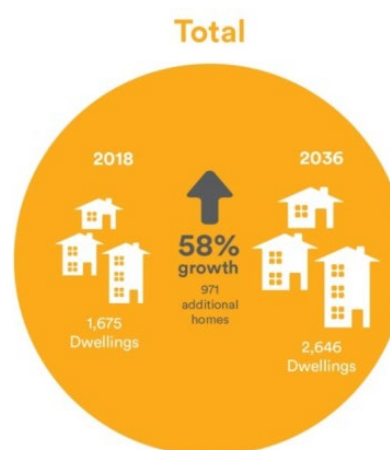
The HRP has set a target of 95% of people living within 30 minutes of a strategic centre. The Strategy Area is within 30 minutes of a

strategic centre (Newcastle Airport) and the following precincts are expected to accommodate housing growth.

Precinct	Estimated dwelling yield
Seaside Estate	133
North Stockton	110 + 750+
Beachfront	300
Original Fern Bay	80
Fullerton Cove	145
<b>Total</b>	<b>1,518</b>

Note: Assumes approximately 750 dwellings can be accommodated with mixed use town centre.

Figure 2G – Anticipated dwellings



Note: Assumes 100% of dwelling potential will be constructed. Site specific investigations required.

Figure 2H – Expected growth (Source: Remplan, 2018)

Future housing within the Strategy Area will predominantly be focused on three key sites, within the North Stockton Precinct and south of the Beachfront Precinct. Housing is to be integrated within and surrounding the mixed-use town centre and adjoining properties. Figure 13 illustrates the diversity of housing that may be provided in the differing precincts. The greatest diversity of housing will be provided in conjunction with the mixed-use town centre. A challenge associated with 'aging in place' within the Strategy Area will be to provide adequate social support services to the community.



Figure 2I – Envisaged housing types

**Key Site: Town Centre**

<b>Potential Dwellings</b>	Subject to detailed site investigations
<b>Existing Zone</b>	SP2 Infrastructure (Health Services Facility)
<b>Potential Land Uses</b>	Mixed-use town centre (commercial/residential), community and recreation uses. Potential zones and planning controls will be determined through the master planning process. The planning controls will be determined through the master planning process however a dwelling yield of 25 dwellings per hectare is suggested as per the Hill PDA Study. The envisaged potential land uses would allow the existing uses on the site to continue.

**Key Site: Rifle Range**

<b>Potential Dwellings</b>	Approximately 300
<b>Existing Zone</b>	E2 Environmental Conservation
<b>Potential Land Uses</b>	Low / medium density residential and open space

PSC received a request to amend the LEP to allow a rezoning of the site facilitating residential accommodation with a mix of housing types. The site is largely disturbed and is considered appropriate for residential development. The limited opportunity for growth in the Strategy Area reinforces the importance of housing at the Rifle Range. Vehicle and shared (bicycle and pedestrian) connections between the Rifle Range and the future town centre must be demonstrated with any proposal. Potential zones and planning controls will be determined through the master planning process.

**Key Site: Fort Wallace**

<b>Potential Dwellings</b>	Approximately 110
<b>Existing Zone</b>	SP2 Infrastructure (Defence)
<b>Potential Land Uses</b>	Low density residential and open space

In March 2019, CN adopted a planning proposal to rezone Fort Wallace to allow a mix of housing types. The proposal focuses development on lands already disturbed and of a coastal character. The bulk and scale proposed will protect important views to heritage features and the coastline. This has been forwarded to DPE for finalising.

**Infill Development**

Infill housing may be provided within the Original Fern Bay Precinct. The Port Stephens Planning Strategy (2011) identifies an opportunity for 42 infill dwellings. It is expected that any additional dwellings will mostly be provided in the form of secondary dwellings. Potential for up to 60 infill dwellings has been investigated within Original Fern Bay subject to detailed site investigations.



