

Uniting Kingscliff Redevelopment for Seniors Housing, RAC and Care Services

October 2025

**Independent Planning Commission (IPC)
Uniting / IPC Meeting**

Uniting

Acknowledgement of Country

We acknowledge the Bundjalung people, as the traditional custodians of the land that we come here to meet upon today.

We would like to pay our respect to Elders past, present and future, for they hold the memories, the traditions, the culture and the hopes of Aboriginal Australia.

We must always remember that under the concrete and asphalt this land was, is, and always will be, Aboriginal land.



Welcome and introductions

- Project Team introductions
- Independent Planning Commission introductions



Purpose of today

Today is an opportunity to:

- Introduce Uniting and the Uniting Kingscliff Redevelopment project.
- Acknowledgement of the Planners Report and Conditions
- Discussion of IPC Items and Q&A of the proposal

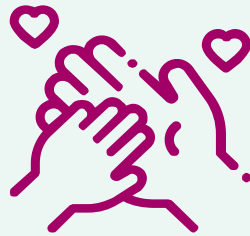
An introduction to Uniting

How Uniting supports the Community

- Our purpose is to inspire people, enliven communities and confront injustice. Our values are to be compassionate, respectful, imaginative and bold.
- Uniting NSW.ACT contributes to the work of the Uniting Church in NSW and the ACT, through social justice advocacy, community services and spiritual care.
- We provide services for people through all ages and stages of life, and drive solutions to systemic issues so people experiencing disadvantage can live their best lives.
- Uniting is a Tier 2 Community Housing Provider, delivering Affordable Housing across the state.



Disability and
dementia support



Quality early
childhood education
and care



Support for vulnerable
families, children and
young people



Largest non-
government
community services
provider in NSW



For older Australians,
we focus on delivering
high-quality care - to
age in place with
choice, dignity and
respect.

Uniting is the largest not-for-profit provider of aged care services in NSW and the ACT.

80 Uniting independent living* villages are home to more than
3,900 retirees

76 Uniting aged care homes supporting over
8,000 residents

We offer safe and affordable housing to more than **400 seniors** at risk of homelessness

We provide assisted living services for seniors in our retirement living villages

Source FY24 Uniting Annual Report

*Uniting independent villages include rental, affordable and homes for sale



Our vision for the Uniting Kingscliff Redevelopment

Uniting Kingscliff today

Uniting has been providing high-quality aged care services to the Kingscliff community for **over 30 years**.

A number of the current buildings and facilities at Uniting Kingscliff are becoming **outdated and not fit for purpose**.

They are also **no longer meeting current expectations around seniors' accommodation or the changing needs of older people**, as outlined in the Royal Commission into Aged Care Quality and Safety.

Kingscliff has a large and **increasing demographic of 65+ population**, limited seniors accommodation choices locally, and no new retirement living options available.



Future vision and commitment to the community

Uniting's vision for the redevelopment is to continue to support the Kingscliff community by evolving our aged care and community services, **tailoring them to meet the changing needs of local seniors.**

Our services will **promote health, wellbeing and connection** in welcoming settings.

Our aim is to **support people to grow older with ease, dignity, care and support in an area they know and love.**



What are we aiming to achieve with the Uniting Kingscliff redevelopment project?

Completing this project helps us to:

- Provide much-needed seniors housing and high-quality care to the local community
- Align our design with the recommendations from the Royal Commission, and ultimately
- Support seniors as their care needs change, and enhance their physical, emotional and social wellbeing.

Engagement and design evolution

The design evolved over several years, following detailed community consultation.

We explored ideas with employees, residents, the onsite Uniting Church congregation, neighbours, Council and the broader community.

Today's design has listened to the community, architects, landscape architects, First Nations specialists, engineers, tree and flood management specialists, social planners, Council, stakeholders and many others.

The community's feedback helped inform the final design that was submitted to the Department of Planning, Housing and Infrastructure.

2022

Project introduction and phase 1 community consultation

235 ILUs; 3 x 5-storey buildings, 4 x 4-storey buildings, 1 x 2-storey building; RAC building close to property boundary; pool originally located on boundary; 3 construction phases

2023

Refined masterplan and undertook phase 2 community consultation.

211 ILUs; 6 x 4-storey buildings, 1 x 2-storey building; increased setbacks; RAC building and pool moved toward centre of site; 2 construction phases; increased building setbacks to 5-18m and reduced bulk

2024

Submitted masterplan

199 ILUs; rooftop level setbacks to further reduce bulk and scale; a minimum 9m setback; clear central 'heart'

Proposal Overview

- The Department has undertaken a comprehensive assessment and recommended approval. **We support and commend its findings and the majority of the proposed conditions of consent.**
- The proposal is **substantially compliant**, often exceeding minimum design requirements. Where **variations** occur, they **are justified** through detailed analysis and endorsed by the Department.
- The design evolved through multiple rounds with the **State Design Review Panel, Council and the community**, improving open space layouts, landscaping, view protection and the transition to neighbouring homes.
- The project delivers significant public benefit: **over 1,100 construction jobs, ongoing employment, and more than \$160 million in local economic value.**
- Located near the Kingscliff centre and Tweed Valley Hospital, the site is **ideally placed to support regional growth and community needs.**
- The proposal aligns with all State, Regional and Local strategies, **setting a benchmark for contemporary, integrated seniors housing on the North Coast.**



Summary of Statutory and Strategic Consistency

Framework / Instrument		Compliance Summary	Notes / Variations
Environmental Planning & Assessment Act 1979	✓	Consistent with the Act's objectives promoting orderly, economic and sustainable development.	Fully compliant.
SEPP (Housing) 2021 – Seniors Housing Provisions	✓	Permissible land use; meets design and operational standards for seniors housing.	Non-discretionary height variation supported in accordance with LEP controls. Minor variations to ADG standards for building separation, room depths, solar access and overshadowing. Variations assessed as reasonable, minimal and supported on merit.
SEPP (Resilience & Hazards) 2021	✓	Meets requirements for land stability, flooding, coastal processes and contamination management.	Fully compliant.
SEPP (Sustainable Buildings) 2022	✓	Exceeds BASIX and ESD performance targets for energy, water and thermal comfort.	Fully compliant.
SEPP (Transport & Infrastructure) 2021	✓	Traffic, access and servicing arrangements reviewed with TfNSW and deemed acceptable.	Fully compliant.
Tweed LEP 2014	✓	Seniors housing permissible; compliant with land use, FSR and amenity standards.	Clause 4.6 height variation justified and supported.
Tweed DCP 2008	✓	Consistent with key DCP objectives for access, landscaping and character.	Generally compliant with Tweed DCP.
North Coast Regional Plan 2041	✓	Aligns with regional goals for housing diversity, compact settlement and sustainable growth within the Urban Growth Boundary.	Consistent.
Tweed LSPS 2020	✓	Delivers on priorities for seniors housing, ageing in place, housing choice and proximity to services.	Consistent.
Kingscliff Locality Plan 2022	✓	Reflects the plan's intent for infill growth and integrated seniors housing within the urban footprint. Strategically identifies this site for seniors housing in a 4 storey format.	Consistent.

