
BONVILLE RURAL RESIDENTIAL INVESTIGATION AREA - PLANNING PROPOSAL AND DRAFT DEVELOPER CONTRIBUTIONS PLAN

Purpose:

The purpose of this report is to present to Council a Planning Proposal and draft Developer Contributions Plan (CP) for the Bonville Rural Residential Investigation Area, with a view to rezoning parts of the land as an amendment to Coffs Harbour Local Environmental Plan (LEP) 2013.

The report recommends that Council seek a Gateway Determination from the NSW Planning and Environment (P&E) requesting to place the Planning Proposal and draft CP on public exhibition. The report also recommends that Council consider the outcome of the exhibition in a future Council report. The documents are attached to this report, Attachment 1.

Background:

Council endorsed its Rural Residential Strategy (RRS) on 26 November 2009, by the following resolutions:

1. *That Council adopt the revised Rural Residential Strategy 2009 as provided under separate cover to the Councillors, and endorse Bonville as the Priority Release area.*
2. *That the revised Rural Residential Strategy 2009 be progressed to the Department of Planning for endorsement as an agreed strategy.*
3. *Upon Department of Planning's endorsement of the Strategy, Council place an advertisement to notify the community of the status of the Strategy.*
4. *That any LEP amendment process undertaken in accordance with the Rural Residential Strategy include a sunset clause limiting the rezoning to a set timeframe of five years.*
5. *The Rural Residential Strategy 2009 be reviewed either:*
 - *upon completion of the Sapphire to Arrawarra Pacific Highway Upgrade;*
 - or*
 - *when the Census data from 2011 is made available by the ABS; or*
 - *in five years' time when the sunset clause becomes effective**whichever occurs first.*
6. *That Council inform all submissions writers of Council's decision.*

This report refers to the first of the above resolutions, being the endorsement of Bonville as the Priority Release Area. The RRS also identified particular Candidate Areas within the overall Bonville locality, which were to be the subject of further consideration by any subsequent environmental studies.

Following that resolution, on 9 February 2012 Council resolved that:

1. *Council allocate \$300,000 from the 2012/13 budget to provide funds for the relevant environmental studies to enable the appropriate lands within the Bonville Rural Residential Candidate area to be rezoned for rural residential purposes.*
2. *The allocation of \$300,000 in the 2012/13 budget, mentioned above, be expended on the basis of forward funding the relevant environmental studies, with the resultant Developer Contribution Plan for the Bonville Rural Residential area being framed in a manner to recover this investment.*
3. *The landholders within the Bonville Rural Residential Candidate area be advised of Council's decision in this matter.*
4. *That Council expedite this matter.*

Council engaged consultants de Groot & Benson Pty Ltd to undertake environmental studies to inform a Planning Proposal for the Bonville Rural Residential Area. A draft CP has also been prepared to accompany the Planning Proposal. The draft CP provides for funding and economic sustainability of the land subject to the Planning Proposal.

The environmental studies have now been completed and are being presented, via this report, for Council's consideration.

- **The Subject Land**

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The majority of land in the BRRIA is currently used for agricultural purposes.

There are existing established Rural Residential precincts accessed from Braford Drive and Bonville Station Road. These areas are mainly used for residential purposes. Part of the Investigation Area is occupied by Bonville Golf Resort.

The main roads which provide access within the Investigation Area, and in particular the Candidate Areas, are:

