

Coffs Harbour Road Network Contributions Plan 2024

Adopted: February 2024



Document Control Table

Amendment	Authoriser	Approval ref	Date
Inclusion of Coffs Harbour City Centre Development Incentive Policy under Exemptions	Council	2019/80	23 May 2019
Removal of Coffs Harbour City Centre Development Incentive Policy Exemptions. Amended plan area including the repeal of the Woolgoolga Town Centre S7.12 Contribution Plan Area. Project cost indexed. Project costings indexed and indexation method amended to Roads and Bridges Producer Price Index.	Council	GM24/08	22 February 2024 In force 26 February 2024

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PART 1 - SUMMARY SCHEDULES

Executive Summary

This contributions plan enables the City of Coffs Harbour (City) to levy contributions under Part 7.11 of the Environmental Planning and Assessment Act 1979 where anticipated land use development will increase the demand for traffic infrastructure.

As a consequence of this anticipated development, and having regard to the level of facilities currently available and the expected profile of the new population, it has been necessary to provide road network improvements titled the "Road Network". The roading improvements that make up the Road Network are shown graphically in the Appendix Figure 1.

Date of Commencement of This Plan

This contributions plan came into operation on 4 March 2004. This contributions plan was amended on 24 August 2005, on 7 May 2007, on 24 April 2008, 8 May 2013, 18 December 2013, 23 June 2014, 31 August 2016, 23 May 2019 and further on Day Month 2024.

Contribution Rates

Table 1 summarises the contribution rates applying to residential development, by catchment.

Table 1: Contribution rates for development under this plan

Catchment (See Appendix figure 2)	Apportionment	Net Cost to be Levied \$	Per person \$	Per Lot/Large Dwelling \$	Per Small Dwelling \$
A	66.65%	2,282,856	\$398.56	\$1,036.25	\$717.40
B	33.35%	1,142,285	\$254.54	\$661.81	\$254.54

Summary of Works Schedule

A schedule of works, construction timing, staging priorities and expenditures for the Road Network is summarised at Table 2.

Area to Which This Plan Applies

The plan applies to all land in the LGA with the exclusion of land in the Woolgoolga Town Centre S7.12 Contributions Plan Area as shown in Appendix Figure 2.

Appendix Figure 2 shows the division of the Coffs Harbour LGA into 2 broad catchments. The purpose of this is to equitably apportion contributions for all development within each given catchment.

Type of Development to Which This Plan Applies

This plan applies to all future residential development within the Plan area where applicable as per Table 1.

PART 2 – ACCOUNTING AND ADMINISTRATION

Name of the Plan

This contributions plan has been prepared in accordance with the provisions of Part 7.11 of the Environmental Planning and Assessment Act 1979 and Part 4 of the Environmental Planning and Assessment Regulation 1994 and may be referred to as the Coffs Harbour Road Network Contribution Plan 2024.

Area to which the plan applies

The plan applies to all land in the LGA with the exclusion of land in the Woolgoolga Town Centre S7.12 Contributions Plan Area as shown in Appendix Figure 2.

Purpose of the Plan

The primary purpose of this plan is to satisfy the requirements of the Environmental Planning and Assessment Act and Regulation to enable the City to require a contribution towards the provision, extension or augmentation of traffic infrastructure that has been provided in anticipation of or to facilitate future development.

Other purposes of the plan are to:

- (i) Ensure that an adequate level of traffic infrastructure is provided as development occurs, in order to ensure that existing traffic operating conditions are maintained at the level experienced currently
- (ii) Enable the City to recoup funds that it has spent in the provision of traffic infrastructure in anticipation of future development
- (iii) Ensure that the existing community is not burdened by the provision of traffic infrastructure required as a result of future development
- (iv) Provide a comprehensive strategy for the assessment, collection, expenditure, accounting and review of development contributions on an equitable basis throughout the Coffs Harbour LGA.

