

# **Goulburn Mulwaree Section 94 Development Contributions Plan 2009**

Revised 23 June 2016



# Contents

	Page Number
<b>Part A: Introduction .....</b>	<b>1</b>
1.1 Introduction	1
1.2 Background	1
1.3 Future development	2
1.4 Services and amenities	2
1.5 Structure of this plan	3
1.6 Amendments	3
<b>Part B: Summary schedules .....</b>	<b>Error! Bookmark not defined.</b>
<b>2. Summary work programs and contributions .....</b>	<b>4</b>
2.1 Works programs	4
2.1.1 <i>Four Precincts Summary Works Program</i>	4
2.1.2 <i>Marys Mount Summary Works Program</i>	4
2.1.3 <i>Clyde Street Summary Works Program</i>	4
2.1.4 <i>Ducks Lane Summary Works Program</i>	4
2.1.5 <i>Common Street Summary Works Program</i>	4
2.1.6 <i>Extractive Industries, mines and other heavy vehicle haulage uses</i>	4
2.2 Contribution rates	5
2.2.1 <i>Marys Mount Summary Contribution Rates</i>	5
2.2.2 <i>Clyde Street Summary Contribution Rates</i>	5
2.2.3 <i>Ducks Lane Summary Contribution Rates</i>	5
2.2.4 <i>Common Street Summary Contribution Rates</i>	5
2.2.5 <i>Administration Cost – Each Precinct</i>	5
2.2.6 <i>Extractive Industries, mines and other heavy vehicle haulage uses road maintenance levy</i>	6
<b>Part C: Plan administration .....</b>	<b>7</b>
<b>3. General .....</b>	<b>7</b>
3.1 Name of this plan	7
3.2 Area to which the Contribution Plan applies	7
3.3 Areas to which this plan does not apply	7
3.4 Purpose of this plan	7
3.5 Commencement of this plan	8
3.6 Relationship with other plans and policies	8
3.7 Required time of payment	9
3.8 Construction certificates and the obligation of accredited certifiers	9
3.9 Complying development and the obligation of accredited certifiers	9
3.10 Deferred and periodic payment	10
3.11 Contributions 'in-kind' and material public benefits	11
3.12 Dedication of land	11
3.13 Planning agreements	12
3.14 Goods and Services Tax	12
3.15 Exemptions	12
3.16 Review of contribution rates	12
3.17 Adjusting contribution rates at the time of payment	14
3.18 Credit for existing development	14
3.19 Consideration of previous dedications and contributions	15
3.20 Pooling of contributions	15
3.21 Savings and transitional arrangements	15
<b>Part D: Development and population .....</b>	<b>16</b>
<b>4. Development forecasts .....</b>	<b>16</b>
4.1 Land capacity and availability	16
4.2 Dwelling estimates	16
<b>5. Population and employment .....</b>	<b>18</b>
5.1 Anticipated future population growth	18
5.2 Changes in employment generation	19

<b>Part E:</b>	<b>Contribution areas and strategy plans .....</b>	<b>20</b>
<b>6.</b>	<b>Marys Mount.....</b>	<b>20</b>
6.1	Introduction	20
6.2	Area to which this clause applies	21
6.3	Development to which this clause applies	21
6.4	Open space and recreation	23
6.4.1	<i>Introduction</i>	23
6.4.2	<i>Causal Nexus</i>	23
6.4.3	<i>Geographical nexus</i>	24
6.4.4	<i>Temporal nexus</i>	24
6.4.5	<i>Apportionment</i>	24
6.4.6	<i>Works schedule</i>	24
6.4.7	<i>Calculations</i>	25
6.4.8	<i>Contribution rates</i>	25
6.5	Road upgrading and traffic management	26
6.5.1	<i>Introduction</i>	26
6.5.2	<i>Causal Nexus</i>	26
6.5.3	<i>Geographic nexus</i>	27
6.5.4	<i>Temporal nexus</i>	27
6.5.5	<i>Apportionment</i>	28
6.5.6	<i>Works schedule</i>	29
6.5.7	<i>Calculations</i>	30
6.5.8	<i>Contributions rates</i>	30
<b>7.</b>	<b>Clyde Street .....</b>	<b>31</b>
7.1	Introduction	31
7.1.1	<i>Area to which this plan applies</i>	31
7.1.2	<i>Development to which this plan applies</i>	31
7.2	Roads and traffic infrastructure	31
7.2.1	<i>Introduction</i>	31
7.2.2	<i>Causal nexus</i>	31
7.2.3	<i>Geographic nexus</i>	33
7.2.4	<i>Temporal nexus</i>	33
7.2.5	<i>Apportionment</i>	34
7.2.6	<i>Works schedule</i>	34
7.2.7	<i>Calculation</i>	35
7.2.8	<i>Contribution rates</i>	36
<b>8.</b>	<b>Ducks Lane.....</b>	<b>37</b>
8.1	Introduction	37
8.2	Area to which this clause applies	37
8.3	Development to which this clause applies	37
8.4	Road and traffic infrastructure	37
8.4.1	<i>Introduction</i>	37
8.4.2	<i>Causal Nexus</i>	38
8.4.3	<i>Geographic Nexus</i>	39
8.4.4	<i>Temporal nexus</i>	39
8.4.5	<i>Apportionment</i>	39
8.4.6	<i>Work Schedule and Zonal Apportionment</i>	40
8.4.7	<i>Calculations</i>	40
8.4.8	<i>Contributions rates</i>	40
<b>9.</b>	<b>Common Street .....</b>	<b>43</b>
9.1	Introduction	43
9.2	Roads and traffic	43
9.2.1	<i>Introduction</i>	43
9.2.2	<i>Causal nexus</i>	43
9.2.3	<i>Geographic nexus</i>	43
9.2.4	<i>Temporal nexus</i>	45
9.2.5	<i>Apportionment</i>	45
9.2.6	<i>Works schedule</i>	45
9.2.7	<i>Calculation</i>	46
9.2.8	<i>Contribution rates</i>	46