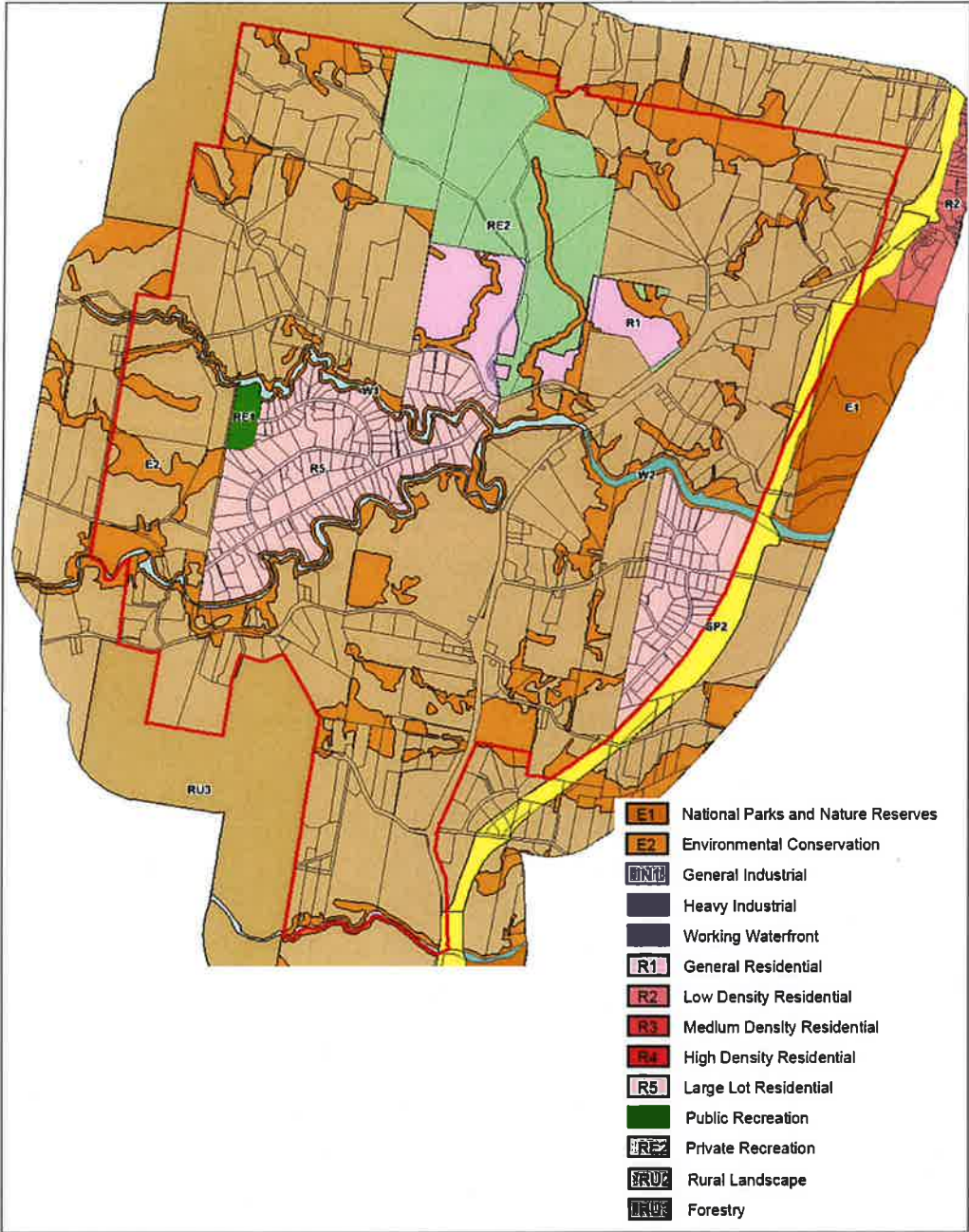
- North Bonville Road;
- Irvines Road;
- Williams Road;
- Cassidys Road;
- Crossmaglen Road;
- Gleniffer Road;
- Keoghs Road;
- Butlers Road; and
- East Bonville Road.

- **Current Land Uses**

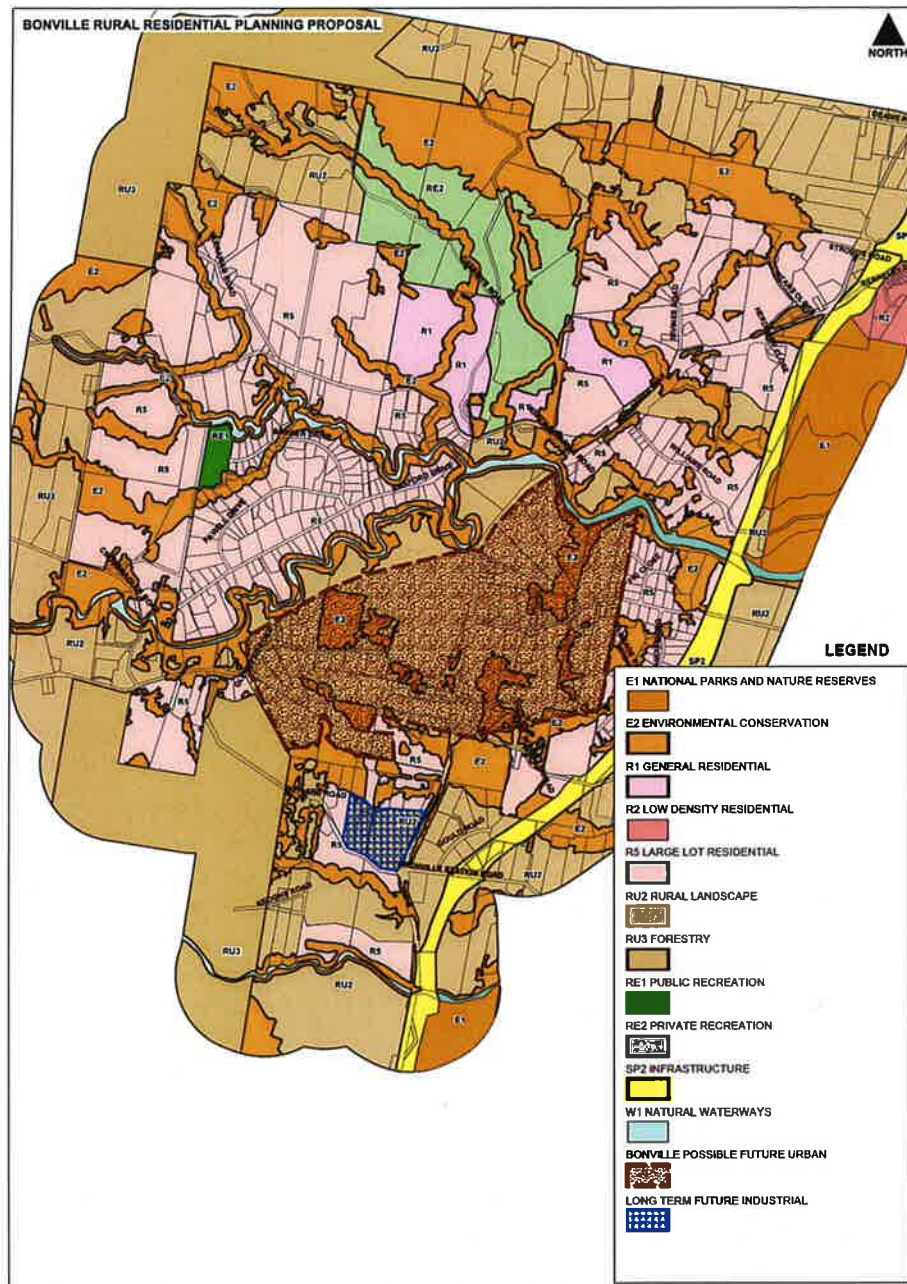
Land use in the Bonville Investigation Area consists primarily of the following zones, under the provisions of Coffs Harbour LEP 2013:

- R1 General Residential: Parts of Bonville Golf Resort (excluding the playing course);
- R5 Large Lot Residential: Existing Rural Residential precincts;
- RU2 Rural Landscape: The majority of existing agricultural holdings;
- RE1 Public Recreation: Land owned by Council at the western extremity of Bakker Drive;
- RE2 Private Recreation: The playing course of Bonville Golf Resort; and
- E2 Environmental Conservation: Environmentally sensitive land (e.g. significant vegetation, koala habitat, riparian corridors).

A map of the current zoning of the land is shown below:



A map of the proposed zoning of the land, as per the recommendations of the Planning Proposal, is shown below:



Sustainability Assessment:

• Environment

Environmental sustainability issues which are addressed by the Planning Proposal include:

- Flora and Fauna Assessment;
- Acid Sulfate Soils Analysis;
- Geotechnical Assessment;
- Bushfire Hazard Management Report;
- Flood Prone Land Assessment;
- Visual and Acoustic Analysis;
- Contaminated Land Assessment; and
- Archaeology (Indigenous and Post-settlement).

- **Social**

Social sustainability issues which are addressed by the Planning Proposal include:

- visual and acoustic analysis;
- opportunity for employment; and
- new rural residential precincts being located close to existing centres and services.

- **Civic Leadership**

Civic leadership is demonstrated in this report by the Planning Proposal addressing the following themes and objectives of Coffs Harbour 2030 Community Strategic Plan:

- ***Places for Living***

- We have vibrant rural communities.
- We reduce our impact on the environment.
- We have designed our built environment for sustainable living.

- ***Moving Around***

- We have a system of well-maintained and safe roads for all users.

- ***Looking After Our Environment***

- Our natural environment is protected and conserved for future generations.
- We maintain and conserve our flora and fauna through a protected, connected network of well-managed corridors and reserve systems.
- We manage and develop our resources sustainably.

- **Economic**

Broader Economic Implications

The recommendations of the Planning Proposal anticipate a significant increase in infrastructure expenditure if the rezoning and resultant development occurs. This primarily is upgrades to the main service roads and proposed roads within new subdivisions. The funding is to be generated by developer contributions, via the Bonville Rural Residential Contributions Plan.

Delivery Program/Operational Plan Implications

Preparation of this Planning Proposal is included in Council's Operational Plan. There will be no immediate impact on Council's Operational Plan.

Risk Analysis:

The Bonville locality is a significant rural residential growth precinct. While infrastructure such as reticulated water and sewer services will not be required, the potential increase in dwellings and population will require:

- construction of roads in new developments; and
- upgrading of existing major access roads,

which will be funded by the Developer Contributions Plan.

This Planning Proposal is considered to be of low risk to Council and has no detrimental impacts on Council's Management and Operational Plans.

Consultation:

The Planning Proposal and draft CP were referred to all relevant Council departments and input has been received from those departments.

Should Council resolve to progress the project, and P&E endorse the public exhibition, all documents will be required to be exhibited under the terms of the Gateway Determination, and the provisions of the Environmental Planning and Assessment (EP&A) Act 1979.