Relationship to Other Plans and Policies

This contributions plan supersedes the previous Coffs Harbour Road Network Developer Contributions Plan which came into effect on 23 May 2019.

This contributions plan provides a means for implementing some of the planning and community development strategies adopted by the City.

This contributions plan should be read in conjunction with the following contribution plans:

- Coffs Harbour Administration Levy Contributions Plan 2024
- Coffs Harbour Open Space Contributions Plan 2024
- Coffs Harbour Surf Facilities Contributions Plan 2024
- City's Development Servicing Plans (DSPs)

Transitional Arrangements

Under this Plan the following transitional arrangements apply:

- Applications for consent under section 4.12 of the Act and applications to modify a consent under section 4.55 of the Act made before this Plan's commencement date will be determined against the approved contributions plan at the time of determination. Similarly, all section 4.55 modifications that relate to development applications determined before the Plan's commencement will apply the approved contributions plan at the time of determination.
- Applications for consent under section 4.12 of the Act and applications to modify a consent under section 4.55 of the Act made on or after this Plan's commencement date will be determined under this Plan.

Formula for Determining Contributions

Contribution rates have been determined for each of the catchments shown in Table 2. The different weightings for each sector have been determined having consideration to the location and intensity of activity, and the behavioural patterns of road network users.

The formulae to be used for the calculation of contributions under Part 7.11 of the Environmental Planning and Assessment Act are set out as follows:

Contribution per lot for development in the relevant catchment =

$$\frac{(C - O - L) \times A}{F}$$

Where:

C = total cost of works to provide the Road Network assigned to the relevant catchment as displayed in Table 2, survey and design and construction costs.

O = Funds from other sources

L = Funds levied or collected as at 31.12.2013

A = Apportionment to each catchment as shown in Table 1

F = Future lot yield of relevant sector

For a complete treatment of these equations and their basis, please refer to the *"Coffs Harbour Road Network Developer Contributions Plan 2002 Supplementary Document: Traffic Modelling Methodology"*, the "Modelling Methodology" document.

Calculation of Contribution Rates

Catchment 'A'

$$= \frac{(C - O - L) \times A}{F}$$

$$= \frac{(\$34,852,632 - \$25,047,370 - \$6,380,121) \times .6665}{2,203}$$

$$= \$1,036.25 \text{ per lot / large dwelling}$$

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Catchment 'B'

$$= \frac{(C - O - L) \times A}{F}$$

$$= \frac{(\$34,852,632 - \$25,047,370 - \$6,380,121) \times .3335}{1,726}$$

$$= \$661.81 \text{ per lot}$$

How the Plan Operates

In determining a development application the City may impose a condition requiring the payment of a monetary contribution and/or the dedication of land in accordance with the provisions of this Plan.

The Road Network methodology document identifies growth traffic that demands the Road Network upgrades as "relevant" traffic to be used in the determination of contribution amounts. Of such traffic growth, it can be either a direct consequence of residential development, or not. Due to the inherent difficulty in forecasting non-residential growth, this plan only serves to charge residential growth. However, almost exactly 50% of "relevant" traffic growth is a function of growth that cannot be sourced to residential growth. This 50% of other relevant traffic growth is a result of either:

- Commercial activity
- External growth and through traffic growth
- Growth that is a consequence of demographic/residential growth but which cannot be linked geographically to such growth.

The City has contributed 50% of costs of the Road Network not funded elsewhere; this 50% has funded the costs associated with these identified 50% of "relevant" trips, the costs associated with such which cannot be easily ascribed elsewhere.

Deferred or Periodic Payment

The City may accept an application for deferral of contributions under this Plan. The applicant must apply using the City's online application form. All applications made must comply with the City's Deferred Contributions Policy. The policy and online application form are available on the City's website.

