



SINGLETON TOWN CENTRE MASTERPLAN FINAL REPORT

Prepared for Singleton Council

Revision 4 | 10 October 2013

THIS PAGE HAS BEEN LEFT INTENTIONALLY BLANK

SINGLETON TOWN CENTRE MASTERPLAN

FINAL REPORT

as adopted by Council 15.07.13

Barbara Schaffer

Government Architect's Office, NSW Public Works

Department of Finance & Services

McKell Building, Level 19 2-24 Rawson Place SYDNEY 2000

T: 61 2 9372 8428 E: barbara.schaffer@services.nsw.gov.au

F: 61 2 9372 8366 W: www.govarch.commerce.nsw.gov.au

DOCUMENT CONTROL

REVISION	AUTHOR	REVIEWED	PURPOSE	ISSUED TO	DATE
1	JF	DvdB	Draft for comment	Singleton Council	21.12.12
2	JF	BS	Final Draft	Singleton Council	08.03.13
3	JF	BS	Draft for Public Exhibition	Singleton Council	11.04.13
4	JF	BS	Final adopted by Council	Singleton Council	10.10.13

© Crown in right of NSW through the Department Finance & Services 2013.
This publication is copyright and may incorporate moral rights of an individual. Other than for the purposes of and subject to the conditions prescribed under the Copyright Act, no part of it may, in any form or by any means, be reproduced, altered, manipulated, stored in a retrieval system or transmitted without prior written consent of the copyright owner or owner of moral rights. Any inquiries relating to consents and use of this publication, including by NSW Government agencies must be addressed to the Government Architect's Office, NSW Public Works.

CONTENTS

REPORT STRUCTURE AND EXECUTIVE SUMMARY	iv
<hr/>	
1 INTRODUCTION	1
1.1 Project Aims and Objectives	1
1.2 Project Background and Regional Context	2
1.3 Masterplan Study Area	3
<hr/>	
2 ANALYSIS SUMMARY	5
2.1 Summary of Issues	5
2.1.1 <i>Summary of Planning Issues and Implications</i>	5
2.1.2 <i>Social and Economic Summary and Implications</i>	5
2.1.3 <i>Community Values and Needs and Implications</i>	6
2.2 Key Constraints	6
2.2.1 <i>Size of the Town Centre</i>	6
2.2.2 <i>Land Ownership Patterns</i>	6
2.2.3 <i>Flood Risk Management</i>	7
2.2.4 <i>Traffic, Access and Parking</i>	7
2.2.5 <i>Market Limitations to Investment</i>	7
2.3 Key Strengths	7
2.3.1 <i>Town Structure and Open Space</i>	7
2.3.2 <i>Heritage Buildings</i>	7
2.3.3 <i>Existing Tree Cover</i>	8
2.3.4 <i>View Corridors</i>	8
2.3.5 <i>Important Regional Centre and Demand for Growth</i>	8
2.4 Other Findings	8
<hr/>	
3 REDEVELOPMENT PRINCIPLES	9
<hr/>	
4 URBAN DESIGN MASTERPLAN	29
4.1 Town Centre Structure Plan	32
4.2 Building Typologies	33
4.2.1 <i>Multi-Storey Development</i>	34
4.2.2 <i>Infill Development</i>	34
4.2.4 <i>Row or Terrace Housing</i>	36
4.3 Key Development Sites	37
4.3.1 <i>Baileys Union Park Gateway</i>	38
4.3.2 <i>Town Square Precinct</i>	48
4.3.3 <i>Pritchard Park Gateway</i>	57
4.4 John Street Streetscape Plan	67
4.5 Non-Capital Works	7
4.5.1 <i>Program of Events</i>	70
4.5.2 <i>Precinct Activation Plan</i>	70
4.5.3 <i>Public Art Strategy</i>	70
4.5.4 <i>Street Furnishing</i>	70
4.6 Implementation Plan	71
4.6.1 <i>Likely Cost of Town Centre Infrastructure</i>	71
4.6.2 <i>Priorities and Staging</i>	71
4.6.3 <i>Forward Planning</i>	72
4.6.4 <i>Income and Funding Sources</i>	73
4.6.5 <i>Further Studies</i>	75

CONTENTS - APPENDICES

A URBAN AND PLANNING CONTEXT	79
2 PLANNING, SOCIAL AND ECONOMIC FRAMEWORK	81
2.1 Strategic and Statutory Planning Documents.....	81
2.1.3 <i>Singleton 2030 Strategic Plan 'A Guide to our Growth and Development'</i>	81
2.1.2 <i>Singleton Land Use Strategy, 2008</i>	82
2.1.3 <i>Singleton Commercial Strategy 2002</i>	82
2.1.4 <i>Singleton Local Environmental Plan 1996</i>	82
2.1.5 <i>Draft Singleton Local Environmental Plan 2013</i>	83
2.1.6 <i>Singleton Development Control Plan 2012</i>	84
2.1.7 <i>Singleton Section 94 Contributions Plan 2008</i>	85
2.2.1 <i>Singleton Town Centre Traffic and Parking Strategy Investigations, 2009</i>	85
2.2.2 <i>Singleton CBD Streetscape Improvement Project, 2008</i>	85
2.2 Other Council Documents.....	85
2.3 Singleton Social and Economic Profile.....	86
2.2.3 <i>Singleton Floodplain Risk Management Study and Plan, 2012</i>	86
2.2.4 Recent Major Developments.....	86
3 SITE ANALYSIS, OPPORTUNITIES AND CONSTRAINTS	88
3.1 Context and Barriers	90
3.2 Land use Zoning - Singleton LEP 1996	92
3.2 Land use Zoning - Draft Singleton LEP 2013.....	94
3.3 Subdivision Pattern and Land Ownership.....	96
3.4 Key Destinations	98
3.5 Building Orientation and Active Street Frontages	100
3.6 Vehicular Access	102
3.7 Pedestrians, Parking and Bicycles	104
3.8 View Corridors.....	106
3.9 Topography.....	108
3.10 Flooding, Flood Risk Management and Asset Protection	110
3.11 Built Heritage and Cultural Landscape.....	112
3.12 Public Domain Character.....	114
3.13 Character Precincts.....	116
3.13.1 <i>Maitland Road Precinct</i>	116
3.13.2 <i>George Street Precinct</i>	116
3.13.3 <i>The Heritage Street</i>	116
3.13.4 <i>Baileys Union Park</i>	116
3.13.5 <i>John Street</i>	118
3.13.6 <i>Parking and Servicing Zones</i>	118
3.13.7 <i>Gowrie Precinct</i>	118
3.13.8 <i>Railway Station Precinct</i>	118
3.13.9 <i>Residential Precinct</i>	119
3.14 Identification of Community and Stakeholder Values and Needs.....	120
13.14.1 <i>Community Values and Needs</i>	120
13.14.2 <i>Singleton Service Providers</i>	121
13.14.3 <i>Masterplan Consultation Feedback</i>	121
B SINGLETON TOWN CENTRE MASTERPLAN PLANNING ISSUES PAPER	123
C SINGLETON MASTERPLAN SOCIAL AND ECONOMIC PROFILE	153
D CONSULTATION FEEDBACK SUMMARY	175
E SINGLETON TOWN CENTRE INFRASTRUCTURE COSTING	195

THIS PAGE HAS BEEN LEFT INTENTIONALLY BLANK

REPORT STRUCTURE AND EXECUTIVE SUMMARY

In late 2011, Singleton Council engaged the NSW Government Architect's Office (GAO) to develop a Masterplan for the Singleton Town Centre. The aim of the Masterplan project is to provide Council with strategic planning guidance for the revitalisation of the Singleton Town Centre through the preparation of an Urban Design Masterplan.

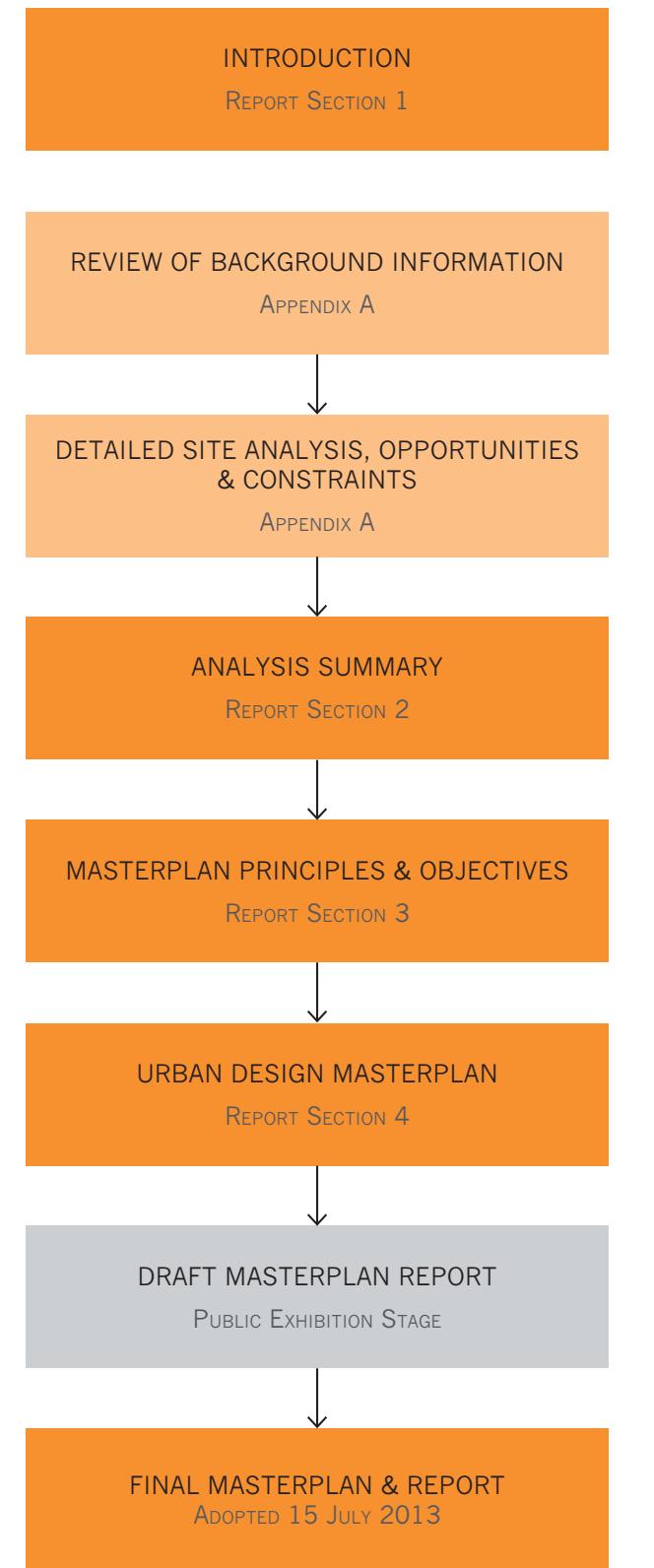
This report summarises the Town Centre Masterplan. It was prepared by GAO with input from MG Planning (Statutory Planning), Hill PDA (Social Profile and Land Economics) and Traffic and Transport Associates (Traffic), including the process of developing the Masterplan.

The report was formally adopted by Council during its meeting on 15 July 2013.

The report has been structured in the following sections, corresponding to the masterplan development process:

1. Introduction
2. Review of background information
3. Detailed site analysis
4. Identification of opportunities and constraints
5. Development of masterplan principles and objectives, including identification of key development sites
6. Preparation of draft urban design masterplan drawings including a public domain plan and concepts for key development sites
7. Draft Masterplan Report for Exhibition
8. Stakeholder Consultation (throughout the project)
9. Final Masterplan and Report

This is illustrated in Flow Chart 1 which also indicates where the information from each stage is located in the report. The following provides an overview of these sections and their respective key findings.



Flow Chart 1 Masterplan process diagram

1 INTRODUCTION

The 'Introduction' defines the project objectives, provides the background and regional context and defines the study area.

Key Findings

Singleton is strategically located in the centre of the Hunter Valley, within easy reach of other major centres including Maitland, Newcastle and Sydney. Its town centre is the main commercial and retail centre for the local population, as well as for visitors to the area. It is a busy commercial centre supported by a vibrant community with an underpinning in the mining, electricity-generation, military, agricultural and tourism sectors.

Singleton is a prosperous town with generally higher than average NSW weekly household incomes. Its affluent and mobile population choose Singleton for lifestyle and work reasons, including easy access to recreation facilities such as nearby National Parks and wineries. At the same time, there is a risk that the population may take advantage of easy access to other regional centres, depriving Singleton town centre of the spending that would match local business growth to the influx in population.

With strong regional and local economic and population growth, there is both a need and an opportunity for Singleton to respond to the increased demands for housing, commercial and retail services. The town centre has been identified as having the capacity to support changing demands and local growth through increased residential living opportunities, including higher residential densities, and the further development of a diversified business zone.

The key objectives for this Study are therefore to:

- Recognise and protect the role of the Singleton Town Centre
- Encourage opportunities for economic growth and new businesses
- Increase opportunities for town centre residential living, in particular identify opportunities for higher density living and affordable housing
- Ensure high quality urban design outcomes

- › Strengthen the association of the town centre with the Hunter River
- › Identify site consolidation and redevelopment opportunities
- › Protect the character of residential precincts and heritage conservation areas

The masterplan study area is located in the town centre of Singleton and generally focused along the New England Highway and John Street, the traditional main street. Growth of the town centre is physically constrained by the parklands along the Hunter River, the railway line and the New England Highway. Revitalisation of the town centre will therefore need to be achieved through redevelopment of existing town centre areas.

2 REVIEW OF BACKGROUND INFORMATION

The review of background information has included a review of Council's relevant strategic and regulatory planning documents, as well as a number of other, non-statutory Council studies and documents. The review included the preparation of two background reports, namely the "Singleton Town Centre Masterplan Planning Issues Paper" and the "Singleton Masterplan Draft Social and Economic Profile".

The review of background information is summarised in Appendix A, section "1 Planning, Social and Economic Framework", with full copies of the background reports contained in Appendix 2 and 3 respectively.

Key Findings

Generally, existing environmental planning instruments (EPIs) are no impediment to redevelopment, although residential housing is limited to two storeys under the Draft LEP 2013, which reduces the potential for increased residential densities. While this may be overcome by the 'Exceptions to Development Standards' clause, this process may limit the potential pool of developers considering multi-unit development. For commercial or retail development this height limit may be exceeded where 'exceptional design quality can be demonstrated'.

A wide range of uses are permissible under the current and proposed business zoning along John Street. However, a review

land use zones may be beneficial in order for zoning to better reflect the objective of main street revitalisation and a vibrant mixed use precinct.

The provisions of the planning instruments in relation of heritage items and heritage conservation, while they may require additional studies and investigations, do not generally prohibit development.

DCP provisions in relation to outdoor dining and seating do not readily support or permit these activities. This has the potential to counter the desire to activate the main street.

A key planning issue is the risk of flooding and the need for flood risk management planning. In particular, balancing the desire for renewal and the need increased densities and housing choice with the requirements of flood management planning will be a challenge within current economic and market conditions.

From a financial point of view, Council has limited ability to raise money to fund infrastructure and services upgrades in the town centre. There will be a need to identify alternative funding sources.

3 DETAILED SITE ANALYSIS, OPPORTUNITIES AND CONSTRAINTS

3.1 Site Analysis

The detailed site analysis involved a thorough analysis of the study area, incorporating findings from the review of background information and first hand observations on site. A series of factors influencing current and potential future urban form and use were reviewed and analysed including site context, site character, subdivision pattern and land ownership, land use and activities, access and circulation, view corridors, natural systems such as topography, vegetation and flooding, and the natural and built character of the town centre. The analysis has further considered the Singleton community values, as revealed through Council and stakeholder consultation and recent place-making projects. The analysis process has revealed the key issues, opportunities and constraints affecting Singleton town centre.

The analysis is contained in Appendix A, in section "2 Site Analysis, Opportunities and Constraints".

Key Findings

The site analysis identified a series of key issues or constraints, as well as key strengths that affect the Singleton town centre and its future development, including new opportunities for redevelopment and revitalisation.

Key Constraints are:

1. The size of the town centre

The spread out nature of the town centre, a lack of clear focus for business activity and limited or inconsistent amenity contribute to a car culture and a lack of active street life that work against the desire for an active main street. At the same time, there are limited opportunities for recreation, community get-togethers and cafe or footpath dining in the town centre

Further, there is a risk of main street shops relocating to the Gowrie Centre, 'deserting' the main street. Further, there is a risk of shoppers abandoning Singleton for items beyond daily necessities.

2. Land ownership patterns

The highly fragmented land ownership pattern represents a possible barrier to redevelopment, as redevelopment is unlikely to be feasible on small lots. Redevelopment with the potential to transform and revitalise the town centre is confined to larger lots and consolidated land holdings. These are generally located north of Campbell Street around Baileys Union Park, between William and Macquarie Street and including Council's William Street car park, and south of Gowrie Street and around Pritchard Park.

Similarly, the objective of connecting the town centre to the river will rely in many instances on new linkages to be created on privately held lots as they are redeveloped.

3. Flood risk management

The town centre is located in the Hunter River floodplain and is subject to flooding. In response, minimum floor heights

have been nominated in the Singleton DCP, in the form of Flood Planning Levels (FPLs). While FPLs are applicable only for residential developments, there is a precedent by several non-residential developments having implemented higher floor levels, with adverse effects in terms of built form, the public domain and streetscape. Management of the flood risk in an integrated manner throughout the town centre is therefore a key concern for the masterplan.

Higher FPLs for residential developments, combined with other flood management requirements, such as the need for additional studies and engineering to withstand the probable maximum flood, also has potential implications for development feasibility and therefore, the willingness of land owners to redevelop.

4. *Traffic, access and parking*

Redevelopment potential along the New England Highway is limited by its function as a major national route, making John Street the natural focus for business and for a vibrant future heart of the town centre.

The town centre experiences a significant amount of traffic which affects the quality of public and private spaces, as well as the ability to access and move around the town centre. Managing traffic access and flows will be key in transforming the main street into a pleasant place to be.

5. *Market limitations to investment*

Opportunities for mixed use development are limited by the lack of a developer pool with ready access to finance, as well as the lower market price of strata title units which makes them only marginally feasible to develop.

However, strong demand for short-term accommodation such as motels and serviced apartments, represents an opportunity for town centre renewal. In addition, there is growing demand for smaller and more affordable dwellings close to the town centre. Combined with a pedestrian-friendly public domain, they may appeal to an expanding pool of single parent households and of retirees, and could support or encourage further redevelopment in the town centre.

Key strengths can be built upon in future development. They are

1. *The structure of the town including open space*

The town has a unique triangular layout and features strategically located parks that book-end the main street and offer the potential to be enhanced as major arrival markers.

The proximity of the Hunter River and associated parklands presents an opportunity to capitalise on the landscape setting through improved visual and physical connections, including for buildings to take advantage of views to create an attractive outlook for new developments. There is an opportunity for the town centre to achieve a close level of integration with the parklands, to enhance the recreation and amenity potential of both and to establish the town centre as a place to live, do business, interact with others, recreate and play.

2. *Heritage buildings*

The town centre features a number of historic and heritage buildings that make an important positive contribution to the character of Singleton and its sense of place. There is an opportunity to build on and enhance the heritage character of Singleton.

3. *Existing tree cover*

There are well established mature tree plantings that are significant due to their size and association with important buildings and heritage items.

Street tree planting is scattered and inconsistent, and there is an opportunity to extend tree planting to provide consistent streetscapes, increase amenity and support and express the town's structure, road hierarchy and legibility.

4. *View corridors*

View corridors create a connection with the landscape setting including the Hunter River parklands. They can be built upon to achieve a high level of visual integration between the town centre and its setting, enhancing the sense of place.

5. *Importance as regional centre and demand for growth*

Singleton is an important regional centre which is experiencing significant economic and population growth. The strong demand for commercial and retail space, demand for housing with good access to services, and general community support for and a desire to revitalise and renew the town centre will help reinforce the importance of the Singleton town centre.

Unless the town centre can be revitalised and meet the expectations of the changing population, there is a risk of spending migrating elsewhere, reducing the town centre to basic service provision rather than a vibrant combination of essential services, business, social, recreation and community functions.

3.2 *Stakeholder Consultation*

Stakeholder consultation has been an integral component of the development of the town centre masterplan. Council stakeholders in particular were consulted frequently throughout the entire study and have included both Council's technical staff through the Project Control Group (PCG), and Council's Management team and Councillors, through the Project Reference Group (PRG).

This was complemented by stakeholder consultations in August 2012, including sessions for Council and authority stakeholders, business and land owners and the general public.

A summary of community and stakeholder values and needs is contained in Appendix A, in section "2 Site Analysis, Opportunities and Constraints". A summary of feedback from the masterplan consultation sessions is contained in Appendix 4.

In addition, the Draft Masterplan Report was publicly exhibited for a period of six weeks. This included a shop front display and presentation, direct mailout to land owners within the town centre, media releases and interviews, and a presentation to the Singleton Chamber of Commerce. Written feedback obtained during the exhibition period has been summarised in a report to Singleton Council (meeting of 15 July 2013), which is included in Appendix 4.

Key Findings

Feedback obtained from project stakeholders and the community through the masterplan process and other projects largely confirms the findings of the detailed site analysis, namely that

- › Singleton is a place with a strong sense of community
- › the important characteristics of the Singleton town centre are its relaxed country feel and heritage qualities.
- › there is a need to better emphasise and utilise the proximity of the river to the town's advantage.

In addition, there is a general acceptance of the need for and openness towards change, in order to overcome current negative aspects and perceptions of the town centre. At the same time there was some concern about Council's ability to facilitate and implement change.

There is an acknowledgement that a multi-faceted approach to revitalising the town centre will be required which will encompass a mix of physical changes and improvements as well as a range of complementary community programs and events.

From a stakeholder point of view, the key outcome was the identification of the need for a community services precinct. This has the potential to provide a non-commercial community focus and attractor in the town centre that may be able to compensate for the services vacuum created by the relocation of Council's civic and administrative centre (including the library) to Queen Street.

During the public exhibition period, issues raised in community feedback revolved largely around traffic and parking issues. In response Council resolved to delete the concept closing John Street East at Pritchard Park from the masterplan.

4 MASTERPLAN PRINCIPLES AND OBJECTIVES

Based on the review of background information and site analysis, a series of masterplan principles were developed.

Key Findings

Building on existing strengths of the town, these principles articulate the town centre's inherent potential and provide the basic direction for future town centre development and renewal.

The overarching redevelopment principles are:

1. Revitalise the main street
2. Focus redevelopment on key sites
3. Enhance gateways to the town centre
4. Enhance public space to activate the public domain
5. Manage traffic to better support the town centre
6. Improve service and parking access
7. Improve pedestrian connectivity
8. Strengthen and celebrate heritage
9. Capitalise on the amenity of the river setting
10. Enhance the existing landscape of key streets
11. Improve bicycle access
12. Mitigate the potential impacts of Flood Planning Levels

The masterplan principles are described in section "3 Masterplan Principles", through a series of diagrams, accompanied by images that communicate the intent by illustrating similar precedents.

5 URBAN DESIGN MASTERPLAN

The Urban Design Masterplan is expressed through a structure plan and supporting diagrams, arising from the Masterplan principles. It also includes concepts for key development sites, including potential development yields, and a public domain strategy which highlights potential improvements to the streetscape and open space system as required to support the objectives and desired outcomes of the Masterplan, including a streetscape plan for John Street.

The Urban Design Masterplan also provides a study of potential building typologies suitable for Singleton, based on the town

centre's specific physical conditions and in response to the economic context.

The final component of the Masterplan is an Implementation Plan which considers both capital and non-capital works such as community programs and events, as equally important and mutually enhancing measures. The Implementation Plan provides a summary of likely infrastructure costs, based on which an implementation hierarchy is suggested. It discusses potential funding sources as well as recommends forward planning steps and further studies.

Key Findings

A number of building types and development typologies have been identified as suitable for Singleton and provide flexibility and options in response to market conditions. These include row or terrace housing, infill development (including alterations, additions, vertical extensions or secondary buildings on larger lots) and multi-storey mixed-use or residential buildings.

A central outcome of the masterplan is the focus of redevelopment activity on three key development nodes or hubs. They are located around Pritchard Park, around Council's William Street car park, and around Baileys Union Park. The location of these sites is critical as it defines and supports the desired urban structure and functioning of the town centre. The identified need for a Community Services Centre as a major opportunity to revitalise the town centre by providing a community focus at the centre of John Street, to balance the retail focus at the Gowrie Centre.

The most important public domain improvements in the study area are the upgrade of John Street to maximise amenity and produce a main street environment conducive to an active street life, including outdoor dining and walking. Management of traffic and parking is a key component of this. There is also a need for improved linkages to car parks and open space along the river. Key improvements of the river parklands include a destination playground, opportunities to engage with the river and improved pedestrian and bicycle links.

The Urban Design Masterplan is contained in section 4 of this report.

1 INTRODUCTION

This report has been prepared by the NSW Government Architect's Office for Singleton Council, with input from MG Planning, Hill PDA and Traffic and Transport Planning Associates. The report summarises the Masterplan developed for the Singleton Town Centre, including the process of developing the Masterplan. The latter has involved an analysis of existing conditions, planning, urban design and social and economic factors, to develop a plan that will guide the renewal of the Town Centre over the next 10 to 15 years.

It is envisaged that following adoption of the strategic Masterplan, Council will use the masterplan as the basis for the preparation of new planning instruments that will provide clear guidance for future development to ensure masterplan implementation. The documents likely requiring updating will be Council's Development Control Plan and Local Environmental Plan.

1.1 PROJECT AIMS AND OBJECTIVES

In late 2011, Singleton Council engaged the NSW Government Architect's Office to develop a Masterplan for the Singleton Town Centre. The aim of the Masterplan project is to provide Council with strategic planning guidance through the preparation of an Urban Design Masterplan and associated concepts and report.

The Masterplan will facilitate and guide the development and renewal of the Singleton Town Centre into a vibrant, well connected and sustainable place, consistent with Council's overarching strategic vision and planning. In doing so, the Masterplan considers a range of issues including urban structure and design, natural systems, streetscape, public spaces, land use and ownership patterns, the social and economic framework, community facilities and services, recreation opportunities, traffic and parking, and community values. The masterplan recommends a structure to guide future town centre development, including future land uses and key areas for redevelopment. In doing so, it establishes the vision and future character for the town centre.

The key objectives for this Study, as derived from the brief and confirmed with key project stakeholders, are to:

- › Recognise and protect the role of the Singleton Town Centre
- › Encourage opportunities for economic growth and new businesses
- › Increase opportunities for town centre residential living, in particular identify opportunities for higher density living and affordable housing
- › Ensure high quality urban design outcomes
- › Strengthen the association of the town centre with the Hunter River
- › Identify site consolidation and redevelopment opportunities
- › Protect the character of residential precincts and heritage conservation areas

1.2 PROJECT BACKGROUND AND REGIONAL CONTEXT

Singleton is strategically located in the centre of the Hunter Valley Region in New South Wales, within easy reach of other major centres including Maitland, Newcastle and Sydney (refer Illustration 1.3.1). The township was first settled in 1821 and was primarily an agricultural centre, however this rapidly changed in the mid 1970's with the influx of the mining sector. The Singleton Local Government Area (LGA) has a population of approximately 23,900 and the Singleton town centre is the main commercial and retail centre for the local population, as well as for visitors to the area. It is a busy commercial centre supported by a vibrant community with an underpinning in the mining, electricity-generation, military, agricultural and tourism sectors.

A key factor behind Singleton's economy and growth is its location at the heart of the Hunter Valley coal mining district. The expansion of the mining and electricity generating industries is generating a corresponding growth in population, placing increased demands on the town. The LGA has been experiencing steady growth at an average rate of between 1% and 1.5% per annum. As a result, Singleton is a prosperous town that has a predominantly young, employed labour force. Residents generally enjoy the benefits of higher than average weekly household incomes. In addition, Singleton benefits from an affluent and mobile population that chooses to live here for lifestyle and work reasons, including easy access to recreation facilities such as nearby National Parks and wineries.

While the population is growing at a steady rate and the economy is strong, there is a risk that the highly mobile affluent population may take advantage of the proximity of and easy access to other regional centres, depriving Singleton town centre of the spending that would match local business growth to the influx in population.

There is therefore both a need and an opportunity for Singleton to adapt to the increased demands for housing, commercial and retail services. The town centre has been identified as having the capacity to support changing demands and local growth through increased residential living opportunities including higher residential densities, and the further development of the business zone including the commercial, retail and services sector.



Illustration 1.2.1 Location of Singleton relative to other regional centres

1.3 MASTERPLAN STUDY AREA

The masterplan study area is located in the town of Singleton. Singleton features a mix of heritage, a unique town planning pattern, a fertile landscape setting, significant cultural plantings, and community facilities and services that support a quality lifestyle. The design and planning of the town centre is seen as an important step in bringing new business and economic growth to the region.

The study area is located within the Hunter River floodplain and is anchored by the New England Highway, the Great Northern Railway and the open space system along the Hunter River. It generally covers the existing commercially zoned land along John Street and the New England Highway, as well as immediately adjacent residential areas (refer Illustration 1.4.1).

Due to its size, there is considerable variety within the study area. Land along the New England Highway is characterised by a mix of strip development, residential buildings and professional suites, as well as a cluster of heritage buildings between Burdekin Park and the Hunter River crossing.

John Street is the traditional main street with a mix of heritage and recent buildings. It is located remote to the New England Highway, with a number of east-west streets providing access.

There are also a large number of businesses servicing the rural and farming communities, including auto and farm supply and repair businesses. Industrial land uses on large floor plates are located along the railway line.

The Gowrie Centre is the major shopping mall, currently under redevelopment. Once completed, it will be the largest and most significant shopping centre in Singleton.



Illustration 1.3.1 The Study Area

THIS PAGE HAS BEEN LEFT INTENTIONALLY BLANK

2 ANALYSIS SUMMARY

2.1 SUMMARY OF ISSUES

The following represents a summary of the key findings of the review of the social and economic framework, the detailed site analysis and of community values and needs. A more detailed description of the issues and findings are contained in Appendix A of this report.

2.1.1 Summary of Planning Issues and Implications

Planning Instruments No Impediment to Renewal

The review of environmental planning instruments (EPIs) has revealed that generally, existing EPIs are no impediment to development in the town centre, aside from requiring consistency with the existing and surrounding built form and height. While there is a maximum 8.5m height limit (two-storey), this may be exceeded where commercial or retail development is of 'exceptional design quality'. It is noted that there are currently no guidelines available that provide the basis for assessing what constitutes 'exceptional design quality'.

Height Limitations for Housing

In contrast, there are no such provisions for urban housing (which includes multi-unit housing such as apartments and serviced apartments) which is restricted to two-storeys as well as by floor space ratio. This has the potential to contribute to a reluctance to undertake such developments.

Review of Land Use Zones

In terms of land use, a wide range of uses are permissible under the current and proposed business zoning along John Street. However, it is suggested that the Mixed Use is better suited to support and encourages mixed use development in the town centre. This suggests a need to review land use zones to better reflect the objective of main street revitalisation and a vibrant mixed use precinct.

Heritage Conservation

The provisions of the planning instruments in relation to heritage items and heritage conservation do not generally prohibit or inhibit development.

Need to Promote Outdoor Dining

DCP provisions in relation to outdoor dining and seating do not readily support or permit these activities. This has the potential to counter the desire to activate the main street, as building alignments do not provide for outdoor seating on private land. There may be a need for greater flexibility and merit-assessment.

Need for Urban Design Guidelines

As commercial and retail development in excess of two storeys in height is permissible, provided 'exceptional design quality' is demonstrated, there is a need to develop detailed urban design guidelines that clearly articulate key principles and requirements to the degree that they exceed general DCP provisions.

Flooding as Major Constraint

The most important planning issue to arise is the risk of flooding and the need for planning for flood risk management - refer section 2.2 Key Constraints for further discussion.

Balancing the need to provide for both increased densities and a range of (affordable) housing choices in the town centre, with the requirements of flood management planning will be a key challenge within the peculiar economic and market conditions (refer section '2.1.2 Social and Economic Summary and Implications').

Need to Identify Funding Sources

From a financial point of view, the current Section 94 Plan, and in particular the limited requirements for commercial developments, together with relatively low levels of development (disregarding the recent Gowrie and ALDI developments), limits Council's ability to raise money to fund infrastructure and services upgrades in the town centre. There will likely be a need to identify alternative funding sources.

2.1.2 Social and Economic Summary and Implications

Social, economic and development feasibility issues affecting the objectives of the Masterplan include:

- Council or Government land to act as a catalyst for new mixed use development in the town centre is limited.
- The expansion of the Gowrie Centre consolidates the retail heart of Singleton remote to the main street, limiting demand for upgrading and expansion of retail uses on John Street.
- The historic lack of funding and low appetite from developers and investors for larger scale development over ten units, together with and poorer viability of strata title units in Singleton, limit opportunities for realising mixed use developments.
- Forecast demand for retail and commercial space as well as residential dwellings is strong based on population growth.
- Demand for short term accommodation is strong but there is little product available. Funding is restricted by limited demand from investors and viability is poorer than for mixed-use developments.
- Funding for infrastructure to encourage development in the town centre is limited under the Section 94 Developer Contributions Plan. Any increases will need to consider nexus and market acceptability, that is, the need to balance developer contributions with current marginal feasibility, to ensure redevelopment is not stifled. Essentially, it is unlikely that Council will be able to significantly increase developer contributions to fund infrastructure in the town centre. Alternative sources of funding works and generating income will need to be identified.
- The marginal development feasibility in current market conditions may counter the desire for renewal. In particular, an increase of mixed-use developments that provide a contemporary feel may be difficult to achieve.
- Public domain improvements such as footpath widening could provide impetus for activation and renewal through future redevelopment

2.1.3 Community Values and Needs and Implications

Feedback obtained from project stakeholders and the community through the masterplan process and other projects largely confirms the findings of the detailed site analysis, namely that Singleton is a place with a strong sense of community, and that the important characteristics of the Singleton town centre are its relaxed country feel and heritage qualities. Similarly, the importance of the river to Singleton was confirmed, together with the need to better emphasise and utilise the proximity of the river to the town's advantage.

Other findings include that there is a general acceptance of the need for and openness towards change, in order to overcome current negative aspects and perceptions of the town centre. Finally, there was an acknowledgement that a multi-faceted approach to revitalising the town centre will be required which will encompass a mix of physical changes and improvements as well as a range of complementary community programs and events.

2.2 KEY CONSTRAINTS

The analysis has identified the key issues or constraints that affect the Singleton town centre and its future development, including new opportunities for redevelopment and revitalisation. In addition to the planning and feasibility constraints outlined above, they are:

1. the size of the town centre
2. land ownership patterns
3. flood risk management
4. traffic, access and parking
5. market limitations to investment

2.2.1 Size of the Town Centre

A key concern for the masterplan is how an active main street can be realised at the heart of the town centre.

The town centre is spread out over a very large area. While formerly the civic focus of the town was on George Street, the commercial, service and retail centre, essentially the heart of the town centre, is now located along John Street, which fulfils the function of the main street.

Currently, there is a degree of disconnection between the New England Highway and the main street, which makes the main street easily missed by passers-by or first-time visitors. There is an opportunity to improve connections and increase the legibility of the town through a range of measures including streetscape works and increasing activation along Campbell Street.

The main street itself is of considerable length. Its 1.3 km stretch is in excess of what would be considered a comfortable or acceptable walking distance by many people. Yet, walking along the main street is considered desirable as it creates public life and activity, as well as provides opportunities for incidental encounters that enhance the perception of the town centre as a place for both business and social activities.

Enhancing the public domain along John Street to provide for ease of movement and access between major attractors is therefore essential in realising a vibrant main street. This needs

to be complemented by increased amenity, and the provision of spaces and places along the street that allow, encourage and support community interaction and recreation.

With retail services being consolidated at the southern end of John Street through the Gowrie and ALDI developments, there is a risk of main street shops migrating into the Gowrie Centre, to take advantage of the combination of available parking, supermarkets and grocery shops which attracts larger numbers of people. The effect could be a "deserted" main street, counteracting the desire to revitalise the town centre.

Currently, the central section of John Street is very active and there is an opportunity to build on existing financial and other services to maintain a vibrant street. However, there is a need for major attractor in the central part of John Street, to balance the "pull" of the Gowrie Centre. There is also a need for a clear role for the northern section of John Street, to ensure a viable high street between a series of major attractors or centres of activity.

2.2.2 Land Ownership Patterns

Land ownership in the town centre is fragmented for the most part, representing a potential barrier to redevelopment as amalgamation or lot consolidation is often difficult and controversial to achieve. Redevelopments that are of a scale significant enough to have a transformative effect are therefore confined to larger lots and existing consolidated land holdings.

Areas with the largest land holdings and therefore greatest redevelopment potential are located around Pritchard Park (south of Gowrie Street), along John Street between William and Macquarie Streets and north of Campbell Street around Baileys Union Park. The locations of larger land holdings coincides with the centre and ends of the main street, where existing parks are located. There is an opportunity to create clear town arrival points and main street gateways, building on these parks and the redevelopment potential of surrounding larger lots.

The objective of physically connecting the town centre to the river will also need to be achieved within the existing subdivision pattern, taking advantage of the redevelopment potential of larger lots to create new links through these lots. This may

require consideration of developer incentives to implement links over private lands.

Finally, there are few government land holdings within the town centre that could be redeveloped to initiate change and lead the urban renewal process. The most significant Council owned land holdings are the public car parks off Ryan Avenue and on Laurel Lane, between Pitt and William Streets.

The key concern for the masterplan is the identification of land holdings suitable for redevelopment, including demonstration of the potential these lands hold to realise the project objectives.

2.2.3 Flood Risk Management

The town centre is located in the Hunter River floodplain and is subject to flooding. In response, minimum floor heights have been nominated in the Singleton DCP, in the form of Flood Planning Levels (FPLs). While FPLs are applicable only for residential developments, there is potential for confusion or misinterpretation of the documents in respect of the applicability of FPLs to other types of development. Independent of the requirements of the planning instruments, if a developer's risk management strategy, funding or insurance constraints were to mandate implementing FPLs for non-residential developments, this would significantly raise new building floor levels above surrounding streets, in particular along George Street and the southern end of John Street. This, combined with other flood management requirements, such as the need for additional studies and engineering to withstand the probable maximum flood, has potential implications for development feasibility and therefore, the willingness of land owners to redevelop.

Irrespective of the motivations or underlying causes, there is a clear precedent or pattern of non-residential developments having implemented higher floor levels in recent years, with adverse effects in terms of built form, the public domain and streetscape. Raised floor levels affect passive surveillance, visual access and interaction with the street, as well as street continuity and amenity.

Management of the flood risk in an integrated manner throughout the town centre is therefore a key concern for the masterplan.

2.2.4 Traffic, Access and Parking

Redevelopment potential along the New England Highway is limited by its function as a major national route and the need to maintain traffic flow. Until there is a commitment for a Singleton bypass, redevelopment and urban renewal is best focused on John Street, maintaining and enhancing the main street as the vibrant and compact heart of the town centre.

The town centre, including the main street, experiences a significant amount of traffic with associated noise, fumes and congestion, all of which affect the quality of public and private spaces in Singleton, as well as the ability to access and move around the town centre.

Key issues for the masterplan include managing traffic access and flows (in particular heavy vehicle routes) as well as parking arrangements to reduce traffic impacts on the public domain and to identify opportunities to transform the main street into a pleasant place to be.

2.2.5 Market Limitations to Investment

Opportunities for mixed use development are limited by the lack of a developer pool with ready access to finance, as well as the lower market price of strata title units which results in poorer viability. Similarly, the low market value of apartments makes them only marginally feasible to develop. However, there is strong demand for short-term accommodation such as motels and serviced apartments, representing opportunities for renewal of the town centre. In addition, there is growing underlying demand for smaller and more affordable dwellings close to the town centre and with good access to services. Such dwellings, combined with pedestrian-friendly public domain, may appeal to the expanding pool of single parent households and of retirees seeking to down-size, and support or encourage redevelopment between the Gowrie Centre and John Street.

2.3 KEY STRENGTHS

In addition to the constraints, the analysis revealed the key strengths of the Singleton town centre. They can be built upon in future development. They are:

2.3.1 Town Structure and Open Space

The structure of the town with its triangular grid layout is unique and well understood by the local population. The strategic location of parks within the town is of particular importance, as they book-end the main street and have the potential to be enhanced as major gateways or arrival points.

In addition, the proximity of the Hunter River and associated parklands presents an opportunity to capitalise on the landscape setting through improved visual and physical connections. There is an opportunity to achieve a close level of integration between the main street and the parklands as the two key public spaces in Singleton. Symbiotic or synergistic development has the potential to enhance the recreation and amenity potential of both, establishing the combined town centre and parklands precinct as a place to live, do business, interact with the community and friends, and to recreate and play.

On the individual development level, there is an opportunity for buildings to take advantage of the potential for views over the parklands and towards the river, to provide an attractive outlook to both residential and commercial developments.

2.3.2 Heritage Buildings

The town centre features a number of historic and heritage buildings that are attractive and provide a connection with the past as well as contributing to a comfortable street environment. They make an important contribution to the character of Singleton and its sense of place. There is an opportunity to enhance the heritage character of Singleton through strategic public domain tree planting that screens buildings that contribute little or detract from the character of heritage buildings.

2.3.3 Existing Tree Cover

There are well established mature tree plantings throughout Singleton, testifying to the fertile floodplain environment. They are significant due to their well developed size, as landmarks providing orientation, and because of their association with important buildings and heritage items including churches and parks. Yet, street tree planting is scattered and inconsistent, and there is an opportunity to extend tree planting to provide consistent streetscapes, increase amenity and support and express the town's structure, road hierarchy and legibility.

2.3.4 View Corridors

There are a number of view corridors which offer a visual connection with the larger landscape as well as with the Hunter River parklands. These can be built upon and strengthened to achieve a high level of visual integration between the town centre and open space areas, enhancing the sense of place.

2.3.5 Important Regional Centre and Demand for Growth

Singleton is an important regional centre which is experiencing significant economic and population growth. Associated with that is strong demand for commercial and retail space, as well as demand for housing, in particular housing with good access to services. Together they will enforce the importance of the Singleton town centre.

In addition, there is recognition that the community is changing and that the town centre needs to reflect this. There is broad community support for and a desire to revitalise and renew the town centre, similar to the transformations observed in other country towns.

At the same time, unless the town centre can be revitalised and meet the expectations of the changing and growing population, there is a risk of discretionary spending elsewhere, reducing the town centre to basic service provision rather than allowing a vibrant combination of essential services, businesses and social, recreation and community functions to develop.

2.4 OTHER FINDINGS

Other findings include

- › there are limited recreation opportunities in the town centre, including community meeting rooms and workshops, cafes and dining facilities and children's play facilities. Further, key community attractors such as the library are located out of the town centre and there is no civic function, community or ceremonial space that could provide incentive for people to spend more time in the town centre, to interact or recreate whilst in town completing errands.
- › efficient land utilisation, development feasibility and the need for incentives to encourage a greater and faster degree of renewal suggest that higher density development including a relaxation of height limits may be required in certain locations
- › the town centre is firmly defined by fixed boundaries including the railway line and Hunter River floodplain. While all future growth and renewal will need to happen within existing urban areas, this offers an advantage in terms of maintaining a compact and vibrant town centre.
- › accommodating future growth may require a mix of redevelopment, densification and increased heights. It may also ultimately require the re-location of non-core town centre business and uses to other areas, to meet the forecast strong demand for commercial and retail space and the desire for an increased residential population. Non-core town centre uses include businesses that are not commonly associated with the vibrant commercial main strip of towns. They include car yards and auto supplies, bulky goods and industrial uses, and farm supply businesses. While these are essential for a regional centre, they do not require a prime address in the heart of the town.
- › there is a perception in the community that Council lacks the initiative to implement or realise change. This is based on a number of factors including the number of previous studies that have not progressed to implementation.

3 REDEVELOPMENT PRINCIPLES

This report section outlines the design principles for the future development of the Singleton town centre. They have been formulated based on the findings from the site analysis, including the summary of strengths, opportunities and constraints.

The overarching redevelopment principles are:

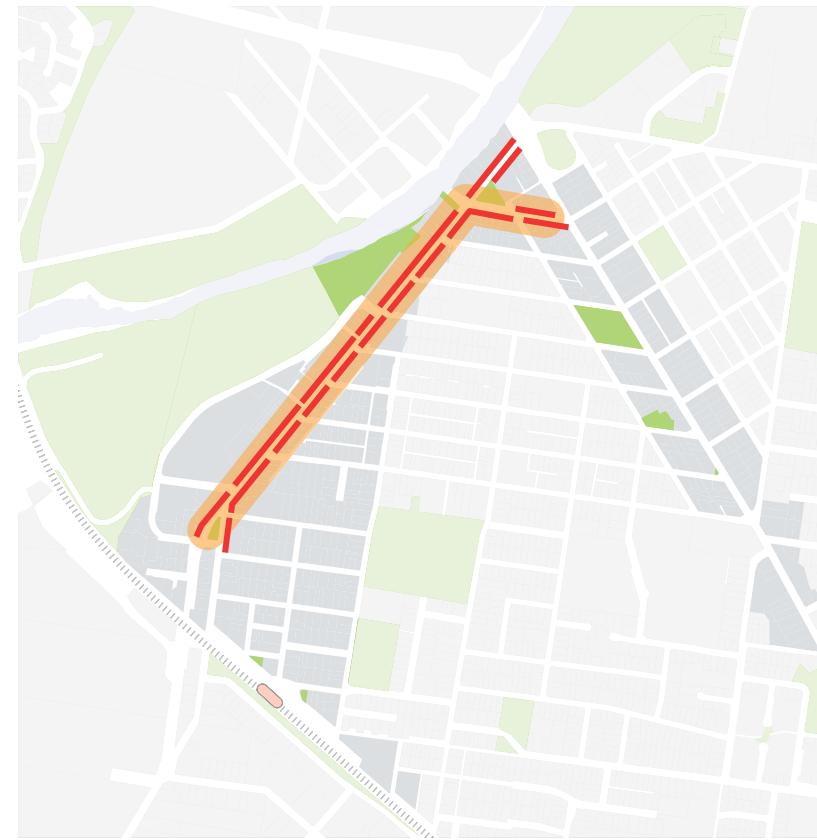
1. Revitalise the main street
2. Focus redevelopment on key sites
3. Enhance gateways to the town centre
4. Enhance public space to activate the public domain
5. Manage traffic to better support the town centre
6. Improve service and parking access
7. Improve pedestrian connectivity
8. Strengthen and celebrate heritage
9. Capitalise on the amenity of the river setting
10. Enhance the existing landscape of key streets
11. Improve bicycle access
12. Mitigate the potential impacts of Flood Planning Levels

The principles are illustrated and described in more detail on the following pages. They will be used to inform a range of possible development typologies and options described in section “4 Urban Design Masterplan”.

3.1 REVITALISE THE MAIN STREET

Enhance the amenity of the main street to encourage greater use, activity and interaction:

1. Concentrate retail and commercial activity along John Street
2. Provide places and spaces for dining and community interaction through footpath widening
3. Maximise passive surveillance and street activation through active shop frontages facing key public spaces and circulation routes



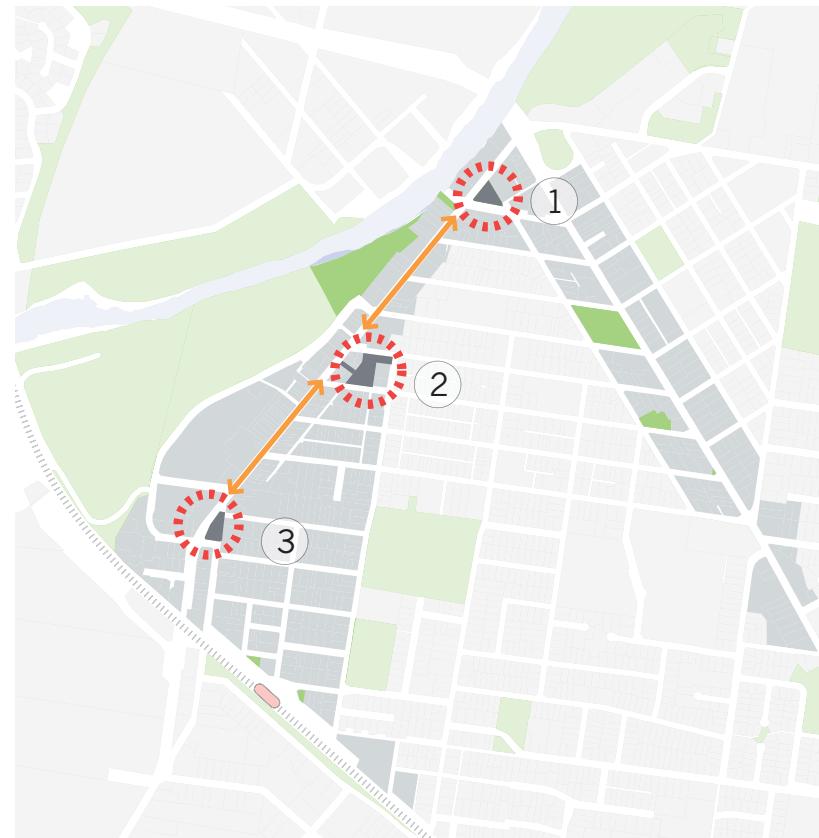
Street tree planting in Baylis Street, Wagga Wagga



Footpath widening to facilitate outdoor dining at a roundabout intersection on Darling Street, Rozelle

3.2 FOCUS REDEVELOPMENT ON KEY SITES

1. Focus new development on available large land holdings near public space for significant impact
2. Establish anchors or main activators in central and northern John Street, to complement and balance the Gowrie Centre
3. Develop Council-owned land and town parks to reinforce an activity focus and activate the primary pedestrian route along John Street



Key Site 1: Baileys Union Park



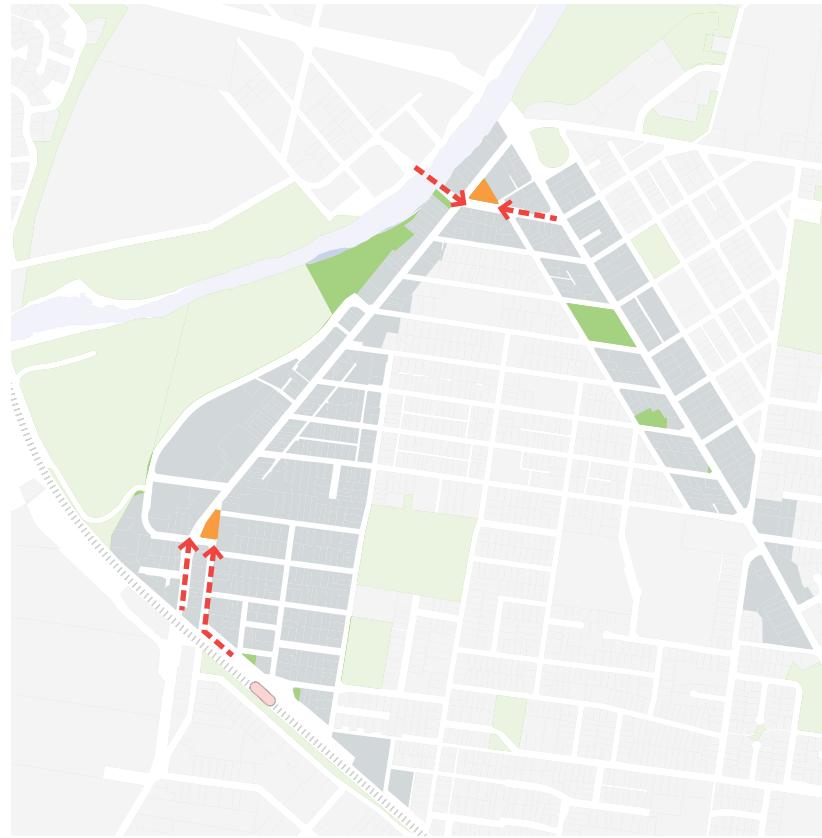
Key Site 2: William Street Car Park



Key Site 3: Pritchard Park

3.3 ENHANCE GATEWAYS TO THE TOWN CENTRE

Enhance existing parks to provide vibrant public spaces and gateway markers that enhance the sense of arrival.



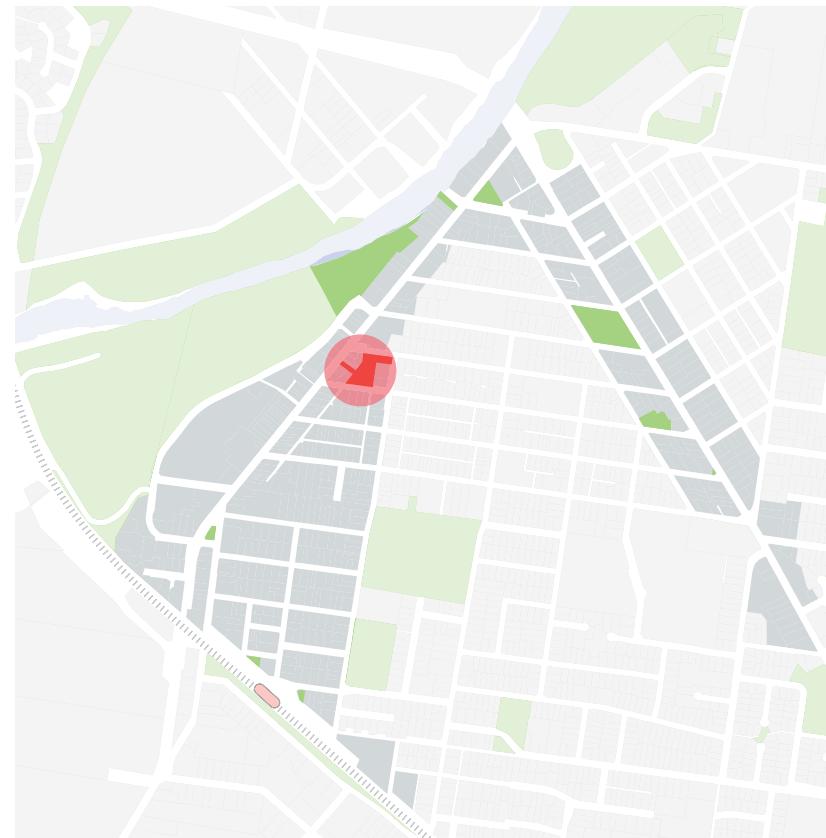
Outdoor moveable furniture and wi-fi access create a busy community gathering place and town gateway at Fremantle City Square, WA



Opportunities for outdoor dining in Page Street, London create a strong community focus

3.4 ENHANCE PUBLIC SPACE TO ACTIVATE THE PUBLIC DOMAIN THROUGH A VARIETY OF COMMUNITY ATTRACTORS AND GATHERING SPACES

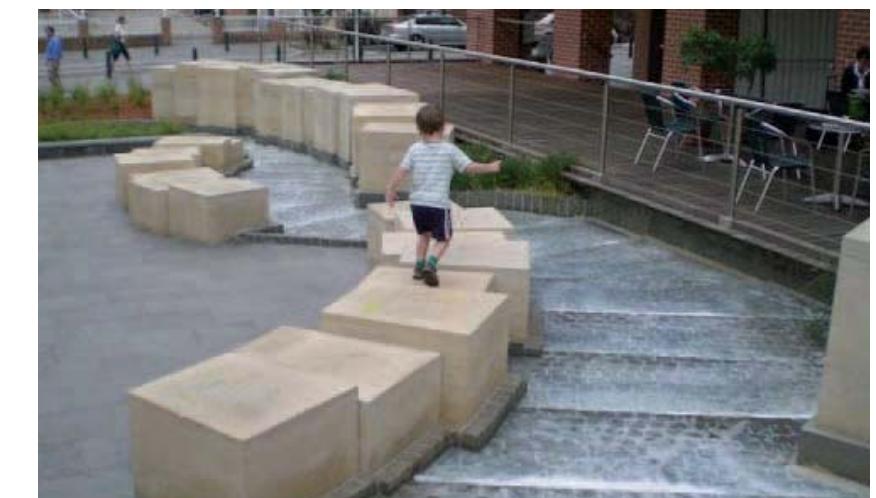
Provide a key attractor in the town centre in the form of a Community Services hub and associated new town square to cater for a variety of community uses and events, including play and interaction.



Rouse Hill Town Centre Community Centre, Library and Square, NSW



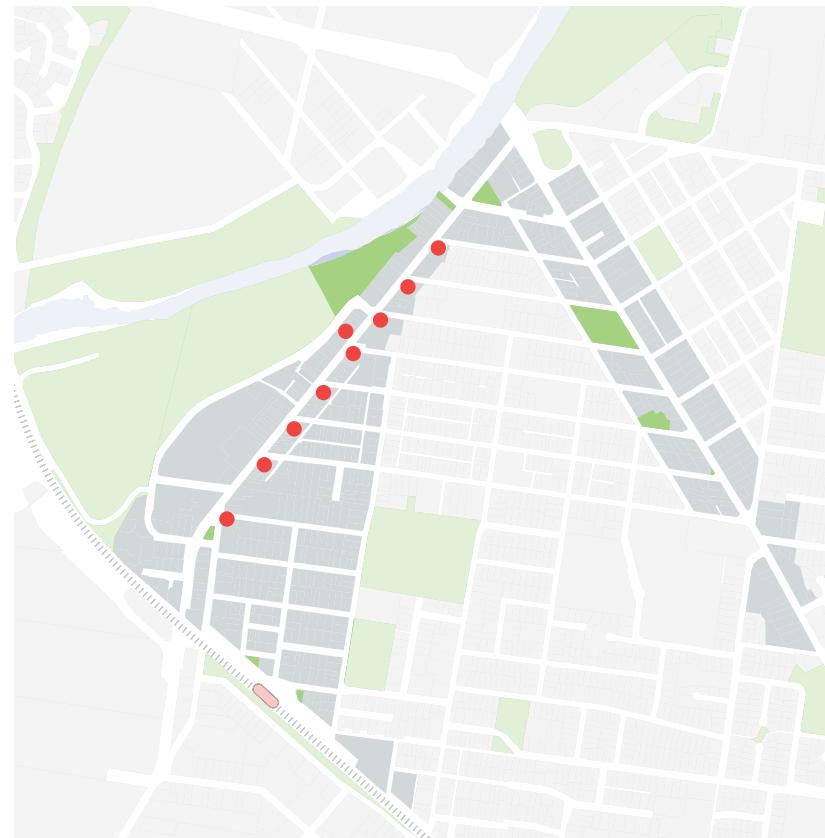
Proposal for new civic building at Kings Square, the heart of the Fremantle town centre, WA



Kogarah Town Centre Square, NSW

3.4 ENHANCE PUBLIC SPACE TO ACTIVATE THE PUBLIC DOMAIN THROUGH A VARIETY OF COMMUNITY ATTRACTORS AND GATHERING SPACES

Provide footpath and lane dining opportunities along John Street, taking advantage of north-facing street corners in particular.



Corner kerb extensions provide for outdoor dining in Erskineville, NSW



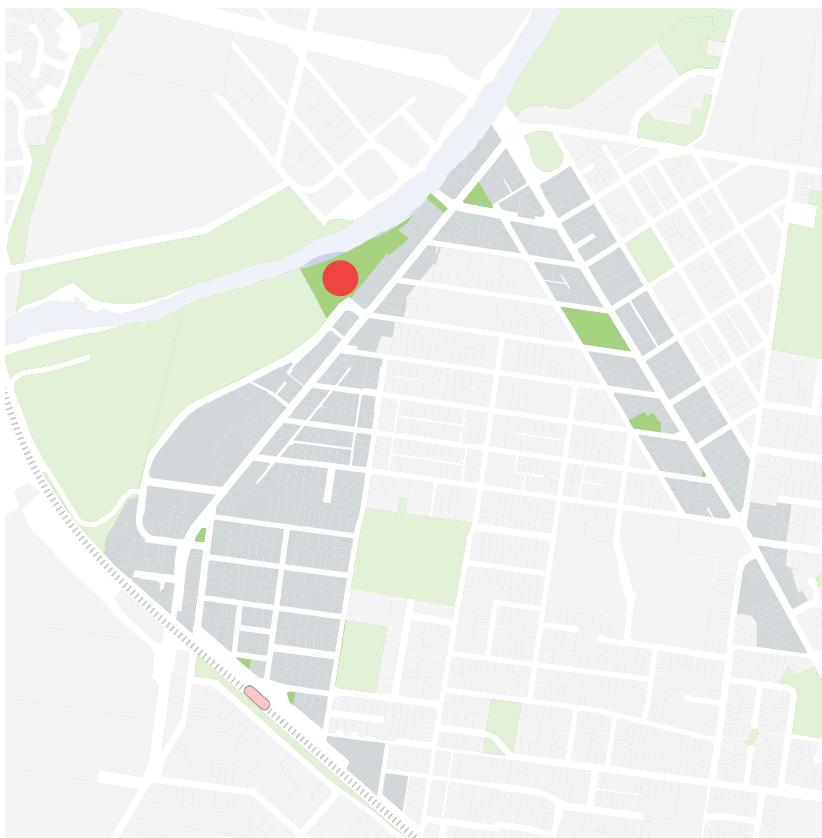
Footpath dining under established trees, Double Bay, NSW



The outdoor cafe and eating strip in Fremantle, WA

3.4 ENHANCE PUBLIC SPACE TO ACTIVATE THE PUBLIC DOMAIN THROUGH A VARIETY OF COMMUNITY ATTRACTORS AND GATHERING SPACES

Provide a regional playground in the Hunter River parklands and in close proximity to the main street, to act as a major community attractors that complements business and services functions and to encourage greater social and recreational use of the town centre.



Destinational playground in John Prince Park, Lake Worth, Florida



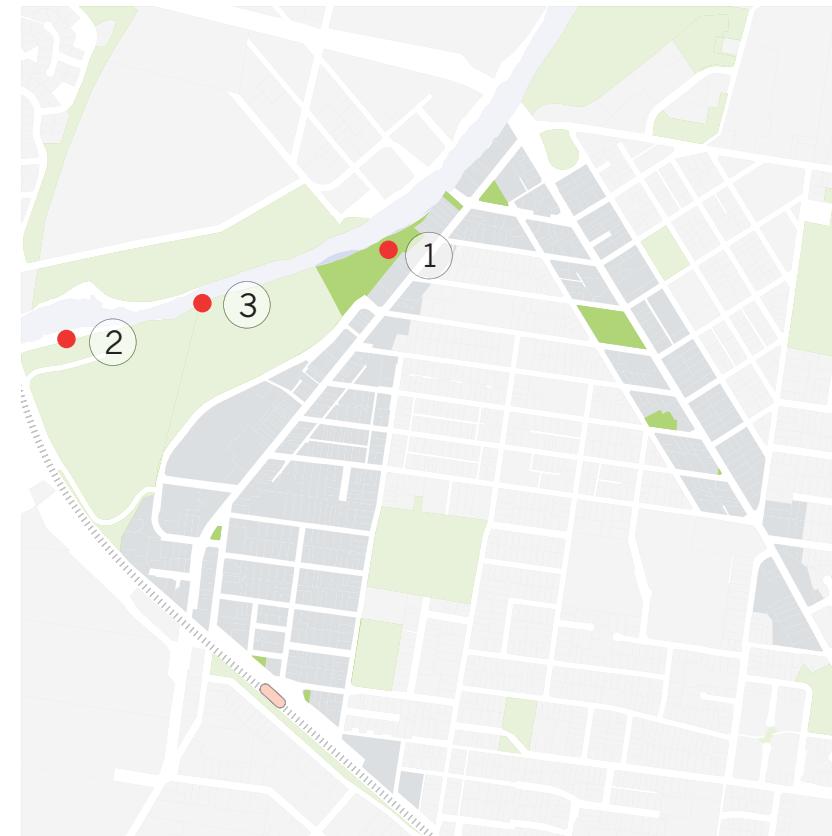
Destinational playground at Lizard Log, Western Sydney Parklands



Destinational playground at Lizard Log, Western Sydney Parklands

3.4 ENHANCE PUBLIC SPACE TO ACTIVATE THE PUBLIC DOMAIN THROUGH A VARIETY OF COMMUNITY ATTRACTORS AND GATHERING SPACES

Provide additional facilities and park improvements in the parklands, to provide places for community recreation, activity and interaction, to draw people to the parklands and river and to position the Singleton town centre as a place to do business as well as recreate. Examples include a community garden, or the Singleton 'Beach', identified in previous planning proposals. Other alternatives include enhancing the riverine environment and river amenity to provide for more active recreation on the river. Examples include a kayak or canoe course, subject to safety assessments.



Opportunity 1: Community garden



Opportunity 2: 'Beach' on the river



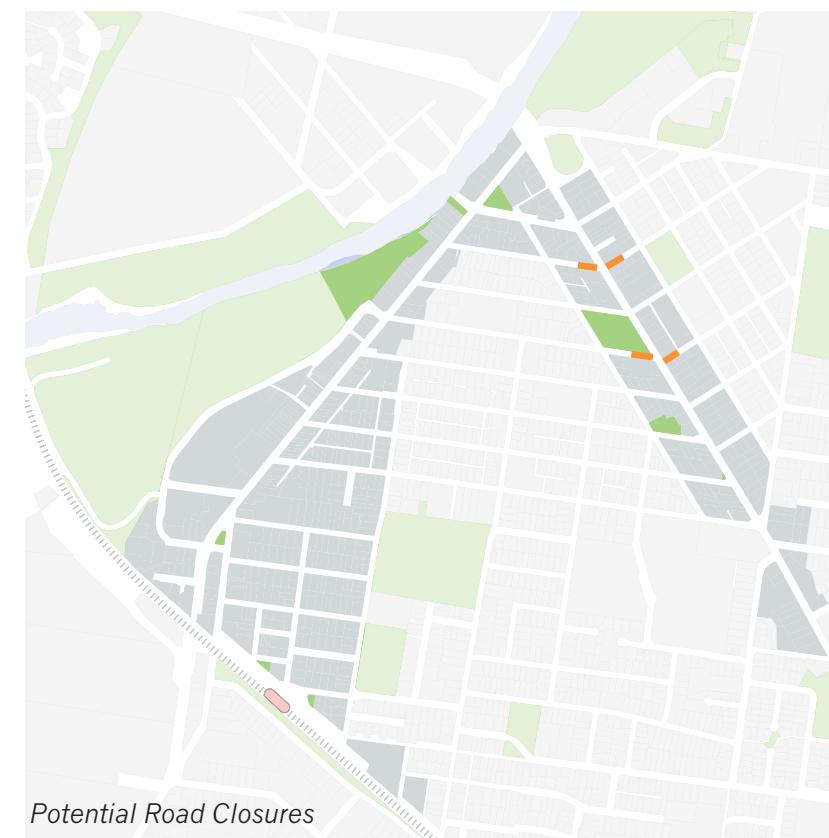
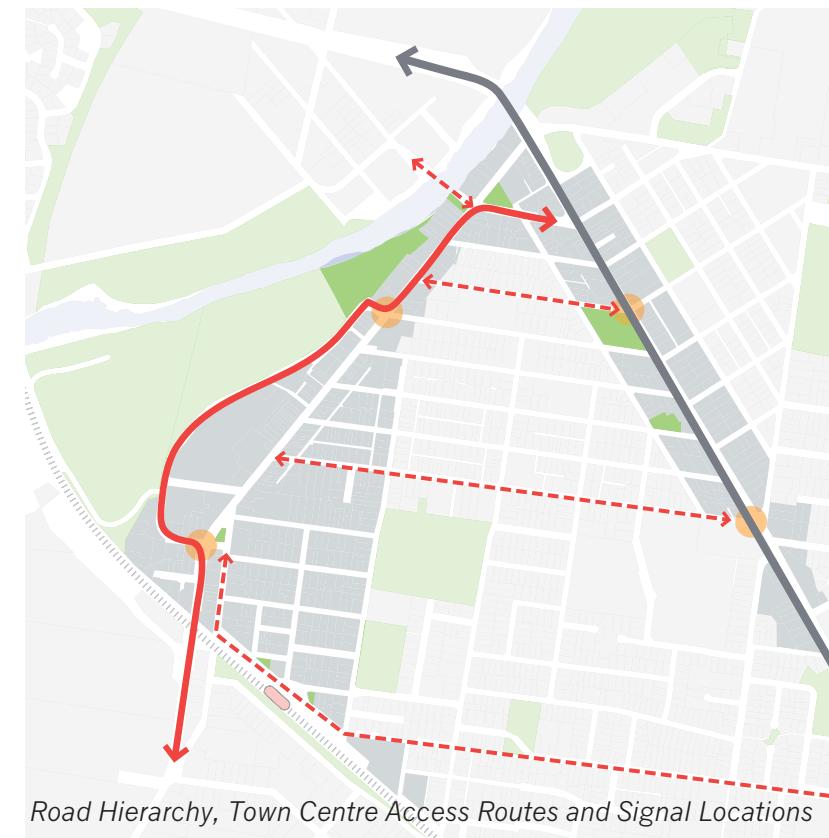
Opportunity 3: River kayak course

3.5 MANAGE TRAFFIC TO BETTER SUPPORT THE TOWN CENTRE

Clearly identify preferred vehicular access routes and road hierarchies through road design (traffic calming), way-finding and traffic control signage.

1. Relocate 'mid-block' traffic signals at Burdekin Park to the Elizabeth, Market and George Street intersection, to take advantage of traffic lights to provide for improved access in and out of the town centre
2. Investigate the possibility of closing some streets where they meet the New England Highway such as Macquarie Street, Kent Street, Hunter Street, Goulburn Street
3. Downgrade Hunter Street
4. Make and enforce clear, legible entry routes for heavy vehicles into and through the precinct
 - Provide a southern access route for heavy vehicles. Options include the existing route via Kelso Street, via the Golden Highway and Putty Road or an access of the New England Highway in close proximity to the southern approach to town and linking west across the rail corridor onto Army Camp Road at Glenridding. The most suitable route would best be determined as part of an overall Traffic and Access Management Plan for Singleton - refer to section "5.5.2 Further Studies".
 - Identify alternative heavy traffic routes to Queen Street, to avoid having to access the town centre along Campbell Street

Use sign posting and consistent signage to clearly identify preferred access routes

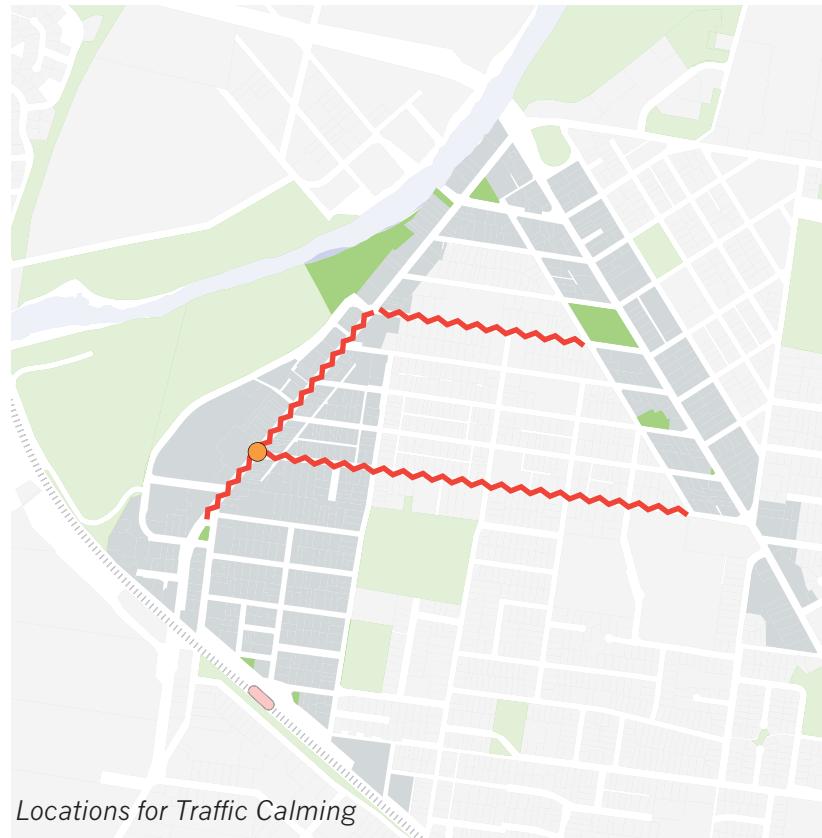


Example of clear signage (Casino, NSW)

3.5 MANAGE TRAFFIC TO BETTER SUPPORT THE TOWN CENTRE

Restrict heavy vehicle access and introduce traffic calming measures to maximise compliance. Traffic calming could include footpath widening, reduced speed limits, roundabouts in select locations, raised crossings and widened blisters at street intersections. Provide such measures

1. along John Street between Ryan Avenue and Hunter Street to:
 - reduce and/ or constrain vehicle speeds, i.e. 40km/h maximum speed
 - encourage vehicles to divert to Ryan Avenue
 - improve pedestrian safety and amenity
 - achieve widened footway areas for increased pedestrian amenity and dining opportunities
 - assist accessibility through a mini intersection roundabout at York Street
 - reduce load restriction from 5 tonne to 3 tonne, while continuing to permit bus and coach access
2. along Hunter Street, to reduce potential for conflict with school children and traffic
3. along York Street, to limit access to light vehicular traffic
4. along Ryan Avenue, to provide for safer crossing opportunities from the town centre, to achieve improved links between the town centre and the river parklands



Sign-posting for heavy vehicle alternative route



Traffic Calming: raised crossing



Traffic Calming: roundabout

Note:

Refer to section “4.5.2 Further Studies” for recommendations regarding further traffic, access and parking investigations.

3.6 IMPROVE SERVICE AND PARKING ACCESS

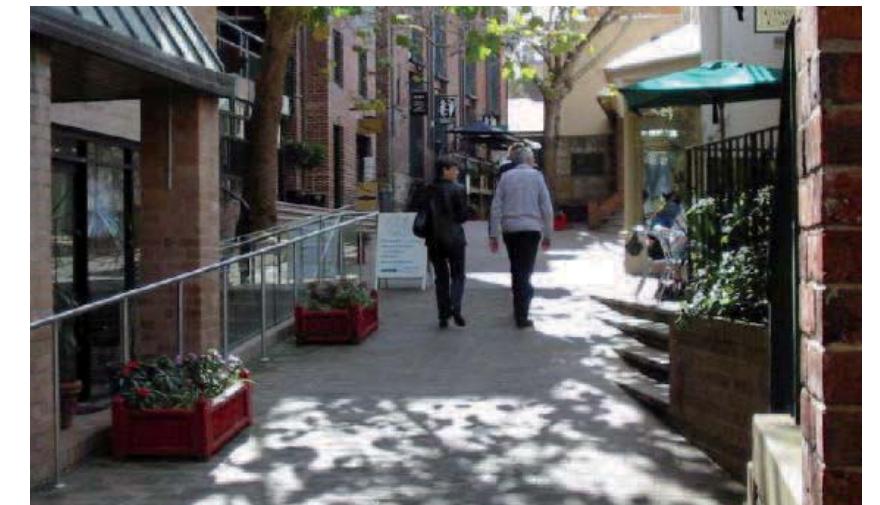
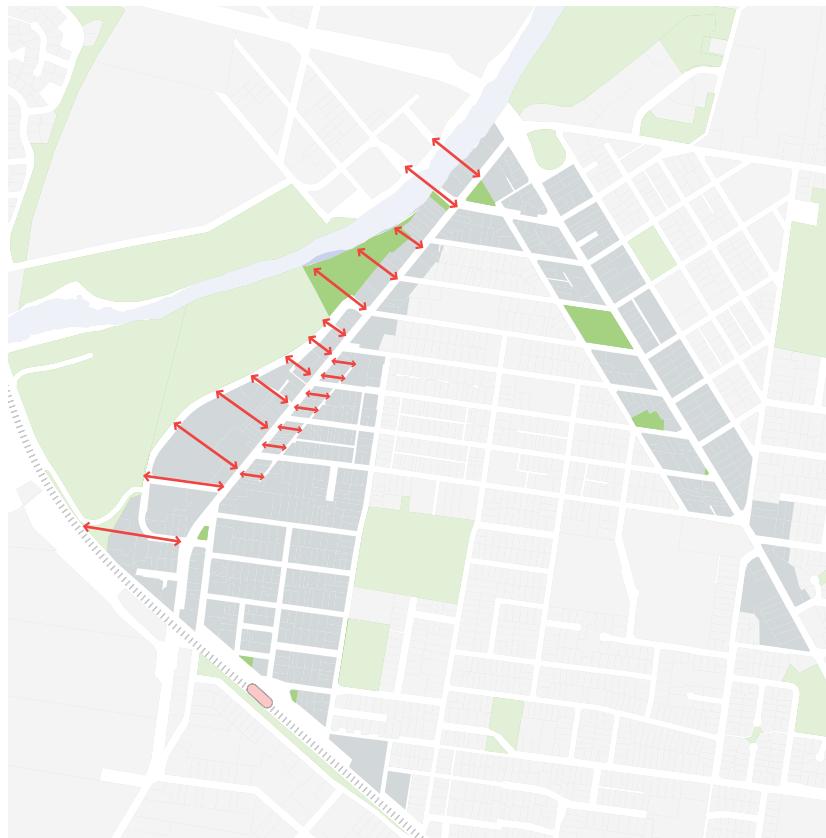
1. Limit parking on John Street to short-term parking (and use enforcement to maximise compliance)
2. Limit long term parking to car parks at the rear of John Street
3. Improve access and enhance wayfinding
 - acquire and re-zone land to extend Laurel Lane to Gowrie Street, to provide a continuous loop linking long-term car parks, and to minimise vehicular traffic accessing John Street to look for parking
 - provide consistent signage to communicate locations of car parks and permitted parking duration
4. Enhance the quality and amenity of car parks through tree planting and other facilities to transform car parks into multi-use community spaces that support a range of functions at different times of the day and week.
5. Make Laurel Lane one way. There is the potential for the Lane to be paired with Mint Lane and work in conjunction to provide access throughout the town centre.