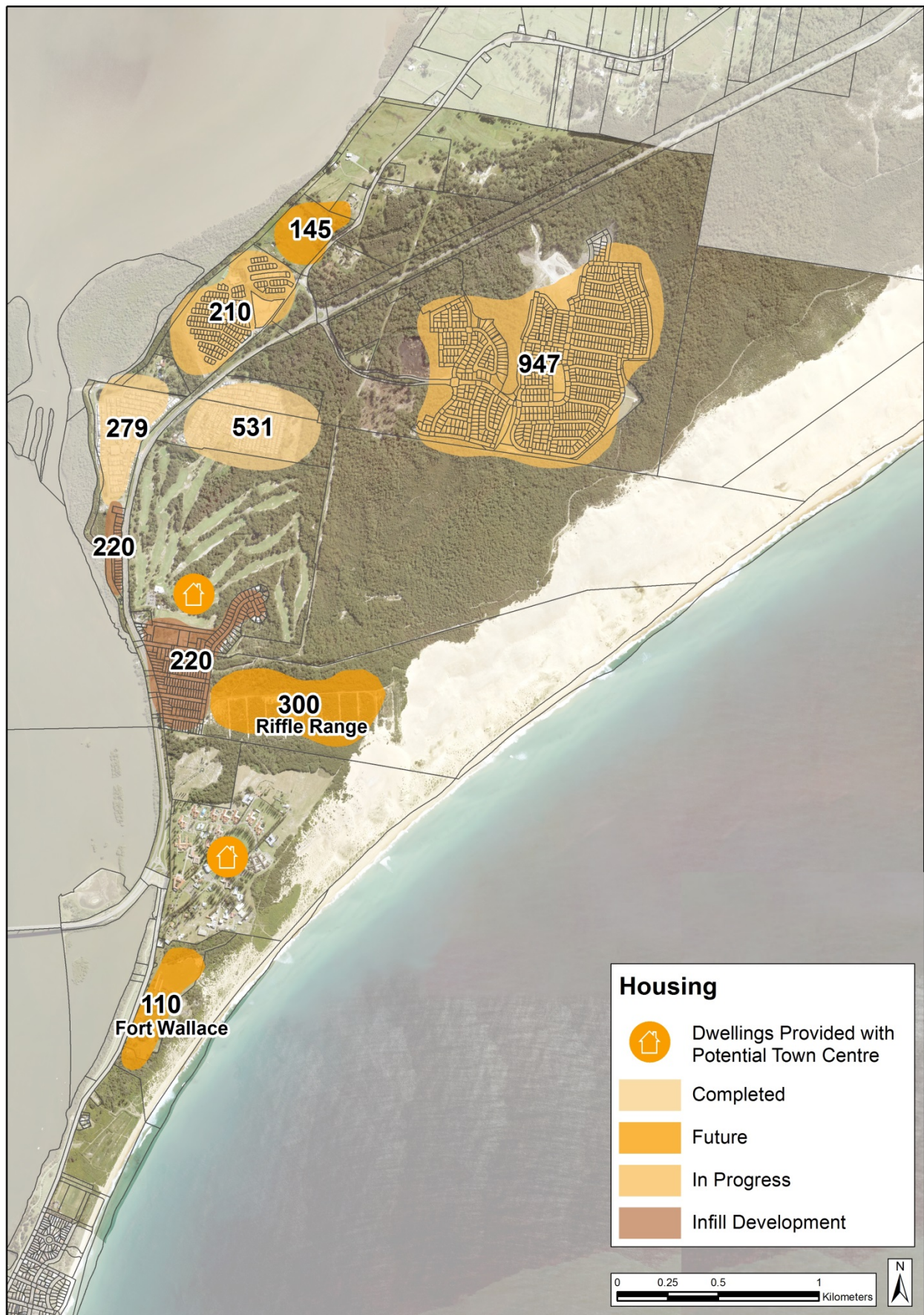


Figure 2J – Estimated growth



## B4 Open Space and Community Facilities

This section investigates the provision of open space and community facilities.

