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# COFFS HARBOUR ROAD NETWORK

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*Developer Contributions  
Plan 2019*



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# DOCUMENT CONTROL TABLE

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Amendment	Authoriser	Approval ref	Date
Inclusion of Coffs Harbour City Centre Development Incentive Policy under Exemptions	Council	2019/80	23 May 2019

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### **Executive Summary**

This contributions plan enables Coffs Harbour City Council 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.

The Coffs Harbour Settlement Strategy 2006 identifies the preferred location and expected type of future urban expansion within the City, and the associated requirements for public facilities.

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 Figure 1.

### **Summary of Works Schedule**

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

### **Type of Development to Which This Plan Applies**

This plan applies to all future residential development within the Local Government Area.

### **Area to Which This Plan Applies**

This contributions plan applies to all land parcels within the Coffs Harbour Local Government Area (LGA).

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

## Summary of Contribution Rates

Table 1 summarises the contribution rates applying to residential development, by sector. Appendix “B” includes additional contribution rates that apply to various other forms of development.

## 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 and further on 23 May 2019

**Table 1 –Road Network: Sector Contribution Rates**

RESIDENTIAL CONTRIBUTIONS					
Sector (see figure 2)	Weighting	Net Cost to be Levied \$	Per person	Per Lot/Large Dwelling \$	Per Small Dwelling \$
A	66.5%	1,765,092	\$307.47	\$799.42	\$559.59
B	33.5%	883,208	\$197.70	\$514.01	\$359.81

### Notes:

1. In addition to the above the relevant contribution rates associated with all other current regional developer contributions plans, regional, district and neighbourhood open space and community facilities, and water and sewer, also apply.
2. Contribution rates will be applied as follows:
  - The first lot in a residential subdivision is exempt from contributions
  - The first dwelling on a residential lot is exempt from contributions
  - The contribution rate for a dual occupancy, villa, townhouse or residential flat development is the number of dwellings multiplied by the appropriate dwelling rate minus one lot rate.
3. *A small dwelling is deemed to be any dwelling with a floor area less than 100 square metres (excluding garages and balcony areas).*
4. *The lot rate/large dwelling rate applies to all types of dwelling with a floor area equal to or exceeding 100 square metres (excluding garages and balcony areas).*
5. Additional contribution rates for various other types of development are included in this plan at appendix “B”.

## **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 Developer Contribution Plan 2016.

## **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 Council 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 Council 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; and
- (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 plan is consistent with the Coffs Harbour Settlement Strategy 2006 and the Coffs Harbour City Council Urban Land Capacity Assessment 2004. This contribution plan should be read in conjunction with all other current developer contribution plans, including the Coffs Harbour Water Supply Development Servicing Plan and the Coffs Harbour Wastewater Development Servicing Plan (Section 64 of the Local Government Act 1993).

Furthermore, this contributions plan provides necessary means for the implementation of the council-adopted Road Network plan.

## How the Plan Operates

In determining a development application Council 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

Coffs Harbour 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.

## Formula for Determining Contributions

Contribution rates have been determined for each of the sectors shown in figure 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 sector =

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

Where:

C = total cost of works to provide the Road Network assigned to the relevant sector as displayed in figure 2, including land acquisition, survey and design and construction costs.

O = Funds from other sources

L = Funds levied or collected to date

W = Weighting assigned to each sector 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

### Sector ‘A’

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

$$\frac{(\$26,947,910 - \$19,366,527 - \$4,933,083) \times .665}{2,203}$$

= \$799.42 per lot

### Sector ‘B’

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

$$\frac{(\$26,947,910 - \$19,366,527 - \$4,933,083) \times .335}{1,726}$$

= \$514.01 per lot



## Timing of Payment of Contributions

Payment of financial contributions should be finalised at the following stages:

- **Development consents involving subdivisions** – prior to release of the subdivision certificate
- **Development consents involving building work** – prior to the release of the construction certificate
- **Development consents where no construction certificate is required** – at the time of issue of the notification of consent, or prior to the commencement of approved development as may be determined by Council.

This plan requires a certifying authority (the Council or an accredited certifier) to issue a Complying Development Certificate in respect of development to which this plan applies subject to a condition requiring the applicant to pay to the Council a contribution calculated in accordance with this plan.

The certifying authority must cause the applicant's receipt for payment of the contribution to be provided to the Council at the same time as the other documents required to be provided under clause 142(2) of the EP&A Regulation.

## Deferred or Periodic Payments

Where an applicant wishes to seek a deferral of contributions payable they should consult Councils current "Deferred Developer Contributions Policy".