Examples of multi-use car parks with high amenity value

3.7 IMPROVE PEDESTRIAN CONNECTIVITY

1. Implement a fine grain of pedestrian links between John Street, the river parklands and car parks
2. Enhance the amenity of existing and proposed pedestrian links to provide a network of places for community interaction off the main street

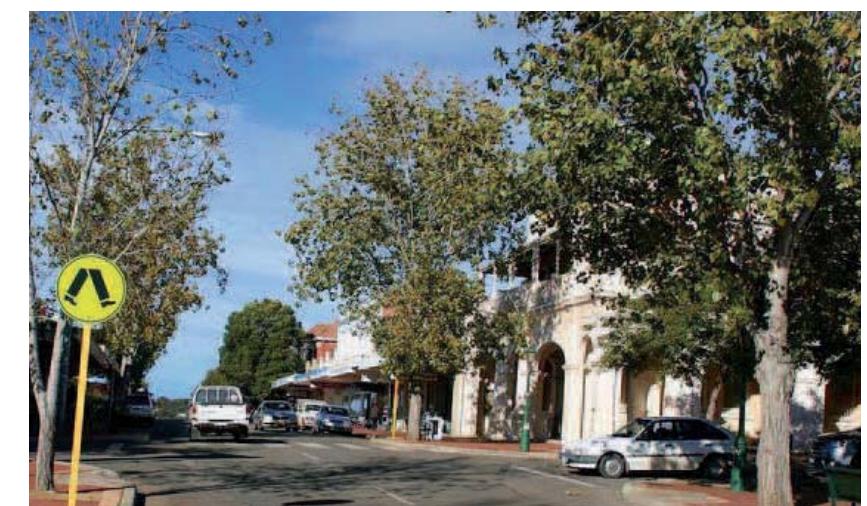
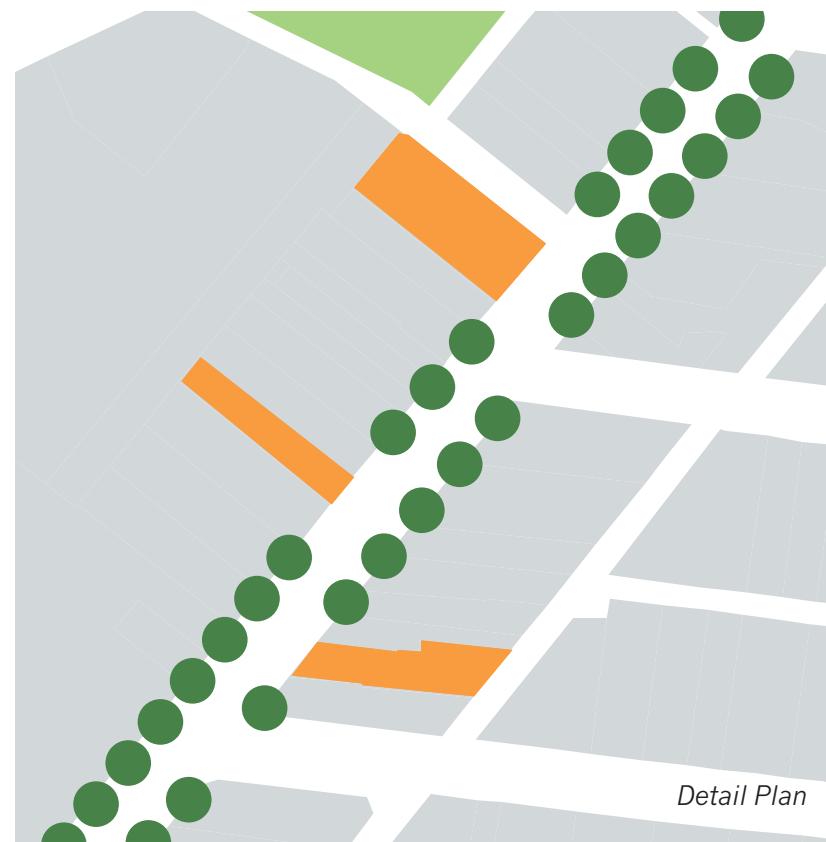
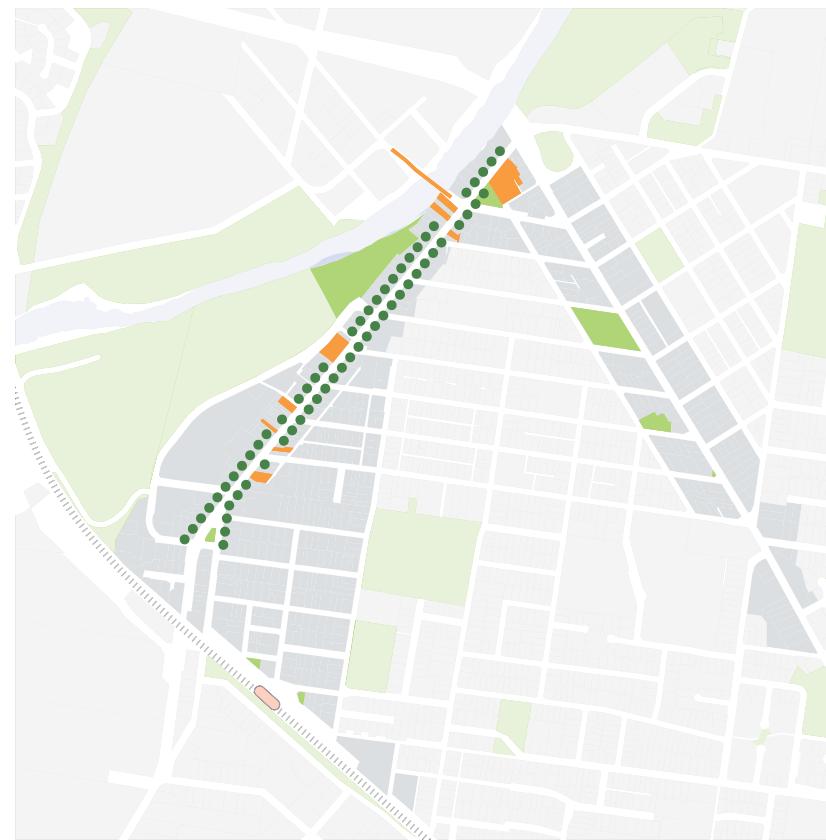


Examples of active laneways: The Rocks (top), Perth and Toronto (bottom)

3.8 STRENGTHEN AND CELEBRATE HERITAGE - JOHN STREET

Enhance the existing landscape of John Street to strengthen the impression of a town with heritage character and enhance the sense of place through

1. strategic placement of street trees to screen buildings that do not contribute to the heritage character, and
2. breaks in the pattern of street tree placement to reveal and highlight heritage buildings

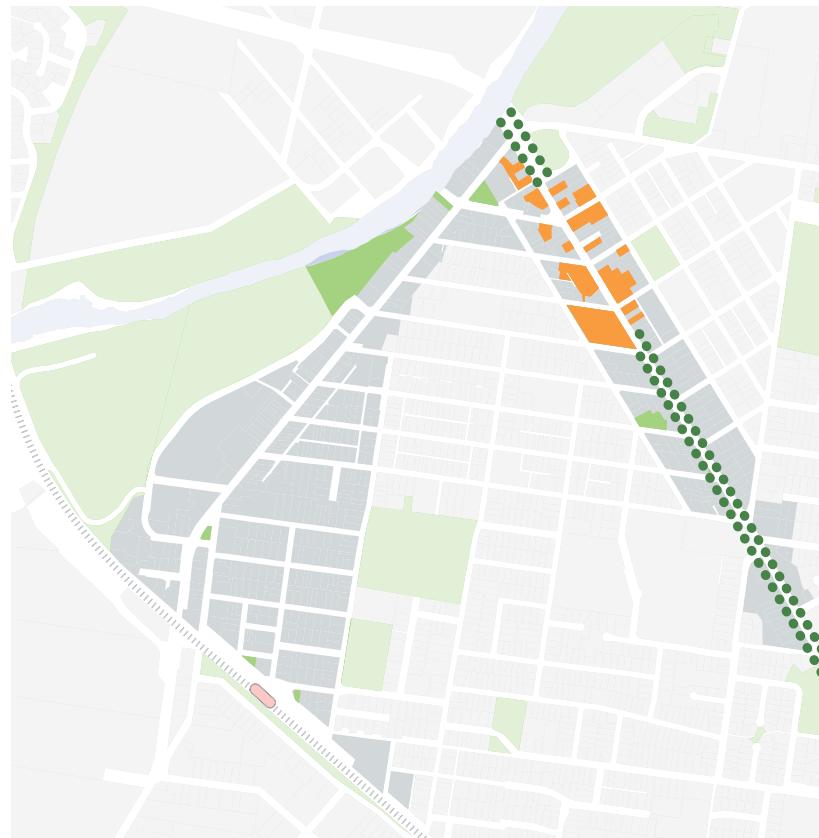


Examples of tree planting highlighting heritage buildings (top to bottom): Albury, Bridgetown and Narrogin

3.8 STRENGTHEN AND CELEBRATE HERITAGE - GEORGE STREET

Enhance the existing landscape of George Street to strengthen the impression of a town with heritage character through

1. Provide green corridor planting
 - to highlight its importance in the street network
 - to visually unify the street
 - to reduce the visual impact of strip development, and
 - to provide a buffer for residential development
2. Discontinue planting between Burdekin Park and Soapsuds Lane to reveal and highlight the heritage precinct and former civic heart



The Caledonian Hotel and adjoining two storey stucco building are examples of heritage buildings in George Street



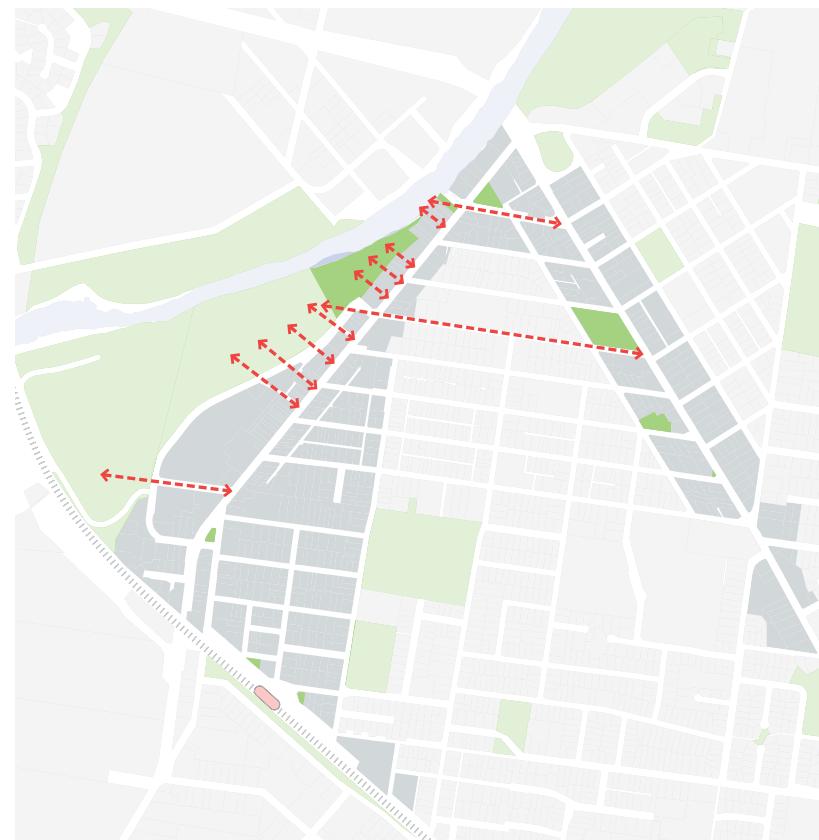
Former Patrick Plains Council Chambers in the former civic centre along George Street

3.9 CAPITALISE ON THE AMENITY OF THE RIVER SETTING - STREET PATTERN

Maximise views towards the river parklands by

1. framing and enhancing existing view corridors along streets and lanes
2. establishing a series of new view corridors to complement existing ones, to maximise visibility of the parklands from the main street and achieve a high level of visual integration

As much as possible, integrate physical connections with view corridors, especially pedestrian connections.



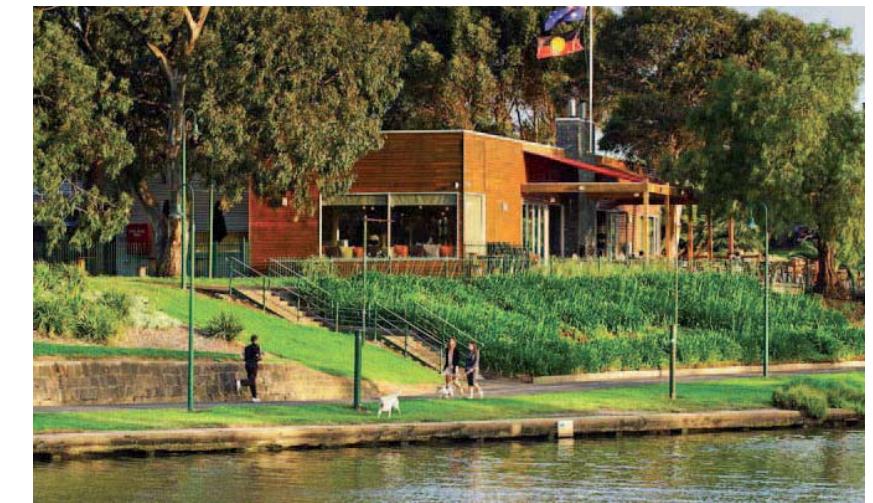
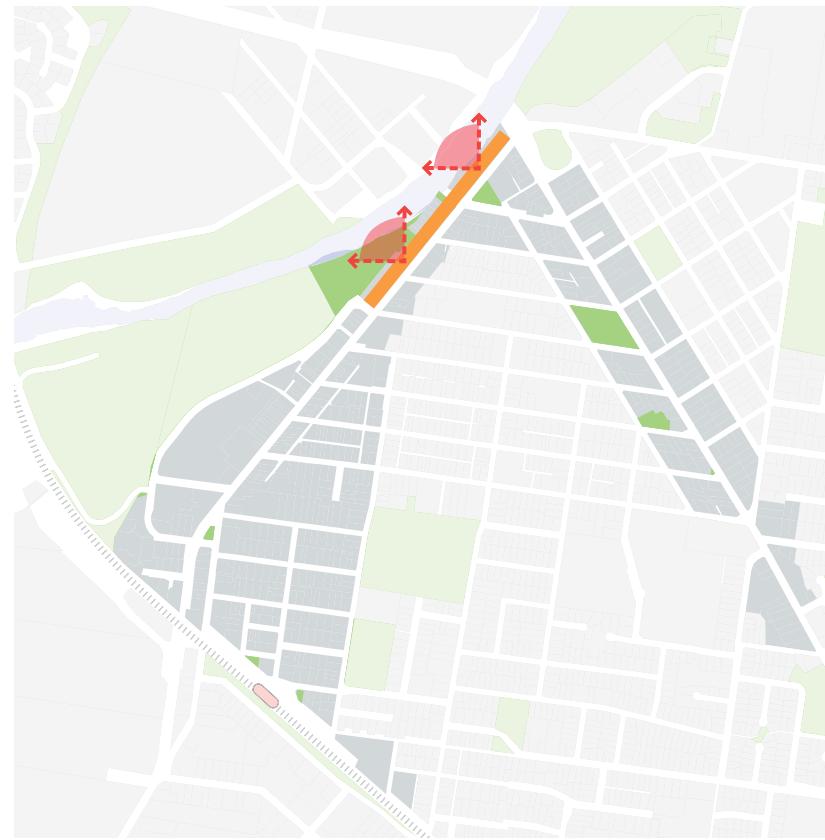
Example of open views towards the river and parklands



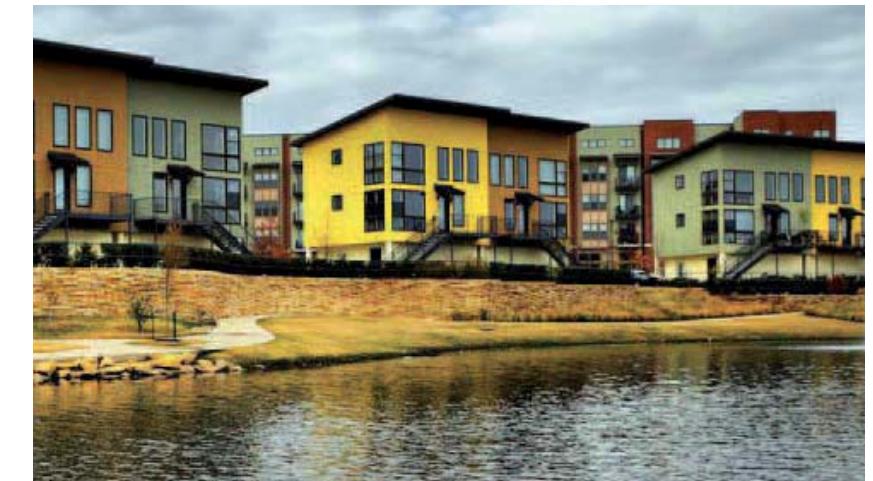
Burns Lane is an example of opportunities to provide visual links to the river parklands

3.9 CAPITALISE ON THE AMENITY OF THE RIVER SETTING - BUILDINGS

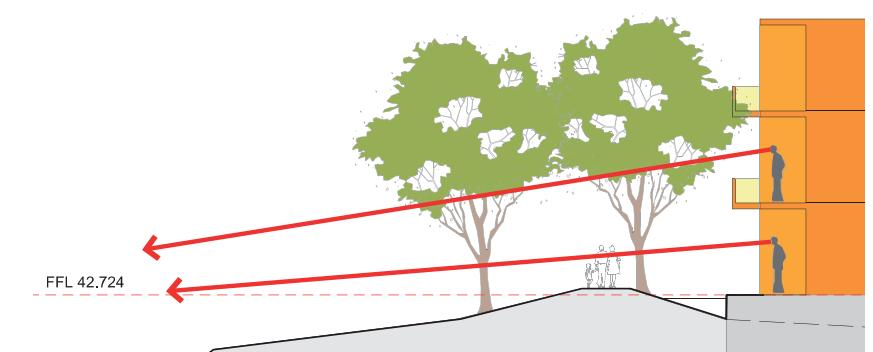
Orient buildings and increase building height in the northern part of John Street to realise the potential for views over the Hunter River.



The Maribyrnong Boathouse Cafe overlooks the river, Moonee Ponds, VIC



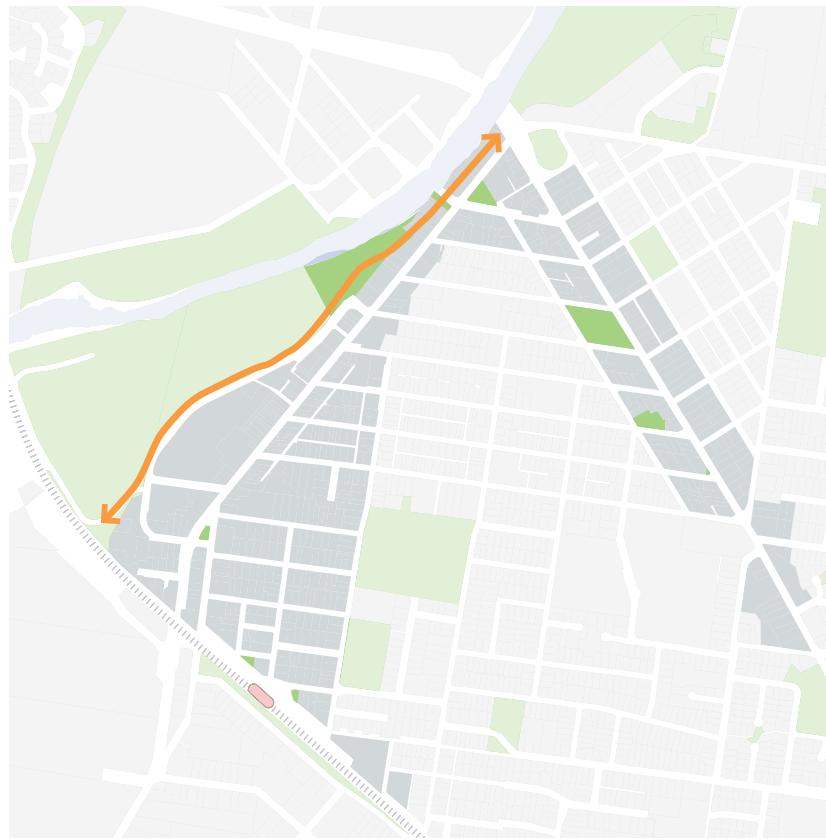
New multi-unit housing in Keller, Texas, is designed to take advantage of the outlook towards the water



Cross section illustrating views from balconies and living spaces towards the river, across the top of the levy

3.9 CAPITALISE ON THE AMENITY OF THE RIVER SETTING - PARKLANDS PROMENADE

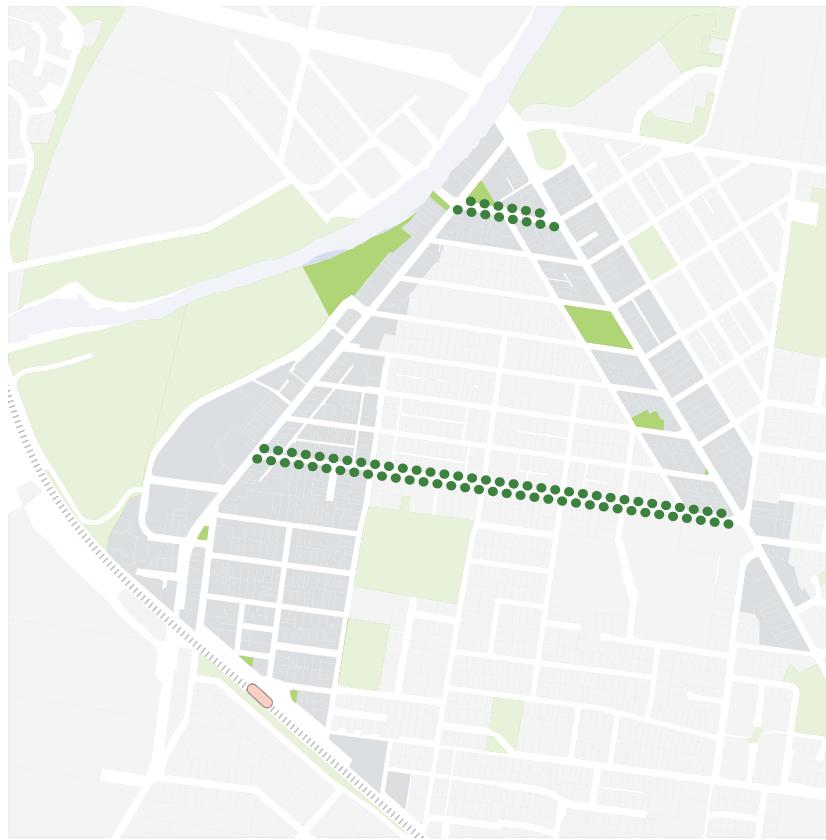
Enhance public access along the levee through provision of a promenade along its full length.



Examples of pedestrian and cycle access along the river

3.10 ENHANCE THE EXISTING LANDSCAPE OF KEY STREETS

1. Use street tree planting to clearly identify the street hierarchy by highlighting key links between the New England Highway and John Street
2. Use tree planting that builds on the existing character of the streets, provides shade and frames views to the landscape beyond



3.11 IMPROVE BICYCLE ACCESS

Extend the existing bicycle network and supporting bicycle infrastructure to improve links through and beyond the town centre.

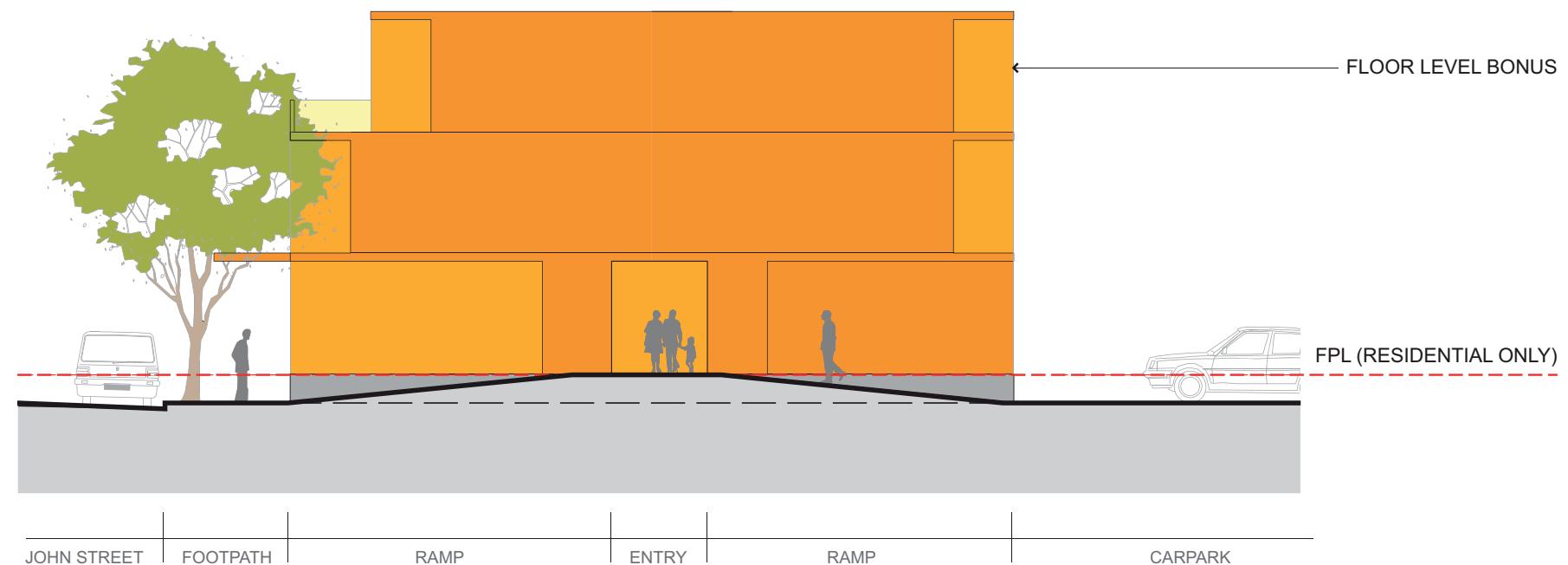
Promote cycling as alternative transport through a range of complementary programs, events and initiatives.



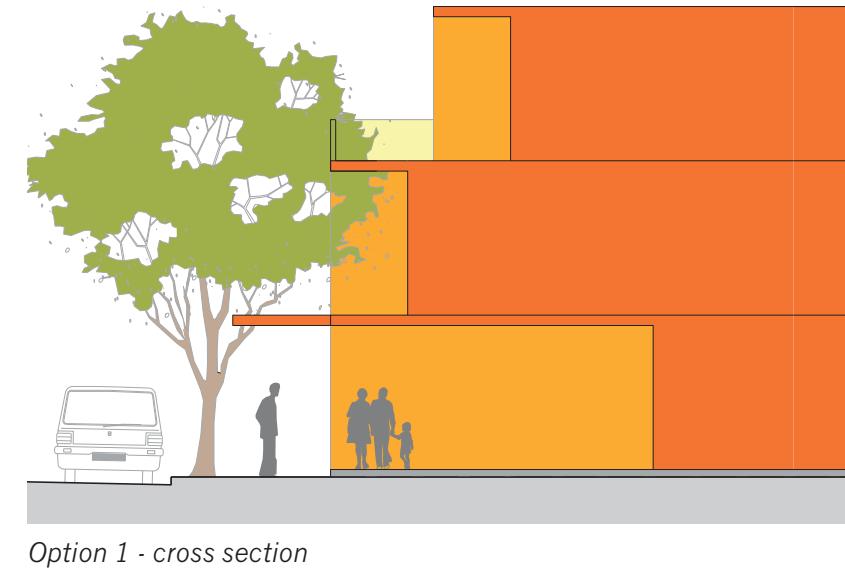
3.12 MITIGATE THE POTENTIAL IMPACTS OF FLOODING PLANNING LEVELS

Manage development form and the provision of access to reduce the potential impact of raised floor levels on street definition, continuity and activation, using one of the following four options

1. The commercial and/ or retail development component is at the level of the footpath. Access to businesses is via a step up or step ramp within the envelope of the development. This is Council's default position as reflected in the planning instruments, as well as the preferred outcome from an urban design point of view.
2. Where a decision is made to raise floor levels of commercial or retail components of development above the street or to Flood Planning Levels (FPLs): Equal access is provided through measures located inside the building.
3. Where a decision is made to raise floor levels of commercial or retail components of development above the street or to FPLs: Existing or new pedestrian links from rear car parks overcome level changes to provide equal access.
4. Where a decision is made to raise floor levels of commercial or retail components of development above the street or to FPLs: Developments with wide street frontages feature a shared raised podium along the street, with a single point of equal access to maintain street continuity.



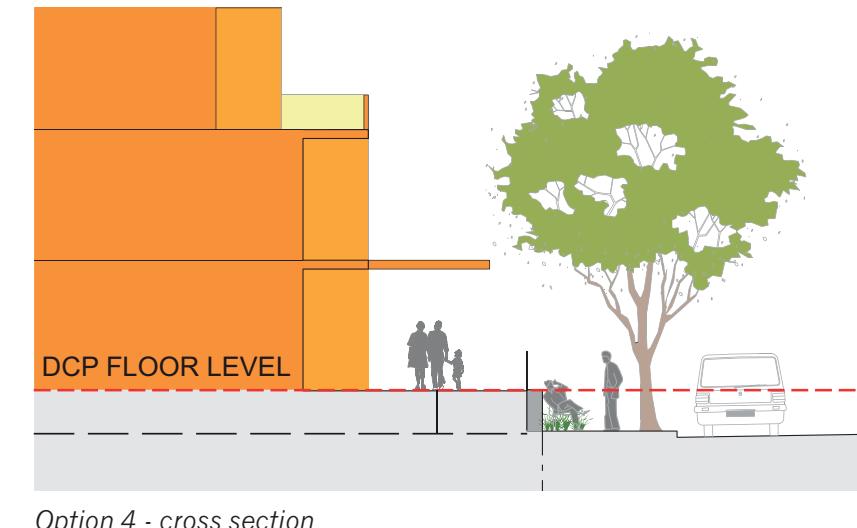
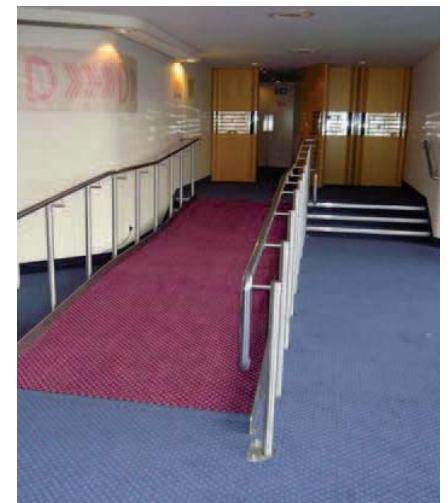
Option 3 - cross section



Option 1 - cross section



Option 2 - examples of internal ramped access



Option 4 - cross section



Option 4 - built example

4 URBAN DESIGN MASTERPLAN

This report section provides the masterplan for the Singleton Town Centre. It includes a structure plan for the town centre, an overview of potential building types or forms, and detailed designs for the identified key development sites. It also includes a preliminary streetscape plan for John Street, and an implementation plan which includes an overview of potential costs associated with public infrastructure, and suggestions for staging of the works.

PUBLIC SPACE AND KEY SITES



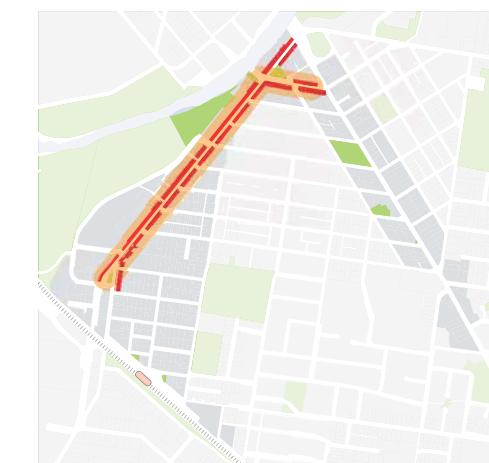
+



+



+

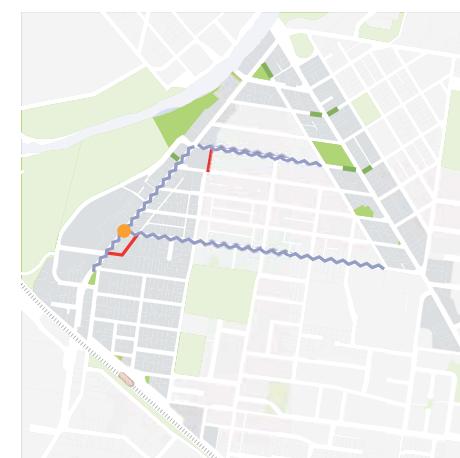


=

ACCESS, TRAFFIC AND PARKING



+



+



+

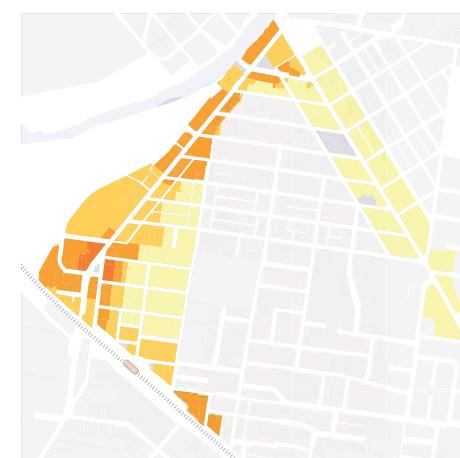


=

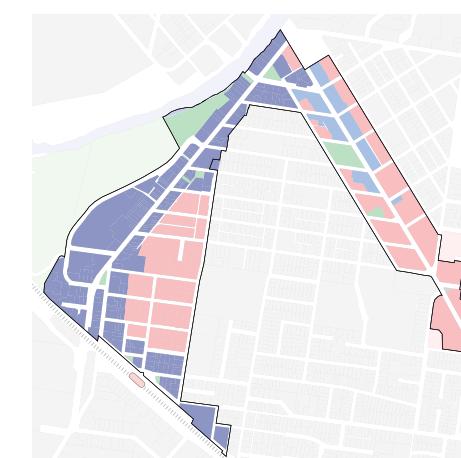
LAND USE, HERITAGE AND BUILT FORM



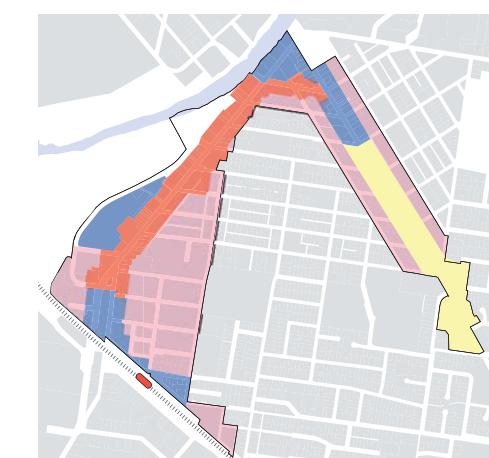
+



+



+



=

TREE PLANTING

To define key streets (Campbell, Elizabeth and York) and highlight heritage buildings

MAXIMUM BUILDING HEIGHTS

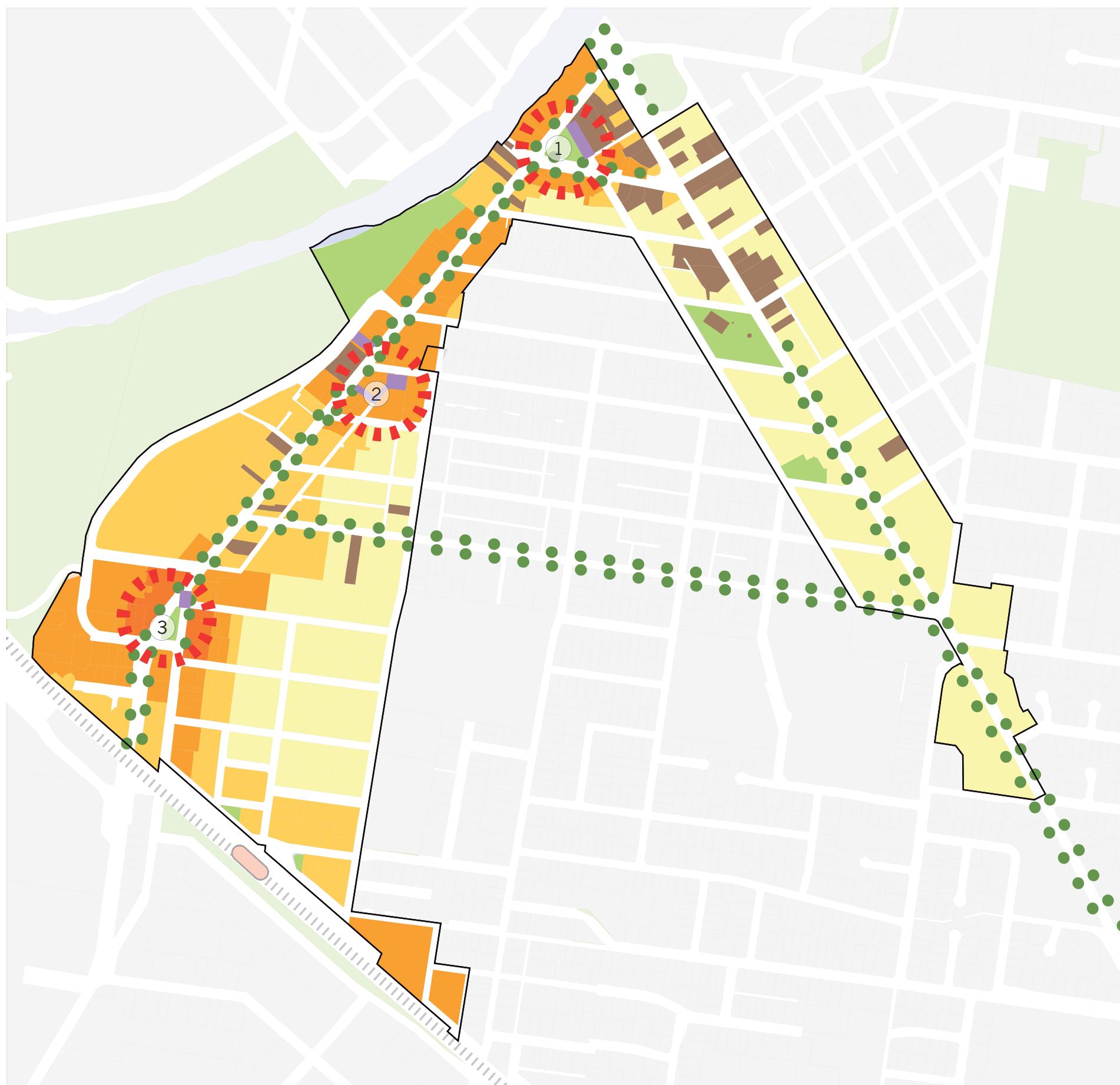
- 2 storeys
- 3 storeys
- 4 storeys
- 5 storeys

SUGGESTED LAND USE ZONING

- Business - Mixed use
- Business - Enterprise Corridor
- Residential
- Open Space

BUSINESS FOCUS HIERARCHY

- Core business/ town centre zone
- Supporting zone
- Peripheral zone
- Residential zones (pink)



LEGEND

- Maximum 5 storey building height
- Maximum 4 storey building height
- Maximum 3 storey building height
- Maximum 2 storey building height
- Heritage buildings
- Open space
- New public open space
- Street tree planting
- Study Area
- Activity Node/ Key Development Site

1. Baileys Union Park
2. Town Square Precinct
3. Pritchard Park

4.1 TOWN CENTRE STRUCTURE PLAN

The Singleton Town Centre Masterplan proposes that town centre renewal focuses on John Street, with the intention of revitalising the main street and to counter existing trends for businesses and retail to spread in other areas. There will be three major nodes of activity on John Street, which will provide a focus for community activity through shopping, community and professional and other services such as health, finance and social services, and leisure and recreation facilities. They will be located around Baileys Union Park which is the northern gateway to the main street, on the site of Council's current William Street car park and around Pritchard Park, the southern gateway to the main street. The need to access the various services and facilities located at the major nodes will generate pedestrian movement that will activate the main street, encouraging a greater level of commercial investment and renewal along the whole of John Street over time.

The southern node of activity around Pritchard Park will take advantage of its proximity to the Gowrie Centre and associated food and speciality retail to provide a vibrant mixed-use precinct featuring retail and commercial development at street level and residential accommodation above.

The focus of activity in the centre of John Street will build on the existing strong representation of the banking and financial services sector. It will be complemented by a new community focus which will be created on the site of the William Street car park. Here, a major new public space will be provided in the form of a north-facing civic square. It will be connected to John Street via a new pedestrian link.

The square has the potential to be multi-functional and will provide a civic heart for functions or events, as well as provide opportunities for community get-togethers and play. It will be associated with a new Community Services Centre which will provide the focus for community interest and activity. The Services Centre will provide a wide variety of essential social and community services, co-located to share building and administration services and facilities and to be easily accessed by the community. The Community Services Centre building will also provide multi-purpose rooms for community use such as meeting rooms, workshops or venue hire. There may also be potential for the building to accommodate certain Council functions or additional office space for Council staff.

The northern node of activity will be focused on Campbell Street and Baileys Union Park. This will be a mixed-use commercial, retail and residential precinct that takes advantage of the northerly outlook over the park, as well as of its strategic location at the entrance to the town centre.

Key streets in the road network will be of high amenity featuring shade trees and provision of pedestrian and bicycle access linking to larger networks and to key destinations within and beyond the town centre. Footpaths in John Street will be widened to slow down and discourage vehicles access between the two intersections with Ryan Avenue. There will be enlarged corners and generous footpaths that allow for ease of pedestrian movement and access, as well as for footpath dining and casual gathering.

There will be a clear car parking strategy, limiting parking along John Street to short-term parking, with long-term car parking provided in car parks in Laurel Lane and off Ryan Avenue. A lane linking Laurel Lane with Ryan Avenue will link major car parks without the need to access John Street when looking for parking. It will also provide for service access to buildings in John Street.

As part of future traffic and parking investigations, there may also be the potential to develop a new town centre parking policy. This includes exploring possibilities for the 'trading' of day-time and night-time parking, which in turn may offer opportunities for offering parking space requirement discounts for developments located in close proximity to publicly accessible 24 hour operating car parks. Such discounts would need to consider the merits of the development, in particular the contribution towards realising masterplan objectives and principles.

The existing network of lanes and pedestrian linkages between John Street and Laurel Lane, and John Street and Ryan Avenue respectively will be extended over time, to provide a network of pedestrian-friendly lanes overlooked by adjoining shops, to provide active and safe places for walking, shopping and dining. Art or lighting installations will provide additional local interest and colour. Lanes will provide good access between car parks and the main street, to encourage walking to access destinations in and around the main street.

Public open space in the town centre will be enhanced. Baileys Union Park and Pritchard Park will be enhanced to better meet their town gateway function, and to support the development of the activity nodes. They will be enlarged through the provision of linear public plazas or promenades, through the closure of Bourke Lane and the northern portion of John Street East respectively.

The parklands along the Hunter River over time will be developed to provide for a greater range active and passive recreation opportunities, to complement existing open space uses, and the retail and services function of the town centre. This will include the creation of a destination playground in James Rose Park (the northern end of the parklands in close proximity to the main street), to provide a major attraction that will encourage greater use of the town centre for recreation. Other possible facilities may include picnic and barbecue facilities, the 'Singleton Beach' and Anzac Memorial Walk, a community garden and extension and widening of the existing path network. A pedestrian promenade will be built along the full length of the levee and will provide a major new recreational asset. It will be tied in with the network of pedestrian lanes and streets in the town centre to achieve a close level of connection and integration between the main street and the parklands. A program of activities and events will complement or precede capital works and will assist in changing perceptions of Singleton to re-establish the town centre as a place to live, work and play.

The flood risk in the town centre will be mitigated and managed through the provision of building and development controls which ensure street continuity and activation, while offering options to facilitate equal access to shops. Residential development will observe minimum floor levels (Flood Planning Levels) as required by Council's existing planning instruments. Commercial development will continue to be exempt from meeting FPLs, with the setting of Finished Floor Levels up to the developers' discretion.

The structure plan envisages that there may be proportionately significant increases in residential, retail and commercial floor space in the town centre, to meet the needs of the growing population. It has the potential to accommodate an increase in excess of 100 additional residential dwellings per annum over the next five years, and possibly beyond. There will be

4.2 BUILDING TYPOLOGIES

a mix of housing choices to complement existing single and double storey dwellings, in buildings ranging from three to five storeys in height. All building design will need to demonstrate good urban design principles in building location, envelope and design. Exceptions to height limits would only be considered on a merit basis and where they are shown to be consistent with the masterplan principles and objectives. Housing types will include terrace houses and townhouses, shop-top units, multi-unit or mixed buildings, affordable housing, and short-term accommodation such as motels and serviced apartments.

The building height strategy will limit building heights in areas with strong heritage and conservation values, in traditional residential cottage areas, and at the heart of the main street where the narrow subdivision pattern limits building height based on constructability.

A number of potential building forms and types have been identified as suitable for Singleton. They include

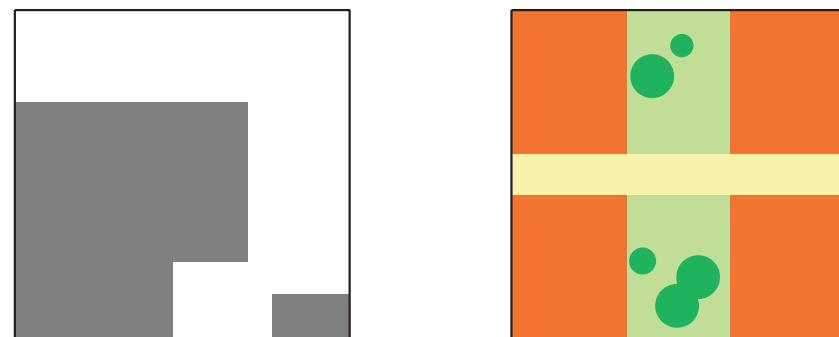
1. multi-storey mixed-use or residential buildings
2. infill development, and
3. row or terrace housing

The following section provides a brief overview and illustrations of the various building forms.

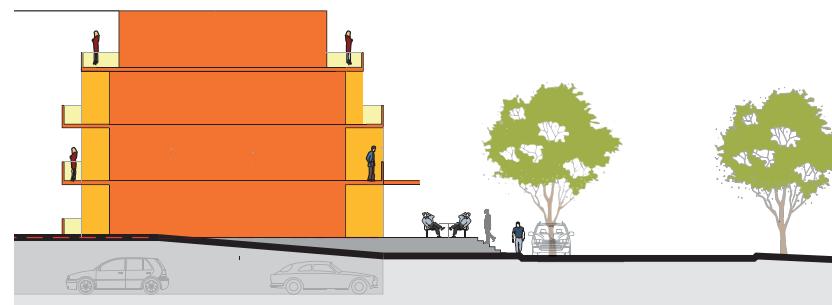
4.2.1 Multi-Storey Development

Multi-storey mixed use or residential development would be suitable for larger lots or consolidated land holdings. They may range from three to five storeys in height and include either semi-basement car parking (raising ground-floor levels above flood levels), basement car parking or at grade parking at the rear of buildings where sufficient site area exists.

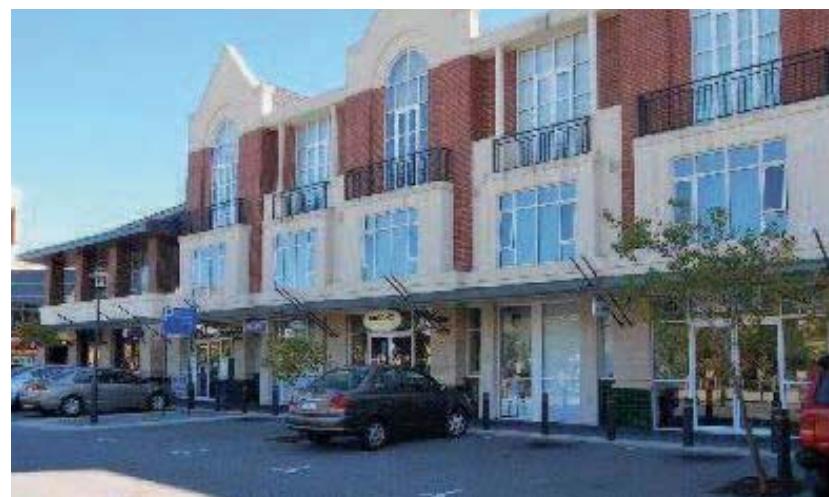
Mixed use development would feature retail, commercial or dining uses on the ground floor, to provide a high level of interaction with the street, as well as passive surveillance.



Multi-storey development: diagrams illustrating existing building footprint (left) versus potential future building footprint (right)



Multi-storey development: cross sectional diagram illustrating semi-basement car parking and ground floor retail/ commercial overlooking adjoining public space



Examples of multi-storey developments including activation at ground level (centre and bottom)

4.2.2 Infill Development

Infill development either complements or alters existing development, without removing the existing building. There are two types of infill development:

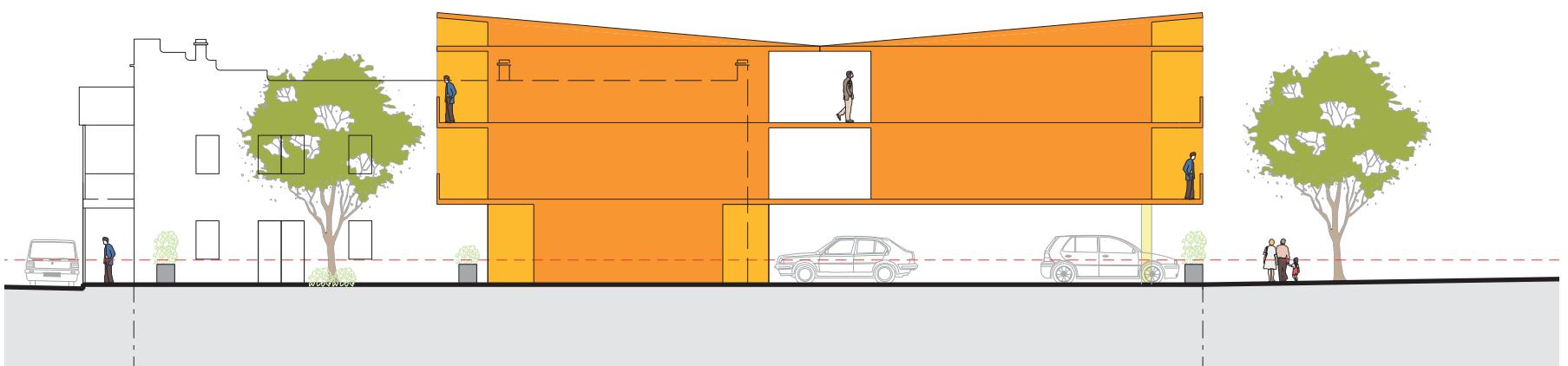
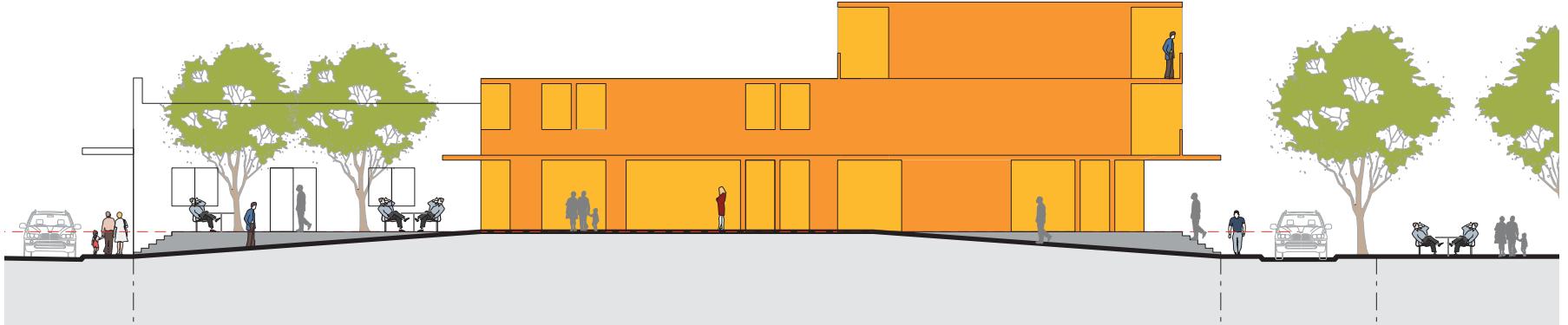
1. Additional development on existing developed land holdings. This may occur on larger sites which are only partially developed, such as in association with existing character or heritage buildings.
2. Alterations and additions to existing buildings such as renovations and extensions including both horizontal (increase in area of existing buildings) and vertical extensions (increase in height) such as shop-top developments.



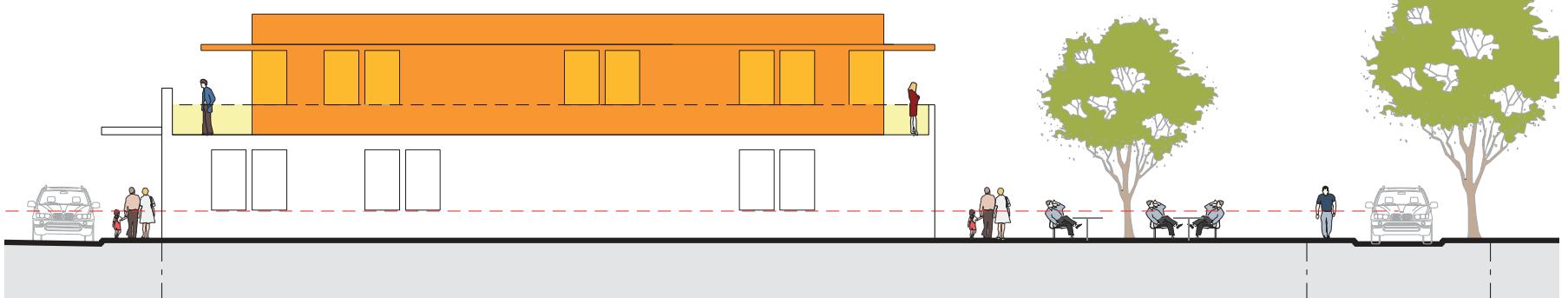
Photographs illustrating examples of infill developments on existing developed lots



Photographs illustrating examples of alterations and additions to existing buildings



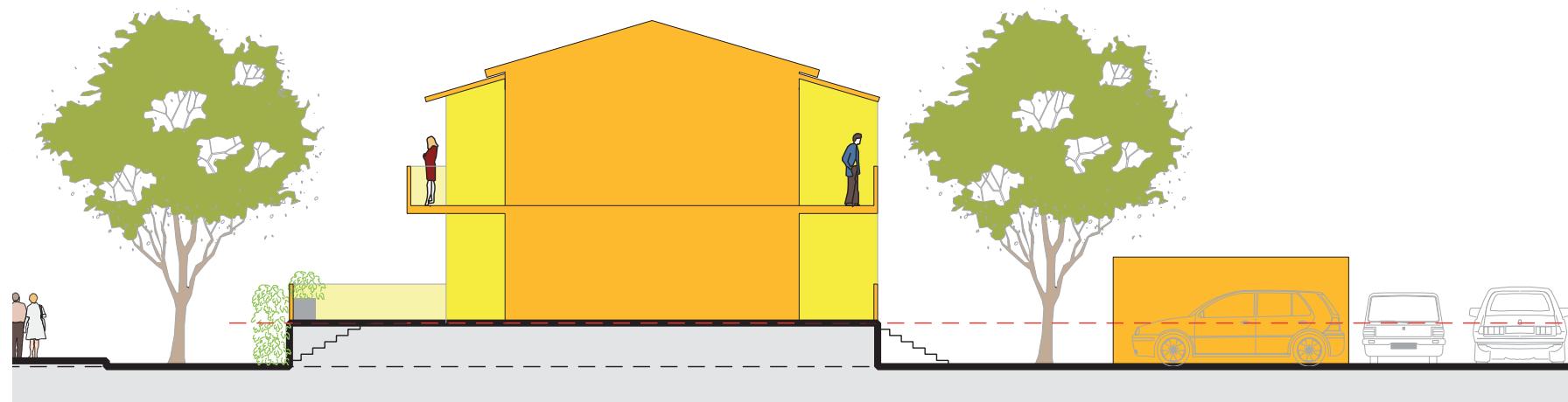
Sections illustrating examples of infill developments on existing developed lots



Section illustrating shop-top development

4.2.4 Row or Terrace Housing

Row or terrace housing would be a suitable form of development for smaller lots, or in areas with existing low density housing. It provides an alternative to dual occupancy development that is in keeping with the character of residential housing in the conservation area, while providing better street activation and potentially higher yields to meet population pressures. In addition, terrace housing is a development type that is suitable and feasible for owner-builders or small-scale developers with limited access to the levels of finance that would be required for mixed-use development



Cross section illustrating typical terrace house overlooking the street and with rear-lane access, courtyard and garage



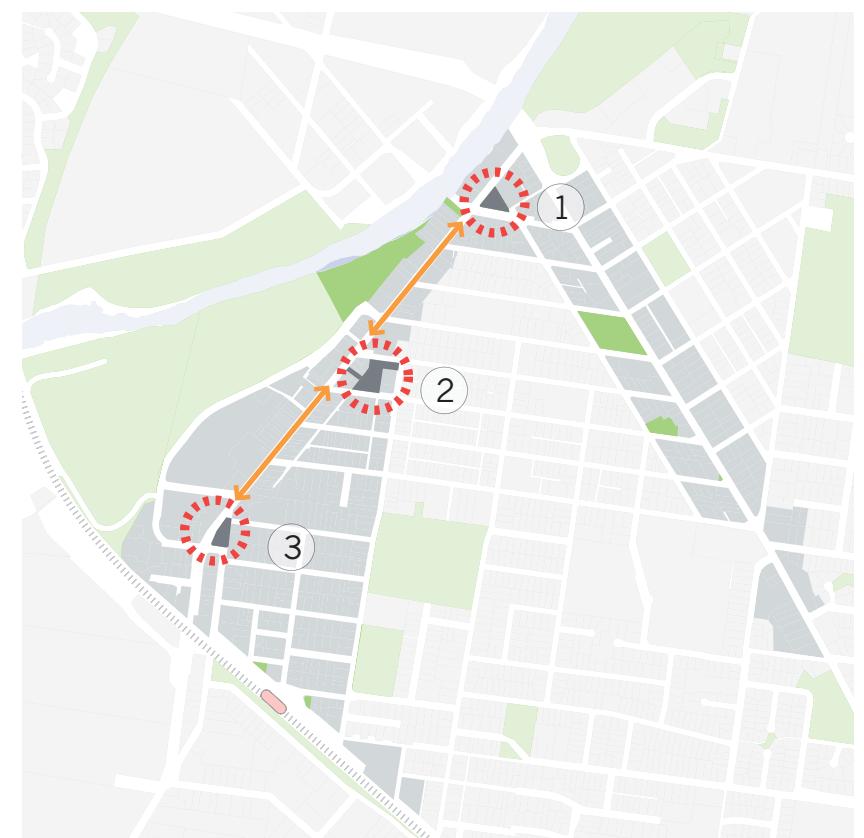
Photographs illustrating examples of row or terrace housing

4.3 KEY DEVELOPMENT SITES

The masterplan has identified three key development sites. They are located along John Street, in the following locations:

1. the area around Baileys Union Park Gateway
2. the Town Square Precinct focused on Council's William Street car park, and
3. the area around Pritchard Park.

The location of key development sites was based on the findings of the site analysis, including current land ownership patterns and the height and type of existing building stock. Existing buildings of low value (based on basic construction type and height) are considered to offer the greatest potential for redevelopment and renewal within the life of the masterplan, based on feasibility constraints.

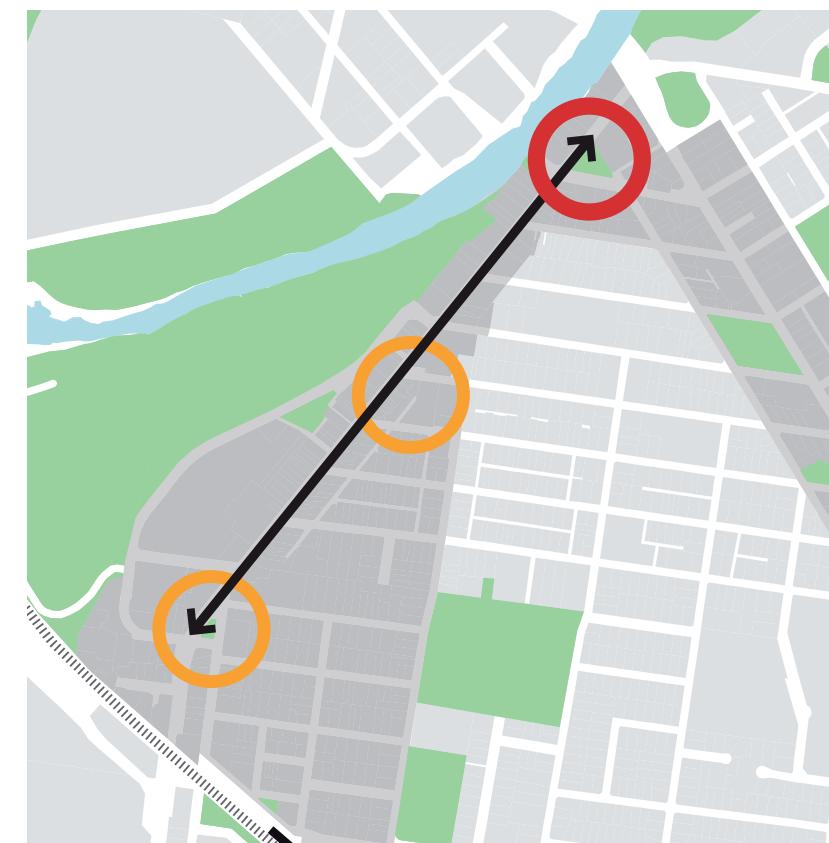


*Illustration 4.3.1
Location of key redevelopment sites*

4.3.1 Baileys Union Park Gateway

The northern key development site is located on Campbell Street where Baileys Union Park and Pearce Park together provide a gateway to John Street, for people accessing the town centre from the New England Highway, from Queen Street and from Singleton Heights and Dunnolly via the Dunnolly Ford Bridge.

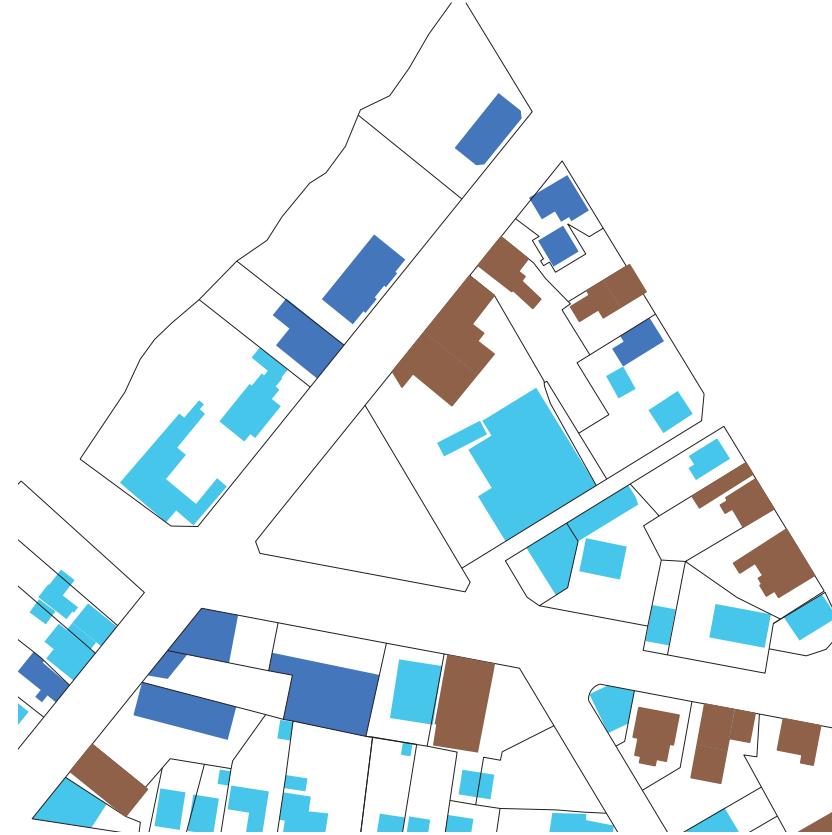
The diagrams on the following page summarise the identification of the major opportunity sites within the precinct.





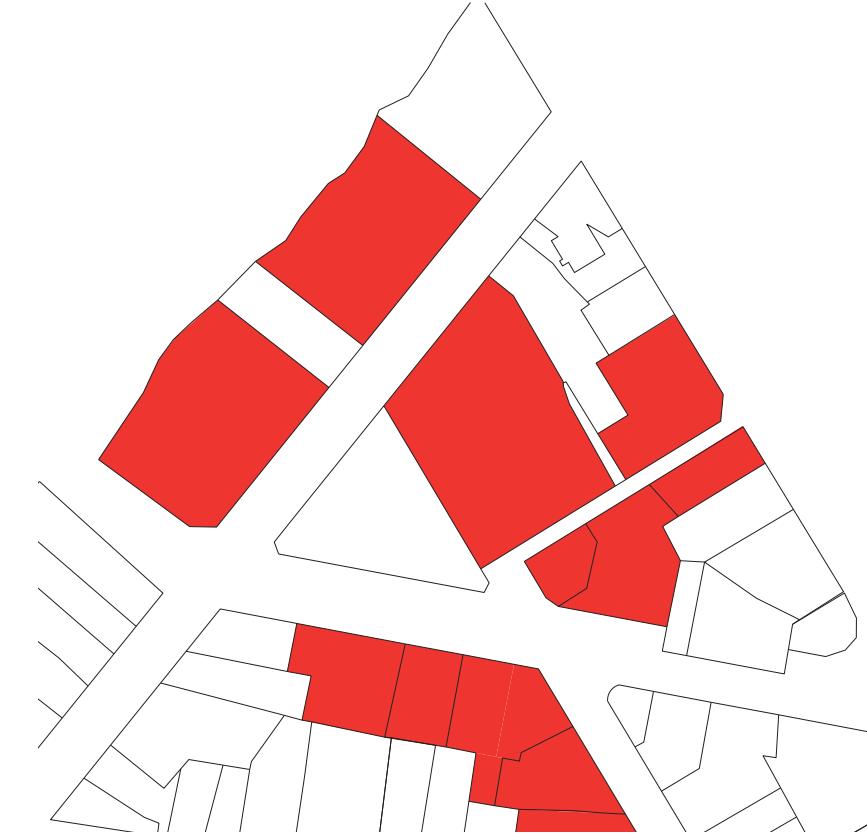
LOT SIZE AND OWNERSHIP

- Lot boundary
- Ownership boundary
- Single lot in private ownership
- Adjoining lots in private ownership
- Single lot in corporate ownership
- Adjoining lots in corporate ownership
- Government owned land



EXISTING DEVELOPMENT SCALE

- Lot boundary
- 1 storey building
- 2 storey building
- 3 storey building
- Heritage-listed building



OPPORTUNITY SITES

- Lot Boundary
- Redevelopment Sites

Illustration 4.3.3

Identification of redevelopment opportunity sites for the Baileys Union Park Gateway

Baileys Union Park Gateway Structure Plan

The Baileys Union Park Gateway precinct forms the northern activity node and gateway to John Street. It is focused around the park and includes Campbell Street which will be the key link between George Street and John Street. The precinct will be a mixed use commercial, retail and residential precinct. The majority of future development will overlook Baileys Union Park, taking advantage of the green outlook and recreation facilities, as well as providing good passive surveillance for the park.

The park will be enhanced to provide a safe and attractive setting for community gatherings, as well as to enhance its gateway marker function. Suitable features may include a local playground, picnic or barbecue facilities, garden or flower beds to complement existing trees, and a sculptural element. The existing memorial will be retained. On the northern side of the park a pedestrian promenade would provide access to terrace houses overlooking the park, as well as facilitate public use and access. The promenade would connect across John Street and link to the parklands promenade along the Hunter River levee.

Campbell Street will be widened to provide two lanes of traffic plus a parking lane to each side. There will be a continuous footpath around the park's perimeter. Footpaths in John Street will be widened and the street will feature a travel and a parking lane in each direction.

Depending on land owner access to funding, feasibility and market demand, there are a number of redevelopment options for the precinct. They vary according to the degree of mixed-use development, as follows:

1. Option 1 - refer Illustration 4.3.4:
two to three storey residential terrace house development north of Bourke Lane with up to four storey mixed-use residential and commercial development on remaining opportunity sites along John and Campbell Streets
2. Option 2 refer Illustration 4.3.5:
two to three storey residential terrace house development north of Bourke Lane and along John Street, with up to four storey mixed-use residential and commercial development along Campbell Street, taking advantage of the northerly outlook for commercial tenancies

3. Option 3 refer Illustration 4.3.6:

two to three storey residential terrace house development on all land surrounding and overlooking the park

Potential Future Character

The photographs in Illustrations 4.3.15 to 4.3.17 and the typical street cross sections in Illustrations 4.3.7 to 4.3.7 provide an indication of the possible future character of the precinct, including building forms, open space and streetscape. These should be considered in conjunction with the overall structure plan, building typologies indicated in section "4.2 Building Typologies" and the masterplan principles in section "3 Redevelopment Principles".

Potential Shadow Impacts

The diagrams in Illustration 4.3.13 and 4.3.14 indicate the potential shadow impacts on the precinct, as a result of the different development options and associated building heights.

The diagrams indicate that a maximum building height of up to four storeys would be acceptable in terms of the impact on the public domain and adjoining properties.

Potential Dwelling Yield

Based on the development options developed for the precinct, potential dwelling yields were calculated to determine the number of additional dwellings that would be accommodated, as well as the potential additional commercial floor area. Both a three and a four storey height scenario were used for mixed-use buildings. The following table summarises the theoretical maximum yields that may be able to be achieved in the precinct.

OPTION	Net Floor Area (m ²)-Commercial *	Row houses/terraces (#)	Multi-unit dwellings (#)	Total dwellings (#)
Option 1 with up to 3 storey high mixed use buildings	3,970	35	104	139
Option 1 with up to 4 storey high mixed use buildings	3,970	35	149	184
Option 2 with up to 3 storey high mixed use buildings	1,165	56	50	106
Option 2 with up to 4 storey high mixed use buildings	1,165	56	71	127
Option 3	0	67	0	67

* Ground floor only

The table indicates that the precinct would theoretically be able to accommodate an increase of up to 184 residential dwellings, or about 36% of the anticipated dwelling need over the next 5 years.

It is important to note that the realisation of this potential relies on private land owners to either sell or seek the initiative to redevelop their land holdings.



Illustration 4.3.4
Baileys Union Park Gateway Redevelopment Option 1



Illustration 4.3.5
Baileys Union Park Gateway Redevelopment Option 2



Illustration 4.3.6
Baileys Union Park Gateway Redevelopment Option 3

LEGEND

- Ownership boundary
- Yellow square: Terraces/ townhouses
- Orange square: Multi-unit development
- Red square: Mixed use development
- Yellow-green square: Public space (square/ lanes)
- Light green square: Public space (open space)
- Light green square: Private open space
- Brown square: Heritage-listed building
- Dark grey square: Existing buildings
- ↔ Pedestrian link

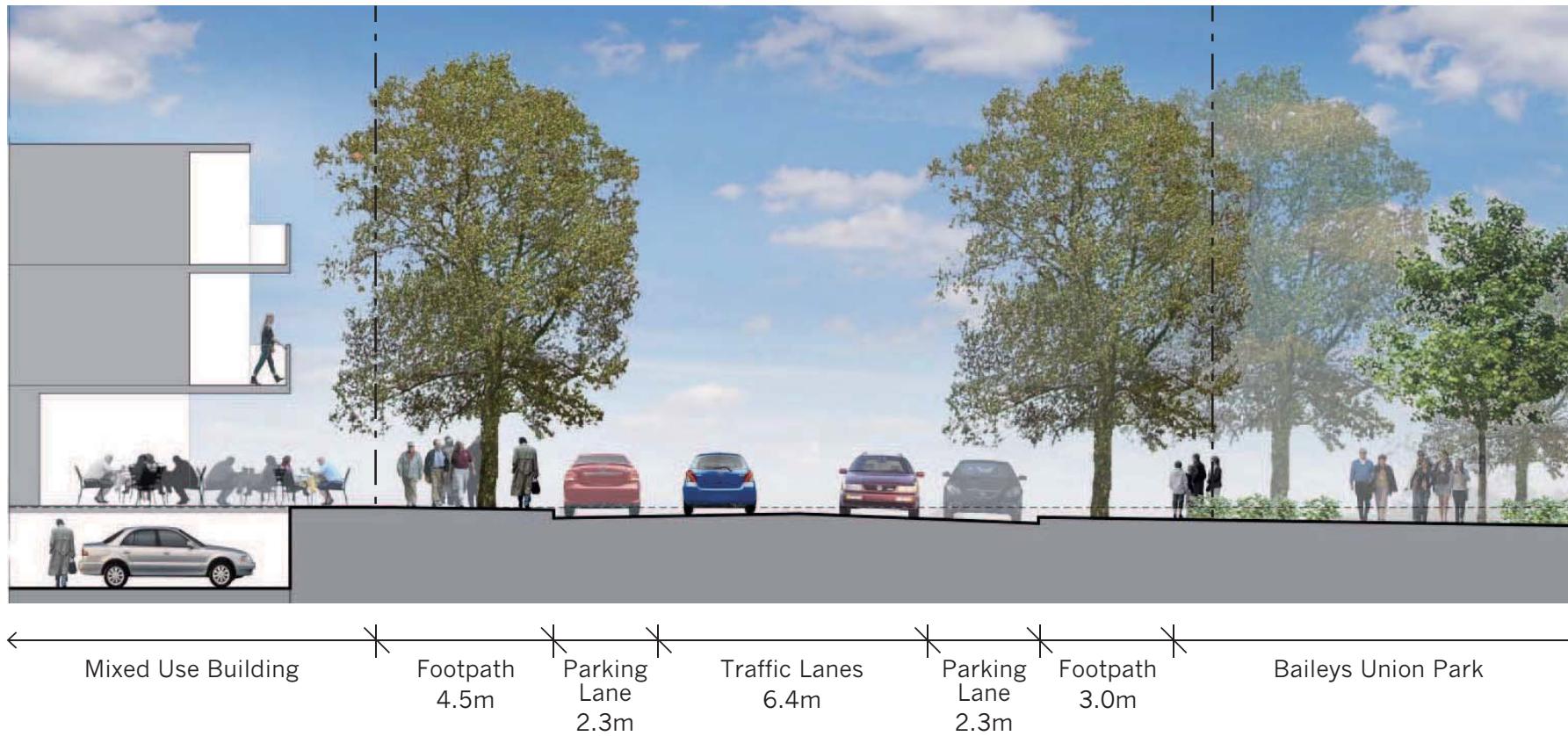


Illustration 4.3.7
Indicative cross section through John and Campbell Streets showing mixed-use development overlooking the park (Option 1)



Illustration 4.3.9
Diagram illustrating location of cross sections

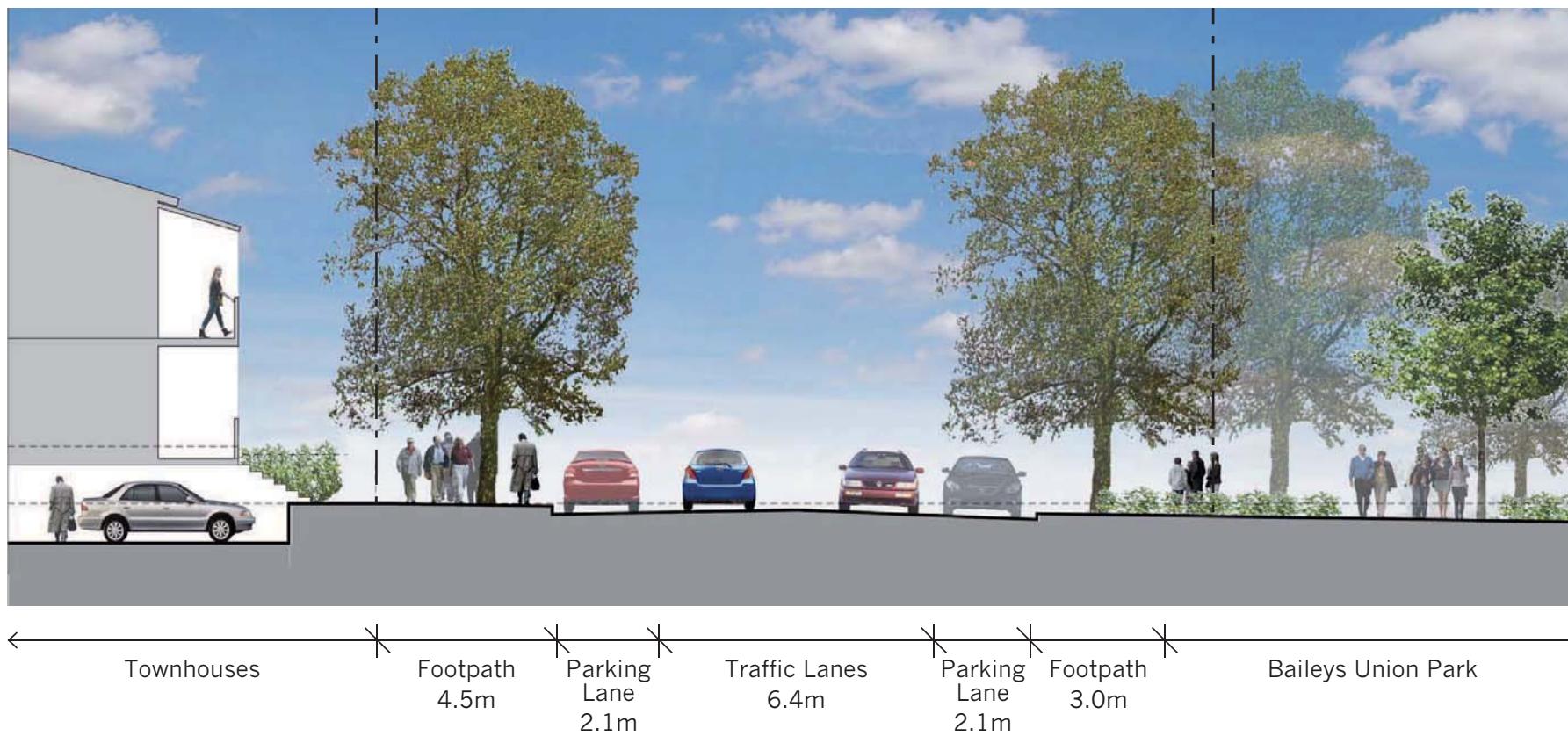


Illustration 4.3.8
Indicative cross section through John and Campbell Streets showing terrace housing (Option 3)

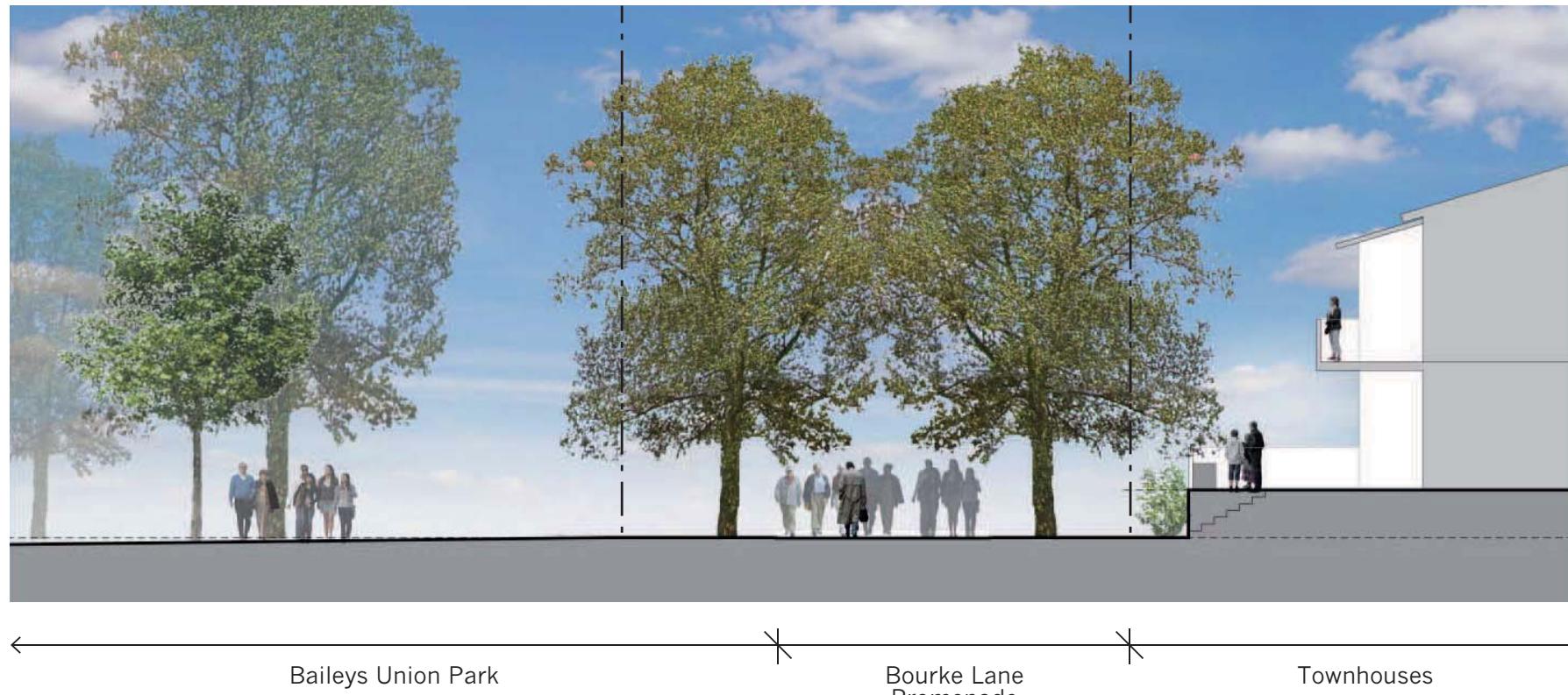


Illustration 4.3.10
Indicative cross section through Bourke Lane showing terrace housing overlooking the park (all options)



Illustration 4.3.12
Diagram illustrating location of cross sections

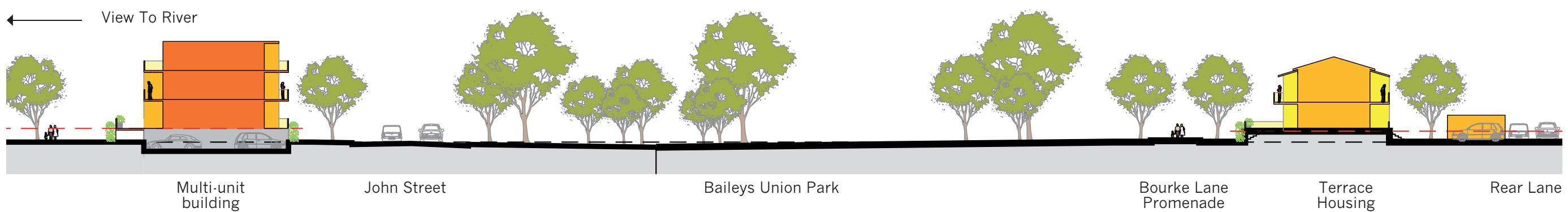


Illustration 4.3.11
Indicative cross section through John Street, Baileys Union Park and Bourke Lane (Option 1)

OPTION 1
with four storey mixed-use development

10 am



OPTION 3
with two storey terrace houses



4 pm



Illustration 4.3.13
Diagrams illustrating potential shadow impacts on the precinct during summer (at 10am and 4pm respectively)

OPTION 1
with four storey mixed-use development

10 am



OPTION 3
with two storey terrace houses



4 pm



Illustration 4.3.14

Diagrams illustrating potential shadow impacts on the precinct during winter (at 10am and 4pm respectively)



*Illustration 4.3.15
Potential future character - mixed use buildings with street activation through footpath dining and shops*



*Illustration 4.3.16
Potential future character - row housing overlooking the park*



*Illustration 4.3.16
Potential future character - gateway park and streetscape*



Illustration 4.3.17
Artist impression of the Baileys Union Park Gateway - looking west along Campbell Street

4.3.2 Town Square Precinct

The Town Square Precinct is located approximately half-way along John Street, in a central location adjoining the Town Square Complex - refer Illustrations 5.3.17 and 5.3.18. It will complement existing services and facilities in John Street and attract and generate pedestrian movement within the Precinct, as well as from the northern and southern activity nodes.