### B4.1 What are the existing open spaces and community facilities?

Figure 2K – Standards for open space and facilities		District <sup>1</sup>		Plan provision
Item	Standard	Required <sup>2</sup>	Currently provided	
Community Services				
Community Multipurpose Facility	600-1,000 m <sup>2</sup>	600-1,000 m <sup>2</sup>	165 m <sup>2</sup>	1
Cultural Services and Leisure Facilities				
Library	42m <sup>2</sup> per 1,000 people	504 m <sup>2</sup>	157 m <sup>2</sup>	1
Recreational Facilities				
Surf Lifesaving Clubs	1 facility per 30,000 people	-	1	-
	1 boat ramp per 6,000 people	2	3	-
Parkland	District 1 per 15, 000 - 25, 000 people	-	1	-
	Local 0.4 ha of local park per 1,000 people	4.8 ha	7.5 ha	4.4 ha
Public Toilets (Strat Area only)	1 per 2,000 people	3	2 toilet blocks	2
Sports Facilities				
Multipurpose Courts	2 courts per 10,000 people	2	0	-
Skate / BMX	1 per 10, 000 - 15, 000 people	1	2	-
Soccer fields	1 sports ground (comprising two playing fields per 5,000 people)	4	2	4
Sports fields (local)	0.4 ha per 1,000 people	4.8 ha	5 ha	-
Tennis Courts	2 courts per 10,000 people	2	7	-
Playgrounds (Strat Area only)	1 per 1,500 people	4	4	-
Dog exercise area	1 per 5, 000 - 10, 000 people	1	1	1
Sources: AEC, 2013 and CN Parkland & Recreation Plan		KEY		
		Oversupply – no action		
		Meets standard – monitor over time		
		Undersupply – requires action		
		City of Newcastle Standard		

#### Terms used in this Section

**active recreation area** means an area used for structured recreational activities which require specialised parkland development and management (e.g. sports fields, playgrounds, golf courses, gymnasiums etc.)

**district park** means a park area of substantial size, well developed, offering a broad range of quality recreation opportunities i.e. quality landscaping, signage, playground for a variety of ages, seating, shade, paths, toilets, BBQ facilities and lighting. Not necessarily within walking distance. Generally regular in shape, preferably not less than 50m wide.

**local park** means defined spaces primarily serving a local population. Positioned in a visible location for safety. Ideally 5-10m walk of majority of households. May support community gardens and/or off leash dog areas.

**passive recreation area** means an undeveloped area, including an environmentally sensitive area, which requires minimal development or management and is used for less structured recreational activities (e.g. walking, jogging, fishing,

<sup>1</sup> Includes Fern Bay, Fullerton Cove and Stockton to ensure an equitable distribution along the peninsula.

<sup>2</sup> To meet standards under the high growth scenario (12,220 people within the District Area by 2031) (HillPDA, 2017).

#### **B4.2 What is the condition of open spaces and community facilities?**

There is a diverse range of active and passive open space areas within the Strategy Area. Passive open spaces are mostly provided within the Worimi Conservation lands, Hunter Wetlands, Stockton Beach and along the Hunter River Foreshore. There are opportunities to improve access to these open space areas, particularly Stockton Beach and encourage recreation activities, such as walking, hiking and fishing. Sections of the beach have been inaccessible to the public due to fragmented public/private ownership. Continuous public access beachfront from Stockton through to the WCL would benefit the local and community and general public.

Palm Lakes Resort, The Cove Village and Bayway Village include open space areas and facilities for their residents; these spaces are not open to the public.

**Corroba Oval** (2.8 ha in Sports Precinct) is centrally located along the peninsula in Stockton, servicing both the Fern Bay and Stockton community. Corroba Oval provides the hard surface playing courts within the Strategy Area which are not easily accessible for Fern Bay residents and could be better adapted for multiple purposes. Survey responses from the community indicate a desire to:

- increase the number of soccer fields;
- improve the parking area;
- prioritise safe pedestrian movements;
- improve the amenity of the club house, seating and toilets; and
- upgrade the netball courts to be co-located with other sporting uses.

**Fern Bay Community Centre and Reserve** (0.7 ha in Original Fern Bay Precinct) has recently been upgraded to form a central community and recreational hub for the public; however there is limited room for expansion and it is unlikely this facility will be able to cater for the predicted growth in the Strategy Area.

**Amenities** and toilet block provided at Corroba Oval require upgrading. Further investigation is required to determine requirement for extra provision of toilet block within the Strategy Area.

**Seaside Estate** open space areas, including six parks, are owned and managed under a Community Title Scheme. Residents have indicated a need for additional high quality community infrastructure, embellishment and amenities.

**Child care** services, including long day care, outside of school hours and preschool services are lacking within the District Area (GHD, 2017).

**Library** services may be improved. PSC operates a mobile library service from Fern Bay Community Centre every fortnight. The service is restricted from visiting most residential areas due to vehicle access and manoeuvrability constraints. The Stockton Library, operated by CN, is open two full days and two half days per week; however, is comparatively small (157m<sup>2</sup>) in size. Although located outside the Strategy Area the library serves Fern Bay residents. A review of standard provisions and community responses indicates that the footprint and function of the library is inadequate to service the existing and evolving needs of the community.