## Works In Kind

Council may accept an applicant's offer to make a contribution by way of a works in kind contribution (for an item included on the works schedule) or a material public benefit (for an item not included on the works schedule) as referred to in Part 7.11 (5b) of the Environmental Planning and Assessment Act.

Applicants should consult Councils current Works in Kind Policy prior to making an application for the undertaking of Works in Kind. Council may accept the offer of a works in kind contribution if the applicant, or any other person entitled to act upon the relevant consent, satisfies the consent authority that:

- (a) payment of the contribution in accordance with the provisions of the plan is unreasonable or unnecessary in the circumstances of the case;
- (b) the in kind contribution will not prejudice the timing or the manner of the provision of the public facility for which the contribution was required;

- (c) the value of the works to be undertaken is at least equal to the value of the contribution assessed in accordance with this plan.

## Exemptions

Council may consider exempting developments, or components of developments from the requirement for a contribution for developments that include aged care accommodation where the residents require in house care, and developments that are specifically exempted under directions that may be made from time to time by the NSW Minister for Planning.

Council may consider exempting or providing a concession to residential, shop top or tourist accommodation developments within the Coffs Harbour City Centre. Certain developments may qualify for this incentive by meeting the criteria as stipulated in Council's Coffs Harbour City Centre Development Incentive Policy. The policy is available for reference on Council's website [www.coffsharbour.nsw.gov.au](http://www.coffsharbour.nsw.gov.au)

## 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

Council will review the contribution rates to ensure that the monetary contributions reflect the costs associated with the provision of the public facility. The contribution rates will be reviewed on the basis of movements in the Consumer Price Index, All Groups (A) Sydney, as published by the Australian Bureau of Statistics in accordance with the following formula:

$$RC = \frac{C \times \text{Current index}}{\text{Previous index}}$$

Where:

RC = Revised contribution rate per ET applicable at the time of payment  
C = Previous contribution rate

**Current index** is the Consumer Price Index at the date of review of the contribution.

**Previous index** is the Consumer Price index as listed in Appendix "A" or applicable at the time of issue of the consent.

The Council may also review the works schedule, the estimate of costs of the various public facilities and services, population projections, land acquisition costs or other aspects relating to this contribution plan.

## **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.

## Future 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 2006 were as follows:-

### Occupancy Rates

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

**Source: ABS census figures**

#### Notes:

**A small dwelling is deemed to be any dwelling with a floor area less than 100 square metres (excluding garages and balcony areas).**

**The lot rate/large dwelling rate applies to all types of dwelling with a floor area equal to or exceeding 100 square metres (excluding garages and balcony areas).**

## 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 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 Councils administration building.