The diagrams on the following page summarise the process of identifying the major opportunity sites.

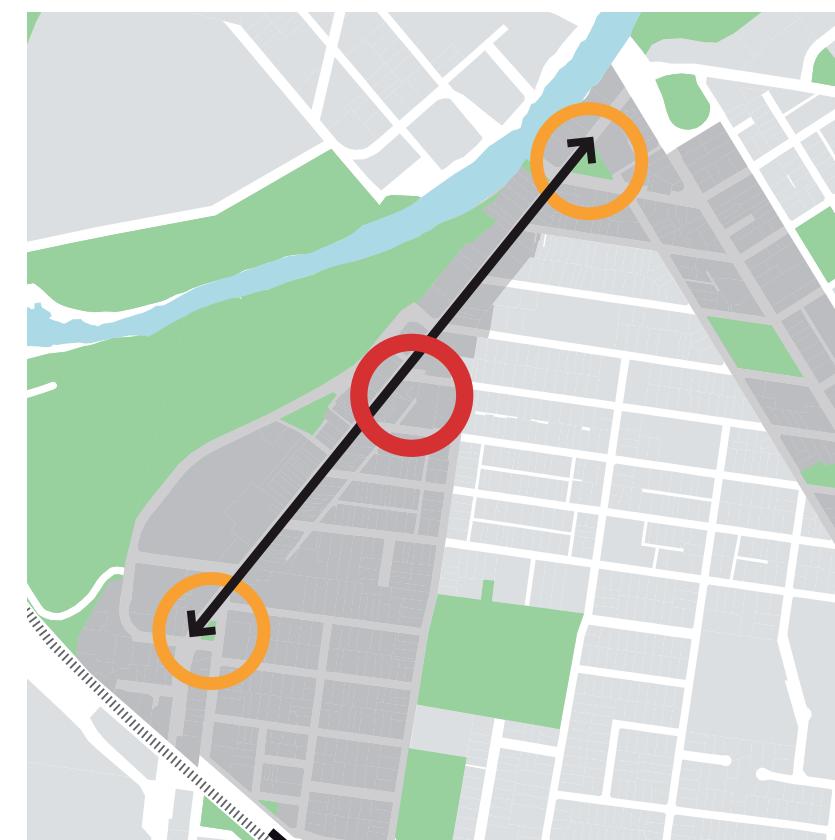


Illustration 4.3.17
Location of the Town Square Precinct relative to John Street

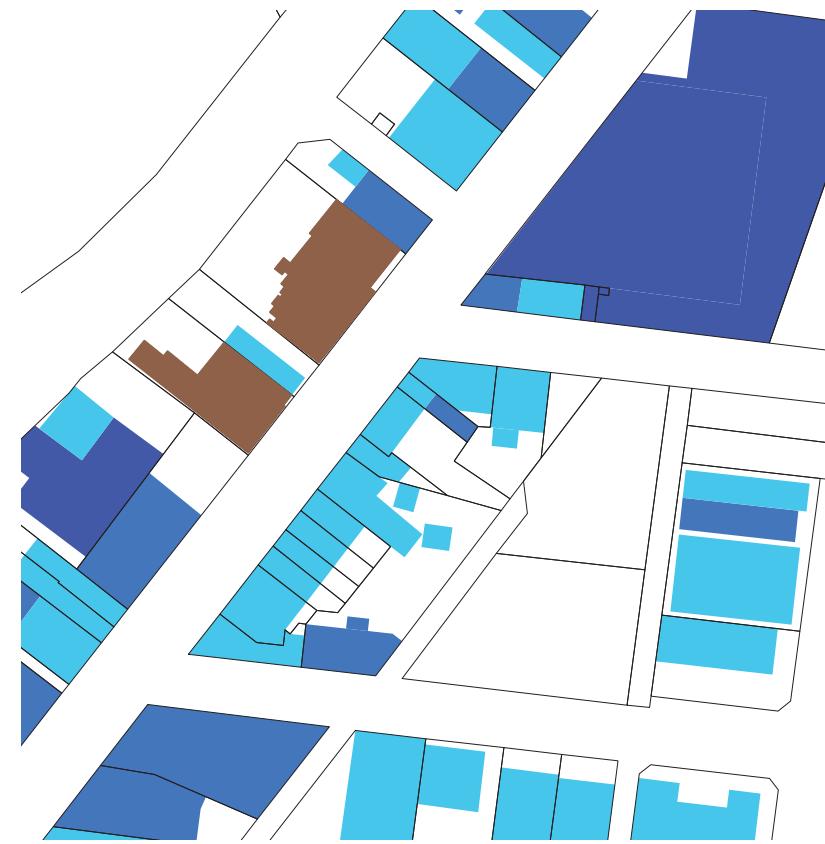


Illustration 4.3.18
Aerial photograph of the Town Square Precinct



LOT SIZE AND OWNERSHIP

- Lot boundary
- Ownership boundary
- Single lot in private ownership
- Adjoining lots in private ownership
- Single lot in corporate ownership
- Adjoining lots in corporate ownership
- Government owned land



EXISTING DEVELOPMENT SCALE

- Lot boundary
- 1 storey building
- 2 storey building
- 3 storey building
- Heritage-listed building



OPPORTUNITY SITES

- Lot Boundary
- Redevelopment Sites

Illustration 4.3.19

Identification of redevelopment opportunity sites for the Town Square Precinct

Town Square Precinct Structure Plan

As shown in Illustration 4.3.19, key redevelopment sites in the Town Square Precinct include Council's William Street car park and surrounding land parcels between John Street and Bathurst Street, as well as the Australia Post site in John Street. A number of other properties offer potential for infill development of for terrace house development.

The William Street car park just off John Street is one of the few Council-owned land holdings in the town centre, providing an opportunity for Council to initiate and lead the redevelopment and renewal of the Singleton Town Centre. Together with adjoining larger land holdings, the structure plan for the precinct identifies the opportunity to provide a major new civic space on the car park site, with a pedestrian corridor through the lots at 143-145 John Street. This provides a direct link to the banking, services and retail strip along John Street. Redevelopment of these lots will have active shop fronts and overlook the pedestrian link. A crossing would provide access across John Street, with a new pedestrian link between the Club House and Criterion Hotels providing access and visual connection to the river parklands.

The north-facing square has the potential to cater for a range of uses or functions at different times of the day or week. These may include temporary uses such as farmers' markets or civic functions (also refer section 5.5 Non-Capital Works) and would be complemented by facilities that support frequent and ongoing use of the space such as shade trees, seating and opportunities for play and informal community gatherings. The square will be framed and overlooked by new buildings (including infill buildings) on all sides, to provide a highly interactive space. On the southern side and elevated on a podium with seating steps overlooking the square, will be the new Community Services Centre which will generate a high level of use and activity in the precinct, as well as complement the Youth Centre in Pitt Street. It will provide a wide variety of essential social services as well as provide multi-purpose rooms for community use such as meeting rooms, workshops and a small hall or venue hire.

The remaining car park and Council land holdings will be developed with multi-unit residential or mixed use dwellings on Pitt Street and on the corner of William and Bathurst

Street respectively, taking advantage of the heart of the town centre location with good access to services. All new buildings surrounding the square will have semi-basement car parks to meet car parking needs and to raise ground floors to flood free levels. A public at grade car park will be provided south of the Community Services building, to ensure continued provision of public parking in the town centre. Laurel and Mint Lanes would continue to provide vehicular and service access to adjoining properties. They will work in tandem as a pair of one-way lanes.

Other key outcomes in the precinct will include the redevelopment of the combined Australia Post and telephone exchange site into a mixed-use development featuring active shop fronts along John Street, as well as along a new pedestrian street through the centre of the site, providing access and views to the river parklands.

Footpaths along John Street will be widened and will feature the provision of kerb blisters at intersections that would calm traffic and provide places for outdoor dining and informal community gatherings. New tree planting will provide additional amenity and shade and be located to frame heritage buildings.

North of Williams Street, Annes Lane will be closed to vehicular traffic and converted into a pedestrian plaza offering opportunities for alfresco dining, and again, improved visual and physical connections to the parklands and river.

Last, the structure plan identifies the opportunity for infill development to the rear of heritage buildings including the Criterion and Club House Hotels. This would be primarily multi-unit residential development and could include accommodation or dining/ restaurants to complement existing hotel functions. Infill development would take advantage of the pleasant outlook over the river parklands, as well as provide a more consistent street definition along Ryan Avenue, including an active and attractive facade. Development access would be from Ryan Avenue, and consideration would need to be given to the provision of parking.

Beyond the precinct in James Cook Park in the river parklands, a new destinational playground will be located where it is easily accessed by people visiting the town centre or the parklands. It will provide a major place for recreation and community

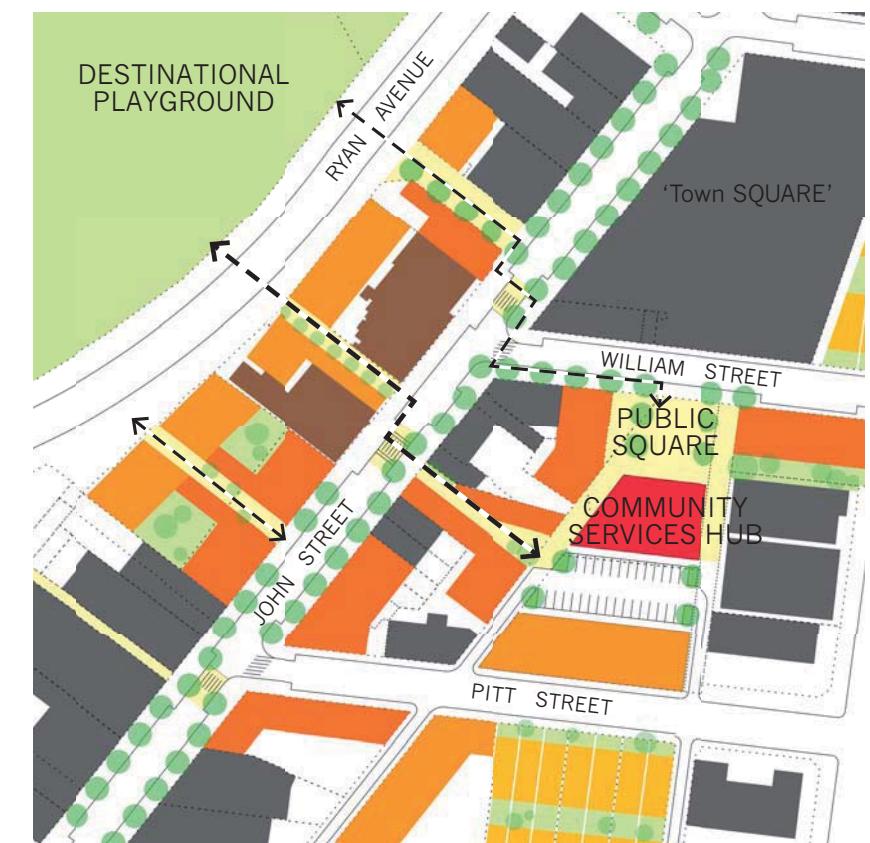


Illustration 4.3.20
Town Square Precinct Structure Plan

LEGEND

- Ownership boundary
- Yellow box Terraces/ townhouses
- Orange box Multi-unit development
- Red box Mixed use development
- Light yellow box Public space (square/ lanes)
- Light green box Public space (open space)
- Dark green box Private open space
- Brown box Heritage-listed building
- Dark grey box Existing buildings
- ← → Pedestrian link

interaction, complementing the respective business and recreation functions of the town centre and parklands.

Potential Future Character

The photographs in Illustrations 4.3.25 to 4.3.27 and the typical street cross sections in Illustration 4.3.21 provide an indication of the possible future character of the precinct, including building forms, open space and streetscape. These should be considered in conjunction with the overall structure plan, the building typologies indicated in section “4.2 Building Typologies” and the masterplan principles in section “3 Redevelopment Principles”.

Potential Shadow Impacts

The diagrams in Illustration 4.3.23 and 4.3.24 indicate the potential shadow impacts on the precinct, as a result of the proposed redevelopment, showing options for two-storey and four-storey maxim building heights respectively.

The diagrams indicate that a maximum building height of up to four storeys would be acceptable in terms of the impact on the public domain and adjoining properties.

Potential Dwelling Yield

Based on the precinct structure plan, potential dwelling yields were calculated to determine the number of additional dwellings that would be accommodated, as well as the potential additional commercial floor area. Both a three and a four storey height scenario were used for mixed-use buildings. The following table summarises the theoretical maximum yields that may be able to be achieved in the precinct.

OPTION	Net Floor Area (m ²)- Commercial	Row houses/ terraces (#)	Multi-unit dwellings (#)	Total dwellings (#)
3 Storey Height Limit	13,800 *	15	134	149
Buildings on Council land	540 *^	0	42	42
Community Services Building	1,850	0	0	0
TOTAL	16,190	15	176	191
4 Storey Height Limit	13,800 *	15	190	205
Mixed Use Buildings on Council land	540 *^	0	58	58
Community Services Building †	1,850 †	0	0	0
TOTAL	15,580	15	248	263

* Ground floor only

^ William Street building only

† limited to three storeys

The table indicates that the precinct would theoretically be able to accommodate an increase of up to 263 residential dwellings, or about 52% of the anticipated dwelling need in the town centre over the next five years.

In contrast to the Baileys Union Gateway, in this precinct there is the opportunity for Council to lead redevelopment through a

catalytic project on its own lands. While the inclusion of private lands to facilitate the through link to John Street is desirable, it is not critical in terms of the implementation of the structure plan and the precinct’s renewal.

Over time, increased activity and land values in the precinct, together with changes in perception of the function of the town centre may encourage other land holders or developers to rejuvenate or redevelop their properties.

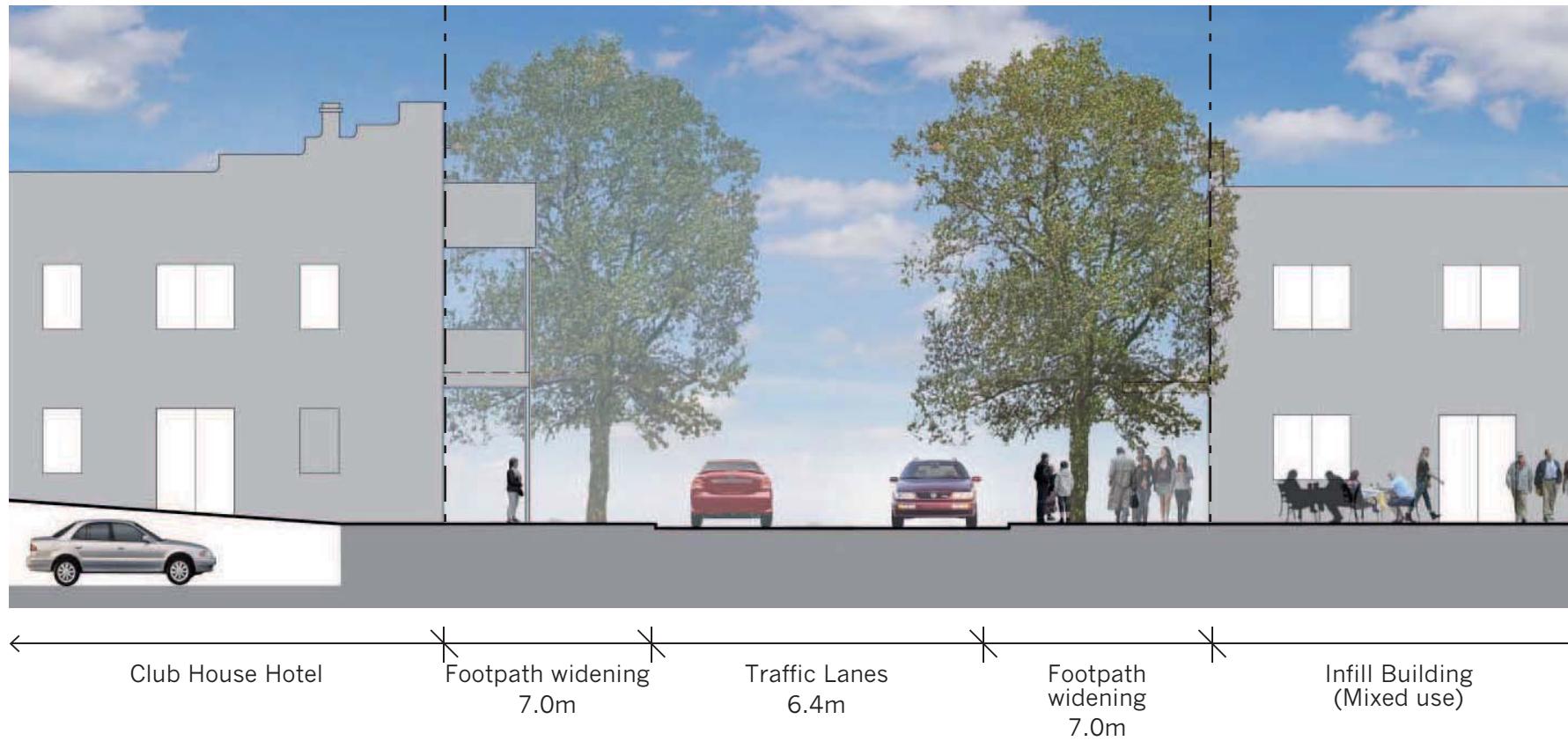
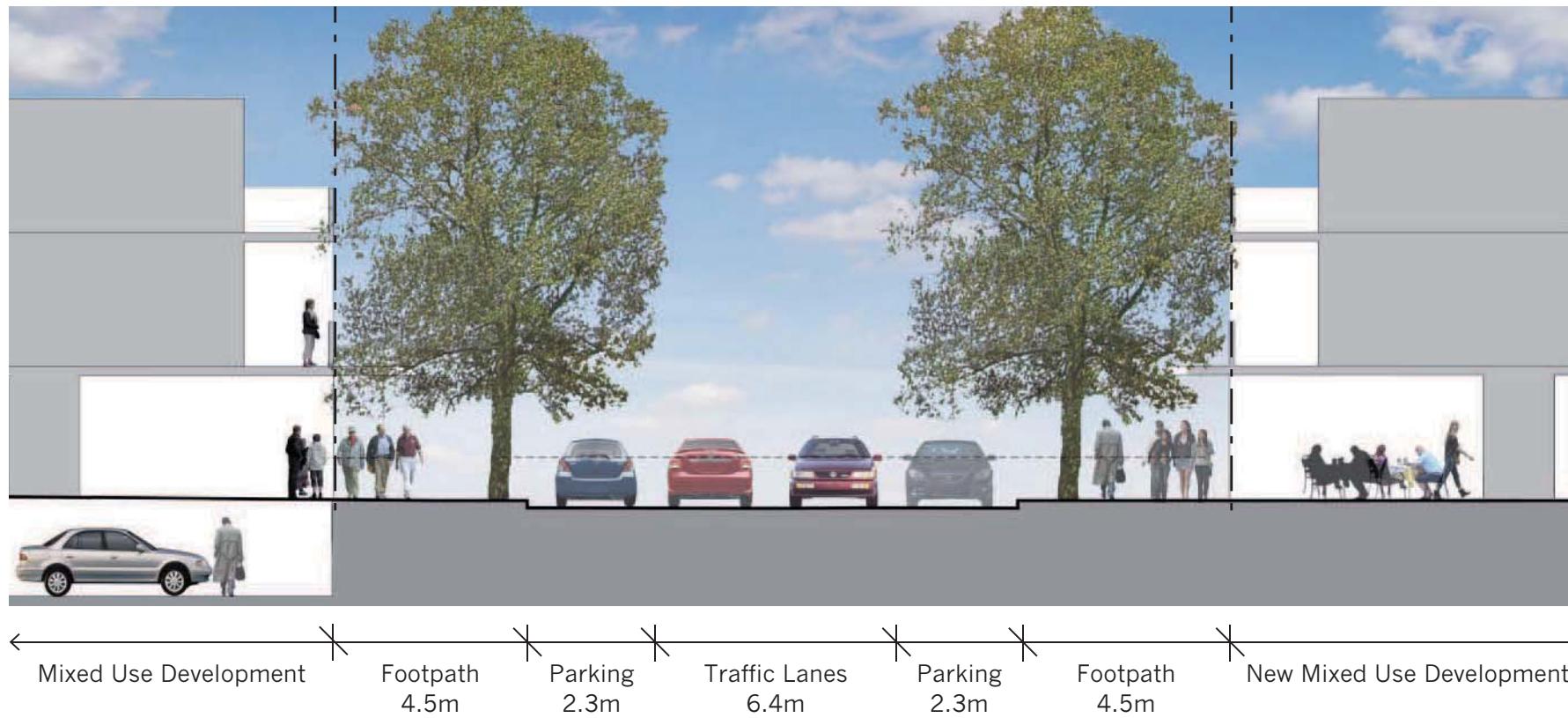


Illustration 4.3.21
Indicative cross section through John Street showing widened footpaths and street activation (top and bottom) and removal of parking lanes to reduce the road width at pedestrian crossings (bottom)

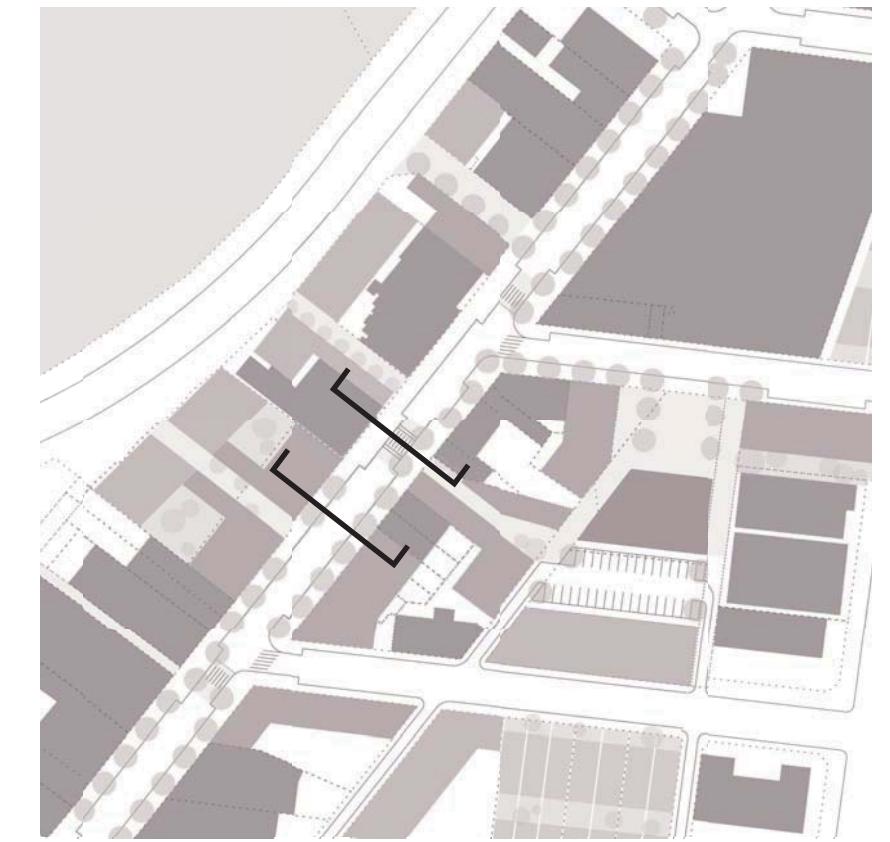
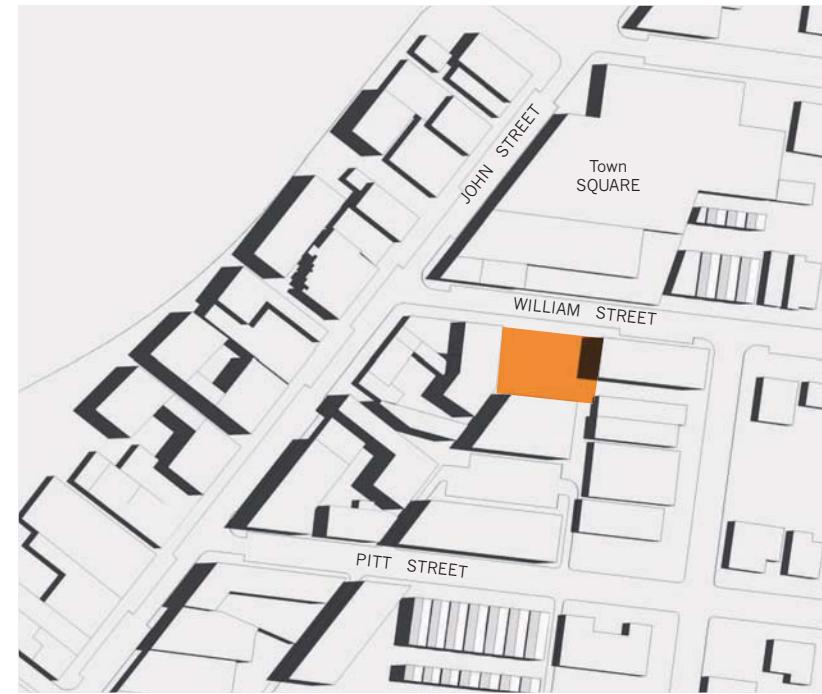


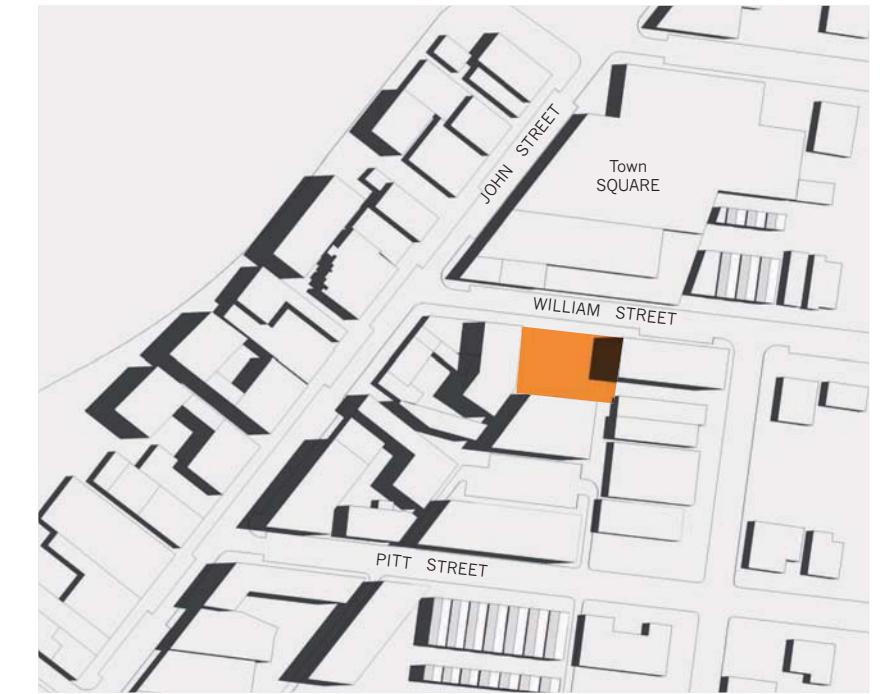
Illustration 4.3.22
Diagram illustrating location of cross sections

OPTION A:
two storey height limit

10 am



OPTION B:
four storey height limit



4 pm

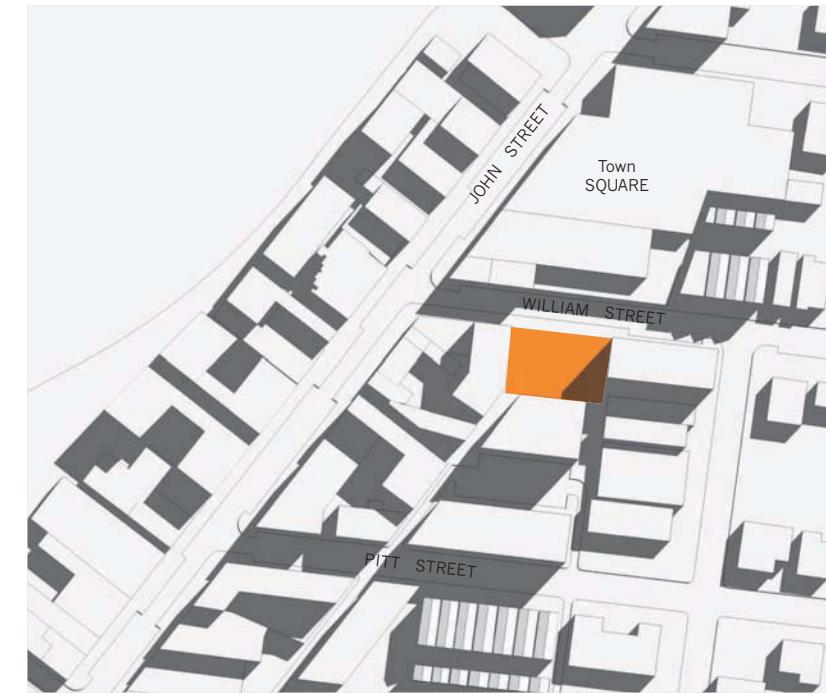


Illustration 4.3.23

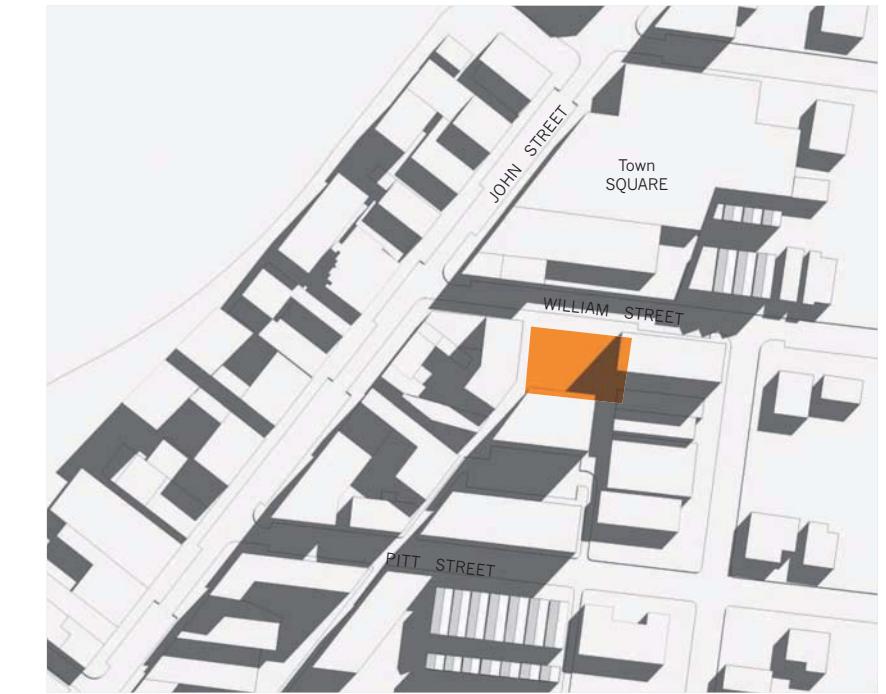
Diagrams illustrating potential shadow impacts on the precinct during summer (at 10am and 4pm respectively)

OPTION A:
two storey height limit

10 Am



OPTION B:
four storey height limit



4 pm



Illustration 4.3.24

Diagrams illustrating potential shadow impacts on the precinct during winter (at 10am and 4pm respectively)

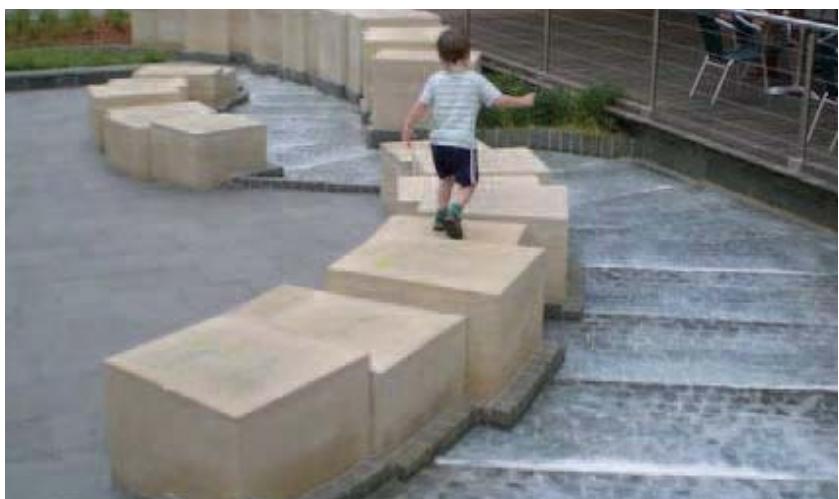


Illustration 4.3.25
Potential future character - civic square



Illustration 4.3.26
Potential future character - lane and footpath dining

Illustration 4.3.27
Potential future character - community building and square



Illustration 4.3.28

Artist impression of the new civic square and community services building

4.3.3 Pritchard Park Gateway

The southern key development site is located in John Street, at the southern entrance to the town centre where Pritchard Park provides a gateway, for people accessing the town centre via the Putty Road and Golden Highway and from the Kelso Street.

The diagrams on the following page summarise the identification of the major opportunity sites within the precinct.

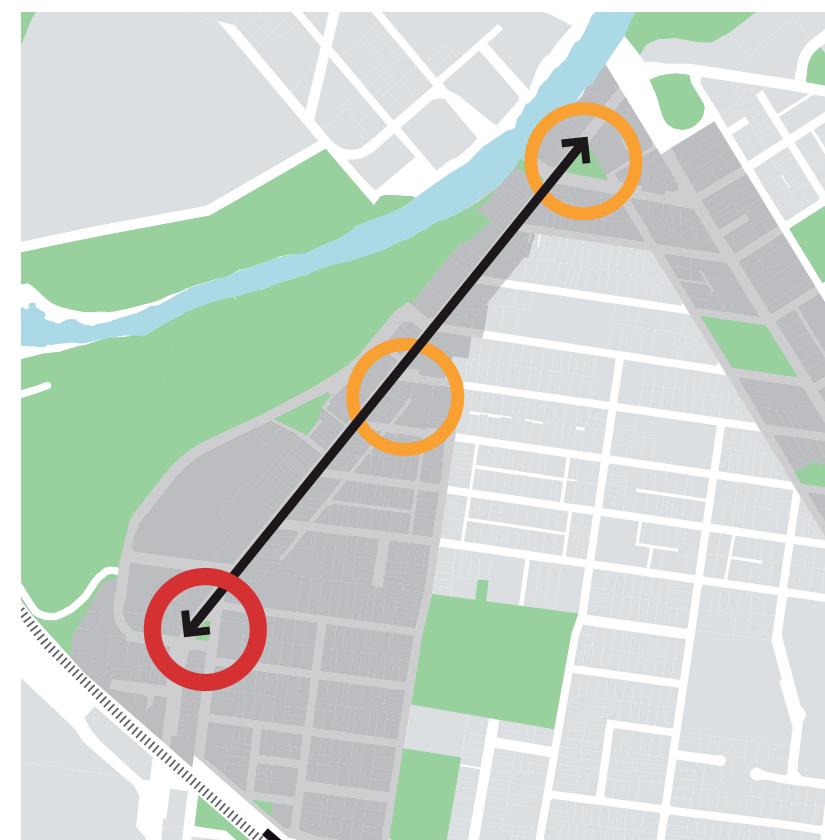
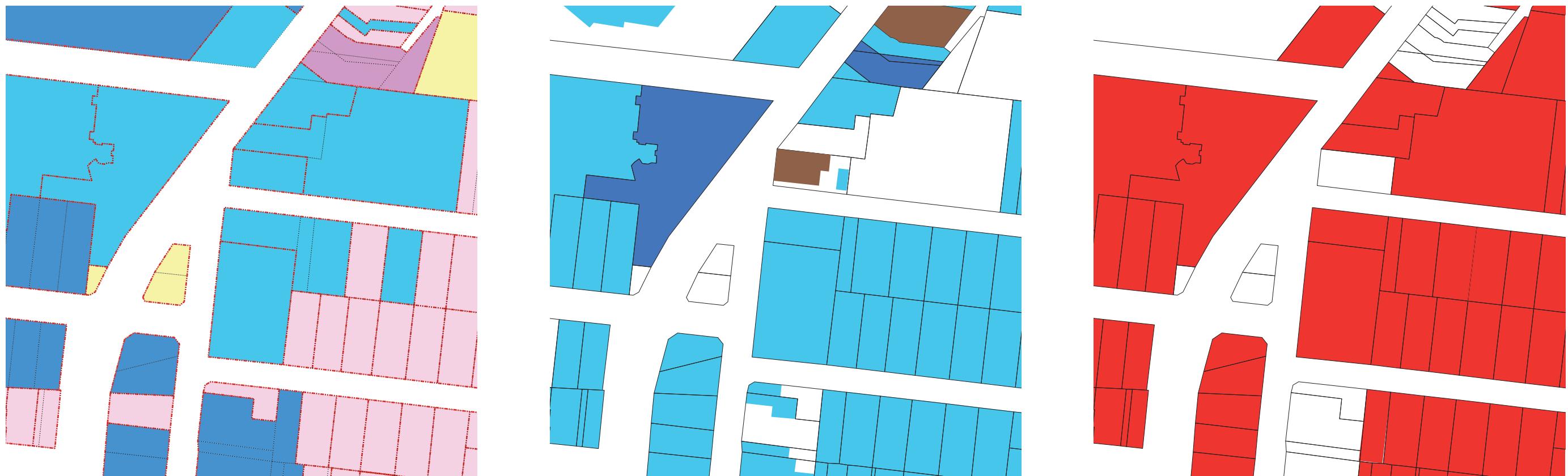


Illustration 4.3.28
Location of the Pritchard Park Gateway relative to John Street



Illustration 4.3.29
Aerial photograph of the Pritchard Park Gateway



LOT SIZE AND OWNERSHIP

- Lot boundary
- Ownership boundary
- Single lot in private ownership
- Adjoining lots in private ownership
- Single lot in corporate ownership
- Adjoining lots in corporate ownership
- Government owned land

EXISTING DEVELOPMENT SCALE

- Lot boundary
- 1 storey building
- 2 storey building
- 3 storey building
- Heritage-listed building

OPPORTUNITY SITES

- Lot Boundary
- Redevelopment Sites

Illustration 4.3.30

Identification of redevelopment opportunity sites for the Pritchard Park Gateway

Pritchard Park Gateway Structure Plan

The Pritchard Park precinct forms the southern activity node and gateway to John Street. It is focused around the park and includes John Street West and East. The junction of the two John Streets opposite the Central Hotel provides an opportunity to create a new small square to complement the public space focus of the park. The precinct will be a mixed use commercial, retail and residential precinct that takes advantage of the proximity of the Gowrie Centre, including retail and other services. Future development will address John Street and Pritchard Park, transforming both into vibrant public spaces at the southern end of the main street.

Much development in the precinct will take place on land currently used for industrial purposes, including the Franklins Mall/ Singleton Plaza. The former Toyota site and vacant land adjoining the Telstra land in Gas Street also represent major opportunities to revitalise the precinct through redevelopment and increased residential densities.

Pritchard Park itself will be enhanced to provide a safe and attractive setting for community gatherings, as well as to enhance its gateway marker function. In addition to a paved square outside the Central Hotel, suitable features may include interactive sculptures or sculptural play elements, outdoor furniture such as picnic tables, and garden or flower beds to complement existing tree planting.

Footpaths along John Street would be widened to provide two lanes of traffic access plus a parking lane to both sides. Kerb blisters would be provided at intersections to encourage traffic to use the main street bypass along Ryan Avenue.

Depending on land owner access to funding, feasibility and market demand, there are two redevelopment scenarios for the precinct. They vary according to the degree of mixed-use development, as follows:

1. Option 1 - refer Illustration 4.3.32: high intensity development option featuring five storey mixed-use buildings east and west of Pritchard Park, complemented by multi-unit residential dwellings up to four storeys tall on other sites.
2. Option 2 refer Illustration 4.3.33: lower intensity option featuring two storey residential terrace houses for much of the precinct, with up to three storey mixed-use building on prominent corner locations

Potential Future Character

The photographs in Illustrations 4.3.39 to 4.3.40 and the typical street cross sections in Illustrations 4.3.32 to 4.3.34 provide an indication of the possible future character of the precinct, including building forms, open space and streetscape. These should be considered in conjunction with the overall structure plan, the building typologies indicated in section “4.2 Building Typologies” and the masterplan principles in section “3 Redevelopment Principles”.

Potential Shadow Impacts

The diagrams in Illustration 4.3.41 and 4.3.42 indicate the potential shadow impacts on the precinct, as a result of the different development options and associated building heights.

The diagrams indicate that a building height in excess of four storeys may cause unacceptable impacts on the public domain of John Street and Pritchard Park, as well as on adjoining properties in traditional low density residential areas in the conservation zone. Heights in excess of four storeys should therefore only be permitted where such impacts can be avoided and where the merit of the development in terms of the principles and objectives of this masterplan can be demonstrated.

Potential Dwelling Yield

Based on the development options for the precinct, potential dwelling yields were calculated to determine the number of additional dwellings that would be accommodated, as well as the potential additional commercial floor area. The following table summarises the theoretical maximum yields that may be able to be achieved in the precinct.

OPTION	Net Floor Area (m ²)-Commercial *	Row houses/terraces (#)	Multi-unit dwellings (#)	Total dwellings (#)
Option 1a with up to 3 storey high mixed use and multi-unit buildings	8,720	13	650	663
Option 1b with up to 5 storey high mixed use and 4 storey high multi-unit buildings	8,720	13	985	998
Option 2a terrace housing and up to 3 storey high mixed use corner buildings	5,607	172	204	376
Option 2b terrace housing and up to 4 storey high mixed use corner buildings	5,607	172	293	465

* Ground floor only

The table indicates that the precinct would theoretically be able to accommodate an increase of up to 998 residential dwellings, far in excess of what would be required across the study area.

It is important to note that the realisation of this potential relies on private land owners to either sell or seek the initiative to redevelop their land holdings.

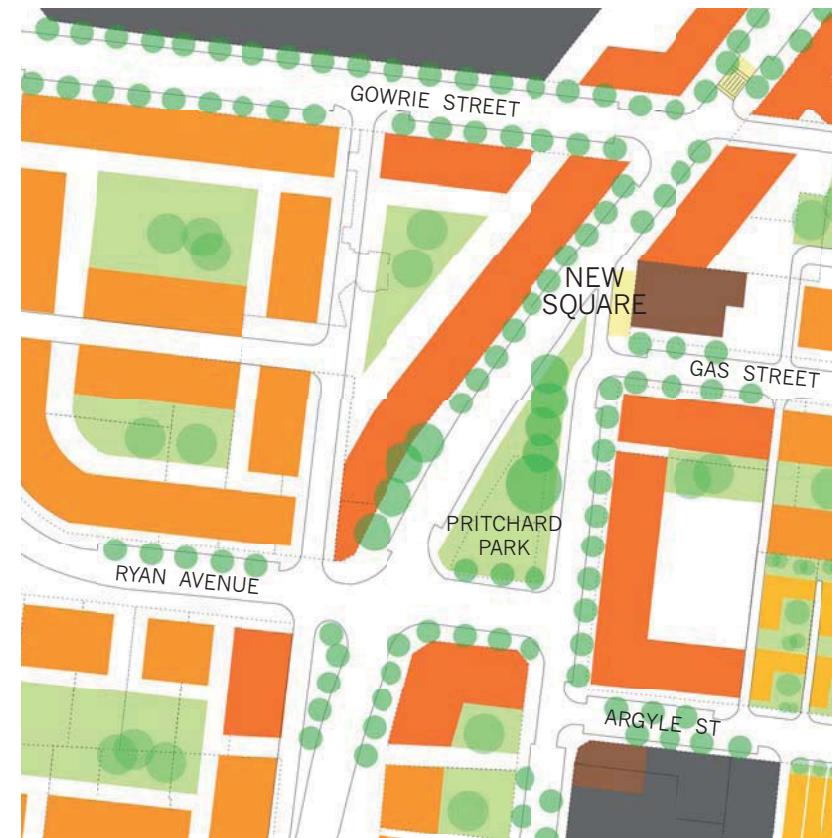


Illustration 4.3.32
Pritchard Park Gateway Structure Plan - Option 1



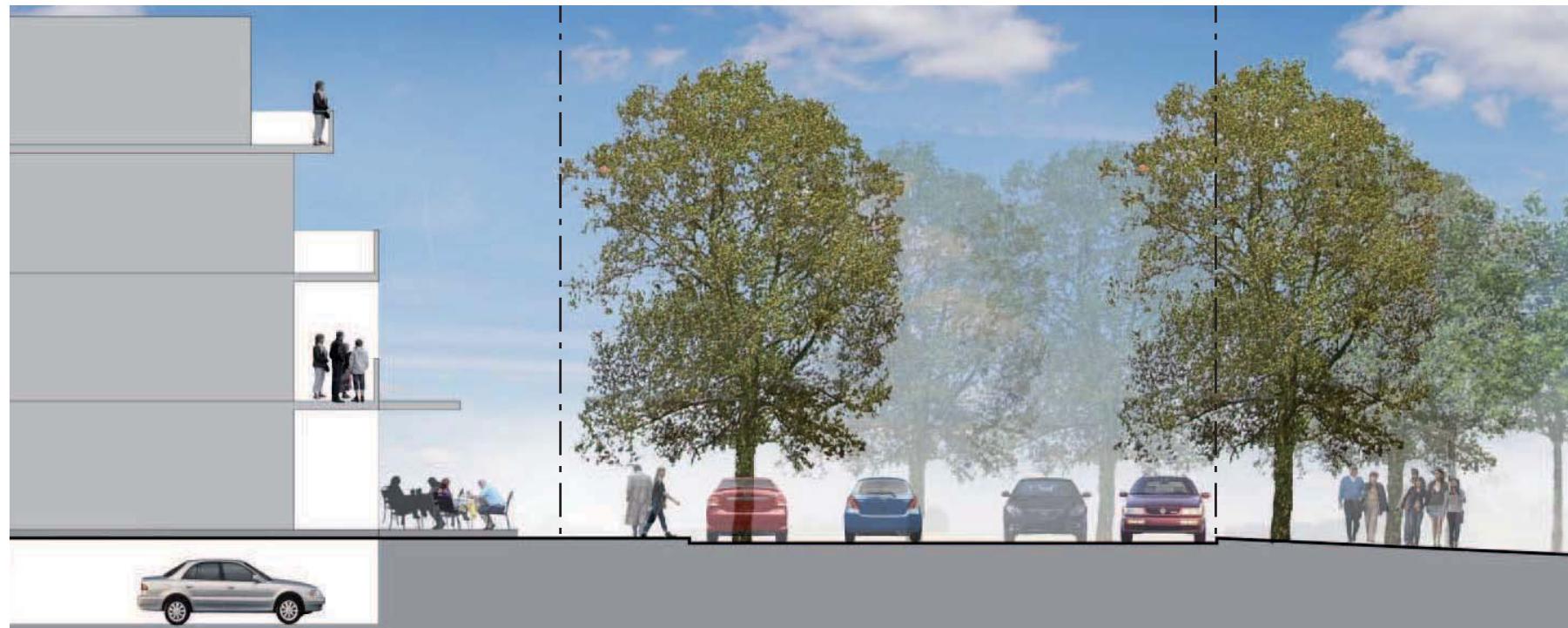
Illustration 4.3.33
Pritchard Park Gateway Structure Plan - Option 2



Illustration 4.3.31
The Central Hotel, a non-listed historic building in the Pritchard Park Gateway, adds character to the precinct, and has the potential to contribute to a more active street life through outdoor dining on the proposed new square

LEGEND

- Ownership boundary
- Yellow box Terraces/ townhouses
- Orange box Multi-unit development
- Red box Mixed use development
- Light yellow box Public space (square/ lanes)
- Light green box Public space (open space)
- Medium green box Private open space
- Brown box Heritage-listed building
- Dark grey box Existing buildings



← Mixed Use Redevelopment Footpath 4.5m Parking Lane 2.3m Traffic Lanes 6.4m Parking Lane 2.3m Footpath 3.0m → Pritchard Park

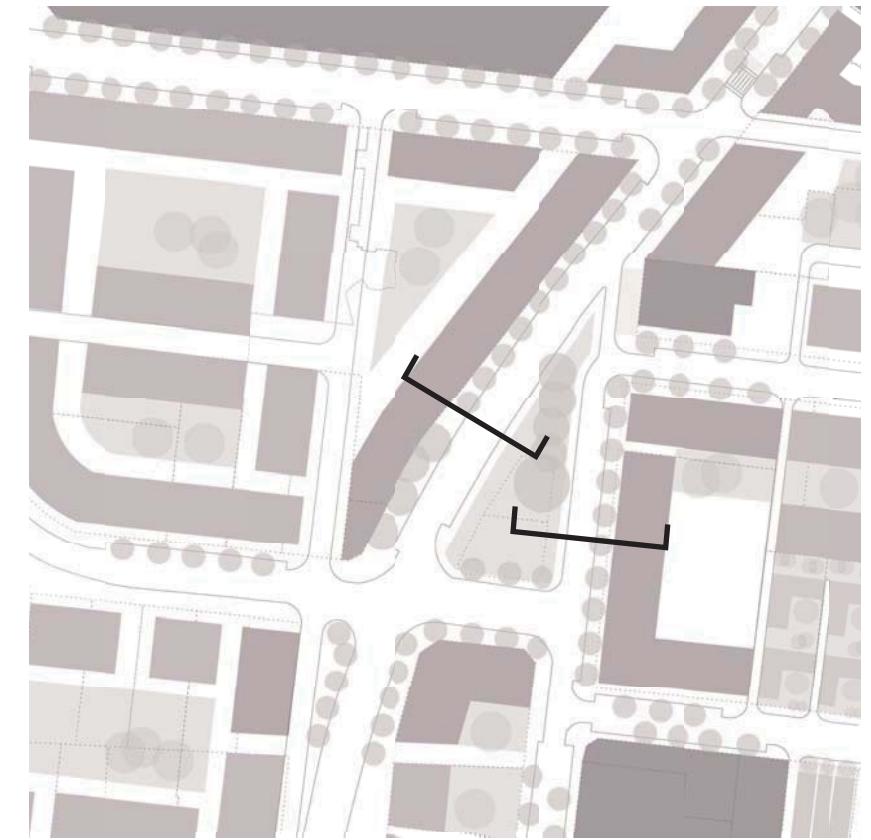


Illustration 4.3.35
Diagram illustrating location of cross sections



← Pritchard Park Traffic Lanes 6.4m Parking Lane 2.1m → Mixed Use Redevelopment

Illustration 4.3.34

Option 1: Indicative cross section through John Street West (top) showing widened footpaths and street activation and through John Street East showing overlooking by mixed use development (bottom)

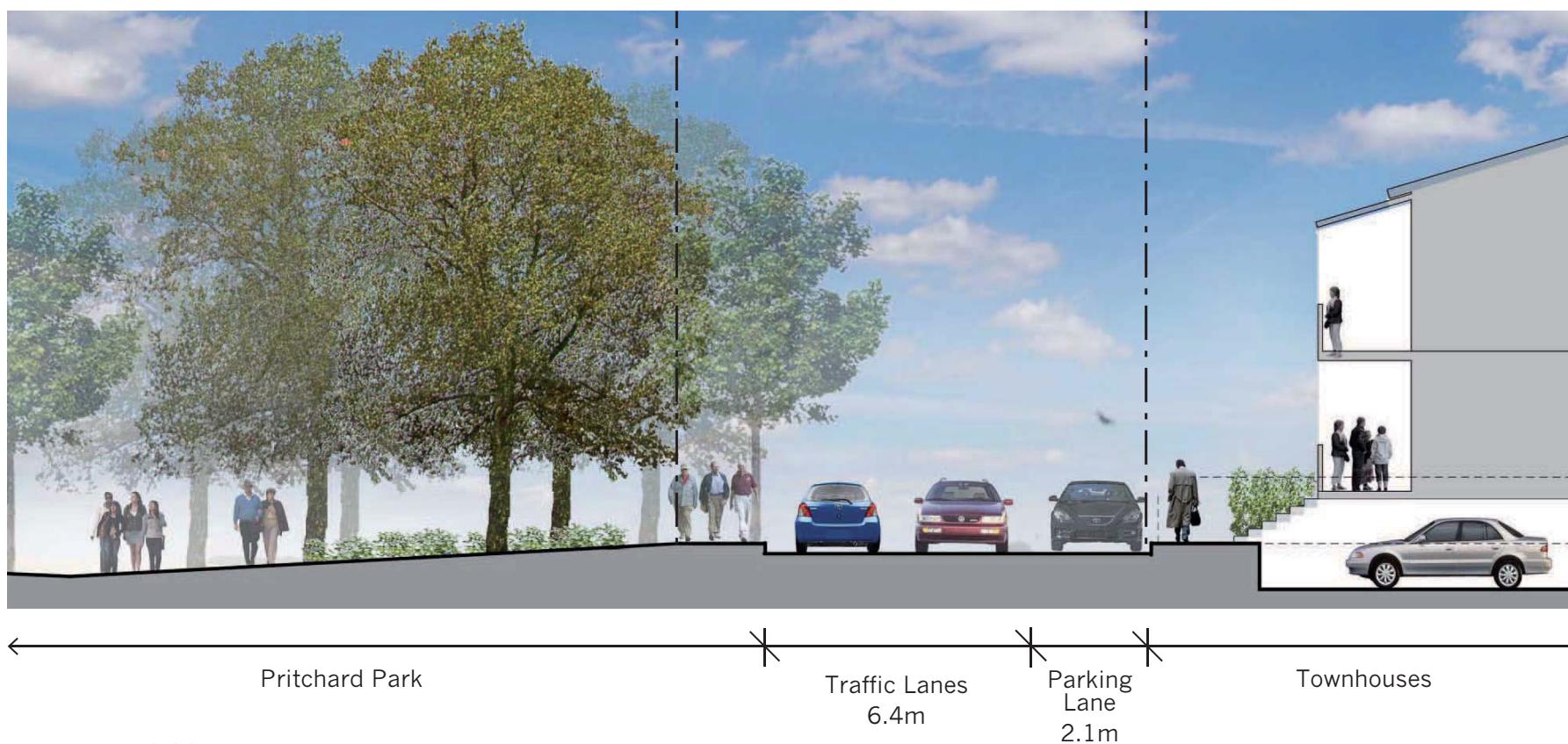
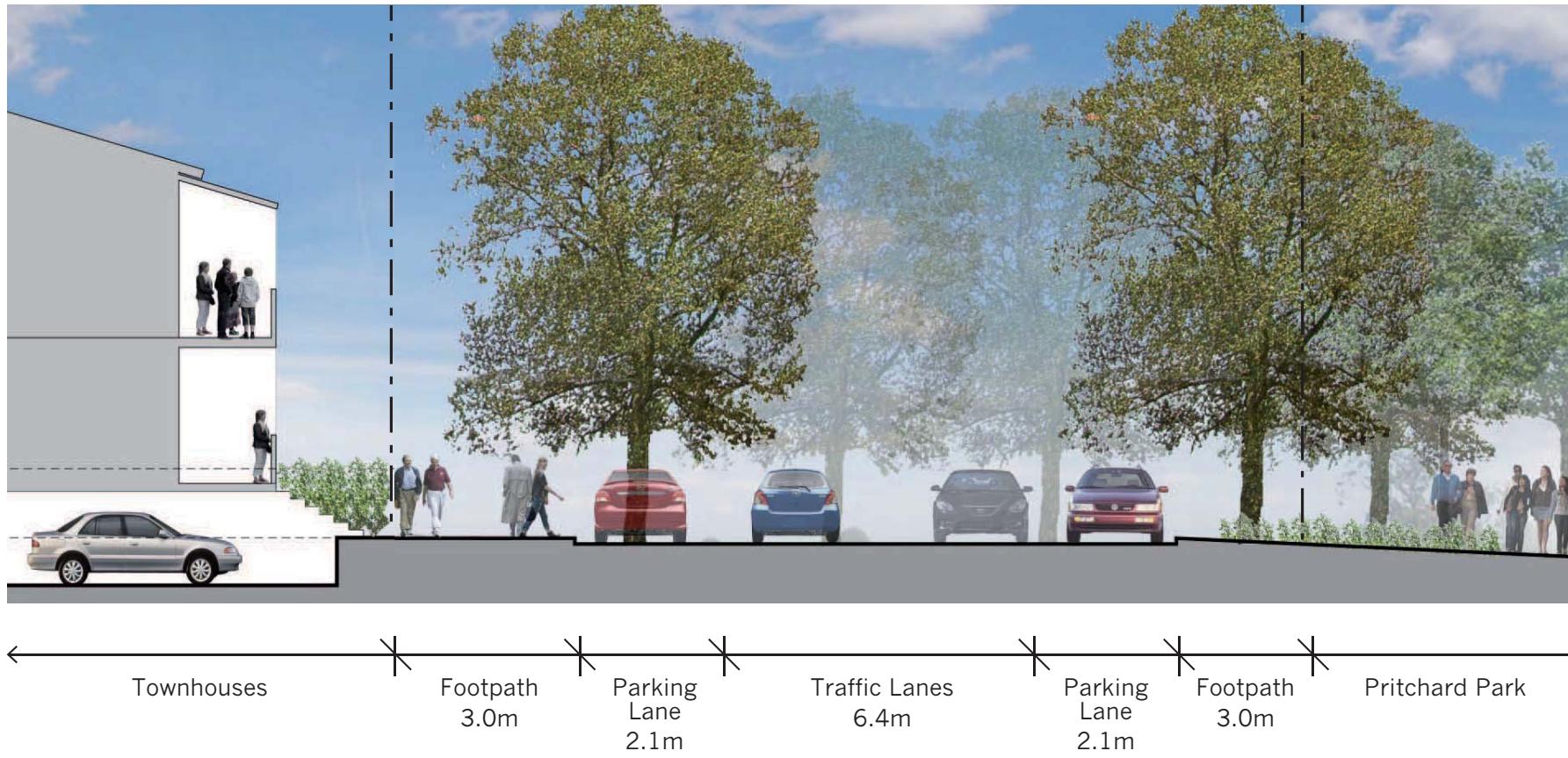


Illustration 4.3.36
Option 2: Indicative cross section through John Street West (top) showing widened footpaths overlooked by terrace housing and through John Street East showing overlooking by terrace housing (bottom)

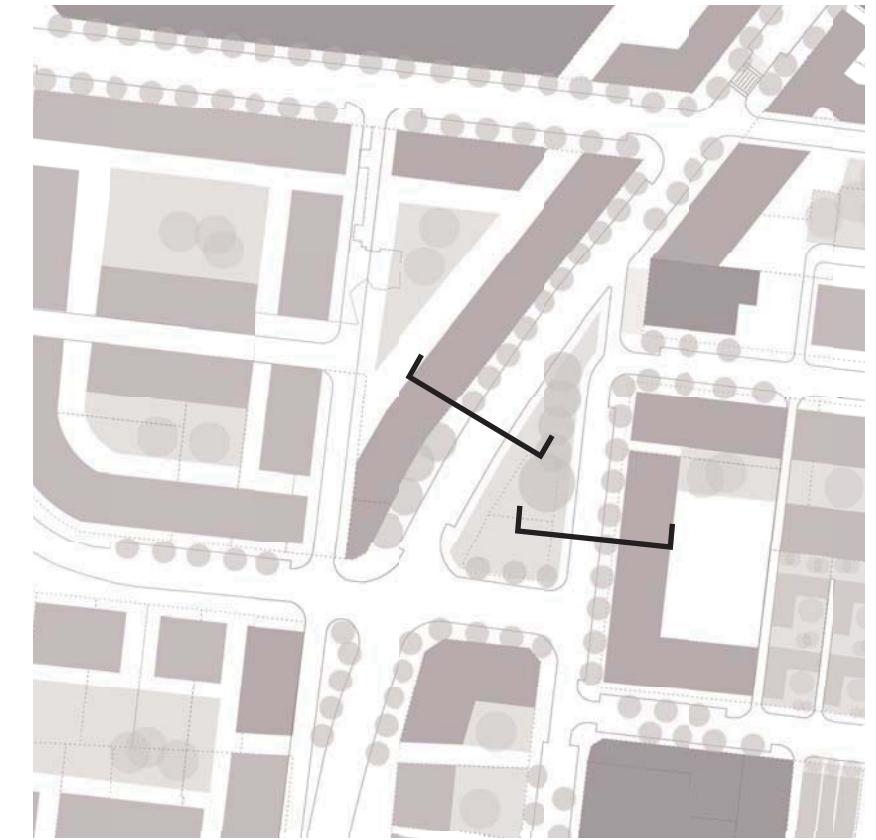


Illustration 4.3.37
Diagram illustrating location of cross sections

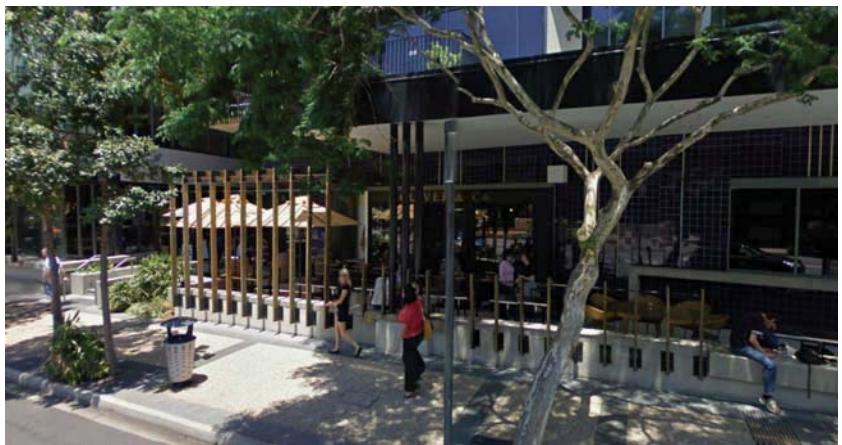


Illustration 4.3.38
Potential future character - footpath dining
and mixed use developments



Illustration 4.3.39
Potential future character - new square



Illustration 4.3.40
Potential future character - gateway park activated
through events and outdoor furniture

OPTION 1:
with four storey mixed-use development

10 am



OPTION 2:
with two storey terraces and three storey mixed-use corner buildings



4 pm

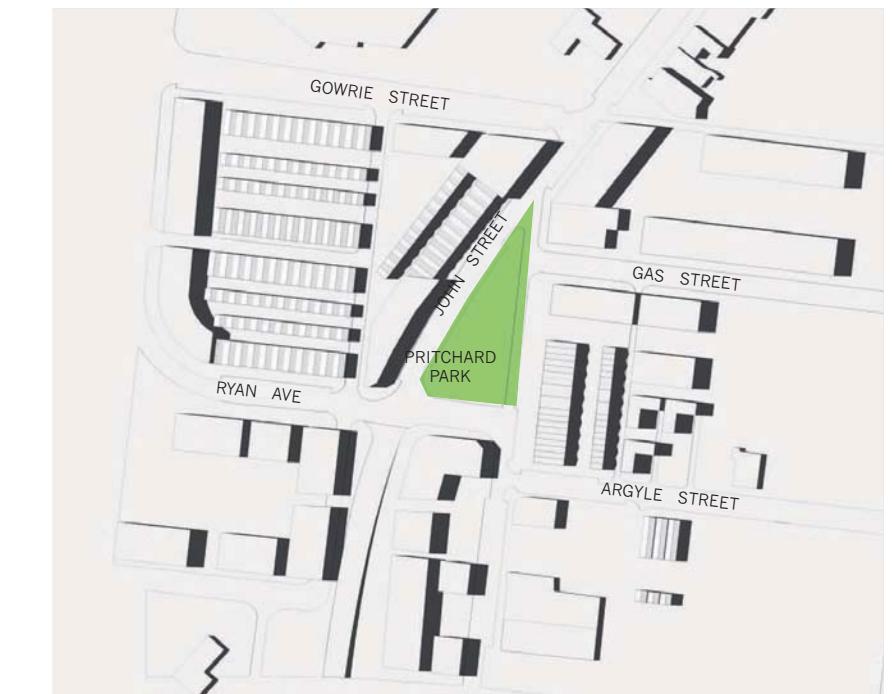
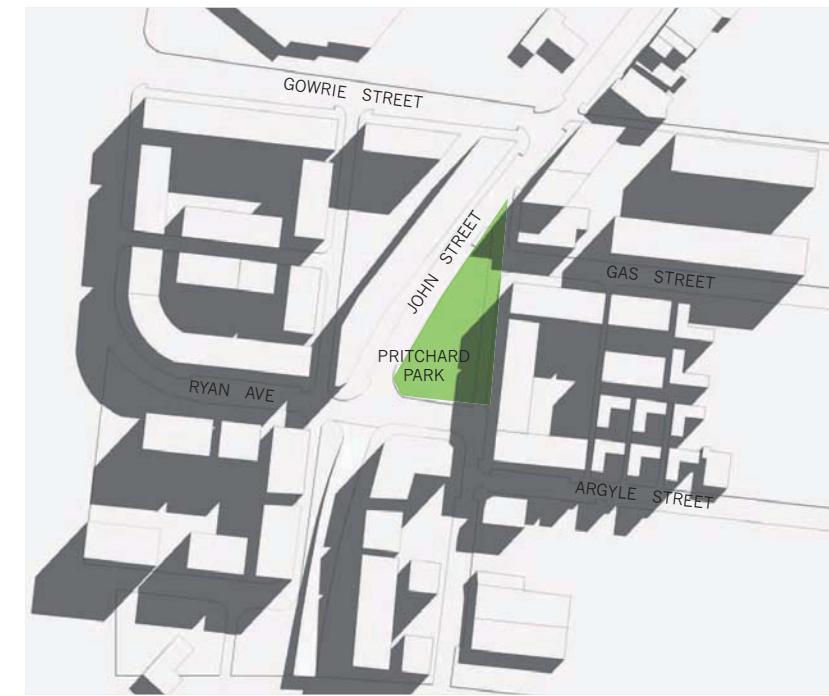


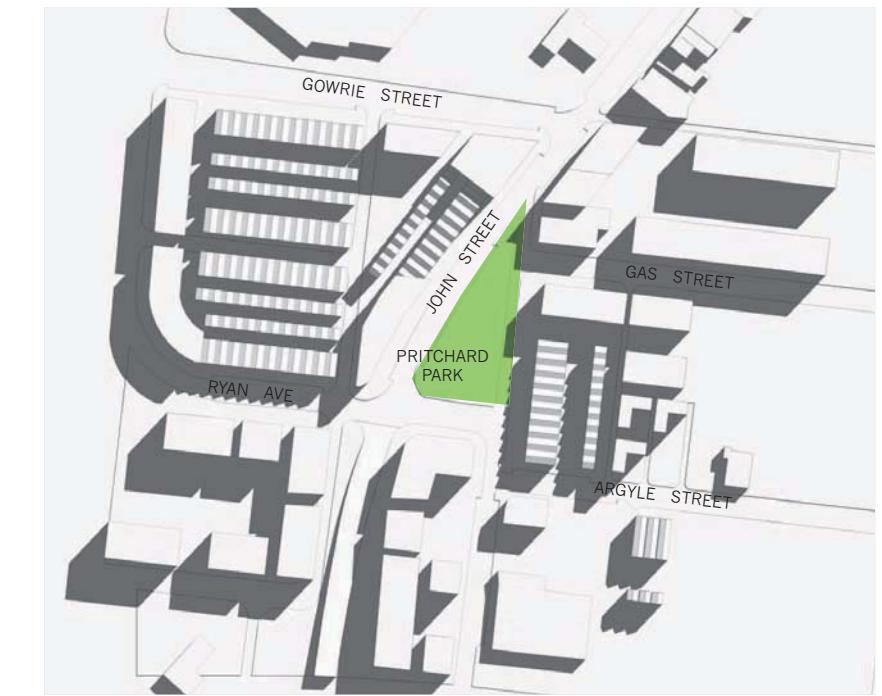
Illustration 4.3.41
Diagrams illustrating potential shadow impacts on the precinct during summer (at 10am and 4pm respectively)

OPTION 1:
with four storey mixed-use development

10 Am



OPTION 2:
with two storey terraces and three storey mixed-use corner buildings



4 pm



Illustration 4.3.42

Diagrams illustrating potential shadow impacts on the precinct during winter (at 10am and 4pm respectively)

4.4 JOHN STREET STREETSCAPE PLAN

The masterplan includes an indicative concept plan for the John Street public domain (refer illustrations 4.4.1 and 4.4.2). The aim of the plan is to illustrate the translation of the masterplan principles into a streetscape concept that will realise the masterplan objectives.

Key elements of the public domain streetscape plan are:

1. New north-facing Singleton Civic Square, including pedestrian connection to John Street
2. New public spaces in the form of pedestrian squares or promenades along Pritchard Park and Baileys Union Park, as well as improvements to Pritchard Park and Baileys Union Park.
3. Retention of two traffic lanes plus a short term parking lane to each side of John and Campbell Streets. Kerb blisters would be provided at intersections along John Street to narrow the roadway and encourage traffic to use the main street bypass along Ryan Avenue, thereby reducing traffic along John Street.
4. Footpath widening along John Street and Campbell Street to create more generous pedestrian environments, to slow traffic by narrowing the roadway, and to provide space for street activation through outdoor dining, gathering and retail activities. Blister kerb extensions at intersections would take advantage of the north-facing corners provided by Singleton's unique street layout to cater for outdoor eating demand.
5. Raised pedestrian crossings located with kerb extensions to reduce the width of the road at crossing points and improve connections across the main street.
6. Street tree planting to John Street, George Street and to key east-west links (Campbell and York Streets) to highlight key links and emphasise the street hierarchy, provide shade, enhance pedestrian amenity, frame views and screen buildings that detract from the heritage character.
7. Closure of Annes Lane to vehicular traffic and conversion into a pedestrian plaza offering opportunities for alfresco dining, and providing improved visual and physical links to the parklands and river.
8. Additional pedestrian lanes or linkages for dining and improved access between John Street, long-term car parks and the river parklands (including future connections over redeveloped private land).
9. An extension of Laurel Lane through the vacant land between Laurel Lane, Gas Street and John Street, to connect to Gowrie Street and provide a continuous loop linking long-term car parks. A traffic lane linking Hunter and Bathurst Streets behind Town Square, to complete the car park loop.
10. Provision of a pedestrian path along the full length of Laurel Lane, to provide for safe pedestrian access and movement along the lane, and to reduce the potential for conflict with vehicular traffic.

The streetscape plan for John Street is illustrated on the following pages.



Illustration 4.4.1

Artist impression of John Street, showing footpath dining around the Castlereagh Street intersection, looking south



GATEWAY PARK
UPGRADE

NEW SQUARE

NEW ROUNDABOUT

LAUREL LANE EXTENSION
TO MEET GOWRIE ST

EXTENSION TO GOWRIE
STREET (NEW LANE)

NEW FOOTPATH LINKING
CAR PARKS IN LANE

NEW TOWN SQUARE
AND COMMUNITY
SERVICES BUILDING

TERRACE
REDEVELOPMENT ON
RESIDENTIAL LOTS
(INDICATIVE)



Illustration 4.4.2

Concept Design for streetscape works along John Street



LEGEND

- 1 Kerb blisters with raised pedestrian crossing
- 2 New pedestrian link/ lane
- 3 Existing lane
- 4 Kerb blisters to corners
- 5 Street tree planting to key streets
- 6 Traffic calming

----- Study Area boundary

NORTH



4.5 NON-CAPITAL WORKS

Due the particular economic and funding limitations outlined earlier in this report, the masterplan has identified a number of measures which could be implemented by Council at relatively little cost, to complement the capital works and infrastructure described in the structure plans.

These constitute the “low-hanging fruit” that could be implemented immediately and would assist Council in changing the negative perceptions held about the town centre, as well as the way the town centre is used and experienced.