Artist Impressions of Uniting Kingscliff



Artist Impressions of Uniting Kingscliff



IPC Agenda Items

IPC Agenda Items

- **Flood:** The proposal provides a safe and resilient response to flooding with evacuation and shelter-in-place strategies that fully meet PMF standards and do not increase flood risk to neighbours.
- **Stormwater:** The system has been redesigned with Council to confirm downstream pipe capacity, on-site detention, and no increase in flows to the network.
- **Height:** The height variation has undergone 4.6 variation assessment which has been supported by DPHI. Due consideration given to the proposed constraints and opportunities of the site.
- **GFA and Yield:** The floor space and yield are consistent with strategic planning objectives and reflect the operational needs of an aged-care facility.
- **Building Separation:** Generous setbacks provide sensitive interfaces with neighbours and exceed the Apartment Design Guide principles.
- **Privacy Treatments:** Planting, fencing, screening, floor and window layouts manage privacy to adjoining properties and Uniting's residents.
- **Construction Period and Impacts:** Construction will be staged for existing operational continuity, and tightly managed to minimise noise, traffic and dust impacts, with clear mitigation measures in place.
- **Traffic and Car Parking:** Traffic modelling considers timing of the future users of the site, includes cumulative growth in the area, parking supply exceeds min requirements, and off-peak activity mean it will not materially affect traffic function or safety in Kingscliff.

Flood Considerations

Two evacuation centres nominated by SES:

- *Kingscliff TAFE* and *Kingscliff Public School*, both above the PMF level

Evacuation timing modelled using the NSW SES Timeline Evacuation Model:

- Estimated minimum 11.5 hours of warning time for a riverine event.
- The site requires up to 9 hours to evacuate, providing a safe buffer for independent living residents and mobile aged care residents to leave before access routes are cut.

High-care residents whose care may be better served on site are provided for through a shelter-in-place strategy within the top two floors of the RAC building.

Shelter-in-place refuge:

- Located on Levels 2 and 3, which are above the PMF (8 m AHD).
- Sized to meet safe requirements of care for all 120 RAC residents to shelter in place
- Using Red Cross and Council standards of 5m² per person, the 2,630 m² refuge is capable of housing the entire population of the site (to an area of 5.5 m²) - if evacuation was cut off
- Provisions for 72 hours of independent operation, based on the site's likely 50-hour isolation during a PMF.

Power and essential services:

- Emergency generator and key electrical infrastructure above PMF level on the roof.
- Provides 72 hours of back-up power to critical systems including lighting, medical equipment, communication, and refrigeration.
- Supported by food, water, and medical supplies stored in refuge levels.

Flood displacement and structural safety:

- The new platform and building design do not increase flood levels or displace water onto neighbouring land, in fact we pull it away. Refer to Site Level Flood Assessment Slide.
- Buildings are engineered to withstand full PMF loads, including water, buoyancy, and debris forces.

Outcome:

- The proposal reduces existing flood risk to life by 94%.
- Ensures safe evacuation where possible, secure refuge where necessary, and continuous operation during isolation.



Site Level Flood Assessment

Flood Modelling

- Local catchment flooding (stormwater runoff) and regional flooding (Tweed River) were assessed
- Industry standard TUFLOW flood modelling assessment used

Flood Impact Assessment

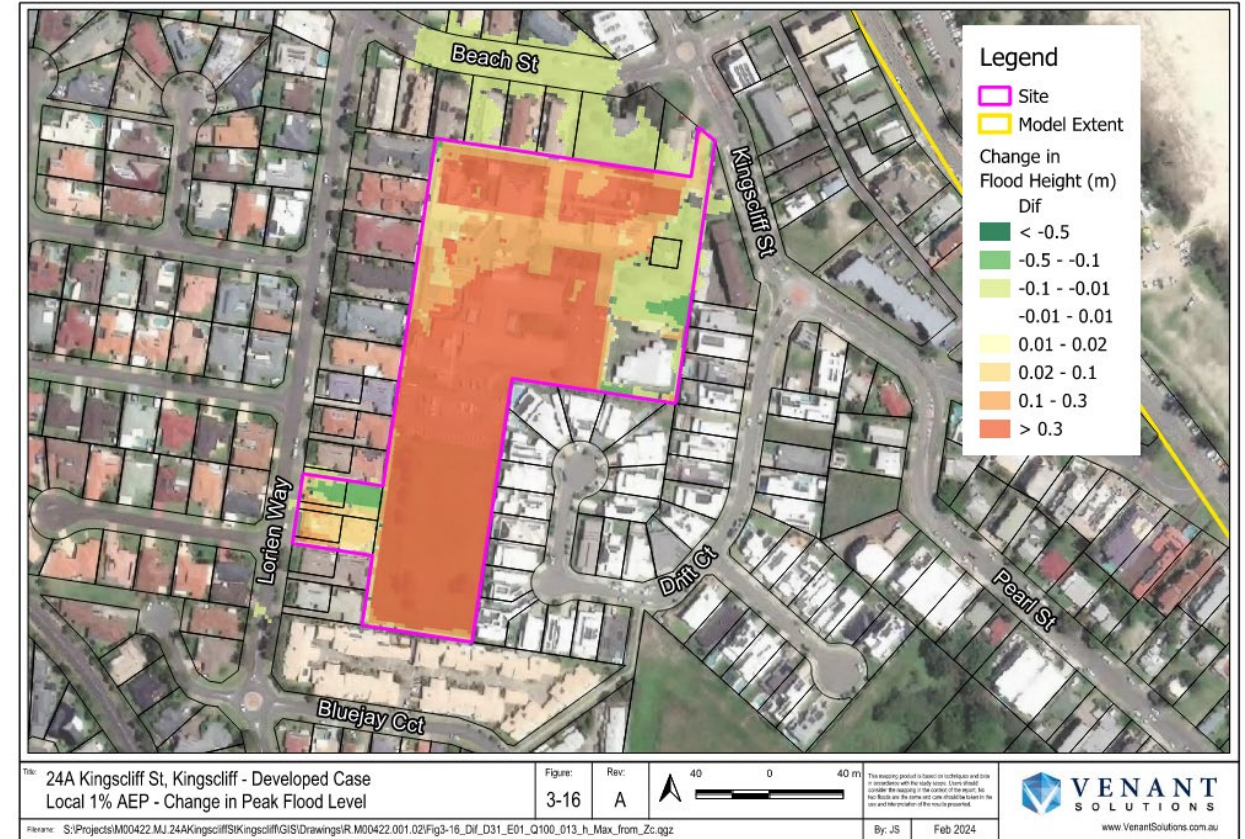
- Site under current and proposed conditions were separately modelled and results compared to assess flood impacts caused by the development
- Design was iterated to ensure there no impact on neighbouring properties