**Figure 1 – The Road Network – Relevant Road upgrades are in red**

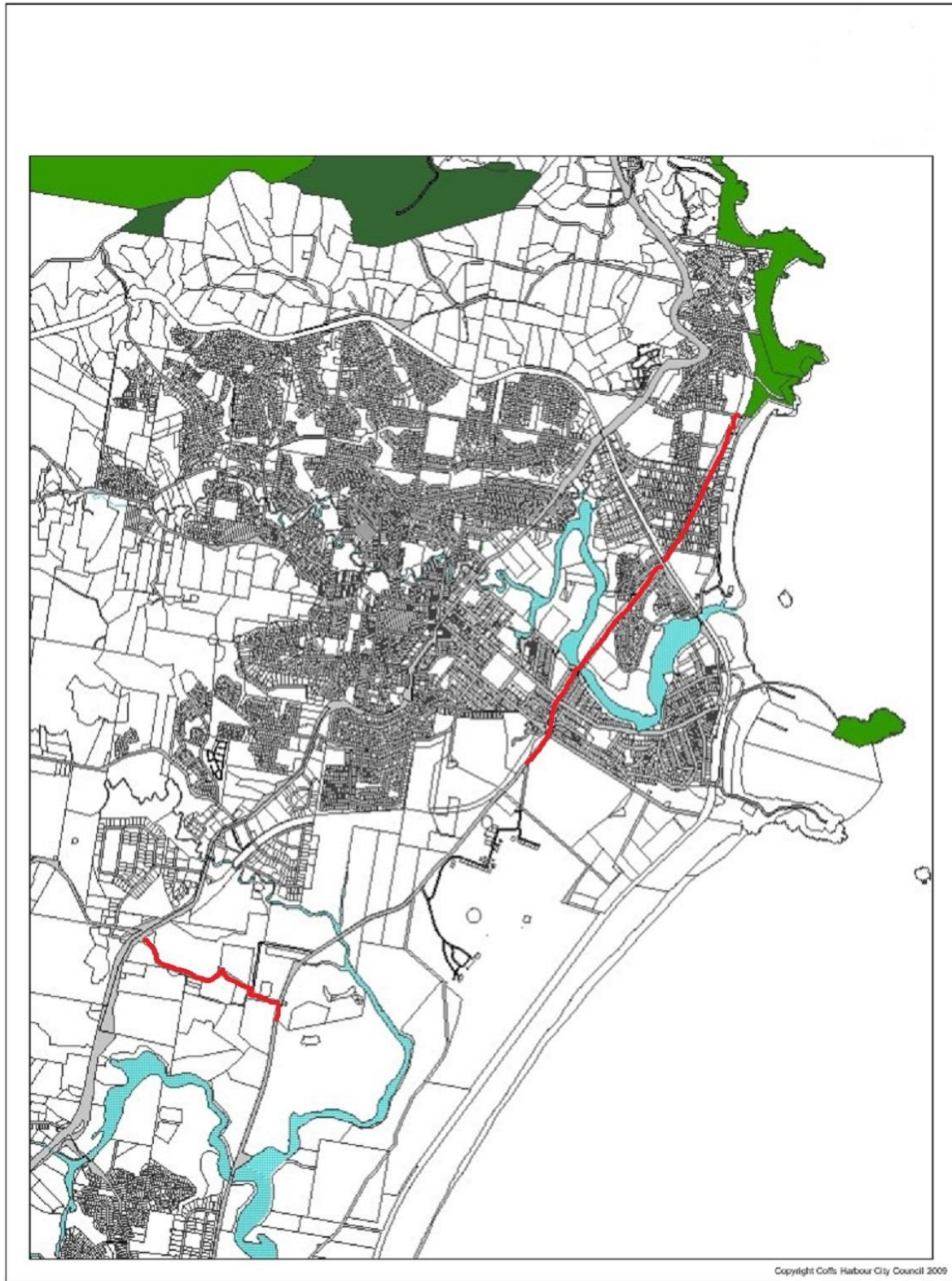
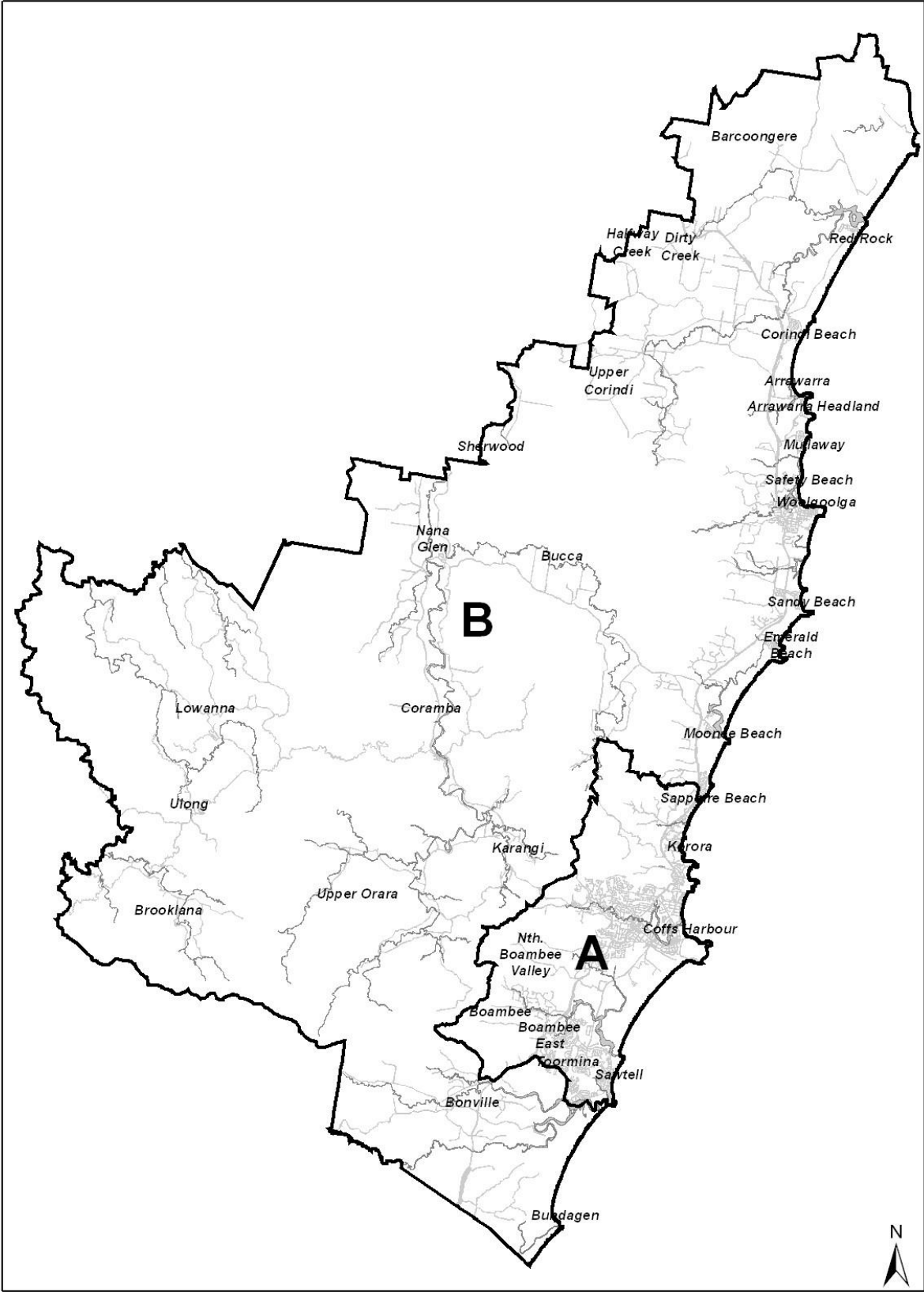