Exemptions

This Plan DOES NOT apply to the following types of development:

- Development where a contribution has previously been paid for the same development at the subdivision stage under a predecessor plan.
- Alterations and additions to an existing dwelling, including extensions involving the provision of additional bedrooms.
- Demolition of an existing dwelling and construction of a replacement single dwelling.
- Affordable housing or social housing by a social housing provider. If the development is mixed use, only the affordable housing/social housing component will be excluded.
- Development excluded from section 7.11 contributions by a Ministerial direction under section 7.17 of the Environmental Planning and Assessment Act 1979.

For the City to consider claims for exemption from contributions under this Plan, the development application should include a comprehensive submission arguing the case for exemption, which includes the following details:

- For an affordable or social housing development – evidence that the applicant is a ‘social housing provider’ and that the development meets the relevant definitions provided in State Environmental Planning Policy (Housing) 2021, for the purposes of satisfying the Section 7.17 Direction.
- Any other information the City requests due to the particular circumstances of the case.

If the City is satisfied the development is consistent with the relevant exclusion, it will exclude the development from the need to pay a contribution. In the case of complying development, the City must first verify any exclusions in writing.

Pooling of Funds

This plan expressly authorises monetary Part 7.11 contributions paid for different purposes to be pooled and applied (progressively or otherwise) for those purposes.

Indexing of Contribution Rates

The contribution rate for works schedule items (other than land yet to be acquired) will be indexed (subject to the Note) as follows:

$$\frac{\$CA \times \text{Current RBI}}{\text{Base RBI}}$$

Where:

\$CA	is the contribution rate for works schedule items (other than land yet to be acquired) at the time of adoption of the plan expressed in dollars.
Current RBI	is the RBI for the quarter immediately before the time the contribution rate is reviewed.
Base RBI	is the RBI at the date of adoption of this plan (September 2023 – RBI Index)

Note: The contribution rate will not be less than the contribution rate specified at the date of the adoption of this plan.

All works items have adopted the **RBI for September 2023 (140.4)** as the base rate for any further indexation of contributions.

PART 3 - STRATEGY PLANS

Relationship Between Development and Demand For Traffic Infrastructure

The following information outlines the basis for establishing the relationship, the nexus between the expected residential development and its location in the Coffs Harbour LGA and the increased demand for the traffic infrastructure required to meet that development.

Expected Development

The following documents establish the location and extent of expected residential development.

The Coffs Harbour “Our Living City” Settlement Strategy identifies the preferred location and expected type of future urban expansion within the City, and the associated requirements for public facilities.

The Coffs Harbour Land Capacity Assessment 2004 establishes the level of existing development and estimates a population of 100,408 by the year 2030. The estimates are based on 1994 Department of Urban Affairs and Planning medium population projections, occupancy rates derived from the 2001 census and residential densities permitted under Coffs Harbour Local Environmental Plan.

The Coffs Harbour LEP 2013 makes provision for residential expansion in a number of areas throughout the Local Government Area.

Traffic Modelling

Extensive traffic modeling was undertaken over a 2-year period in 1997 and 1998. This was in response to the perceived need for additional traffic infrastructure arising from both existing and anticipated development through to the year 2021. Such modeling firstly established that to ‘do nothing’ would result in unacceptable traffic operating conditions by the forecast year 2021; secondly, the modeling work undertaken examined a broad range of roading options and indicated the optimal traffic works as identified in Table 1.

Given the expected development to 2021 and the results of extensive traffic modeling, we are in a position to establish nexus.

Population and Densities

The 2011 Census data has been analysed by .id Consulting Pty Ltd, specialist population forecasting consultants. This analysis indicates that the 2014 population of the Coffs Harbour Local Government Area is 72,431 and the population is expected to be 94,896 in 2031.

An analysis of future development on lands currently zoned for development has revealed that an additional population of approximately 10,212 people can be accommodated. This figure does not include lands that are subject to a current development consent. Contributions for approved developments have been allowed for in contribution calculations in the figure labelled “Funds levied or collected to date”.