#### **B4.3 What are the opportunities for new open space and community facilities?**

##### **Community Hub**

The nature of libraries is changing to form hub like spaces, with a growing focus on community activities that support lifelong learning and digital access to information. A library is an essential service for community wellbeing and cohesion. Co-locating a library with related and supporting uses (such as internal and external meeting spaces for youth, art and cultural activities and events) combined with good quality amenities will establish a community hub to exchange

information and support the evolving community.

The incorporation of a community hub with the proposed town centre will contribute to the centre's viability and promote a strong sense of community.

**Additional Open Space** areas may be provided through the redevelopment of the Fort Wallace (North Stockton Precinct) and Rifle Range (Beachfront Precinct) sites where the following is proposed:

- Fort Wallace – gathering and event space, adaptively reused heritage buildings, sport lawn and picnic area, playground, community space and walking trails.
- Rifle Range – open lawn and field area, playground, picnic and shelters.

Subject to consideration by Council, these facilities may be shared by the public.

A range of suggestions have been received from the community. Council's limited capacity to provide additional infrastructure within existing open space areas will require further consideration of the suggestions in planning for new open space areas with new developments (e.g. Rifle Range, Fort Wallace and Town Centre). Suggestions for consideration will include (but are not limited to):

- **Community / Men's Shed** with public access to support the health and wellbeing of men and women;
- **Off-Leash Dog Area** as currently none exist in the Strategy Area;
- **Seating, picnic facilities and rubbish bins and toilets** to improve the appeal and usability of open space areas;
- **Shade trees and landscaping** to promote an urban tree canopy and increase the usability of open space during summer; and  
**Skate Park** to cater for the increasing number of adolescent children within the Strategy Area.

**Note:** A district skate park and playground will be built in Griffith Park in Stockton. The park is likely to attract local residents and visitors to the area. A local skate park should be considered within the Seaside Estate Precinct to meet the needs of Fern Bay residents.



## B5 Transport

A traffic and transport study (Seca, 2018) has been undertaken to:

- assess the capacity of the existing road network to support new urban development and population growth;
- ensure the function of Nelson Bay Road as a regional connection is maintained; and
- investigate opportunities to prioritise active transport and improved safety.

### B5.1 Active Transport (Walking/Cycling)

The Strategy Area is car dependent and offers few destinations within a walkable distance (400-800 metres) of residential areas. The future mixed-use town centre offers an opportunity to better connect residents to services and each other. The benefits of active transport in people's lives include:

- more exercise;
- reduced pollution;
- more opportunities for interaction; and
- reduced road congestion and cost.

The Strategy Area can benefit from higher levels of walking and cycling by providing:

- an interconnected path network enabling greater alternative choices of travel routes and methods to destinations;
- safe street crossings; and
- increased residential densities surrounding destinations.

### B5.2 Public Transport

**Bus** The Strategy Area is serviced by Hunter Valley Buses and Port Stephens Coaches in addition to a school bus service. Bus services connect residents to Newcastle City, Newcastle Airport and Stockton.

**Ferry** A 10 minute ferry service is available from the Stockton peninsular to Newcastle (Queen Street Wharf). The Draft Regional NSW Services and Infrastructure Plan (Transport for NSW, 2017) lists new ferry stops in Newcastle as an "initiative for

investigation". The timing for investigation and delivery of these proposed stops is unknown. Cycling facilities may be appropriate at the Ferry Terminal. The provision of an end of trip facility which allows for both e-bikes (with charging area) and regular bicycles may encourage additional Ferry patronage and less vehicular movements.

**B5.3 Roads and Private Vehicles** Nelson Bay Road provides a major connection between Nelson Bay to the north and Kooragang to the south. It forms part of the regional road network and carries a high volume of traffic between Newcastle and the Port Stephens LGA, including Newcastle Airport / Williamstown RAAF base. Within the Strategy Area the road varies between a dual and single lane carriageway. Nelson Bay Road should provide dual carriageways in each direction as well as provision for public transit whilst ensuring additional connections onto the corridor are limited. A concept design for the future duplication of Nelson Bay Road is provided in Figure 2L.