Figure 2 – Area to which this plan applies: the Sector Divisions - Sectors A and B





**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	1,020,593	Council contribution 510,297	4,933,083	2,648,300
2	Hogbin Drive Extension – Stage 1 Orlando Street to Park Beach Road	Works Complete	5,774,721	Council contribution 2,887,360		
3	Hogbin Drive Extension – Stage 2 Howard Street to Orlando Street	Works Complete	18,384,825	Govt contribution 11,785,144 Council contribution 3,299,840		
4	Hogbin Drive Widening – Howard Street to Aviation Drive	Works Complete	707,109	Council contribution 353,554		
5	Hogbin Drive Widening – Stadium Drive to Boambee Creek	Works Complete	1,060,663	Council contribution 530,331		
<b>TOTALS</b>			<b>26,947,910</b>	<b>19,366,526</b>	<b>4,933,083</b>	<b>2,648,300</b>

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## APPENDIX A

## INDICES APPLYING TO CONTRIBUTIONS FOR THE ROAD NETWORK

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Contribution Type	Index	Date Applied	Indexation Basis
Roads/Traffic Management	105	December 2013	Consumer Price Index – All Groups (A) for Sydney

## APPENDIX B

## STANDARD EQUIVALENT TENEMENT FIGURES

CLASSIFICATION	Unit Rate per ET Part 7.11 Contribution Plans	Unit Rate per ET Water DSP	Unit Rate per ET Waste Water DSP
RESIDENTIAL			
Subdivision lot	1	1	1
Small Dwelling*	0.7 per dwelling	0.7 per dwelling	0.7 per dwelling
Large Dwelling**	1 per dwelling	1 per dwelling	1 per dwelling
Boarding House	0.35 per bed	0.35 per bed	0.35 per bed
Seniors Living (SEPP)	0.55 per dwelling	0.55 per dwelling	0.55 per dwelling
Secondary Dwelling (Affordable Rental Housing SEPP: Note – not applicable to Woolgoolga Precinct Open Space	0.4 per dwelling	N/A	N/A
Nursing Home	0.35 per bed	0.35 per bed	0.35 per bed
Self-Care retirement unit	0.55 per unit	0.55 per unit	0.55 per unit
Hostel	0.35 per bed	0.35 per bed	0.35 per bed
Group Home	0.35 per bed	0.35 per bed	0.35 per bed
TOURIST AND VISITOR ACCOMMODATION			
Motel / hotel / resort room	0.35 per room	0.35 per room	0.35 per room
Serviced apartments	0.35 per room	0.35 per room	0.35 per room
Backpackers accommodation per	0.2 per room	0.2 per room	0.2 per room
Bed & Breakfast Accommodation	0.35 per room	0.35 per room	0.35 per room
Guest House/Hostel	0.35 per room	0.35 per room	0.35 per room
Caravan/Camp/cabin site - Permanent	0.6 per site	0.6 per site	
Caravan/ Cabin site temporary	0.35 per site	0.35 per site	0.35 per site
Camp/Tent Site temporary	0.25 per site	0.25 per site	0.25 per site
BUSINESS PREMISES			
Shop	N/A	0.3 per 100m2	0.3 per 100m2
General Store	N/A	0.3 per 100m2 GFA	0.3 per 100m2 GFA
Convenience Store	N/A	0.3 per 100m2 GFA	0.3 per 100m2 GFA
Supermarket	N/A	0.3 per 100m2 GFA	0.3 per 100m2 GFA
Bulky Goods Premises	N/A	0.2 per 100m2	0.2 per 100m2
Hairdressing/beauty salon	N/A	0.5 per 100m2	0.5 per 100m2
Laundromat	N/A	0.5 per machine	0.5 per machine
Office Premises	N/A	0.65 per 100m2 GFA	0.65 per 100m2 GFA
Warehouse/distribution centre	N/A	0.1 per 100m2 GFA	0.1 per 100m2 GFA