The projected overall population will be a consequence of the dwelling yield and varying occupancy rates for the different type of residential dwellings.

Average occupancy rates in Coffs Harbour in are as follows:-

Occupancy Rates

DWELLING TYPE	OCCUPANCY RATE
Lot/ Large Dwelling	2.6
Small Dwelling	1.8

Source: ABS census figures

- A small dwelling is deemed to be any dwelling with a floor area less than 100 square metres (excluding garages and balcony areas) excluding secondary dwellings as defined in the Affordable Rental Housing State Environmental Planning Policy.
- The lot rate/large dwelling rate applies to all types of dwelling with a floor area equal to or exceeding 100 square metres of floor area (excluding garages and balcony areas).
- Additional occupancy rates are included in this plan at Appendix B.

Causal Nexus

There exists a causal nexus between anticipated new residential development to 2021, the consequential increased demand for all types of roads in the road hierarchy, and the need for the Road Network component works to be complete by 2021. This nexus, along with all following nexus types, is revealed fully in the supplementary "Modeling Methodology" document.

Geographical Nexus

There exists a geographical nexus or link between the locations of anticipated new residential development and the need for the identified locations of the Road Network upgrade components.

Temporal Nexus

Traffic modelling based on the estimated timing of anticipated new development alongside the location and intensity of the existing development establishes the staging priorities and construction dates of the components of the Road Network as shown in Table 2.

The Road Network will be provided in a timely manner to benefit those who contribute towards it.

Modelling Methodology Summary

Model History

The type of model used in determination of residential contributions is known as an area-wide land use-network model, using the standard sequential analysis of:

- Trip Generation
- Trip Distribution
- Trip Assignment
- Evaluation

The models used in Coffs Harbour have their ultimate origins in research undertaken in the 1950's and 1960's, and modern traffic theory has significantly advanced on these beginnings. The exact models chosen, parameter values, assumptions and structural form have been calibrated extensively over time and regularly tested against Coffs Harbour Road Network Contributions Plan 2024

observation, being validated against locally observed traffic counts at both the road midblock level and intersection turning movement level, reproducing observed flows, travel speeds and select journey times within industry accepted standards of accuracy.

Methodology Outline

The traffic software enables a Select-link analysis (SELINC) to be run on trips of interest. SELINC provides the Origins and Destinations, in the form of OD matrices, of traffic from any selected network link. The purpose of this SELINC modelling method is to extract such SELINC matrices for all 11 Road Network links as identified in Table 2. Complete treatment of the modelling process is given in the "Modelling Methodology" document which can be viewed at the City's administration building.

Table 2: Schedule of Works, Construction Timing, Staging Priorities and Summary Costs

Priority	Description of Works	Timing of Works	Total Cost \$	Grant Funds or Other Income \$	Contrib.'s collected or levied as at 31-12-2013 \$	Net Cost to be Levied \$
1	Stadium Drive – Hogbin Drive to Pacific Highway	Works Complete	1,319,967	City contribution 659,984	6,380,121	3,425,141
2	Hogbin Drive Extension – Stage 1 Orlando Street to Park Beach Road	Works Complete	7,468,639	City contribution 3,734,319		
3	Hogbin Drive Extension – Stage 2 Howard Street to Orlando Street	Works Complete	23,777,707	Govt contribution 15,242,120 City contribution 4,267,793		
4	Hogbin Drive Widening – Howard Street to Aviation Drive	Works Complete	914,528	City contribution 457,259		
5	Hogbin Drive Widening – Stadium Drive to Boambee Creek	Works Complete	1,371,791	City contribution 685,895		
TOTALS			34,852,632	25,047,370	6,380,121	3,425,141