The following outlines a number of non-capital works for Singleton.

4.5.1 Program of Events

Town Centre Events

Develop and implement a program of events in the town centre. These could include

- › Markets:
 - farmers' other local produce markets
 - art & craft markets
- › Movie screenings in the main street
- › Music events: performances, festivals or band competitions
- › Street parties and parades
- › Art festivals, for example a ‘Walking the Street’ festival which will transform the main street into an urban art space where shop windows and public spaces display a variety of art works by local performers and artists
- › Extension of the Singleton Show into the main street
- › Jacaranda festival or ‘country Floriade’
- › Walking tours:
 - heritage walking tours
 - bird watching tours
- › ‘Magic yellow bus’: a mobile play group or bus setting up temporary play or craft activities in public (or private) outdoor spaces

Parklands Events

Develop and implement a program of events in the parklands, to complement those in the town centre. Events could include

- › ‘Cinema under the Stars’ or movies in the park
- › Carols by Candlelight
- › Community riverbank picnic
- › Sporting events or competitions:
 - community fun run
 - National Bike Day
 - skating competitions
 - kayaking or rowing competitions
 - Singleton Olympics
 - Games Without Borders (Jeux Sans Frontieres/ It's a Knockout)
 -

4.5.2 Precinct Activation Plan

Develop a Precinct Activation Plan for John Street. This could include

› Pop-up shops

Encourage and engage private property owners to work with Council to provide “pop-up shops” or affordable commercial space on the main street to cultural and creative organisations and businesses. Similar initiatives have been led by the City of Sydney and North Sydney Council with the aim to reduce empty shop-fronts on the main street and bringing life back onto the main street, using cultural and creative enterprise as the driver to realise activation. Pop-up shops provide a opportunity, support and encouragement to local creative communities that will revitalise the street and support the local economy in turn.

Pop-up shops may be in place short- or long term and may offer locally made products, produce and art, or provide workshop or meeting space for community learning, engagement and interaction. Other opportunities include ‘swap centres’, training centres or teaching venues for

education such as the TAFE outreach program. In the longer term, pop-up shops may contribute to the diversification of the business mix on the main street, realising Council’s and the community’s desire for a contemporary and cosmopolitan feel.

› Making Space for Creativity

A program which is being successfully run by the City of Sydney, offering affordable rental for retail and office spaces, essentially subsidising market rents. Previously vacant retail and office premises were taken up by a diverse range of cultural and creative organisations including design, web design, architecture, media, visual arts, performance and music, social enterprise, literature and more. The program requires encouraging and engaging private property owners to work with Council.

› Main Street Program

The ‘Main Street Program’ was adopted in Australia in 1989 by the NSW Department of Planning with the aim to lift the image of inner city or older shopping strips and to increase tourism opportunities and make them more competitive with big retailing centres. Designed to be community based, the model involved five elements: community organisation, urban design, heritage conservation, business development and promotion of the community.

4.5.3 Public Art Strategy

A Public Art Strategy may involve temporary and permanent art works and installations that should be curated to produce an integrated result that reflects the character of Singleton. The program should include opportunities for artistic re-working of existing buildings, structures and public places including laneways. Art installations would add colour and interest to the town centre, and enhance poorly articulated spaces to provide a positive and safe image and atmosphere.

4.6 IMPLEMENTATION PLAN

4.5.4 Street Furnishing

There are a number of opportunities to furnish the public domain over and above traditional street furniture. Examples of services or temporary or permanent installations to provide colour, interest and life include

- › moveable furniture in public spaces. This could be made locally as a place-making and community building project
- › flowers or edible art
- › bicycles and bicycle exchange points
- › wi-fi hot spots to encourage gathering/ interaction

This section provides an overview of likely costs to Singleton Council associated with the implementation of the Town Centre Masterplan, and discusses opportunities for funding and staging to match income streams or identify and access additional funding sources.

4.6.1 Likely Cost of Town Centre Infrastructure

A cost plan was prepared which provided indicative cost estimates for works that would require funding from Singleton Council. Based on the concepts provided in the masterplan, the following tables summarises estimated costs.

It should be noted that all costs in the table below are exclusive of GST and preliminaries, and rounded to the nearest \$5,000. The full infrastructure costing is provided in Appendix 4 and provides more detail on inclusions and exclusions.

Description of Infrastructure	Likely cost (\$ ex GST)
Streetscape upgrades including John, Campbell, George, Elizabeth and York Streets, as well as bike lanes on Bourke Streets and provision of a footpath along the existing Laurel Lane	5,250,000
New Civic Square including re-paving, tree planting, water play or sculptural element and seating/ furniture	590,000
Upgrades of Baileys Union Park and Pritchard Park including furniture, additional paved areas, garden beds, play and sculptural elements	215,000

Description of Infrastructure	Likely cost (\$ ex GST)
New pedestrian spaces including promenades adjacent to Baileys Union Park and Pritchard Park and closure of Annes Lane	1,175,000
Community Services Centre Two storey building plus semi-basement car parking. The indicative footprint area is 25 x 22m.	4,850,000
Mixed-use buildings on Council land around the Civic Square	15,500,000
Three storey buildings plus semi-basement car parking. Indicative footprint areas are 40 x 15m and 54 x 18m respectively.	
Hunter River parklands upgrade including destinational playground, picnic facilities, Hunter River promenade, paths, etc	excluded (outside the study area)
Extension of bicycle network	excluded (outside the study area)

The above costs are significant and in excess of what Singleton Council is likely to be able to fund within the short or medium term and based on current income. In order to address financial limitations as possible barriers to redevelopment, the following provides a brief review of funding sources and identifies priorities and staging options.

4.6.2 Priorities and Staging

Given Council's income limitations and uncertainties surrounding the ability to access additional funding or grants, there is a need to stage the implementation of the masterplan and associated infrastructure works over the anticipated 10-15 year life of the masterplan and possibly beyond.

The following provides a suggested hierarchy or order of priority for infrastructure works, representing the preferred order of implementation. It is based on the level of importance of the works in terms of realising the vision for Singleton, as well as costs and ease of implementation. The latter includes the potential to further stage or sequence each priority item.

1. develop and implement a program of events and non-capital works as outlined in section "5.5 Non-Capital Works"
2. Streetscape works along John and Campbell Streets including traffic calming, footpath widening, street trees, pedestrian crossings and furniture.
3. Installation of bicycle lanes and racks * (staged implementation possible)
4. Destinational playground in the Hunter River parklands
5. Road and lane closures at John Street adjoining Pritchard Park and Annes Lane
6. Local park upgrades
7. Hunter River promenade extension to full length of the levy
8. New Civic Square and Community Services Building
9. Street tree planting in York Street (staged implementation possible)
10. Street tree planting along George Street (staged implementation possible)
11. Mixed-use building on Council land on the corner of William and Bathurst Street
12. New pedestrian promenade on the north-eastern side of Baileys Union Park
13. Extension and upgrade of Laurel Lane to provide footpath * (staged implementation of footpath possible)
14. Mixed-use building on Council land along Pitt Street

- * pending confirmation through an integrated Traffic, Access and Parking Management Study as outlined in section "5.6.5 Further Studies".

The suggested staging is highly dependent on access to funding and may need to be reviewed on a regular basis as Council's financial position changes or new potential funding opportunities or partners arise.

4.6.3 Forward Planning

In addition to securing funding for future projects and infrastructure, realisation of the masterplan will require forward planning by Council to set in place other mechanisms and steps towards implementation. These include:

- › Re-zoning of land, including spot re-zoning. This will be addressed through the preparation of the planning instruments following Council's adoption of the masterplan report. The most important examples is the re-zoning of lands and associated sub-division to reserve lands for the future extension of Laurel Lane and Gowrie Street
- › Land acquisition, i.e. for the future extension of Laurel Lane and Gowrie Street
- › Re-classification of roads to public open space at John Street East and at Annes Lane
- › Dedication of easements for public access over private lands such as required for pedestrian links from John Street to rear car parks and to the parklands. Public access easements would also be required for the prominence along Baileys Union Park which would be located on private land, or for any other new links created as a result of redevelopments.
- › Preparation of funding applications to secure funding/ finance, including preparation of any supporting studies or designs that may be required. An example would be the preparation of detailed streetscape concept design for the upgrade of John Street, to support a full application to the Regional Development Australia Fund (see "5.6.4 Income and Funding Sources" for more information).
- › Identification of potential project partners and establishment of supporting agreements, i.e. partners for Public-Private Partnerships or contributors through Voluntary Planning Agreements (see "5.6.4 Income and Funding Sources" for more information).

Many of these steps would require consultation and negotiation with land owners, stakeholders and the community, to identify outcomes that are supported by all parties and consistent with the masterplan principles.

4.6.4 Income and Funding Sources

Council's income streams are predominantly through Council rates and levies, Section 94 contributions and contributions from the mining sector such as those made under Voluntary Planning Agreements.

As discussed in section "3 Site Analysis, Opportunities and Constraints", while current contribution levels for commercial development are low, the ability of Council to increase Section 94 contributions for development in the town centre in the short term is limited due to marginal redevelopment feasibility under current market and economic conditions. An increase in contribution levels may suppress rather than encourage redevelopment.

Alternative sources of funding may include

- › federal grants or funding for specific projects or purposes, including the Regional Development Australia Fund and Regional Infrastructure Fund
- › state-based grants or funding, including the Urban Activation Precincts Program
- › NSW Local Infrastructure Renewal Scheme
- › Levying of special rates
- › Voluntary Planning Agreements
- › Loans
- › Public-Private Partnerships

Regional Development Australia Fund

The Regional Development Australia Fund (RDAF) is a national program administered by the Federal Department of Regional Australia, Local Government, Arts and Sport. Its aim is to support Australia's regions and enhance the economic development and livability of their communities. The Fund supports the infrastructure needs of regional Australia, having allocated nearly \$1 billion to fund capital infrastructure projects which are identified as priorities by local communities, in particular strategic infrastructure projects in regional Australia.

Federal Department of Regional Australia, Local Government, Arts and Sport Grants

In addition to the RDAF, the Federal Department of Regional Australia, Local Government, Arts and Sport provides a range of regional development programs and grants, with the aim of fostering the development of self-reliant communities and regions through working in partnership with communities, government and the private sector.

› *Community Infrastructure Grants Program*

The Community Infrastructure Grants program funds the construction and upgrade of local sport, recreation and community infrastructure identified by regional communities as priority investments for their regions.

› *Regional and Local Community Infrastructure Program*

The Regional and Local Community Infrastructure Program is part of the Nation Building Economic Stimulus Plan. Since its inception, the Program contributed in excess of \$1 billion to local government authorities to build and modernise community infrastructure.

› *National Bike Path Projects*

National Bike Path Projects are part of the Jobs Fund, which is a \$650 million initiative to support and create jobs and increase skills through innovative projects that build community infrastructure and increase social capital in local communities.

› *Better Regions*

Better Regions provides funding for community infrastructure to enhance the livability of regions.

Regional Infrastructure Fund

The Australian Government Department of Infrastructure and Transport has established the Regional Infrastructure Fund to invest the proceeds of a resurgent resource boom to address urgent infrastructure needs, while supporting the mining industry, boosting export capacity and developing and growing regional economies. One of the objectives of the Fund is to promote development and job creation in mining communities, and in communities which support the mining sector.

Urban Activation Precincts Program

The Urban Activation Precincts Program (UAPP) is a NSW Government initiative. It is intended to reflect a broader strategic approach consistent with current government policy to substantially increase the supply of housing and employment, and improve housing choice and housing affordability. The program will involve participation in the preparation of strategic land use plans, which will be important for the successful delivery of the Metropolitan, Regional and Subregional plans, the Transport Master Plan, the supply of housing and employment lands and in maximising the State's investment in infrastructure through the integration of transport and land use planning.

Urban Activation Precincts are areas that the Minister for Planning and Infrastructure considers to have a wider social, economic or environmental significance for the community, or that have redevelopment significance of a scale that is important to implementing the State's planning objectives.

The UAPP would be relevant for Singleton as it is an area of significant economic and employment growth with good access to infrastructure and transport, offering the potential for a range of housing and jobs options with access to public transport. In addition, the need to facilitate additional housing and urban renewal is consistent with the aims of the program.

Council is able to nominate Singleton Town Centre as an Urban Activation Precinct and would need to prepare a submission addressing a number of criteria to determine the significance to State or regional planning objectives.

NSW Local Infrastructure Renewal Scheme

The NSW Government is currently providing a total of \$100 million over six years for the implementation of the Local Infrastructure Backlog Policy, of which the Local Infrastructure Renewal Scheme (LIRS) is one component.

The LIRS recognises that it is no longer sustainable to focus on meeting infrastructure needs through investment in the creation of new assets alone, without recognising the long-term life cycle costs associated with the ongoing operation, maintenance and renewal of existing assets. Many councils are struggling to keep

up with maintenance and renewal of their assets to a level that is satisfactory to their community.

Having recognised an increasing backlog in infrastructure renewal needs, the NSW Government committed funds to help councils meet the cost of borrowing to fund the required works. The Local Infrastructure Renewal Scheme (LIRS) provides councils with a subsidy in interest costs to make it affordable to take out major bank loans to fund their projects.

Reducing loan costs and expenditure associated with meeting Council's ongoing obligations may assist in greater availability of fund to implement masterplan infrastructure works and projects.

Levying of Special Rates

The legal framework in NSW provides for Councils to raise additional funds through special rates or levies, as outlined below. Council would need to consider the potential impacts versus benefits in terms of its community, including whether a special rate is likely to be accepted by the community.

Making and levying of rates is regulated under the *NSW Local Government Act 1993*. Councils are able to apply for additional increases in general income beyond the annual rate peg amount. This is referred to as a 'special rate variation'.

Councils may seek a special rate variation in order to undertake environmental works, fund town improvements, redevelop community and civic facilities, address maintenance backlogs and maintain or improve existing service provision.

Local councils that are seeking special variations to general income above the rate peg amount are required to submit applications to IPART for review and assessment. The council must include details of its intention to apply for a special variation in its draft delivery program and operational plan and must consider any submissions received from the public. If a council's application is approved, IPART will specify the percentage by which the council may increase its general income.

Councils may also levy a special rate towards meeting the cost of any works, services, facilities or activities undertaken, or proposed to be undertaken by the council within the whole or

any part of the LGA. The amount of special rate is determined according to the council's assessment of the relationship between the cost or estimated cost of the work and the degree of benefit afforded to the ratepayer by undertaking the work.

Voluntary Planning Agreements

A voluntary planning agreement (VPA) is an agreement entered into by a planning authority (such as Council) and a developer. Under the agreement a developer agrees to provide or fund contributions for a public purpose, including

- › public amenities and public services
- › affordable housing
- › transport or other infrastructure, and
- › the conservation or enhancement of the natural environment.

A VPA is a contractual agreement between the planning authority and the developer that is likely to be particularly useful for large scale developments that have longer time frames, are likely to be developed in stages, and in situations where the developer has a key interest in delivering public infrastructure.

Contributions can be made through:

- › dedication of land
- › monetary contributions
- › construction of infrastructure
- › provision of materials for public benefit and/or use.

VPAs cannot be entered into unless public notice has been given and an explanatory note is made available for inspection for at least 28 days.

Council has already entered into VPAs including with Xstrata who operates coal mines in the Hunter Valley. There may be opportunities for further VPAs with other mining companies, as well as the Defence Sector which is planning a significant expansion of its operations in the Singleton area.

Loans

Councils can borrow funds under section 621 of the *NSW Local Government Act 1993*. The intention to borrow must be outlined in Council's draft management plan. Councils must also apply to the Department, completing a loan borrowing request.

The LIRS scheme outlined above may assist in reducing the cost of interest on loan borrowings.

Public-Private Partnerships

Public-Private Partnerships (PPP) describe a business venture which is funded and operated through a partnership of government and one or more private sector companies.

In NSW, the *NSW Local Government Act 1993* and the *NSW Public Private Partnerships Guidelines (2012)* guide the delivery and procurement of infrastructure and services. Under the Act, a PPP is defined as an "arrangement between a council and a private person for the purposes of providing public infrastructure or facilities, or for delivering services in accordance with the arrangement, or both". PPPs are governed by a contract between a public sector authority and a private party, in which the private party provides a public service or project and assumes substantial financial, technical and operational risk in the project.

In the context of a limited revenue base and the unknown scope for obtaining government grants, the engagement of the private sector is an option to be considered with regard to the planning, delivery and maintenance of social and economic infrastructure.

While masterplan projects such as the development of the Community Services Building and the development of mixed-use buildings on Council land may be suitable for delivery under a PPP, the challenge for Singleton Council will be to identify a suitable partner to help it deliver these projects.

4.6.5 Further Studies

This masterplan has identified the need for the following further studies and detailed investigations.

Singleton Traffic, Access and Parking Management Study

Due to the complexity of the traffic, access and parking issues, they cannot be solved through the town centre masterplan process and by looking at the study area in isolation. It is therefore recommended that an overall Singleton Traffic, Access and Parking Management Plan be prepared. Such a plan would review a range of options, undertake modelling and consult with key government and community stakeholders to develop integrated traffic, parking and access solutions for the whole town of Singleton. The plan should provide more detailed recommendations to complement the masterplan principles identified in this report, including options for one-way streets, accommodating and managing parking demand (including parking trading and discounting options), road closures and preferred heavy vehicle access routes including an alternative southern access into the town centre. Issues such as compliance and enforcement should also be addressed.

Development Design and Assessment Guidelines

While the current DCP makes allowance for heights in excess of two storeys for commercial and retail developments on the basis of 'exceptional design quality', no guidelines exist to clarify what constitutes 'exceptional design quality'. There is a need to address this gap in order to provide a transparent, rational and concise framework and basis against which developments can be assessed. Similar guidelines may be required for urban housing, the height of which is currently limited to two storeys, as well as FSRs.

Further development guidelines should be implemented to ensure that development along John Street contributes to the activation of the main street, countering recent trends towards rear lane activation at the expense of John Street.

Further consideration should be given to how development guidelines could encourage site amalgamation or consolidation for the purposes of urban renewal and site redevelopment.

Strategic Land Use Study

As flagged in previous Council studies, there is a need to identify, through strategic land use planning investigations, potential locations and alternative sites for industrial land uses currently located in the town centre, including bulky goods, industrial, auto and farm supply businesses. The identification of alternative sites is critical in terms of providing relocation opportunities for such businesses, to facilitate town centre renewal and redevelopment on land currently occupied by them.

Land Owner Consultation

Commence and maintain a dialogue with key land owners to discuss strategic visions, the potential effects on various land holdings and means and avenues to realise the masterplan objectives in a way that is tenable to land owners. Key land holdings in this regard include the Australia Post/ Telecom Site, the property at No John Street, linking the proposed new town square to John Street, the former Toyota site in John Street (East), the Franklins Mall site, the site north of Baileys Union Park featuring the Australia Post Delivery Centre (and others), the Telstra site off York Street and Laurel Lane, and the vacant site between Gas and John Streets and the Telstra site.

THIS PAGE HAS BEEN LEFT INTENTIONALLY BLANK

APPENDICES

1. Urban and Planning Context
2. Singleton Town Centre Masterplan Planning Issues Paper
3. Singleton Masterplan Social and Economic Profile
4. Consultation Feedback Summary
5. Singleton Town Centre Infrastructure Costing

THIS PAGE HAS BEEN LEFT INTENTIONALLY BLANK

APPENDIX A

URBAN AND PLANNING CONTEXT

THIS PAGE HAS BEEN LEFT INTENTIONALLY BLANK

1 PLANNING, SOCIAL AND ECONOMIC FRAMEWORK

The review of relevant background information has included a review of Council's existing strategic and regulatory planning framework as far as it is pertinent to the study area. Key documents reviewed and summarised in this section include:

1. Singleton 2030 Strategic Plan 'A guide to our Growth and Development'
2. Singleton Land Use Strategy, 2008
3. Singleton Commercial Strategy 2002
4. Singleton Local Environmental Plan 1996
5. Draft Singleton Local Environmental Plan 2013
6. Singleton Development Control Plan 2012
7. Singleton Section 94 Contributions Plan

The review of background information also included a number of other, non-statutory Council studies and documents, namely

1. Singleton Town Centre Traffic and Parking Strategy Investigations, 2009
2. Singleton CBD Streetscape Improvement Project, 2008
3. Singleton Floodplain Risk Management Study and Plan, 2012

Recent major developments of relevance to the study were also reviewed, as well as

- › census data including social, demographic, employment, income and economic data, and
- › relevant economic information including residential, commercial and retail markets, as well as infrastructure, funding, and economic drivers and issues

The following section provides a summary of this information, in terms of the implications for the development of the town centre masterplan. More detail can be found in two papers which have summarised relevant background information, namely the "Singleton Town Centre Masterplan Planning Issues Paper" and the "Singleton Masterplan Draft Social and Economic Profile". They are provided in Appendix 1 and 2 respectively.

The "Singleton Town Centre Masterplan Planning Issues Paper" prepared by MG Planning reviews and summarises the existing planning framework, with regard to its relevance and implications for the masterplan. It identifies the issues and opportunities from a planning perspective and outlines specific areas and issues that may warrant controls in future planning instruments.

One of the first tasks in preparing the masterplan was to prepare an issues paper to understand the social and economic profile of Singleton (refer Appendix 2). The "Singleton Social and Economic Profile" was prepared by Hill PDA. The paper addresses demographics, property markets and economic conditions, together with expected impacts of future growth, in order to provide the context and an understanding of the issues associated with the Singleton town centre. It includes a social and economic profile, identifies retail and commercial demand, and provides an analysis of land use opportunities, specifically commercial office and residential housing options for the town centre. The report incorporates and interprets information from the most recent census data as well as economic and market information, including social, demographic, employment, income and economic data as well as residential, commercial and retail market research, and information on infrastructure, funding, and economic drivers and issues. A second paper investigated the feasibility of redevelopment under current market conditions.

1.1 STRATEGIC AND STATUTORY PLANNING DOCUMENTS

To provide the contextual background, the following is an overview of the relevant strategic and statutory planning documents.

1.1.3 Singleton 2030 Strategic Plan 'A Guide to our Growth and Development'

Singleton 2030 is the overall strategic policy seeking to guide what Singleton will be like in 2030 and beyond. It clearly articulates the vision for Singleton as:

"Singleton. A progressive community of excellence and sustainability."

To achieve this vision, Singleton 2030 recognises that there is a need for the Council and the community to capitalise on the strategic location of the town at the Heart of the Hunter, the positive growth rate, and the desire to develop a cosmopolitan feel. A welcoming environs and thriving, attractive, busy and diversified commercial and industrial localities are seen as key to creating significant lifestyle opportunities that are needed to support this vision.

Singleton 2030 identifies three key strategic priorities as the major means by which its Vision will be delivered:

1. The main enduring competitive advantage that Singleton can draw on over the next 25 years is its unspoilt development potential in the heart of the Hunter region through planning in a high quality sustainable way.
2. The second strategic priority is to create and maintain a positive image of the Singleton community. This will sustain the justifiable pride and cohesion of the existing community and create controlled demand among businesses and families looking to invest and live in the area.
3. The final strategic priority is to identify and protect the special characteristics that people cherish about their community, heritage and physical environment.

1.1.2 Singleton Land Use Strategy, 2008

The Singleton Land Use Strategy was prepared to guide the preparation of new comprehensive Local Environmental Plan provisions. It was intended to provide clear direction to help guide decisions relating to the future use of land within the LGA, consistent with the Singleton 2030 Strategy. The need to ensure the town centre is economically robust and provides an attractive lifestyle for existing and potential residents is a key priority for the Strategy.

The Strategy identifies land use planning issues across the LGA and notes that these are categorised as primarily urban or rural.

Based on the Strategy, the key matters affecting land use in the study area are:

1. the ability to maintain viable economic activities and prevent leaching of economic activity to larger centres;
2. the ability to maintain an attractive lifestyle through the provision of a high quality environment, a range of services and activities, the provision of housing choice and the like; and
3. the ability to attract new residents to the region as a result of the above.

Strategic actions relevant to the town centre are:

- › allow for residential infill development subject to ensuring that the number of dwellings liable to flooding will not be increased;
- › develop and implement heritage conservation guidelines to preserve and protect the town centre (including the main streets);
- › development needs to recognise infrastructure constraints (sewer and drainage) and ensure best use is made of existing infrastructure;
- › infill development needs to recognise the character and scale of existing development;

The Strategy notes that over the 10 to 15 year planning horizon it is expected that 5% of the total LGA population growth would be expected to be accommodated within the Singleton town area.

It further notes that, although there are larger sites with potential for additional residential development, there is also a flooding constraint within the town centre. Heritage conservation values may also require consideration and may support the retention of existing densities in certain parts of the study area.

The Strategy points to the need to consolidate existing urban areas and increase density within existing flooding and infrastructure capacity constraints. The Strategy further notes that commercial development is well catered for in terms of land supply, but that there may be a need to identify core and peripheral zones. Industrial development in the town centre is identified for possible relocation to industrial or bulky goods areas elsewhere.

1.1.3 Singleton Commercial Strategy 2002

The Commercial Strategy investigated all land zoned 'business' under the Singleton LEP, properties adjoining these zones and the land fronting the New England Highway where it passes through the town.

In terms of the town centre, the Strategy concluded that, given the extent of land already zoned for business purposes, there was no compelling reason for a wholesale expansion of this area or for significant increases in any location. It was, however, recognised that there may be merit for particular properties to be considered for a business rezoning.

Land with Highway frontage was also recognised as having potential for rezoning, not for general retail purposes but rather a different form of business service type zone. Further detailed analysis and investigation was suggested prior to support for any particular recommendations being given.

The Strategy is incorporated into and effectively superseded by the 2008 Land Use Strategy.

1.1.4 Singleton Local Environmental Plan 1996

Singleton Local Environmental Plan 1996 (SLEP 1996) is the primary planning instrument and guides land use and development in the LGA. Key provisions of the SLEP that affect the town centre are land use zoning, heritage conservation and flood liable land clauses, as well as provisions for development on major roads.

Land Use Zoning

Under the SLEP, the majority of the study area is zoned '3 - Business', with additional areas adjacent to the commercial zone zoned '2 - Residential' and '4 - Industrial'. There are also smaller areas zoned '5 - Special Uses' and '6(a) - Public Open Space' (refer Illustration 3.2.1 in section "3 Site Analysis, Opportunities and Constraints").

Key objectives for the 3 - Business zone are:

- a) to provide for commerce, retailing, offices and other similar commercial development and services in suitable locations,
- b) to maintain and enhance the character and amenity of commercial areas, to promote good urban design and to retain heritage values where appropriate.

Key objectives for the 2 - Residential zone are:

- a) to allow residential development, including dwelling-houses and residential flat buildings,
- b) to maintain and enhance the character and amenity of residential areas, to promote good urban design and to retain heritage values,

It is important to note that, while the business zone does not permit residential development, there is currently no land use zone which readily supports or encourages mixed use development.

The full range of objectives for each zone represented in the study area and the types of development permitted within them are summarised in the "Singleton Town Centre Masterplan Planning Issues Paper" in Appendix 1. Implications of current zoning provisions for the masterplan are also further discussed in section "3 Site Analysis, Opportunities and Constraints".

Heritage Conservation

Some parts of the study area are within the Singleton Heritage Conservation Area (refer Illustrations 3.2.1 and 3.11.1 in section “3 Site Analysis, Opportunities and Constraints”). The aim of the Singleton Heritage Conservation Area is to provide protection to the older core residential precinct with the town centre. It also gives significance to the unique triangular street pattern of the town.

The SLEP also contains provisions to ensure that development of any heritage item or in the vicinity of a heritage item is considered in terms of its heritage impact. It further sets out the types of development within the Heritage Conservation Area that require consent. Finally, the SLEP identifies a number of individual heritage items (refer Illustration 3.11.1 in section “3 Site Analysis, Opportunities and Constraints”).

Flood Liable Land

All land in the study area is located on flood liable land and is periodically affected by flooding (refer Illustration 3.9.1 in section “3 Site Analysis, Opportunities and Constraints”). The SLEP requires that prior to granting consent for development on flood liable land the Council must consider:

- the effect of flooding on the proposed development
- the effect of the development on the pattern of flooding on nearby land, and
- whether any measures should be taken to mitigate the potential for damage from flooding.

There are specific provisions regarding floor levels, foundations, building structure and the like for residential development on land that is subject to flooding, including for extensions or alterations to existing dwellings.

The implications of flooding for the town centre and the development of the masterplan are further discussed in section “3 Site Analysis, Opportunities and Constraints”.

Development on Major Roads

The SLEP restricts development with a frontage to a major road or which relies on a major road for its sole means of access. A major road is defined as a main road or State Highway, including 90 metres along roads connecting to major roads.

The only major road in the study area is the New England Highway (George Street). Land parcels with a frontage wholly or partially within 90 metres along connecting roads on both sides of the Highway are also subject to this clause.

Development consent for such land is not be granted unless Council has considered certain factors. Key concerns include the location of access points, impacts on traffic movement and the capacity and efficiency of the Highway. No additional driveways are to be created onto major roads, and developments must provide justification as to why location along a main road is required.

1.1.5 Draft Singleton Local Environmental Plan 2013

In December 2012, Singleton Council adopted a Draft Singleton Local Environmental Plan (Draft LEP 2013), and forwarded it to the Minister for Planning and Infrastructure for approval for the plan to be made legal. At the time of writing this report, gazettal of the LEP was expected in June 2013.

The Draft LEP 2013 largely transcribed the SLEP 1996 into the current preferred LEP template. It proposes the following land uses zones in the study area:

B3 Commercial Core

This zone is concentrated between Hunter Street and Ryan Avenue, extending outward from John Street to include all land to Ryan Avenue and Laurel Lane, as well as some land further east. The objectives of the zone are

- To provide a wide range of retail, business, office, entertainment, community and other suitable land uses that serve the needs of the local and wider community.
- To encourage appropriate employment opportunities in accessible locations.

- To maximise public transport patronage and encourage walking and cycling.

The zone does not permit residential development, with accommodation being limited to shop-top housing and short term accommodation such as hotels or motels. While this may assist to concentrate commercial and business development, it does not permit the establishment of a vibrant mixed-use precinct, or of a town centre that is ‘alive’ outside of business hours.

B4 Mixed Use

This zone includes land on both sides of John Street between Pritchard Park and the railway Station and north of Hunter Street, as well as the triangle of land between Macquarie Street, George Street and the Hunter River parklands. The objectives of the zone are

- To provide a mixture of compatible land uses.
- To integrate suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling.

The zone permits a wide range of uses and development, including commercial, entertainment and community facilities and a variety of housing and other types of accommodation.

B5 Business Development

The zone is located west of John Street, between the railway line and Ryan Avenue. The objective for the zone is:

- To enable a mix of business and warehouse uses, and bulky goods premises that require a large floor area, in locations that are close to, and that support the viability of, centres.

The zone largely reflects current land use and condition of the area. However, the area has the potential to support higher density mixed use development, taking advantage of proximity to services and larger land holdings, in particular in the northern portion. The zoning therefore limits the potential for the area to be transformed and contribute to the renewal and revitalisation of the Singleton Town Centre.

B6 Enterprise Corridor

The zone is located along George Street and Maitland Road, predominantly between Goulburn Street and Soapsuds lane. The key objectives for the zone are:

- a) To promote businesses along main roads and to encourage a mix of compatible uses.
- b) To provide a range of employment uses (including business, office, retail and light industrial uses).
- c) To maintain the economic strength of centres by limiting retailing activity.

Despite the objectives of the zone, a range of businesses are permitted and retail is not specifically prohibited. Similar to the B5 zone, the zoning largely reflects current land use. However, the Draft LEP 2013 zoning contradicts the SLEP 1996 to the degree that it does not reflect the limitations posed on major roads, including concern about access and potential impact on the efficient function of the Highway. To this extent, it could be seen as contradicting the objectives of the Infrastructure zoning which applies to the Highway.

Essentially, the zoning condones current strip development which may reinforce George Street detracting from the main street rather than assist in concentrating efforts to direct business and activity to John Street.

R1 General Residential

The general residential area applies to the bulk of the town centre away from main roads. It allows a variety of housing types and densities to meet the housing needs of the community. It also allows for the provision of facilities or services to meet the daily needs of residents such as neighbourhood shops and community facilities.

RE1 Public Recreation

The zone includes existing parks and open space areas, with the objective of providing for open space and recreation needs.

SP2 Infrastructure

This zone applies to the New England Highway and the railway line. The objectives for the zone are:

- a) To provide for infrastructure and related uses.
- b) To prevent development that is not compatible with or that may detract from the provision of infrastructure.

Exemptions to Development Standards

The Draft LEP, under compulsory clause 4.6, provides a discretionary framework for the granting of development approval for developments that contravene development standards stipulated in the Draft LEP or other environmental planning instruments (unless certain development standards are expressly excluded from the operation of the clause). The aim of the clause is to provide for greater flexibility in the application of the development standards and in particular circumstances.

While this clause provides for flexibility in the interpretation of the planning instruments (which may be beneficial in some instances), it also introduces an element of uncertainty with regard to planning outcomes. The ultimate decision about non-complying developments will be made by the Department of Planning and Infrastructure (the Director-General), after considering a number of factors, including the public interest and the particular zone objectives.

Flood Planning

The Draft LEP 2013 contains flood planning clauses that aim to allow development on flood-labile land while minimising the risk to life and property associated with such development. Development must not be approved unless a number of conditions are met. In addition to these, the LEP stipulates the requirement for minimum floor levels for residential development in flood planning areas (which include all of the town centre).

Heritage

Similar to the SLEP 1996, the Draft LEP 2013 contains provisions for Heritage Conservation (clause 5.10), with the aim of preserving the heritage (environmental, built, archaeological, Aboriginal) of Singleton. They set out when consent for

development is required, including what the requirements of consent are.

Major Roads

Unlike the SLEP 1996, the Draft LEP 2013 does not contain any clauses in relation to development along major roads (i.e. the Highway frontage and adjoining 90m).

In the absence of a Singleton Bypass, or a reasonable time frame for a bypass, a review of the Draft LEP in this respect may be appropriate, to ensure the restrictions and concerns of the RMS are adequately reflected and addressed, and in order to not raise false or unrealistic development expectations on the part of land owners.

1.1.6 Singleton Development Control Plan 2012

DCP 2012 came into force in August 2012 and supersedes the Singleton DCP 2009. It details guidelines and standards for land use and development which provide guidance to proponents in respect of minimum requirements for developments.

DCP 2012 is structured into several parts, with Parts A to C providing preliminary information, including abbreviations and advertising requirements for development.

Part D of the DCP provides general development provisions including for

- › building heights and setbacks for different land use zones and development types, including circumstances in which Council may consider variations to building lines and setbacks (though not heights)
- › parking and access requirements for different types of land uses and facilities
- › general heritage requirements
- › vegetation preservation and landscaping
- › flood risk management

Part E of the DCP contains provisions for a range of specific development types including: subdivision, single dwelling houses, urban housing (ranging from conventional detached housing

to multi-unit housing, flats and shop-top housing), commercial and retail development, industrial development, commercial vineyards, and events and festivals.

Part F of the DCP contains provisions for specific sites, one of which is the Singleton Heritage Conservation Area (p. 139). It provides background, as well as additional objectives and criteria for the area, in addition to general heritage criteria.

Permitted Development Heights

The DCP sets out a maximum 8.5m height limit of two-storeys. This may be exceeded where commercial or retail development is of 'exceptional design quality', although no guidelines are available that provide the basis for assessing what constitutes 'exceptional design quality'.

For residential developments (including multi-unit housing such as apartments and serviced apartments) which fall under the category of urban housing, there is no similar provision that would permit building heights in excess of two storeys. This has the potential to contribute to a reluctance to undertake multi-unit developments.

Flood Planning

While Flood Planning Levels (= minimum finished floor levels, FPLs) are intended to apply only to residential developments, there is potential for confusion or misinterpretation of the documents in respect of the applicability of FPLs to other types of development. In particular, page 74 of the DCP states: "The design of developments is to comply with the flood planning levels identified in the table which follows".

Heritage

DCP 2012 contains detailed clauses that provide guidance on the identification of places and items of heritage significance, as well as on considering and assessing their significance as part of development proposals. This includes the identification of documents and information that need to be submitted with development proposals which could potentially affect heritage. This includes consideration of the setting and overall townscape heritage values, as well as detailed requirements in respect of

building features and characteristics. Additional criteria are provided for the Singleton Conservation Area.

Outdoor Dining

Provisions in relation to outdoor dining and seating are listed under the specific requirements for commercial and retail developments. Contrary to the objective of "promoting safe and attractive outdoor dining, seating and display areas", they do not readily support or permit these activities on public footpaths. This has the potential to counter the desire to activate the main street, as current building alignments in John Street do not provide for private outdoor space facing the street.

1.1.7 Singleton Section 94 Contributions Plan 2008

The Singleton Development Contributions Plan applies to all development in the LGA. The Plan requires the payment of a monetary contribution for the provision of infrastructure and services, in accordance with the rates outlined in the plan. The whole study area falls within the area identified as the "Singleton Existing Urban Area".

It is noted that commercial development within the town centre is only levied section 94 contributions for public car parking, and only if parking is not provided on site. Otherwise, only minimal contributions are sought for plan preparation and administration. Accordingly, it is considered that contributions do not notably affect development viability. Contributions for development of medium density housing within the existing urban area are more significant.

1.2 OTHER COUNCIL DOCUMENTS

1.2.1 Singleton Town Centre Traffic and Parking Strategy Investigations, 2009

The Singleton Town Centre Traffic and Parking Strategy is a strategic review of traffic and parking management issues. It intended to provide Council with guidance, acknowledging that additional investigations would be required, to develop detailed plans and actions to address a number of traffic and parking issues.

The Strategy made recommendations in relation to suitable heavy vehicle routes, general traffic access to the town centre and included a parking utilisation survey and analysis. The Strategy also investigated traffic management arrangements for John Street and George Street.

Following the Strategy, Council identified that a number of matters remain essentially unresolved and will require further investigation. Irrespective, the Strategy has informed the masterplan by providing an overview of the complexity of traffic, access and parking issues affecting the town centre. These are further discussed in section "3 Site Analysis, Opportunities and Constraints".

1.2.2 Singleton CBD Streetscape Improvement Project, 2008

The Singleton Streetscape Improvement Project includes a concept plan for physical improvements to the public domain from the Railway Station to the northern end of John Street and including Campbell Street. It revised similar work completed in 1998. The report has no formal Council status. Whilst Council has generally been supportive of the concepts developed, a more integrated and practical approach was considered necessary to ensure funding opportunities and positive economic outcomes for the town centre as a whole.

1.3 SINGLETON SOCIAL AND ECONOMIC PROFILE

1.2.3 Singleton Floodplain Risk Management Study and Plan, 2012

The Floodplain Risk Management Study and Plan 2012 reviews previous flood events and studies and discusses Council's land use planning and development controls. The existing flood planning floor level policy within the town centre remains applicable, plus a 0.18 climate change allowance for residential development. There is no minimum floor level requirement for commercial related floor space in the town centre.

1.2.4 Recent Major Developments

Prior to commencing the masterplan process, Council approved two significant development applications with the potential to influence the future of the town centre, namely, the redevelopment of the Gowrie Centre and the ALDI development.

› Gowrie Centre Redevelopment

The redevelopment represents a \$30 million expansion and upgrading of the Gowrie Centre in Gowrie Street, at the southern end of the Singleton town centre. The shopping complex was originally constructed in 1984 and had a total floor area of 12,200 square metres. The redevelopment commenced in 2012 and will increase floor space area to 24,600 square metres. The redevelopment provides for one shop and one entrance on John Street, as well as a walled facade to screen car parking.

› ALDI Supermarket Development

In July 2009, Council granted approval for a 960 square metre ALDI Foodstore and associated car parking for 77 vehicles on the corner of John Street and Harriet Street. Construction on the site is yet to commence.

These developments, particularly the Gowrie Centre redevelopment, will have a significant impact on the town centre area, shifting the commercial focus of the town and consolidating it at the southern end of John Street.

The "Singleton Social and Economic Profile" provides an understanding of the social and economic context for redevelopment of the Singleton town centre. Key findings and implications for the masterplan are:

Economy, employment, demographics and income

- › The economic strength of Singleton is evidenced by strong demand for residential accommodation, extremely low unemployment, high household incomes and high retail turnover.
- › The impacts of this strength include high residential rents and sale values, low housing affordability and environmental pressures.
- › The proportion of the population aged 60 years or older is projected to increase from 13% in 2006 to 23% by 2036. This equates to an increase of 133 persons per annum.
- › Singleton LGA has one of the lowest unemployment rates in the country at 1.1%. This low unemployment rate is attributable to strong demand from the mining industry and associated suppliers and service providers.
- › The population of Singleton is expected to grow by between 1.1% and 1.5% between 2011 to 2031. This equates to an increase of between 5,182 and 6,562. It is noted that more recent information obtained by Singleton Council indicates that population growth may be significantly higher than this over the next 5 years. Factoring in regional migration and committed expansion of Defence operations and staff numbers, a population growth rate of 5% is now anticipated. A target range of 20% of this growth is to be accommodated in the town centre, requiring approximately 100 new dwellings in the town centre per annum.
- › Singleton has 44% of its jobs in service industries compared to an average of 53% for the Upper Hunter LGA's.
- › Up to 5,000 employees are estimated to commute from other LGA's to work in Singleton and Muswellbrook daily.
- › Singleton LGA was characterised in the ABS Census 2011 as having significantly greater household weekly incomes (\$1,692) than either the Hunter Valley excluding Newcastle (\$1,158) or the Rest of NSW outside of Sydney (\$961). This

is due to the shortage of skilled labour to meet demand in the mining industry. Median household incomes in the Singleton urban area in 2011 were greater still at \$1,706/ week.

Real Estate Markets

Real estate markets in Singleton are characterised by the following findings:

- › Residential rents have been growing strongly for many years with little vacancy, recording average annual growth of 8.3% over the last 9 years, 1% per annum higher than Muswellbrook whose rents are 18% lower. Gross yields of 5.5-6.5% are available for residential investments.
- › Residential median prices for 3 bedroom dwellings have increased on average by 8.7% per annum over the last 9 years in Singleton to \$372,000, compared to \$298,000 in Muswellbrook.
- › New subdivision lots for residential use sell for between \$210 and \$230 per square metre and older houses in the urban centre are selling for \$350-\$450 per square metre of land with improvements. Smaller blocks with improvements are around \$700 per square metre.
- › Apartment values (\$160-200,000) tend to be much lower than houses and less prevalent due to the poorer feasibility at these prices.
- › Retail floor space is set to be increased substantially with the development of approximately 8,000 square metres of net lettable space in the Gowrie Centre.
- › Rents in John Street range from \$240-280/m² net for retail shops to \$160-180/m² net for shop top commercial space.
- › Approximately 1,250 square metres per annum of retail floor space demand is forecast for Singleton for the next 10 years, excluding demand for bulky goods retailing.
- › Approximately 1,650 square metres per annum of commercial floor space demand is forecast for Singleton over the next 10 years of which 1,300 square metres should be shop front type space suitable for real estate agents and the like.

Economic Growth

Factors which are expected to drive economic growth in Singleton over the next 10 years include:

- › Increasing population driven by strong employment demand and low median age of the existing population.
- › Investment in mining and associated industries based on resources in the region.
- › Investment in infrastructure to service industry and a growing population including transport, health, education, military, recreational and utilities related expenditure.
- › Investment in diverse industries already established in the region including wine, equine and tourist industries, but also power generation, renewables, agriculture and processing.
- › Housing investment to meet the needs of both a growing and an ageing population.
- › Investment in short term accommodation to meet itinerant worker demand.

Development Feasibility

The assessment of development feasibility in Singleton indicates that redevelopment is only marginally feasible in current market conditions of high and rising land values and escalating construction costs. Development feasibility is increasingly difficult to achieve, in particular for multi-unit development such as mixed-used developments or apartments. Infill development performs somewhat better where car parking spaces can be provided at ground level rather than below ground. Singleton's marginal feasibility is reflected in the levels of building construction activity in the town which have been generally low over recent years, despite increasing population demand and pressure.

Based on current market conditions, development feasibility may be able to be achieved for vacant sites or sites with "knock down" buildings that could be redeveloped for town houses or terraces houses. Semi-detached dwellings as part of dual occupancy developments by project home builders or owner builders provide a more attractive return for the level of risk. Mixed use developments provide the lowest level of return.

A planning risk is such development occurring in the prime retail strip on John Street which would break the continuity of the main street. Planning controls, while encouraging mixed use development including shop top housing, will need to ensure that active shop front uses on the ground floor fronting the main street are required.

2 SITE ANALYSIS, OPPORTUNITIES AND CONSTRAINTS

This section provides an overview of the findings of the detailed site analysis of the study area. A number of factors influencing current and potential future urban form and use are investigated including

- › Context
- › Zoning, subdivision and ownership patterns
- › Land use and activities
- › Access and circulation
- › View corridors
- › Flooding
- › Natural and built heritage and character
- › Singleton community values



Illustration 2.1.1 Barriers within and to the Study Area

2.1 CONTEXT AND BARRIERS

The town centre is situated on the Hunter River floodplain. It is separated from recent residential growth areas by the river.

Significant open space is located along the Hunter River, distancing much of the town centre from the river. In addition, the levee, constructed to protect the town from flooding following the 1955 flood, provides a physical and visual barrier that separates the town from the Hunter River parklands. As a result, there is a disconnect between the town centre and the parklands, limiting the degree of interaction between the town's two key public domain assets. This limits their potential to be mutually enhancing and supporting destinations.

There is a disconnect between George Street and John Street. John Street is the main street but is located out of sight from the main thoroughfare along the New England Highway.

Vehicular access onto and across the New England Highway (George Street and Maitland Road) can be difficult for vehicles wanting to access or leave the town centre, in particular during peak times.

The civic centre is located outside of the town centre with the result that there is no civic heart or focus in the town centre.

The railway line is a barrier to rural and residential areas to the south.

The southern town centre is separated from the river by the wide area of open space behind the levee.



Illustration 2.1.2
The railway bridge embankment contains the town centre at the southern end and blocks views to surrounding areas

OPPORTUNITIES AND IMPLICATIONS

A Contained Town Centre

Physical barriers (road, rail and flooding infrastructure) define the town centre limits. Therefore, all demand for future growth needs to be accommodated within established town centre areas.

Balance Growth With Heritage and Amenity

Future growth will need to be balanced with heritage, conservation and amenity values of established urban areas.

Take Advantage of Views to the River Parklands

There is an opportunity to capitalise on views to the Hunter River and parklands, especially in the northern town centre where town centre and main street are closest to the river.

Improved Connection Between Town and River

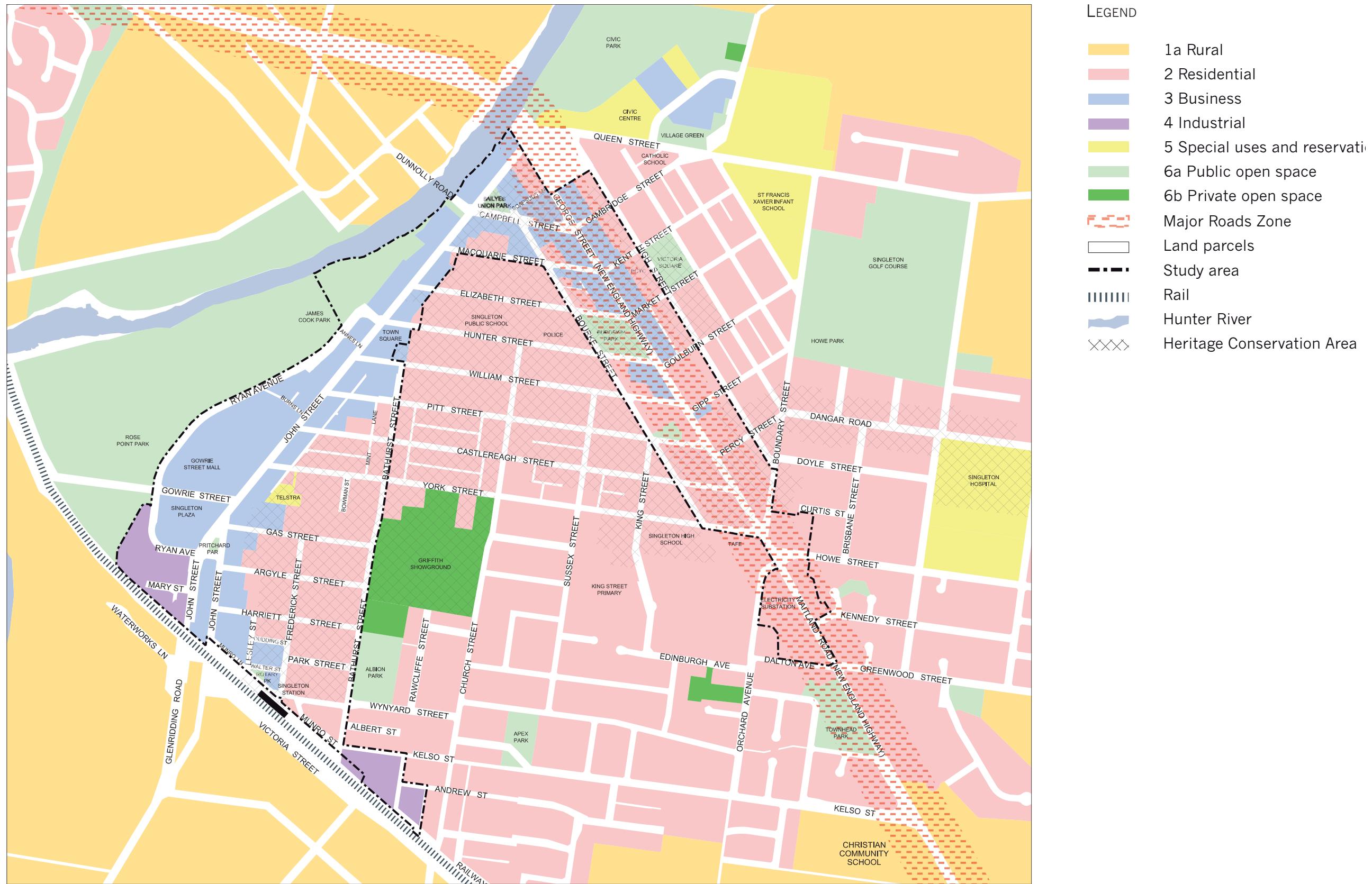
There is the potential to improve physical and visual connections between the town centre and the parklands, to enhance the sense of place generally, as well as to capitalise on the recreation and amenity potential of the parklands. There is an opportunity for the town centre and the parklands to become mutually enhancing and supporting destinations, with the potential to establish the town centre as a place to live, do business, interact with the community and friends, and recreate/ play.



Illustration 2.1.4
The levee bank behind Ryan Avenue, separating the town from the parklands



Illustration 2.1.3
Dense traffic along the New England Highway during the afternoon peak



2.2 LAND USE ZONING - SINGLETON LEP 1996

The Singleton Local Environmental Plan 1996 (SLEP 1996) controls planning and development in the Singleton town centre. Under the SLEP, there are a number of land use zones in the town centre, including

- › Business
The business zone is focused along John, Campbell and George Street.
- › Residential
The area between John and George Street is characterised by traditional and generally well-kept single-storey family homes on large blocks. They are interspersed with new developments including townhouse developments and dual occupancies.
- › Industrial
Industrial land is located between Ryan Avenue and the railway line. It contains a mix of retail shopping centres, industrial and other large floor plate commercial uses, residential cottages and a cinema.
- › Special uses and reservations
The vacant Telstra land between Gas and York Street is zoned for special uses.
- › Public open space
This includes the river parklands as well as the town centre parks Burdekin Park on George Street and strategically located Baileys Union Park and Pritchard Park at the northern and southern end of John Street respectively.

Major Roads

Irrespective of the land use zoning, there are limitations on development along the New England Highway, based on its role in the state's road network.

OPPORTUNITIES AND IMPLICATIONS

Zoning Generally Permits Redevelopment

A review of the SLEP 1996 indicates that existing land use zones are no impediment to redevelopment in the town centre. However, no specific mixed use zone exists that supports or encourages the desire for a more vibrant and cosmopolitan feel in the town centre, as well as the desire to provide for increased residential living in close proximity to services.

Potential for Greater Building Heights

While there is a two-storey height limit for development, this may be exceeded in certain circumstances, including by demonstrating 'exceptional design quality'.

Heritage Conservation

Much of the town centre falls within the Heritage Conservation Area which aims to protect the older core residential precinct

Need for Higher Densities

Efficient utilisation of land in the town centre and demand for growth may suggest a need for higher density development in certain areas.

Need for Alternative Industrial Lands

Based on the continued strong demand for commercial and retail space in the town centre and for increased residential opportunities within proximity to services, retention of industrial land with the town centre may no longer be appropriate.

Business is Spread Out Over a Larger Area

The business zone is very spread out which may counteract the desire for a vibrant town centre. There may be opportunities to consolidate business zones, to achieve a greater concentration of services to support a vibrant centre within which key services are within walking distance from one another.

Incompatibility of Business and Highway Functions

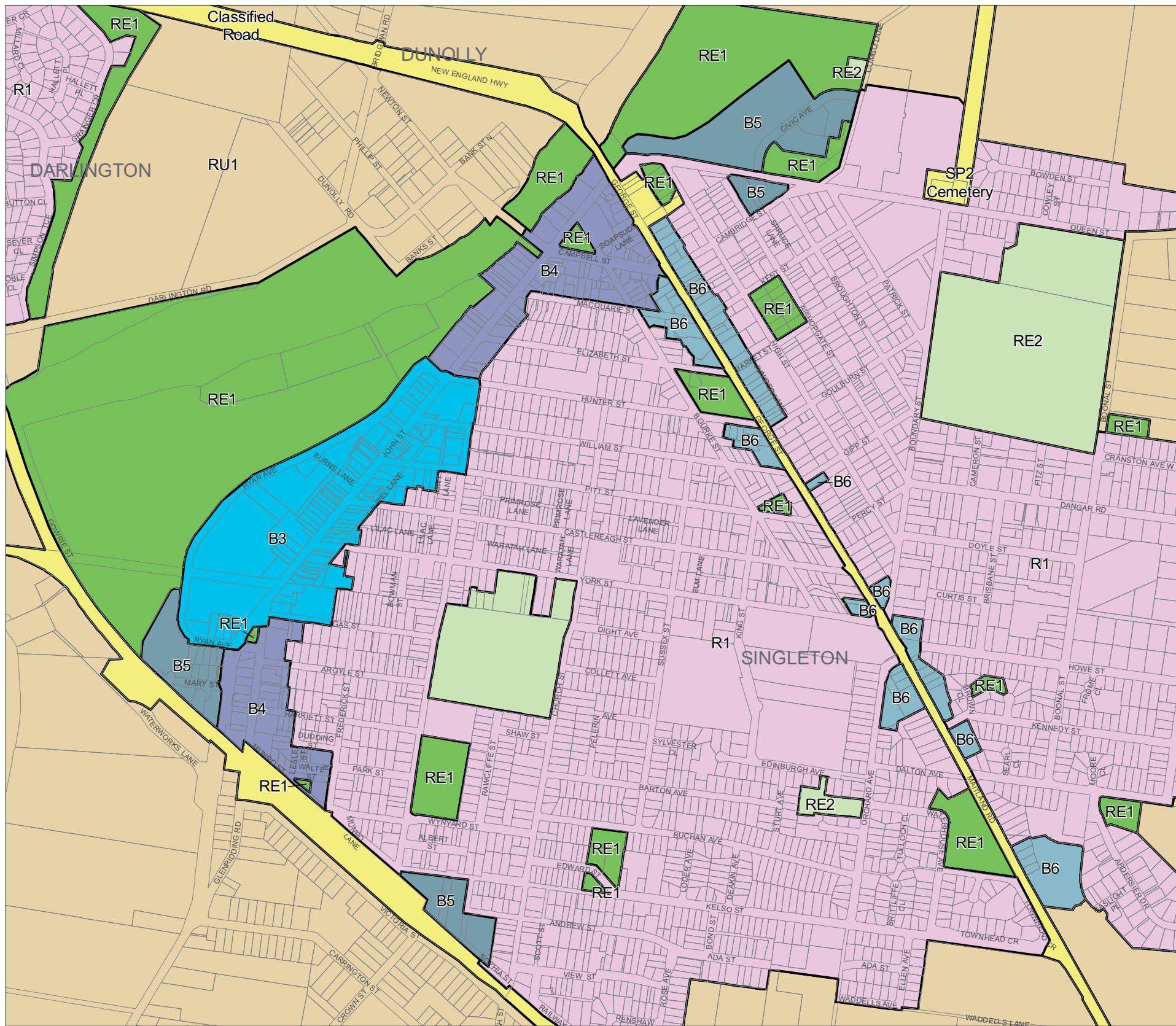
The location of a business zone along the Highway conflicts with its role in the state's road network, including the need for efficient functioning and traffic movement.



Illustration 2.2.2
Baileys Union Park between northern John Street and Campbell Street



Illustration 2.2.3
Pritchard Park at the southern end of John Street



LEGEND

- [B1] Neighbourhood Centre
- [B3] Commercial Core
- [B4] Mixed Use
- [B5] Business Development
- [B6] Enterprise Corridor
- [E1] National Parks and Nature Reserves
- [E2] Environmental Conservation
- [E3] Environmental Management
- [E4] Environmental Living
- [IN3] Heavy Industrial
- [R1] General Residential
- [R2] Low Density Residential
- [R5] Large Lot Residential
- [RE1] Public Recreation
- [RE2] Private Recreation
- [RU1] Primary Production
- [RU2] Rural Landscape
- [RU3] Forestry
- [RU4] Primary Production Small Lots
- [R5] Village
- [SP2] Infrastructure
- [W2] Recreational Waterways

Cadastre

□ Cadastre 05/10/2010 © Land and Property Information (LPI)

Illustration 2.2.4 Singleton town centre land use zoning and extent of heritage conservation area, as per Singleton LEP 1996

2.2 LAND USE ZONING - DRAFT SINGLETON LEP 2013

The Singleton Local Environmental Plan 1996 (SLEP 1996) controls planning and development in the Singleton town centre. Under the SLEP, there are a number of land use zones in the town centre, including

- › Business - Commercial Core (B3)

This zone is concentrated between Hunter Street and Ryan Avenue, extending outward from John Street to include all land to Ryan Avenue and Laurel Lane, as well as some land further east.

- › Business - Mixed Use (B4)

This zone includes land on both sides of John Street between Pritchard Park and the railway Station and north of Hunter Street, as well as the triangle of land between Macquarie Street, George Street and the Hunter River parklands.

- › Business Development (B5)

The zone is located west of John Street, between the railway line and Ryan Avenue.

- › Business - Enterprise Corridor (B6)

The zone is located along George Street and Maitland Road, predominantly between Goulburn Street and Soapsuds lane. However, additional business lots are proposed further south along the Highway than is the case under SLEP 1996.

- › General Residential (R1)

The general residential area applies to the bulk of the town centre away from main roads.

- › Infrastructure (SP2)

This zone applies to the New England Highway and the railway line.

- › Public Recreation (RE1)

The zone includes existing parks and open space areas.

OPPORTUNITIES AND IMPLICATIONS

Zoning Generally Permits Redevelopment

Land use zones are no impediment to redevelopment in the town centre. However, it is suggested that the mixed use business zone may be the most appropriate zone for John Street, as it provides the most flexibility in terms of realising a vibrant mixed use precinct that incorporates commercial, retail/ employment and residential components, unlike the "Commercial Core" zoning proposed in the Draft LEP. The focus of the latter is on retail, business and employment. A mixed use town centre would ideally include all land to the railway line, including land currently proposed to be zones as "Business Development" (B5).

Need for Alternative Industrial Lands

Based on the continued strong demand for commercial and retail space in the town centre and for increased residential opportunities within proximity to services, retention of industrial land with the town centre, as reinforced through the proposed B5 (Business Development) zone, may no longer be appropriate. Rather, alternative land should be identified for such a zone, through a strategic planning process.

Need to Review Residential Height Limits

Residential development is limited to two storeys in height, whereas commercial and retail development may develop to greater heights, provided 'exceptional design quality' can be demonstrated. Efficient utilisation of land in the town centre and demand for growth may suggest a need for higher residential densities in certain areas.

Under the Draft LEP, the only opportunity for residential development in excess of two storeys high is through the "Exceptions to Development Standards" provisions, which require approval of the development by the Director-General of the Department of Planning and Infrastructure. This process may provide an additional disincentive to potential developers.

Heritage Conservation

The Heritage Conservation Area remains the same from the current SLEP 1996.

Business is Spread Out Over a Larger Area

Land zoned for business purposes continues to be very spread out which may counteract the desire for a vibrant town centre. There may be opportunities to review and consolidate business zones, to achieve a greater concentration of services to support a vibrant centre within which key services are within walking distance from one another.

Incompatibility of Business and Highway Functions

The location of the enterprise corridor zone along the Highway has the potential to conflict with the Highway's role in the state's road network, including the need for efficient functioning and traffic movement.

Gould's Timber Mill Zoning

The timber mill site has been identified as a potential future redevelopment site within proximity to the town centre. This is not reflected in the zoning provisions of the Draft LEP.



Illustration 2.3.1 Subdivision pattern and land ownership by owner type

LEGEND

- Block structure
- Study area
- Rail
- Hunter River
- Open Space
- Government ownership
- Individual lots in private ownership
- Adjoining lots held in private ownership.
Internal lot boundaries shown white
- Individual lots in corporate ownership
- Adjoining lots held in corporate ownership.
Internal lot boundaries shown white

Key to Government Agencies

A	Aboriginal Housing Office	P	Post Office
C	Council	S	Ambulance Service
D	Department of Housing	T	Telstra
E	Energy Australia		
F	Fire brigade		

2.3 SUBDIVISION PATTERN AND LAND OWNERSHIP

Much of the study area is characterised by a small subdivision pattern. In particular, sections along John Street feature narrow land parcels. In addition, land ownership in the town centre is highly fragmented for the most part.

The analysis of land owners indicates that there are limited government land holdings of a large enough size that have the potential to act as a catalyst for town centre redevelopment.

The largest land holding and the land holding with the most significant frontage to the river parklands is the Gowrie Centre. This is currently being redeveloped and is unlikely to be redeveloped again during the life of the masterplan.

OPPORTUNITIES AND IMPLICATIONS

Fragmented Ownership

Fragmented land ownership represents a possible barrier to redevelopment as small lots or land holdings offer limited opportunity to support redevelopments of a scale significant enough to have a transformative impact on the town centre. Small and narrow lots such as those in the centre of John Street in particular have limited redevelopment potential.

Focus on Existing Large Holdings

Consolidation or amalgamation of lots held by different owners is difficult to achieve and controversial. While there may be opportunities to facilitate redevelopment through incentivising land consolidation to produce larger land holdings viable for redevelopment, a more easily achievable approach in the short to medium term is to focus redevelopment on available large land holdings.

Areas of Greatest Redevelopment Potential

Based on this, areas with the greatest redevelopment potential are larger lots and consolidated land holdings in the following locations

1. south of Gowrie and York Streets,
2. along John Street between Pitt and Macquarie Streets approximately, and including Council car parks along Ryan Avenue and Laurel Lane
3. along John Street north of Campbell and Bourke Streets,
4. along Maitland Road, between Dalton and Orchard Avenues.

Provide Incentives to Realise Connection to the River

The objective of reconnecting with the river will need to be achieved within the existing subdivision and street pattern, taking advantage of the redevelopment potential offered by larger lots and consolidated land holdings to maximise new connections. This may require consideration of development incentives to implement links over private lands.

Council's Land as Major Opportunity

Council owned land between William and Pitt Street offers the major opportunity for Council to initiate redevelopment through a catalytic project of its own.



Illustration 2.3.2

The William Street Car Park represents one of the most significant Council-owned land holdings in the town centre

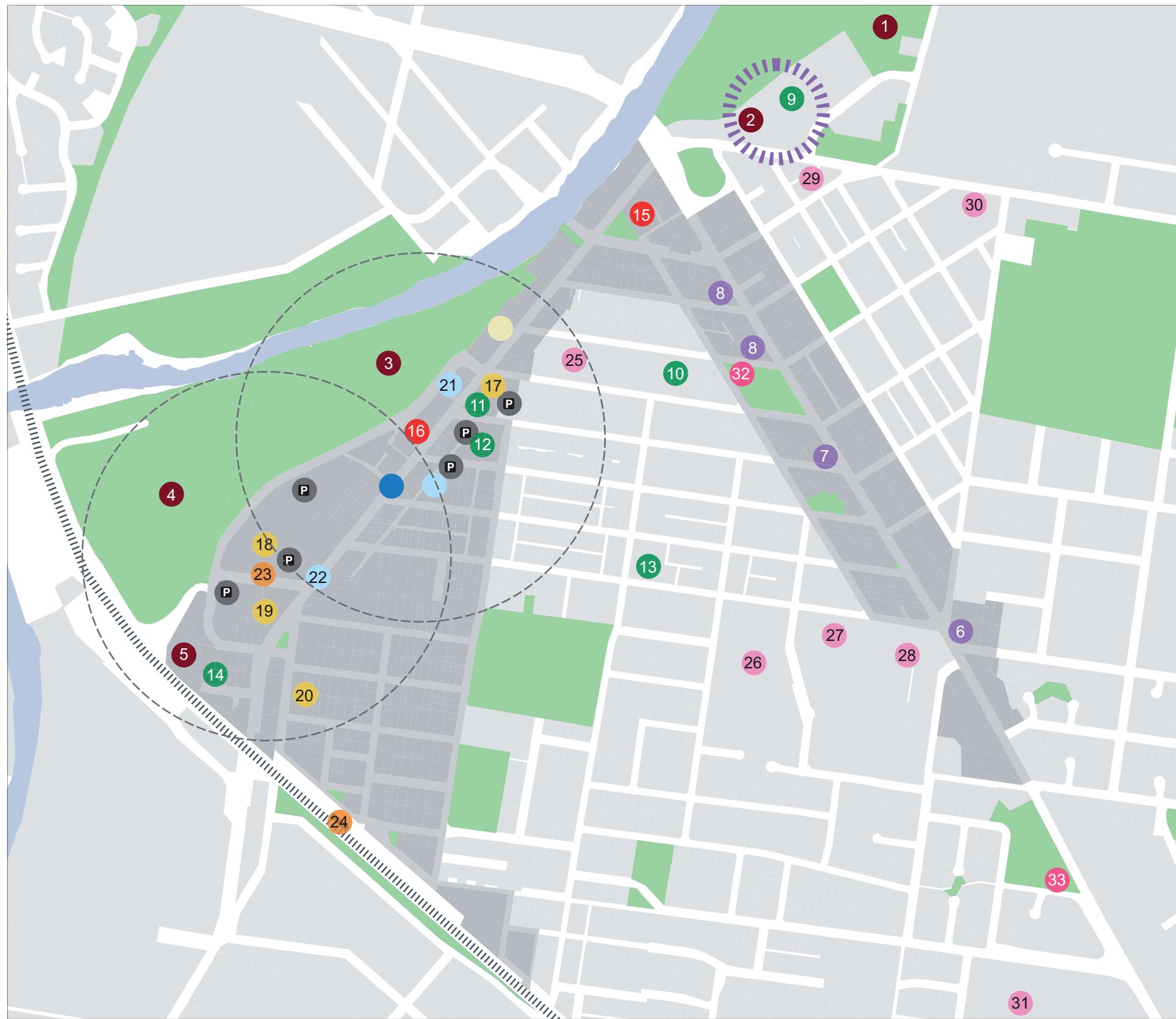


Illustration 2.4.1 Key destinations in the town centre

2.4 KEY DESTINATIONS

John Street fulfils the main street function. Services and facilities are largely concentrated in two areas:

- › the focus for commercial, retail and supermarkets is around the Gowrie and Franklins Mall at the southern end of John Street
- › the focus for services is in the centre of John Street between Castlereagh and Hunter Street approximately. This is a busy area featuring the post office and a large number of banks and financial institutions, as well as community and social services and facilities.

The town centre is spread out over a large area, including the main street which is approximately 1.3 kilometres long.

Leisure and dining opportunities are generally limited to hotels and pubs. There are very few cafes along John Street and in the town centre in general. In particular alfresco dining is poorly catered for and there is no main street footpath dining.

There is no civic, community or ceremonial space in the town centre. Singleton Council's civic centre (including the administrative centre and new library) is located to the north of the New England Highway, outside the study area. It is separated from the busy sections of the main street. There is no visual relationship between the commercial and the civic centre of the town.

The northern end of John Street currently lacks facilities or services that would function as a major attractor to draw people to these areas and provide a vibrant atmosphere. Located outside the comfortable five minute walking distance, and due to the types of businesses found here, this area attracts low levels of use, in particular foot traffic which may support incidental business or encourage greater retail investment.

With its mix of strip development, residential housing, professional suites and other businesses, there is no clear pattern or focus of use along George Street.

OPPORTUNITIES AND IMPLICATIONS

The Town Centre Is on John Street

John Street is the heart of the town centre and largely meets shopping, business and service needs.

Risk of Losing the Main Street

There is a risk of shops migrating into the Gowrie Centre once the redevelopment is complete, leaving the main street 'empty' or feeling closed down.

New Focus on Southern John Street

The Gowrie and ALDI developments will create a firm retail focus on the southern end of John Street. While they are remote to the banking and service cluster in the main street, they have the potential to contribute to the activation of the town centre by attracting large numbers of people. They may also provide an incentive for redevelopment on nearby land, to capitalise on the proximity and ease of access to essential shops and services.

The Main Street is Drawn Out

The length of the street makes it difficult to maintain vibrancy and high levels of activity for the entire main street.

Need for Activity Focus Points

There is a need for an attractor or business 'anchor' at the centre and at the northern end of John Street, to balance the retail focus at the southern end and ensure viability of the high street for its full length, including encouragement of active street life through major facilities located within walking distance of one another.

Need to Define George Street

There is a need to more clearly define the role of George Street which is primarily as a major transport corridor.

Compliment Street Shopping With Dining

There is an opportunity to complement current street functions with footpath dining and increased hospitality uses.



Illustration 2.4.2
The banking and services centre on John Street



LEGEND

- Block structure
- Study area
- Rail
- River
- Open Space
- Station
- Active street frontages

Illustration 2.5.1 Building orientation: locations of active street frontages

2.5 BUILDING ORIENTATION AND ACTIVE STREET FRONTAGES

The central section of John Street is characterised by being overlooked by shop fronts, creating an active street frontage typical of a traditional high street.

Developments south of York Street tend to be more inward-looking, with fewer windows and doors opening onto the main street, thus offering less passive surveillance and limiting interaction between businesses and the street. They directly contribute less towards an active streetscape.

Deep setbacks along the southern part of George Street result in poor street definition and limited passive surveillance.

Buildings in the town centre have largely turned their back on the Hunter River, focusing solely on the main street (John Street).

In John Street north of Elizabeth Street, there is a concentration of car, auto and farm based businesses, which provide relatively little street activation. The lack of awnings associated with these types of business results in a harsher environment less conducive to walking.

Campbell Street is one of the key links between George Street and John Street, yet it is poorly activated, falling short of communicating the location of the main street to people passing through town.

OPPORTUNITIES AND IMPLICATIONS

Increase Activation Along Campbell Street

There is an opportunity to enhance the integration between George and John Street by increasing activation along Campbell Street as a major link to the town centre.

Maximise Activation of John Street

There is an opportunity to strengthen John Street through regulating for improved street activation and definition, including direct access and shop fronts to John Street for all new businesses.

Hierarchy of Business Zones to Highlight the Town Centre

To maximise activation in the core of the town centre, establish a hierarchy of business zones and peripheral areas. Identify appropriate land uses for each and consider limiting businesses that don't support the hierarchy and key objectives.



Illustration 2.5.2
The banking strip in John Street is a good example of an active street frontage



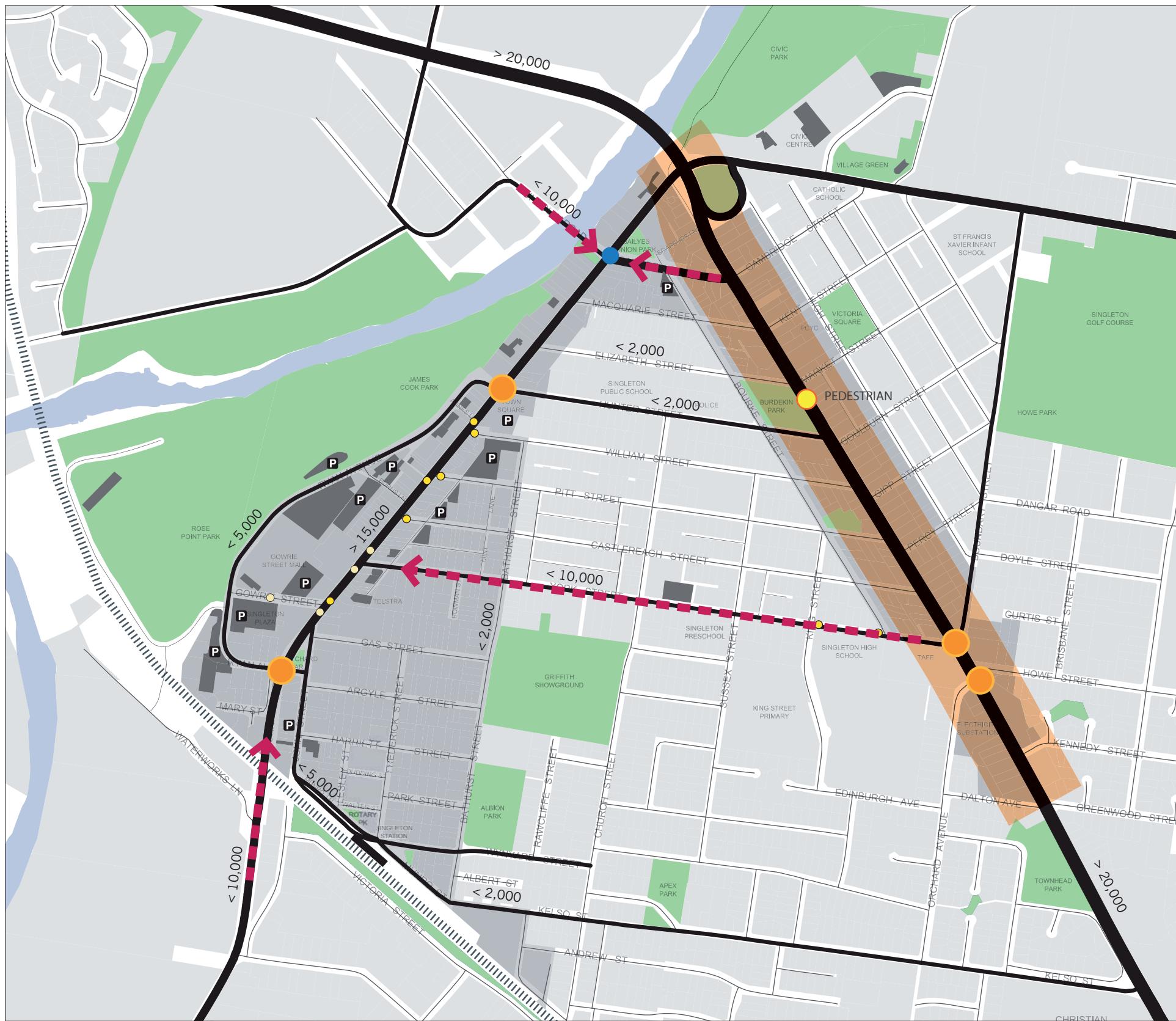
Illustration 2.5.3
Franklins Mall provides an active street frontage through shops with visual and physical access from surrounding streets



Illustration 2.5.3
Blank walls provide little street activation and passive surveillance



Illustration 2.5.4
Buildings such as this one in Campbell Street provide poor street activation and surveillance due to deep setbacks and the low numbers of visitors they attract relative to their land take.



LEGEND

- Block structure
- Study area
- Rail
- Hunter River
- Open Space
- Major road frontage (90m either side of George St)
- Arterial road (RMS)
- Sub-arterial road
- Collector road
- Local road
- Lane or unmaintained formed roads
- > 5,000
Number of vehicle movements per day (no number indicates no data)
- Traffic Lights
- Roundabout
- Existing pedestrian crossing
- Proposed pedestrian crossing
- Car park
- Major vehicular access route

Illustration 2.6.1 Vehicular Access

2.6 VEHICULAR ACCESS

The New England Highway is a major national route and receives high volumes of traffic movements (>20,000 per day). It is under the jurisdiction of Roads and Maritime Services (RMS) and has restrictions on access and development which extend 90 metres into adjoining streets.

RMS is currently undertaking a Pre-feasibility Study for a potential future Singleton Town Centre Bypass.

Directional signage is inconsistent and there are several types of signs pointing from the New England Highway to the town centre, none of which clearly stands out. There is no clear preferred route for vehicular access to the town centre, including light and heavy vehicular access.

There is no single clear point of arrival in Singleton. Rather, a number of markers announce the town, confusing the visitor experience. Together with inconsistent signage, this results in the main street being easily missed.

There is a need for trucks and service vehicles to access the town centre, including for deliveries, construction and the like.

There is congestion around Singleton School at drop-off/ pick-up times. This extends into and affects traffic in John Street.

Ryan Avenue is the dedicated main street bypass for heavy vehicles. Yet, this is not consistently observed by heavy vehicles.

John Street continues to carry the majority of traffic. The noise and pollution impacts have a negative effect on the experience of the street by pedestrians. The street is not an attractive place for dining or cafe activities which is reflected in the lack of such uses on, or adjacent to, John Street.

Regional traffic drives through the town centre (Campbell Street) to access Queen Street.

Council has previously identified Kelso Street as the preferred heavy vehicle access route into the town centre. This continues to remain controversial for a number of reasons. The route is not fully developed as a heavy vehicle route and is narrow and constricted around the railway station. It is used less than York Street.

OPPORTUNITIES AND IMPLICATIONS

Highway Function

Redevelopment potential along the New England Highway is severely restricted by its function as a major national route and the need to maintain traffic flow.

Access Routes

There is a need and an opportunity to clarify preferred access routes, especially for visitors to the area and for heavy vehicles, to limit the impact of heavy vehicles on residents and the main streets. This may involve investigating an alternative southern access into the town centre, with a possible route extending west from the New England Highway across flood-prone land and across the rail corridor to connect with Putty Road in Glenridding.