Flood Design

- The buildings ground floor levels were originally designed to 1% AEP + 500mm freeboard
- In consultation with DPHI the final design now incorporates 1% AEP + 500mm freeboard + 300mm to allow for year 2100 Climate Change levels

Outcomes of the Flood Report

- Change in peak 1% (1 in 100) AEP flood level mapping for local catchment stormwater flooding
- Colours represent changes in flood levels in accordance with the legend
- There are decreases (green shading) to the north of the site because the proposed development allows more overland flow from the north onto the site compared with the existing conditions



Stormwater Management

Stormwater system redesigned in consultation with Tweed Shire Council (Sept–Nov 2024) to address concerns about pipe size, discharge rates and maintenance.

Downstream pipe capacity confirmed — modelling shows the Blue Jay Circuit connection can accommodate 100-year ARI flows with no surcharge.

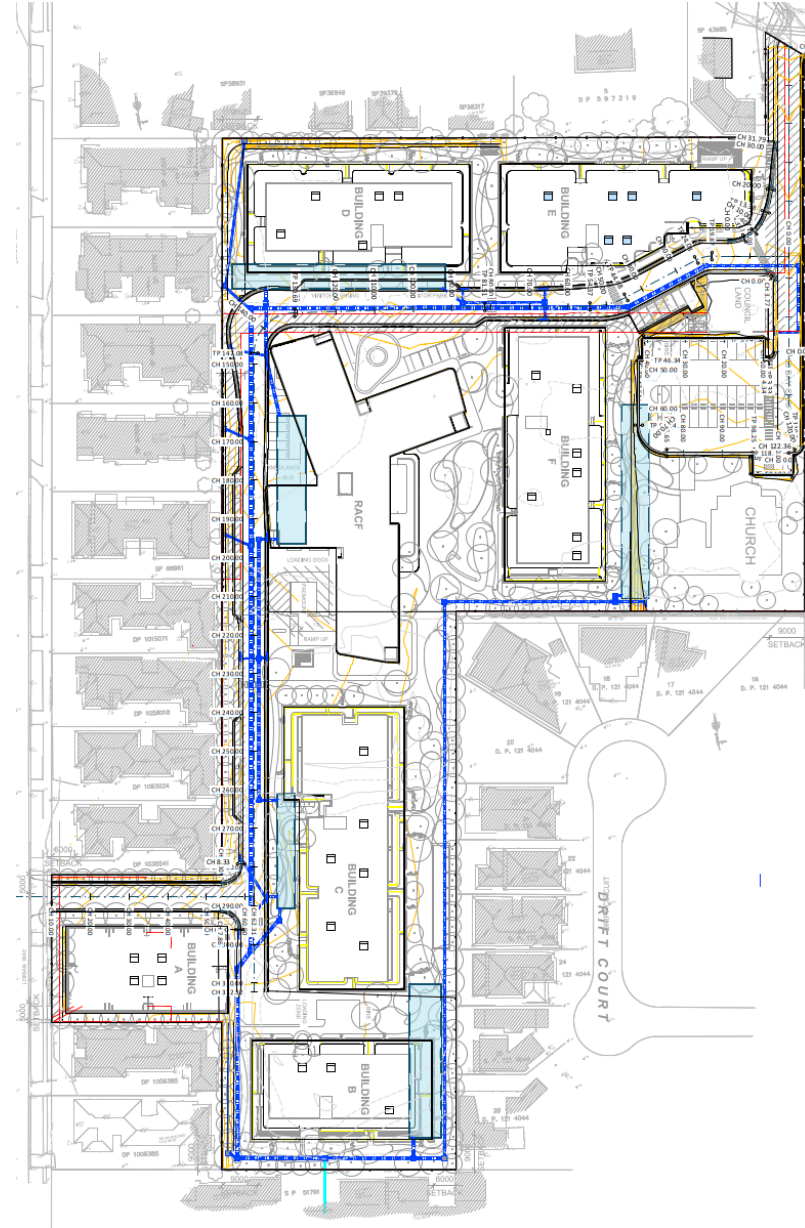
On-site detention (OSD) limits peak discharge to equal or less than Tweed Council permissible discharge rates.

Hydraulic modelling confirms stormwater can be catered for by the system and safely discharged into Council's network.