<b>10. Administration costs .....</b>	<b>47</b>
10.1.1 <i>Introduction</i>	47
10.1.2 <i>Nexus</i>	47
10.1.3 <i>Apportionment</i>	47
10.1.4 <i>Work schedule</i>	47
10.1.5 <i>Calculations</i>	48
10.1.6 <i>Contributions rates</i>	48
<b>11. Development involving heavy vehicle movements likely to cause road pavement damage.....</b>	<b>49</b>
11.1 <i>Introduction</i>	49
11.2 <i>Roadworks may be required to be undertaken in addition to contributions required under this Plan</i>	49
11.3 <i>Calculation of road maintenance and rehabilitation costs</i>	50
11.3.1 <i>Causal nexus</i>	51
11.3.2 <i>Geographic nexus</i>	51
11.3.3 <i>Temporal nexus</i>	51
11.3.4 <i>Apportionment</i>	52
11.3.5 <i>Works schedule</i>	52
11.3.6 <i>Calculation</i>	52
11.3.7 <i>Contribution rates</i>	52
<b>Part F: Definitions.....</b>	<b>55</b>
<b>Acknowledgement: .....</b>	<b>57</b>

## List of tables

Table 3-1:	Assumed occupancy rates for residential development	14
Table 5-1:	Goulburn Mulwaree growth scenarios	18
Table 6-1:	Marys Mount works schedule	24
Table 6-2:	Scheduled threshold for implementation of works	28
Table 6-3:	Apportionment - Road Upgrading and Traffic Management Program	28
Table 6-4:	Road Upgrading and Traffic Management Program: Proportional Responsibility of Traffic Zones	29
Table 6-5:	Road upgrading and traffic management schedule of costs	29
Table 6-6:	Traffic Management Contributions	30
Table 7-1:	Scheduled threshold for implementation of new works	33
Table 7-2:	Apportionment of costs	34
Table 7-3:	Works schedule	35
Table 7-4:	Contributions rates per lot for the Ring Road Zone and Southern Zone.	36
Table 8-1:	Work Schedule and Apportionment for Road and Traffic Infrastructure	40
Table 8-2:	Traffic Management Contributions	41
Table 9-1:	Threshold for undertaking works	45
Table 9-2:	Descriptions and estimated costs of proposed roadworks	45
Table 10-1:	Plan administration works schedule	47
Table 10-2:	Administration contribution rates	48

## List of figures

Figure 1:	Marys Mount contributions area	22
Figure 2:	Clyde Street contributions area	32
Figure 3:	Ducks Lane contributions area, zone and works	42
Figure 4:	Common Street contributions area	44
Figure 5:	Goulburn Mulwaree State and National Roads	54

## List of appendices

Appendix A	
Cost report (\$0–\$200,000)	
Appendix B	
Cost report (more than \$200,000)	

# Part A: Introduction

## 1.1 Introduction

The current document is called the Goulburn Mulwaree Section 94 Development Contributions Plan (Contributions Plan). The Contributions Plan has been prepared in accordance with the provisions of Section 94 of the *Environmental Planning and Assessment Act 1979* and Part 4 of the Environmental Planning and Assessment Regulations 2000.

The primary purpose of this plan is to enable Council to require a contribution towards the provision, extension or augmentation of public amenities and public services that will, or are likely to be, required as a consequence of development in the Goulburn Mulwaree Local Government Area (LGA).