Main Street Arrival and Gateways

There is an opportunity to create clear town arrival points and main street gateways, building on existing parks, landmarks and tree planting, and utilising signage and street activation.

Traffic Calming

The width of John Street provides an opportunity to investigate options for traffic calming to encourage heavy vehicle use of Ryan Avenue, reducing traffic numbers and speed along John Street.

School Traffic

A review of school drop-off/ pick-up arrangements and Singleton Public School may be able to relieve some of the congestion along John Street.

Integrated Traffic and Parking Management Plan

There is a need to resolve the traffic access and parking issues identified in this and earlier studies. There is an opportunity to address all these issues together in an integrated Traffic Management Plan for the town centre, to complement and support this masterplan.

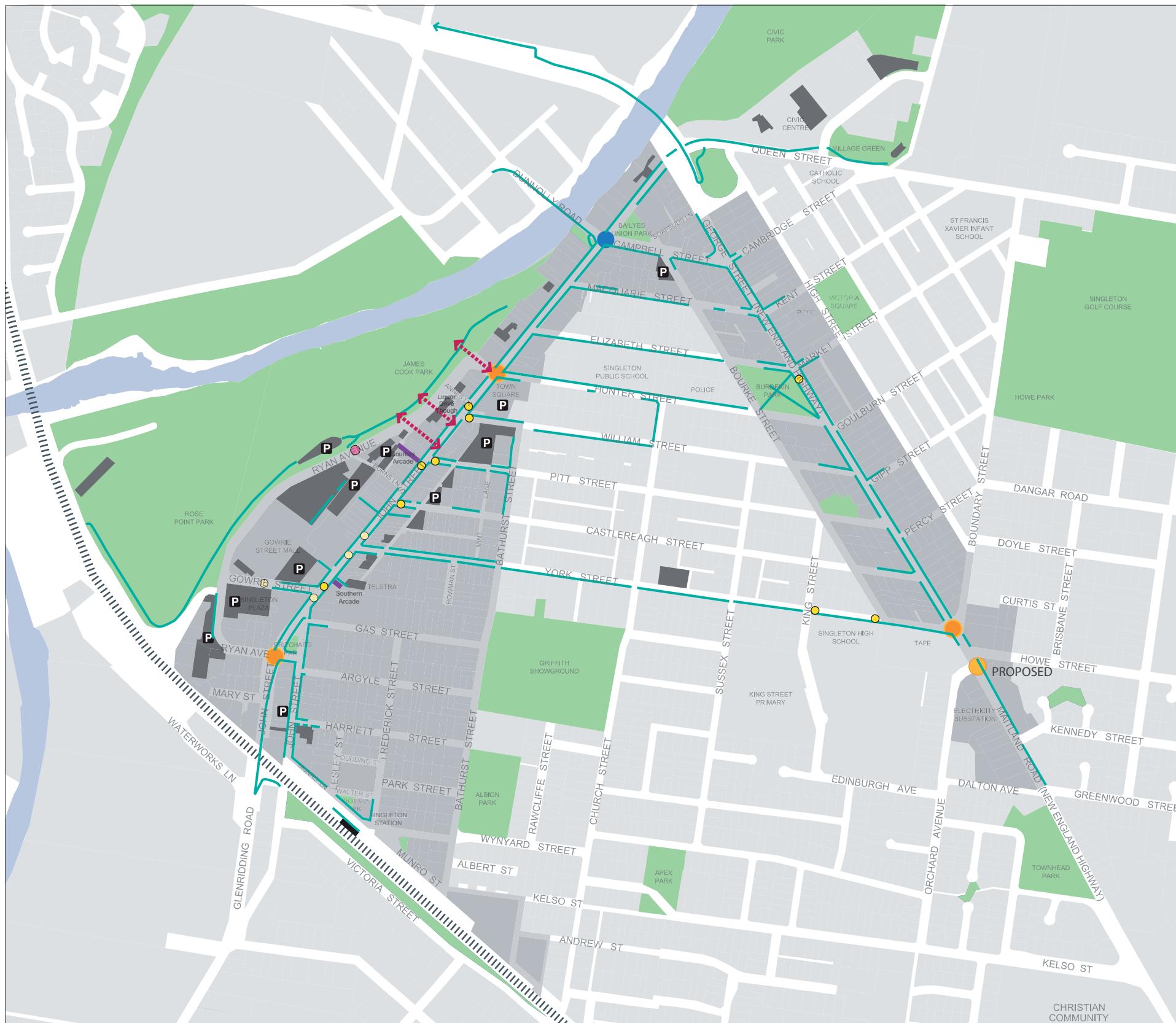


Illustration 2.7.1 Pedestrians, parking and bicycles

2.7 PEDESTRIANS, PARKING AND BICYCLES

Large car parks are generally located at the rear of John Street, on both private and Council-owned land. Car parks are either poorly sign-posted or not at all, making them difficult to find by people who are unfamiliar with the town.

There is a general desire to minimise walking, creating parking shortages along John Street and contributing to congestion and high traffic volumes.

There are a number of pedestrian links from car parks to the main street including traffic and informal pedestrian lanes, arcades, roads and footpaths. Many of these are ill-defined and poorly articulated, lacking footpaths, appropriate paving, drainage, shelter and passive surveillance. Many pedestrian lanes in particular are unattractive and perceived as lacking in safety and security, contributing to people's preference to park along the main street rather than use rear car parks.

The significant length of the main street contributes to the reluctance by people to walk as it is far in excess of what most people would consider comfortable or acceptable for walking.

Parking zones and restrictions are inconsistent along the main street. This creates confusion and, together with limited enforcement, contributes to people not adhering to parking restrictions. In addition, business staff are reported to use street parking along John Street for all-day parking, limiting customer access to shops.

Long-term parking, including illegal long-term parking, along John Street contributes to congestion, in particular in northern John Street.

Many car parks offer poor amenity in terms of tree cover, footpaths and shade.

The town centre street network does not connect to the river parklands and paths, reducing the potential for access and movement between the two.

Although the town centre is relatively flat, there is no provision for bicycling or bicycle parking, taking advantage of the larger bicycle network.

OPPORTUNITIES AND IMPLICATIONS

Create Links to the River

There is an opportunity to increase the physical (and visual) links to the river parklands to create a high level of integration with the town centre.

Improve Pedestrian Links to Car Parks

There is an opportunity to improve pedestrian links between John Street and the car parks beyond, to create greater pedestrian amenity and encourage walking to activate street life and contribute to a vibrant town centre.

Need for Activators along the Main Street

Activators including active retail and points of interest are needed along the main street to create an impetus for walking along lengths of the main street.

Develop a Bicycle Network

The gentle topography of the area provides an opportunity to build on existing bicycle paths to develop a bicycle network through the streets and open space system in and around the town centre to encourage greater use of cycling as a means of transport.

Need for a Parking Management Strategy

A parking management strategy is required to assist in managing traffic and parking demands and associated traffic volumes and congestion. This will include a number of management levels including enforcement of parking restrictions.



Illustration 2.7.2
Council car park between Pitt and William Streets

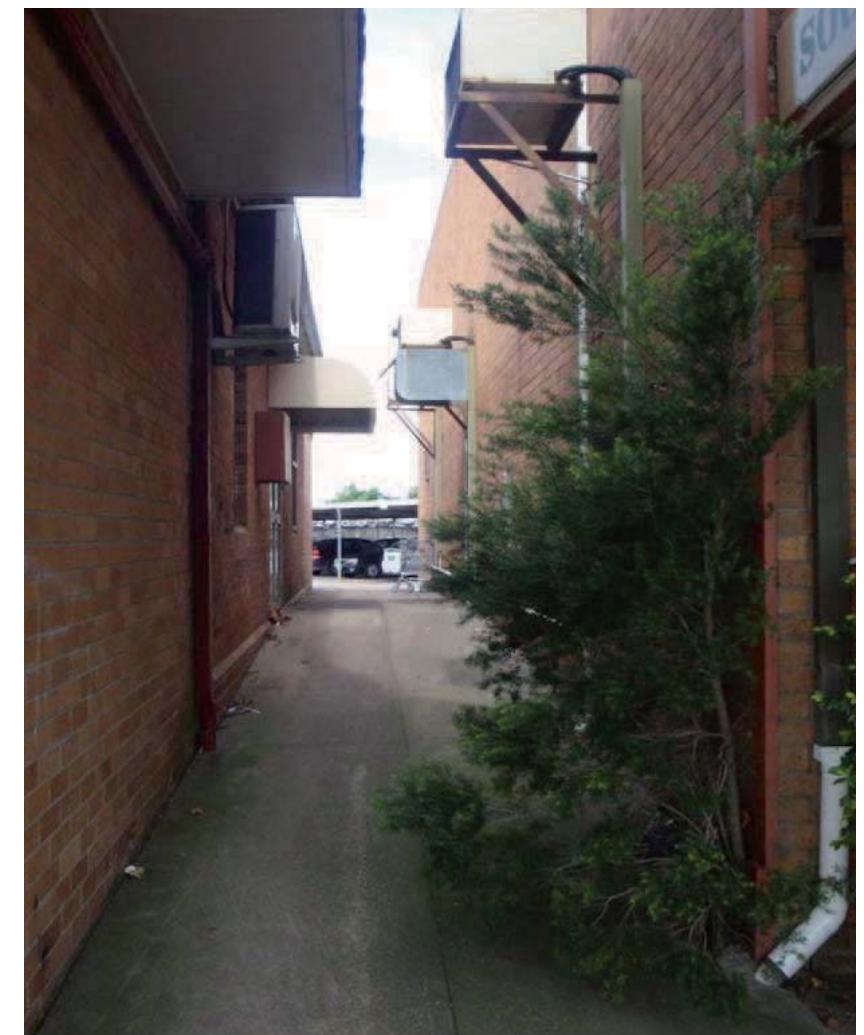


Illustration 2.7.3
Pedestrian linkages from John Street to Laurel Lane



Illustration 2.8.1 View corridors

3.8 VIEW CORRIDORS

Streets including Hunter and Elizabeth Street provides views west towards the river parklands and the vegetated hills beyond, providing an attractive green backdrop when approaching the main street.

There is an existing series of view corridors from John Street to the Hunter River Parklands which includes streets, lanes, arcades and building openings.

View corridors from John Street towards the parklands between York and Pitt Streets will be closed by the Gowrie redevelopment.

Plantings including Jacarandas and Norfolk Island Pines are associated with heritage buildings. They provide visual markers that assist in orientation and defining the character of the place.

OPPORTUNITIES AND IMPLICATIONS

Strengthen View Corridors to the Landscape Setting

View corridors could be strengthened to create stronger integration between George and John Streets, and between the town centre and the river parklands..



Illustration 2.8.2
View along Hunter Street towards the river parklands with vegetated hills in Singleton Heights beyond

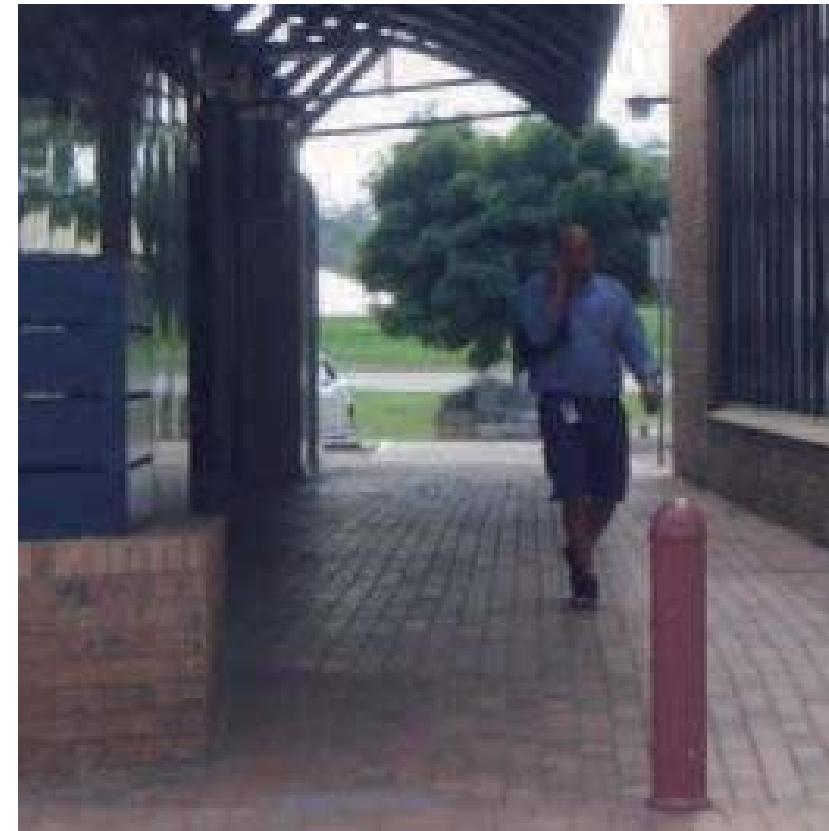


Illustration 2.8.3
View to the river parklands through the ANZ arcade



Illustration 2.8.4
View along Campbell Street towards Pearce Park and Dunnolly Ford Bridge



Illustration 2.8.5
View to the levee and river parklands through the telecommunications site adjoining Australia Post



Illustration 2.8.6
View along Burns Lane towards the river parklands and hills beyond

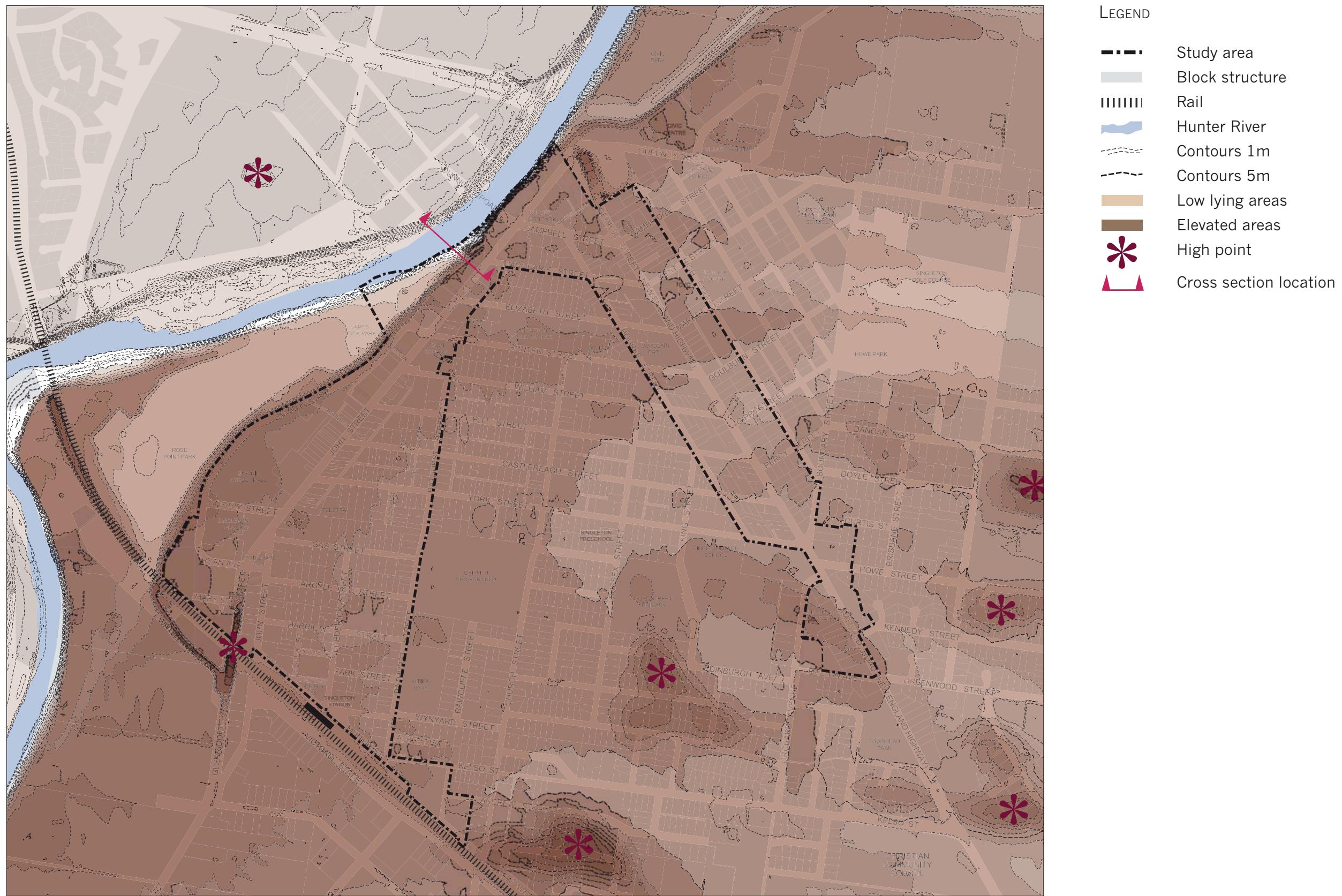


Illustration 2.9.1 Topography

2.9 TOPOGRAPHY

The town centre is located in the Hunter River floodplain. The terrain is generally flat and low-lying, rising gently from east to west, towards the levee bank.

The hills on the western side of the river provide an attractive green backdrop that contributes to the sense of place.

The railway embankment and levee bank, constructed after the 1955 flood, protects the town centre from flood events.

OPPORTUNITIES AND IMPLICATIONS

Take Advantage of Views to the River and Parklands

There is an opportunity to capitalise on the potential for views to the Hunter River and parklands. Especially in the northern town centre there is an opportunity for buildings to take advantage of potential views the river and parklands, through increased building height and orientation of living spaces towards the river.

Topography supports Redevelopment

The topography of the town is no impediment to town centre development.

Take Advantage of Views to the Landscape Setting

There is an opportunity to maximise views towards the hills west of the river to take advantage of the natural setting and enhance the sense of place.



Illustration 2.9.2
Existing developments are physically and visually cut off from the river and parklands by the levee

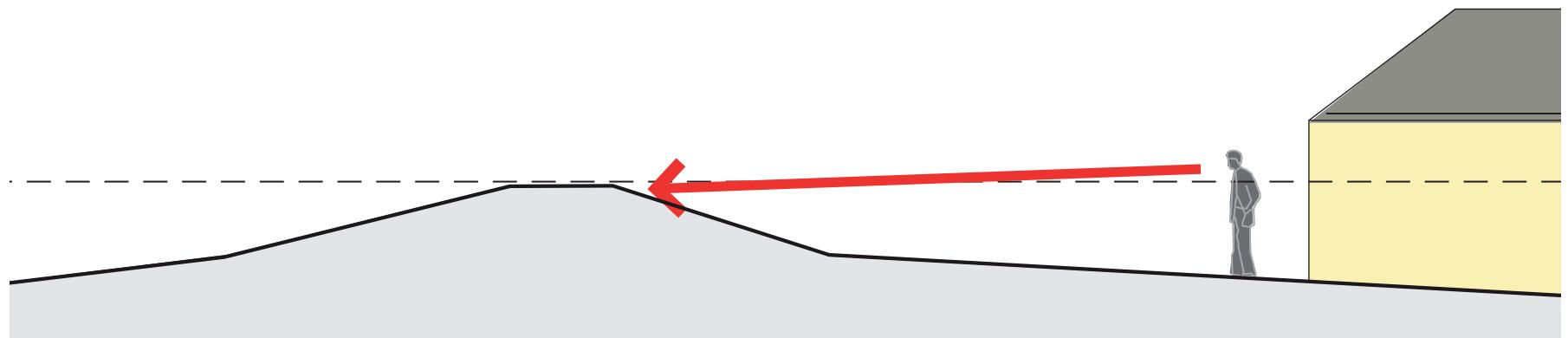


Illustration 2.9.3 Section illustrating the levee and the blocking it effects it has on potential views of the river from the town centre



Illustration 2.10.1 Minimum finished floor levels (Flood Planning Levels) and elevation above natural ground, as per DCP 2012

2.10 FLOODING, FLOOD RISK MANAGEMENT AND ASSET PROTECTION

The Singleton town centre study area is flood prone, and much of it has a high hazard risk categorisation. During the probable maximum rainfall event, virtually all of the town centre is inundated.

Singleton is vulnerable to climate change induced changes in rainfall and stormwater runoff, with a ten percent increase in storm rainfall likely to cause an increase in flood levels of around 200mm.

The largest ever recorded flood event occurred in 1955 and caused inundation in the town centre of up to 2.5m. The levee bank and railway embankment were constructed following this flood, to protect the town from similar events. In addition, Singleton Council has embarked on a floodplain risk management process which has identified Flood Planning Levels (FPLs). They are minimum finished floor levels for habitable rooms of residential developments. FPLs are stipulated in the Singleton Development Control Plan 2012, as well as in the Draft Singleton LEP 2013.

Although FPLs do not strictly apply to commercial, retail or industrial developments, there is a precedent of floor levels being raised notably above street level by a number of commercial redevelopments. Possible reasons may include access to finance (loan security) and access to flood insurance cover.

Irrespective of FPLs, new buildings and structures on flood prone land have to be designed and certified to withstand the impact of floodwaters and debris associated with the probable maximum flood event.

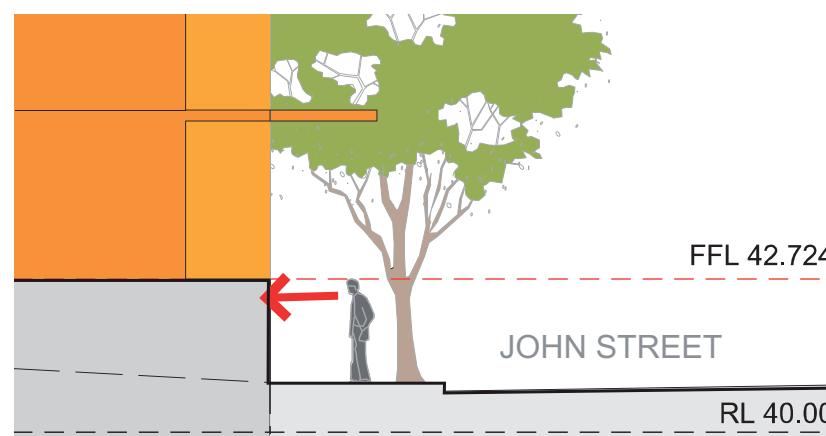


Illustration 2.10.2: Section illustrating the height of minimum floor levels and associated impact on the adjoining street

OPPORTUNITIES AND IMPLICATIONS

Adoption of FPLs

Prescribed FPLs would raise new residential floor levels above existing ground levels by up to 1.5m or more, such as along George Street and the southern end of John Street. There is a risk, from an urban design point of view, that commercial redevelopments will continue to adopt FPLs, even though this is not technically required by the planning instruments.

Cost Implications for Development

Flood planning requirements may affect development costs, with possible implications for development viability.

Flood Risk as Disincentive to Redevelop

There is a risk that flood planning requirements may affect the willingness of owners to invest or redevelop, due to the increased cost and level of difficulty involved. This may have the potential to counteract the desire for urban renewal and revitalisation and may contribute to the relatively low level of renovation, redevelopment or new shop fit-outs along the main street.

Urban Design Impacts of FPLs

Significantly raised floors above street level have the potential to negatively impact on the quality of the public domain:

- › provision of ramped access along shop fronts increases the street setback of shop windows, reducing passive surveillance/ overlooking and the potential for window-shopping. It also creates an unattractive and unwelcoming frontage of barriers and handrails.
- › significantly raised floor levels can reduce or prevent visual access (for window-shopping and passive surveillance) between the street and shops. The result is that the street at pedestrian level is poorly articulated, unattractive and feels unsafe. It is not an environment conducive to pedestrian movement and community interaction.
- › street continuity is affected by varying floor levels along the street, creating a disjointed feel
- › high floor levels translate into higher shop awnings which become less effective in providing protection against sun and rain.



Illustration 2.10.3

The access ramp at the Post Office results in set back entrance and shop front



Illustration 2.10.4

The need to provide equal access to raised shop floors has resulted in a lack of street integration and continuity as seen here.



Illustration 2.10.5: The 1955 flood



Illustration 2.11.1 Built Heritage and Cultural Landscape

2.11 BUILT HERITAGE AND CULTURAL LANDSCAPE

There are a notable number of historic and heritage buildings, with a particular concentration along George Street, in the old civic precinct north of Hunter and Goulburn Streets.

Singleton enjoys good access to public open space, including the river parklands and several town centre parks. The most significant and well developed park is heritage-listed Burdekin Park which marks the arrival at the former civic precinct in George Street.

Town centre parks are located strategically at major arrival points to the main street. They are Baileys Union Park and Pearce Park at the northern end of John Street, and Pritchard Park at the southern end.

There are well established mature tree plantings throughout Singleton, testifying to the fertile floodplain environment.

They are significant due to their size, as landmarks providing orientation, and because of their association with important buildings and heritage items including churches and parks.

Generally, street tree planting is scattered and inconsistent, both along major streets and in side streets. They include well-established Plane trees in John Street that make a significant contribution to the streetscape.

There are a number of well-established Jacaranda avenue plantings in the town centre, indicating the beginnings of a planting theme.

There is little enhancement of the river parklands, either through vegetation or recreational facilities other than sports ovals.

OPPORTUNITIES AND IMPLICATIONS

Parks as Strategic Gateways

Town centre parks are well located within the town's structure and provide the opportunity to be enhanced as gateways in the main street.

Enhance and Reinforce Positive Aspects

There is an opportunity to reinforce the natural and built heritage of buildings, streets and plantings, to enhance and reinforce positive aspects of the town centre character.



Illustration 2.11.2
Established Plane trees in northern John Street make a significant contribution to the streetscape



Illustration 2.11.3
Example of Heritage-listed buildings: the Criterion Hotel in John Street



Illustration 2.11.4
Established Jacaranda trees make a positive contribution to Singleton's public domain, such as this row in Ryan Avenue



Illustration 2.11.5
Embank in George Street is a prominent corner building at the beginning of a cluster of heritage buildings around the former civic precinct.



Illustration 2.12.1
Street furniture placement hinders pedestrian movement along John Street



Illustration 2.12.3
Building awnings in John Street provide shade and shelter, resulting in a comfortable pedestrian environment



Illustration 2.12.5
Street furniture placement opposite the shop entrance gives little regard to shop access and desire lines



Illustration 2.12.2
There is poor integration between footpath treatments in John Street and adjoining streets (such as York Street)



Illustration 2.12.4
Street tree planting in northern John Street provides shade and frames views along the main street



Illustration 2.12.6
Outdoor dining areas at the rear of buildings take rather than add life to the main street (corner John and Castlereagh Street)

2.12 PUBLIC DOMAIN CHARACTER

The scale and articulation of heritage buildings with awnings and verandah posts creates a comfortable pedestrian environment.

Awnings and street trees provide important shade but are inconsistent along John Street.

Placement of street furniture hinders pedestrian connectivity and movement, and contributes little to encouraging street life and community interaction.

Brick paving has been installed for much of John Street. In many areas, driveway pavements interrupt footpath paving, creating the impression that vehicles have priority.

There is a lack of consistency and continuity in the treatment of the public domain, in particular paving junctions and treatments in side streets.

Limited street trees affect the definition and amenity of sections of town centre streets, lanes and car parks.

Footpath width along John Street is insufficient to accommodate cafe seating or dining. The lack of footpath space combined with high levels of traffic along the street results in activation of rear yards instead of the main street.

OPPORTUNITIES AND IMPLICATIONS

Good Structure and Character

The existing town centre structure and heritage character provide a sense of place that can be built upon to create a quality public domain.

Make Walking More Attractive to Activate the Street

There is an opportunity to improve pedestrian connectivity and facilitate ease of pedestrian movement to encourage walking as a means to activate the public domain.

Define and Clearly Express the Street Hierarchy

There is an opportunity to clearly define the street hierarchy through a range of public domain materials and treatments that are consistent with the streets' respective degree of importance and role.

Shops to Address and Activate the Main Street

There is a need for main street business to address the street, rather than activate rear lanes. There may be a need for development guidelines to prevent a tendency towards rear lane activation at the expense of John Street.

Enhance the Amenity of the Public Domain

There is an opportunity to build on and enhance existing pedestrian amenity through streetscape improvements such as additional and more consistent tree cover, continuous awnings, continuous footpath pavement and footpath widening to encourage greater use of the main street for walking, dining/cafes and informal gatherings.

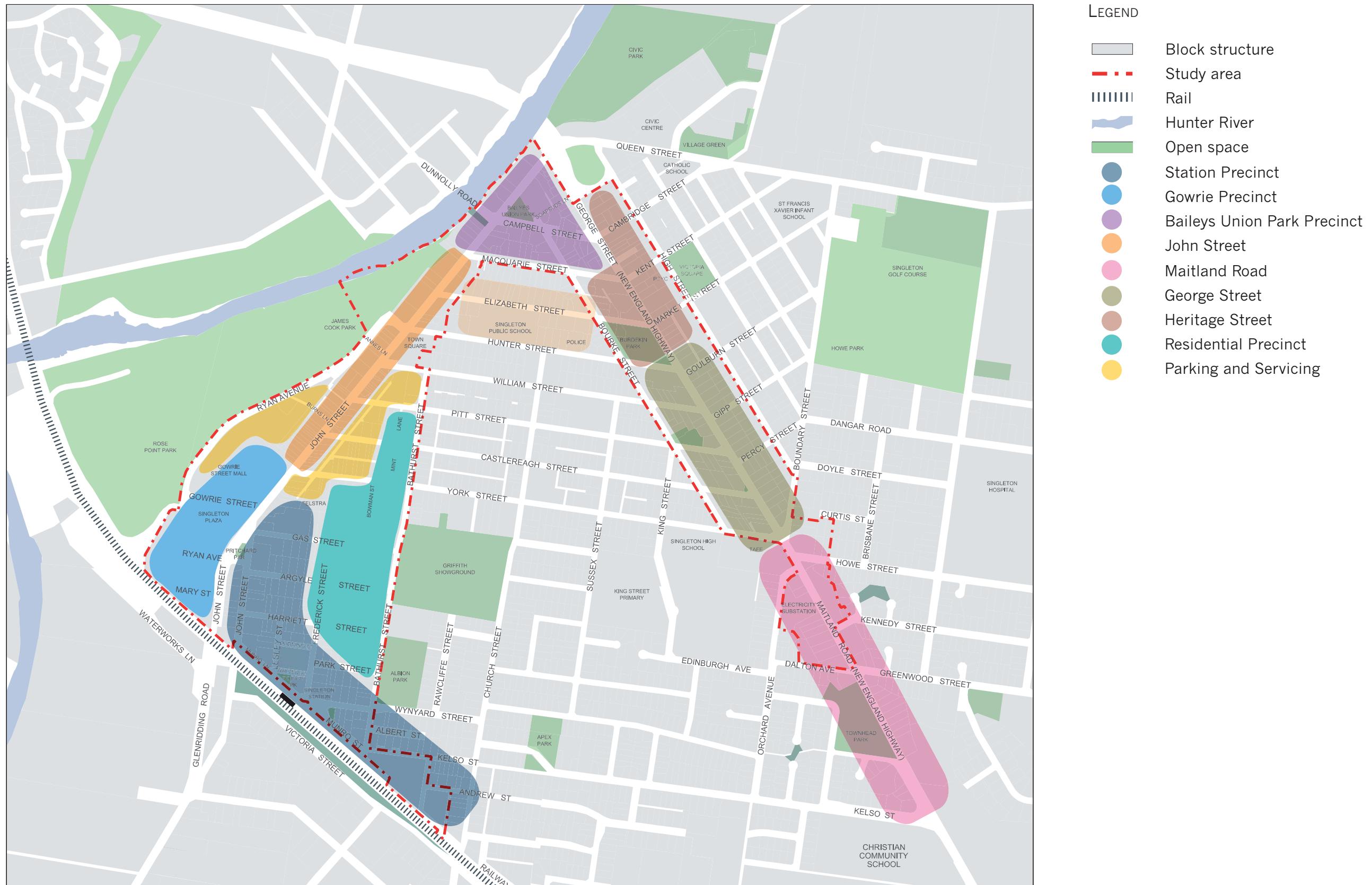


Illustration 2.13.1: Character precincts

2.13 CHARACTER PRECINCTS

A number of different character precincts can be defined in the town centre based on existing uses, building types, heritage and traffic patterns. The precincts are:

1. Maitland Road
2. George Street
3. The Heritage Street
4. Baileys Union Park Precinct
5. John Street
6. Parking and Servicing
7. Gowrie Precinct
8. Station Precinct
9. Residential Precinct

The following briefly describes the character and opportunities for each precinct. In terms of the masterplan, there is the potential to build on and enhance the different character of the precincts to develop a coherent and legible town structure. This is consistent with overarching strategic planning documents which aim to protect the special characteristics of Singleton, while creating a cosmopolitan feel.

2.13.1 *Maitland Road Precinct*

The precinct forms a transition zone from rural areas to the township. It features a mix of buildings types and uses including institutional buildings, single storey residential cottages, the electricity substation, and accommodation establishments. There are generally deep setbacks with established tree plantings along the street verge.

Redevelopment opportunities are limited due to the 'major road' classification of much of the precinct.

OPPORTUNITIES

- › Enhance Maitland Road as a green corridor into the town, to highlight the importance of the road within the road network and to provide for consistency and continuity along it. This will also screen buildings that contribute little or poorly to the street character.

2.13.2 *George Street Precinct*

Similar to Maitland Road, building types and uses within this precinct are mixed. Buildings are mostly single storey. Setbacks are generally deep but street definition is inconsistent. Overhead power lines are the dominant visual feature. Uses in the precinct include

- › Strip development including highway retail such as fast food outlets and service stations
- › Residential and professional suites in single storey cottages

Redevelopment opportunities are limited due to the 'major road' classification of much of the precinct.

OPPORTUNITIES

- › Use existing road verges to establish a green corridor into the town that highlights the importance of the street within the road network and provides for consistency and continuity along it. This will also assist in screening buildings that contribute little or poorly to the street or town character.

2.13.3 *The Heritage Street*

This precinct is characterised by a concentration of heritage buildings north of Elizabeth and Market Streets, including the Ewbank building and former civic buildings. They are built on their front boundary without setback, giving strong definition to the street. Burdekin Park with its established trees and buildings is a key landmark expressing its former importance in the town, and creating a sense of arrival in town. As a result, the precinct has the potential to be confused with the heart of the town centre on the main street.

Redevelopment opportunities are limited due to the 'major road' classification of much of the precinct.

OPPORTUNITIES

- › Investigate options for adaptive re-use of heritage buildings to ensure they continue to be maintained in good condition. Examples include cafes, service providers such as professional or health suites and boutique retail use.
- › Develop prominent corner lots to complement heritage buildings and express and highlight the unique triangular street grid.
- › Develop heritage conservation and development guidelines for the precinct, consistent with the objectives of the Singleton Heritage Conservation Area.

2.13.4 *Baileys Union Park*

This precinct is focused around Baileys Union Park which is an attractive small park strategically located along Campbell Street on the approach to John Street. Surrounding the park is a concentration of heritage buildings. North of the park is a busy trade hub centred around the Australia Post delivery centre. There is also a conglomeration of auto, trade and farm related businesses which poorly complement the role of Campbell Street as an important main street link, and detract from the park and heritage character of the precinct. Properties in John Street back directly onto the Hunter River. Land holdings are of a size viable for redevelopment.



Illustration 2.13.2: Maitland Road Precinct



Illustration 2.13.5: Baileys Union Park



Illustration 2.13.8: Gowrie Precinct



Illustration 2.13.3: George Street Precinct



Illustration 2.13.6: John Street



Illustration 2.13.9: Railway Station Precinct



Illustration 2.13.4: Heritage Street



Illustration 2.13.7: Parking and Servicing Precinct



Illustration 2.13.10: Residential Precinct

OPPORTUNITIES

- › There is the potential to build a future activity hub around Baileys Union Park.
- › Create a gateway to the town centre and main street centred around Baileys Union Park, Pearce Park and the Dunnolly Ford Bridge.
- › Use street tree planting to enhance Campbell Street as a major link between George Street and the main street.
- › The relatively close proximity of the river presents an opportunity for developments along John Street to capitalised on views towards the river.
- › Develop heritage conservation and development guidelines for the precinct, consistent with the objectives of the Singleton Heritage Conservation Area.

2.13.5 John Street

John Street is the traditional main or high street featuring a mix of historic and late 20th century buildings that house a range of commercial, professional, health and retail services, as well as banks. There are few land holdings large enough individually to permit significant redevelopment or development that have a transformative impact on the town centre.

OPPORTUNITIES

- › Maintain and expand the main street function to include the northern end around Baileys Union Park.
- › Provide a civic and community focus.
- › Use streetscape improvements and strategic location of essential services or facilities to activate the precinct and to encourage greater movement along the main street, drawing pedestrians from other activity centres.
- › Use street tree planting to conceal buildings that contribute little to the street character and highlighting and emphasising historic and heritage buildings.

2.13.6 Parking and Servicing Zones

Areas at the rear of John Street are characterised by public and private car parks and the need for service and delivery access to businesses which is provided via Laurel Lane and Ryan Avenue respectively. A number of businesses and services located around Laurel Lane and provide a degree of overlooking and passive surveillance.

The parking and services zones are characterised by large expanses of exposed asphalt with generally few or no trees. There is a lack of provision for pedestrians such as footpaths or zones delineated to separate pedestrians or provide safe areas.

OPPORTUNITIES

- › Car parks represent the major government land holdings in the town centre, providing the most significant opportunity for Council to initiate town centre renewal through leading with a catalytic or transformative development.
- › Ensure development along Laurel Lane does not continue to draw potential businesses and activity away from the main street.
- › Maximise overlooking and active frontages onto Laurel Lane for any new developments on the eastern side of the Lane, to maximise passive surveillance and safety.
- › Provide footpaths or pedestrian zones as well as traffic calming to reduce the potential for conflict between pedestrians and vehicles.
- › Improve pedestrian links to John Street, to encourage greater use of these car parks for long-term car parking and reduce traffic and parking congestion along John Street.
- › Investigate options for streetscape works and planting to enhance amenity and reduce large exposed areas of asphalt.
- › Car parks offer the opportunity to function as multi-dimensional, multi-use spaces that can accommodate a range of uses and activities at different times of the day and week as needed, to support community, civic life and interaction in the town centre.

2.13.7 Gowrie Precinct

The precinct is focused on the Gowrie Centre. While the Gowrie Centre is the dominant development and land use, the precinct features a mix of uses including retail shopping centres, industrial and other large floor plate commercial uses, a cinema and a number of residential cottages. The precinct features generally large lots or consolidated land holdings which are much better suited to redevelopment than the small and fragmented land holdings that characterise much of the town centre.

The redevelopment and expansion of the Gowrie Centre together with the ALDI development will firmly place Singleton's retail focus in this precinct, but remote to the main street.

OPPORTUNITIES

- › Free up industrial land through strategic land use planning, identifying alternative sites for businesses including bulky goods, industrial and auto and farm supply businesses.
- › Taking advantage of larger lots, the precinct may be able to support higher density development including mixed use developments, building on the proximity and good access to essential shops and services.

2.13.8 Railway Station Precinct

This precinct is located along the railway line and the southern end of John Street (East). In front of the station is a generous forecourt consisting of car parking and framed by pocket parks.

Businesses and building types in the precinct are diverse and include historic and heritage buildings such as the railway station and a number of hotels, industrial uses, industrial heritage (Gould's Timber Mill), farm supply businesses and residential cottages.

OPPORTUNITIES

- › There may be potential for higher density mixed use developments based on good access to transport and services and taking advantage of larger lots.
- › Develop a community focus or place around the station square

2.13.9 Residential Precinct

The residential precinct is located in the triangle between John Street and George Street. It features predominantly single storey residential cottages, including a mix of historic and new homes. Much of the precinct is captured within the Singleton Heritage Conservation Area. There are also a number of attractive tree lined streets, the most notable of which is Bowman Street with its avenue of Jacaranda trees.

OPPORTUNITIES

- › Build on the conservation character of the area to ensure ongoing integration of historic and new buildings.
- › Create visual and physical links to the town centre with street tree plantings.
- › Develop heritage conservation and development guidelines for the precinct, consistent with the objectives of the Singleton Heritage Conservation Area.

2.14 IDENTIFICATION OF COMMUNITY AND STAKEHOLDER VALUES AND NEEDS

2.14.1 Community Values and Needs

The masterplan process included consultation with stakeholders and the review of recent community and place making projects, to identify what values the local community associates with Singleton, and what people consider makes Singleton unique (also refer to Place Partners, 2012, p. 4).

Singleton Town Centre was described as being progressive. While it was felt that there was a strong sense of community, it was also noted with some concern that there was a large number of people that work in the area that don't live within the community.

Characteristics of the Singleton town centre considered important to retain were its country feel and heritage qualities. The importance of the river to the aesthetic character of Singleton was also identified, together with the need to better emphasise and utilise this to the town's advantage.

The most valued aspects of the town were:

1. Sense of Community

There is the sense of a closely knit community, of knowing each other and looking after each other. This contributes significantly to making Singleton a pleasant place to live.

2. Country Town

Singleton is a country town and there is a strong desire to retain the essential characteristics of a country town, including a relaxed and friendly atmosphere, a sense of tranquillity, neatness and closeness to nature.

3. A Place for Families

Singleton is traditionally a place for families and needs to maintain the lifestyle and services to continue to support this. There is a concern that the town is changing in response to an influx of mining and single male workers.

4. Heritage Qualities

While Singleton does not consider itself a heritage town, it nevertheless places high value on its heritage as expressed in civic, ceremonial, residential and other buildings and associated significant plantings.

5. Neat & Tidy

High value is placed on Singleton's well-tended properties, its clean pathways, roads and neat rows of residences.

6. Tranquil

There is a sense of quietness and tranquillity to residential areas that provides a pleasant setting and welcome relief from busy roads.

7. Landscape (trees and gardens)

Established trees such as Jacarandas and the bird life in the town provide a sense of calm and closeness to nature. Well-kept gardens and lawns speak of a high level of pride and care in the town.

8. A Creative Community

Singleton is home to a wealth of creative talent that contributes to making the place exciting and interesting.

9. Tradition of Home Making: food artisans

There is a sense of pride around a strong tradition of food artistry, home cooking and home food production.

In addition to these values, the following tables illustrate how Singleton residents characterise the personality of their town now, and what they are hoping for in the future.

Singleton Now

Welcoming	Frustrated
Warm	Tired
Friendly	Safe
Hard worker	Proud of traditions
Player	Progressive
Sporty	Walker
Expensive	Proactive
Protective	Professional
Healthy	Well dressed

Singleton in the Future

Enthusiastic	Multicultural
More female	Sophisticated
Creative culture	Connected
Famous	Build on current strengths
Arty	

In addition to the desired future character for Singleton, local residents identified a range of issues, opportunities and constraints that would need to be considered or addressed, namely

Public Domain

- › better use of spaces including currently empty space on the main street, outdoor and natural spaces. There is a need for family friendly spaces and to enhance amenity.
- › there is a need to improve John Street
- › there is the potential for a community garden on the riverbank
- › town parks such as Pritchard Park should be beautified and better equipped with furniture and gardens

Traffic and Parking

- › there is too much traffic and congestion
- › parking. A particular concern is parking associated with all-day training centres which typically occupy public car parks
- › there is a need for signage for better direction to the main street and to identify heritage items

Community Facilities

- › the lack of speciality retail and cafes. There is nowhere for people to get together on a Sunday morning and have a relaxing breakfast out
- › there needs to be somewhere for people to get together to share skills, i.e. craft and cooking circles, men's shed

- > there is a need for a family orientated event space in the town centre, accommodating everyday as well as seasonal/special events

Program

- > there is an opportunity for more events that bring the community together and enhance the community spirit, including community picnic on the riverbank, bird watching or walking tours, farmers markets, outdoor movie nights, street community party or barbecue nights, Carols in the park, skate competitions, music festivals or competitions, etc
- > there is an opportunity to better utilise empty shops to provide services, swap centres, community meeting rooms/spaces, art spaces, training (such as informal training or formal including TAFE Outreach teaching) or the like

IMPLICATIONS

Consistent Findings

Feedback obtained from project stakeholders and the community through the masterplan process and other projects largely confirms the findings of the detailed site analysis.

Openness to Change

Current perceptions and hopes for the future indicate that there is an acceptance and willingness to change, and to overcome current negative aspects and perceptions.

Multi-faceted Approach to Revitalisation is Needed

A range of measures will be required and supported by the community to revitalise the town centre and realise the desired future character, including a mix of physical changes and programs of works, and community programs and events.

2.14.2 Singleton Service Providers

A meeting held in March 2012 and attended by a wide variety of social and health service providers in Singleton identified the need for a “Community Services Precinct” where service providers would share building and reception facilities as well as backroom services such as fundraising, volunteer coordination

and financial services. This would lead to increased efficiency as well as provide for ease of referral between services. From a community perspective, this would provide a one-stop shop where a wide variety of needs could be met in one place. Such a facility could also provide for community meeting or workshop spaces to cater for the needs of local artists, and craftsmen or groups requiring meeting space such as play or mothers’ groups.

IMPLICATIONS

Need for a Community Services Focus

The desire for a Community Services Precinct provides an opportunity from a masterplanning point of view to re-establish a community focus in the town centre that could function as a major non-commercial attractor of people to the town centre. This would partially compensate for the relocation of Council’s Administration and Civic Centre to Queen Street. It has the potential to create a hub of activity to balance the Gowrie Centre and to generate pedestrian movement and activity along the main street, between the two.

2.14.3 Masterplan Consultation Feedback

A number of consultation sessions were held in August 2012, including sessions for Council and authority stakeholders, business and land owners and the general public. While the former were well attended, the information session for the general public was not, with only one attendee.

The full summary of feedback from the consultation sessions is contained in Appendix 3. The following provides an overview of the key outcomes from the consultations.

There is general support for

1. A mixed use and vibrant town centre with longer opening hours and cafe/ dining opportunities
2. A community focus, including a community hub or services centre and a new town square
3. Increased building heights – heritage/ conservation values were not raised as a concern

- 4. Change. There was a consensus that change needs to happen
- 5. Involvement: there is a strong community spirit which offers the potential to engage the community and make things happen

The key or recurring concerns that were raised were

- > A concern about Council’s ability to facilitate change.
 - There was consensus about the need for something to happen and things to change in the short-term. There seemed to be an amount of frustration with the number of previous studies completed and the low level of implementation, in particular with regard to streetscape works.
 - Serious concerns were raised regarding the need to finalise and lock in plans (including planning and development controls and any land acquisition plans), to ensure currently available sites are not committed or approved for development prior to finalisation of the masterplan, and in a way that may be inconsistent with the plan. The need to get land owners on board was raised.
 - There was further concern about the reliance on private land owners or developers to initiate change. There was a feeling that it would be better for Council to initiate change
 - There seemed to be reluctance amongst business owners to initiate change through upgrading their shops or properties
- > Concerns about traffic issues, in particular heavy vehicle access and the preferred route this should take
 - The need to ensure the high demand for parking in the town centre was continued to be met, was raised
- > The need to identify staging or priorities of works was raised

IMPLICATIONS

Need for Action

There is a need for Council to address recurring issues of concern (i.e. traffic, parking) as well as commence a program of implementation to work towards town centre revitalisation.

THIS PAGE HAS BEEN LEFT INTENTIONALLY BLANK

APPENDIX B

SINGLETON TOWN CENTRE MASTERPLAN PLANNING ISSUES PAPER

CONTENTS

1. INTRODUCTION	1
2. STUDY AREA – LOCATION AND CONTEXT.....	1
3. EXISTING PLANNING FRAMEWORK	3
3.1 Strategic Planning Documents	3
3.2 Singleton Local Environmental Plan 1996	5
3.3 Singleton Development Control Plan.....	12
3.4 Singleton Section 94 Contributions Plan	13
3.5 Recent Major Developments.....	14
4. LAND OWNERSHIP.....	14
5. PLANNING ISSUES / OPPORTUNITIES.....	14
6. POTENTIAL PLANNING CONTROLS	16
7. RECOMMENDATION	16

2nd Draft

1. INTRODUCTION

The purpose of this report is to provide initial discussion on:

- the key issues for consideration in developing appropriate land zoning controls and development standards for inclusion in future planning instruments to apply to the Singleton Town Centre, and
- the range of built form and urban design controls for the town centre that may be appropriate for inclusion in a draft LEP / DCP.

It is understood that ultimately any recommended new planning controls for the Town Centre arising out of the Master Plan will be incorporated into the new Comprehensive LEP for Singleton currently being prepared by the Council in accordance with the Standard LEP template. It is noted that at present the new comprehensive LEP under preparation is to comprise a translation into the new format only with no changes to existing planning controls currently proposed. A review of the existing planning controls applicable to the town centre has therefore been undertaken. Any recommended changes to the applicable planning controls as a result of the current study would form an amendment to the new LEP. In addition more detailed development controls may be incorporated into an amended DCP.

2. STUDY AREA – LOCATION AND CONTEXT

The Singleton Town Centre Masterplan study area generally covers the existing commercially zoned land in John and George Streets (New England Highway) and the immediately adjacent residential areas, extending as far east as Dalton Avenue and recognising the link from Kelso Street through to the railway precinct. The industrially zoned 'Gould Brothers' land holdings between Kelso Street and the rail line and land at the western end of John Street have also been included (refer Figure 1 below).

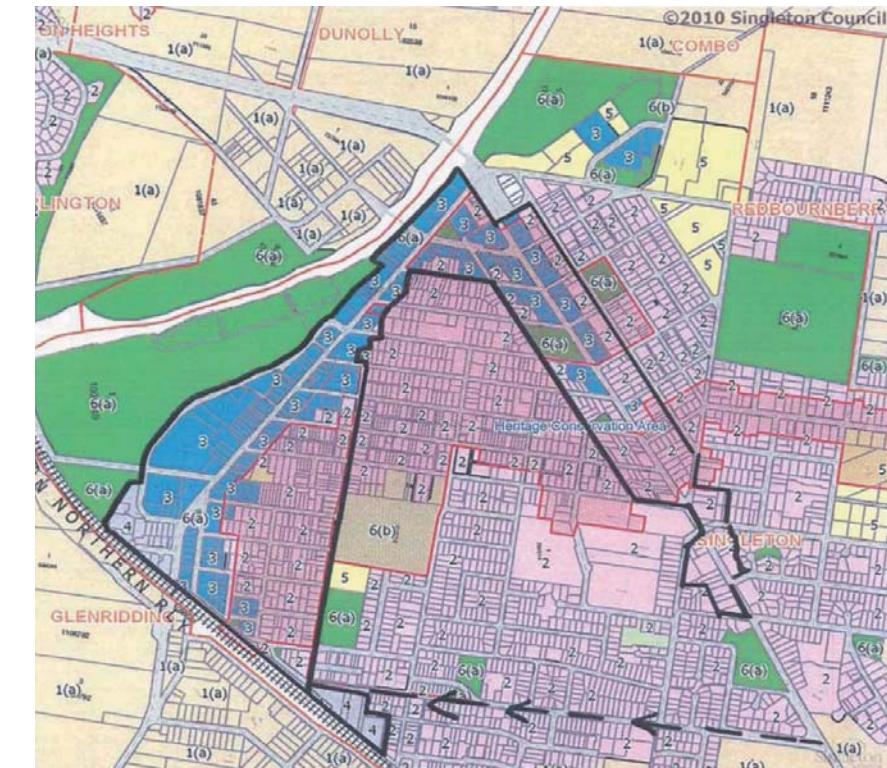


Figure 1: Study Area (Source: Planning Background Paper, 2011)

As outlined in Council's Singleton CBD Master Plan Background Planning Paper (September 2011):

Singleton is centrally located in the Hunter Valley region of New South Wales. It is approximately an hour's drive from Newcastle and two and a half hours from Sydney. The township was first settled in 1821 and was primarily an agricultural centre, however this rapidly changed in the mid 1970s with the influx of the mining sector.

The Singleton Local Government Area has a population of approximately 23,900. The LGA has been experiencing steady growth at an average rate of between 1% and 1.5% per annum.

Singleton is a prosperous town that has a predominantly young, employed labour force. The town maintains successful agricultural production alongside the booming power and coal mining operations.

The Singleton CBD is the shopping hub for Singleton residents, Military personnel, non resident workers and tourists. Residents generally enjoy the benefits of higher than average weekly household incomes. Overall the population is growing at a steady rate and the economy is strong.

3. EXISTING PLANNING FRAMEWORK

3.1 Strategic Planning Documents

A number of strategic planning documents have been prepared, or are under preparation, that are relevant to the future of the Singleton LGA, as outlined in Council's Planning Background Paper. These are discussed below, particularly as they relate to the current Town Centre Master Plan study.

3.1.1 NSW Government - Strategic Regional Land Use Plans

The NSW Government, through the Department of Planning and Infrastructure, is currently in the process of preparing Strategic Regional Land Use Plans (SRLU Plans) to address the growing land use conflict being experienced in many regional areas of the State, particularly between mining and agriculture. A plan is currently being prepared for the Upper Hunter Region which includes the Singleton local government area. It is the Government's intent that the Plan will deliver a tailored approach to the specific needs, challenges and opportunities of the area. It is also intended to provide the local community with greater certainty about how the region will change over time.

The Upper Hunter SRLU plan is being prepared in consultation with other government agencies, relevant stakeholder groups, local councils and the community. Relevant to the current study, key themes to be addressed in the Upper Hunter Region Strategic Regional Land Use Plan include regional and local infrastructure, economic development, and housing and settlement. It is expected that the plan for the Upper Hunter region will be exhibited early in 2012. Any future plans for the Singleton Town Centre should have regard to the SRLU Plan once prepared.

3.1.2 Singleton Land Use Strategy

This Strategy, prepared and adopted by Council in 2008, sets out the strategic vision for Singleton for the next 25 years consistent with the broader Singleton 2030 Strategic Plan. The Strategy is a precursor to the current LEP review process being undertaken by Council and includes recommended changes to the LEP to achieve Council's vision for Singleton, that is, '*to create a progressive community of excellence and sustainability*'. The Strategy identifies land use planning issues across the LGA and notes that these are categorised as primarily urban or rural. Relevant to the current study the identified urban issues were summarised as:

- Catering for settlement needs
- Providing and maintaining urban infrastructure
- Reviewing development on highway frontage land
- Providing for industrial and commercial development
- Planning for risks and economic vulnerability to flooding
- Providing for social infrastructure and urban amenity

Specifically in relation to Singleton Town the issues were identified as follows:

- Focus of ageing population,
- flood liable land,
- commercial areas and consolidation of CBD,
- major transport and services,
- limited expansion potential,
- heritage issues,
- urban infill development,
- servicing and infrastructure issues (especially urban stormwater),
- provision of industrial land.

Infrastructure

In terms of infrastructure, specifically in relation to Singleton, the Strategy notes generally that Singleton Town Centre is adequately serviced in terms of infrastructure including water supply, sewer, open space, bushfire services, local roads (subject to some minor upgrades) and waste management. Some issues are identified in relation to stormwater in the town centre particular in regard to minor flooding associated with increasing urban density, paving and channelization. The report notes that works to improve stormwater provision are underway. It also notes the need to give consideration to the provision of a Singleton bypass of the New England Highway. Existing water capacity is capable of accommodating growth for 10-15 years with further entitlements and alternative sources required after that time. Some comments are included regarding limitations to sewerage infrastructure however no detail is provided.

Housing

In relation to housing the Strategy notes that there is a clear preference for detached housing in Singleton. In relation to town infill it identifies the following key issues: urban design and scale, heritage, infrastructure servicing (esp. water, sewer and stormwater), min lot size and dimensions and opportunities for consolidation, dual occupancy design and siting guidelines, potential integration into mixed use commercial / residential developments, and flood issues. The study does not indicate strong demand for higher density residential / mixed use development within the town centre.

Commercial Development

The Strategy also notes that commercial development is well catered for in Singleton primarily concentrated around the CBD and Singleton Heights. It notes that a review of the CBD boundaries should be conducted to ensure there is no oversupply of commercially zoned land. It also notes that the commercial zoning should be expanded to include Department of Housing land on the southern end of Ryan Ave (behind Franklins) and the former Telstra Depot off York Street. Further its recommends that consideration be given to 'core' and 'peripheral / supporting' commercial zones subject to the Standard LEP template.

Bulky Goods Development

The Strategy identifies a demand for suitable sites with highway exposure for bulky good retailing on larger sites which can service local and regional Upper Hunter demand. The preparation of a Strategy for bulky goods retailing however will need to have regard to timing and location of proposed Highway bypass.

Industrial Development

The Strategy notes that industrial development is currently occupying significant land holdings within the CBD. The relocation of this development to existing industrial areas or a future bulky goods retailing area would free up land within the CBD for commercial development. This would have the added benefit of removing heavy traffic from the CBD.

Summary

The key matters identified as affecting land use in the study area are:

1. the ability to maintain viable economic activities and prevent leaching of economic activity to larger centres;
2. the ability to maintain an attractive lifestyle through the provision of a high quality environment, range of services and activities, provision of housing choice etc.; and
3. the ability to attract new residents to the region as a result of the above.

Strategic actions recommended relevant to the town centre include:

- allow for residential infill development subject to ensuring that number of dwellings subject to flooding potential will not be increased;
- implement heritage conservation guidelines to preserve and protect the town centre (including the main streets);
- development to recognise infrastructure constraints (sewer and drainage) and ensure best use is made of existing infrastructure;
- infill development to recognise character and scale of existing development;

The Strategy notes that over the 10 to 15 year planning horizon it is expected that 5% of the total LGA population growth would be expected to be accommodated within the Singleton town area. It further notes that although there are larger sites with potential for additional residential development, within the town substantial increases in density should be discouraged as a result of flooding potential. Heritage conservation considerations are identified as further supporting the retention of existing density within the town area.

Having regard to the above there appears to be a conflict between the need to provide a range of housing choice within Singleton Town Centre for an aging population in an area with good access to services and facilities, and the environmental capacity of the town area given flooding and heritage conservation issues. The Strategy points to the need to consolidate existing urban areas and increase density within existing flooding and infrastructure capacity constraints. It also notes that commercial development is well catered for in terms of land supply but that there may be a need to identify core and peripheral zones. Industrial development in the CBD is identified for possible relocation to industrial / bulky goods areas. Implementation of heritage conservation guidelines in the town centre is identified as a priority as is the need to ensure the CBD is economically robust and provides an attractive lifestyle for existing and potential residents.

The Town Centre Master Plan should have regard to the Strategy in so far as it is relevant to the town centre.

3.1.3 Singleton CBD Streetscape Improvement Project

In April 2008 Council prepared a concept plan for streetscape improvements to the Singleton CBD. The Plan provides a series of recommendations aimed at encouraging the growth and sustainability of business activity within the CBD. It is also aimed at contributing to the transformation of the CBD to a safer and more user-friendly public domain that connects land use with economic and social/cultural needs.

The Plan divides the CBD into 6 Precincts and proposes streetscape improvement works to a total value of \$8.092M (\$6.68M preferred practical project). Works proposed focus on streetscape beautification works, tree plantings etc.

It is understood that this project is on hold pending funding availability. No timetable for implementation is currently available although the Singleton Land Use Strategy (refer 3.1.2 above) points to the importance of implementation of this project.

3.2 Singleton Local Environmental Plan 1996

The primary local environmental planning instrument applying to the Singleton Town Centre is Singleton Local Environmental Plan 1996 (SLEP 1996). The town centre is primarily zoned 3 (Business) (refer Figure 2 below) with additional areas adjacent to the commercial zone zoned 2

Residential and 4 Industrial and smaller areas zoned 5 Special Uses, 6a Public Open Space and 6b Private Open Space.

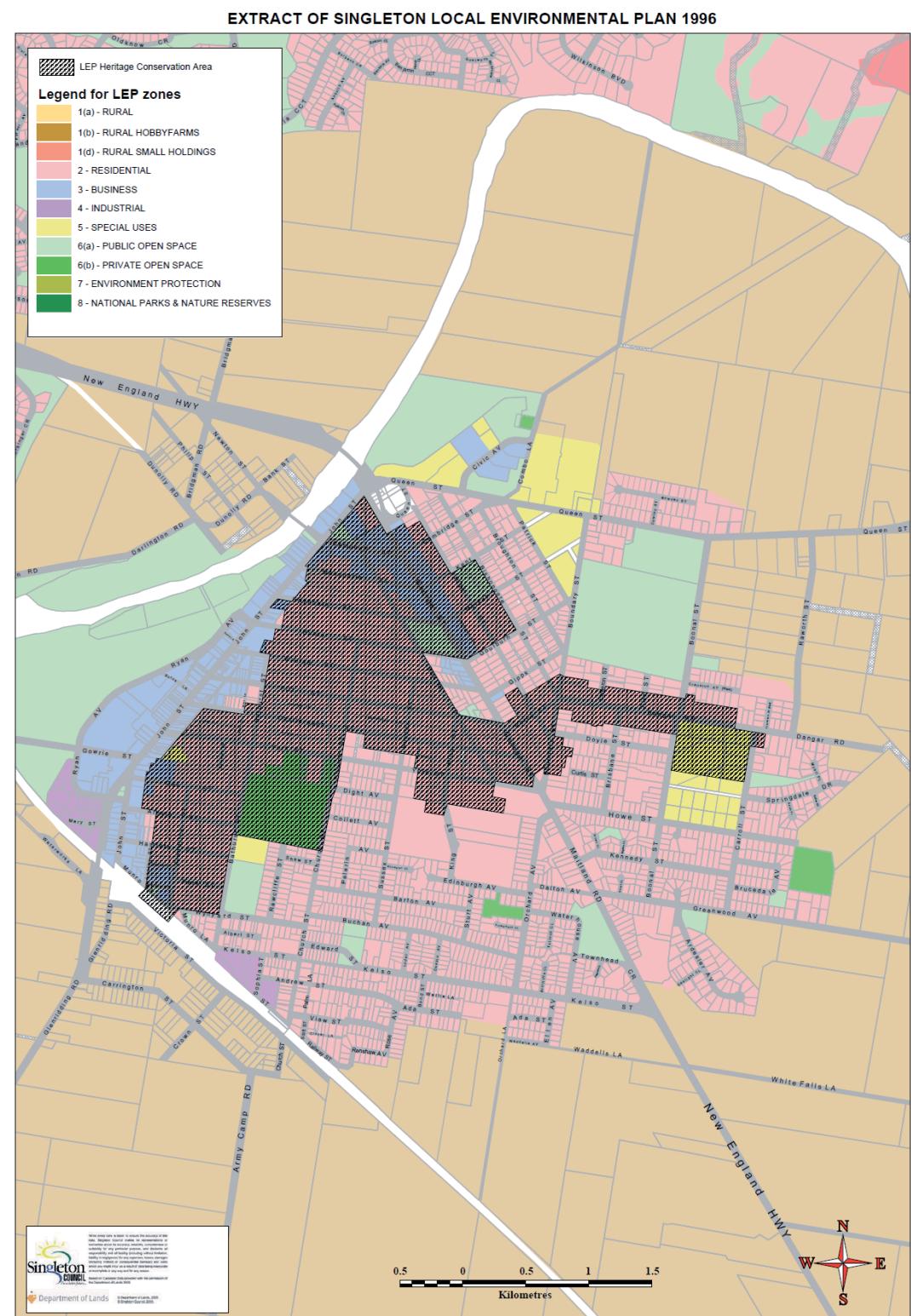


Figure 2: Town Centre Zoning

Land Use Zones

Under SLEP 1996 Zones 2 Residential, 3 Business and 4 Industrial, development that is neither permitted without consent (exempt development) nor prohibited is permissible with consent subject to being consistent with the objectives of the zone. Table 1 below outlines the relevant zone objectives, development that is allowed without consent and prohibited development in each zone. All other development is permissible in each zone with consent where it is consistent with the zone objectives.

Zone	Objectives	Without Consent	Prohibited
Zone 2 Residential	<ul style="list-style-type: none"> (a) to allow residential development, including dwelling-houses and residential flat buildings, (b) to maintain and enhance the character and amenity of residential areas, to promote good urban design and to retain heritage values, (c) to allow uses normally associated with residential development together with other development servicing the needs of the community, including schools, public utilities, professional chambers, churches and the like, (d) to ensure that development does not have an unacceptable effect on adjoining land by way of shading, invasion of privacy, noise and the like, (e) to control development and impose minimum floor heights for dwellings in flood prone areas. 	Exempt Dev.	<ul style="list-style-type: none"> bulk stores; business premises; caravan parks; car repair stations; cellar door premises; extractive industries; hazardous industries; hotels; industries; institutions; intensive livestock keeping establishments; junk yards; light industries; liquid fuel depots; mines; motor showrooms; offensive industries; refreshment rooms; road transport terminals; rural industries; sawmills; service stations; shops; stock and sale yards; truck depots; warehouses.
Zone 3 Business	<ul style="list-style-type: none"> (a) to provide for commerce, retailing, offices and other similar commercial development and services in suitable locations, (b) to maintain and enhance the character and amenity of commercial areas, to promote good urban design and to retain heritage values where appropriate. 	Exempt Dev.	<ul style="list-style-type: none"> caravan parks; cellar door premises; hazardous industries; industries; junk yards; mines; offensive industries; sawmills; stock and sale yards.
Zone 4 Industrial	<ul style="list-style-type: none"> (a) to allocate sufficient land in suitable locations to facilitate and promote the establishment of a broad range of industrial uses, (b) to allow commercial or retail uses only where they are associated with, ancillary to or supportive of, industrial development, (c) to provide industry-related training establishments in appropriate locations. 	Exempt Dev.	<ul style="list-style-type: none"> caravan parks; cellar door premises; dwellings (other than those used in conjunction with industry); extractive, offensive or hazardous industries; hospitals; hotels; institutions; mines; motels; roadside stalls; shops (other than bulky goods and drive-in liquor stores and those ancillary to, and used in conjunction with, manufacturing purposes not prohibited in this zone or which serve the daily needs of the work force of the industrial area).

Table 1: Zone 2, 3 and 4 Land Use Tables under SLEP 1996

Under SLEP 1996 Zones 5 Special Uses, 6(a) Public Open Space and Recreation and 6(b) Private Open Space and Recreation, specific development is identified that is permitted without consent or with consent. Such development is also required to be consistent with the zone objectives. All development not listed in the relevant zone is prohibited. Table 2 below outlines the relevant zone objectives, development that is allowed without consent and with consent each zone.

Zone	Objectives	Without Consent	With Consent	Prohibited
Zone 5 Special Uses	<ul style="list-style-type: none"> (a) to reserve and make available land required for public purposes, including community services and utilities, (b) to restrict land uses that may conflict with or adversely affect the intended use for land required for public purposes. 	Exempt Dev.	<ul style="list-style-type: none"> community land uses associated with the facilities and sites of schools, colleges and other educational establishments; drainage; recreation areas; roads. 	Development not included as exempt or with consent
Zone 6a Public Open Space	<ul style="list-style-type: none"> (a) to identify land which is currently used or is intended to be used for the purposes of open space and public or private recreation, (b) to allocate sufficient open space to serve the present and future recreational needs of residents and visitors. 	Exempt Dev.	<ul style="list-style-type: none"> agriculture; bowling greens; buildings ancillary to landscaping, gardening or bushfire hazard reduction; child care centres; clubs; commons; drainage; forestry; golf courses; open space; picnic grounds; public buildings; racecourses; recreation areas; recreation facilities; roads; showgrounds. 	Development not included as exempt or with consent
Zone 6b Private Open Space and Rec	<ul style="list-style-type: none"> To identify and set aside certain privately owned land where private recreation activities are and may be developed. 	Exempt Dev.	<ul style="list-style-type: none"> agriculture; bowling greens; buildings ancillary to landscaping, gardening or bushfire hazard reduction; child care centres; clubs; commons; drainage; forestry; golf courses; open space; picnic grounds; recreation areas; recreation facilities; roads; tourist facilities. 	Development not included as exempt or with consent

Table 2: Zone 5, 6a and 6b Land Use Tables under SLEP 1996

Exempt development is as defined under *State Environmental Planning Policy (Exempt and Complying Codes) 2008* and generally only applies to minor development with minimal potential for environmental impact.

Heritage Conservation

Some parts of the study area are identified as being within the Singleton Heritage Conservation Area which provides protection to the older core residential precinct with the Town Centre. The LEP contains specific provisions to ensure that any development proposals within the heritage conservation area are considered in terms of their heritage impact.

In addition SLEP 1996 identifies a number of individual heritage items. Figure 3 below shows the heritage items within the study area and the location of the Heritage Conservation Area.

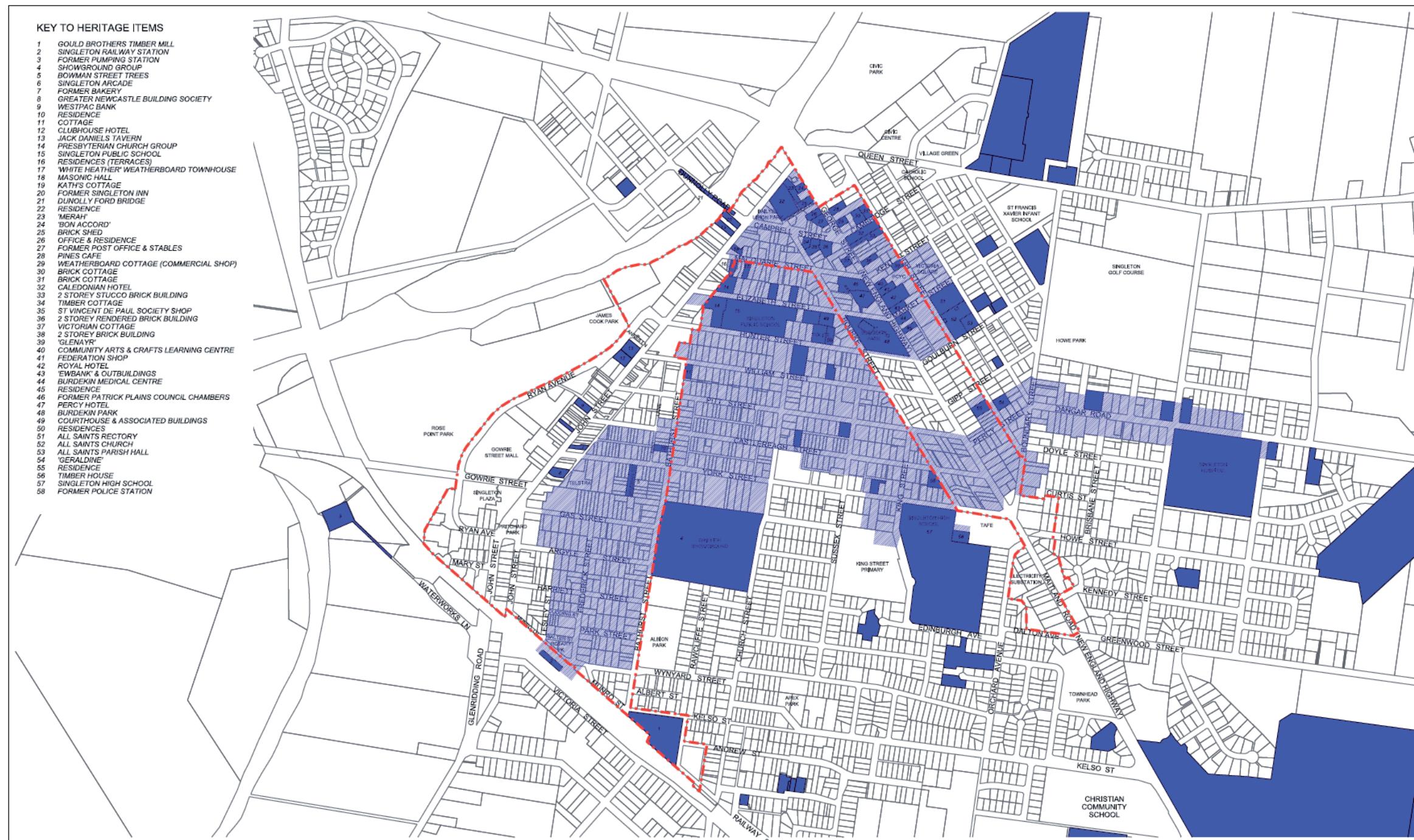


Figure 3: Heritage Conservation Area and Heritage Items (Source: Government Architect's Office, 2012)

Flood Liable Land

Clause 31 of the SLEP 1996 contains provisions in relation to flood liable land. A significant amount of land within the study area is affected by flooding as shown on Figures 4 and 5 below. Clause 31 requires that prior to granting consent for development on flood liable land the Council must consider:

- (a) the effect of flooding on the proposed development, and
- (b) the effect of the development on the pattern of flooding on nearby land, and
- (c) whether any measures should be required to be taken to mitigate damage from flooding.

In addition the clause includes specific provisions regarding floor levels, foundations and building structure etc. for residential development (both single storey and two storey) on land that is subject to flooding. The clause also contains provisions regarding extensions / alterations to existing dwellings on flood liable land.

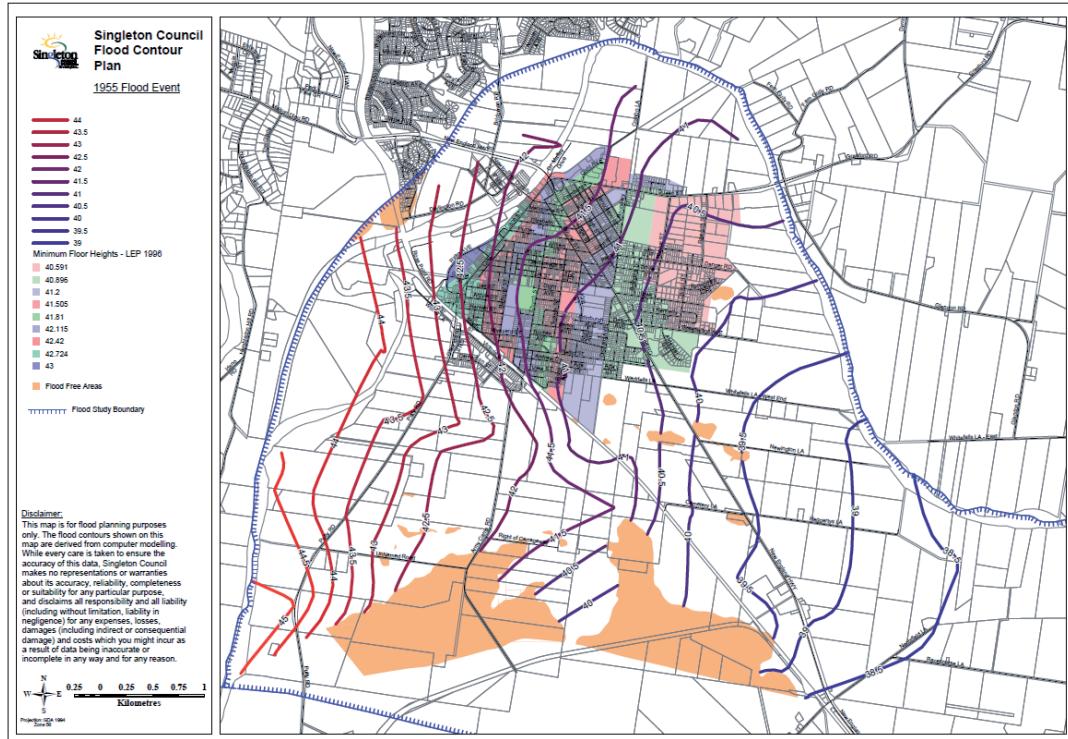


Figure 4: Flood Contour Plan

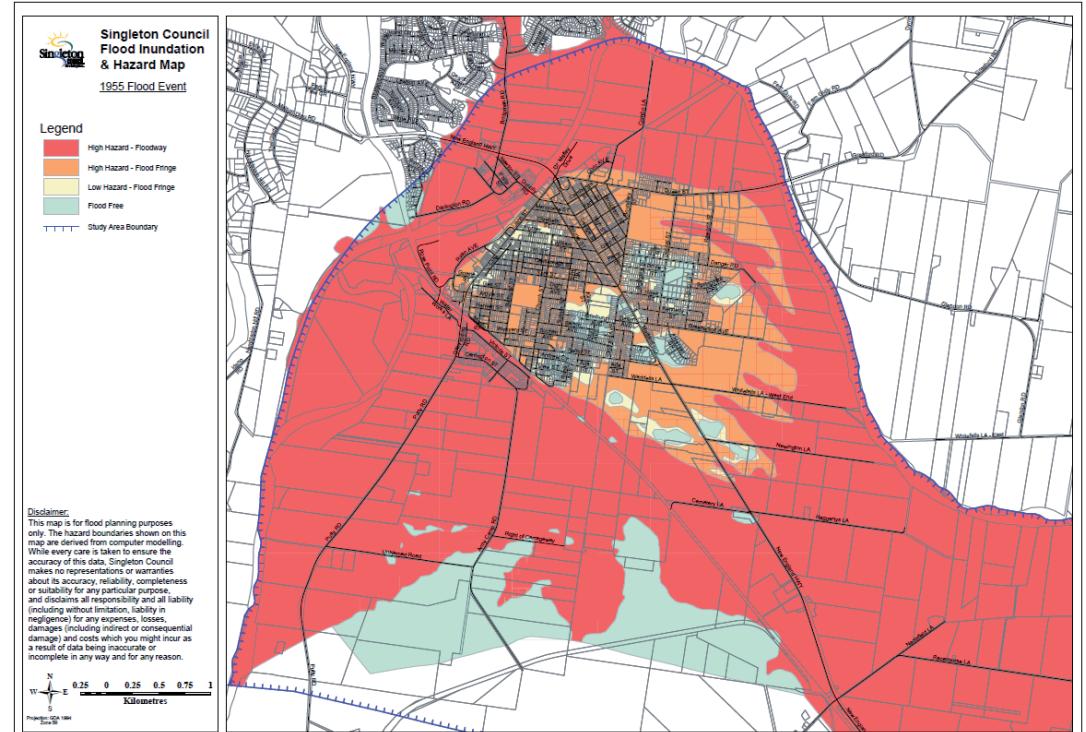


Figure 5: Flood Liable Land

Development on major roads

Clause 32 applies to development with a frontage to a major road or which relies on a major road for its sole means of access. The provision requires that Council shall not consent to development on such land unless it is satisfied that:

- (a) the development, by its nature or intensity, or the volume and type of traffic likely to be generated, is unlikely to constitute a traffic hazard or to materially reduce the capacity and efficiency of a main road, and
- (b) the development is of a type, whether or not related to the characteristics of the land on which it is proposed to be carried out, that justifies a location in proximity to a main road, and
- (c) the location, standard and design of access points, and on-site arrangements for vehicle movement and parking, ensure that through traffic movements on a main road are not impeded, and
- (d) the views of the local traffic committee or Regional Advisory Committee (as appropriate) have been obtained and considered by the Council.