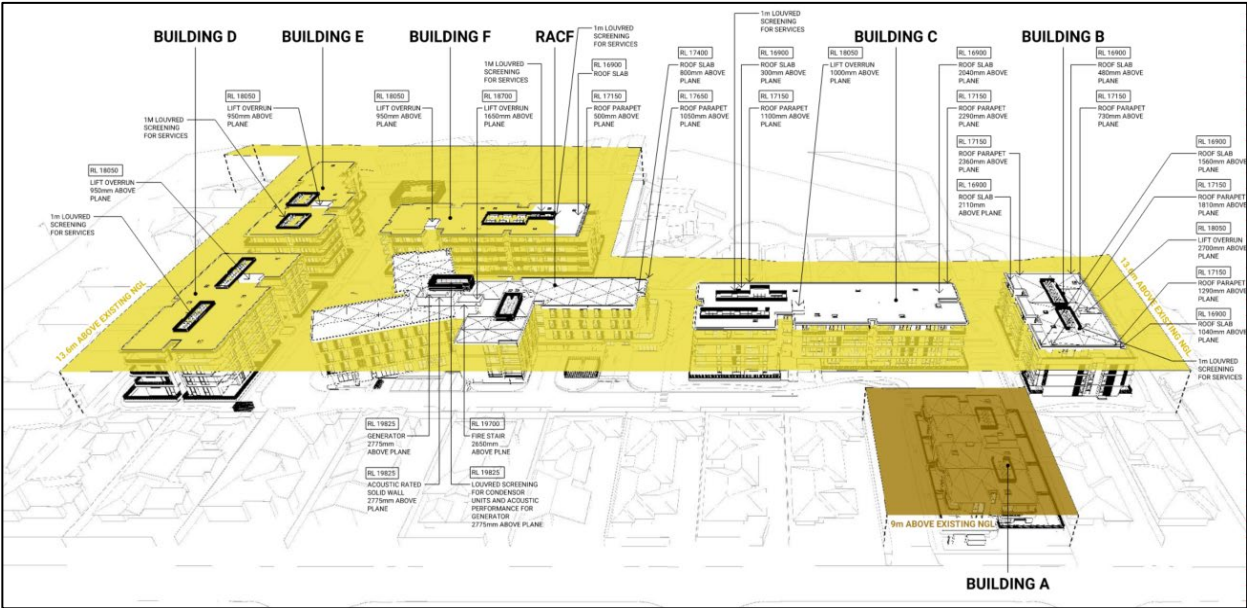
Water Sensitive Urban Design (WSUD) applied — bioretention basins, swales, and reuse tanks achieve Tweed DCP A15 water quality targets.

Basement and pump-out systems fitted with non-return valves and backup power, ensuring operation during heavy rain or flood.

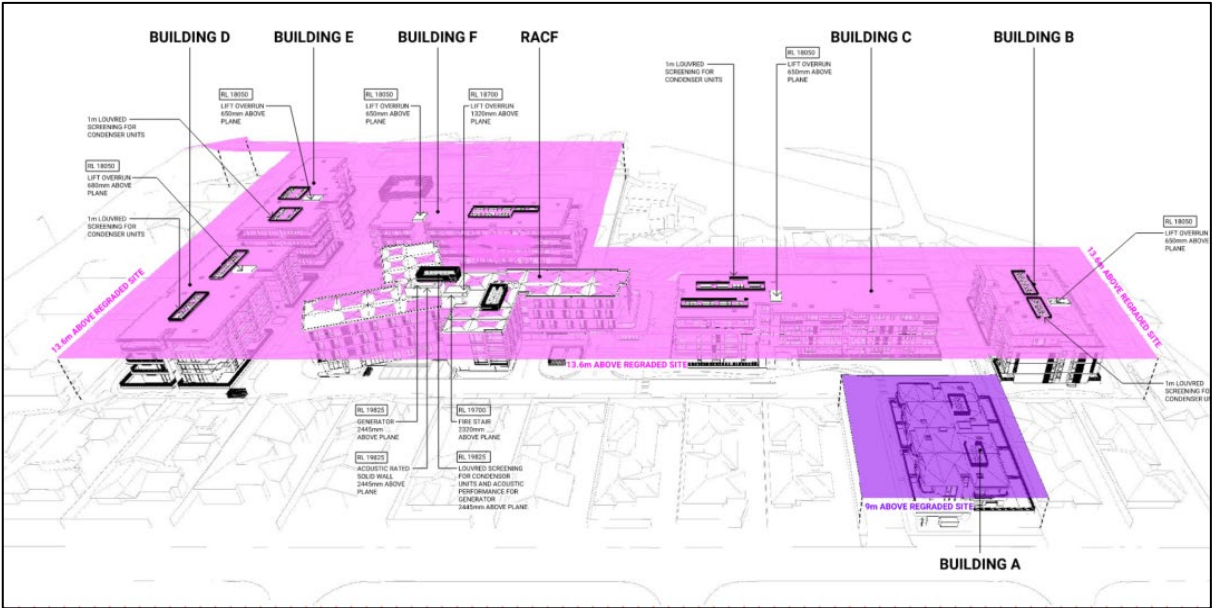
SMEC hydrogeological testing confirms adequate infiltration and no groundwater interference.



Height Exceedances



Height Plan – 13.6m Above Existing Natural Ground Level



Height Plan – 13.6m Above Regraded Site

Building	TLEP maximum permissible building height	Proposed building height	Variation
Building A (ILU)	9 m	7.9 m	Nil
Building B (ILU)	13.6 m	17.05 m	+3.45 m (25.4%)
Building C (ILU)	13.6 m	16.62 m	+3.02 m (22.2%)
Building D (ILU)	13.6 m	14.45 m	+0.85 m (6.2%)
Building E (ILU)	13.6 m	14.45 m	+0.85 m (6.2%)
Building F (ILU)	13.6 m	14.65 m	+1.05 m (7.7%)
Building G (RCF)	13.6 m	16.82 m	+2.55 m (23.7%)

Variation 4.6 Commentary – DPHIs support

Initial submission was 300mm lower than final proposed (above). All buildings have been raised by 300mm to protect against potential year 2100 climate change flooding impacts.

Main reason for exceedance is generator on roof and lift overruns/plant screening. This plant is centralised on the roof plates to mitigate noise and visual impact analysis conducted by Urbis concluded that the impact is negligible.

The 'Regraded Site' shows a baseline which has filled lands to align with neighbouring developments and achieve a unanimous fill level locally.