Related Policy and / or Precedents:

The following policies and statutory documents are relevant to this report, and have been addressed by the Planning Proposal:

- Coffs Harbour LEP 2013;
- Coffs Harbour DCP 2013;
- Our Living City Settlement Strategy 2009;
- Local Growth Management Strategy – Industrial Lands Component 2009;
- Local Growth Management Strategy - Rural Residential Strategy 2009;
- Planning for Bush Fire Protection 2006;
- Mid North Coast Regional Strategy and Growth Area Maps;
- State Environmental Planning Policies (SEPPs);
- NSW P&E Section 117 Ministerial Directions;
- Environmental Planning and Assessment Act 1979 and Regulations;
- Coffs Harbour 2030 Plan;
- Land Use Conflict in Rural Areas; and
- Coffs Harbour City Koala Plan of Management.

Statutory Requirements:

The Planning Proposal and draft CP have been prepared in accordance with the EP&A Act 1979 and Regulations.

Issues:

Rationale of Proposed Zones – Summary

• **R5 Large Lot Residential**

Parts of the Candidate Areas are proposed to be zoned R5 Large Lot Residential where it has been identified as suitable for that use by the Planning Studies which inform this Planning Proposal.

The Large Lot Residential Precincts have been identified based on the prevailing environmental constraints considered by the Planning Studies and consistent with Council's current land use strategies and statutory requirements.

• **E2 Environmental Conservation**

The Planning Studies have reviewed the environmentally sensitive areas of the Bonville Investigation Area.

Recent vegetation mapping is reflected within this Planning Proposal. The Planning Proposal considers the environmental values of the area and creates habitat and riparian connections and corridors. These areas are proposed to be zoned E2 Environmental Conservation.

- **Additional Attribute Mapping**

The proposed rezoning has made it necessary to update the following Attribute Maps in Coffs Harbour LEP 2013:

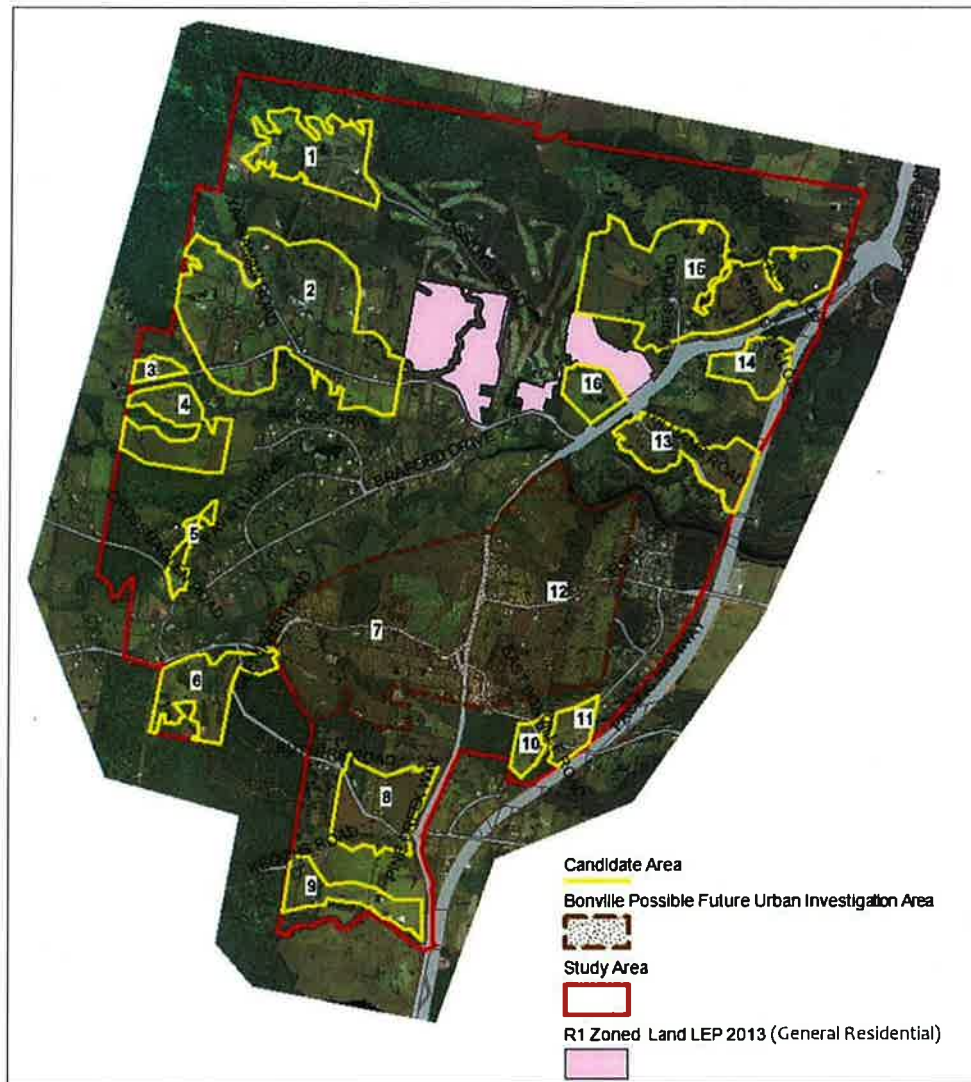
- Lot Size map (LSZ); and
- Terrestrial Biodiversity (CLZ).