The Contributions Plan applies to the Goulburn Mulwaree LGA with respect to:

- Land illustrated in figures 1, 2, 3 and 4;
- Extractive industries, mines and other heavy vehicle haulage uses.

It will apply to applications for development which will or are likely to, require the provision of additional or upgraded public facilities or works in order to satisfy the additional demand. The demand is caused by the additional population from new detached housing, including low and medium density residential development, the development of previously undeveloped land and from industrial and commercial development.

Road pavement deterioration associated with extractive industries (quarries) and mines is caused largely by the passage of heavy vehicles. These land uses typically cause and exacerbate the deterioration of the road surfaces which then requires the need for considerable expenditure to maintain, repair and where necessary, reconstruct the roads. Road maintenance can be funded via this Plan only for quarry and mining operations.

Section 94 contributions help to ensure access to facilities and services which support a quality of life for all sections of the community are not eroded by new development which results in additional social and economic costs on the community. By ensuring that new development contributes to the real cost of development in the wider context, this plan seeks to ensure that economic, environmental and social sustainability is achieved.

For Council to levy contributions under Division 6 of the *Environmental Planning and Assessment Act 1979*, there must be a clear nexus between the proposed development and the need for the public service or amenity for which the levy is being required as detailed in the provisions of this Plan.

## 1.2 Background

The Goulburn Mulwaree Council was proclaimed on the 11 February 2004. The Goulburn Mulwaree LGA is surrounded by four LGAs, including Upper Lachlan to the west and north-west, Wingecarribee to the north-east, Shoalhaven to the east and Palerang to the south.

Goulburn, the primary centre of the Goulburn Mulwaree LGA is located approximately 192 kilometres south-west of Sydney on the NSW Southern Tablelands and 95 kilometres north of Canberra. Goulburn retains many well-preserved and restored buildings dating from the 19<sup>th</sup> and early 20<sup>th</sup> Centuries. These buildings have a distinct architectural character that contribute to Goulburn's atmosphere and reflects its importance as Australia's first inland city.

Goulburn today is characterised by a diversity of development and a mature landscape that gives the town a distinct sense of place.

The new LGA occupies an area of approximately 3,220 square kilometres, comprising part of the former Mulwaree and all of the former Goulburn LGAs. The population predominantly lives within the towns of Goulburn, Marulan and Tarago; in a number of surrounding rural villages, including Tallong, Bungonia and Lake Bathurst; and in rural localities, including Parkesbourne, Yarra, Mummel, Kingsdale, Tarlo, Caoura, Gundary, Windellama and Oallen Ford.

## **1.3 Future development**

The Goulburn Mulwaree LGA has a current population of approximately 27,277 (2006 Census). At the time of preparation of this plan, population growth in the Goulburn Mulwaree LGA is forecasted to increase at a rate of 2.9% for the Goulburn Mulwaree, with a total growth target population of approximately 32,188 residents by 2020.

At the time of the 2001 Census, the population of Goulburn-Mulwaree was approximately 26,500. The increased population represented a growth of around three percent from the 1996 population of 25,800. However, over this period, the number of residents living in Goulburn decreased by 1.9 per cent from 21,293 to 20,884.

Marulan is home to a much smaller population, with 442 residents (recorded on Census night), an increase of 7.5 per cent since 1996, when the population was 411.

The development contributions plan aims to identify the likely public services and amenities required to be provided as a result of the increase in development of those areas. The expected demand for public services and amenities forms the basis for levying contributions on new development.

The development contributions identified within this plan may be a result of public services and amenities being fully developer funded, where they are directly required as a result of development, or part developer and part Council funded where the existing population may also require the provision of certain additional public services and amenities.

## **1.4 Services and amenities**

Future population growth stemming from new development in the Goulburn Mulwaree LGA will result in the need for the following new and/or augmented works. Contributions are also reasonable for new quarries, mines and like developments or existing operations that expand to cover the increased level of haulage route road deterioration. In accordance with this plan, the facilities for which Council will require development contributions include the following:

- Open space and recreation facilities
- Road works and traffic facilities
- Plan administration.
- Road maintenance / reconstruction for extractive industry (quarry), mine operation and other heavy vehicle haulage uses.

## 1.5 Structure of this plan

This Plan is arranged into 7 parts:

- Part A: Introduction**
- Part B: Summary Schedules**
- Part C: Plan Administration**
- Part D: Development and population**
- Part E: Contribution Areas and Strategy Plans**
- Part F: Definitions**
- Part G: References**

## 1.6 Amendments

### **Amendment No. 1 - Extractive Industries (quarries), mines and the like (21 July 2010)**

As future development of quarries, mines and like developments is unknown until the time of expansion / development, this amendment provides a standard formula for the calculation of the contributions.