Main roads are outlined in Schedule 1 of the LEP and include the New England Highway (George Street). Further a major road frontage is defined in relation to land, as the frontage of that land to:

- (a) a main road or State Highway, or
- (b) a road connecting with a main road, if the whole or any part of the frontage is within 90 metres (measured along the road alignment of the connecting road) of the alignment of the main road.

Accordingly clause 32 would apply to land along George Street within the study area. It will also apply to other land within the study area with frontage to a road connecting with a main road if within 90m.

There are no other planning controls contained within SLEP 1996 relevant to the subject study area.

3.3 Singleton Development Control Plan

Aside from provisions contained within SLEP 1996, the main development controls applying within the study area are contained within Singleton DCP. The DCP includes the usual provisions in relation to site planning and layout, setbacks, height bulk and scale, streetscape, external appearance, vehicular and pedestrian access etc. (refer Table 3 below for summary of controls). Notably the DCP contains a maximum height of 8.5m and requires consistency with the existing and surrounding built form and height. However it does provide for development to exceed this limit where a development is of exceptional design quality. Similarly development with a value of greater than \$1 million or in a prominent location (gateway or corner site) is to demonstrate exceptional design quality.

Development type	Control	Standard		
Urban Development	Density	Max FSR 0.5:1		
	Dual Occupancy	Max FSR 0.4:1		
	Multi Unit Development			
	Building siting	Minimise overshadowing of private open space		
	Private Open Space	Ground floor 1-2 bdrm 40m ² 3+ bdrms 50m ²	Upper levels 10m ² 10m ²	
Commercial / Retail Development	Site frontage	2m per dwelling		
	Height	Max 8.5m		
	Setbacks	Site and rear to comply with BCA Side and rear setbacks encouraged Consistent with surrounding		
	Height	Max 8.5m		
	External Appearance	Range of controls Compliment adjoining Allows greater than 2 storeys in certain cases Attention to high profile / corner sites Traditional glass window shopfronts in CBD		
Building Line Setbacks on Residential Land	Vehicular and Pedestrian Access	On site car parking provision Pedestrian connections Awnings req'd (setback 600mm from kerb and 3.5 to 4.5m above street level)		
	Dwelling Height	Lot Size < 8.5m <900m ² 900m ² +	No neighbouring dwelling 4.5m 6m	Neighbouring dwellings Average Average
	Side setbacks	Formula based on building height and lot size		
	Rear setbacks	Formula based on building height and lot size		

Table 3: Summary of Main DCP controls

The DCP also contains locality based provisions for certain areas including the Singleton Heritage Conservation Area (refer Appendix 1). However no locality based provisions are provided for the

town centre / CBD area. The DCP also contains general heritage controls which apply to heritage items or development within the vicinity of a heritage item (refer Appendix 2).

It is significant to note that the DCP does not contain any restrictions on floor space for commercial development by way of any floor space ratio controls. The density of development within the town centre is therefore primarily controlled by height and building lot size. There does not appear to be any controls which would impede site redevelopment. No streetscape provisions apply to the main streets of John and George Streets (with the exception of heritage items along these streets). Those parts of the streets (north eastern end of John Street and George Street generally between Campbell and Goulburn and Percy and Boundary Streets) which are within the Heritage Conservation Area are subject to the Heritage Conservation Area provisions.

3.4 Singleton Section 94 Contributions Plan

Singleton Development Contributions Plan 2008 (amended July 2011) applies to development within the LGA. The Plan requires the payment of a monetary contribution for the provision of infrastructure and services as outlined in the plan. Current rates (March 2011) for relevant types of development are shown below (refer Table 4). The whole of the Study area falls within the area identified as the Singleton Existing Urban Area.

* Singleton Existing Urban Area - Dwelling or Lot		LGA Public Open Space and Recreation	per dwelling or lot	379.00	430.00
	Local Community Facilities	per dwelling or lot	767.00	871.00	
	Singleton Urban Roads	per dwelling or lot	4,050.00	4,599.00	
	Preparing And Administering Plans	per dwelling or lot	129.00	146.00	
* Singleton Existing Urban Area - Medium Density Dwelling		LGA Public Open Space and Recreation	per 3 bedroom dwelling	379.00	430.00
		per 2 bedroom dwelling	253.00	287.00	
		per 1 bedroom dwelling	126.00	143.00	
	Local Community Facilities	per 3 bedroom dwelling	767.00	871.00	
		per 2 bedroom dwelling	511.00	580.00	
		per 1 bedroom dwelling	256.00	290.00	
	Singleton Urban Roads	per 3 bedroom dwelling	4,050.00	4,599.00	
		per 2 bedroom dwelling	2,700.00	3,066.00	
		per 1 bedroom dwelling	1,350.00	1,533.00	
	Preparing And Administering Plans	per dwelling or lot	129.00	146.00	
Singleton CBD Retail or Commercial Developments		Public Car Parking	per space if on-site parking is not feasible	5,505.00	6,251.00
	Preparing And Administering Plans	per dwelling or lot	129.00	146.00	

Table 4: S94 Contributions (Singleton Development Contributions Plan 2008)

It is noted that commercial development within the CBD is only levied for public car parking if parking is not provided on site. Otherwise only minimal contributions are sought from this form of development (plan preparation and administration). Accordingly it is considered that contributions do not impact development viability. Contributions for development of medium density housing within the existing urban area are more significant.

3.5 Recent Major Developments

Council has recently approved two significant development applications that have the potential to influence the future of the town centre (1) redevelopment of Gowrie Street Mall and (2) an Aldi Supermarket (refer Figure 6 below). As outlined by Council in its Singleton CBD Master Plan Background Planning Paper (September 2011) these developments are:

Redevelopment of Gowrie Street Mall

\$30 million expansion and upgrading of the Gowrie Street Mall complex at the southern end of the Singleton CBD. The complex currently owned by Charter Hall, was originally constructed in 1984 and has a total floor area of 12,200 square metres. The recent approval allows for an increase in floor space of up to 24,600 square metres. The consent granted is subject to amendment to the proposal including the inclusion of retail floor space along the entire length of the John Street frontage and additional car parking. It is understood initial construction works are scheduled to commence prior to Christmas 2011(?).

Aldi Supermarket

In July 2009, Council granted approval for a 960 square metre Aldi Foodstore and associated car parking for 77 vehicles on the corner of John Street and Harriet Street. Construction on the site is yet to commence.

INSERT PLAN

Figure 6: Redevelopment sites

These developments, particularly the Gowrie Street Mall redevelopment, will have a significant impact on the town centre area. It is noted that Joint Regional Planning Panel applied a condition to the original consent for this redevelopment requiring the submission of amended plans that provided for the activation of the entire John Street frontage. It is noted that a section 96 application was lodged which provides for one shop on the John street frontage and a walled facade to screen car parking. In its undated report to the JRPP Council recommended approval of the modifications subject to conditions. It is unknown whether the proposal was approved by the JRPP.

The timing of construction of these developments is not known at the time of writing.

4. LAND OWNERSHIP

XXXX TO COME XXXX

5. PLANNING ISSUES / OPPORTUNITIES

Having regard to the above it would appear that existing planning controls are no impediment to development in the study area. Existing planning controls allow a wide range of uses within the town centre and aside from a two storey height limit (which may be exceeded in certain circumstances) there are no significant planning impediments to development.

Following review of background information, and for discussion purposes, issues and opportunities have been identified below in relation to the Town Centre. In addition in Section 6 below potential planning controls have been identified for consideration:

Issues

- dispersed nature of town centre / length of main street
- flood liability
- potential for Gowrie Street Mall redevelopment to suck economic activity out of main street
- car dominant main street
- parking
- lack of fine grain
- lack of consistent scale
- legibility
- need to preserve significant buildings, spatial scale
- lack of strong identity
- lack of clear role for George Street land (New England Highway)
- Highway traffic
- heritage conservation precinct
- interface with residential
- service lane adjacent to river
- existing economic viability does not provide incentive for redevelopment / upgrade – captive market
- future bypass
- infrastructure capacity
- opportunities to reduce business leakage out of CBD
- lack of dining opportunities
- degradation of main streets
- disconnect with river
- proximity to other major centres (45 min to Newcastle)
- conservative housing market
- high land values
- possible relocation of commercial development to flood free areas (e.g. Singleton Heights).

Opportunities

- incentives for development
- visual and pedestrian connections through to river
- potential for specialisation in precincts
- build on existing urban character, scale, heritage conservation – creation of 'sense of place'
- creation of opportunities for community interaction
- existing anchors at ends of main street
- outdoor eating / cafes
- opportunity / catalyst sites
- streetscape improvements
- mixed use development (shopfront housing) in town centre subject to flood proofing
- public art / water features
- extend heritage conservation area / streetscape controls to main street to preserve existing character / scale etc.
- contributions for streetscape improvements / art etc.
- opportunities to improve linkages to Gowrie Street Mall
- focus on provision of services for youth

- provision of services, facilities and housing for ageing population / retirees
- demonstration of civic pride / showcase region's prosperity through upgrading of town centre

6. POTENTIAL PLANNING CONTROLS

Possible future planning controls that could be considered as part of the Study for inclusion in future planning controls include:

- review zoning controls and permissibility of land uses
- review heritage conservation area boundary / items / controls
- potentially introduce streetscape controls for main streets
- urban design controls
- flood planning controls and WSUD
- Height
- Active street frontages
- Public domain improvements
- Parking policy and controls
- Pedestrian and cycle connections / linkages / walkability
- Outdoor eating
- CPTED design controls
- Bonus floor space provisions
- Landscape and micro climate controls
- Controls to restrict out of centre commercial / retail development
- ESD
- Opportunities for creating differentiated precinct's to provide for different experiences etc. (possible core and supporting zones / areas)
- Special controls for opportunity sites / catalyst developments
- Special controls for highway frontage land:
 - Review land use permissibility on land with frontage to highway (don't allow uses which could locate within town centre)
 - Introduce controls to protect land adjacent to highway frontage land
 - Access requirements for highway frontage land
- Review zoning of industrial lands

7. RECOMMENDATION

The above preliminary advice is provided for information.

Helena Miller
Director

The Singleton Heritage Conservation Area

Character Statement

The Singleton heritage conservation area was one of the most important early settlements in the Hunter Valley. Several of the historical development themes for the Singleton Local Government Area may still be interpreted in the surviving streets and buildings of the town.

Prior to the construction of the Dunolly Ford Bridge and the Singleton Crossing Bridge (New England Highway bridge) over the Hunter River, people crossed the Hunter River using a river crossing (Ford), which ran from George Street to (now named) Dunolly Road. The original road layout of the township is largely attributable to this crossing, because the roads which frame the grid layout (i.e. John Street, Queen Street and George Street) diverge to the common river crossing point. The grid layout fills-out the space between these roads.

Concentration of earlier public and commercial buildings in George Street running back from the river. Later expansion of the town is reflected in the north - south street grids to the south and east.

The town's mere existence records its origins and earliest stages of growth due to it being in the right place at the right time. The strategic river crossing on the first main north road leading from Sydney and Newcastle reinforced its importance in a rapidly settled region from the 1820s.

The history of Singleton can be read today in the town's form and its distribution of land uses. The advent of the railway and establishment of Singleton as the terminus from 1864-69 strengthened Singleton's role as a regional centre. The coming of the railway had a significant influence on Singleton's economic growth, which is reflected in the pre-eminence of John Street as the commercial/retail thoroughfare (John Street provides access to the Singleton railway station).

The historic role of the town as a regional centre for the pastoral and agricultural hinterland is also recorded in the surviving houses of earlier larger estates (originally outside the main settlement) such as Townhead, Flowerbank, Frome and Ardersier; in the former Banks and Insurance Offices in George Street; and by the Showground Group of buildings.

Other themes of Municipal Impact, Leisure, Commerce and Religion are also archived by the town's excellent collection of Civic and Ecclesiastical Buildings

The township derives associational significance through its connection with the early pioneers. Benjamin Singleton's name has been given to the town and Burdekin Park stands as a record of his role in establishing the first settlement and as his gift to the community initially for a market place. John Howe is commemorated by Howe Park which was his enduring gift to the town.

Henry Dangar has lent his name to one of the town's most impressive streets and the prominent role of the Dangar family is commemorated by the Dangar

mausoleum in the grounds of All Saints Church.

The old township's aesthetic significance is derived from the intactness of its excellent residential and commercial streetscapes and the unique urban character and spatial qualities created by the intersections of its two street grid systems.

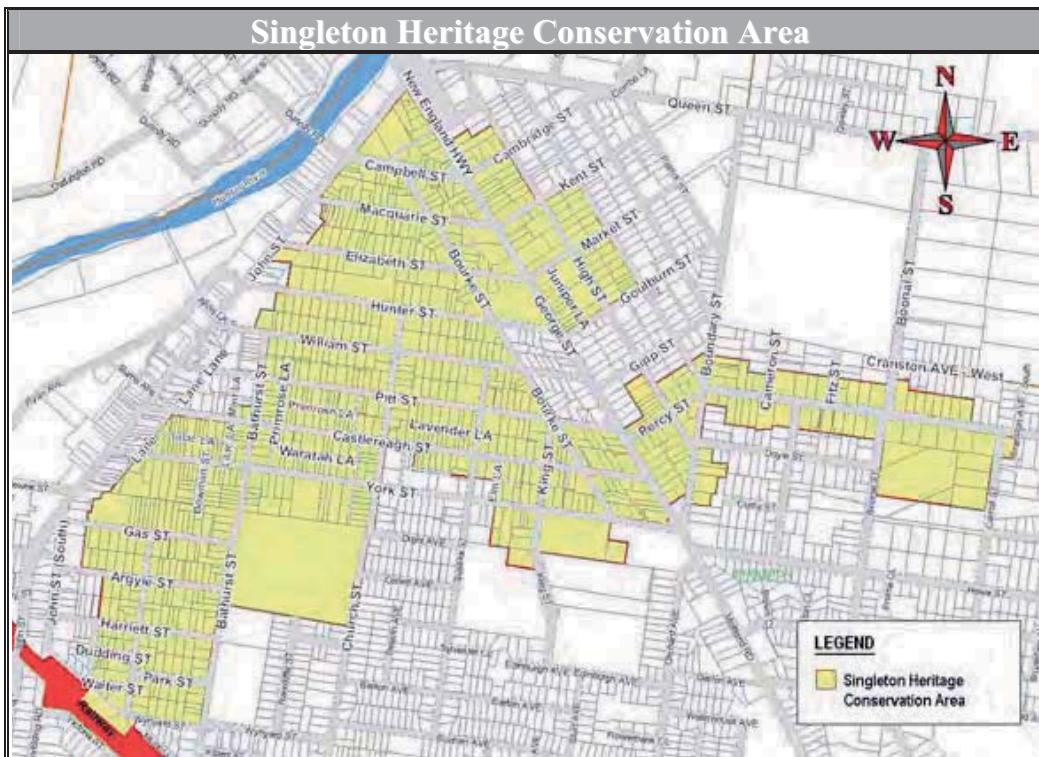
The urban edge is well contained to the west by the river and levee bank, to the north by recent large scale Civic and Institutional Development and St Patrick's Church and The Convent School and to the south by the railway defining Singleton's historic core.

The township is of social significance for its continuous role as a sub-regional centre for a pastoral, agricultural and industrial hinterland.

Many of its civic, commercial, religious and educational functions remain in buildings and places created last century giving to the community a sense of continuity, identity and familiarity. These buildings and places are held in esteem by many residents for their social and community roles, as much as for their appearance. The Singleton Township Conservation Area is considered to be of State Significance.

1. The Singleton Heritage Conservation Area

- 1.1. Heritage [conservation](#) requirements apply to development within the Singleton Heritage Conservation Area. Developments are to be designed in accordance with such requirements. The Singleton Heritage Conservation Area is identified in the map which follows.



2. Description of the Characteristics of the Singleton Heritage Conservation Area

Objectives

- (a) To provide a description of the Singleton Heritage Conservation Area, placing the area and its significant characteristics into context.
- (b) To provide designers, applicants and Council officers with a basic understanding of why the Singleton Heritage Conservation Area is significant.

Criteria

- 2.1. The predominant form, bulk, size and scale in the Singleton Township is set by single-storey houses, spaced apart and set under enveloping roof forms. Older two storey residential buildings occur but are the exception to the rule.

Public and institutional buildings generally do not conform to the typical pattern set by the houses. With higher ceilings and different architectural expression, they announce themselves as something other than a house. Contrasts of this kind (Variances in common architectural form and scale between buildings of different uses) have historic precedents reaching back through the ages the world over. Public buildings and places of worship are expected to stand out.

This contrast however, is not appropriate for residential development. A restriction of this kind does not mean that two storey accommodation will not

be permitted. Upper floor residential space can be skilfully incorporated as attic type rooms or in two storey rear wings (provided neighbours' amenity is not affected).

The commercial streets of Singleton are characterised by two storey construction set on the front alignment. John Street has seen considerable transformation and is partly included in the Singleton Heritage Conservation Area. The vertical proportions, forms, bulk, size and scale of older buildings are to be respected in new development.

In George Street there is a greater mixt of single-storey and two-storey buildings, buildings on the alignment; and buildings set back from the alignment.

The older two storey public and commercial buildings are built to the front alignment narrowing the street space between Burdekin Park and Campbell Street. For visitors travelling on the highway this section of George Street creates the first impression of Singleton's historic township and often remains the lasting impression recorded in their memory. New development in this part of the township should take into account existing setbacks, height of buildings and proportions.

- 2.2. Development within and adjoining the Singleton Heritage Conservation Area is to be designed in a manner which respects and preserves the special characteristics of the conservation area.

Characteristics of the Singleton Heritage Conservation Area

Main Streets

George Street (New England Highway) forms the major access way through Singleton. It "splits" the street grids that exist to the north east and west of it.

The buildings that line George Street are generally two storeys in height and commercial/civic in nature. Due to the orientations of the two grid patterns, the corner sites are prominent.

John Street is another major street. John Street comprises that main commercial area and provides access to the railway station. It runs parallel to the Hunter River and connects to George Street. Although most of the original buildings of the street have been removed or modified, John Street still defines the western edge of the town and forms a commercial "wall".

The Grid System

The street grid within the town centre is in two sections:

- The section to the northeast of George Street, bounded by Queen and Boundary Streets; and
- The section to the southwest of George Street bounded by the river, railway line and Boundary Street.

The section to the northeast of George Street runs parallel and perpendicular to George Street. The streets in the southwest section run at a 45° angle to George Street on north-south and east-west axes.

The lot sizes in the southwest section are smaller and are denser than those in the northeast section, with some very large lots of land in the northeast section being used for Church and Institutional uses.

In the northern portion of the northeast section, the Catholic Church and school group on Queen Street form a landmark.

Corner Buildings

The corner buildings within the township play a key role in Singleton unique character. The junctions of the two grid systems provide unusual corner conditions at many of the major intersections.

The intersection of Macquarie, Kent and George Streets is an example of

this, with the former Patrick Plains Shire Chamber building addressing the corner at a 45° angle.

"Ewbank" at the intersection of Elizabeth, Hunter and George Street also addresses the corner at a 45° angle. The open space of Burdekin Park allows the corner to be read from various perspectives.

Vistas

The long streets intersecting George Street create vistas by providing clear views through to landmark buildings, especially corner buildings. Kent Street views of the former Patrick Plains Shire Council Chambers is an example of such a vista.

Landmark Buildings

Singleton has several landmark buildings which provide the town with a unique identity. Landmark buildings generally have a public presence and are generally used as reference points for spatial orientation.

Civic buildings (such as the Courthouse and former Patrick Plains Shire chambers) and religious buildings (such as the churches with their generally larger scale) are examples of landmark buildings.

The Showground group of buildings are also landmark buildings, as is the Railway Station. These buildings play an important role in depicting the agricultural nature of the town, its communications and its prosperous past.

Public Open Space

Public open spaces throughout the township are prominently located. Burdekin Park, off George Street (New England Highway); is the most notable area of public open space within the original township. The expanse of space provides a "gap" along George Street separating the residential section (south-east of the park) from the commercial section (north-west of the park).

Howe Park to the north of Dangar Road, is another example of Public Open Space that played an important role in the urban design of Singleton. The large open space is bounded by residential development on two sides and the [cemetery](#) to the north.

George Street

The main commercial sectors of the Singleton township run along George Street and John Street. Characteristic of many country towns, hotels (pubs) and retail stores are prominent building types.

George Street has retained many buildings of varying periods. The most notable change is the visual impact of signage along the length of the street. The buildings front the footpath forming walls along the street of a predominant two storey scale.

Older buildings present more interesting skylines with elaboration of their parapets by pediments, urns and other features. The verandahs of hotels and the awnings of retail shops form canopies over the footpath.

Civic Centre

George Street, being the major street within the town; has a great many civic buildings, most notably the former Patrick Plains Shire Chambers and the former Police Lock-up and Courthouse in Burdekin Park. These buildings form a civic precinct at the corner of Elizabeth Street and Bourke Street and are not far removed from the present Police Station and Courthouse.

The civic buildings have a presence most notable due to their size and scale. The civic buildings within the township are generally two storey, have high ceilings and are constructed of masonry materials. Their architectural treatment is grander and consistently characterised by Classical styles.

Residential Sector

The historic development phases of Singleton are well illustrated by its streetscape. High Street has some of the finest examples of Federation Houses that remain in the region.

Elizabeth Street and Hunter Street are also examples of intact streetscapes with many buildings that contribute to the character of the town. The housing stock in this area is generally consistent in scale, setback and materials and is placed on relatively modest allotments.

Dangar Road provides an example of grander residential buildings from the late 19th century and early 20th century, with the hospital commanding a low knoll as a landmark.

In general, the later Victorian and Federation period houses within the Singleton township are set well-back from the front fences on a consistent building line. In contrast, the small cottages (on Macquarie

Street for instance), have minimal front setbacks and side setbacks. These humble dwellings are representative of the first major growth phase of the town in the mid nineteenth century.

The gates and fences that line the residential areas within the township are consistent in their height, although they vary in their materials. Fences are relatively simple and low, constructed from timber pickets or post and rail, masonry and wire mesh in pipe frames.

3. Characteristics of the Singleton Heritage Conservation which need to be Retained

Objectives

- (a) To preserve the essential townscape character of the Singleton Township by protecting and enhancing the qualities which contribute to the special identity and character of the conservation area.
- (b) To advise of development forms which are encouraged in the Singleton Heritage Conservation Area.

Criteria

- 3.1. It is important to maintain the essential townscape character of the Singleton Township by protecting and enhancing the special identity and character of the conservation area. Qualities of the conservation area to be protected include:
 - The style and design of nineteenth century and early twentieth century timber and brick housing;
 - The established front gardens and mature plantings;
 - The surviving public and commercial buildings, particularly concentrated in George and Campbell Streets; and
 - The unique spatial qualities and vistas created by the intersections of the town's two different street grid systems.
- 3.2. The special characteristics of the Singleton Heritage Conservation Area are to be maintained. In particular, the following is to be retained:
 - Listed Heritage items;
 - Timber, brick, and rendered masonry houses of Victorian, Federation and Inter-wars periods;
 - Low fences - particularly timber picket and steel pipe and mesh;
 - Predominantly single storey residential streetscapes;
 - Simple hip and gable roof forms and chimneys;
 - Front and side verandahs; and
 - Existing subdivision patterns.

3.3. The following forms of development are encouraged in the heritage conservation area (with regard to maintaining the heritage significance of the area):

- Additions to the rear of houses;
- Additions and infill developments which respect the scale, form and proportion of the existing buildings in the locality; and
- Garages and carports (if necessary) sited to the rear or to the side of buildings.

4. Development forms which are Discouraged in the Singleton Heritage Conservation Area

Objectives

(a) To advise of development forms which should be avoided in the Singleton Heritage Conservation Area.

Criteria

4.1. The following forms of development are viewed to be inappropriate and should be avoided in the heritage conservation area (to maintain the heritage significance of the area):

- Removal of original architectural details and finishes, eg: painting face brickwork or stone, replacement of timber with aluminium, replacement of unglazed terracotta tiles, slate or corrugated steel with other roof materials;
- High walls and fences which obstruct views to houses and gardens;
- Elaborate front fences out of character with simple traditional designs; and
- Removal of established gardens and trees.

Note:

This part details requirements for the Singleton Heritage Conservation Area. The provisions contained in this part are to be read and used in conjunction with the provisions of other parts of this DCP. Where there is a variance in requirements between this part and another part in this DCP, the provisions of this part will take precedence to the extent of any inconsistency.

2nd Draft

Element 8 - Heritage

Intent of Element

This element applies to development proposals which impact or have the potential to impact heritage. The intent of this element is to provide guidance on key issues which must be taken into account by applicants, designers and assessors when considering development proposals which may affect heritage items or places or their significance.

Heritage items and places provide an insight into history and can include such things as archaeological relics, public buildings, private houses, estates, industrial buildings, plant and machinery; cemeteries, memorials and landscapes.

The concept of heritage is based on the understanding that particular items and places have cultural value for past, present and future generations. The main focus is on the relationship of the items and places to times, events or people in history and the insight that those items and places give into times, events and peoples lives. These physical reminders are valued because they are associated with phases of history, important people and events.

The Singleton Local Government Area (LGA) comprises items and places of historical and cultural significance which tell the story of the history of Singleton. The items and places inform us about our cultural history, connect us with our past, and give the community a sense of identity.

It is important that the impacts of development on heritage items and places is appropriately considered and assessed. Landowners, applicants, designers and assessors must ensure that Singletons heritage is protected and maintained for the benefit of generations to come.

FURTHER ELEMENTS WHICH NEED TO BE CONSIDERED

This element is to be read in conjunction with the following elements:

Element 1 - Single Dwelling-Houses	Element 2 - Urban Housing
Element 3 - Commercial and Retail Development	Element 4 - Industrial Development
Element 5 - Rural Tourism Development	Element 6 - Subdivision
Element 7 - Infrastructure Provision	Element 9 - Vehicle Provisions
Element 10 - Vegetation Preservation and Landscaping	Element 11 - Earthworks
Element 17 - Outdoor Advertising Signage	Element 20 - Building Line and Setback Requirements

8.1. Heritage Items and Places

Objectives

- To provide guidance on how to identify items and places of heritage significance in the Singleton LGA.
- To ensure that heritage significance is appropriately considered and evaluated.

Criteria

8.1.1. Council's [Local Environmental Plan](#) contains a list of items and places which have been identified as being of European heritage significance. Applicants and Council staff are advised to check this list to see if land comprises items or places of known European heritage significance.

The list was derived from a heritage study undertaken over the entire Singleton LGA. While the study attempted to identify all significant items and places of European heritage within the LGA, there is the potential that some items and places of significance may remain unlisted. It is important to exercise caution if the potential for heritage significance is identified.

8.1.2. Council's adopted "[Heritage Conservation Areas](#)" are identified in the "[Locality Based Provisions](#)" section of this [DCP](#). Ongoing care and maintenance of all features in the [conservation](#) areas is considered to be an essential part of achieving their [conservation](#). The collective existence of buildings and features (i.e. trees, open spaces, views and landmarks, architecture, street elements, etc) are representative of the past and give the [conservation area\(s\)](#) their heritage significance.

The whole community has a role to play to ensure that individual buildings, gardens, and public areas are maintained and not left to deteriorate. The loss or damage of any one attribute can erode the special character of the conservation area as a whole.

8.1.3. An Aboriginal cultural heritage site survey may need to be undertaken to identify whether items or places of Aboriginal cultural heritage significance exist on the respective development site and will be disturbed by the proposed development. Such a survey is to be carried out by a suitably qualified and experienced archaeologist in cooperation with members of the local Aboriginal community/ Local Aboriginal Land Council.

Archaeological deposits and remains have the potential to give important information about the history of the place. Sites with significant Aboriginal archaeology or industrial relics require special expertise in their assessment. Items and places of Aboriginal cultural heritage significance are subject to consideration under the [National Parks and Wildlife Act 1974 \(NP&W Act\)](#).

The authority responsible for administering the [N&PW Act](#) (at the time of preparation of this [DCP](#), the authority responsible for administration of the [N&PW Act](#) was the [NSW](#) Department of Environment and Climate Change) should be contacted for details of whether a site is likely to comprise items or places of Aboriginal cultural heritage significance.

8.2. Research

Objectives

- (a) To advise of the sources of research information and requirements for works that could potentially affect heritage significance.

Criteria

- 8.2.1. Where there is the potential for development to impact upon heritage significance, consultation with Council staff is encouraged to assist prospective applicants to understand the implications of this [DCP](#) and to obtain advice on the issues to be addressed.
- 8.2.2. The ICOMOS Australia Burra Charter is generally accepted by National, State and Local Government Authorities and heritage [conservation](#) practitioners as providing a common set of definitions, principles and procedures for the care and management of Cultural Heritage resources. The ICOMOS Australia Burra Charter should be referred to when proposing to carry-out heritage works.

Emerging from the principles of the Burra Charter are four fundamental principles which should guide all [conservation](#) works:

- Do as much as is necessary and as little as possible;
- New work should be clearly distinguishable from original fabric;
- New work should not adversely impact on original fabric, it should be inserted and/or attached in such a way that it is reversible, leaving original fabric in "as found" condition; and
- Restoration work should never be based on guesswork but on careful research of the building itself and documentary sources.
- 8.2.3. If major works are proposed to a heritage listed property or a property which contributes to the historic character of a [Conservation Area](#), its development history can be researched to understand why it is significant and what elements contribute to its significance. Research sources to be consulted include:
 - Heritage Study Inventory Sheets for individual items, held by Singleton Council;
 - Statements of significance for the [Conservation Area](#);
 - Detailed examination of the building fabric and site features to determine phases of construction;
 - Reference books on restoration of old buildings and their sites; and

- Use of skilled professional advice and tradespersons wherever possible.

Reference material should be consulted and skilled advice obtained, to gain an understanding about the period and style of the building(s) and gardens concerned. This should give insight into how important the authentic building form, architectural detail and selection of trees and plants are to maintaining the heritage significance. Old photographs are a good source of information for restoration of original designs.

Failure to take this preliminary step can often lead to the removal of significant fabric, or restoration or reconstruction of elements in the wrong architectural style.

- 8.2.4. The building itself can be a useful source of information. Paint colours can be determined by scraping back paint layers to reveal the sequence of coatings. (Please Note: There are special procedures to be implemented when obtaining paint scrapings that are aimed at minimising the impacts of taking such scrapings).
Original colours and finishes are often left intact behind new construction elements such as added walls, cupboards and wall linings. If the building itself will not reveal its whole story, reference texts are available on traditional colour schemes and finishes.
- 8.2.5. Persons skilled in traditional building trades and crafts are often an invaluable source of information and are usually best employed on the works. Building [conservation](#) work should rely as much as possible on traditional building trades.
- 8.2.6. An archaeological investigation by a suitably qualified and experienced archaeologist can help identify whether items or places of Aboriginal Cultural Heritage significance are likely to exist on the development site. Such an archaeologist may also be able to provide guidance on requirements and measures to protect any items or places which may be identified.
- 8.2.7. The State Governments: Aboriginal Heritage Information Management System ([AHIMS](#)) comprises information relating to recorded Aboriginal objects, Aboriginal places and other Aboriginal heritage values for a particular area. [AHIMS](#) replaced the previous [NSW](#) Aboriginal Site Register and includes:
 - A database and recording cards for all Aboriginal objects, Aboriginal places and other Aboriginal heritage values in [NSW](#) that have been reported to the authority responsible for administration of the National Parks and Wildlife Act 1974; and
 - A database index of archaeological reports and a library of these reports.

8.3. Documentary Evidence

Objectives

- (a) To identify the types of information which need to be submitted with development applications for proposals which could potentially affect heritage.
- (b) To inform of requirements for development affecting European and Aboriginal cultural heritage.

Criteria

- 8.3.1. In the case of items of State or Regional significance, a Conservation Plan is required to precede lodgement of development proposals. The Conservation Plan is to be prepared in accordance with the requirements current at the time of preparation. Persons are advised to contact Council's heritage advisor for further information in this regard.
- 8.3.2. Council may require applications for major works to any individual item of local heritage significance to be accompanied by a [Statement of Heritage Impact](#) which assesses the effects of the proposal on the significance of the item.

This statement may be incorporated into the [Statement of Environmental Effects](#) which will be required to be submitted as part of the development application. **In general, a Statement of Heritage Impact should:**

- specify the name of the respective heritage item;
- provide property details for the site;
- provide a brief description of the development proposal;
- reference any listings or registers comprising the heritage item/place;
- specify the person who prepared the statement and their contact details;
- specify the client/landowner for which the statement was prepared;
- include a statement describing the characteristics of the item and/or place that make it of heritage significance;
- provide a detailed description of the proposed works and indicate why they are necessary;
- specify the characteristics of the development proposal which will respect and/or enhance the heritage significance of the item/place;
- specify the characteristics of the development proposal which will detract from the heritage significance of the item/place; and

- include photographic recordings of the item/place.

For development that would affect an item and/or place listed as being heritage significant in Council's Local Environmental Plan, the [Statement of Heritage Impact](#) should provide comprehensive details of:

- The heritage significance of the item;
- The impact that the development would have on the heritage significance of the item and/or place and its setting, including any landscape and streetscape features;
- The measures proposed to conserve the heritage significance of the item and/ or place and its setting; and
- Whether any archaeological site or potential archaeological site would be adversely affected by the proposed development.

For development that would be carried out in a heritage conservation area, the [Statement of Heritage Impact](#) should provide comprehensive details of:

- The heritage significance of the [heritage conservation area](#) and the contribution which any building, work, relic, tree or place affected by the proposed development makes to this significance;
- The impact that the development would have on the heritage significance of the [heritage conservation area](#);
- The compatibility of any proposed development with nearby original buildings and the character of the [heritage conservation area](#), taking in to account the size, form, scale, orientation, setbacks, materials and detailing of the proposed development;
- The measures proposed to conserve the significance of the [heritage conservation area](#) and its setting;
- Whether or not any landscape or streetscape features would be affected by the development; and
- Whether any archaeological site or potential archaeological site would be adversely affected by the development;

For development that would affect an item or place of potential heritage significance, the [Statement of Heritage Impact](#) should provide comprehensive details of:

- An evaluation of the heritage significance of the item or place as part of the environmental heritage of the Singleton local government area (LGA);
- The impact that the proposed development could have on the heritage significance of the item or place; and
- The measures intended to be implemented to conserve the significance of the item/place and its setting.

For development which may have an impact of the setting of a heritage item, undermine or otherwise cause physical damage to a heritage item, or have any adverse impact on the heritage significance of a heritage item or conservation area; the Statement of Heritage Impact should provide comprehensive details of:

- The impact of the development on the heritage significance, visual cartilage and setting of the heritage item;
- The materials and colours to be used in any building or works associated with the development and how they complement the heritage item and place; and
- Details of any modification that would reduce the impact of the proposed development on the heritage significance of the heritage item.

8.3.3. Development proposals that would alter the architectural features and appearance (internal or external) of a building or structure, are to be supplemented by an archival and photographic survey prior to undertaking any work on the site. This survey may be incorporated into the Statement of Heritage Impact for the proposal.

The archival and photographic survey is to be prepared in accordance with the guidelines current at the time of preparation and shall include:

- Contextual photographs of the site, building and features;
- Detailed photographs of the setting, site, building, structures and architectural features;
- Scaled and dimensioned drawings of the site layout and building layout;
- Written documentation noting materials and colours of the buildings/structures; and
- Location and species of plants.

8.3.4. Where development may disturb, damage or destroy objects and/or places of Aboriginal cultural heritage significance, Council is to be furnished with an Aboriginal Cultural Heritage Site Survey and Assessment Report prepared by a suitably qualified and experienced archaeologist.

The report is to be prepared in accordance with the requirements of the authority responsible for administration of the *National Parks and Wildlife Act 1974*. The survey is to include a discussion of the findings of the survey and recommendations.

The Aboriginal Cultural Heritage Site Survey and Assessment Report should comprise (but not necessarily be limited to) the following components:

- Title page;
- Contact details and qualifications of the author;
- Details of the landowner/applicant;
- Property details;
- Contents of the report;
- Description of the development subject of the development application;
- Scale map(s) of the survey area detailing the survey coverage (transects and/or other explored areas), extent of development/activity, site/object locations and photograph references;
- Description of the study area;
- Description of the impact of the development;
- Description of the Aboriginal Values of the object(s)/place(s)/area;
- Details of the community consultation and notification carried out;
- Methodology used for the study;
- Details of the field work carried out;
- Photographs of the property, development site and objects/places of Aboriginal cultural heritage;
- Results of the survey;
- Discussion of the study area;
- Recommendations in relation to the development proposal and items/objects of Aboriginal cultural heritage; and
- References, glossary, appendices, plates, figures etc

8.4. Site Analysis and Streetscape Analysis

Objectives

- (a) To provide a guide for property owners, applicants and designers to analyse how each part of their property relates to the character and heritage significance of individual heritage items and conservation areas.
- (b) To ensure that adequate consideration is given to the impact of development on heritage.

Criteria

8.4.1. Careful analysis of the heritage site and its relationship to adjoining land should be made to guide proposed development.

All applicants should prepare a site analysis plan which annotates the manner in which the site attributes and constraints have been considered. Although this process takes time it is helpful to ensure that works do not adversely impact upon the heritage values of the item, site and setting. The diagram which follows provides an indication of the types of features considered by a site analysis.

Example of Site Analysis**Site Constraints****For Example:**

- Trees located between the subject heritage house and the eastern boundary adds to the character of the heritage item and heritage conservation area. Removal of these trees should be prevented. This restricts the developable area of the site.
- Existing site services could restrict development.

Site Opportunities**For Example:**

- The 1990 additions to the house do not complement the heritage architecture of the subject heritage house. There is the opportunity to remove the 1990 additions and replace them with additions which complement the heritage character of the house.
- There is the opportunity for development on the site to complement the subject heritage item and heritage item on the adjoining property (east of the subject site).

8.4.2. In preparing the site analysis, the following is to be considered:

- Make sure there are accurate details of the property (i.e. survey plan, ground levels, drawings of existing buildings if they exist).
- Take into account the relationship of buildings to open spaces and to buildings on adjoining sites; as well as other site features such as fences, outbuildings, paths, steps, retaining walls, gardens and trees.
- Collect information on services available to the site such as:
 - Sewer;
 - Stormwater drainage;
 - Water supply;
 - Gas;
 - Electricity;
 - Telephone;
 - Garbage Collection; and
 - Mail delivery.

All of these will have a bearing on how the site can be used and on building design.

- Consider access arrangements (i.e. How will visitors arrive? What parking is needed?);
- Record the existing development on adjoining properties (i.e. How close are the walls? Where are the windows and doors? Are there any air vents, extracts, plant or equipment items near the boundary?);
- Analyse the characteristics of existing development. (i.e. Which elements contribute to a sense of identity? Which ones detract from the sense of identity?); and
- If the proposal is commercial development, consider what signs are required, where they will be seen from and where they should be placed.

8.4.3. The existing streetscape character and features should be analysed and given appropriate consideration when designing work within heritage streetscapes. The intent of the analysis is to provide documentation that illustrates the existing streetscape character and demonstrates how the proposed development recognises and complements this character. The analysis should include:

- Pavement and verge widths;
- Location of garages and driveway access points in the street vicinity;

- Type and height of fencing to the street;
- Details of dominant building types in the locality as well as the scale, form, height, roof pitch, window and door proportions, verandahs and eaves and front setbacks in the vicinity.

In the majority of cases colour photographs can be used to address these considerations. Colour photographs of the surrounding streetscape should show:

- Development either side of the subject site/building;
- A minimum of 4 x buildings directly opposite the site (where such buildings actually exist);
- A panoramic view looking in both directions from the subject site/building;
- Landscaping along the streetscape,
- Framing characteristics (i.e. the skyline in relation to the building etc).

8.5. The Historic Townscape Context

Objectives

- (a) To advise of the need to consider the heritage significance of items and places and the context of those areas.
- (b) To promote an understanding of the importance of preserving heritage significance and townscape value.
- (c) To ensure that consideration is given to existing streetscape elements and that developments are designed to complement those elements.

Criteria

8.5.1. It is important that applicants, designers and Council staff gain a full appreciation of the buildings and features surrounding the heritage site and/or item; subject of a development proposal.

The settings for significant heritage items, and the front yards of sites which form important streetscapes; are as important to the retention of heritage significance as the buildings. New work should be designed after the physical and spatial context of the subject property has been carefully studied.

The design of the development proposal should complement and not compete with the characteristics of the area which surrounds the heritage item and/or site. Observe the bulk, scale and proportions of other buildings in the street which contribute to the townscape character to understand the relationship of

the building(s) on the subject site to the overall pattern of development. Take note of front and side setbacks and the general pattern of development.

Proposals which might be considered to be out of character with their surroundings by being too expressive of a particular architectural style, or too bulky, or out of proportion or scale, are generally accepted in town planning practice as not appropriate whether in a [heritage conservation area](#), or not.

- 8.5.2. Related to spatial qualities are the opportunities to appreciate views and vistas. Landmark sites are important in this regard. New development should, where possible, respect existing views and vistas and not be built in such a way that they are blocked, particularly if a landmark can be seen from public vantage points.
- 8.5.3. Developments are to be designed to be sympathetic to the heritage context of the item and/or area and are to take into account amenity impacts on adjoining sites and public places in terms of bulk and scale, shadowing and overlooking.

New work should respect the existing spatial qualities of streetscapes and avoid introducing elements which would create discord in the space such as:

- noticeably different setbacks;
- high solid walls where low or open fences are predominant;
- replacement or loss of well established trees; and
- out of scale facades.

New buildings should respect the form, bulk, size and scale of existing buildings in historic townscapes and should compliment the character of the area by their scale, shape and their use of materials.

Caution should be exercised if considering imitation of old buildings in new work, as it can debase the significance of the original building(s) and draw attention away from the historic buildings themselves.

Form, bulk, size, scale and proportion are characteristics that are vitally important for new development to ensure compatibility with surrounding buildings.

- 8.5.4. Generally the prevailing existing pattern of front and side setbacks should be respected, particularly where they establish a strong rhythm in a streetscape. Where they are consistent, the pattern should be maintained. Where there is variation in the setbacks of buildings on adjoining sites; the siting of new buildings should be within the limits of the range of the setbacks.
- 8.5.5. Spatial containment and townscape character is often made very distinctive by the elements which frame the streetscape. The skyline may be defined by a pattern of particular roof shapes. Sometimes roof shapes are repeated

throughout the streetscape, setting up a strong rhythm of gables, or parapets. Silhouettes can be accentuated by tall chimneys, towers, spires or parapet ornaments.

Without attempting to copy older architectural treatments, it is possible to integrate new building forms into well established skylines by utilising similar shapes, angles, heights and colours; to preserve the spatial character of the townscape.

- 8.5.6. Materials, colours and finishes need not copy nearby buildings but should harmonise with them. One of the most difficult choices is face brick. Most modern bricks, even those which try to reproduce the appearance of sandstocks, do not blend very well with older types of dry pressed bricks (which in Singleton Township's older buildings are an even red/brown and in some cases, dark well 'burnt' bricks with a mottle produced by vitrified material).

Where the character of old brickwork is very strong, the colours and textures of modern face bricks usually compete and contrast with the existing brickwork. It is often better to use either a very neutral and evenly coloured brick or render on the new work. Painted render means [maintenance](#) costs but self coloured render on common bricks can be an attractive and economical alternative wall finish.

8.6. Site Planning and Layout

Objectives

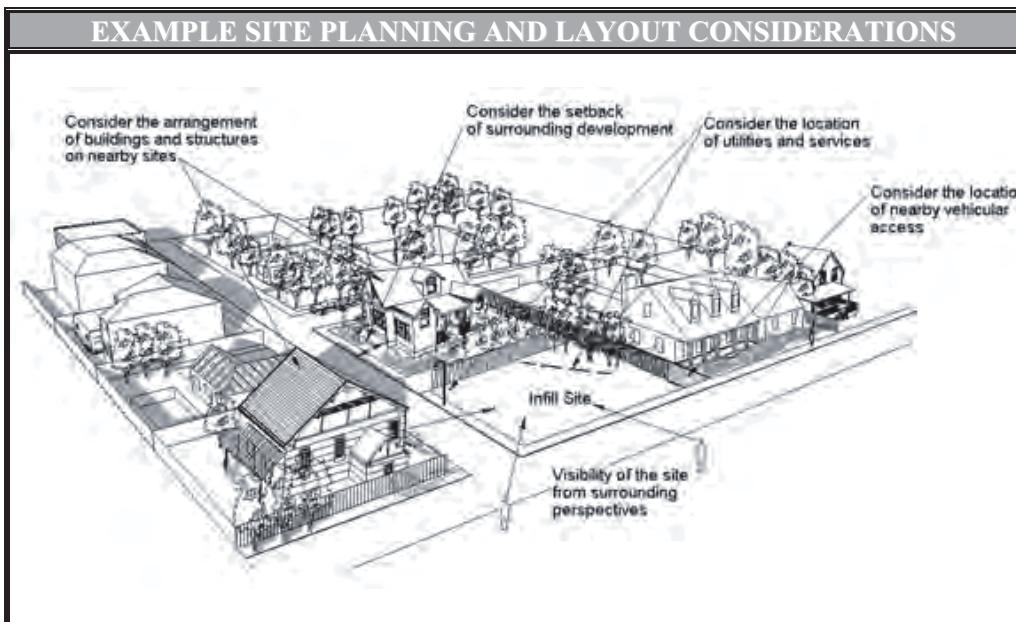
- (a) To assist property owners to achieve the best overall use of their sites through careful planning.
- (b) To ensure that the existing elements which contribute to heritage significance are considered and protected through appropriate site planning and building layout.

Criteria

- 8.6.1. Developments should be designed to relate appropriately to the heritage site.
- 8.6.2. When determining the appropriate layout of buildings and arrangement of site features, consideration is to be given to:
 - Building setbacks;
 - The landscape setting;
 - The visibility of proposed buildings and structures;
 - The arrangement of buildings and structures on adjoining sites and the relationship of proposed works to those buildings and structures;
 - Current and proposed vehicular and pedestrian access arrangements;

- The location of utilities and services on the site.

The diagram which follows provides an indication of the types of features which may influence site planning and layout.



8.6.3. Front (building line) setbacks are to be consistent with nearby buildings in the street. Side setbacks are consistent with the side setbacks of adjoining buildings where a strongly discernible pattern exists. Council's standard building line and setback requirements still apply.

8.6.4. Consideration should be given to the design of landscaping on other properties along the streetscape. Garden structures should be appropriate to main buildings in terms of scale, style and materials.

New landscaping should not interfere with the appreciation of significant building aspects such as building facades. Important contributory landscape characteristics such as canopy cover or boundary plantings should be retained where possible. Original materials (i.e. sandstone and brick features), should be retained.

Hard surfaces should be kept to a minimum. Screening of hard surfaced areas is encouraged. Generous green landscaped areas should be provided in the front of new residential buildings in [heritage conservation areas](#) wherever possible. This should assist in maintaining the character of the streetscape.

8.6.5. Where new work is proposed to existing heritage buildings or buildings within [heritage conservation areas](#), consideration is to be given to the views of the new works. It is important that works highly visible from the street integrate with the overall streetscape theme.

- 8.6.6. Wherever practical, the arrangement of buildings and structures should complement the arrangement of buildings and structures on adjoining sites. This is especially important when new buildings or structures are proposed close to the site boundary. In such circumstances, the height, bulk and siting of the new work should attempt to harmonize with the layout, height and bulk of surrounding buildings, structures and features.
- 8.6.7. Consideration is to be given to existing vehicular and pedestrian access arrangements and whether or not they will be impacted by proposed new works. Particularly for residential development, driveways, parking areas and vehicular manoeuvring areas should not be located or designed such that they become a dominant feature of the site.
- 8.6.8. Consideration should be given to the location of existing utilities and services and the servicing requirements of new developments. The servicing of heritage sites has often been an afterthought and may not be consistent with current practices. Some utilities (For example: Sewer lines) may not be protected by easements or may be located under the building envelope. The location of utilities and services can influence where new works should (or is permitted to) be located.

8.7. New Work, Alterations, Additions, Restoration and Maintenance

Objectives

- To promote an understanding of the importance of [maintenance](#) in preserving building fabric of heritage significance and/or townscape value.
- To encourage opportunities to remedy earlier changes which detract from the heritage significance of the building or [conservation area](#).

Criteria

8.7.1. Infill development or redevelopment facing the street needs skilful design to "fit in" with older buildings while complying with ground floor level controls. Use of front verandahs at the normal ground level and thoughtful roof design helps.

Avoidance of large areas of blank masonry below ground floor level is also desirable and can be disguised by use of piers and lattice for timber buildings or a contrasting "plinth" or shrub plantings for masonry buildings. Existing timber buildings can be "jacked up" to sit on higher foundation piers.

A proper appreciation of the existing streetscape is essential to ensure new buildings and associated works fit in. New work should be designed after the physical context of the subject property has been carefully analysed.

New buildings should compliment the character of the area by their scale, shape and their use of materials. Imitation of old buildings in new work debases the original buildings, and draws attention away from the historic buildings themselves.

8.7.2. Council will assess the effect that new work has on:

- items of heritage significance;
- the sense of identity and/or heritage significance of a [conservation area](#); and
- amenity impacts in terms of bulk, scale, shadowing and overlooking

New work should compliment and not compete with the original building (if alterations and additions) and surrounding buildings (if new building development) by its form, scale, proportions, materials and colours.

When considering additions it is important to preserve and respect the existing form of the building, including rear skillions. Additions, wherever possible can be a pavilion type attached to the rear or side where existing roof forms are not disturbed.

New buildings in the [conservation areas](#) and alterations and additions which change the external appearance of areas of existing buildings able to be seen from the street or a public place will require development consent from Council.

8.7.3. Proposals for any works affecting the physical fabric, appearance, building envelope or the site of an individual heritage item or any property within a [Heritage Conservation Area](#) require the Council's Development Consent, except in the following circumstances:

- Basic [maintenance](#) does not require development consent. [Maintenance](#) is the ongoing protective care of the fabric of a building and its setting as distinguished from repair which may involve removal or replacement of elements of physical fabric;
- Internal alterations to properties in a [conservation area](#), which are not individual heritage items, do not require development consent; and
- Development consent is not required if Council is of the opinion that the proposed development would not adversely affect the heritage significance of the [heritage conservation area](#). Minor works in this category would not require development consent.

8.7.4. Where changes are required for short term needs, or as a temporary measure, avoid work which would permanently damage significant original fabric. New work can be designed in such a way that it could later be removed with minimal effect on original materials and details.

8.8. Building Features and Characteristics

Objectives

- (a) To ensure consideration is given to the impacts that changes in the visual appearance of development can have on heritage values.
- (b) To advise of the common elements of heritage buildings which are to be taken into account when preparing development proposals.
- (c) To assist property owners, applicants and designers to understand the importance of appropriately placed and designed site elements such as garden features, fences and gates, in areas of heritage value.

Criteria

8.8.1. Council is to consider the heritage significance of items and places and the affect of the development proposal on that heritage significance. Development designs should endeavour to preserve, protect, restore and enhance the physical material of the heritage item and/or place and its setting.

Timber windows, weatherboards, terra cotta, galvanised iron and many other materials and finishes are appropriate, inexpensive and have long life in the mild Upper Hunter Valley climate conditions if used properly.

The main priority is to be [conservation](#) of the significance of the item and/or place. This does not mean that the respective item(s) and/or place(s) must remain stagnant and "frozen in time". Council acknowledges the need of owners to adapt properties to meet their changing needs. Often this adaptation can be achieved while still maintaining the integrity of the heritage significance of the item and/or place. Although this can sometimes be a difficult task, the cooperation of all parties involved often facilitates arrival at an outcome which is acceptable to Council, the community and the applicant.

8.8.2. [Roofs](#)

Traditional roofs employed gable and hip roof forms. Skillion forms to the rear utility rooms are a common feature of more humble Victorian and Federation cottages and some commercial buildings.

Wherever possible the original material should be repaired or restored. In Victorian houses, slate or corrugated steel is most common. In Federation period houses, slate, unglazed terracotta tiles and corrugated steel are the usual roofing materials.

Glazed terracotta tiles, concrete tiles, or ribbed metal decking are not characteristic of Victorian, Federation period and 1920s buildings. If replacement of slate or unglazed terracotta tile is too expensive, corrugated steel is an appropriate alternative. Glazed terracotta tiles became more popular from the 1930s.

Most of the available colours of modern "colorbond" finished corrugated roof sheeting are not consistent with traditional roof finishes (the range does include a mid grey, slate grey and red which may be acceptable). The

accessories for barge trims, cappings, gutters and down pipes create a modern appearance, out of character with traditional buildings.

In the climatic conditions of the Upper Hunter Valley, galvanised steel roofing products should have a reasonable life expectation and can still be used with the traditional barge rolls, cappings, gutters and downpipes. Traditional galvanised steel roofing products are also less expensive than colorbond finished zincalume. Care should be taken not to mix zincalume coated and galvanised products to minimise potential for electrolysis and resultant corrosion.

Chimneys are important elements in traditional roof forms contributing strongly to skyline effects in historic streetscapes. Chimneys should be preserved wherever possible.



Attic rooms within existing steep pitched roof forms may be acceptable in Victorian buildings provided dormers are kept to a minimum in number and are small. Gable end windows are preferable to dormers where possible.

8.8.3. **Walls**

Buildings of heritage significance within the **LGA** have walls built from traditional materials. Painted weatherboard in traditional profiles is most characteristic of the Victorian period housing in Singleton and Jerry's Plains, although in Singleton some of the mid nineteenth century cottages have rendered masonry walls.

Late Victorian and Federation period houses are also predominantly weatherboard, although face brick was used during this time, reflecting wider availability of this more durable construction material. Brick is also the most common material in the commercial buildings of the township. Stone is a less common material in Singleton Township.

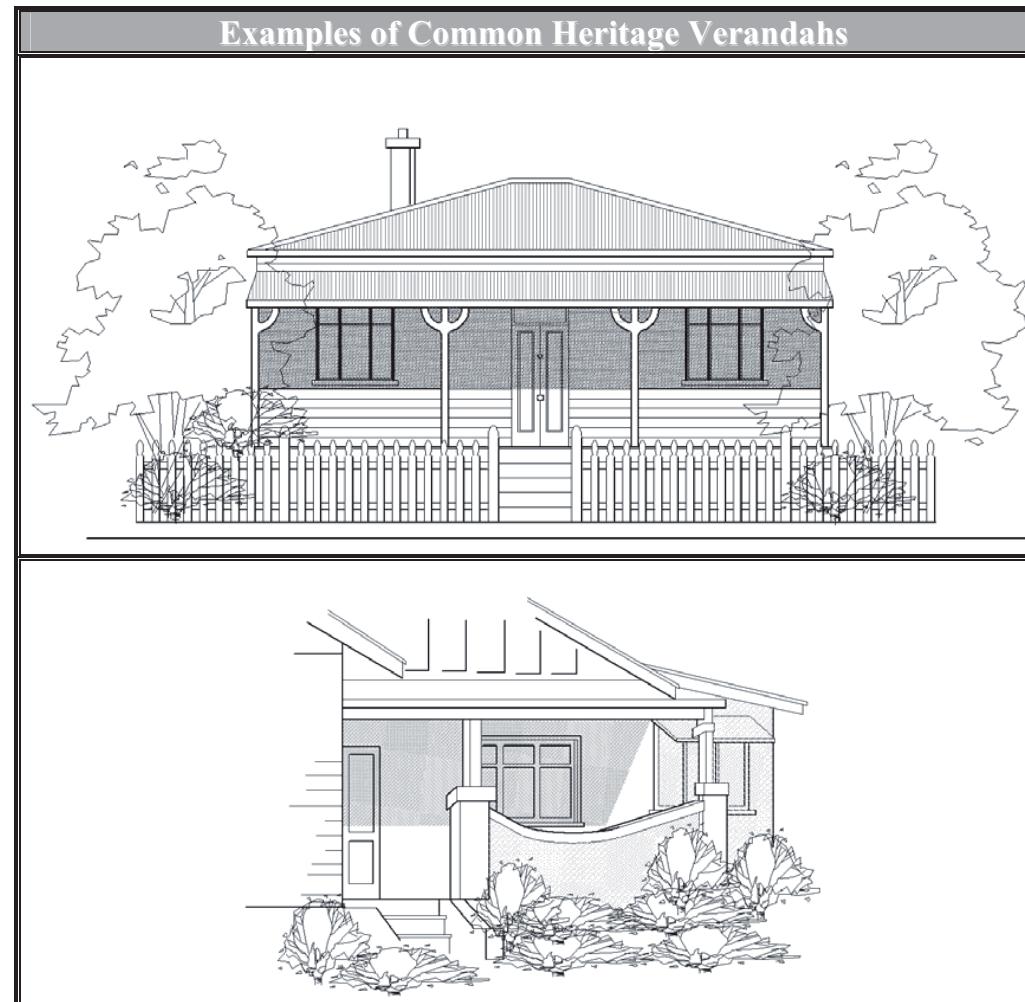
Works on buildings of heritage significance or contributory buildings should respect the original wall materials and finishes. Where additions are contemplated it may be more appropriate to use materials and finishes which harmonise with the original wall materials but do not attempt to extend them to the new construction. This allows the new features to be distinguishable from the original walls. Construction which is clearly new but harmonises with the existing elements is preferable to a “close, but not close enough” match in wall material. It is extremely difficult and not usually necessary to achieve an exact match with the authentic materials and finishes.

8.8.4. **Verandahs**

Verandahs are very important elements in the streetscapes of the Singleton Township and Jerry's Plains. Existing verandahs should be preserved in their original form and detail, wherever possible.

Where the verandahs have been substantially modified, in-filled or removed; the remaining building surfaces are often able to give clues as to the previous roof shapes, post positions and cross sections. Old photographs are also a good source of information for restoration of original verandah designs. Opportunities to remove out of character infills and to restore verandahs should be exploited.

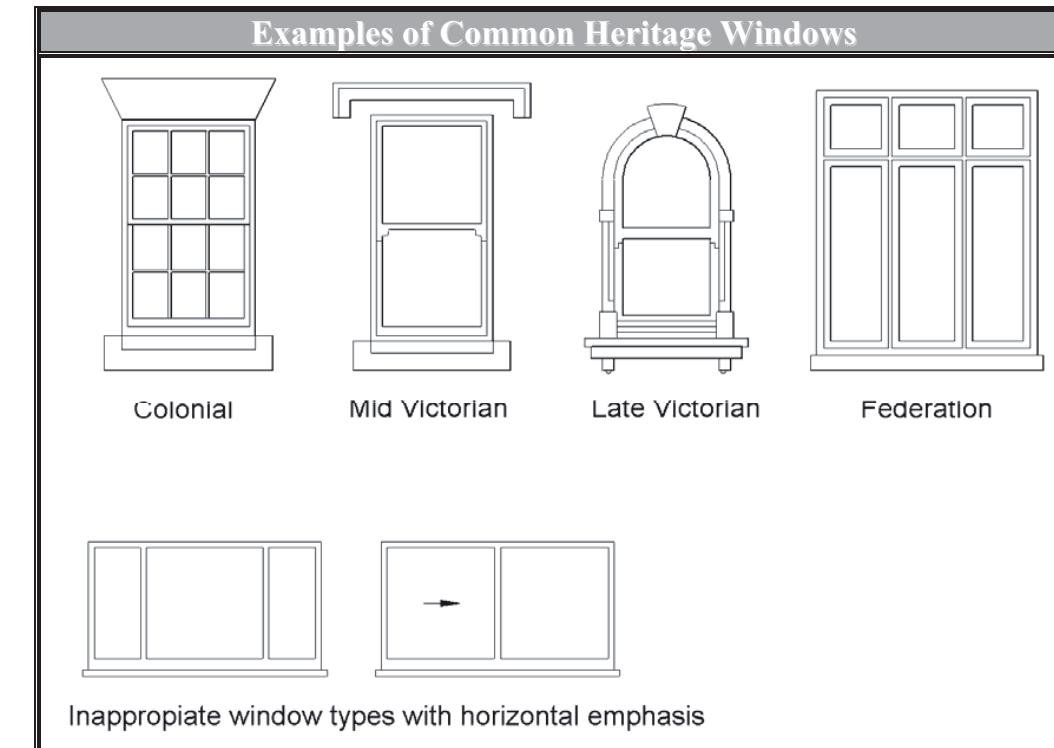
Care should be taken avoid mixing the architectural elements of different periods. Federation period post brackets and friezes on Victorian or late Colonial period (1840, 1850s) buildings demeans their real aesthetic significance. Victorian cast iron lace details grafted onto Colonial, Federation and Inter Wars period buildings likewise obscures their authentic architectural qualities and character.



8.8.5. Windows and Doors

Nineteenth and early twentieth century buildings have windows and doors which are in simple openings in solid masonry or weatherboard walls with solid being dominant over void. Window and door openings are taller than they are wide. Proportions of 2:1 and the golden mean (13:8) are common.

Where double width doors occur the panelling of the doors accentuates vertical proportions. Where the designer wanted to admit more light and air vertically proportioned windows are usually grouped together with masonry or heavy timber mullions for separation. Buildings of these periods had windows and doors made from painted timber.



Dormer windows are not characteristic of Federation period and Inter War period bungalows and roof forms of these buildings are usually not steep enough and too broken to accommodate attic conversions.

8.8.6. Glazing

Etched or patterned glass is characteristic of the Victorian period through to the Federation Period. Leadlight and coloured glass is generally found in buildings of the late Victorian period-1880s through to the 1920s. The designs and patterns of leadlight glass changed through each period. Floral and geometric patterns are more common in Victorian buildings.

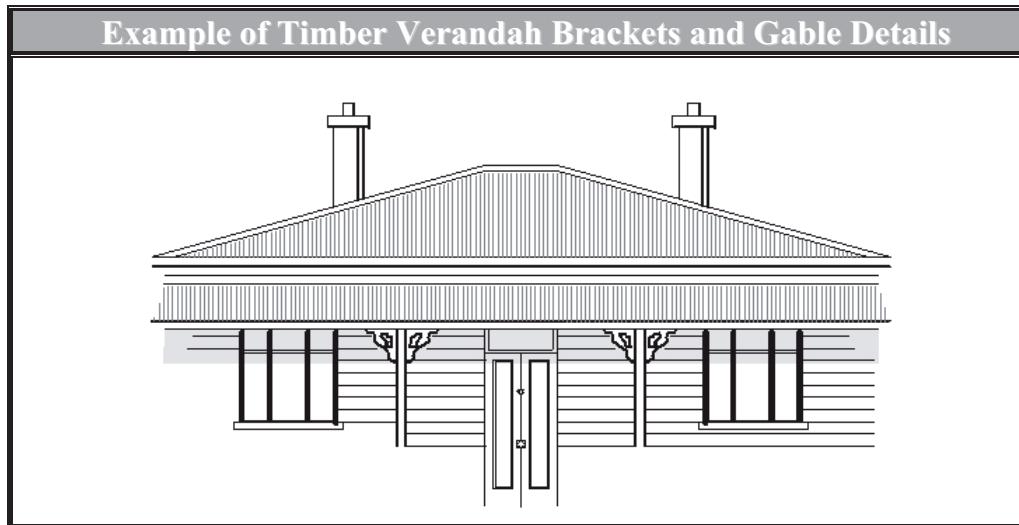
More abstract patterns evolved through the Federation period as well as Australian flora and fauna motifs and elegant art nouveau patterns which became popular before the First World War continuing into the 1920's. In the 1920's and 1930's in some building styles diamond pattern leadlights had the character of Tudor windows.

Multi paned windows were a consequence of small glass sheet sizes in the Colonial and early Victorian period - up to about 1860. Supply of glass in larger sizes resulted in single or double pane window sashes throughout the late Victorian period. Some Federation houses have windows with small panes confined to the upper parts of windows or highlights.

8.8.7. Details

Successful building **conservation** depends as much on getting the little things right as attention the big things like form, bulk and scale.

Careful study of detail elements on the existing building, buildings of similar period and style in the locality and reference books, is well worth while to restore authenticity to places of heritage significance.



8.8.8. Colour Schemes and Finishes

Application of colour schemes and finishes belonging to the wrong period can obscure the heritage significance of a building. Research is advisable to understand what might have been originally applied to the building.

The first source of information can be the building itself. Paint colours can be determined by scraping back paint layers to reveal the sequence of coatings. Original colours and finishes are often left intact behind new construction elements such as added walls, cupboards and wall linings.

If the building itself will not reveal its whole storey, reference texts are available on traditional colour schemes and finishes.

8.8.9. Fences and Gates

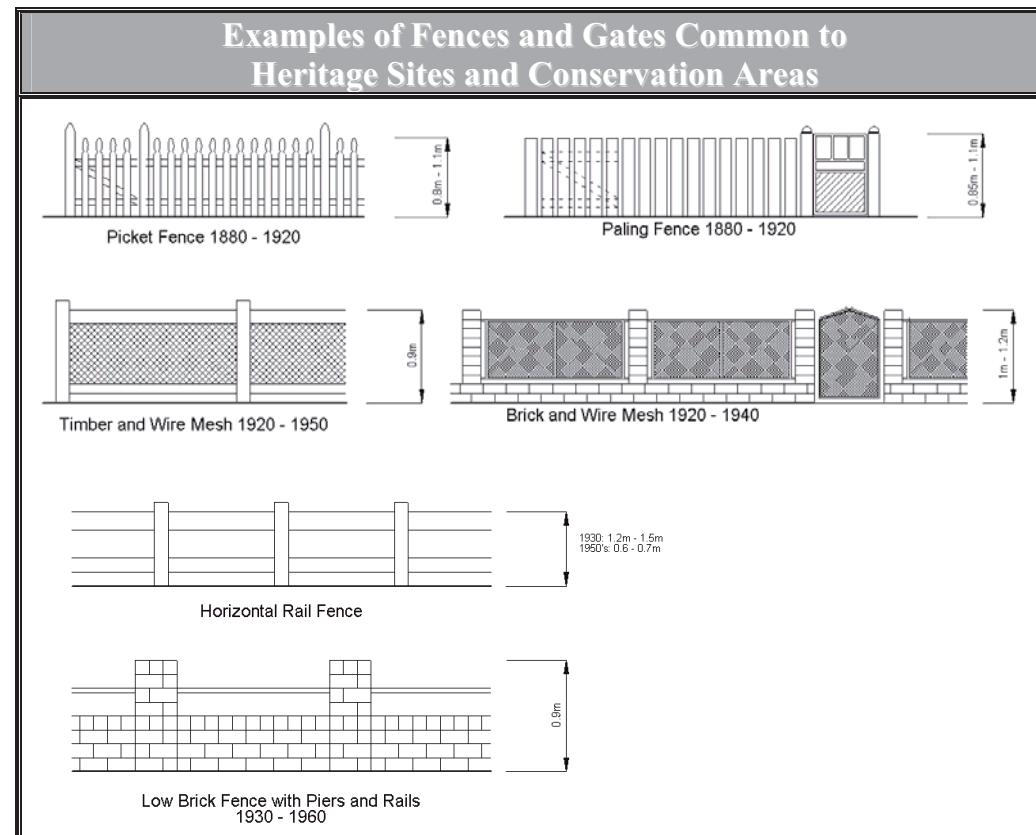
Traditional fences and gates in the identified [heritage conservation areas](#) are generally very simple examples from the late nineteenth and early twentieth century.

In Singleton township timber picket or post and rail fences are consistent elements in the character of the streetscape. Here and there, light steel mesh fences with timber or iron pipe posts and rails are found. All traditional fences are low - less than 1 metre high. Hedges are also characteristic of some streets.

In Jerry's Plains many properties are unfenced. Where fences occur they are generally of a rural nature - post and rail or post and wire.

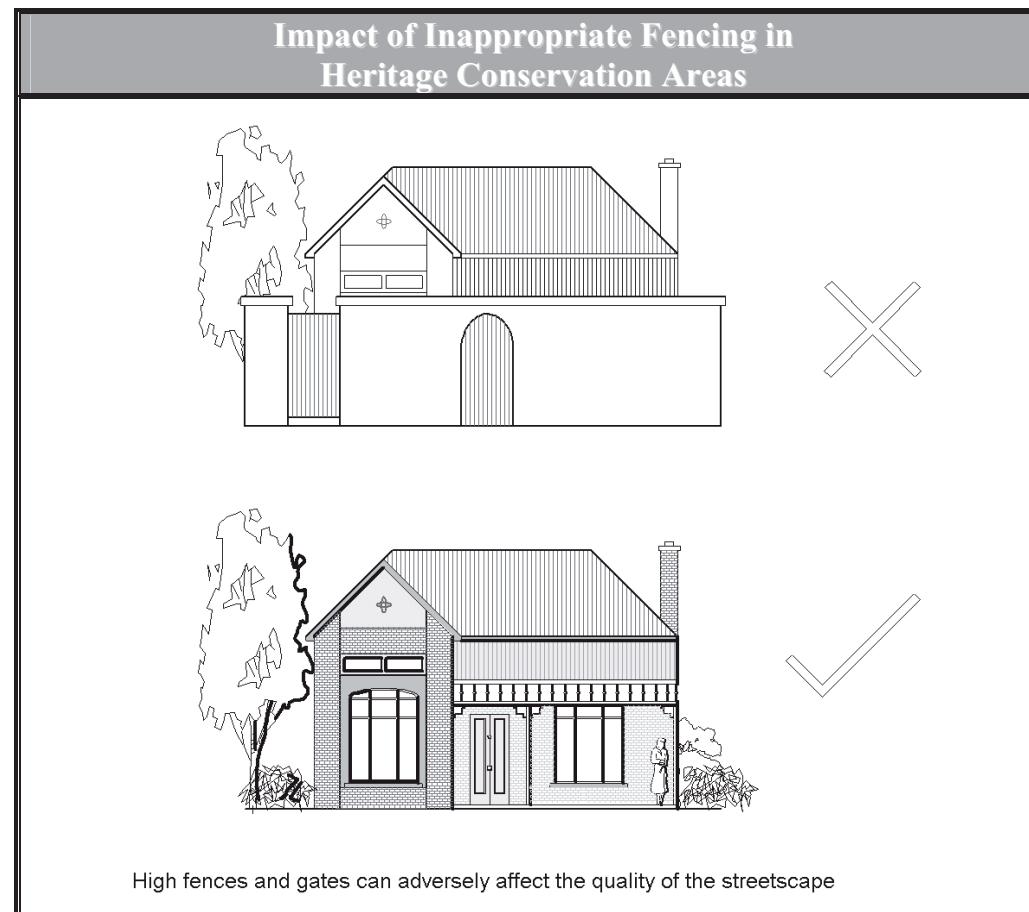
Where original fences survive they should be preserved or if in very poor condition, a reconstruction of the original is acceptable. Where the original

fence has been lost and a replacement is intended; it is important to study the types of fences in the locality and those found with buildings of a similar period and style.



Types of fences and gates to avoid in heritage areas are:

- high fences;
- solid masonry fences and walls;
- elaborate fences in cast iron, wrought iron or brickwork;
- iron pipe and rail fences; and
- weldmesh roll top fences.



When garages or carports are to be incorporated on sites of heritage or townscape significance, they should be secondary to the important elements of the property, such as the house, fence and gates. They should not attempt to draw attention to themselves by adopting elaborate architectural detailing or prominent roof forms.

- 8.9.2. Garages and carports are best located to the rear of existing houses when this is possible. Where this cannot be achieved due to site constraints they can be located to the side of the house but they should not be forward of the front building line.
- 8.9.3. On small sites with no scope for a side driveway consideration should first be given to whether off-street parking is essential. If off street parking is required and must be forward of the building line it can be a paved standing area set as close to the side boundary as possible. If a good case exists for sheltered car parking it can be designed as a lightweight element more like a garden structure or pergola than a building.

Note:

Proposals must also comply with relevant provisions of the elements detailed in the table titled "[FURTHER ELEMENTS WHICH NEED TO BE CONSIDERED](#)".

8.9. Vehicle Parking Provisions

Objectives

- (a) To acknowledge the changes in the priority given to vehicle parking in site design between historical development and present development trends.
- (b) To ensure heritage buildings and buildings in **conservation areas** are not adversely affected by vehicle parking provisions.

Criteria

- 8.9.1. Garages and carports are not a feature of traditional streetscapes in Singleton or Jerry's Plains. They have no precedent as a building form of the Victorian or early Federation period. When garages did first appear during the late Federation period through to the 1920s they generally conformed to the model of the stable and were located to the rear of properties.

Early garages were simple utilitarian structures and did not adopt the more elaborate stylistic architectural features of the houses to which they belonged. The carport is a post World War 2 structure, popular from the 1960s and 1970s. This building form also did not have a precedent in the Victorian, Federation, or the Inter Wars periods.

THIS PAGE HAS BEEN LEFT INTENTIONALLY BLANK

APPENDIX C

SINGLETON MASTERPLAN SOCIAL AND ECONOMIC PROFILE



Singleton Master Plan - Social and Economic Profile

PREPARED FOR

Singleton Council

July 2012

DRAFT

Hill PDA

ABN 52 003 963 755
3rd Floor 234 George Street Sydney
GPO Box 2748 Sydney NSW 2001
t. +61 2 9252 8777
f. +61 2 9252 6077
e. sydney@hillpda.com
w. www.hillpda.com

Hill PDA

ABN 52 003 963 755

Sydney Office

3rd Floor 234 George Street Sydney
GPO Box 2748 Sydney NSW 2001
t. +61 2 9252 8777
f. +61 2 9252 6077
e. sydney@hillpda.com

Melbourne Office

Level 9, 365 Little Collins St Melbourne
GPO Box 3424 Melbourne VIC 3001
t. +61 3 9642 2449
f. +61 3 9642 2459
e. melbourne@hillpda.com

w. www.hillpda.com

Liability limited by a scheme approved under the Professional Standards Legislation

QUALITY ASSURANCE

REPORT CONTACT:

Richard Clark BSc Land Management, ARICS,
AAPI, CDP, CPP
Principal

QUALITY CONTROL

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

REVIEWED BY

----- Dated -----

Richard Clark BSc Land Management, ARICS,
AAPI, CDP, CPP

Principal

REPORT DETAILS:

Job Ref No: C11199
Version: Second Draft
Date Printed: 31/07/2012 4:38:00 PM
File Name: C11199 - Singleton Master Plan, Draft Social and Economic Profile (Second Draft)

CONTENTS

1. EXECUTIVE SUMMARY	6
2. INTRODUCTION	9
3. DEMOGRAPHICS	11
3.2 Population Growth	12
3.3 Singleton LGA Population and Dwelling Type	13
3.4 Singleton LGA Employment Profile	15
3.5 Singleton SLA2 - Population and Dwelling Type	17
3.6 Singleton Urban Centre/ SLA2- Employment Profile	19
4. MARKET APPRAISAL	22
4.1 Residential Market	22
4.2 Residential Development	23
4.3 Retail Markets	26
4.4 Commercial Markets	31
5. ECONOMIC DRIVERS	33
5.1 Economics of the Upper Hunter	33
5.2 Singleton's Economy	37
5.3 Singleton Town Centre	38
5.4 Infrastructure	39
5.5 Funding	40

LIST OF FIGURES

Figure 1 - Singleton Master Plan Area	9
Figure 2 - Singleton LGA Boundary	11

LIST OF TABLES

Table 1 - Singleton LGA population projections 2006 to 2036	12
Table 2 - Population and Dwelling Characteristics Singleton LGA 2001-2011	13
Table 3 - Dwelling and Household Types Singleton LGA 2001-2011	14
Table 4 - Employment in Singleton LGA 2001 and 2006	16
Table 5 - Income in Singleton LGA 2001, 2006 and 2011	16
Table 6 - Population and Dwelling Characteristics Singleton SLA2 2001-2011	18
Table 7 - Dwelling and Household Types Singleton SLA2 2001-2011	18
Table 8 - Employment in Singleton Urban Centre (Locality) 2001 and 2006	20
Table 9 - Income in Singleton SLA2 2001, 2006 and 2011	20
Table 10 - Residential Dwelling Sales Evidence in Singleton	22
Table 11 - Strata Titled Sales Evidence in Singleton	23
Table 12 - Development Site Sales	24
Table 13 - Singleton Residential Supply (New and Proposed Developments)	25
Table 14 - Services Apartments / Motel Supply	26
Table 15 - Low and High Forecast Retail Expenditure Generated by Singleton Residents (\$2011)	28
Table 16 - Low Forecast Retail Expenditure by Retail Store Type (\$2011)	29
Table 17 - Low and High Forecast Demand for Retail Floor Space by Retail Store Type (sqm)	30
Table 18 - Singleton Residential Supply (New and Proposed Developments)	31
Table 19 - Upper Hunter Strengths, Weaknesses, Opportunities and Threats	34
Table 20 - Major Issues for the Upper Hunter	36

1. EXECUTIVE SUMMARY

The Singleton Council has engaged a consultant team to prepare a master plan to guide public and private investment in the Singleton CBD with the aim of:

- Improving connections to the Hunter River.
- Encouraging residential living in the Singleton CBD.
- Ensuring adequate parking and traffic management.
- Identifying sites for redevelopment and amalgamation.

A social and economic profile has been prepared to understand issues associated with the Singleton CBD. This addresses demographics, property markets and economic conditions, together with expected impacts of future growth. The key demographic findings of this study are:

- The economic strength of Singleton is evidenced by strong demand for residential accommodation, extremely low unemployment, high household incomes and high retail turnover.
- The impacts of this strength include high residential rents and sale values, low housing affordability and environmental pressures.
- Singleton's urban area had a young population with a median age of just 33 in 2011 compared to the Hunter Valley Region excluding Newcastle which had a median age of 38 and the Rest of NSW Region (outside of Sydney) which recorded a median age of 41. Singleton LGA also had a young median age of 35. The median age in Singleton LGA is projected to increase to 38 by 2036.
- The proportion of the population aged 60 years or older in Singleton LGA is projected to increase from 13% in 2006 to 23% by 2036 whilst all other age cohorts will experience a proportional decline over the period. This equates to an increase of 133 persons per annum in the retiree age cohort.
- Singleton LGA's unemployment rate declined between 2001 and 2006 by 2.5 percentage points to around 4.5% and in 2012 it has one of the lowest unemployment rates in the country at 1.1%. This low unemployment rate is attributable to strong demand from the mining industry and associated suppliers and service providers.
- The population of Singleton is expected to grow by between 1.1% (NSW Department of Planning & Infrastructure projections) and 1.5% (Singleton Council) between 2011 to 2031. This equates to an increase of between 5,182 and 6,562 over the period 2011-2026.
- Based on 2006 Census data (employment data from the 2011 ABS Census not having yet been released) Singleton LGA is characterised by a lower proportion of managers and professionals (23%) than the Hunter Region (26%) and Non-Metropolitan NSW (34%) due to demand in mining industries for technicians and machinery operators. Technicians and machinery operators comprise 35% of Singleton LGA's working population compared to 24% in the Hunter Region and 14% in Non-Metropolitan NSW.