These attribute maps form part of the proposed rezoning and will be exhibited accordingly should Council resolve to progress the Planning Proposal and P&E endorse the exhibition via its Gateway Determination.

The Candidate Areas

- **Overview**

Council's RRS identified 'Candidate Areas' (refer map below) to be subject to further environmental investigation addressed by this Planning Proposal. The extent of the Candidate Areas and the areas proposed to be rezoned are at variance, following the detailed environmental assessments undertaken by Council's consultants.



The Candidate Areas proposed to be rezoned are discussed in detail in Attachment 2.

Development Control Plan

Development in Council's Large Lot Residential (R5) areas is regulated by two components of Coffs Harbour DCP 2013, being:

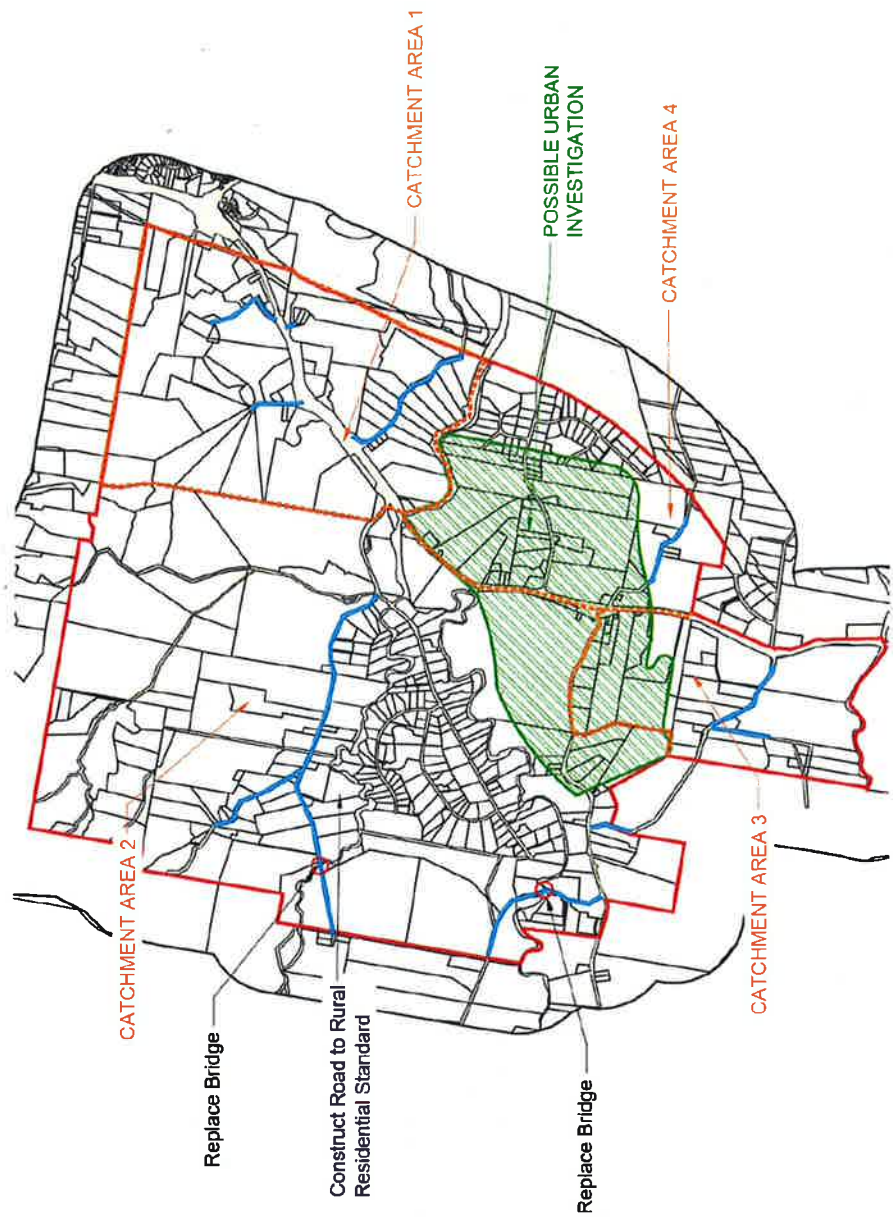
- Component B2 Residential Development Requirements; and
- Component C1 Design Requirements.

Any proposed development within the proposed Bonville Large Lot area, will be considered in a similar manner to other areas zoned R5 in Coffs Harbour LGA. The Bonville Large Lot precincts can be included in these DCP components with no area-specific controls included. No amendment to Coffs Harbour DCP 2013 is necessary.

Draft Developer Contributions Plan

The Draft Bonville Rural Residential CP, separately attached, provides information to applicants associated with funding the provision of infrastructure and community facilities to service the future population of the new Bonville Rural Residential Catchment, providing a yield of approximately 350 dwellings.