APPENDIX – Plan Maps

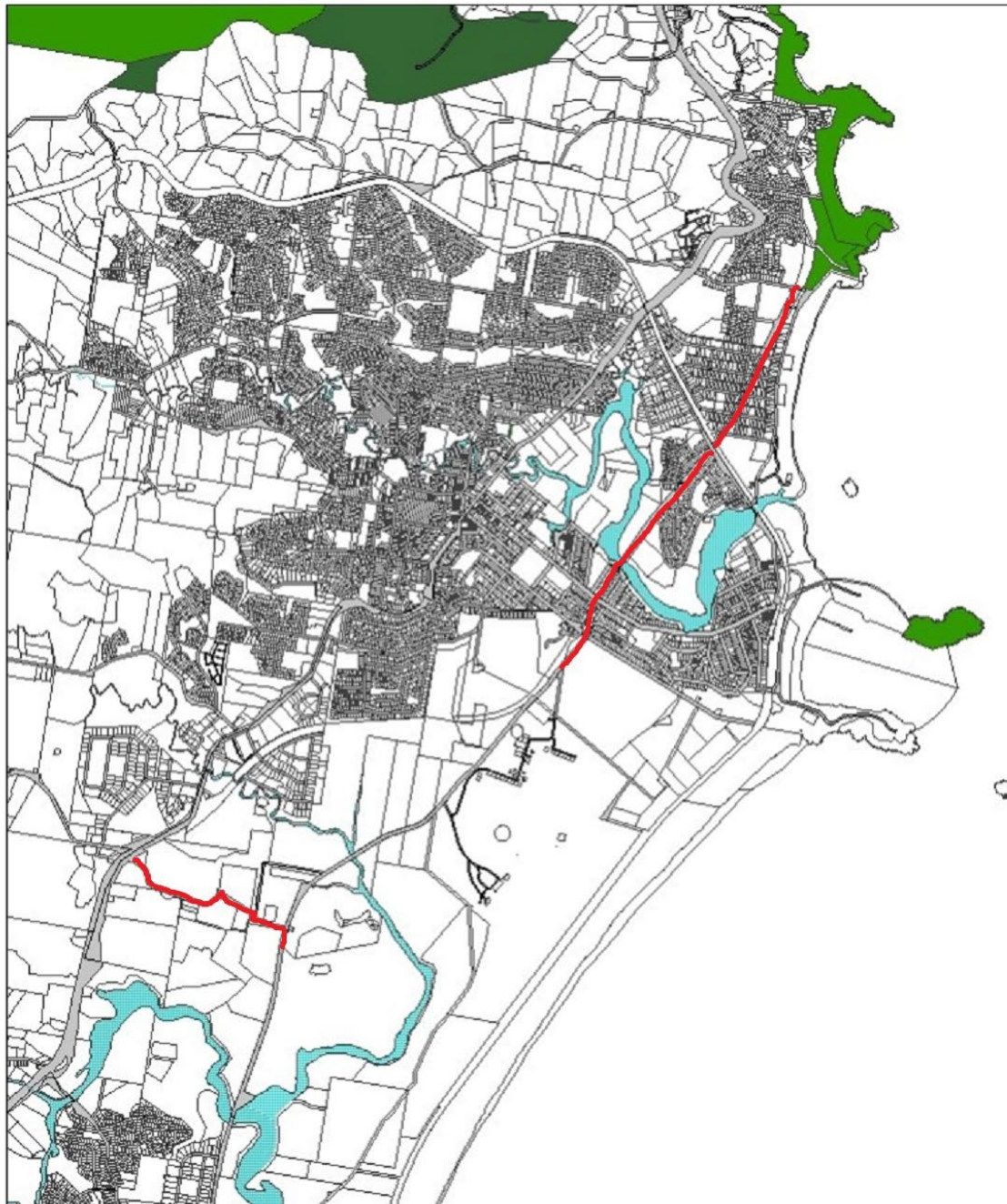


Figure 1: The Road Network – Road upgrades funded under this plan are in red