- Singleton has 44% of its jobs in service industries compared to an average of 53% for the Upper Hunter LGA's¹.
- Up to 5,000 employees are estimated to commute from other LGA's to work in Singleton and Muswellbrook daily.
- Singleton LGA was characterised in the ABS Census 2011 as having significantly greater household weekly incomes (\$1,692) than either the Hunter Valley excluding Newcastle (\$1,158) or the Rest of NSW outside of Sydney (\$961). This is due to the shortage of skilled labour to meet demand in the mining industry. Median household incomes in the Singleton urban area in 2011 were greater still at \$1,706/ week.

Real estate markets in Singleton are characterised by the following findings:

- Residential rents have been growing strongly for many years with little vacancy, recording average annual growth of 8.3% over the last 9 years, 1% per annum higher than Muswellbrook whose rents are 18% lower. Gross yields of 5.5-6.5% are available for residential investments.
- Residential median prices for 3 bedroom dwellings have increased on average by 8.7% per annum over the last 9 years in Singleton to \$372,000, compared to \$298,000 in Muswellbrook, although annual growth in Muswellbrook was 12.1% per annum over the same period.
- New subdivision lots for residential use sell for between \$210 and \$230 per square metre and older houses in the urban centre are selling for \$350-\$450 per square metre of land with improvements. Smaller blocks with improvements are around \$700 per square metre.
- Apartment values (\$160-200,000) tend to be much lower than houses and less prevalent due to the poorer feasibility at these prices.
- Retail floor space is set to be increased substantially with the development of approximately 8,000 square metres of net lettable space in the Gowrie Shopping Mall.
- Rents in John Street range from \$240-280/m² net for retail shops to \$160-180/m² net for shop top commercial space.
- Approximately 1,250 square metres per annum of retail floor space demand is forecast for Singleton for the next 10 years, excluding demand for bulky goods retailing.
- Approximately 1,650 square metres per annum of commercial floor space demand is forecast for Singleton over the next 10 years of which 1,300 square metres should be shopfront type space suitable for real estate agents and the like;

Factors which are expected to drive economic growth in Singleton LGA over the next 10 years include:

- Increasing population driven by strong employment demand and low median age of the existing population.

¹ Source: Upper Hunter Economic Diversification Project Buchan Consulting 2011

- Investment in mining and associated industries based on resources in the region.
- Investment in infrastructure to service industry and a growing population including transport, health, education, military, recreational and utilities related expenditure.
- Investment in diverse industries already established in the region including, wine, equine and tourist industries, but also power generation, renewables, agriculture and processing.
- Housing investment to meet the needs of both a growing and ageing population.
- Investment in short term accommodation to meet itinerant worker demand.

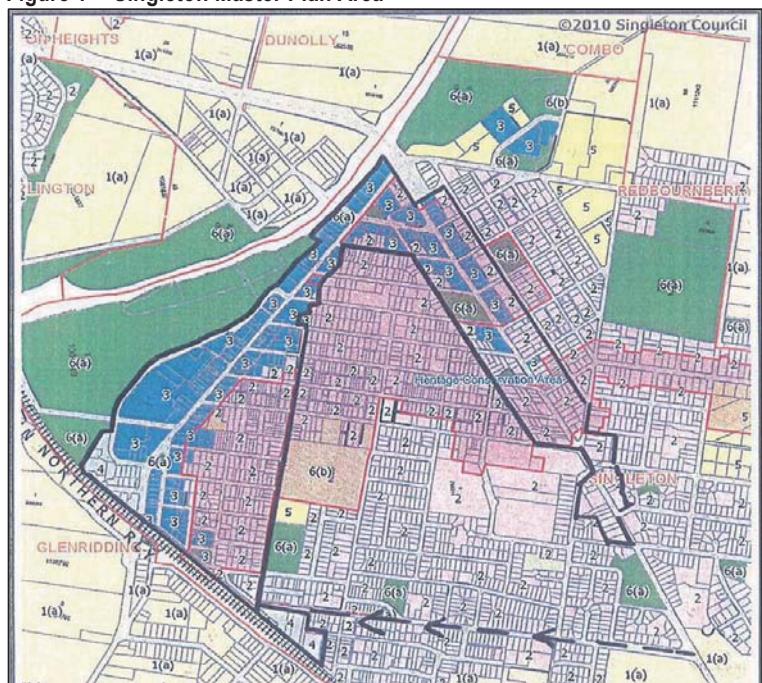
Issues affecting the objectives of the Master Plan include:

- The lack of significant Council or Government land to act as a catalyst for new mixed use development in the town centre.
- The expansion of the Gowrie Centre consolidating the retail heart of Singleton remote to the main street, limiting demand for upgrading and expansion of retail uses on John Street.
- Lack of funding or appetite from developers and investors for larger scale development over 10 units and poorer viability of strata title units in Singleton limiting opportunities for mixed use development.
- Forecast demand for retail/commercial space and residential dwellings is strong based on population growth.
- Demand for short term accommodation is strong but there is little product available and funding is restricted by limited demand from investors.
- Funding for infrastructure to encourage development in the town centre is current limited under the Section 94 Developer Contributions Policy 2008 and any increases will need to consider nexus and market acceptability.

2. INTRODUCTION

Singleton Council has commissioned consultants to prepare a Master Plan for Singleton's commercial core as shown in Figure 1, to facilitate continued development of a vibrant, well connected and sustainable CBD, and support and encourage local economic growth and new businesses while responding sensitively to existing constraints. Specifically opportunities for new residential development, including affordable housing, will be explored to improve the activation and economic potential of the CBD, combined with integration of transport and circulation initiatives. The Master Plan implementation is envisaged over 10-15 years.

Figure 1 - Singleton Master Plan Area



Source: Singleton Council (2010)

The project objectives include:

- Recognise and protect the role of the Singleton CBD in the town and the broader region.
- Encourage opportunities for economic growth and new businesses in the CBD.
- Ensure that the road network and local traffic management and car parking facilities are adequate to service land use activities and facilitate easy access to and within the CBD.
- Increase opportunities for town centre residential living, specifically exploring appropriate locations for higher densities.
- Ensure a high quality urban design outcomes for the CBD through the establishment of planning guidelines and development controls.

- Strengthen the association of the CBD with the Hunter River by exploring opportunities to create pedestrian, recreation, retail and outdoor activities.
- Identify large site consolidation and redevelopment opportunities within the CBD.
- Protect the character of residential precincts and heritage conservation areas adjoining and within the study area and limit conflicting land use activities.
- Recognise the role and function of the George Street precinct and its integration with the CBD and make recommendations regarding future land uses and development within this precinct.
- Ensure effective consultation with the key stakeholders throughout the project.
- Prepare an Urban Design Master Plan for the CBD that contributes to the overall vision for Singleton, that is practical and cost effective in its implementation and that is supported by the broader community.

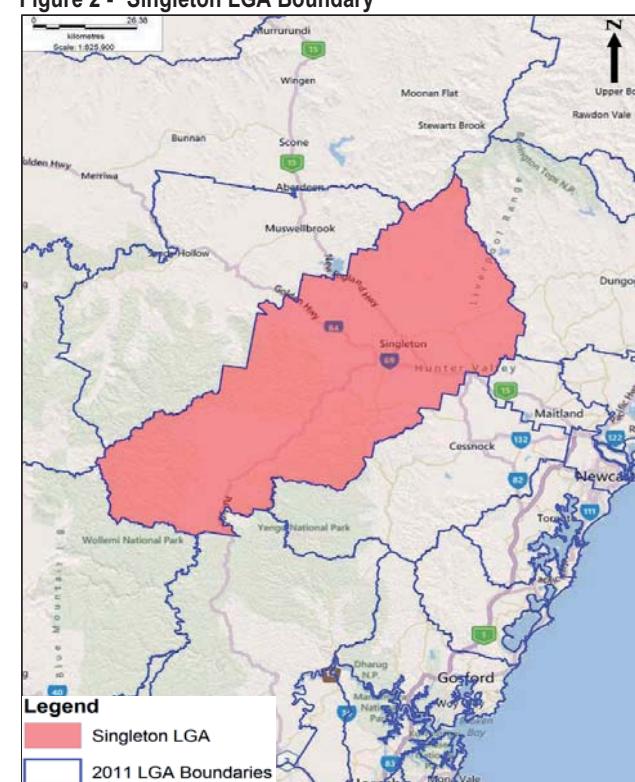
The first task in preparing the Master Plan is to prepare an issues paper that includes a social and economic profile, identifies retail and commercial demand, and provides an analysis of land use opportunities, specifically commercial office and residential housing options for the CBD.

3. DEMOGRAPHICS

This Chapter examines the demographic characteristics of the resident population of Singleton LGA (Figure 2) and the Singleton conurbation based on 2001, 2006 and 2011 ABS Census data. For the 2011 ABS Census comparisons to the Hunter Valley Region (excluding Newcastle) and the Rest of NSW Greater Capital City Statistical Area² or GCCSA, which comprises the parts of NSW outside of the Sydney conurbation, have been made. For 2006 ABS Census data comparison to the Hunter Region and Non-Metropolitan NSW Statistical Division³ (SD) has been used due to boundary changes preventing the use of consistent benchmarks between the census periods.

The extent of the Singleton LGA boundary is depicted in Figure 2 below.

Figure 2 - Singleton LGA Boundary



² The GCCSAs represent the socio-economic extent of each of the eight State and Territory capital cities. GCCSAs are aggregates of SA4s. The GCCSAs combined with the Rest of State regions cover the whole of Australia without gaps or overlaps and aggregate directly to S/T. They have been used for the first time in the 2011 ABS Census.

³ Statistical Division – A Statistical Division (SD) is an Australian Standard Geographical Classification (ASGC) used in the 2006 ABS Census but not in the 2011 Census for a defined area which represents a large, general purpose, regional type geographic area. SDs represent relatively homogeneous regions characterised by identifiable social and economic links between the inhabitants and between the economic units within the region, under the unifying influence of one or more major towns or cities. They consist of one or more Statistical Subdivisions (SSDs) and cover, in aggregate, the whole of Australia without gaps or overlaps. They do not cross State or Territory boundaries and are the largest statistical building blocks of States and Territories.

3.2 Population Growth

The following table indicates population forecast for the Singleton LGA as derived from the NSW Department of Planning & Infrastructure (DP&I) 2008-based projections (released April 2010). Note that the DP&I has not yet updated these projections to reflect the results of the 2011 ABS Census at this stage.

Table 1 - Singleton LGA population projections 2006 to 2036

	2006	2011	2016	2021	2026	2031	2036	Net Growth 2006-31
0-14	5,560	5,490	5,650	5,950	6,260	6,520	6,740	1,180
15-29	4,520	4,970	5,130	5,180	5,230	5,400	5,620	1,100
30-44	5,280	5,300	5,500	5,770	6,090	6,250	6,360	1,080
45-59	4,570	4,840	5,060	5,200	5,320	5,550	5,830	1,260
60-74	2,040	2,590	3,140	3,620	3,910	4,150	4,350	2,310
75+	970	1,080	1,210	1,470	1,950	2,420	2,910	1,940
Total	22,940	24,270	25,690	27,190	28,760	30,290	31,810	8,870
Median Age	34	34	35	36	37	37	38	

Source: NSW Department of Planning & Infrastructure Population Forecasts 2008 (released 2010)

DP&I data indicates that the population of Singleton LGA will increase by 8,870 persons over the 2006 to 2036 period, from 22,940 persons in 2006 to 31,810 persons by 2036. This represents an annual average growth rate 1.1%. The Upper Hunter Economic Diversification Report 2011 prepared by Buchan Consulting indicated that population growth to 2021 could be as high as 1.4%, moderating thereafter.

The age cohorts that will accommodate the majority of this growth are the 60-74 years (+2,310 persons) and the 75+ years (+1,940 person). In 2006 these two age cohorts comprised 13% of the population and this will increase to 23% of the population (+10%) by 2036. This aging of the population is also reflected in the increasing of the median age from 34 years in 2006 to 38 years in 2036.

The increase of over 4,000 people in the 60+ age cohort is likely to result in increasing demand for smaller affordable dwellings close to health and retail services, most likely in the urban centre. In the next ten years an increase of 740 in this cohort still represents significant demand for this type of accommodation and we note that opportunities to satisfy this demand close to the CBD are scarce. Only 974 dwellings were built during the 10 year period 2001-2011 with only 264 of these (27%) being built in the 2006-2011 period. Furthermore only 64 of the dwellings built between 2001 and 2011 (7%) were apartments (see Tables 2 and 3).

A similar situation is arising across Australia where smaller more affordable accommodation is not being provided to meet the needs of the ageing population which often remains in sole occupancy of larger 3 bedroom houses. This shortage will be exacerbated by the demand for housing from itinerant workers in mining and related industries.

3.3 Singleton LGA Population and Dwelling Type

The following table provide details on the population and dwelling characteristics of Singleton LGA in the 2001, 2006 and 2011 ABS Censuses. Comparisons to the Hunter Valley excluding Newcastle Statistical Local Area 4 (SLA4)⁴ and the Rest of NSW GCCSA have been made for the 2011 ABS Census data.

Table 2 - Population and Dwelling Characteristics Singleton LGA 2001-2011

	Singleton LGA			Hunter Valley	Rest of NSW
	2001	2006	2011	2011*	GCCSA 2011
Population and Dwellings					
Total Population	20,290	21,937	22,694	243,246	2,512,949
Total Dwellings	7,664	8,374	8,638	101,301	1,096,440
Occupied Private Dwellings	6,990	7,639	7,759	88,035	949,903
Occupied Private Dwellings (%)	91%	91%	90%	87%	87%
Average Household Size	2.9	2.9	2.7	2.6	2.4
Age Distribution					
0-14	24.8%	24.5%	22.2%	21.0%	19.4%
15-29	20.4%	19.1%	21.1%	18.5%	17.5%
30-44	23.9%	22.8%	21.2%	19.3%	17.8%
45-59	18.3%	20.2%	20.1%	20.0%	20.8%
60-74	8.5%	9.1%	10.9%	14.7%	16.2%
75+	3.9%	4.4%	4.5%	6.6%	8.3%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Median Age	35	34	35	38	41

Source: ABS Census (2001, 2006, 2011) * Excluding Newcastle

Comparing DP&I projections for population with actual Census data over the last 10 years we note that ABS Census data (see Table 2) records a resident population in Singleton LGA of 20,290 in 2001 and 22,694 in 2011. This is some 2,650 and 2,996 residents lower in 2001 and 2011 respectively than that forecast by the DP&I. Population growth based on actual ABS Census data equates to an increase of 2,404 residents over the 2001 to 2011 period or an average annual growth rate of 1.125%. This compares to a 2,750 resident increase in total or 1.14% per annum population increase forecast by the DP&I over the same period.

We note that the median age of residents in Singleton LGA derived from the 2011 ABS Census (35) has also risen sooner than projected by the DP&I (forecast median age of 34 in 2011, increasing to 35 in 2016). However it is also noted that the median age in 2001 was 35 so a reducing median age trend has reversed in between 2006 and 2011.

On this basis it appears that the DP&I has marginally over-estimated population growth over the last 10 years. Notwithstanding this, the DP&I projections remain the most up-to-date population forecasts for Singleton LGA published by State government and the proportional age cohorts projected are unlikely to change significantly regardless of the absolute resident population numbers. Over time in the context of the significant population growth forecast by the DP&I could still be realised. Having said that, the increase in the median age recorded by the ABS may indicate a quicker aging of the population than estimated by the DP&I although it would be

⁴ Statistical Area Level 4 - The SA4 level represents the largest sub-state regionalisation of the main structure in the ASGS. Its main purpose is to provide the geographical basis for labour force statistics. In regional areas, SA4s represent a single, or clusters of labour markets, with an average population of between 100,000 and 300,000 people. While in a capital city labour markets will be broken up into sub markets of between approximately 150,000 and 500,000 thousand people based on an analysis of travel to work data.

necessary to view demographic change over a long period (i.e. including 2016 ABS Census results) to ascertain if this is so.

Table 3 - Dwelling and Household Types Singleton LGA 2001-2011

	Singleton LGA			Hunter Valley	Rest of NSW
	2001	2006	2011	2011*	GCCSA 2011
Home Ownership					
Owned or Being Purchased	66.3%	71.6%	70.4%	69.5%	68.7%
Rented	25.1%	25.7%	27.3%	27.2%	27.6%
Other/Not Stated	8.5%	2.6%	2.3%	3.3%	3.7%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Household Structure					
Family Households	78.5%	78.5%	76.7%	74.1%	70.0%
Lone Person Households	19.1%	19.0%	20.7%	23.5%	26.9%
Group Households	2.5%	2.4%	2.6%	2.5%	3.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Family Type					
Couple family w. children	67.7%	51.7%	49.3%	43.0%	39.6%
Couple family w/o children	20.4%	34.1%	36.1%	39.2%	41.8%
One parent family	11.3%	13.2%	13.7%	16.8%	17.2%
Other family	0.7%	1.0%	0.9%	1.1%	1.7%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Dwelling Type					
Separate house	88.2%	89.1%	88.8%	87.8%	83.3%
Townhouse	4.2%	3.8%	5.2%	6.7%	7.3%
Flat-Unit-Apartment	4.9%	5.5%	4.5%	4.3%	7.7%
Other dwelling/ Not Stated	2.8%	1.6%	1.5%	1.2%	1.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

Source: ABS Census (2001, 2006, 2011) * Excluding Newcastle

From the above table the following analysis of population and dwelling characteristics has been derived:

- The number dwellings within Singleton LGA increased from 7,664 in 2001 to 8,638 in 2011, equating to an increase of 974 dwellings overall or 97 dwellings per annum over the ten year period. New dwellings have mainly resulted from greenfield subdivisions. The number of dwelling completions has slowed over the 2006 to 2011 period (264 dwellings) compared to the previous 5 years (710 dwellings).
- Average household sizes have declined from 2.9 persons in 2001/ 2006 to 2.7 persons in 2011. Household sizes however remain above those of the Hunter Region excluding Newcastle of (2.6) and the Rest of NSW GCCSA (2.4). This is reflective of wider demographic trends which have been observed over the last ten years.
- The largest single age cohort in all three census periods was the 0-14 range although the relative proportion of residents in this age cohort declined over the period. This relative proportion of older residents (aged 60 or above) increased over the same period.
- The median age of residents in Singleton LGA in 2011 was 35 years which has increased marginally from 34 years in 2006 and is comparable to the median age recorded in 2001. Singleton LGA contained a younger population compared to the Hunter Region excluding Newcastle (median age of 38 years) and the Rest of NSW GCCSA (median age of 41 years).
- The proportion of home owners in Singleton LGA is greater in 2011 (70%) compared to 2001 (66%) although it has declined since 2006 (72%). The LGA contains a greater proportion of home owners

compared to both the Hunter Region excluding Newcastle and the Rest of NSW GCCSA. The proportion of properties being rented in Singleton LGA increased over the 2001 to 2011 period.

- The proportion of family households in Singleton LGA declined by approximately 2 percentage points between 2001 and 2011 (to 77%) although it was still above the average for the Hunter Valley excluding Newcastle (74%) and the Rest of NSW GCCSA (70%). The proportion of lone person households in Singleton LGA increased over the 2001 to 2011 period.
- Singleton LGA saw a significant decline in the proportion of couple families with children from 68% in 2001 to 49% in 2011. However, the proportion of couple families in Singleton LGA is still greater than that recorded in both the Hunter Valley excluding Newcastle and the Rest of NSW GCCSA. This is likely a reflection of the demographic profile of new families moving into the area. The proportion of households without children has increased over the last ten years.
- Separate houses dominated the provision of dwelling types in Singleton LGA throughout the 2001 to 2011 period and accounted for 89% of dwellings in 2011. This was slightly above average for the Hunter Region (exc Newcastle) of 88% and the Rest of NSW GCCSA of 83%.

This data shows that Singleton LGA in 2011 was comprised of younger population than the Hunter Valley excluding Newcastle and the Rest of NSW GCCSA evident in the lower median age of residents and the greater proportion in the youngest age cohorts. Notwithstanding this, the relative proportion of younger residents (aged under 30) in Singleton LGA has declined whilst the proportion of older residents (aged 60 or older) has increased. There has been a major shift from families with children (-32%) to families without children (+29%) between 2001 and 2011.

3.4 Singleton LGA Employment Profile

The following tables provide details on the employment and income characteristics of Singleton LGA based on ABS Census data. Note that at the time of this Study (July 2012) the ABS had yet to publish data on labour force characteristics and therefore Census data from 2001 and 2006 only has been used for this indicator.

This is compared to the Hunter Region and Non-Metropolitan NSW averages for 2006. Note that these spatial levels do not exist in the 2011 ABS Census Data.

Also note that due to differences in the categorisation of weekly household income categories between 2001, 2006 and 2011 only the 2011 ABS Census data on incomes has been used.

Table 4 - Employment in Singleton LGA 2001 and 2006

Employment	Singleton LGA		Hunter Region 2006	Non-Metro NSW 2006
	2001	2006		
Managers	12.0%	11.5%	10.0%	12.7%
Professionals	10.6%	11.2%	16.0%	20.9%
Technicians and trades workers(b)	17.6%	18.7%	15.9%	7.9%
Community and personal service workers	9.7%	8.9%	8.8%	15.0%
Clerical and administrative workers	11.0%	11.1%	12.9%	9.1%
Sales workers	7.1%	7.5%	9.8%	12.5%
Machinery operators and drivers	14.3%	15.4%	7.7%	5.9%
Labourers	10.2%	10.0%	10.6%	8.5%
Inadequately described/Not stated	1.8%	1.4%	1.5%	1.9%
Unemployed	5.6%	4.2%	7.0%	5.7%
Total	100.0%	100.0%	100.0%	100.0%

Source ABS Census (2001 and 2006)

Table 5 - Income in Singleton LGA 2001, 2006 and 2011

Weekly Household Income	Singleton LGA			Hunter Valley 2011*	Rest of NSW GCCSA 2011
	2001	2006	2011		
\$0-\$399	-	-	8.4%	11.1%	13.4%
\$400-\$799	-	-	12.5%	19.5%	22.2%
\$800-\$1,499	-	-	17.4%	21.8%	23.2%
\$1,500-\$2,499	-	-	18.6%	18.4%	16.5%
\$2,500-\$2,999	-	-	21.1%	12.0%	8.2%
\$3,000+	-	-	8.4%	4.0%	2.9%
Partial income stated	-	-	11.0%	10.2%	10.5%
All incomes not stated	-	-	2.6%	2.9%	3.1%
Total	-	-	100.0%	100.0%	100.0%
Median Weekly Household Income**	\$1,276	\$1,461	\$1,692	\$1,158	\$961

Source: ABS Census (2001, 2006, 2011) * Excluding Newcastle ** Rebased to 2011 prices using CPI index sourced from <http://www.rateneflation.com/consumer-price-index/australia-historical-cpi.php?form=auscpi>

From the above tables the following analysis of employment and income characteristics has been derived:

- In 2006 Singleton LGA had a lower proportion of its labour force categorised as managers and professionals (23%) than either the Hunter Region or Non-Metropolitan NSW (26% and 34% respectively).
- In 2006 the proportion of technicians and trade workers within Singleton LGA (19%) was greater than the Hunter Region (16%) and Non-Metropolitan NSW (8%). The proportion of the workforce employed as machinery operators and drivers in Singleton LGA (16%) is also significantly above that recorded in the Hunter Region (8%) and Non-Metropolitan NSW (6%).
- The unemployment rate in Singleton LGA declined by 1.4 percentage points between 2001 and 2006 to reach 4%. This was below the unemployment rate recorded in the Hunter Region (7%) and Non-Metropolitan NSW (6%).
- Singleton LGA contained a lower proportion of low earning households (earning less than \$800/ week) and a greater proportion of high earning households (earning in excess of \$2,500/ week) compared to the Hunter Valley excluding Newcastle and the Rest of NSW GCCSA.
- The greater than average affluence of the population of Singleton LGA is confirmed by analysis of the median weekly household income. Households in Singleton LGA recorded a median weekly income of

\$1,692 which was 32% greater than the median income of residents in the Hunter Valley (exc Newcastle) and 76% greater than the median for the Rest of NSW GCCSA.

- Household incomes in Singleton LGA increased in actual terms over the 2001 to 2011 period. Once median weekly household incomes are rebased to 2011 prices, median weekly household incomes increased from \$1,276/ week in 2001 to \$1,692/ week in 2011.

In summary whilst working residents of Singleton LGA were less likely to be employed in professional occupations and more likely to work in low skilled professions, households recorded greater levels of affluence compared to the Hunter Region and the Rest of NSW GCCSA. To some extent this may reflect the different time-series data used (i.e. the 2011 ABS Census data may indicate that the proportion of skilled workers to unskilled workers as grown since 2006), but it is largely likely to be due to the comparatively low levels of unemployment recorded in the LGA and the relatively high wages paid to technical/trade/machinery operators in the mining industry, a dominant employer in the LGA.

3.5 Singleton SLA2 - Population and Dwelling Type

The following tables provide details on the population and dwelling characteristics of Singleton SLA⁵ based on 2001, 2006 and 2011 ABS Census data. This area comprises the Singleton conurbation itself and the immediate surrounding rural area. It comprises the ABS geographical area which aligns most closely to the Singleton conurbation. The census data is benchmarked against that of the Hunter Valley excluding Newcastle and Rest of NSW GCCSA.

Note that SLA's are new statistical levels which were not used prior to the 2011 ABS Census and therefore only time-series data from the 2011 ABS Census is available for comparative purposes. As such, not all of the categorise examined in Sections 3.2 and 3.3 for Singleton LGA is available for Singleton SLA2.

Table 6 - Population and Dwelling Characteristics Singleton SLA2 2001-2011

	Singleton SLA2			Hunter Valley 2011*	Rest of NSW GCCSA 2011
	2001	2006	2011		
Population and Dwellings					
Total Population	13,757	15,207	16,531	243,246	2,512,949
Total Dwellings	-	-	6,048	101,301	1,096,440
Occupied Private Dwellings	-	-	5,591	88,035	949,903
Occupied Private Dwellings (%)	-	-	92%	87%	87%
Average Household Size	2.8	2.8	2.7	2.6	2.4
Age Distribution					
0-14	26.0%	24.9%	22.0%	21.0%	19.4%
15-29	20.0%	19.7%	23.2%	18.5%	17.5%
30-44	24.0%	23.0%	22.2%	19.3%	17.8%
45-59	17.0%	18.8%	18.5%	20.0%	20.8%
60-74	8.5%	8.3%	9.3%	14.7%	16.2%
75+	4.6%	5.2%	4.9%	6.6%	8.3%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Median Age	32	33	33	38	36

Source: ABS Census (2001, 2006, 2011) * Excluding Newcastle

Table 7 - Dwelling and Household Types Singleton SLA2 2001-2011

	Singleton SLA2			Hunter Valley 2011*	Rest of NSW GCCSA 2011
	2001	2006	2011		
Home Ownership					
Owned or Being Purchased	62.4%	65.2%	64.6%	69.5%	68.7%
Rented	31.4%	29.0%	30.5%	27.2%	27.6%
Other/Not Stated	6.1%	5.8%	4.9%	3.3%	3.7%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Household Structure					
Family Households	-	-	74.9%	74.1%	70.0%
Lone Person Households	-	-	22.7%	23.5%	26.9%
Group Households	-	-	3.1%	2.5%	3.1%
Total	-	-	100.0%	100.0%	100.0%
Family Type					
Couple family w. children	-	-	48.8%	43.0%	39.6%
Couple family w/o children	-	-	34.7%	39.2%	41.8%
One parent family	-	-	15.6%	16.8%	17.2%
Other family	-	-	0.9%	1.1%	1.7%
Total	-	-	100.0%	100.0%	100.0%
Dwelling Type					
Separate house	85.8%	85.9%	84.7%	87.8%	83.3%
Townhouse	5.6%	4.5%	7.1%	6.7%	7.3%
Flat-Unit-Apartment	6.3%	7.7%	6.3%	4.3%	7.7%
Other dwelling/ Not Stated	2.3%	1.8%	1.8%	1.2%	1.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

Source: ABS Census (2001, 2006, 2011) * Excluding Newcastle

From Tables 6 and 7 the following analysis of population and dwelling characteristics has been derived;

- The population of Singleton SLA2 increased from 13,757 persons in 2001 to 16,531 persons in 2011, an increase of 2,774 persons or 20% over the period.
- Between 2011 and 2011 the average household size declined from 2.8 to 2.7. The 2011 level is greater than that for both the Hunter Valley (exc Newcastle) of 2.6 and the Rest of NSW of 2.4.

⁵ The SA2s are a general-purpose medium-sized area built from whole SA1s. There are 2,196 SA2 spatial units covering Australia with non-crossing over state borders and without gaps or overlaps. The aim of this geographical unit is to represent a community that interacts together socially and economically. SA2s generally have a population range of 3,000 to 25,000 persons, and have an average population of about 10,000 persons. SA2s in remote and regional areas generally have smaller populations than those in urban areas.

- The proportion of young residents aged less than 15 years of age in Singleton SLA2 declined over the 2001 to 2011 period but was still greater than the Hunter Valley excluding Newcastle and Rest of NSW GCCSA average. The proportion of residents in Singleton SLA2 in the 15-29 age cohort was well above the Hunter Valley excluding Newcastle and Rest of NSW and increased between 2001 and 2011. The proportion of older residents (aged 60 years or older) increased over the period but was still well below the proportions recorded in the Hunter Valley excluding Newcastle and the Rest of NSW GCCSA.
- The median age of residents in Singleton SLA2 increased from 32 in 2001 to 33 in 2006/ 2011. This was well below the median age of residents in the Hunter Valley excluding Newcastle (38) and Rest of NSW GCCSA (36).
- The proportion of home owners in the Singleton SLA2 fluctuated slightly between 2001 and 2011 and equated to 65% of households in 2011. This was below the rate recorded in the broader Hunter Valley excluding Newcastle Region (70%) and in the Rest of NSW (69%).
- Families dominate household structure in Singleton SLA2 and the proportion of family households in 2011 (75%) was greater than the average for the Hunter Valley excluding Newcastle by 1 percentage point and Rest of NSW GCCSA by 5 percentage points.
- Couple families with children accounted for nearly half of all family types (49%) in Singleton SLA2 in 2011. This was well above the proportion of couple families with children in the Hunter Valley excluding Newcastle (43%) and Rest of NSW GCCSA (40%).
- Separate houses dominate dwelling provision in Singleton SLA2 accounting for 85% of all dwellings in 2011 compared to 88% in the Hunter Valley excluding Newcastle and 83% in the Rest of NSW GCCSA.

The data shows that Singleton SLA2 was in 2011 composed of a population which was on average younger than the Hunter Valley excluding Newcastle and the Rest of NSW GCCSA. This is evident in the lower proportion of its population in the older age cohorts (60 years old and above) and the greater proportion in the 0-29 age cohort. It is also reflected in the significantly lower median age of residents in Singleton SLA2 compared to the Hunter Valley excluding Newcastle and the Rest of NSW GCCSA. Notwithstanding this, the population of Singleton SLA2 aged over the 2001 to 2011 period.

The proportion of dwellings owned or being purchased has increased since 2001 but is still well below the Hunter Valley excluding Newcastle percentage of 70%. This may reflect the fact that high incomes are allowing more people to purchase property but also that rising prices are acting against this trend.

The dominance of detached dwellings reflects the historical affordability of detached dwellings in regional areas but trends indicate that the increase in prices and rents are reducing affordability and would suggest that demand for more affordable attached dwellings is increasing. Notwithstanding this we note that this segment of the market is not well serviced.

3.6 Singleton Urban Centre/ SLA2- Employment Profile

The following table provides details on the employment characteristics for the Singleton conurbation. Note that employment data has not been published in the 2011 ABS Census and therefore for the purposes of this Section employment data is based on the 2001 and 2006 Censuses only. The 2001 Census used different

occupation categorisations than those used in the 2006 Census and as such the occupation data has been listed separately for each census period. The 2006 Census data has been benchmarked against the Hunter Region and Non-Metropolitan NSW SD data.

Table 8 - Employment in Singleton Urban Centre (Locality) 2001 and 2006

Employment	Singleton Urban Centre		Hunter Region 2006	Non-Metro NSW 2006
	2001	2006		
2001 ABS Census				
Managers and Administrators	5%	-	-	-
Professionals	11%	-	-	-
Associate Professionals	10%	-	-	-
Tradespersons & Related Workers	17%	-	-	-
Clerical, Sales and Service Workers	24%	-	-	-
Production & Transport Workers	16%	-	-	-
Labourers & Related Workers	9%	-	-	-
Inadequately described or N.S.	2%	-	-	-
Unemployed	7%	-	-	-
Total	100%	-	-	-
2006 ABS Census				
Managers	-	8.3%	10.0%	12.7%
Professionals	-	11.3%	16.1%	20.9%
Community & Personal Services Workers	-	7.4%	8.8%	7.9%
Clerical and Administrative Workers	-	11.2%	12.9%	15.0%
Sales Workers	-	8.8%	9.8%	9.1%
Technicians & Trade Workers	-	19.6%	15.9%	12.5%
Machinery Operators & Drivers	-	16.8%	7.7%	5.9%
Labourers & Related Workers	-	10.6%	10.5%	8.5%
Inadequately described or N.S.	-	1.4%	1.5%	1.9%
Unemployed	-	4.7%	6.9%	5.7%
Total	-	100.0%	100.0%	100.0%

Source ABS Census (2001 and 2006)

The table below sets income data for the Singleton SLA2 area based on the 2011 ABS Census. Note that as the weekly household income categorisation have changed since the 2001 and 2006 Censuses, no comparable data is available for the Singleton SLA2.

Table 9 - Income in Singleton SLA2 2001, 2006 and 2011

Weekly Household Income	Singleton SLA2			Hunter Valley 2011*	Rest of NSW GCCSA 2011
	2001	2006	2011		
\$0-\$399	-	-	9.1%	11.1%	13.4%
\$400-\$799	-	-	12.5%	19.5%	22.2%
\$800-\$1,499	-	-	16.8%	21.8%	23.2%
\$1,500-\$2,499	-	-	18.3%	18.4%	16.5%
\$2,500-\$3,499	-	-	21.9%	12.0%	8.2%
\$3,500+	-	-	8.6%	4.0%	2.9%
Partial income stated	-	-	10.0%	10.2%	10.5%
All incomes not stated	-	-	2.8%	2.9%	3.1%
Total	-	-	100.0%	100.0%	100.0%
Median Weekly Household Income**	\$1,261	\$1,444	\$1,706	\$1,158	\$961

Source: ABS Census (2001, 2006, 2011) * Excluding Newcastle ** Excluding 2011 prices using CPI Index sourced from <http://www.rateinflation.com/consumer-price-index/australia-historical-cpi.php?form=auscpi>

From the above table the following analysis of employment and income characteristics has been derived:

- In 2006 Singleton Urban Centre had a lower proportion of its labour force categorised as managers and professionals (20%) than both the Hunter Region and Non-Metropolitan NSW SD in which the same categories comprised 26% and 33% of the labour force respectively.
- In 2006 the proportion of technicians and trade workers within Singleton Urban Centre was higher (20%) than the Hunter Region (16%) and Non-Metropolitan NSW SD (13%). The proportion of 'trade persons and related workers' in Singleton grew from 17% in 2001.
- The unemployment rate declined from 7% in 2001 to 5% in 2006 in Singleton Urban Centre. The 2006 unemployment rate was below that for the Hunter Region (7%) and Non-Metropolitan NSW SD (6%). The Singleton Urban Centre unemployment rate was 0.5 percentage points higher than that for Singleton LGA.
- The Singleton SLA2 contained a lower proportion of households earning less than \$800/ week and a greater proportion earning \$2,500/ week or more when compared to the Hunter Valley excluding Newcastle and the Rest of NSW GCCSA.
- The median weekly income of residents in the Singleton SLA2 has grown significantly in actual terms between 2001 and 2011 by 35%. The median income in 2011 (\$1,706/ week) was greater than that in the Hunter Valley excluding Newcastle and nearly double that recorded in the Rest of NSW GCCSA.

This data shows that in 2011 Singleton SLA2 contained a lower proportion of skilled workers (i.e. 'managers' and 'professionals') than the Non-Metropolitan NSW SD, and a higher proportion of non-skilled workers such as 'technicians & trade workers'. Although Singleton Urban Centre had a lower proportion of skilled workers (in 2006) compared to the Hunter Region and Non-Metropolitan NSW SD, Singleton SLA2 (in 2011) had a higher proportion of residents earning in higher income brackets than the Hunter Valley (exc. Newcastle) and the Rest of NSW GCCSA. This resulted in Singleton SLA having a much greater median weekly household income than its Singleton LGA, Hunter Valley (exc. Newcastle) and Rest of NSW GCCSA. This may to some extent reflect differences in the labour market which have occurred since 2006 but which we cannot confirm currently due to a lack of available 2011 ABS Census data, but it is predominately likely to be a result of higher wages paid by mining companies to lower skilled workers in the Singleton SLA2 and the low unemployment rate.

4. MARKET APPRAISAL

4.1 Residential Market

The general residential market in the Hunter remains benign, with house prices stable and sales volumes solid. House prices in the Upper Hunter have outperformed those of the Lower Hunter in recent years, although all prices appear to have plateaued. Both areas are responding to interest rate movements, which returned housing affordability to supported levels and steadied purchaser sentiment.

The residential rental market remains tight. As a result, rents have been pushed higher, particularly for 3-bedroom dwellings. Since 2002 rents for 3 bedroom dwellings, according to NSW Department of Housing data, have increased from \$190 per week to \$390 per week, an annual growth rate of 8.3%. Growth rates have been lower in Muswellbrook at 7.3%, being the next most expensive rental market in the Hunter Region. Rents are 18% lower in Muswellbrook at \$320 per week, reinforcing the high demand for accommodation in Singleton compared to the remainder of the Hunter Region. This is expected to put pressure on households not employed in the mining industry or more highly paid professions, and suggests a growing demand for affordable housing, similar to that being experienced in other resource rich areas such as Queensland towns, Roma and Moranbah.

NSW Housing statistics indicate a median house price of \$330,000 for the Hunter Statistical Division⁶ (SD) as at June 2011, indicating an increase of 1.5% over the previous 12 months. The median house price for detached dwellings was \$350,000 (a 2.2% increase over 12 months) and \$280,000 for strata titled dwellings (a -2.1% decline over 12 months)⁷.

Singleton LGA has the highest median house price of the 6 LGAs that comprise the Hunter SD. The median house price for Singleton LGA at June 2011 was \$372,000. Notably, this indicated a 3.1% decrease in house prices over the 12 months to June 2011.

Examining trends in median sales prices over the past 9 years in Singleton indicates annual growth rates of 8.7% and 12.1% for Muswellbrook, with median sales prices increasing from \$175,000 to \$372,000 in Singleton and from \$107,000 to \$298,000 in Muswellbrook, according to NSW Housing.

A review of local residential sales evidence in the suburb of Singleton in 2011 reveals approximately 95 transactions worth over \$32m. These sales indicate the following parameters.

Table 10 - Residential Dwelling Sales Evidence in Singleton

	Median	Range	
Sale Price	\$342,500	\$130,000	\$750,000
Sale Date	-	20/01/2011	1/12/2011
Land Area	683	336	1,771

Source: Red Square, Hill PDA Research 2012

⁶ The Hunter Statistical Division comprises Dungog, Gloucester, Great Lakes, Muswellbrook, Singleton and the Upper Hunter Local Government Areas.

⁷ Rent and Sales Report No. 97, NSW Department of Housing, 2011

The above sales include both vacant residential lots and completed dwellings. Vacant lots are available from circa \$150,000 to \$225,000. Dwellings start from approximately \$240,000 to \$275,000.

A review of strata titled residential sales evidence in the suburb of Singleton in 2011 reveals approximately 25 transactions worth over \$6.5m. These sales indicate the following parameters.

Table 11 - Strata Titled Sales Evidence in Singleton

	Median	Range
Sale Price	\$255,500	\$130,000 - \$372,000
Sale Date	-	19/1/2011 - 2/11/2011

Source: Red Square, Hill PDA Research 2012

Townhouse, Villa and Residential Apartment Development

Townhouse and villa dwellings are the most prevalent residential dwelling type in the locality after detached dwellings. A review of market evidence and discussions with local real estate agents suggest there have been very few multi-dwelling developments completed over the past 5 years. It is understood that the largest development completed within Singleton over the past 5 years comprised 6 dwellings.

The most prevalent form of development is duplex and townhouse developments with up to 6 to 8 dwellings. This is driven by purchaser demand, lot sizes and funding considerations.

There are only a handful of larger developments, such as 13 Boonal Street – which comprises 20 strata title dwelling over 2 storeys. These are mostly 2 bedroom dwellings and are not popular. Current prices for these dwellings are estimated at between \$160,000 to \$200,000.

4.2 Residential Development

Due to the abundance of affordable land in the Hunter Region, the provision of new housing has largely been satisfied by new residential subdivisions / estates. This form of housing represents an affordable housing choice with vacant land starting from approximately \$150,000 per lot and a new project home at a cost of \$150,000 to \$200,000 – a new house can be built from approximately \$300,000.

In contrast, residential apartments are more affordable, but do not appeal to owner builders or small developers that have limited funding for multiple dwellings.

Residential Subdivision

The following development site sales sold in the Hunter region in the last 18 months.

Table 12 - Development Site Sales

Address	Sale Date	Sale Price (\$/ha)	Site Area (ha)	\$/yield (yield potential)	Comments
52 Fairfax Road Warners Bay	January 2011	\$2.35m ¹ (\$650,000)	3.61	\$67,000 (35 lots)	Site traverses 3 land use zonings – Residential 2(1), 2(2) and Conservation 7(2). An estimate of the zone proportions and site areas yields an estimate of 35-lot dwelling potential.
334 Lake Road Glendale	January 2011	\$850,000 (\$1,150,000)	0.7408	\$65,000 (13 lots)	Existing use includes commercial buildings on fringe of Glendale town centre. Dual frontage to Lake Road and Oakland Street. Zoned Residential 2(2), dwelling yield potential of 13 lots is estimated.
49A Wansbeck Valley Road Cardiff	December 2010	\$565,000 (\$1,900,000)	0.297	\$20,000 (28 units) or \$71,000 (8 lots)	Vacant battle-axe block in established residential area. Although there is consent in place for 28 residential units (2x1b, 3x2b, 18x3b) since 2005, it is arguable if a medium density product is yet suitable. There are attached dwellings in the area, including villa homes; the site could potentially yield a total of 8 dwellings (300sqm).
23 Mawson St Shortland	June 2010	\$1,100,000 (\$770,000)	1.427	\$55,000 (20 lots)	Vacant site zoned 2(b) Urban Core under Newcastle LEP. In an existing residential area, opposite Hunter Valley Private Hospital. Dwelling yield potential of 20 lots is estimated.
62 Fairfax Road Warners Bay	April 2010	\$1.35m (\$820,000)	1.65	\$79,000 (17 lots)	Battle-axe block predominantly in a Residential 2(1) zone, partly in a Conservation 7(2) zone. There is no subdivision or development proposal but an estimate of zone proportions and site areas yields an estimate of 17-lot dwelling potential.
6 Tennant Street Bellbird	October 2010	\$1,400,000	6.74	\$20,000 (70 lots)	Located in rural residential area, site is not yet zoned residential however re-zoning is anticipated. The site was marketed with a potential for 70 lots assuming an appropriate zoning. Higher degree of planning risk involved.

Notes:

1 - Sale price advised by sales agent; not verified in commercial databases

Source: Hill PDA research 2012

The above infill development site sales are within established areas and broadly analyse to a range of between \$55,000/yield potential and \$79,000/yield potential.

The infill sites in Warners Bay, Glendale and Cardiff are within the Lake Macquarie LGA, disclosing sale rates of between \$65,000/yield potential and \$71,000/yield potential. These sites are however comparatively smaller, with potential for between 8 and 35 lots. We are aware of an offer made by a developer for a superlot parcel in the Cockle Creek precinct in Lake Macquarie, analysing to a rate of \$31,000/yield potential.

Stockland announced (15 March 2011) that it had acquired a 40ha residential development site in Maitland for \$22m on deferred payment terms. Located 29km northwest of Newcastle, the site is adjacent to Stockland's ongoing McKeachie's Run residential subdivision. The site is already zoned for residential development and is expected to yield around 344 residential lots. This sale equates to \$64,000/lot potential, *not* considering the deferred settlement terms.

Note that the sites in the above table are infill development sites, with no major infrastructure, servicing or estate major works required. They are also smaller sites proposing between 8 and 70 lots.

All things being equal, larger units reflect a higher land value per unit/site, e.g. a project proposing 3-bedroom units is worth more on a rate per unit/site than one proposing one-bedroom units. Additionally, a larger development site (e.g. proposing 100 dwellings) typically sells for less on a rate per unit/site than one proposing 20 dwellings.

Residential Supply

A summary of residential development supply in Singleton is contained below:

Table 13 - Singleton Residential Supply (New and Proposed Developments)

Development	Status	Dwellings	Comments
35 Maison Dieu Road, Singleton	On hold	736	A 160ha site which is proposed to be developed with approximately 700 dwellings and 36 villas. It is understood that the project is in early planning stages – with no approvals in place. It is understood that the project is on hold, with the site currently for sale.
225 John Street, Singleton	On hold	4	This site has development approval for a 3 storey mixed use development which is expected to comprise a ground floor of retail, first floor commercial accommodation and 4 residential apartments on the second floor. It is understood that the project is deferred, with the site currently offered for sale.
18-20 Kelso Street, Singleton	Possible (reported completion Jan 2013)	14	This project has development approval for a 3 level residential development that will comprise 14x3bedroom townhouses. It is understood that each dwelling will be constructed over 3 levels with parking on the ground floor, living areas on the first floor and bedrooms on the second floor.
1 Simpson Terrace, Singleton	Possible (reported completion Jan 2013)	75	A 5,480sqm site with development approval for the construction of 24x2bed apartments, 48x1bed apartments and 3x1bed accessible apartments. The dwellings are proposed to be constructed over 9 separate buildings. Short term accommodation.
33A Church Street & Kelso Street, Singleton	Completion Mid-2012	10	Construction of 10 new dwellings comprising 2 dual occupancies and 2 residential flat buildings containing 3 units.
48 York Street	On hold	4	3 units 2 storey + heritage restoration
21 & 23 Cranston Avenue West	Completion mid 2012	5	2 duplexes and 3 townhouses units

Source: Reed Construction data, Hill PDA Research 2012

These projects indicate a preference towards townhouse/villa type developments as opposed to residential apartments. Also the prevalence of proposals for vacant land remote from the town centre may indicate that

the demand for accommodation makes existing improvements too valuable to demolish. Only one proposal relates to land in the town centre involving demolition and this site is for sale with approvals. With the lower price of strata titled accommodation in Singleton there is a need to minimise land value to make development viable.

In addition to the above described residential developments, the following serviced apartment / motel developments have been identified.

Table 14 - Services Apartments / Motel Supply

Development	Status	Dwellings	Comments
Cnr Church & William Streets, Singleton	Completion Mid-2013	Unknown	It is understood that Frontier Hotels has been selected as the preferred tenderer to develop a 3,000sqm site comprising part of the Singleton Bowling club as a Motel/Serviced apartment use.
5-7 Civic Avenue, Singleton	Completion Early-2013	16	It is understood that stage 2 of this proposed development will comprise 16 serviced apartments that will be managed by Quest Serviced Apartment. It is understood that the project is being developed by Tony Cant Real Estate P/L.

Source: Reed Construction data, Hill PDA Research 2012

Demand for hotel accommodation and serviced apartments appears to be growing with a number of new proposals in the pipeline responding to market conditions in the region created by strong itinerant worker demand.

4.3 Retail Markets

Singleton CBD is the retail and commercial hub of Singleton LGA, providing local shopping and commercial services. It is understood that residents utilise Newcastle and Maitland CBD's for higher order retail and commercial service requirements.

Retail Performance

The retail market in Singleton comprises traditional strip retail, with the prime location focussed along John Street. Additionally, there is a Shopping Centre located towards the western periphery of the Singleton CBD, off John and Gowrie Streets, which is owned by Charter Hall. This centre is anchored by Woolworths and Big W and contains an additional 40 specialty stores. It is understood that the centre is totals approximately 14,600sqm GFA of which 11,000sqm is retail GLA.

The retail market of Singleton is typical of many rural cities – capital values, rents and vacancies vary significantly due to location factors. Property with prime location on John Street performs well, while fringe located property performs poorly.

Hill PDA's research suggests that prime located strip retail in Singleton achieves rentals of up to \$280/sqm p.a. net. An indicative rental range for a typical 60 to 100sqm shop on John Street is from \$240 to \$280/sqm, depending on size, fit-out, position within the strip.

Gowrie Street Mall had a reported turnover of \$100.65m in the year ending July 2011. This ranks it 48 highest turnover out of 166 "Mini-Gun" centres in Australia (defined in the Shopping Centre News as centres between

6,000sqm and 20,000sqm in GLA). This is a high turnover for a small centre. The centre achieved \$9,304/sqm (GLA) which ranked it 51 – around 24% higher than the median.

Whilst this may suggest there is currently some undersupply in the CBD retail sales are not evenly distributed. With around 33,000sqm of occupied retail space the balance of the CBD is likely to be trading at considerably lower levels – in the order of \$4,000/sqm. Total retail sales in the CBD is therefore likely to be around \$230m – around 70% of total expenditure generated by Singleton LGA residents.

Demand for Retail Space

Retail expenditure was sourced from:

- ABS Household Expenditure Survey 2003-04 which provides household expenditure by broad commodity type by household income quintile; and
- The MarketInfo 2009 database which is generated by combining and updating data from the Population Census and the ABS Household Expenditure Survey (HES) using “microsimulation modelling techniques”.

MarketInfo combines the data from the Census, HES and other sources to derive total HES by commodity type. This data, which was validated using taxation and national accounts figures, quantifies around 14% more expenditure than the ABS HES Survey.

Two forecasts of retail expenditure generated by residents in Singleton LGA from 2011 to 2031 are provided in the tables below. A low forecast is provided based on a population growth of 1.1% per annum (DP&I projection) and a high forecast of 1.5% per annum (Council forecast).

Table 15 - Low and High Forecast Retail Expenditure Generated by Singleton Residents (\$2011)

YEAR	2011	2016	2021	2026	2031
LOW FORECAST					
Food & Groceries	96.5	108.4	121.8	136.7	144.0
Liquor Take-away	23.9	26.8	30.1	33.8	35.6
Take-away Foods	15.4	17.3	19.4	21.8	23.0
Meals in Restaurants, Hotels & Clubs	11.5	12.9	14.5	16.3	17.1
Apparel	26.1	29.3	33.0	37.0	39.0
Homeware & Manchester	9.4	10.5	11.8	13.3	14.0
Home Entertainment Equip.	8.6	9.7	10.9	12.2	12.9
Furniture & Flooring	16.7	18.8	21.1	23.7	24.9
Whitegoods	7.8	8.7	9.8	11.0	11.6
Hardware & Gardening	11.2	12.6	14.1	15.8	16.7
Sporting and Camping Goods	1.4	1.5	1.7	1.9	2.0
Other Goods	76.7	86.2	96.9	108.8	114.5
Personal Services	7.9	8.8	9.9	11.2	11.7
Cinema	0.7	0.8	0.9	1.0	1.1
Liquor on Premises	9.6	10.8	12.2	13.7	14.4
TOTAL	323.3	363.3	408.1	458.2	482.6
HIGH FORECAST					
Food & Groceries	96.5	110.3	126.2	141.6	149.2
Liquor Take-away	23.9	27.3	31.2	35.0	36.9
Take-away Foods	15.4	17.6	20.1	22.6	23.8
Meals in Restaurants, Hotels & Clubs	11.5	13.1	15.0	16.9	17.8
Apparel	26.1	29.9	34.2	38.3	40.4
Homeware & Manchester	9.4	10.7	12.2	13.7	14.5
Home Entertainment Equip.	8.6	9.9	11.3	12.7	13.4
Furniture & Flooring	16.7	19.1	21.8	24.5	25.8
Whitegoods	7.8	8.9	10.1	11.4	12.0
Hardware & Gardening	11.2	12.8	14.6	16.4	17.3
Sporting and Camping Goods	1.4	1.6	1.8	2.0	2.1
Other Goods	76.7	87.8	100.3	112.7	118.7
Personal Services	7.9	9.0	10.3	11.6	12.2
Cinema	0.7	0.8	0.9	1.1	1.1
Liquor on Premises	9.6	11.0	12.6	14.1	14.9
TOTAL	323.3	369.7	422.8	474.7	499.9

Source: Hill PDA using Marketinfo 2009

The above forecast allows for 1.2% per annum real growth in retail spend per capita which is in line with historic growth from 1986 to 2010 and reflects growing affluence⁸.

The ABS Retail Survey 1998-99 (Cat No. 8624.0) provides a cross tabulation of store type (defined by ANZIC), by commodity type. Multiplying the percentages in the cross tabulation by total dollars spent generates household expenditure by retail store type. Turnover by retail store type generated by household expenditure is provided in the table below.

⁸ Hill PDA Estimate based on data from ABS including Retail Sales, CPI and Historical Population Statistics.

Table 16 - Low Forecast Retail Expenditure by Retail Store Type (\$2011)

YEAR	2011	2016	2021	2026	2031
Supermarkets & Grocery Stores	103.6	116.4	130.7	146.8	154.6
Specialty Food Stores	36.6	41.1	46.2	51.9	54.7
Fast-Food Stores	17.4	19.6	22.0	24.7	26.0
Restaurants, Hotels and Clubs*	21.1	23.7	26.7	29.9	31.5
Department Stores	29.9	33.6	37.7	42.3	44.6
Clothing Stores	18.3	20.5	23.0	25.9	27.2
Bulky Goods Stores	52.7	59.2	66.5	74.6	78.6
Other Personal & Household Goods Retailing	50.4	56.6	63.6	71.4	75.2
Selected Personal Services**	7.9	8.8	9.9	11.2	11.7
Total Retailing	337.8	379.5	426.3	478.7	504.1

* Turnover relating only to consumption of food and liquor (excludes all other types of revenue such as accommodation, gaming and gambling)

** Selected Personal Services includes hair and beauty, laundry, clothing hire and alterations, shoe repair, optical dispensing, photos and hire of videos

Source: Hill PDA Estimate using data from Marketinfo 2009 and ABS Retail Survey 1988-99 (Cat 8624.0)

The expenditure totals in the above two tables don't quite equate. This is because some expenditure is lost to non-retailers (such as internet shopping) and some revenue enjoyed by retailers is not household expenditure related including wholesale trade and the hire of equipment for example.

The above sales by store type can be translated to demand for floor space by store type using industry benchmark turnover levels. These benchmark turnover levels are from several different sources including ABS Retail Survey 1998-99 (indexed to current dollars at CPI), Urbis Retail Averages, Shopping Centre News, Annual Reports and other consultancy studies. The tables below shows demand by retail store type generated by residents in Singleton based on the low and high population forecasts.

Table 17 - Low and High Forecast Demand for Retail Floor Space by Retail Store Type (sqm)

	Target Rate*	2011	2016	2021	2026	2031
LOW FORECAST						
Supermarkets & Grocery Stores	9,800	10,569	11,583	13,012	14,610	15,387
Specialty Food Stores	7,500	4,882	5,350	6,011	6,749	7,108
Fast-Food Stores	7,500	2,321	2,544	2,858	3,209	3,380
Restaurants, Hotels and Clubs	4,500	4,694	5,144	5,779	6,489	6,834
Department Stores	3,500	8,533	9,352	10,506	11,795	12,423
Clothing Stores	5,000	3,651	4,001	4,495	5,047	5,316
Bulky Goods Stores	3,200	16,460	18,038	20,265	22,752	23,963
Other Personal & Household Goods Stores	4,400	11,447	12,545	14,093	15,823	16,665
Selected Personal Services	3,000	2,623	2,875	3,230	3,626	3,819
Total Retailing	5,174	65,182	71,433	80,250	90,100	94,894
HIGH FORECAST						
Supermarkets & Grocery Stores	9,800	10,569	11,788	13,480	15,134	15,939
Specialty Food Stores	7,500	4,882	5,445	6,227	6,991	7,363
Fast-Food Stores	7,500	2,321	2,589	2,961	3,324	3,501
Restaurants, Hotels and Clubs	4,500	4,694	5,235	5,987	6,722	7,079
Department Stores	3,500	8,533	9,517	10,883	12,219	12,869
Clothing Stores	5,000	3,651	4,072	4,657	5,228	5,507
Bulky Goods Stores	3,200	16,460	18,358	20,993	23,569	24,823
Other Personal & Household Goods Stores	4,400	11,447	12,767	14,599	16,391	17,263
Selected Personal Services	3,000	2,623	2,926	3,346	3,757	3,956
Total Retailing	5,174	65,182	72,700	83,131	93,336	98,301

* Sources: ABS Retail Survey 1998-99 (escalated to 2011 dollars), JHD Retail Averages, Annual Reports, Hill PDA and various consultancy studies. These benchmark turnovers are for non-metropolitan regions and are a slightly lower than national average – in the order of 5% to 10% lower. These benchmark turnovers are assumed to increase 0.5% per annum in line with historic trends since 1986.

The above table allows for a 0.5% per annum escalation in turnover benchmarks in line with historic trend since 1986.

With around 45,000sqm of occupied retail space Singleton meets around 70% of total demand. This is expected since some expenditure will be captured from the smaller centres such as Singleton Heights and Branxton. More so expenditure escapes the LGA to the larger centres of Maitland, and Newcastle. Allowing for 30% of expenditure to continue to be captured by other centres the above table suggests that Singleton CBD should continue to increase its occupied retail floor space at an average rate of 1,100 to 1,200 sqm every year to keep up with growing demand. In allowing for some non-retail uses and a 5% vacancy rate (which is considered healthy) then around 1,300 sqm of shop front space should be provided each year.

Notwithstanding the above it is likely that any large additions to supply (such as the proposed expansion of Gowrie Mall with an additional DDS and supermarket) and/or the introduction of new retailers and store types will capture some escape expenditure. It will also potentially draw some expenditure in from surrounding areas – in particular from Muswellbrook.

Proposed Developments

The following table provides a summary of current retail redevelopment proposals in Singleton. Hill PDA's investigations did not reveal any commercial proposals of note.

Table 18 - Singleton Residential Supply (New and Proposed Developments)

Development	Status	Comments
Gowrie St Mall (Charter Hall), Singleton	Completion Mid-2013	Development approval for the redevelopment/expansion of the Gowrie St Mall development. This proposed including configuring the central arcade with a total of 25,354sqm, constructing an additional Coles supermarket (3,850sqm) and mini-major (1,150sqm) in an adjoining site, and provision of 610 car parking spaces in an 3 level structure.
Cnr Maitland Rd and New England Hwy, Singleton	Deferred (expected completion Mid2013)-	Demolition of a dwellings and outbuildings and construction of 2 new fast food outlets to be constructed in 2 stages. Stage 1 is expected to comprise a Hungry Jacks (400sqm + 53 car parking spaces). Stage 2 will comprise a 200sqm building and 9 car spaces.
Cnr Bridgman Rd and New England Hwy, Singleton	Rezoning Application	It is understood that the proposal is for the construction of a new shopping centre as stage 1 of the project, with stage 2 incorporating a nursery, tennis courts, a community garden and river parks.

Source: Reed Construction data, Hill PDA Research 2012

In addition to these proposals, Hill PDA has reviewed a number of retail (and to a lesser extent commercial) proposals pertaining to fit-out's and minor alterations. These proposals indicate existing stock is being revitalised, however do not impact to supply.

4.4 Commercial Markets

The commercial market in Singleton is a very small market, providing for local services only. Regional commercial services are provided at Newcastle, and to a lesser extent Maitland, located at 80km and 47km respectively.

The majority of commercial accommodation in Singleton comprises first floor, shop top accommodation. Rentals vary due to typical factors including location, fit-out, size etc. Prime office accommodation achieves rentals of \$160 to \$180/sqm p.a. net. Inferior quality and poor located office accommodation commands rental of approximately \$100/sqm p.a. net.

In relation to the need to provide commercial space and shop front space for non-retailers we refer to the Hirst report (2002) which indicated that almost 30% of commercial businesses in the CBD were non-retailers such as banks, real estate agents, medical suites, professional and government services. Some proportion of these uses – particularly banks and real estate agents prefer to occupy shop front space.

Finally some level of vacancy is considered healthy to ensure businesses can enter the market. A healthy rate is considered to be around 5% of shop front space and 10% of other commercial space.

In broad terms, using similar growth rates to retail demand, an average of 1,600sqm to 1,700sqm of additional commercial space should be provided in the CBD each year of which around 1,300sqm should be shopfront space. Ideally this could be provided in mixed use development to meet objectives to increase residential

accommodation in the CBD. However the feasibility of this type of development is yet to be proven despite some approvals for this type of development.

5. ECONOMIC DRIVERS

In 2011 Buchan Consulting completed the Upper Hunter Economic Diversification Project (UHEDP) which provides an in depth analysis and direction for future economic growth for the 6 LGA's comprising, Singleton, Muswellbrook, Upper Hunter, Gloucester, Dungog and Great Lakes. This study identifies economic drivers and opportunities for diversification in the medium and long term. It also identifies medium and long term issues associated with housing, population and employment for the region and makes recommendations in relation to future strategic actions required.

5.1 Economics of the Upper Hunter

The regional economy of the Upper Hunter displays connections with Singleton LGA but also significant divergence in economic drivers with Singleton and Muswellbrook benefiting from mining and power generation while Great Lakes LGA is focussed on tourism, health, aged care, retail and service industries. In terms of diversifying the economy improved linkages between the Upper Hunter LGA's can improve the integration of region and adjustments to cyclical sectors of the economy.

A SWOT Analysis of the Upper Hunter was conducted as part of the UHEDP and illustrates the strengths, weaknesses, opportunities and constraints of the region.

A SWOT Analysis of the Upper Hunter is provided in Table 19.

Table 19 - Upper Hunter Strengths, Weaknesses, Opportunities and Threats

Strengths	Opportunities
<ul style="list-style-type: none"> Geographic diversity supporting agriculture and tourism Significant resource base – coal and a growing sector Major industry sector - power generation with future investment Emerging renewable energy developments in the region Significant supporting industrial base for the resources and energy sectors Agriculture assets – climate, water, land, and existing industry Growing industry clusters – equine industry, wine sector Environment and lifestyle attractions of the area (both inland and coastal) Accessible to Newcastle as the regional capital and the broader Hunter Region Accessible to Sydney market Regional transport infrastructure (major highways, rail, port access) and associated improvements. Regional airport access – Newcastle, Taree 	<ul style="list-style-type: none"> Future growth in Gunnedah Basin – mining support activity Mining employment - increased local recruitment to mining due to OHS issues (travel) Economic diversification opportunities <ul style="list-style-type: none"> Renewable energy development Developing the tourism sector Opportunities created by transport improvements – rail upgrades and Muswellbrook to Gunnedah and Muswellbrook to Ulan; and road improvements Pacific Highway, New England Highway Building on industry specialisations Agricusiness consolidation and new sectors developing Potential for population growth and residential development in the LGAs (eg. Great Lakes, Singleton, Muswellbrook, Upper Hunter LGA) and in adjacent areas (e.g. Huntlee)
Weaknesses	Threats
<ul style="list-style-type: none"> Population densities are low Access to higher level services at local level (travel distances) Aging of population in most LGAs Loss of younger persons for education and employment General reliance on relatively narrow range of economic drivers in the region Narrow industry base at LGA level, including the services sector Competing land use issues in mining areas, affecting current industries and diversification opportunities Major pressures of a mining boom on communities and other industries in the region <ul style="list-style-type: none"> Skill shortages and competition for labour Shifting workforces between mining projects Cost pressures Housing market impacts Large commuting workforces from the Lower Hunter Region Continuing market pressures on traditional agriculture Infrastructure gaps – local roads in smaller LGAs, sewer, water etc. Perceived isolation of the area as an industry location. Industrial areas need to be developed Education and skill levels are lower than other regions 	<ul style="list-style-type: none"> Outside of large industry sectors of mining and the power industry, the industry structure is similar to other rural regions Mining activity is crowding out other sectors due to competing land use Population growth in parts of the region is slowing Future water availability for agriculture is a concern in relation to other sectors requiring water (eg. mining and power generation) Competition from other areas for industry activity (eg. locations in the Lower Hunter; and large inland centres- Dubbo, Parkes etc.)

Source: Upper Hunter Economic Diversification Project Buchan Consulting 2011

While there is a need to strengthen local economies, regional linkages between areas will become increasingly important over longer term horizons. These growing inter-linkages also suggest a need for broader economic strategies and programs that operate at a regional level for the Upper Hunter (rather than at an individual LGA level).

The major issues facing the Upper Hunter have also been identified in Table 20 with those most applicable to Singleton town centre highlighted.

Table 20 - Major Issues for the Upper Hunter

Demographic	All areas have ageing populations – particularly Great Lakes and Gloucester. There are declining populations in the younger age groups. There is a need to increase population of the region and the individual LGAs. Sustainable jobs will be important for attracting a more diverse population to the region. Larger populations will drive service industries in the region. A strong emphasis will remain on environment and local amenity with the continued attraction of “sea changers” and “tree changers”.
Housing	Potential for changes in population location patterns as a result of higher transport costs (peak oil issues) and the shifting location of jobs. More diverse housing needs, including housing options for older age groups with access to services (increased densities in town centres).
Coal	Increasing urban development pressures on land (including rural residential) in areas with transport accessibility, available services (eg. Singleton) or access to employment in the larger centres of the Lower Hunter (eg. Dungog). Continuing coal mining activity in some areas over an extended period (estimates of recoverable reserves of 40 years+).
Electricity generation	Rehabilitated areas becoming available – future uses need assessment. Decline in mining activity in specific areas as mines reach the end of their life. The balance between the coal industry and agriculture in the region. The operations of other industries in a two speed resources economy.
Agriculture	Upper Hunter continues as a major energy hub, with generation comprising a combination of: coal fired, gas fired, thermal-(base load); and development of renewables (wind and solar). Development of intensive agriculture and consolidation in traditional sectors of agriculture. Tourism Opportunities for growth in the sector but these require development of product and infrastructure and improved regional marketing. Industrial Activities Tendency for larger operations to cluster in major centres with good transport access and workforce availability. Areas of Upper Hunter are in competition with Lower Hunter. Light industrial activities/services are linked to local population and markets. There is potential to develop specialisations in centres within the Upper Hunter.
Employment	Future changes in job locations due to industry change. Changing accessibility with F3 extensions (eg Branxton) impacting on business locations and on future opportunities. Continued pattern of regional commuting to major employment centres (major industry and employment hubs). Likely that many key services will continue to be regionalised and concentrated in the larger population centres. Continued growth in home based employment (facilitated by broadband) with professionals moving to areas for lifestyle changes but still operating in their broader markets. Continued skill shortages in higher skill areas and for professionals in the region. The need to develop regional education and training responses to develop employment skills. Climate change impacts on the region and issues in relation to climate variability and longer term water security issues.
Environment	Maintaining the environment for key sectors of agribusiness and tourism. Competing land use – mining and agriculture and the availability of productive land for agriculture. Transport is a major issue for the future of the region. Improved accessibility is a strategic issue for most areas. There is a need for improved public transport linkages between Upper Hunter and the Lower Hunter. Road infrastructure is a major issue – major highway upgrades are occurring, but secondary roads are poor. Rail improvements are required (for coal and other freight movements).
Infrastructure	Action on infrastructure gaps is needed to support an increase in population. Action will be required on industry and transport infrastructure to support industry growth, diversification and future employment.
Skills	Future diversification of the region requires higher skill levels in all industry sectors. There is a need to lift skills as the region on average has lower education and skill levels, than Lower Hunter and other competing regions.
Education	Regional access to VET and to higher education will continue to be major issues. There is a need to develop regional delivery and specialist training centres. Stronger integration of education and training will be needed to develop skills and new industry opportunities.

Source: Upper Hunter Economic Diversification Project Buchan Consulting 2011

The key issues emerging from this list for Singleton are housing choice, employment diversification, infrastructure provision and higher education and therefore opportunities to provide solutions in the masterplanning must be considered.

5.2 Singleton's Economy

The relative importance of different sectors of the economy are such that Singleton has a much higher reliance on Mining and Mining Support services compared with the remainder of the Upper Hunter. It has, relatively, a much lower contribution from tourism, wine and retail/population related services.

Key features of the Singleton economy are identified in the UHEDP as:

- Low unemployment.
- Significant number of families with children.
- Growth in housing.
- More jobs than employed residents, significant commute into region for mining jobs from adjacent LGAs.
- Experiencing pressures of mining expansion – housing, skills, costs, congestion.
- Lack of affordable housing and high rents.

A major feature of the economy is that 30% or more of the jobs in the LGA are serviced by employees commuting from other LGA's reflecting the lack of accommodation and mobile nature of mining related employment. This has been experienced in Singleton through high rents and sale values for housing and strong retail demand. It is also noted that Singleton has a lower proportion of service jobs than other LGA's with only 44% of jobs in the services sector compared with 53% as the average of the Upper Hunter LGA's.

The project identifies diversification priorities for Singleton LGA with the highest priority as residential growth to accommodate mining employees, families and the lifestyle sector. Other priorities include town centre revitalisation, local health services, renewable energy, professional services, extension of TAFE, engineering, research and development (mining) and back office functions. Secondary priority is allocated to seniors living, aged care facilities, solar plants, other higher education and administrative or regional service centres. Continued dominance of mining is assumed and therefore not considered to be a diversification priority.

Population growth is the key driver, fuelled by the mining sector which is also estimated to drive commuting of 4,500-5,500 employees per day into Singleton and Muswellbrook LGA's. This has a number of impacts including increasing demand for short term accommodation and retail services beyond that to be expected from residents and tourists. It also creates demand for housing from those wishing not to commute to the LGA which is reflected in the focus on residential growth. Itinerant workers appear to be a major demand factor which could be captured if appropriate residential product was available and this may include higher density development in the right location. Such locations may include sites close to retail and entertainment or with views but with adequate land and setbacks area to create a good environment for residents and neighbours.

As developer appetite for larger projects is poor in Singleton, other catalysts may be required to reduce risk through pre-commitments, by agencies such as Landcom, community housing providers or mining companies. Such a project would be intended to demonstrate demand for a new product in the market of higher density but involves risks which restrict funding. Normally high levels of presales are required for funding of medium density projects and in this market for a larger development of 50 units at least 70% would likely be required.

While the UHEDP priorities do not include seniors living and aged care, analysis of the age profile in Singleton indicate a 66% increase in over 65's between 2006 and 2026, a total of 2,300 additional retirees or an average of 64 dwellings per annum at 1.8 persons per dwelling. This would indicate that this sector while small is growing fast and is likely to create some demand for dwellings close to services in the town centre.

The increased population growth will impact on jobs growth as it will increase demand in the services sector. The services sector is estimated to generate demand for 1646 jobs in Singleton LGA between 2001 and 2036 while the overall jobs growth is expected to be 3,702 over the same period. The shortfall of 2,000 jobs is expected to be filled by growth in mining but in the long term alternative regional employment opportunities will be required to replace these jobs as mines are exhausted. Creating a diversified economy will require broader regional strategies rather than LGA specific strategies as suggested in the previous section.

In Singleton medium term employment opportunities are identified in the UHEDP as:

- Mining support.
- Mining services.
- Power Generation and support.
- Tourism.
- Logistics hub.
- Engineering training centre.
- Government services.
- Business services.

Long term opportunities included in the UHEDP are:

- Engineering.
- Agribusiness –intensive horticulture, wine, beef.
- Food processing.
- Renewable energy and support.
- Aged care.

5.3 Singleton Town Centre

The implications of high growth in jobs and commuting are increased demand for retail services beyond what would be expected from residential growth projections. Commercial services will also enjoy increased demand

In Singleton. However the extent to which this increased demand, from commuters whose workplace is remote from Singleton, will be captured is difficult to estimate. Increased residential growth demand is more readily assessed as detailed in Chapter 4.

The concentration of retail services in Singleton will benefit from the increased population and employment growth in the LGA and supports the expansion of the Gowrie Centre to meet this demand. However the opportunity to move the centre of gravity of the town centre north through expansion of retail services on John Street appears difficult to achieve with limited land for development, constraints of heritage and the lack of a major retail anchor for this area. The expansion of car parking on John Street is seen as a negative factor for activation of the main street as it acts as a barrier shutting off the shopping centre from the main street.

The expansion at the southern end of John Street will consolidate retail services in this area and increase traffic and parking issues. Opportunities to develop mixed uses in this precinct to take advantage of the retail activity and potential views across the river are limited but may be explored at the northern end where Ryan Avenue connects to John Street. The Australia Post site may offer some opportunity although the communications tower is not complimentary to new development.

The ageing population should be considered in opportunities for smaller and more affordable dwellings close to the town centre appealing to retirees downsizing. This is most likely to be villas or townhouses rather than apartments due to the poorer feasibility of apartments. Vacant land is the most feasible option for new development as the existing price of established housing makes demolition prohibitive for new development without significant increases in density.

Provisions to encourage affordable housing providers to develop in Singleton should be investigated through density bonuses or similar. Car parking provisions are an area where concessions could encourage development. Provision of short term accommodation to meet demand in this sector should also be encouraged for both tourism and business use and may be more viable at increased densities than pure residential accommodation in the town centre.

Pedestrian friendly public domain options in the town centre are recommended to encourage development and pedestrian connectivity between the retail core and John Street. Works should be intended to create an community focus with civic space and retail activation. This may then catalyse additional development to take advantage of the improved values.

5.4 Infrastructure

Infrastructure such as the Hunter Expressway will improve connections within and from the region to adjoining areas. This will allow faster travel times for workers and residents and encourage more diverse employment and retail expenditure opportunities across the region with the potential to reduce distortions in the market for land and labour. However commuting may become a more attractive option for some employees, potentially relieving some demand for housing in Singleton.

\$125m is being invested in the Singleton School of Infantry by Australian Defence Force including a new Army History Units Infantry Museum under the Enhanced Land Force Stage 2 works. The expanded museum is set to become more accessible to the public as a tourist attraction for the region.

Continued investment by mining companies in new projects and related infrastructure in coming years is expected to generate significant economic benefits due to employment growth and multiplier effects from income generated. Related infrastructure will include transport and utility services such as water, power, communications and sewerage.

With the growing population will come demand for other types of infrastructure such as hospitals, schools and community facilities to service a range of needs across a range of age groups. Higher education is identified as a priority for economic diversification in the region and opportunities to further develop the TAFE and community college should be funded by State Government. Where infrastructure falls on local government it will put pressure on funding unless a greater proportion of contributions can be obtained through voluntary planning agreements or mining royalties.

5.5 Funding

Funding for infrastructure to service the forecast strong in population is reliant on Government grants, rates income, developer contributions and other potential sources such as mining royalties.

Key issues for local government include the ability to fund future infrastructure requirements and economic development initiatives. The Councils have been working (with the *Association of Mining Related Councils*) on proposals to secure a share of mining royalties to provide the necessary funds to develop strategic infrastructure and to improve their communities. The Councils have expressed the desire for a share of levies on mining to be spent on state and regional infrastructure, which service these developments, with the recognition that they are state significant developments.

The most applicable source of funding to the town centre infrastructure is the Singleton Developer Contribution Policy 2008 (Revision 1) which provides for 3,000 new dwellings of which 300 are expected to be urban infill. The works to be funded over 15 years include:

- Roadworks: \$1,215,000
- Open Space and Recreation: \$3,975,000
- Community Facilities: \$1,765,000
- Plan Administration: \$403,646
- CBD parking: \$5,738 per car space (no. not specified)

In addition to the Section 94 development contributions, funds for a Community Enhancement Program are collected for coal mining approvals at the rate of \$900 per employee (2004/05) under a voluntary planning agreement under Section 94F of the EP&A Act 1979. Approximately \$3.56m in funding from this source relates to Singleton urban centre and additional funding is required from Section 94 funds in the amount of \$547,120 to fully fund this infrastructure.

Provisions for streetscape and public domain improvements in John Street and elsewhere have not been included in the 2008 Contributions Policy but additional works could be included in a revised plan, subject to contributions remaining reasonable and not discouraging development.

Regional infrastructure will need to co-ordinated with State Government and additional funding from regional budgets allocated to fund such projects as the Hunter Expressway.