The BRRIA has been divided into four catchments for the purposes of developer contributions. The catchments are show in the following map:



A table indicating future works and estimated expenditures within each catchment area is as follows:

Future Works	Commencement /Staging	Capital Cost \$
Transport and Traffic Management		
Catchment 1	Conjunctional	807,020
Catchment 2	Conjunctional	2,405,683
Catchment 3	Conjunctional	576,225
Catchment 4	Conjunctional	174,640
Survey & Design (15%)	In Parallel	580,129
Contingency (15%)		665,348
Total - T&TM Works		\$5,209,046
Urban Planning		
Planning Proposal Costs & CHCC internal costs	Upfront	250,000
Total – All Works		\$5,459,046

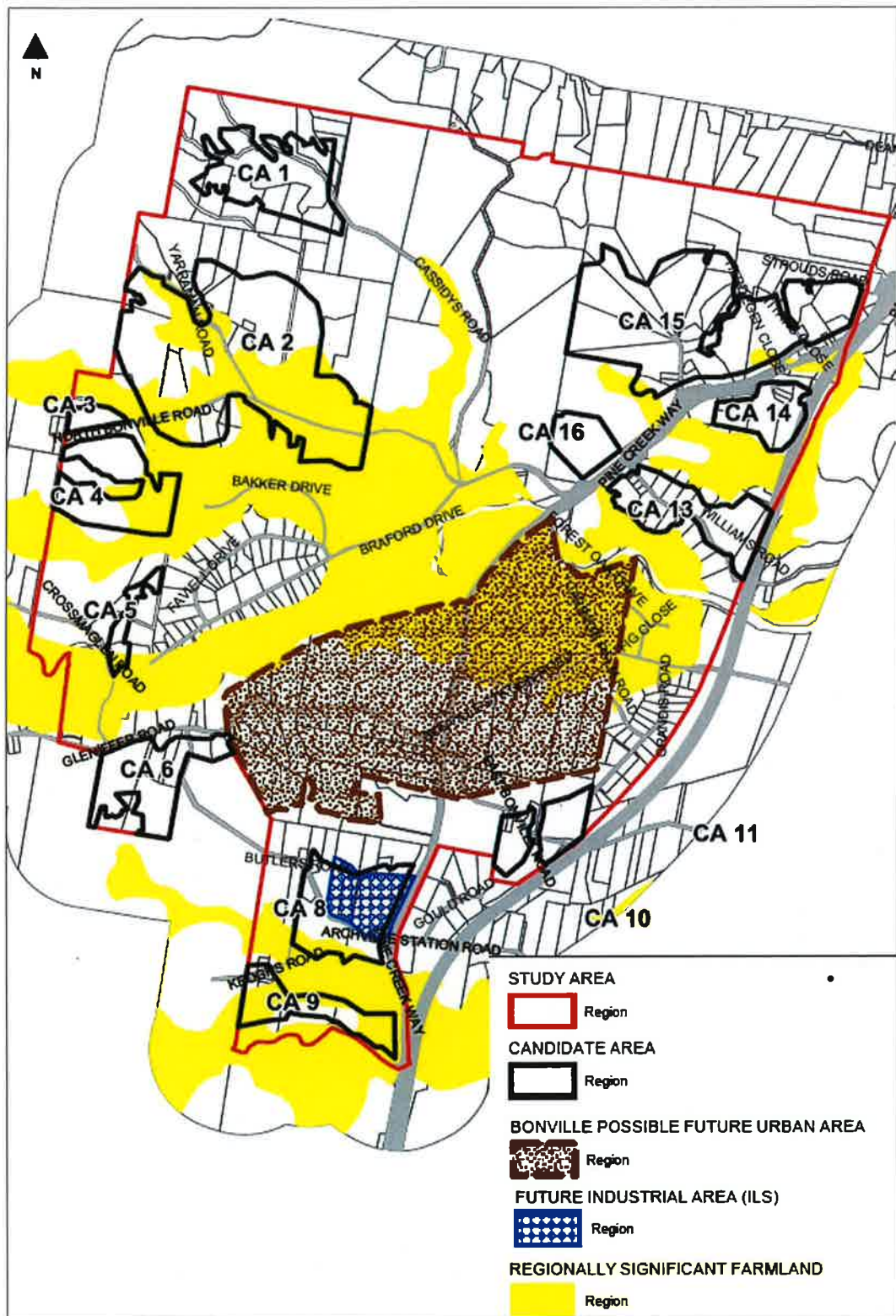
The projected developer contribution rates for each catchment area are as follows:

Service / Facility	Net Cost to be Levied	No of Lots	Per Small Dwelling 1.9 per/lot	Per Large Dwelling / lot 2.7 per/lot
	\$		\$	\$
Transport and Traffic Management				
- Catchment 1	\$1,067,284	124	\$6,056.87	\$8,607.13
- Catchment 2	\$3,181,515	175	\$12,793.40	\$18,180.09
- Catchment 3	\$729,285	30	\$17,106.68	\$24,309.49
- Catchment 4	\$230,961	11	\$14,775.31	\$20,996.49
Urban Planning	\$250,000	340	\$517.42	\$735.29
Total	\$5,459,046			

The CP will be exhibited concurrently with the Planning Proposal pending endorsement by Council and NSW P&E.