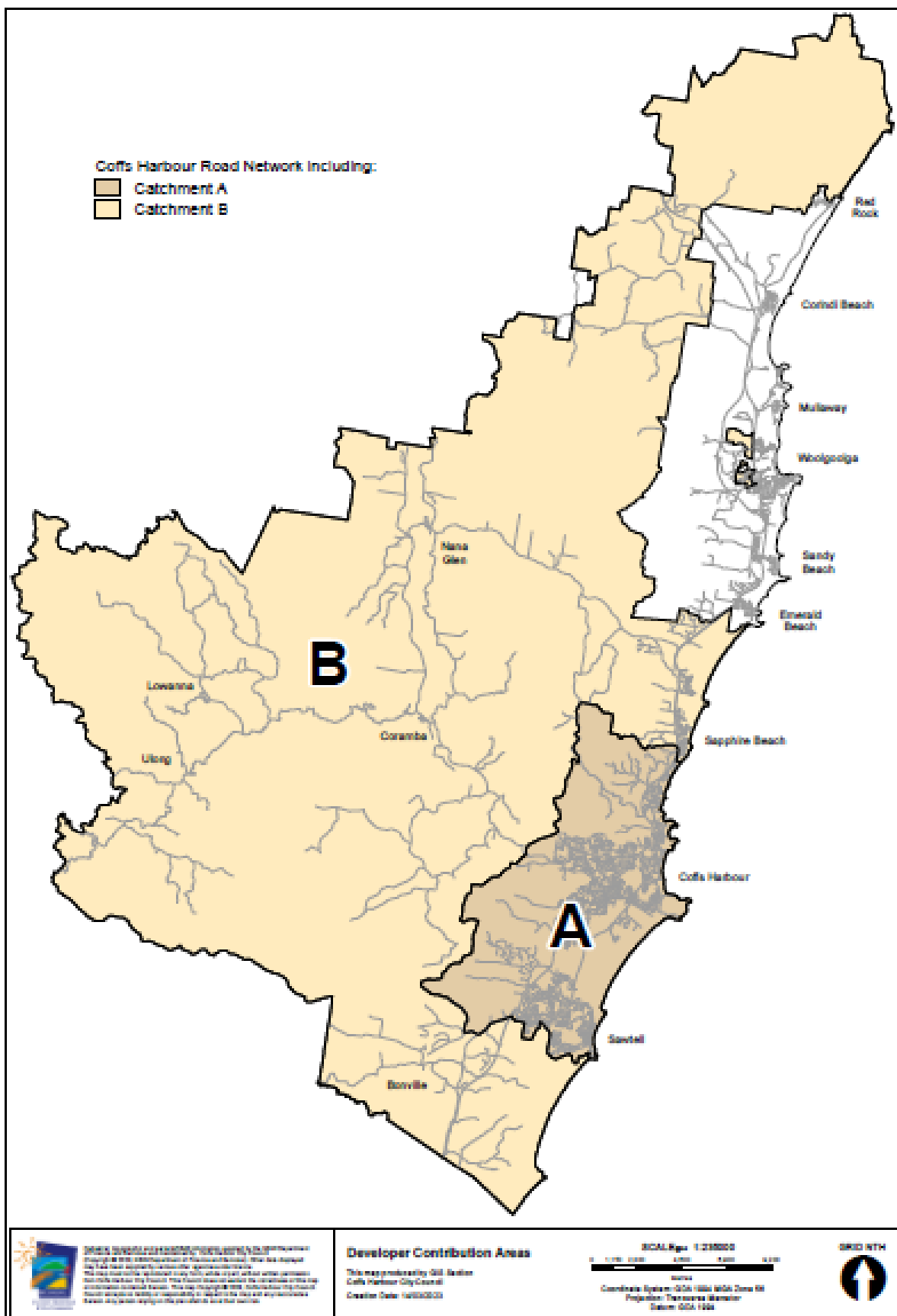


Figure 2: Area to which this plan applies: the Sector Divisions - Catchments A and B