GFA and Yield

Building	Primary Use	Independent Living Units (ILUs)	RAC Beds	Approx. GFA (m²)
Building A	ILU Apartments	16	—	~ 1 014 m²
Building B	ILU Apartments	25	—	~ 2 701 m²
Building C	ILU Apartments	48	—	~ 5 116 m²
Building D	ILU Apartments	34	—	~ 3 683 m²
Building E	ILU Apartments	34	—	~ 3 553 m²
Building F	ILU Apartments	42	—	~ 4 398 m²
Building G	Residential Aged Care Facility + Community Hub	—	120	~ 7 101 m²
Total Development		199 ILUs	120 beds	≈ 27 565 m² GFA

Address	LEP FSR	FSR
Kingscliff St	2:1	0.98
Lorien Way	0.8:1	0.60

ILUs Bedroom Mix	Units	%
1 bed	39	20%
2 bed	119	60%
3 bed	41	20%

Building Setbacks

- All interfaces with boundaries have 9m setbacks from the 4-storey form and 6 m setbacks from the two-storey form

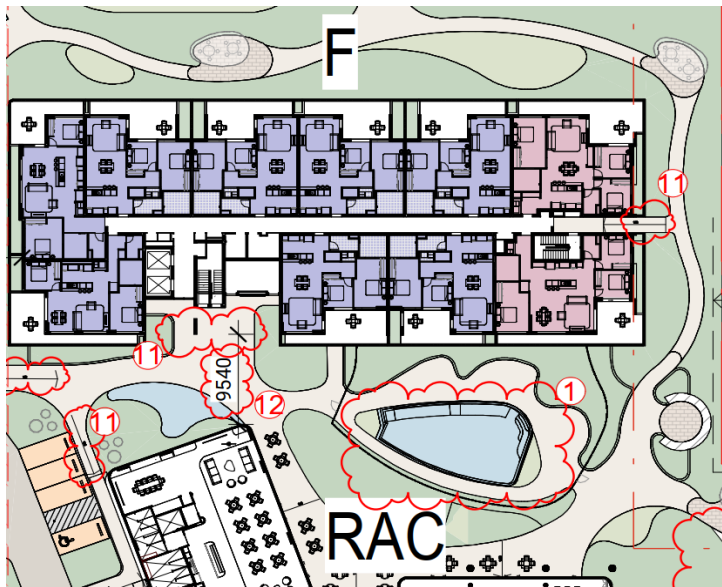


Building Separation

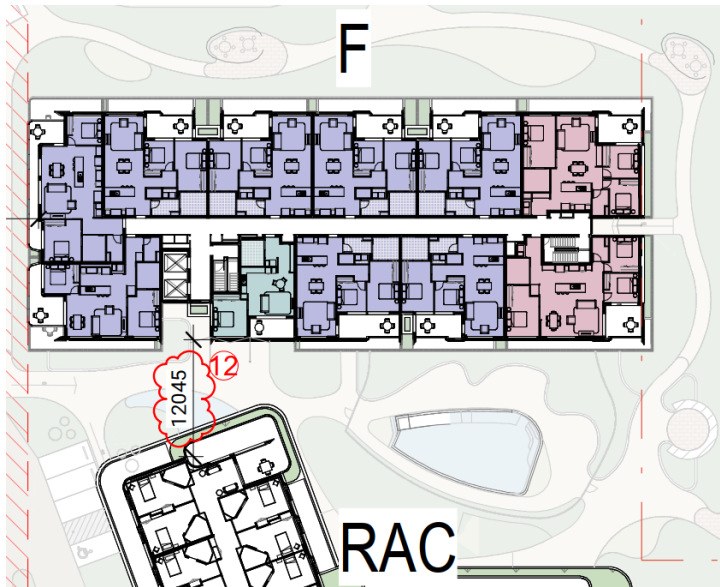
- Meets and often exceeds minimum requirements, except for internal separation between Building F & Building RAC (G)



Building Separation - Building F and Building G (RAC)



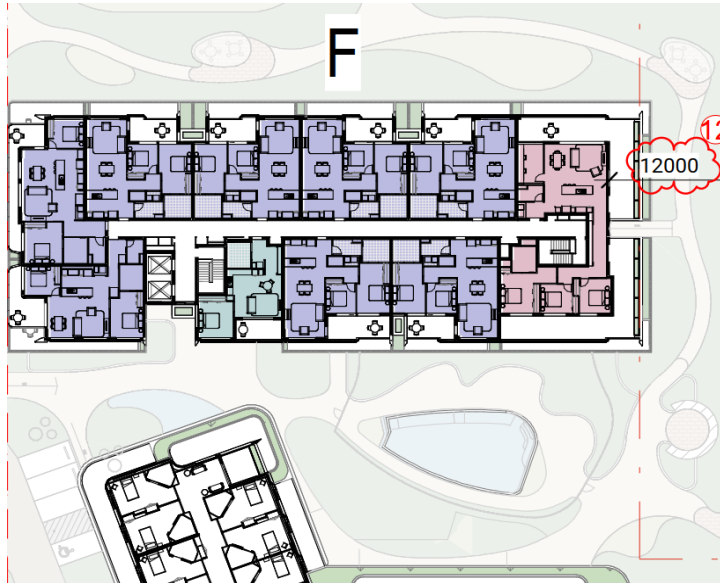
Ground



Level 1



Level 2



Level 3

Privacy

- Generous setbacks (9–18m+) create a well-scaled interface with Buildings C, B, F & RAC.
- Privacy maintained through obscured views.
- Opaque / non permeable balustrades unnecessary – refer to images below
- Property edges designed as shared landscape zones combining paving, seating and lawn with layered coastal planting to provide privacy and soften built form.
- Key plantings include Coastal Banksia, Quandong, Silky Oak and Luscious species.