	Unit Rate per ET	Unit Rate per ET	Unit Rate per ET
<b>CLASSIFICATION</b>	<b>Part 7.11 Contribution Plans</b>	<b>Water DSP</b>	<b>Waste Water DSP</b>
Industrial Premise	N/A	0.1 per 100m2 GFA	0.1 per 100m2 GFA
Self-Storage Premises	N/A	0.1 per 100m2 GFA (admin area )	0.1 per 100m2 GFA (admin area )
Car Wash	N/A	Determined on application	Determined on application
Plant nursery	N/A	Determined on application	Determined on application
Service Station	N/A	0.6 per lane	0.6 per lane
Car Sales Showroom ( indoor)	N/A	Determined on application	Determined on application
Car Sales Showroom ( outdoor)	N/A	Determined on application	Determined on application
<b>FOOD AND DRINK PREMISES</b>			
Café / Coffee Shop	N/A	1.0 per 100m2 GFA	1.0 per 100m2 GFA
Convenience Store	N/A	0.3 per 100m2 GFA	0.3 per 100m2 GFA
Fast Food/Snack Bar No amenities	N/A	1.0 per 100m2 GFA	1.0 per 100m2 GFA
Fast Food/Snack Bar with amenities	N/A	1.5 per 100m2 GFA	1.5 per 100m2 GFA
Restaurant	N/A	1.0 per 100m2 GFA	1.0 per 100m2 GFA
Hotel Public Bar	N/A	1.4 per 100m2 GFA	1.4 per 100m2 GFA
Lounge/beer garden	N/A	1.3 per 100m2 GFA	1.3 per 100m2 GFA
Registered Club - Licensed	N/A	0.6 per 100m2 GFA	0.6 per 100m2 GFA
Registered Club - Unlicensed	N/A	0.3 per 100m2 GFA	0.3 per 100m2 GFA
<b>COMMUNITY FACILITIES</b>			
Child care without Laundry - per child	N/A	0.04 per child	0.04 per child
Child care with Laundry - per child	N/A	0.07 per child	0.07 per child
Marina per berth -	N/A	Determined on Application	Determined on Application
Place of worship	N/A	1 per 80 seats (pro- rata)	1 per 80 seats (pro- rata)
Cultural Establishment	N/A	0.3 per 100m2 GFA	0.3 per 100m2 GFA
Correctional Centre	N/A	0.5 per bed	0.5 per bed
<b>Educational Establishment</b>			
- Primary/Secondary School	N/A	0.04 per student	0.04 per student
- Tertiary	N/A	0.04 per student	0.04 per student
- Boarding School	0.35 per resident student	0.35 per resident student	0.35 per resident student
Eco Tourism facility	Determined on application	Determined on application	Determined on application
Passenger Transport Terminal	N/A	0.15 per 100m2 GFA	0.15 per 100m2 GFA
Hospital	N/A	1 per bed	1 per bed
Medical Centre	N/A	0.5 per consultancy room	0.5 per consultancy room
Dental Surgery	N/A	0.5 per consultancy room	0.5 per consultancy room
Veterinary Clinic	N/A	0.5 per consultancy room	0.5 per consultancy room

	Unit Rate per ET	Unit Rate per ET	Unit Rate per ET
CLASSIFICATION	Part 7.11 Contribution Plans	Water DSP	Waste Water DSP
ENTERTAINMENT			
Bowling Alley	N/A	0.2 per alley	0.2 per alley
Brothel	N/A	0.4 per room	0.4 per room
Swimming Pool - Commercial	N/A	7 per ML	7 per ML
Recreational centre - indoor	N/A	0.3 per 100m2	0.3 per 100m2
Function/Conference Centre	N/A	0.3 per 100m2	0.3 per 100m2

**\* A small dwelling is deemed to be any dwelling with a floor area less than 100 square metres (excluding garages and balcony areas) not including secondary dwelling as defined under the Affordable Rental Housing SEPP to which contributions are applicable at the rate identified in appendix "B" above.**

**\*\* 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).**



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