DISCLAIMER

1. This report is for the confidential use only of the party to whom it is addressed ("Client") for the specific purposes to which it refers and has been based on, and takes into account, the Client's specific instructions. It is not intended to be relied on by any third party who, subject to paragraph 2, must make their own enquiries in relation to the issues with which this report deals.
2. Hill PDA makes no representations as to the appropriateness, accuracy or completeness of this report for the purpose of any party other than the Client ("Recipient"). Hill PDA disclaims all liability to any Recipient for any loss, error or other consequence which may arise as a result of the Recipient acting, relying upon or using the whole or part of this report's contents.
3. This report must not be disclosed to any Recipient or reproduced in whole or in part, for any purpose not directly connected to the project for which Hill PDA was engaged to prepare the report, without the prior written approval of Hill PDA. In the event that a Recipient wishes to rely upon this report, the Recipient must inform Hill PDA who may, in its sole discretion and on specified terms, provide its consent.
4. This report and its attached appendices are based on estimates, assumptions and information provided by the Client or sourced and referenced from external sources by Hill PDA. While we endeavour to check these estimates, assumptions and information, no warranty is given in relation to their reliability, feasibility, accuracy or reasonableness. Hill PDA presents these estimates and assumptions as a basis for the Client's interpretation and analysis. With respect to forecasts, Hill PDA does not present them as results that will actually be achieved. Hill PDA relies upon the interpretation of the Client to judge for itself the likelihood of whether these projections can be achieved or not.
5. Due care has been taken to prepare the attached financial models from available information at the time of writing, however no responsibility can be or is accepted for errors or inaccuracies that may have occurred either with the programming or the resultant financial projections and their assumptions.
6. This report does not constitute a valuation of any property or interest in property. In preparing this report Hill PDA has relied upon information concerning the subject property and/or proposed development provided by the Client and Hill PDA has not independently verified this information except where noted in this report.
7. In relation to any valuation which is undertaken for a Managed Investment Scheme (as defined by the Managed Investments Act 1998) or for any lender that is subject to the provisions of the Managed Investments Act, the following clause applies:

This valuation is prepared on the assumption that the lender or addressee as referred to in this valuation report (and no other) may rely on the valuation for mortgage finance purposes and the lender has complied with its own lending guidelines as well as prudent finance industry lending practices, and has considered all prudent aspects of credit risk for any potential borrower, including the borrower's ability to service and repay any mortgage loan. Further, the valuation is prepared on the assumption that the lender is providing mortgage financing at a conservative and prudent loan to value ratio.

APPENDIX D

CONSULTATION FEEDBACK SUMMARY

MEMORANDUM

TO Mark Ihlein, Director Planning and Regulated Services, Singleton Council

CC

FROM Judith Fritsche, Senior Landscape Architect

DATE 27.07.12

SUBJECT Singleton Town Centre Masterplan Consultation Feedback

Councillor and Staff Consultation -

Comments made **GAO Response**

TRAFFIC, PARKING AND ACCESS

1. Issue of heavy transport link via Kelso Street: constriction for heavy vehicles past Railway station and also at the base of Pritchard Park. Need to consider how a heavy vehicle route would work around there

These issues would be best addressed through a comprehensive whole-of-town centre traffic study that should consider the most appropriate access routes in and out of town for all modes, as well as parking needs
2. Business community better manage delivery via Golden Highway/ Putty Road?

As per bullet point 1
3. Include cycleway through town along river: need for connection to John Street and to the Civic Centre beyond. Link across river (at Dunnolly Bridge) critical: currently stops people from cycling

For consideration in Council's Bike Plan
4. Road widening proposals exist for Campbell St at Baileys Union Park

Council to provide details to GAO
5. Bourke Street opposite the park is private land, not public road

Noted. Current proposals do not rely on a public road. There is further the possibility for land swaps or developer bonuses in exchange for the provision of public access, if required.

6. There is a need to possibly rethink parking once Gowrie is realised and it is clear how much pressure it is taking off other car parks.

As per bullet point 1 above

7. Restricting parking in John Street to short term parking is vital

Consistent with current plans

POTENTIAL REDEVELOPMENT OPPORTUNITIES

8. Railway Precinct rezoning – southern John Street previously talked about as commercial precinct. Need to consider re-zoning proposals in terms of the impact heavy vehicles would have. Currently use Wynyard Street because of narrow corners

Need to consider in conjunction with Item 1, above. A mixed-use precinct at the southern end of John Street is consistent with current plans. Redevelopment of the Station Precinct would not be inconsistent with current plans.

RIVER PARKLANDS AND OTHER PARKS

9. Riverside parklands: develop for passive recreation: BBQs, cycle paths etc

Consistent with current plans
10. Rose Point Park: existing proposals for a beach and Anzac Memorial path. Existing playground (all abilities)

Noted. Consistent with current plans

TOWN SQUARE

11. Town Square: provide concerts

Consistent with current plans. Council to facilitate
12. Is the large Australia Post phone interchange in John St still required – in this size and at this location?

GAO has assumed that the Australia Post and exchange site is a redevelopment site, although the Masterplan does not rely on this to happen in the short term.
13. Should the Town Square be on the Australia Post site instead – would be more on the main street and closer to river? Potential for a land-swap with Australia Post?

Land owner consent would be required. This could be lengthy to obtain and might draw out the study. Council to advise preferred course of action.
14. Extend Town Square through to Bathurst Street

This would be possible within the current plans

COMMERCIAL FOCUS/ EXTENT OF TOWN CENTRE

15. Council car park initially bought by Council for Memorial Hall site (not realised). Should there be a “Little John Street” in Laurel Lane? Should Bathurst Street be widened to allow for a shift of commercial activities to the east?

GAO strategies have focused on consolidating commercial activities along John Street, to achieve a vibrant and active town centre focused around a limited number of key hub along John Street. Shifting commercial activities to the east would result in further decentralising/ spreading out the town centre and may work against concentrating activity and activating the main street.

FUTURE USES & ACTIVITIES

16. Relocation of Post Office distribution centre (Need for distribution centre right in the CBD?) and caryards

Current plans propose/ anticipate relocation of the facility to enable redevelopment

17. Need activities in public places to enliven (Baileys Union Park, Pritchard Park, Town Square). Ideas include:

- Placing of chairs/ loose furniture in parks: potential for Men's Shed to make: engage the whole community in place-making
- Wi-Fi places
- 2nd hand bicycles available to get around; potential for bike-share

18. The Civic Centre needs to expand: potential for secondary (service) centre in town?

Consistent with current plans

19. Potential for temporary activities, to transition into permanent activities

Consistent with current plans, Council to initiate

20. Other major uses in town: 2nd hand cars, Hayward Engineering. Not appropriate in those locations?

Increased land values/ potential for value capture through mixed use, commercial or residential development would typically provide incentives for these uses to relocate over time, provided suitable alternative locations are available.

FLOODING

21. Reluctance of commercial developers to develop multi-storey on floodplain. Issue: flooding/ insurance cover

Consistent with GAO findings. Current plans provide options to ensure that commercial development contributes to active streets/ an enhanced public domain, even if choosing to (voluntarily) build to residential floor levels

FUTURE BUILT FORM

22. Building height: 3-4 storey viable. Would make redevelopment more viable to proceed from a developer's point of view

Consistent with current plans

Stakeholder Consultation

Comments made GAO Response

TRAFFIC, PARKING AND ACCESS

1. Concern about loss of car park: in use 7 days. Would need a staged approach to introduce community use

Consistent with current plan

2. Traffic concern: layout of town not conducive to increased density and activity: need to resolve first? Capacity is overstretched already...

As per Councillor and Staff Consultation bullet point 1

3. Concern whether parking outside of specific shops/ addresses would be affected/ removed as a result of footpath widening or tree planting

Plans to date have not yet indicated exactly which parking spaces in John Street may be removed. GAO plans will provide an overall strategy with potential for refinement at a future detail level if required

4. Desire to know what specifically is happening with the main street: strong desire to see a detailed streetscape plan	<p>GAO will provide a public domain plan that will define the overall structure of the public domain and highlight future uses and key initiatives required. This will include concepts for streetscape works in the form of typical layouts and sections, offering potential for refinement at a future detail level if required. Detailed streetscape plans suitable for implementation are not included in our scope.</p>	10. Proposals are all positive in the long term but want to see streetscape changes now	Potential for Council to identify small scale changes that can happen in the short term
5. Singleton people don't walk. People park all day in John Street even in areas that are technically restricted. There is a need for parking restricting enforcement/ management. Staff/ shop owners should not be allowed to park in John Street all day as they're taking spaces from potential shoppers/ customers. Need to police parking limits	<p>Council to review current signage provision and parking regulation and consider parking enforcement</p>	11. The main street is dead: need to get on with implementing previous streetscape plan. Need to have a look at what other towns have done such as Mudgee	As per bullet point 10
NEED FOR ACTION/ CHANGE			
6. Is there a budget to implement anything that comes out of this plan?	<p>GAO will prepare a financial analysis plan and model to assess options for staging and implementation, considering available funding sources and likely costs/ feasibility of the proposed community facilities. Also refer bullet point 14 below.</p>	13. Pritchard Park would be the easiest place to redevelop: start here to get the town open 7 days	<p>Staging of development on private land will be largely driven by commercial decisions, though a financial model will be prepared to assist in defining likely staging options (see bullet point 8). The existing penned up demand combined with the revised planning framework prepared by GAO will provide the framework within which thus can happen, as well assist in providing incentive to redevelopment through increased height limits</p>
7. Plans are extremely positive but are already the 4th attempt at a plan and yet nothing has happened: how will we get the community on board? How to actually get things to happen?	As per bullet points 6 and 9	14. Need to identify cost of plan to council	GAO scope includes provision of high level costings for the infrastructure required to support redevelopment proposals
8. What can council do to kick-start the plan rather than relying on private investors?	As per bullet point 6	15. Need for masterplan documents to identify the first five key things that need to be done/ implemented	GAO to identify in final report
9. Little changes need to happen now such as new paving, furniture, improve the atmosphere, to attract people and businesses	<p>As per bullet point 6. Council to implement the plan according to priorities. Potential for Council to realise a program of activities in the first instance, to bring people into the town centre and shift the mind set of people to realise that the town centre is a place for recreation and community interaction.</p>	16. Stage works: do a trial run and demonstrate the vision	<p>Council to implement the plan according to priorities. There is a need to initiate/lead transformational change through a catalytic redevelopment such as the town square.</p>

FUTURE USES & ACTIVITIES

17. Agreement with mixed use concept *Consistent with current plans*

18. Emergency services precinct provision would be ideal – fire station seeking to move *Current plans do not preclude this from happening though possibly not a suitable use for activating the town centre (depending on mix of services/ uses).*

POTENTIAL REDEVELOPMENT OPPORTUNITIES

19. Need to get Australia Post on board as a key redevelopment opportunity *As per Councillor and Staff Consultation bullet point 13*

20. Old buildings on John Street: many have just sheds behind: could be redeveloped *Consistent with current plans*

21. A little park at the back of Burke Lane would be good *Possible within current plans. GAO to investigate*

22. Extension of Laurel Lane to connect opposite Ryan Ave through Telecom site and back of pub, to free John Street from traffic accessing car parks *GAO to consider at the strategic level. To realise this land owner consent would be required. Council to advise whether or not this would be sought as part of this study or following completion.*

FLOODING

23. Is the flood level really true? There has been no flood since 1955 *GAO is relying on information provided by Council*

24. Local insurer won't give insurance (or only with high premiums) due to high flood level/ risk on John St – other insurers will provide without problems *This seems consistent with GAO findings, i.e. the built form of more recent developments*

25. High rents and leases are a deterrent to business: businesses are leaving town as a result *Beyond GAO scope*

Post Consultation Feedback/ Responses

ALAN CROWLEY (owner Singleton Plaza)

Comments made	GAO Response
<p>1. please have included in the new master plan a 18 metre high building platform for 2, 4, 6 & 8 Ryan Ave</p> <ul style="list-style-type: none"> o Being in the prime CBD it suits a first level of commercial lifestyle shops with spacious apartments above . o Taking advantage of the walk to the new Gowrie Street Mall, Singleton Plaza, Movie Cinemas, Clubs, Train Station & Dining out. o Leaving the car at home and walking is a great option for people for health and the environment. o Bringing people to the CBD will help with economic growth and revitalisation to the CBD. o Having nearly 5000 sq. Metre of level land with four titles it can be a staged development or at one time. 	<p><i>Generally consistent with current plans. Council to advise if 6 storey height limit would be considered tenable/ palatable from a community perspective</i></p>

JOHN FLANNERY

Comments made	GAO Response
<p>1. There is a deliberate focus [in the Public Works paper] on John Street and George Street and little comment or inclusion of the Civic site in Queen Street in the master planning. It is at the northern boundary of John Street and inextricably linked to and part of our commercial and business district. Importantly there is scope on that site for further commercial development both on Council and privately owned land in Civic Avenue. The master plan should address this potential for further anchoring and consolidation of Singleton's town centre and Civic Square should not be virtually ignored in a CBD Master plan for our town.</p>	<p><i>The Civic Centre site was excluded from the GAO scope of works/ study area</i></p>

2.	The scope for site consolidation and redevelopment in the John Street precinct is compromised by the proximity of the heritage conservation areas, which discourage developers due to current controls and assessment procedure	<i>There is potential to review current buildings controls within the GAO scope</i>	exploited for long term car parking purposes in the future.	resource as well as visual and recreational asset to the town centre. GAO plans identify the proximity of the parklands as a key opportunity. Converting parklands to car parking would not be consistent with this.
3.	Barriers to expanding the central CBD may be alleviated if a fresh look was taken at the extension of Bathurst Street through to Hunter or even Elizabeth Street. This was considered in the 1970s and Council acquired a number of properties for that purpose, some of which were subsequently resold. This would provide further traffic relief and access to John Street and open up opportunities to build more car parking and other developments on the eastern side of John Street.	<i>As per bullet Councillor and Staff Consultation bullet point 1</i>	<i>Loss of open space may also be a community issue of concern that ought to be canvassed more widely. Ensuring adequate parking provision with each new development would be more appropriate to ensure parking needs are met. There is potential for flexible parking schemes such as car parks that serve business during the detail while meeting residential overnight parking needs at night.</i>	<i>Loss of open space may also be a community issue of concern that ought to be canvassed more widely. Ensuring adequate parking provision with each new development would be more appropriate to ensure parking needs are met. There is potential for flexible parking schemes such as car parks that serve business during the detail while meeting residential overnight parking needs at night.</i>
4.	There is also scope for future commercial and residential development in the Pritchard Park precinct; specifically the Southern Arcade, Gas Company site, Toyota site and the former Telecom land. Projects have been approved but not activated on some of these properties.	<i>Generally consistent with current plans. Activation of redevelopment is beyond the scope/ influence of GAO</i>	<i>Consideration could be given to improvements to the levee and realignment of Ryan Avenue so that buildings such as motels, shops and restaurants were constructed on the levee boundary to take dramatic advantage of the site. This would require some imaginative thinking but would open up the CBD to another form of retail/leisure services opportunity and strengthen the CBD.</i>	<i>Current plans suggest building forms that take advantage of potential views across the river parklands. Regarding changes to Ryan Avenue, refer to Councillor and Staff Consultation bullet point 1</i>
5.	The concept of active street frontages has merit and should be progressed. It would require calming measures at the Hunter/John Street intersection to restrict traffic flow in John Street and be accompanied by suitable streetscape upgrades to attract footpath dining and shopping. The opening of an extended Bathurst Street bypass as suggested above would complement the Ryan Avenue bypass road and further improve public access.	<i>As per Councillor and Staff Consultation bullet point 1</i>	<i>The Council needs to adopt a policy of monitoring property listings in the immediate CBD area and acquire as required properties adjacent to John Street that can be converted to public uses, especially car parking. We acquired a number of properties in this way over the years to create the existing public car parks. Sadly, a property acquired for this purpose in the 1990s in Castlereagh Street was subsequently sold by Council and is now offices. These mistakes should not be repeated.</i>	<i>Council to require parking provision with each new development to ensure parking needs are met. There is also potential for flexible parking schemes such as car parks that serve business during the detail while meeting residential overnight parking needs at night. Also refer to Councillor and Staff Consultation bullet point 1</i>
6.	The vehicular access issue requires the early completion of the frustratingly difficult Kelso Street road widening to complement the Ryan Avenue heavy vehicle bypass.	<i>As per Councillor and Staff Consultation bullet point 1</i>	<i>In the Analysis Summary I thought a strength that should be emphasised is the basic economic potential of Singleton; with assured long term growth based on internationally important energy resources, a strong Defence presence, proximity to the vineyards and a day trip out of Sydney.</i>	<i>GAO to include in final report</i>
7.	Land over the levee could be	<i>The River Parklands represent a unique</i>		

Comments made

GAO Response

11. The John St CBD has a number of enduring structural problems. Ubiquitously, intense retail business areas seldom exceed 400 to 600m in length; John St from Hunter to Ryan Ave exceeds this. As well, the retail activity continuity is broken up by hotels, service stations, and now a parking station. These militate against all of John St between Hunter St and Ryan Ave being fully developed into a viable intense 'walking' retail strip

The length of John Street is a concern identified by GAO. In response GAO has identified the need/ strategy for a number of key nodes or activators along the length of the street

12. Pedestrian Activity: To still retain pedestrian friendly freedom of movement for the shoppers in the John St retail strip, the provision of a flush median strip in brick to match the footpaths would assist.

Subject to detail design – beyond the scope of this study

13. Parking: Provision of parking was developed with the objective of "turning motorists into pedestrians" before they hit the John St retail centre, by providing public parking areas off Ryan Ave and off the eastern approach roads. Post the Gowrie Mall development it becomes more important to provide for maximum on-street convenience parking along the John St retail area. Some additional parking spaces can be provided by parking almost right up to the pedestrian crossings, as done in some Sydney retail strips. Concurrently, the William St pedestrian crossing could be made safer for the pedestrians when the traffic is backed-up from the Hunter St lights, by the addition of a central island and 'look left' pavement signage.

Subject to detail design – beyond the scope of this study. Also refer to Councillor and Staff Consultation bullet point 1. [Note: parking spaces right up to pedestrian crossings, while commonplace, may not meet current road design/ safety requirements]

14. Flooding: There should be no requirement that commercial building conform to Residential Flood Heights; this matter should remain a commercial decision. However, new modelling of the movement of flood waters through the town would

Neither the current DCP nor the GAO plans propose that commercial buildings conform to residential floor heights, yet this seems to be what is happening on the ground. Current GAO plans do make provision to ensure a quality public domain with active street fronts is

facilitate informed risk taking.

maintained should there be a commercial decision to build to residential floor heights.

15. Cycleways: The CBD / park cycleway system was built to be extended to the north. As the John St land owners here objected to the cycleway being located on the berm behind the concrete levee, it is necessary to construct this section lower down and in structure, similarly to the NP&WS walkway on the hillside adjoining Lighthouse Rd at Byron Bay.

16. The construction of a second rising main from the Dunolly pumping station to the Whittingham Sewage Treatment Plant could create an opportunity to provide an extension of the cycleway west to Darlington if the main crossed the Hunter at Rose Point Park. The provision of a cycleway deck on a rising main constructed in flat rectangular steel tubing founded on piles and with hand railing retained by shear pins could provide a low cost facility with little impediment to flood flows.

Consistent with current plans. The detail design is beyond the scope of the GAO study.

Compatible with current plans. The detail design is beyond the scope of the GAO study.

Completed Feedback Survey Forms

[Total number of returned forms: IV]

What would make you use the town centre more? What uses and activities do you think are appropriate?

- No answer: |
- Shops + handmade (?)
- If there was more activity e.g. shops that were open on weekends, social meeting points, destination stores & services
- Courtyard/ outdoor venues – sizeable and serviced by food/ café type outlet of all hours
- Residential, commercial, retail
- Car sales yards and tractor outlets are not suitable

GAO Response: responses indicate general agreement with current plans

What type of buildings and heights do you think are appropriate?

- No answer: ||
- Four storeys is great as long as we are confident they can be leased/ sold
- Combined retail, parking, commercial, residential
- No height limitation – the commercial reality will determine

GAO Response: responses indicate general agreement with current plans

Do you agree with restricting John Street to short-term parking, with long-term parking located in larger car parks?

- Volunteer basis
- Shop owners to make rules for their staff
- Chamber to make a NOISE
- Yes (x |||)
- Provided access to rear car parks are available

GAO Response: responses indicate general agreement with current plans

Do you agree that the main focus should be on John Street and do you agree with the places we're focusing on, i.e.

- Baileys Union Park
- Pritchard Park
- Council's car park site/ new community hub
- the River parklands
- John Street

- Yes (x ||)
- Agreed, all great ideas

Do you suggest alternatives?

- No (x |||)
- Focus on rent control for Small Business
- Rear of Bourke's Arcade for park settings
- Train station area

GAO Response: responses indicate general agreement with current plans

How do you imagine the character of Singleton? What would you like the place to look & feel like?

- Continue as is
- ?? Do you know?
- It would be great if it could have more of a personality
- Busy centre – alive in the evenings
- Community centre with activities to attract on weekends – markets, community garden

GAO Response: responses indicate general agreement with current plans

What do you like about the plans presented? What is most important to you for the future?

- Rely on private investment too much
- Does not look at key issues like \$\$. Who pays wants a return
- Great – activity within the town centre to stop people going to Maitland
- Functional building options
- Whole of CBD approach

GAO Response: responses indicate general agreement with current plans. Costs to be investigated as part of next stage – also refer Stakeholder Consultation bullet point 6.

Do you have concerns about the plans presented?

- Focus on streetscape first
- Yes
- No
- The link between planning and action
- Council role in driving change

GAO Response: responses indicate a degree of frustration with the lack of change initiated by Council, including a strong desire to see something happen on the ground in the short term

Would you like to be contacted about future updates? If so, please provide your name and best contact details (phone, email and/ or mail address).

- Mal Newman, m.newman@gio.com.au
- Stephan, nestor@yahoo.com.au (?)
- Ashleigh.johnson@charterhall.com.au M 0409 439 264
- Peter Eason peason@hunterlink.net.au M 0427 712 613

Summary - Key Issues

There is general support for

1. Mixed use and vibrant town centre with longer opening hours
2. A community focus/ hub/ centre/ town square
3. Increased building heights – heritage/ conservation values were not raised as a concern
4. Consensus that change needs to happen
5. Strong community spirit and potential to engage the community and make things happen ('low fruit')

Key concerns relate to

1. Concern about Council's ability to facilitate change: there is the need for something to happen/ change in the short-term, including finalising/ locking in plans to ensure currently available sites do not get locked in/ committed to development prior to finalisation of the plan (also need to get land owners on board). There is concern about relying on private development to initiate change – there seems to also be a reliance/ expectation on Council to initiate change (rather than the business community)
2. Concern about traffic issues and heavy vehicle access (and the preferred route) in particular
3. Need to meet continued high demand for parking
4. Need to identify staging/ priority of works

35. **Draft Singleton Town Centre Master Plan - Public Exhibition**
Author: Mark Ihlein

FILE: 13/0516**Executive Summary**

The purpose of this report is to provide Council with a review of the feedback provided by the community as a result of the public exhibition of the Draft Singleton Town Centre Master Plan. The report also considers the next stage of the process moving forward into a design stage for the physical revitalisation works and at the same time undertaking a review of traffic and parking in and around the Town Centre.

The Council had sought financial support for implementing the Plan through the Federal Governments Regional Development Australia Fund, however this was unsuccessful. More recently a submission was made to seek funding from the NSW Governments Resources for Regions Program and it was hoped that an announcement would be made when the State Budget was released. However while an announcement was not made the Government has provided for \$40 million for this Program with more specific announcements to be made in September 2013. Consequently the future staging of an implementation strategy commensurate with available funding will be crucial in delivering on community expectation.

The Draft Plan was publically exhibited for six(6) weeks and included a shop front presentation over this period together with presentations to the Chamber of Commerce, Singleton Council Heritage Committee; direct mail out to landowners within the core Town Centre area; media releases and interviews.

RECOMMENDED that:

1. Council adopt the Singleton Town Centre Master Plan subject to the following amendments:
 - (a) Delete the concept road closure of Little John St at Gas St, alongside Pritchard Park and maintain on-street parking on the eastern side of Little John St.
 - (b) Delete the concept pedestrian link at 164 John Street, from John St to Ryan Ave.
2. Council seek expressions of interest through an open tender process from suitably qualified consultants to undertake the design development and documentation to construct physical revitalisation works.
3. Council seek expressions of interest from suitably qualified consultants to undertake the singleton Town Centre and Surrounds Access, Traffic and Parking Management study and Plan.
4. The non-capital works initiatives be the subject of a further report to council including an implementation program.

Background

In late 2011, Singleton Council engaged the NSW Government Architect's Office to develop a Master Plan (the Plan) for the Singleton Town Centre.

The aim of the Plan is to facilitate and guide the development and renewal of the Singleton Town Centre to become a vibrant, well connected and sustainable place, consistent with Council's overarching strategic vision and planning. In doing so, the Plan considers a range of issues including urban structure and design, natural systems, streetscape, public spaces, land use and ownership patterns, the social and economic framework, community facilities and services, recreation opportunities, traffic and parking, and community values. The Plan recommends a structure to guide future town centre development, including future land uses and key areas for redevelopment. In doing so, it establishes the vision and future character for the town centre.

Council at its meeting on the 18 March 2013 considered a report which provided an overview of the draft Plan, highlighting key recommended strategies and outcomes. The Council resolved to endorse in principle the draft Singleton Town Centre Master Plan and that it be placed on public exhibition for six (6) weeks commencing April 2013.

A number of media releases were issued and interviews with local media conducted. Fourteen (14) written submissions have been received while one hundred and twenty (120) people visited a shop front display. The feedback provided not only supported the draft Plan but was also very helpful in refining the outcomes. The exhibition period concluded on 24 May 2013.

Project Objectives

The objectives of the Singleton CBD Master Plan are to:

- Recognise and protect the role of the Singleton CBD in the town and the broader region
- Encourage opportunities for economic growth and new businesses within the CBD
- Ensure that the road network and local traffic management and car parking facilities are adequate to service land use activities and facilitate easy access to and within the CBD
- Increase opportunities for town centre residential living specifically exploring appropriate locations for higher densities
- Ensure high quality urban design outcomes for the CBD through the establishment of a planning guidelines and development controls
- Strengthen the association of the CBD with the Hunter River by exploring opportunities to create pedestrian, recreation, retail and outdoor dining activities
- Identify large site consolidation and re-development opportunities within the CBD.
- Protect the character of residential precincts and heritage conservation areas adjoining and within the study area and limit conflicting land use activities
- Recognise the role and function of the George Street precinct and its integration with the CBD and make recommendations regarding future land uses and development within this precinct
- Ensure effective consultation with the key stakeholders throughout the project

Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13

- To prepare an Urban Design Master Plan for the CBD that contributes to the overall vision for Singleton, that is practical and cost effective in its implementation and that is supported by the broader community.

Proposed Revitalisation Principles

A number of principles have been formulated as a result of analysing the town centres strengths, opportunities and constraints. Principles on which revitalisation strategies are based are as follows:

- Manage traffic to better support the town centre
- Improve service and parking access
- Revitalise the main street
- Focus redevelopment on key sites
- Enhance gateways to the town centre
- Enhance public space to activate the public domain
- Capitalise on the amenity of the river setting
- Improve pedestrian connectivity
- Enhance the existing landscape of key streets
- Strengthen and celebrate heritage
- Improve bicycle access

Streetscape Revitalisation Concept Plan

An indicative concept plan for enhancement of John Street, Campbell Street, George Street and York Street, and the surrounding public domain, has been developed and was exhibited as part of the Plan. The aim of the concept is to illustrate the translation of the revitalisation principles into a streetscape design that will realise the Plans objectives. A detailed design and consultation exercise will be undertaken to translate these concepts into deliverable outcomes through an implementation program, including construction of these works. Council will be aware that some significant funding opportunities have arisen which will require this process to be undertaken as soon as practicable. As discussed further below, the majority of community feedback has expressed support for the broader concepts articulated in the draft Concept Plan and a desire for streetscape revitalisation works to commence as soon as practicable.

Key elements of the concept plan are:

- New north-facing Singleton Civic Square, including pedestrian connection to John Street
- New public spaces in the form of pedestrian squares or promenades along Pritchard Park and Baileys Union Park, as well as minor upgrades to Pritchard Park and Baileys Union Park
- Additional pedestrian lanes or linkages for dining and improved connections from John Street long-term car parks and the river parklands
- Kerb extensions at intersections along John Street to calm traffic and provide places for outdoor dining and gathering taking advantage of the north-facing corners provided by Singleton's unique street layout
- Raised pedestrian crossings located with kerb extensions to calm traffic, reduce the width of the road at crossing point and improve connections across the main street and beyond. An extension of Laurel Lane through the vacant land between Laurel

Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13

Lane, Gas Street and John Street, to connect to Gowrie Street and provide a continuous loop linking long term car parks

- Provision of a pedestrian paths for the full length of Laurel Lane, to provide for safe pedestrian access and movement along the lane, and to reduce the potential for conflict with vehicular traffic
- Strategic planting to John Street, George Street and to key east-west links to identify key links, enhance amenity and screen buildings that detract from the heritage character (Campbell, York and Elizabeth Streets).

Proposed Non Capital Works

To activate the town centre a range of non-capital "low hanging fruit" initiatives are proposed which are summarised as follows:

- Develop a Precinct Activation Plan including pop-up shops, making space for creativity and a community based main street program
- Develop and implement a program of events in the town centre which could include markets, movie screenings in the main street, street parties and festivals
- Develop and implement a program of events in the parklands, including movies in the park, carols by candlelight and community riverbank picnic linked in with place making
- A Public Art Strategy which may involve temporary and permanent art works and installations that should be curated to produce an integrated result that reflects the character of Singleton.
- Enhance the street furnishing by the use of moveable furniture in public spaces, flowers or edible art, bicycle exchange points and wi-fi hot spots to encourage community gathering focal points.

These initiatives will be carried out through Councils internal processes and will require coordination and development of an implementation program linked in with Town Centre Place Making. This program should also include economic development initiatives which promote the Plans broader objectives and outcomes, particularly in relation to complimentary land and business development opportunities.

Indicative Staging Program

The exhibited draft Plan proposed a staging program which focused on the following priorities:

1. Develop and implement a program of events and non-capital works as described as outlined above
2. Streetscape works along John and Campbell Streets including traffic calming, footpath widening, street trees, pedestrian crossings and furniture.
3. Installation of bicycle lanes and racks * (staged implementation possible)
4. Strategic planting in Elizabeth Street (staged implementation possible)
5. Strategic planting in York Street (staged implementation possible)
6. Strategic planting along George Street (staged implementation possible)

SINGLETON COUNCIL**Meeting of Singleton Council - 15 July 2013***Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13*

7. Destinational playground in the Hunter River parklands
8. Road and lane closures at John Street adjoining Pritchard Park and Annes Lane
9. Local park upgrades
10. Hunter River promenade extension to full length of the levy
11. New Civic Square and Community Services Building
12. Mixed-use building on Council land on the corner of William and Bathurst Street
13. New pedestrian promenade on the north-eastern side of Baileys Union Park
14. Extension and upgrade of Laurel Lane to provide footpath * (staged implementation of footpath possible)
15. Mixed-use building on Council land along Pitt Street

The community feedback received during the exhibition period supported the proposed staging program. The extent to which these priorities are delivered will depend upon the funds available.

Exhibition and Consultation Feedback

An engagement and consultation strategy was implemented which included the following:

- Preparation of exhibition material for a shop front display in the Grail Building in John Street.
- Use of the internet to promote the project including promotional notices on the Argus web site and the full exhibition material on Councils web site.
- A schedule of drop-in/briefing/feedback opportunities for the community to view the draft Plan and discuss its features with staff and provide feedback
- Organised briefings of stakeholders such as the Chamber of Commerce
- Formal media notification of the exhibition and feedback opportunities
- A number of interviews and media releases to the Argus newspaper

Written Feedback

Fourteen written submissions were received and the following is a summary of the issues raised and together with officer comments where appropriate. The full submissions are appended to this report at **Attachment 1**.

1. Rebecca & Craig Williams**Issues**

- Raise concerns regarding a number traffic congestion matters around the Elizabeth Street area and the school – particularly during the afternoon peak time.
- Question the use of parking areas for community events.

SINGLETON COUNCIL**Meeting of Singleton Council - 15 July 2013***Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13*

- Ensure parking enforcement is carried in such manner so as to not impact on business owners.
- Do not support the use of landscaping to screen some buildings and highlight others.
- Support the prospect of improved bicycle access to and around the Town Centre.
- Concerned the Draft Plan places too much emphasis on Elizabeth as a main thoroughfare between George and John St.
- The Draft Plan proposes an increase in resident and business growth whilst reducing the availability of car parking.
- Support the proposed higher density residential living outcomes.

Comment:

The issues raised in respect of traffic and parking will be further considered in the Traffic and Parking Management Study and Plan (TPMP). There is not an intention to emphasise Elizabeth Street as a main thoroughfare, rather it is acknowledged this area requires further investigation from a traffic management perspective. The maintenance of the existing supply of parking is a principle of any future redevelopment opportunities in the Town Centre.

2. Riley Small and Laura Harkins**Issues**

- Traffic management issues around the northern end of John St, across Campbell St, Bourke to George St and support the need for a bypass
- Support the proposed mixed use precinct and associated revitalisation works around Baileys Union Park
- Believe the River is an underutilised resource and support the Plans strategy to connect the Town Centre to the River
- Support the revitalisation of John St.

Comment:

The traffic issues raised are acknowledged and will be further investigated through the TPMP.

3. William Thompson – Singleton Chicken Spot**Issues**

Concerned to ensure no parking is lost as a result of implementing the Plan, particularly on John St and retaining John St as two-way.

- The potential closure of Little John St near Gas St alongside Pritchard Park is not supported.
- Suggests the best way to calm traffic in John St would be to reduce the speed limit to 40kph with traffic lights installed at the intersection of York and John St

SINGLETON COUNCIL**Meeting of Singleton Council - 15 July 2013***Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13*

- Would prefer an upgrade of the existing footpaths in John St rather than the revitalisation concepts in the Plan which would result in the loss of parking and traffic flow on John St
- Believes trees are high maintenance
- Requests a trial narrowing of John St first.

Comment

The detailed design for physical streetscape improvements is not intended to remove significant on street parking. However some minimal on street parking may be lost to accommodate the streetscape work. As discussed further on in this report, the concept closure of Little John Street should be removed from the plan. Traffic signal installation will be the subject of investigation in the TPMP.

4. Singleton Chamber of Commerce*Issues*

- Support the plan "and believe that it will do a great deal towards re-invigorating our Town Centre, making it a place where residents and visitors will want to meet, improving the flow of both pedestrians and traffic and modernising the look and feel of the centre to encourage new businesses to come."
- Endorse the concept of designated long, medium and short term parking areas and the need to carry parking enforcement and improve way finding signage
- Support increasing residential living opportunities
- The concept revitalisation plan for John St is supported but cautions the use of raised pedestrian crossings when reducing the speed limit to 40kph together with blisters on appropriate corners would calm traffic
- Improving pedestrian connectivity through the Centre and to the River is supported.
- Balance preservation of old buildings with new development
- Applaud the community hub concept on the William St car park
- The potential closure of Little John St near Gas St alongside Pritchard Park is problematic
- Suggest the first stage of the revitalisation work focus on the area Hunter St and York St.

Comment

The traffic and parking related issues will be considered during the design development phase.

5. Two More Trains for Singleton*Issues*

- It does not appear that pedestrian and public transport usage has been reviewed

SINGLETON COUNCIL**Meeting of Singleton Council - 15 July 2013***Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13*

- The need for pedestrian and land use links between the main street and Singleton railway station has not been considered, and desirable locations for bus stops or cycle facilities ignored
- The plan should discuss and review climatic considerations
- A signalised intersection is more appropriate than a roundabout at the York St/John St intersection.

Comment

The Plan recognises the need for improved cycle and pedestrian connectivity. The detail of desirable locations for bus stops and cycle facilities will be considered by the TPMP during the design development phase.

6. Mrs Judith Hobson*Issues*

- Does not support the Plan
- Concerned the Plan will result in a loss of parking
- The provision of shade in existing parking areas should be the priority
- The potential closure of Little John St is not supported as it will impact on the Motorcycle business and the flow of traffic
- John St appearance would be enhanced by seeking uniformity in shop awnings.

Comment

It is not the intention in implementing the plan that parking would be lost. As discussed it is agreed the concept closure of Little John Street should not proceed. Improved urban design outcomes are strongly supported and specific guidelines are proposed to be developed, to address awning design and shade in the public domain.

7. Audrey Kennedy*Issues*

- Opposes the Plan as a superficial remodelling exercise
- The cost of the Plan is too high – rate payers should not bear the costs
- The Plan does not address traffic flow in John St
- Appears to support parking enforcement and is concerned the community services hub would reduce parking available
- Believes the Town's climate is not conducive to alfresco dining
- The footpaths are not of sufficient width to support street trees

Comment

The cost of implementing the Plan is approximately \$11 million. Council is seeking external funding to bring the plan to fruition and is not seeking rate payer funding. The issues raised can be resolved through good design and effective implementation.

SINGLETON COUNCIL*Meeting of Singleton Council - 15 July 2013**Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13***8. John Gould****Issues**

- Supports the Plan
- The most critical factor is improving access to the Town Centre, particularly the congested intersection at John St and Campbell St

Comment

It is acknowledged that the adequacy of the intersection of John Street and Campbell Street requires further investigation which is proposed to be carried out.

9. Patty Hungerford**Issues**

- Supports the Plan and it should be commenced as soon as possible
- Parking enforcement is supported to free up parking
- The traffic speed on John St could be reduced to 40kph
- More disabled parking spaces could be provided within the Town Centre
- Traffic on York St is problematic and consideration should be given to no parking from John St to Church St during business hours
- CTV cameras could assist in moderating unruly behaviour in the Town Centre.

Comment

All of the issues raised will be further considered during the Design Development phase of the project.

10. Norm MacPherson**Issues**

- Congratulates the Councils on the vision
- Support the urban design principle of a shared raised podium which would increase accessibility to businesses
- The Plan provides an opportunity to seek better accessibility around the Town Centre
- Is available for further consultation during the detailed design phase.

Comment

The Design Development and Documentation phase will involve a consultative process where Mr MacPherson's involvement would be welcomed.

11. John Henderson**SINGLETON COUNCIL***Meeting of Singleton Council - 15 July 2013**Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13***Issues**

- Supports the Plan
- Consideration be given to John St being one way
- Improve the town entrances.

Comment

The direction of traffic flow on John Street at present is not proposed to be altered. However, it will be an option considered in the development of the Traffic Management and Parking Plan. The need to improve the presentation of Singleton's entrances is an acknowledged existing priority. Discussions have been held with NSW Roads and Maritime Services, who own the road verges, regarding improved presentation and maintenance outcomes.

12. Kelsie Dunn**Issues**

- Supports the Plan
- Request that the Plan improves the whole of John St and not stop at William St.

Comment

The design development phase will include the entire concept streetscape works. The extent to which these works are able to be implemented will depend on the available funding.

13. IS & GJ Oxford – Singleton Motorcycles**Issues**

- Object to the Plan
- Consider the potential closure of Little John St near Gas St, alongside Pritchard Park, to be detrimental to their business taking away access and parking. The narrowing of John St with kerb blisters will restrict traffic flow and parking. John St needs to be widened
- The use of Laurel Lane for through traffic is not supported
- Existing footpaths are not level and are not conducive to footpath dining.

Comment

While the proposed concept closure of Little John Street near Gas Street would bring benefits to the usability and presentation of Pritchard Park it is agreed there is a potential negative impact on this business. Consequently it is recommended this concept closure be deleted from the Plan.

The use of Laurel Lane for through traffic is a concept which requires further consideration in the context of the overall traffic management within the Town Centre. Some sections of the footpath network are uneven, however there are sections where the footpath could be

SINGLETON COUNCIL*Meeting of Singleton Council - 15 July 2013*

Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13 rebuilt to provide for outdoor dining. This issue will be considered during the Design Development phase.

14. Brandt Leewenburg**Issues**

- Supports the Plan.
- Strongly supports a roundabout at the John St/York St intersection; additional pedestrian crossings on John St; and general face lift.
- Considers the extension of Gowrie St through to Laurel Lane as unnecessary.

Comment

The concept extension of Gowrie Street through to Laurel Lane will be reviewed as part of the Traffic and Parking Management Plan.

Shop Front Display Feedback

The draft Plan was displayed in the Grail Building for six weeks between 12pm and 2pm on Thursday and Fridays and between 10am and 12noon on Saturdays. The Director Planning and Sustainable Environment attended the significant majority of these sessions and was able to personally discuss the draft Plan with many members of the community which was well received. It provided an opportunity to receive feedback and discuss issues in a relaxed environment.

120 people attended the display over the period with the overwhelming response being very positive and acknowledging the need to improve the amenity of the Town Centre. The majority feedback indicated that improvements were needed as soon as possible. The following is a summary of the issues raised and discussions held with the Director in respect of each matter:

- The Concept Streetscape Revitalisation Plan generally received positive feedback and an understanding that the detail will need to be developed through the design development stage. The potential loss of on street parking was a common theme, however it was explained that whilst there is not an intention to remove on street parking there may be some spaces lost as a result of seeking to implement the streetscape works. Any loss of parking will likely be off-set by alternative parking strategies, to be explored in the forthcoming Access, Traffic and Parking Study.
- The availability and ongoing management of parking within the Town Centre were consistently raised. Many people were of the view parking times should be enforced, however this should be approached from an information/educational perspective in the first instance, then following into some lower level of enforcement. Parking availability was raised and discussed in terms of the present situation where the construction activity associated with the Gowrie Mall redevelopment is located on a parking area. Once completed, at the end of August 2013, this parking will be available again which comprises approximately 100 spaces. Additionally the completed Gowrie Mall will result in a significant additional supply of parking within the Town Centre.

SINGLETON COUNCIL*Meeting of Singleton Council - 15 July 2013*

Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13

- Local residents who live in close proximity to the Town Centre expressed concern regarding the impact of long day parking in residential streets and how this restricts their parking and access opportunities. It was suggested Council investigate the benefits of a resident parking scheme. This will be considered as part of the TPMP together with an appropriate level of parking enforcement.
- The management of traffic in and around the Town Centre was consistently raised in relation to heavy vehicles and a number of views were expressed that traffic on John St should be slowed either by reducing the speed limit to 40kph and/or the introduction of traffic calming through raised pedestrian crossings in combination with kerb blisters extending out to the edge of the traffic lanes in appropriate areas. The loss of on street parking as a potential consequence of any such work was also raised. These issues will need to be address during the detailed design phase of the revitalisation works in combination with the further TPMP process.
- A number of concerns were raised regarding the narrowness of York St and its capacity to continue to be an access into the Town Centre as well as the concept roundabout at its intersection with John St. This issue is understood and will be considered in the TPMP process
- In addition to the written submissions a number of comments were made in relation to the management of traffic and parking in the vicinity of the Hunter Street School and the perception that no improvements have been made to this situation, a concern consistently raised by the community.
- The proposed concept to close off Little John St at Gas St alongside Pritchard Park drew a number of comments not supporting the closure. The specific issues raised included the consequential diversion of hotel related traffic through residential streets and the adverse impact on the Singleton Motorcycles business through restricting vehicular access and loss of on-street parking. The issues raised are significant and it is recommended that the closure be deleted from the finalised Master Plan.
- The implementation of a consistent landscape theme throughout the Town Centre was supported and a number of people commented on the need to ensure the appropriateness of chosen species in relation to ongoing maintenance and climatic considerations. This will be addressed during the detailed design phase of the project
- The owners of premises at 164 John St, while supportive of the overall Master Plan principles, identified that the concept plans indicate a pedestrian link from John St to Ryan Ave which would traverse through an existing toilet block. This element of the Plan should be revised and the pathway deleted from the concept plans, or relocated if practical.
- The urban design and landscaped themed approaches to the Town Centre from the Pritchard Park and Baileys Union Park precincts were supported as well as from Campbell St and York St. Concern was expressed regarding the approach to the Town from all directions needing to be maintained and that consistent entrance signage is lacking. These issues should be addressed during the detailed design phase and in scoping the ultimate extent of works to be undertaken within the available budget.
- Support was expressed for promoting higher density residential living opportunities and the prospect of taller buildings in the Town Centre. A number of comments were

Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13

made that any development should not detract from the towns existing character. A recommended outcome of the draft Plan is the development of appropriate urban design guideline to address the character issue.

- The principles of improved pedestrian bicycle connectivity within the Town Centre and to the Hunter River were commended. Activation of the open space area behind Ryan Ave to the River was regarded as a significant opportunity. In the same discussion the underlying principle of improving the overall amenity of the Town Centre was understood and supported as it will attract families to town not only for shopping and business opportunities, but also for special events and improved dining options.
- The majority of comments reflected the need to reduce traffic congestion throughout all of Singleton and in the long term supported the imperative for a bypass.

Draft Recreation Needs Study

The consultants, Ross Planning, who prepared the Draft Recreation Needs Study have reviewed the Draft Town Centre Plan from a recreation needs perspective and make the following comments:

Baileys Union Park & Pritchard Park.

The Master Plan needs to acknowledge the existing designation and limitations of these two parks. The parks are Amenity Parks whose role and function within the network are limited by their size and subsequently the activity and embellishments that can take place.

The provision of barbecues and playground within these parks is inconsistent with the amenity classification. Given the intent of the master plan to attract people to the river parklands of Rose Point and James Cook Parks, this infrastructure is best directed there (i.e. use of the existing all-abilities playground, and further development of the barbecue and picnic areas).

Enhancement of the amenity within the Parks will encourage further informal use including small social gatherings between workers.

The proposed gateway status of the parks is supported however their re-development needs to be planned with consideration to the above.

Parklands along the Hunter River

James Cook and Rose Point Parks form one of Council's few regional level sporting facilities. This use is an important community function which needs to be protected from other, in-consistent uses.

In addition to the sporting function, the Rose Point Park has an existing master plan for the (finalisation) of the development of the all-abilities playground. This playground is also one of council's few regional level recreation facilities. Council and the community (mines?) have recently invested in the development of the all-abilities playground. This park does not warrant an additional destination playground at the northern end of the site.

Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13

A comprehensive and targeted consultation process was undertaken with the sport and recreation clubs of Singleton including James Cook and Rose Point Parks as part of the Open Space and Recreation Needs Study. The Study provides a list of recommendations in regards to further improving the facilities for clubs at these two parks.

Outside of the all-abilities playground master plan, recommendations for sporting clubs within the Open Space and Recreation Needs Study, a community garden and further development of 'Singleton Beach', there is little need for additional infrastructure within James Cook and Rose Point Parks.

Potential New Destination Playground Adjacent to the Town Centre

The development of another destination playground at James Cook Park is not supported.

The population and available resources does not allow for the development of a second facility within the same park.

The all-abilities playground already provides a destination for the community to recreate and interact.

The addition of the pedestrian promenade along the levee will only further increase the community's awareness and accessibility of the all-abilities park and Singleton Beach.

Comment

These comments will need to be taken into consideration when undertaking the detailed design development work for the embellishment of Baileys Union Park and Pritchard Park. The embellishment of the parkland adjacent to the levee alongside Ryan Ave has not been costed at this time and is not proposed as part of the initial physical revitalisation works. This element will require further consideration through the development of a specific master plan for the entire Rose Point Parklands and should be retained in the Plan.

The comments regarding the potential provision of barbeques and local playgrounds in Baileys Union Park and Pritchard Park are not supported as they are inconsistent with community feedback for an improved amenity for families within the town centre area.

Additional Work

The draft Plan highlights the need to undertake the following studies and investigations;

Singleton Town Centre & Surrounds Traffic and Parking Management Study and Plan.

Due to the complexity of the traffic, access and parking issues, it was impractical to expect a solution through the Town Centre Master Plan process and by looking at the study area in isolation. Council has committed funds to undertake a Traffic, Access and Parking Management Study and Plan. The plan would review the recommended outcomes of the Singleton Town Centre Traffic and Parking Strategy Investigation Report considered by council in February 2010 to consider a range of options, undertake modelling and consult with key stakeholders to develop integrated traffic, parking and access solutions for the whole town of Singleton. The plan would provide more detailed recommendations to complement the Master Plan concepts identified in this report, including options for one-

SINGLETON COUNCIL**Meeting of Singleton Council - 15 July 2013**

Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13
way streets, accommodating and managing parking demand, road closures and preferred heavy vehicle access routes and potential bypass route impacts.

It is critically important to ensure the concept revitalisation works and programs are translated into detailed designs that fit within a strategic traffic and parking context. The Study and Plan will inform the detailed design work.

A draft project brief has been prepared and it is proposed to seek expressions of interest from selected specialist consultants as soon as possible as the outcomes of this work will inform the design development process. A budget has been provided for the project.

Council at its meeting on the 18 March 2013 was provided with an overview of progress to date in relation to the sixteen (16) resolved outcomes of the Report, made in February 2010.

This information is reproduced below for Councils information.

1. No vehicle restriction of Kelso Street, Munro Lane, Munro Street, John Street and Ryan Avenue be instigated due to the need of heavy vehicles requiring to access these streets and streets off those streets.

Status

Investigations are being carried in relation to implementing a Local Area Traffic Management Scheme.

2. Kelso Street to be widened between Edward and Bathurst Streets in accordance with the Urban Road Improvement Program and Developer Contributions Improvement Program to improve the amenity of the existing residents and to enhance safety for the travelling public.

Status

Project planning and implementation is underway.

3. Council continue to investigate the need for a light traffic thorough-a-fare for Hunter Street and associated streets.

Status

This issue requires an independent traffic assessment and it is proposed to include it in the scope of works for the additional Traffic Study.

4. No vehicle restriction of Campbell Street, John Street (Hunter to Queen Streets), Queen Street and Ryan Avenue be instigated due to the need of heavy vehicles requiring to access these streets and streets off those streets.

Status

Restrictions have not been implemented as per the resolution.

SINGLETON COUNCIL**Meeting of Singleton Council - 15 July 2013**

Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13
5. Dunolly – Bridgman Road Route Option to be adopted as the eventual alternative route between Singleton Heights and the Town Centre.

Status

This has been implemented.

6. When the Dunolly – Bridgman Road Route Option Alternate becomes operational and when Dunolly Road, Bridgman Road and LATM Schemes are constructed, then the RTA be requested to reclassify the route as Regional Road.

Status

A request has been made which is being followed up with the Newcastle RMS office.

7. When the Dunolly – Bridgman Road Route Option Alternate becomes operational and when Dunolly Road, Bridgman Road and LATM Schemes are constructed, the RTA is to be requested to change the status of Newton Street to a local road.

Status

Request has been made which is being followed up with the Newcastle RMS office.

8. A further study be undertaken subject to funding, the planning considerations for the rear laneways to be improved where possible to improve connectivity between car parking areas with businesses (both pedestrian links and road width).

Status

This has been considered in draft Plan.

9. Council receive a further report on the proposed Bathurst Street (William to York Streets) widening.

Status

This issue requires an independent traffic assessment and is proposed to be included in the scope of works for the additional Traffic Study.

10. Further investigation be instigated on the use of amber flashing warning lights or other technologies at the Elizabeth Street/John Street Intersection to improve egress of buses in the pm.

Status

This will be considered in the further Traffic Study.

11. Council receive a further report on CBD Parking Strategy and cost of provision of car parking.

Status

This is considered in the draft Plan.

SINGLETON COUNCIL**Meeting of Singleton Council - 15 July 2013****Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13**

12. Council receive a further report on the instigation of parking enforcement.

Status

A further report will be forthcoming as an outcome of the draft Plan.

13. Council receive a further report on parking restriction implementation and programming to ensure enhanced traffic flow in George Street.

Status

A further report will be forthcoming as an outcome of the draft Plan.

14. The following changes to right turn and other restrictions be implemented:

- Lift restriction to Burns Lane from John Street; and
- Lift restriction to Castlereagh Street from John Street.

Status

This is being progress through to the Traffic Committee.

16. A review be undertaken in regard to the level and location of signage to enhance the existing turning restrictions and awareness of pedestrian crossings.

Status

Not undertaken at this time.

17. Council receive a further report on the implementation of a way finding sign scheme.

Status

This is considered in the draft Plan is regarding as a matter requiring urgent attention.

Heritage Conservation Urban Design Guidelines

The development and implementation of detailed urban design guidelines is identified as a high priority, when considering the potentially large numbers of additional dwellings to be accommodated in the Town Centre to meet the population pressures associated with economic growth. Assessment of individual heritage items significance also requires consideration, for the purposes of a Singleton heritage database that can further inform and guide development of and near heritage items. This should also involve a review of listed heritage buildings to ensure that all important buildings are listed. This project has been discussed with the Heritage Advisory Committee, a key stakeholder and advisor in the development of the guidelines. These guidelines would form part on a new element to the Singleton Development Control Plan specifically for the Town Centre.

Development Design and Assessment Guidelines**SINGLETON COUNCIL****Meeting of Singleton Council - 15 July 2013****Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13**

While the current DCP makes allowance for greater heights and densities for developments on the basis of 'exceptional design quality', no guidelines exist to clarify what constitutes 'exceptional design quality'. There is a need to address this gap in order to provide a transparent, rational and concise framework and basis against which developments can be assessed. Given the recommendations made by the Plan, it would be timely to consider this issue as part of a holistic framework to guide urban design, in the aforementioned element of the DCP.

Design Development and Documentation

The potential scope of the design development and documentation work will necessitate Council undertaking an open tender process in accordance with Council's adopted Procurement Policy.

A draft Tender Project Brief has been prepared for the Capital Works Stage 1 – Streetscape Upgrade Works Detailed Design and Specification. It is proposed to undertake the tender process as soon as practicable so the work is able to be completed to enable construction to commence as close as possible to April 2014.

The project deliverables in respect to the detailed design are as follows:

- Street upgrade works in John Street, Campbell Street, George Street and York Street, and surrounding public domain, consistent with the conceptual designs presented in the Singleton Town Centre Master Plan, prepared by the NSW Government Architect's Office;
- Considers and enables access to and development of land which fronts or relies on its access from these streets, to achieve the relevant concepts, design principles, outcomes and other relevant matters as expressed in the Singleton Town Centre Master Plan;
- Appreciates and accommodates the design context of the works, in that John and Campbell Streets are key places and links in Singleton's public domain and movement network, noting streetscape upgrades are recommended for other links and elements of this domain and network; and
- Implements the findings and recommendations of the Singleton Town Centre Access Parking and Traffic Management Plan, to be carried out concurrently with this project.
- The designs and specification must be completed to enable Council to go to tender for construction to commence in April 2014.
- Includes a consultation strategy that aims to actively engage the Council and key stakeholders in the design process, eventually leading to construction of the works. A sense of 'ownership' by stakeholders of the design process outcomes is a key aim of the engagement process.
- Key consultations including but not limited to regular briefings and workshops with the Project Control Group, Councillors and the Singleton Chamber of Commerce.
- It is vital that the consultation process recognises Council's desire to commence works rapidly, to capitalise on the community's enthusiasm for master plan implementation and the momentum established in the process of engagement during the master plan's preparation.

Financial Implications

Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13

As previously reported to Council once the draft Plan is finalised it would be proposed to commence the detailed design of the revitalisation work from which the staging and prioritisation of the revitalisation works could take place. This is regarded as a critical component of the process given the limited funds available at this time but also placing Council in a position to capitalise on funding opportunities as they arise. The objective would be to deliver a staged level of works commensurate with the available budget and having regard to council and community expectations.

A cost plan has been prepared which provides indicative cost estimates for the Concept Streetscape Revitalisation Plan. Based on the concepts proposed in the draft Plan, the estimated total cost to deliver the revitalisation works is approximately \$11 million. This would deliver the streetscape and potential associated traffic management upgrades predominantly consistent with the exhibited concept plan focusing on improvements to John Street, Campbell Street, George Street and York Street as well as the amenity upgrades to Baileys Union Park and Pritchard Park.

There is an allocated budget of \$2,220,000.00 to draw upon for the detailed design and documentation and the traffic and parking study and plan. Subject to the detailed design it is anticipated there would be sufficient funds available to commence some physical streetscape improvement works, however additional funding is required to deliver the remainder of the master plan.

Financial support for implementing the Plan had been sought through the Federal Governments Regional Development Australia Fund, however this was not successful. More recently a submission was made to seek funding from the NSW Governments Resources for Regions Program and it was hoped that an announcement would be made when the State Budget was released. Although a specific announcement was not made the Government has provided \$40 million in this Program and it is understood more specific announcements are to be made in September 2013. Consequently the future staging of an implementation strategy commensurate with available funding will be crucial to achieving Council's aim, to meet the community's expectation for an improved Town Centre.

Community Strategic Plan

The revitalisation of the Singleton Town Centre is one of the significant priorities identified in the Community Strategic Plan.

The Singleton Community Strategic Plan identifies the needs and aspirations of our community including creating a sense of place, community spaces, reduction in congestion and traffic, town centre CBD redevelopment, café precincts and diversification of the economy. To enable Singleton to respond to these needs, significant infrastructure development is necessary to address the issues and ensure the long-term sustainability of Singleton as a community. Adoption and implementation of the Town Centre Master Plan will realise these aspirations

Delivery Program/Operational Plan

Finalisation of the Singleton Town Centre Master Plan, subsequent design development, commencement of place making (non-capital) programs and construction of revitalisation works are identified for 2013 – 2014.

Planning and Sustainable Environment Report (Items Requiring Decision) - DP&SE35/13**Council Policy/Legislation**

The outcomes of the Traffic and Parking Study and Plan will necessitate the development of policies and procedures in relation to the management of parking within the town centre.

Specific Urban Design Guidelines are to be developed for the Town Centre which would be incorporated into an element of the Singleton Development Control Plan. The soon to be published new Singleton Local Environmental Plan provides for appropriate land use zones to facilitate residential and accommodation objectives of the Plan.

Consultation/Social Implications

The report describes the consultation process undertaken.

The revitalisation project will improve the amenity of Singleton as a hub for business and services, providing a place for residents, workers and visitors to meet, interact and engage. The project will facilitate additional retail options, enable new community spaces close to services, calm traffic flow to encourage pedestrian movement and improve the overall connectivity of community and business. The diversification of local industry that will be drawn to the revitalised town centre will enable Singleton to attract a range of employment options to provide residents with further opportunity to participate in the local economy.

Enhanced community facilities will generate social inclusion for families and younger people which represent higher proportions of Singletons demographic profile. Additionally, improved connectivity within the town centre and to the river foreshore will create an integrated town experience for residents and tourists.

Environmental Consideration

A more pedestrian friendly and better connected town centre with an increased resident population are proven the world over as means to reduce travel demand and create a livelier, safer, more inclusive and culturally distinctive place.

Risk Implications

A Project Plan incorporating a Risk Plan will be developed for the design development and implementation phase.

Options

Council could resolve to not support endorsing the Master Plan, however this would be inconsistent with the community expectations and previously expressed Council priorities. Having regard to the extent of community support and benefits a revitalised town centre will bring to Singleton, adopting the plan is recommended.

Conclusions

The draft Plan as presented to Council is a significant strategic document providing a blue print for revitalising the Singleton Town Centre and its longer term sustainability. The adopted Community Strategic Plan and Delivery Plan identify this as a significant project.

Community feedback and support for the Plan is crucial in realising the revitalisation outcomes needed to support the long term sustainability of the town centre.

It is recommended the draft Singleton Town Centre Master Plan be formally adopted subject to the amendments described in the report.

Attachments

AT-1 Submissions - Draft Town Centre Master Plan - attachment to report to Council 15/7/2013

**Mark Ihlein**

Director Planning and Sustainable Environment Group

APPENDIX E

SINGLETON TOWN CENTRE INFRASTRUCTURE COSTING

PROJECT SUMMARY



Project: SINGLETON TOWN CENTRE MASTER PLAN	Details: Singleton Town Centre Master Plan_Indicative Cost
Building: SINGLETON TOWN CENTRE MASTER PLAN	

Item	Description	Quantity	Unit	Rate	Total
	SINGLETON TOWN CENTRE INFRASTRUCTURE COSTING				
	INDICATIVE COST - REVISION 2				
1	November 2012 - BPI(EBA)/152 - 172.4F				
2	STREET SCAPE UPGRADES				5,980,286
3	EXISTING PARK UPGRADES				213,136
4	NEW PUBLIC SPACES				1,484,672
5	COMMUNITY SERVICES CENTRE				4,849,987
6	COUNCIL CAR PARK BUILDING DEVELOPMENTS				15,492,960
7	CAR PARK UPGRADES				incl
8	LOCALITY ALLOWANCE - 7.5%				2,101,578
9	ALLOW FOR TRAFFIC & PEDESTRIAN MANAGEMENT - 3.5%				1,054,292
10	DESIGN CONTINGENCY - 15%				4,676,537
11	CONTRACT CONTINGENCY -10%				3,585,345
	Subtotal				39,438,792
12	COST ESCALATION TO DECEMBER 2013 -BPI(EBA)/152 - 177.7F				1,212,445
	TOTAL INFRASTRUCTURE COST EXCLUDING GST				40,651,237
13	GST - 10%				4,065,124
	TOTAL INFRASTRUCTURE COST INCLUDING GST				44,716,361
	EXCLUSIONS				
14	Professional fees				
15	Site remediation/ contaminated soil removal				
16	Traffic signal alterations				
17	Services diversions				
18	Services augmentation				
19	Council costs & expenses				
20	Staging				
21	Communications relocation				
22	Loss of commercial business				
23	Out of hours work				
24	Landscaping maintenance				
25	OHS/BCA				
26	Irrigation system				

Total 44,716,361

PROJECT SUMMARY



Project: SINGLETON TOWN CENTRE MASTER PLAN	Details: Singleton Town Centre Master Plan_Indicative Cost
Building: SINGLETON TOWN CENTRE MASTER PLAN	

Item	Description	Quantity	Unit	Rate	Total
27	Flood management				
28	Land acquisition costs				
29	BASIS OF ESTIMATE:				
30	Concept plans received on 18.10.12 & 24.10.12				
31	Scope of works received on 18.10.12 ,24.10.12, 27.11.12				
32	PREPARED BY:				
33	QS SERVICES -PW				

DRAFT

Total 0

ELEMENTAL SUMMARY



Project: SINGLETON TOWN CENTRE MASTER PLAN	Details: Singleton Town Centre Master Plan_Indicative Cost
Building: SINGLETON TOWN CENTRE MASTER PLAN	

Item	Description	Quantity	Unit	Rate	Subtotal
------	-------------	----------	------	------	----------

1 STREET SCAPE UPGRADES

	John Street - main street	1,200m			4,762,200
1.1	Including tree planting, raised pedestrian crossings, grates, ramps, kerb & gutter realignment for footpath widening at crossings & intersections, new footpath paving, lifting & relaying all existing brick footpath paving, car space line marking, street furniture (seating), parking and statutory signage, new roundabout, service pit adjustments & new lids				
	Pedestrian Lanes				264,790
1.2	including link from community services building to main street and including closure of one existing traffic lane (Annes Lane) to traffic and transformation to pedestrian only lane/ plaza				
1.3	Including tree planting, new paving, street furniture (seating), bike racks				
	New England Highway	390m			76,160
1.4	Allow for street tree planting to existing verges on both sides - assume average 12m spacing. No changes to existing road, kerbs or services required				
	Traffic lane upgrades	208m			84,974
1.5	Laurel lane: allow for provision of 1.8m footpath for full length of the lane				
	Footpath upgrades beyond John Street			incl	
	Hunter Street	545m			107,722
1.6	Street tree planting to existing verges				
1.7	Painted bicycle lanes				
	York Street	1,280m			247,654
1.8	Street tree planting to existing verges				
1.9	Painted bicycle lanes				
	Campbell Street				431,743
1.10	Street tree planting, signature paving to footpath on both sides, kerb & gutter realignment, new parking lane, grates, ramps, allowance for services adjustments				
	Bourke Street	900m			5,042
1.11	Painted bicycle lanes. Signposting				

Total

CostX
29/11/2012 11:08:43 AM

Department of Finance & Services
NSW Public Works - Q.S. Services

Page 1 of 5

ELEMENTAL SUMMARY



Project: SINGLETON TOWN CENTRE MASTER PLAN	Details: Singleton Town Centre Master Plan_Indicative Cost
Building: SINGLETON TOWN CENTRE MASTER PLAN	

Item	Description	Quantity	Unit	Rate	Subtotal
------	-------------	----------	------	------	----------

2 EXISTING PARK UPGRADES

	Baileys Union Park	3,271	m2		179,536
2.1	Tree planting, garden beds, neighbourhood playground, BBQ area, seating, tables, lighting, small sculpture or feature element, provision for power, bike racks, bubbler				
	Pritchard Park	1,520	m2		33,600

2.2 Tree planting, garden beds

DRAFT

Total

CostX
29/11/2012 11:08:43 AM

Department of Finance & Services
NSW Public Works - Q.S. Services

Page 2 of 5

ELEMENTAL SUMMARY



Project: SINGLETON TOWN CENTRE MASTER PLAN	Details: Singleton Town Centre Master Plan_Indicative Cost
Building: SINGLETON TOWN CENTRE MASTER PLAN	

Item	Description	Quantity	Unit	Rate	Subtotal
3 NEW PUBLIC SPACES					
	Pritchard Park Pedestrian Plaza/ Promenade	1,500 m2			492,240
3.1	Tree planting , paving , provision for power , bike racks, bubbler, community art or interactive sculpture, in-ground umbrellas, seating elements				
	Baileys Union Park Pedestrian Promenade	1,300 m2			411,040
3.2	Tree planting , paving				
	New multi-purpose Town Square	945m2			581,392
3.3	Tree planting , water play feature and sculptural ,play element, pedestrian paving, seating elements, provision for power , bike racks, bubbler				

DRAFT

Total

CostX
29/11/2012 11:08:43 AM

Department of Finance & Services
NSW Public Works - Q.S. Services

Page 3 of 5

ELEMENTAL SUMMARY



Project: SINGLETON TOWN CENTRE MASTER PLAN	Details: Singleton Town Centre Master Plan_Indicative Cost
Building: SINGLETON TOWN CENTRE MASTER PLAN	

Item	Description	Quantity	Unit	Rate	Subtotal
------	-------------	----------	------	------	----------

4 COMMUNITY SERVICES CENTRE

	New building - assume 2 storeys + semi - basement carpark				4,849,987
4.1	Building to host a range of Council and other community service providers with shared foyer, admin and similar facilities. Incorporating community facilities such as small multi-purpose rooms . Incorporating café. Public foyer plus staff only access from rear car park				

DRAFT

Total

CostX
29/11/2012 11:08:43 AM

Department of Finance & Services
NSW Public Works - Q.S. Services

Page 4 of 5

ELEMENTAL SUMMARY



Project: SINGLETON TOWN CENTRE MASTER PLAN	Details: Singleton Town Centre Master Plan_Indicative Cost
Building: SINGLETON TOWN CENTRE MASTER PLAN	

Item	Description	Quantity	Unit	Rate	Subtotal
------	-------------	----------	------	------	----------

5 COUNCIL CAR PARK BUILDING DEVELOPMENTS

2 New buildings - Assume 3 storeys + Semi - basement carpark				15,492,960
--	--	--	--	------------

DRAFT

Total

DETAILS



Project: SINGLETON TOWN CENTRE MASTER PLAN	Details: Singleton Town Centre Master Plan_Indicative Cost
Building: SINGLETON TOWN CENTRE MASTER PLAN	

Item	Description	Quantity	Unit	Rate	Total
------	-------------	----------	------	------	-------

1 STREET SCAPE UPGRADES

1.1	John Street – main street				
1.1.1	Tree planting in footpath	250	no	3,000.00	750,000
1.1.2	Raised pedestrian crossing	578	m2	160.00	92,479
1.1.3	Linear grated drains at raised pedestrian crossings	112	m	485.00	54,320
1.1.4	New pram ramps at intersections	40	no	2,000.00	80,000
1.1.5	Demolish extg kerb & gutter	2,400	m	20.00	48,000
1.1.6	Demolish road for foot path widening	3,765	m2	50.00	188,250
1.1.7	New foot path brick paving to widening	3,711	m2	130.00	482,430
1.1.8	Kerb & gutter realignment for footpath widening	3,593	m	125.00	449,125
1.1.9	Demolish existing asphalt footpath paving (including Ryan ave-southern side of Pritchard park)	1,006	m2	30.00	30,180
1.1.10	New foot path brick paving to demolished asphalt paving area	1,006	m2	130.00	130,780
1.1.11	Allow for lifting & relaying all existing brick footpath paving	7,895	m2	120.00	947,400
1.1.12	Car space line marking	1	item		5,000
1.1.13	Allow for street furniture	40	no	2,000.00	80,000
1.1.14	Parking & statutory signage	1	item		5,000
1.1.15	New roundabout @ York St	1	item		9,000
1.1.16	Allowance for service pit adjustments / new lids	1	item		800,000
1.1.17	Allow for making good disturbed areas	1	item		100,000
1.1.18	Preliminaries - 12%	1	item		510,236
	John Street – main street				4,762,200

1.2	Pedestrian Lanes				
1.2.1	Annes Lane closure & pedestrian paving	434	m2	130.00	56,420
1.2.2	New pedestrian lanes - linking community services building to main street	482	m2	250.00	120,500
1.2.3	Tree planting in pavement	15	no	3,000.00	45,000
1.2.4	Street furniture	5	no	2,000.00	10,000
1.2.5	Bike racks	3	no	1,500.00	4,500
1.2.6	Preliminaries - 12%	1	item		28,370
	Pedestrian Lanes				264,790

1.3	New England Highway				
1.3.1	New street tree planting to existing turfed verges on both sides - Assume 12m spacing	68	no	1,000.00	68,000
1.3.2	Preliminaries - 12%	1	item		8,160

1.4	New England Highway				
1.4.1	Laurel lane: allow for provision of 1.8m brick footpath for full length of the lane	374	m2	130.00	48,620

DETAILS



Project: SINGLETON TOWN CENTRE MASTER PLAN	Details: Singleton Town Centre Master Plan_Indicative Cost
Building: SINGLETON TOWN CENTRE MASTER PLAN	

Item	Description	Quantity	Unit	Rate	Total
1 STREET SCAPE UPGRADES (Continued)					
1.4 Traffic lane upgrades (Continued)					
1.4.2	New kerb & gutter	208	m	125.00	26,000
1.4.3	Allow for lane marking	1	item		750
1.4.4	Sign - posting	1	item		500
1.4.5	Preliminaries - 12%	1	item		9,104
- Traffic lane upgrades <u>84,974</u>					
1.5 Hunter Street					
1.5.1	Tree planting to both sides in existing turfed verge	94	no	1,000.00	94,000
1.5.2	Line painting to existing bicycle lanes to both sides of road	1,090	m	2.00	2,180
1.5.3	Preliminaries - 12%	1	item		11,542
- Hunter Street <u>107,722</u>					
1.6 York Street					
1.6.1	Tree planting to both sides in existing turfed verge	216	no	1,000.00	216,000
1.6.2	Line painting to existing bicycle lanes to both sides of road	2,560	m	2.00	5,120
1.6.3	Preliminaries - 12%	1	item		26,534
- York Street <u>247,654</u>					
1.7 Campbell Street					
1.7.1	Tree planting in paving	29	no	3,000.00	87,000
1.7.2	Remove existing asphalt footpath paving to southern side	709	m2	30.00	21,270
1.7.3	New brick paving to southern side	709	m2	130.00	92,170
1.7.4	Demolish road for footpath widening - southern side	199	m2	50.00	9,950
1.7.5	Kerb & gutter realignment to footpath widening - southern side	104	m	125.00	13,000
1.7.6	New foot path brick paving for widening - southern side	199	m2	130.00	25,870
1.7.7	Demolish road for parking lane - northern side along Baileys Union Park	148	m2	50.00	7,400
1.7.8	Kerb & gutter realignment for parking lane - northern side along Baileys Union Park	64	m	125.00	8,000
1.7.9	New brick paving to parking lane - northern side along Baileys Union Park	148	m2	130.00	19,240
1.7.10	Demolish extg turf for new footpath - northern side along Baileys Union Park	224	m2	1.50	336
1.7.11	New brick paving to footpath - northern side along Baileys Union Park	224	m2	130.00	29,120
1.7.12	Demolish existing asphalt footpath paving - northern side	345	m2	30.00	10,350
1.7.13	New foot path brick paving to demolished asphalt paving area	345	m2	130.00	44,850
1.7.14	New pram ramps at intersections	4	no	2,000.00	8,000
1.7.15	Allowance for services adjustments	1	item		10,000
1.7.16	Preliminaries - 12%	1	item		45,187
- Campbell Street <u>431,743</u>					

DETAILS



Project: SINGLETON TOWN CENTRE MASTER PLAN	Details: Singleton Town Centre Master Plan_Indicative Cost
Building: SINGLETON TOWN CENTRE MASTER PLAN	

Item	Description	Quantity	Unit	Rate	Total
1 STREET SCAPE UPGRADES (Continued)					
1.8 Bourke Street (Continued)					
1.8.1	Lane painting of bicycle lanes to both sides of road between Hunter St & Campbell St	751	m	2.00	1,502
1.8.2	Sign posting at intersections	10	no	300.00	3,000
1.8.3	Preliminaries - 12%	1	item		540
- Bourke Street <u>5,042</u>					
STREET SCAPE UPGRADES <u>5,980,286</u>					

DETAILS



Project: SINGLETON TOWN CENTRE MASTER PLAN	Details: Singleton Town Centre Master Plan_Indicative Cost
Building: SINGLETON TOWN CENTRE MASTER PLAN	

Item	Description	Quantity	Unit	Rate	Total
------	-------------	----------	------	------	-------

2 EXISTING PARK UPGRADES

2.1 Baileys Union Park

2.1.1	Tree planting	7	no	2,000.00	14,000
2.1.2	Ornamental garden beds	300	m2	150.00	45,000
2.1.3	Patch up extg turfing - 5%	165	m2	20.00	3,300
2.1.4	Brick paving to BBQ area	100	m2	130.00	13,000
2.1.5	BBQ area including BBQ, seating & 3 tables	1	item		15,000
2.1.6	Perimeter lighting along north - eastern edge - pole mounted lighting	8	no	2,500.00	20,000
2.1.7	Small sculpture or feature wall element	1	item		10,000
2.1.8	Provision for power for events or coffee cart - Allowance	1	item		3,000
2.1.9	Bike racks	3	no	1,500.00	4,500
2.1.10	Bubbler	1	no	2,500.00	2,500
2.1.11	Allowance for play equipment	1	item		30,000
2.1.12	Preliminaries - 12%	1	item		19,236

- Baileys Union Park

179,536

2.2 Pritchard Park

2.2.1	Tree planting	3	no	2,000.00	6,000
2.2.2	Ornamental garden beds	150	m2	150.00	22,500
2.2.3	Patch up extg turfing - 5%	75	m2	20.00	1,500
2.2.4	Preliminaries - 12%	1	item		3,600

- Pritchard Park

33,600

EXISTING PARK UPGRADS

213,136

DETAILS



Project: SINGLETON TOWN CENTRE MASTER PLAN	Details: Singleton Town Centre Master Plan_Indicative Cost
Building: SINGLETON TOWN CENTRE MASTER PLAN	

Item	Description	Quantity	Unit	Rate	Total
------	-------------	----------	------	------	-------

3 NEW PUBLIC SPACES

3.1 Pritchard Park Pedestrian Plaza/ Promenade

3.1.1	Tree planting in pavement	11	no	3,000.00	33,000
3.1.2	Trafficable feature pedestrian pavers	1,500	m2	250.00	375,000
3.1.3	Provision for power for events or coffee cart - Allowance	1	item		3,000
3.1.4	Bike racks	3	no	1,500.00	4,500
3.1.5	Bubbler	1	no	2,500.00	2,500
3.1.6	Community art or interactive sculpture - Allowance	1	item		10,000
3.1.7	In - ground umbrellas	3	no	2,500.00	7,500
3.1.8	Concrete seating steps & walls	5	m	800.00	4,000
3.1.9	Preliminaries - 12%	1	item		52,740

- Pritchard Park Pedestrian Plaza/ Promenade 492,240

3.2 Baileys Union Park Pedestrian Promenade

3.2.1	Tree planting in pavement	14	no	3,000.00	42,000
3.2.2	Trafficable feature pedestrian pavers	1,300	m2	250.00	325,000
3.2.3	Preliminaries - 12%	1	item		44,040

- Baileys Union Park Pedestrian Promenade 411,040

3.3 New multi-purpose Town Square

3.3.1	Demolish bitumen car park	945	m2	30.00	28,350
3.3.2	Tree planting in pavement	10	no	3,000.00	30,000
3.3.3	Allowance for water play feature & natural play element	1	item		200,000
3.3.4	Trafficable feature pedestrian pavers	945	m2	250.00	236,250
3.3.5	Concrete seating steps & walls	20	m	800.00	16,000
3.3.6	Provision for power for events or coffee cart - Allowance	1	item		3,000
3.3.7	Bike racks	2	no	1,500.00	3,000
3.3.8	Bubbler	1	no	2,500.00	2,500
3.3.9	Preliminaries - 12%	1	item		62,292

- New multi-purpose Town Square 581,392

NEW PUBLIC SPACES

DETAILS



Project: SINGLETON TOWN CENTRE MASTER PLAN	Details: Singleton Town Centre Master Plan_Indicative Cost				
Building: SINGLETON TOWN CENTRE MASTER PLAN					
<hr/>					
<hr/>					
Item	Description	Quantity	Unit	Rate	Total
4 COMMUNITY SERVICES CENTRE					
<u>4.1 New building – assume 2 storeys + semi - basement carpark</u>					
4.1.1	New building - assume 2 storeys	1,373	m2	2,100.00	2,883,300
4.1.2	Semi basement car park	687	m2	1,200.00	824,400
4.1.3	Extra over for steps to North	50	m2	500.00	25,000
4.1.4	Site Works & Site Services - Allowance - 12%	1	item		447,924
4.1.5	New line marking on the existing carpark south of the community services building	1	item		400
4.1.6	Preliminaries - 16%	1	item		668,964
<hr/>					
<u>New building – assume 2 storeys + semi - basement carpark</u>					<u>4,849,987</u>
COMMUNITY SERVICES CENTRE					4,849,987

2 storeys + semi - basement carpark
S CENTRE

DRAFT

DETAILS



Project: SINGLETON TOWN CENTRE MASTER PLAN	Details: Singleton Town Centre Master Plan_Indicative Cost				
Building: SINGLETON TOWN CENTRE MASTER PLAN					
Item	Description	Quantity	Unit	Rate	Total
5 COUNCIL CAR PARK BUILDING DEVELOPMENTS					
<u>5.1 2 New buildings - Assume 3 storeys + Semi - basement carpark</u>					
5.1.1	New building - Pitt Street- assume 3 storeys	2,970	m2	2,100.00	6,237,000
5.1.2	Semi basement car park to above	990	m2	1,200.00	1,188,000
5.1.3	New building - William Street- assume 3 storeys	1,800	m2	2,100.00	3,780,000
5.1.4	Semi basement car park to above	600	m2	1,200.00	720,000
5.1.5	Site Works & Site Services - Allowance - 12%	1	item		1,431,000
5.1.6	Preliminaries - 16%	1	item		2,136,960
<u>2 New buildings - Assume 3 storeys + Semi - basement carpark</u>					<u>15,492,960</u>
COUNCIL CAR PARK BUILDING DEVELOPMENTS					
					15,492,960

DRAFT

THIS PAGE HAS BEEN LEFT INTENTIONALLY BLANK