Regionally Significant Farmland

Candidate Areas 2, 4, 5, 8 and 9 are identified as including regionally significant farmland (RSF) by the Mid North Coast Farmland Mapping Project mapping. Land use and strategic planning recommendations arising from the project are detailed in the Final Recommendations Report (NSW Department of Planning March 2009). A map of the Regionally Significant Farmland (in yellow) is shown below:



The following recommendations are relevant to the Bonville Rural Residential study area:

Regionally significant farmland cannot be considered for urban (residential, tourism, commercial and industrial) or rural residential zoning unless the land is:

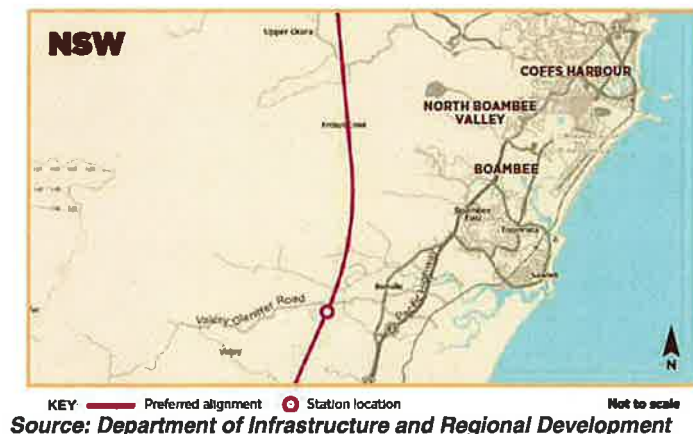
- a) identified in a council rural residential strategy which has been agreed to by the Department of Planning as at the completion date of the Mid North Coast Regional Strategy, (or exhibited by that time and subsequently agreed to); or*
- b) part of a Growth Area under the 2008 Mid North Coast Regional Strategy; or*
- c) already zoned, subdivided or approved for an urban or rural residential use under an LEP.*

The Bonville Rural Residential Candidate Areas were identified in the Rural Residential Strategy 2009, a Council and NSW P&E endorsed strategy. RSF located within the Candidate Area boundaries can therefore be considered for rezoning for urban or rural residential purposes.

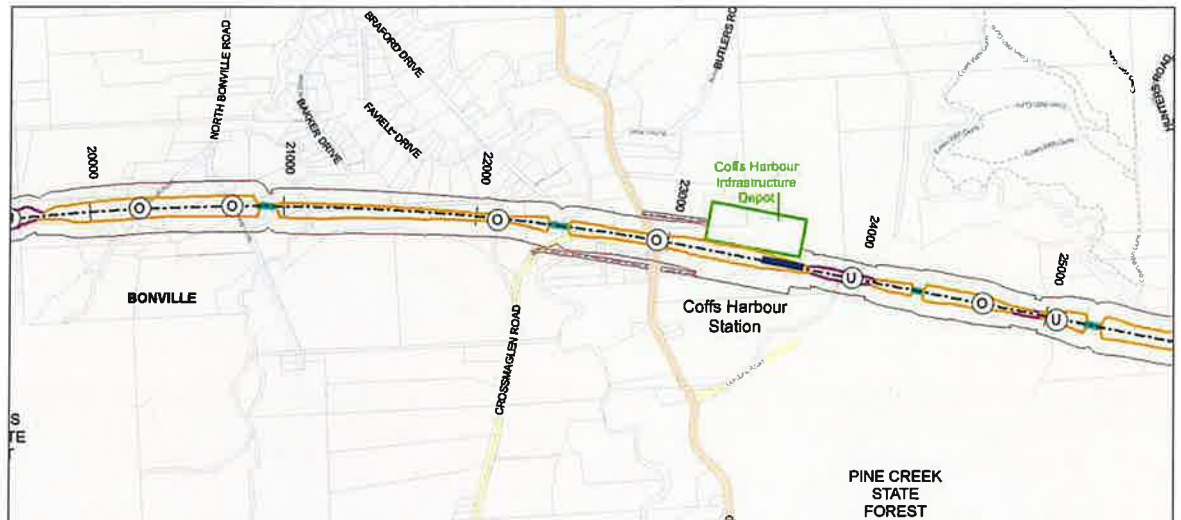
RSF located outside of the Candidate Area boundaries zoned for rural purposes has not been considered for rural residential rezoning.

High Speed Rail Link (Brisbane-Sydney-Canberra-Melbourne)

- **Overview**



The Bonville locality is included in a strategic study by the Commonwealth Government (Department of Infrastructure and Regional Development) as part of a future High Speed Rail (HSR) network linking Brisbane-Sydney-Canberra-Melbourne. The rail network is in its preliminary planning stage and Bonville Candidate Areas 1, 2, 3, 4, 5, and 6 (in particular Candidate Area 5) have been identified as the site of a major regional station and infrastructure depot. A map showing the proposed route of HSR link relative to the Bonville locality follows:



The following information is extracted directly from the Australian Government Department of Infrastructure and Regional Development website. This information has been considered; however, as the project is in very preliminary planning stages, it has not influenced the subject Planning Proposal.