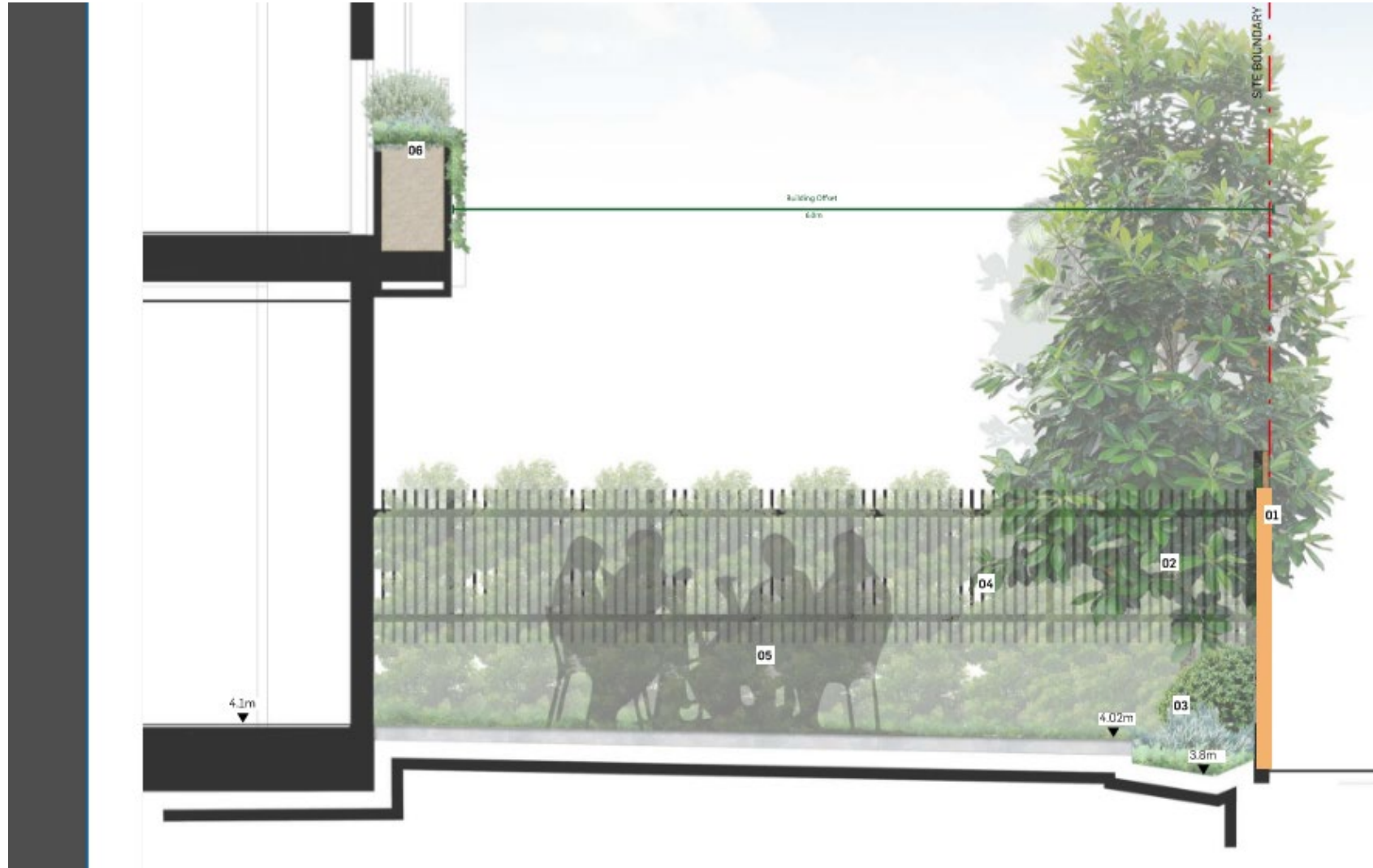
Privacy

Landscape Sections (1st year) – 31-37 Lorien Way Interface



Privacy

Landscape Sections (7th year) – 31 – 37 Lorien Way Interface

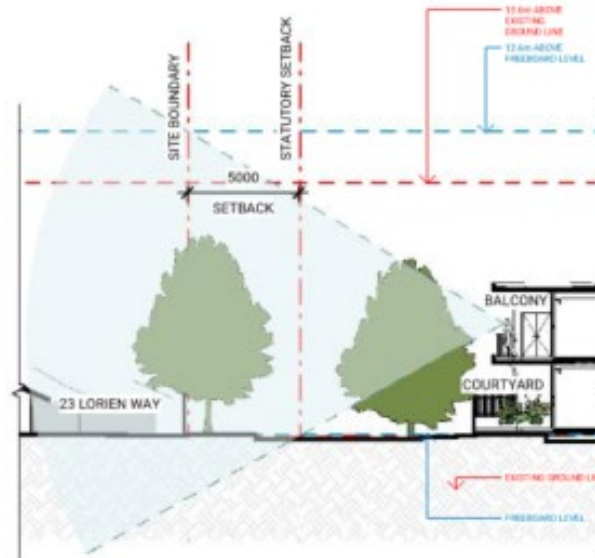


Privacy – Lorien Way Interface

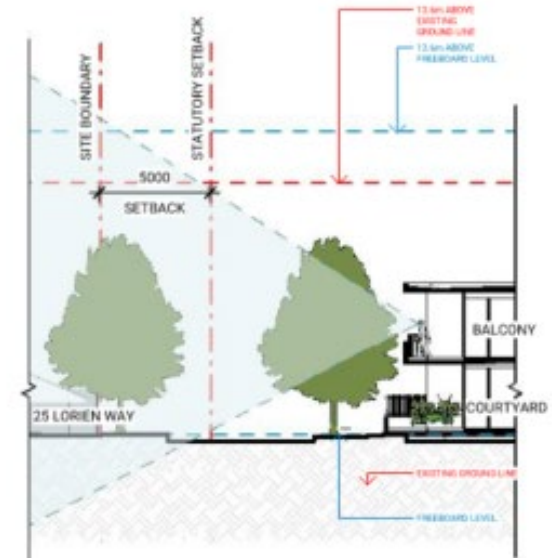
Privacy Analysis – Lorien Way Interface



A1 - BUILDING A - SECTION (33 LORIE WAY)



A3 - BUILDING A - SECTION (23 LORIE WAY)



A4 - BUILDING A - SECTION (25 LORIE WAY)



A2 - BUILDING A - SECTION (35 LORIE WAY)

Construction Period and Impacts

Staging Overview

- Development delivered in **two major stages** to maintain safe access and minimise disruption.
 - Stage 1:**
 - Partial demolition
 - Temporary parking to replace remaining staff, visitor & church parking (98 spaces)
 - RAC building, Buildings A – C, access from Lorien Way
 - Stage 2:**
 - Residual demolition
 - Building D – F, upgraded access from Kingscliff Street.

Traffic and Access Management

- Construction Traffic Management Plan approved prior to works commencing.
- Defined haulage and delivery routes avoiding school and peak hours.
- On-site parking made available for contractors (where available) to minimise overflow into surrounding streets.

Noise, Dust, and Vibration Control

- EPA-compliant hours: Monday–Saturday daytime only.
- Dust suppression, wheel wash facilities, and acoustic barriers in sensitive areas.
- Continuous monitoring with prompt response protocols for any exceedances.