North of Stockton Bridge, Nelson Bay Road connects with Fullerton Street. This intersection provides the only vehicle access into and out of Stockton.

Traffic surveys and modelling indicate the intersection of Vardon Road and Nelson Bay Road is heavily used, particularly the right hand turn out of Vardon Road. Providing traffic signals at this intersection would accommodate future growth projections, support vehicle movements to/from Fern Bay Public School and Newcastle Golf Course and provide improved pedestrian connectivity for existing residents on the western side of Nelson Bay Road travelling south.

**Parking** A parking survey was undertaken around the Stockton foreshore to understand parking requirements. The Council carpark is well utilised with overflow parking occurring in surrounding streets and the Stockton Foreshore.

CN is investigating the feasibility of expanding the car park at Stockton Ferry Terminal to cater for additional commuters. A concept plan under design would see the total number of

parking spaces at the terminal increase from 120 to more than 250 by extending the existing car park to the east.

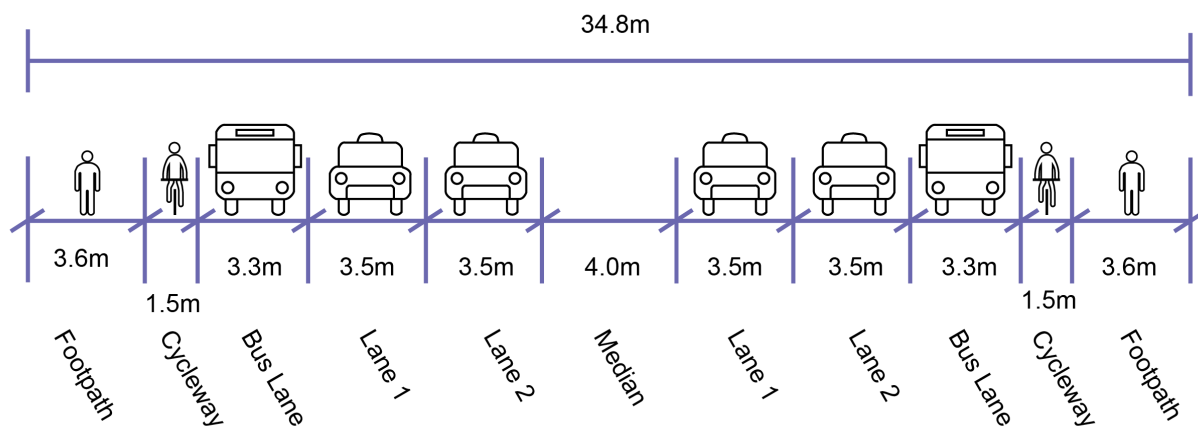


Figure 2L – Nelson Bay Road Future Cross Section

## B6 Infrastructure

This section describes how the need of essential infrastructure may be met.

### Gas

Jemena have confirmed that gas mains are located within the vicinity of the proposed growth areas and these mains have adequate capacity to serve expected growth. Further consultation at master planning stage is recommended.

### Telecommunications

The North Stockton Precinct falls within an active NBN area and any development within this precinct, including the potential mixed-use town centre, will be connected to the network.

### Water and Sewer

The Rifle Range and Fort Wallace sites are included in Hunter Water's Growth Plan. Water to service the mixed-use town centre is not included in the growth plan and requires further consultation at master planning stage.

No regional upgrades are required to the water system as there is surplus existing capacity. In terms of waste water, should it exceed

capacity, Hunter Water would connect initial stages and undertake a risk assessment to determine if system upgrades are required.

### Through Site links

Shared "through site" links proposed as part of this Plan are to be made publicly accessible. If these are logically associated with a particular proposal, access will have to be negotiated with the relevant land owner.

### Local Infrastructure Contributions

It is likely some of the community infrastructure proposed in this Plan will be funded from Local Infrastructure Contributions. The relevant Local Infrastructure Contribution Plans will be reviewed to incorporate the outcomes of this Plan. Further detail is provided in the Implementation Plan (**Attachment 1**)

Infrastructure is to be integrated into the planning, design and construction phases of development. The Strategy supports an intensity and more diverse range of land uses and commits to ensuring new sites are well serviced. The Beachfront Precinct must be accompanied by the appropriate level of supporting infrastructure to result in a high level of amenity.

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