On 31 October 2010, the Terms of Reference were released for a strategic study on the implementation of high speed rail (HSR) on the east coast of Australia. The study, managed by the Department of Infrastructure and Regional Development, was established to inform the Australian Government, the ACT and state governments' consideration of next steps for HSR in Australia. The study was undertaken in two phases.

The Phase 1 report was launched on 4 August 2011. The report identified corridors and station locations and potential patronage, as well as providing an indicative estimate of the cost to build an HSR network.

Work on Phase 2 of the study commenced in late 2011 and culminated in the release of the High Speed Rail Study Phase 2 Report on 11 April 2013. The report found that:

- *The HSR network would comprise approximately 1,748 kilometres of dedicated route between Brisbane-Sydney-Canberra-Melbourne.*
- *The preferred alignment includes four capital city stations, four city-peripheral stations, and stations at the Gold Coast, Casino, Grafton, Coffs Harbour, Port Macquarie, Taree, Newcastle, the Central Coast, Southern Highlands, Wagga Wagga, Albury-Wodonga and Shepparton.*
- *Once fully operational (from 2065), HSR could carry approximately 84 million passengers each year, with express journey times of less than three hours between Melbourne-Sydney and Sydney-Brisbane.*

- *The optimal staging for the HSR program would involve building the Sydney-Melbourne line first, starting with the Sydney-Canberra sector. Subsequent stages would be Canberra-Melbourne, Newcastle-Sydney, Brisbane-Gold Coast and Gold Coast-Newcastle.*
- *The estimated cost of constructing the preferred HSR alignment in its entirety would be around \$114 billion (in 2012 dollars).*
- *The HSR program and the majority of its individual stages are expected to produce only a small positive financial return on investment. Governments would be required to fund the majority of the upfront capital costs.*
- *If HSR passenger projections were met at the fare levels proposed, the HSR system, once operational, could generate sufficient fare revenue and other revenue to meet operating costs without ongoing public subsidy.*
- *HSR would substantially improve accessibility for the regional centres it served, and provide opportunity for—although not the automatic realisation of—regional development.*

Regional stations would be located west of Casino (along the Bruxner Highway), southeast of Grafton (adjacent to Grafton Airport), southwest of Coffs Harbour (west of the Pacific Highway), west of Port Macquarie (west of the Oxley Highway/ Pacific Highway interchange), southeast of Taree (along Old Bar Road), west of Newcastle (east of the F3 Freeway) and at the Central Coast (north of the F3 Freeway/Pacific Highway interchange at Ourimbah).

The Coffs Harbour/Bonville sector of the High Speed Rail network is forecast to be completed in 2065. It is considered that due to the very long term nature of the proposal, it is feasible that this land can still be used for large lot residential purposes in the interim. Area 5 has potential for 17 additional lots.

Implementation Date / Priority:

Should Council resolve to progress this Planning Proposal, it will be immediately forwarded to P&E requesting the Gateway Determination.

The timeframe for a Planning Proposal is governed by the EP&A Act 1979. The timeframe commences on the date that the Planning Proposal is forwarded to P&E.

Recommendation:

1. That Council endorse and forward the subject Planning Proposal to NSW Planning and Environment seeking a "Gateway Determination" for the rezoning of parts of the Bonville Rural Residential Investigation Area as shown in Attachment 1 to this report.
2. That subject to the "Gateway Determination" from NSW Planning and Environment, Council place the Planning Proposal on public exhibition.
3. That subject to the "Gateway Determination" from NSW Planning and Environment, Council place the Draft Bonville Rural Residential Developer Contribution Plan on public exhibition.
4. That a further report be considered by Council, concerning the outcome of the public exhibition.
5. That landowners in the Bonville Rural Residential Investigation Area be informed of Council's decision.

Attachments:

ATT1 Bonville Rural Residential Area Planning Proposal
ATT2 Individual Assessment of Candidate Areas

**COFFS HARBOUR CITY COUNCIL
ORDINARY MEETING
25 SEPTEMBER 2014**

RESOLUTION NO. 268

Minutes confirmed at Council meeting: 9 October 2014
To view Report, double-click on Agenda Report link below

Agenda Report

**CP14/29 BONVILLE RURAL RESIDENTIAL INVESTIGATION AREA -
PLANNING PROPOSAL AND DRAFT DEVELOPER
CONTRIBUTIONS PLAN**

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268 RESOLVED (Arkan/Innes):

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VOTED FOR

Cr Rhoades
Cr Innes
Cr Sultana
Cr Degens
Cr Cowling
Cr Palmer
Cr Arkan
Cr Knight

VOTED AGAINST

Cr Townley