Stormwater and Erosion Control

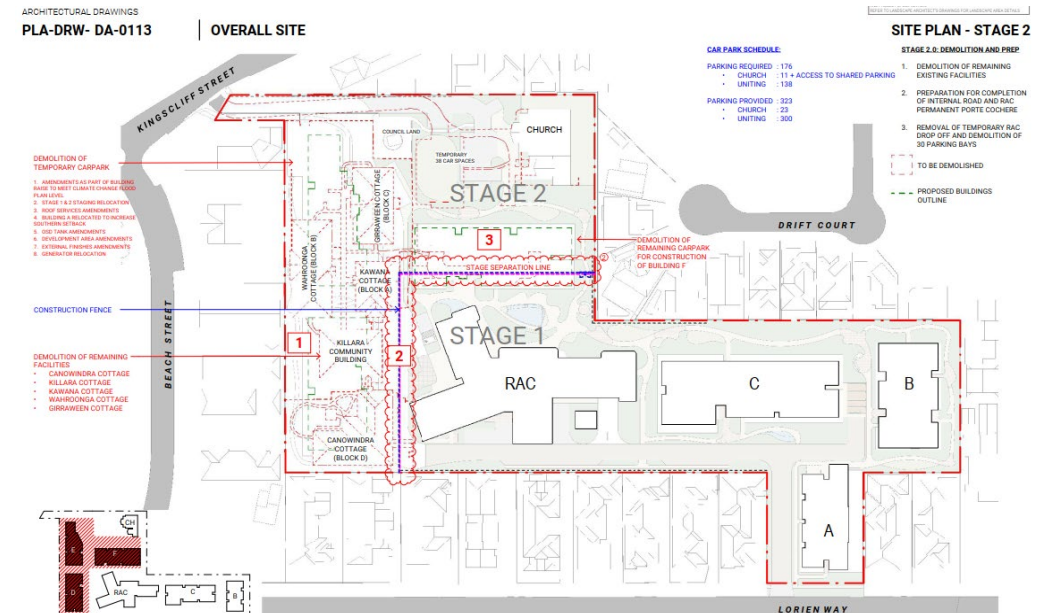
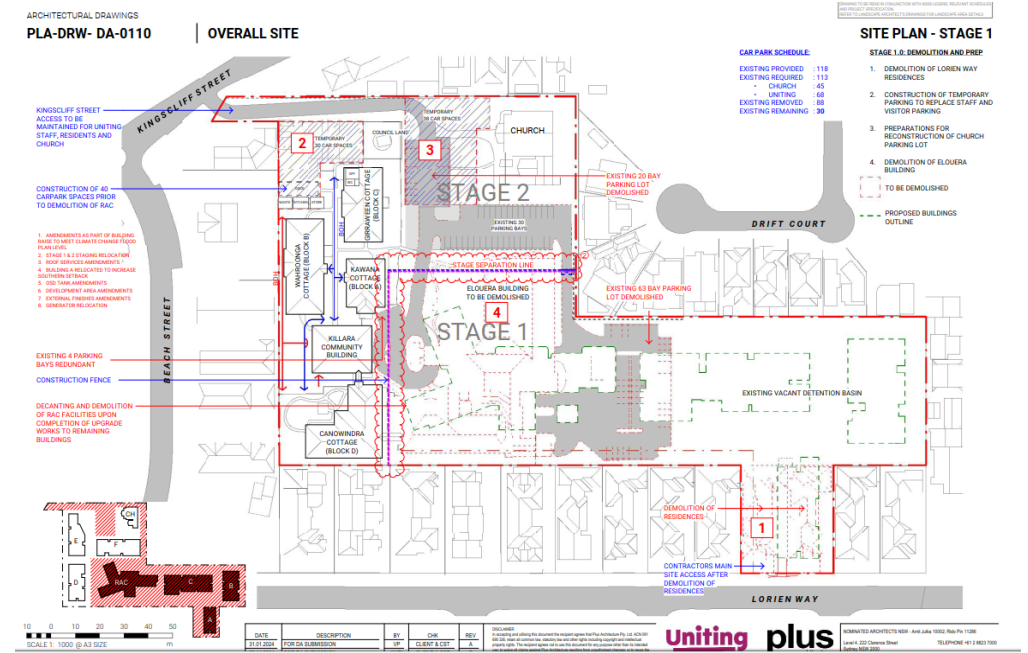
- Erosion and Sediment Control Plan implemented from day one.
- Temporary sediment basins and silt fencing installed before earthworks begin.
- Staged installation of permanent drainage infrastructure to maintain downstream protection throughout construction.

Community and Resident Communication

- Dedicated community liaison contact and notification program for key milestones.
- Advance notice of noisy or high-impact works.

Outcome

- Staging and management measures minimise cumulative impacts, maintain safety, and ensure orderly delivery of a high-quality, low-impact project.



Traffic

Local traffic effects minimal:

- Modelling shows only a minor increase in vehicle volumes along Blue Jay Circuit and Kingscliff Street.
- Intersection performance remains within acceptable Levels of Service even under 2034 forecast conditions.

Parking provision exceeds DCP minimums, avoiding on-street parking pressure.

- Staff and visitor bays are separately allocated and managed.

Pedestrian and mobility safety improved through:

- New footpath connections and internal circulation upgrades,
- Defined drop-off areas for ambulances, taxis, and mobility shuttles,
- Segregated loading and resident access to prevent conflict.

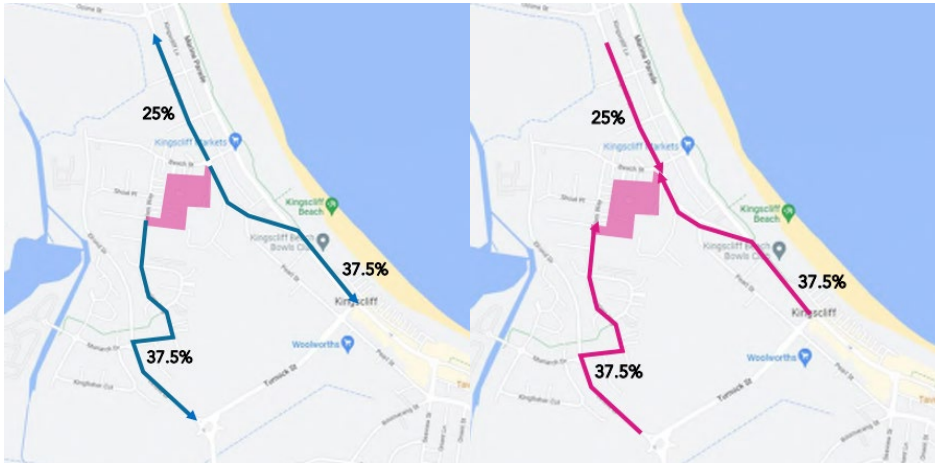
Traffic modelling includes all approved nearby developments, factoring in cumulative growth from:

- Temporary Housing Facility, Elrond Avenue (96 residents, ~20 trips/hour)
 - Tweed Valley Hospital (opening 2024)
 - Kings Forest Estate (4,500 lots / 11,000 residents)
 - Gales Holdings release areas (future strategic growth identified by Council).
- These were explicitly included in the baseline and forecast traffic volumes used in the modelling.

Outcome

- Cumulative growth and future developments have been factored into the traffic analysis.
- The Uniting development operates comfortably within road and intersection capacity.
- The project’s low trip generation profile and off-peak activity mean it will not materially affect traffic function or safety in Kingscliff.

Component	Network Period	Vehicle Trip Rate	No. Dwellings	Generated Trips
Residential Aged Care Facility (RACF) Staff	AM Peak	Based on arrival/departure shift times provided	-	36
	PM Peak	Based on arrival/departure shift times provided	-	36
Residential Aged Care Facility (RACF) Visitors	AM Peak	12	-	12
	PM Peak	12	-	12
Apartments (ILU)	AM Peak	0.23 trips/dwelling ^[1]	199 ILU dwellings	46
	PM Peak	0.23 trips/dwelling	199 ILU dwellings	46
Service Vehicles	Expected to occur outside of the AM and PM network peak periods and can be manage to ensure this if needed			0
AM Total Trips				94
PM Total Trips				94



Traffic cont.

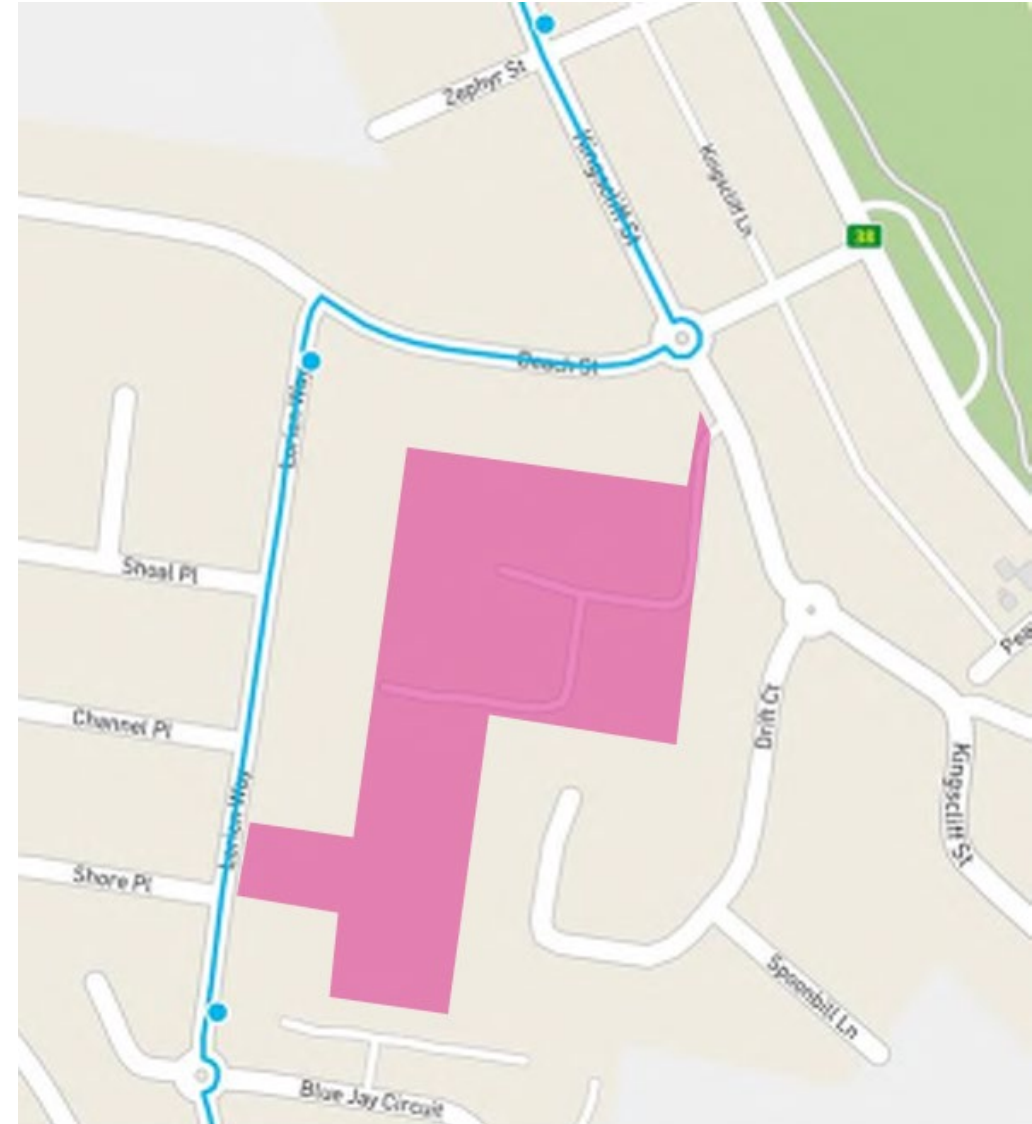
Car Parking Provision

Building Type	Minimum Required	Provided
ILUs 199	0.2 space per dwelling = 39	244
Aged Care 120 beds 51 staff	0.67 space per bed = 8 0.5 space per staff = 26 Community & others = N/A	12 28 16
Church	11 + access to shared parking	23

Pedestrian & Cycle Network



Bus Stops



Thank you

Visit
uniting.org

Or call us at
1800 864 864

Uniting