Following Amendment No. 1 consequential minor adjustments pursuant to clause 32(3) of the *Environmental Planning & Assessment Regulation 2000* were made on:

- Clause 11.1.2 (1) – 21 August 2009
- Clauses 1, 2, 3, 11 and Part F – 18 May 2010

### **Amendment No. 2 – Ridge Street, Shannon Drive and Carr Street (14 March 2012)**

Council supported a planning proposal initiated by landowners to reduce the minimum lot size to 2,000m<sup>2</sup> in the Ridge Street, Shannon Drive and Carr Street area. Council subsequently resolved to include these areas in this Contributions Plan. All contribution rates in the CP were updated to reflect 2011/12 figures.

### **Amendment No. 3 – Extractive industries, mines and other heavy vehicle haulage uses**

Various amendments were made to the provisions of *Section 11. Developments involving heavy vehicle movements likely to cause road pavement damage* including:

- Updating of the cents per tonne per kilometre rate to 4.62 cents
- Establishing that the indexation of contributions is to be based on the Producer Price Index
- Specifying that contributions can be levied on the basis of either the mass of haulage material (in tonnes) transported to or from the site (where verifiable tonnage receipts can be provided) or the number of laden ESAs generated by the development.



## 2. Summary work programs and contributions

### 2.1 Works programs

The following summary tables are provided for ease of reference. More detailed works programs are contained in the individual strategies within the Development Contributions Plans.

#### 2.1.1 Four Precincts Summary Works Program

Facilities	Estimated total cost
Roads and traffic facilities	\$17,920,500
Open space	\$1, 685,750
Administration	\$86,000

The summary contribution rates for each of the precincts are provided as follows.

#### 2.1.2 Marys Mount Summary Works Program

Facilities	Estimated total cost	Timing/ Thresholds
Roads and traffic facilities	\$6,251,500	Number of new lots
Open space and recreation	\$1,685,750	Number of new lots

#### 2.1.3 Clyde Street Summary Works Program

Facilities	Estimated total cost	Timing/ Thresholds
Roads and traffic facilities	\$5,824,000	Number of new lots

#### 2.1.4 Ducks Lane Summary Works Program

Facilities	Estimated total cost	Timing/ Thresholds
Roads and traffic facilities	\$3,865,000	To be completed by 30 June 2008

#### 2.1.5 Common Street Summary Works Program

Facilities	Estimated total cost	Timing/ Thresholds
Roads and traffic facilities	\$1,980,000	Number of new vehicle trips per day

#### 2.1.6 Extractive Industries, mines and other heavy vehicle haulage uses

Facilities	Estimated total cost	Timing/ Thresholds
Roads maintenance /	Cost per product tonne 4.62	As repair of damage is

reconstruction	cents/Km	required provided funding is available
----------------	----------	--

## 2.2 Contribution rates

The summary contribution rates for each precinct are provided below. Further advice on the calculation of the contribution rates is provided for each of the precincts in Part E of the Plan.

The summary contribution rates for each of the precincts are provided as follows.

The contribution rates have been updated to 2011/12 dollars.

### 2.2.1 Marys Mount Summary Contribution Rates

Contribution type	Per lot
Open space and recreation	\$907
Roads and traffic facilities	Crookwell Road Zone: \$3,774 Gibson Street Zone: \$4,256 Middle Arm Avenue: \$3,143

### 2.2.2 Clyde Street Summary Contribution Rates

Contribution type	Per lot
Roads and traffic facilities	Ring Road \$16,967 Southern Road \$5,149

### 2.2.3 Ducks Lane Summary Contribution Rates

Contribution type	Per estimated trip / lot
Roads and traffic facilities	\$584 per trip, Southern Zone \$4,104 per lot, Northern Zone

### 2.2.4 Common Street Summary Contribution Rates

Facilities	Per estimated vehicle trip
Roads and traffic facilities	\$160

### 2.2.5 Administration Cost – Each Precinct

Contribution type	Per unit, Dwelling house and Lot
Administration	\$57

### 2.2.6 Extractive Industries, mines and other heavy vehicle haulage uses road maintenance levy

Contribution type	Formula
Road maintenance / reconstruction	<p>Contribution (cents) =  <math>4.62(L_1 \times P_1 + L_2 \times P_2 + \dots + L_n \times P_n)</math></p> <p>Where:</p> <p><math>L_1</math> Length of road route 1 used by the development (km)  <math>P_1</math> Estimated percentage of material trucked along route 1  4.62 4.62 cents per tonne as the contribution towards pavement maintenance, repair, rehabilitation and reconstruction. (Refer to rationale).  <math>L_2</math> Length of road route 2 (km)  <math>P_2</math> Estimated percentage of material trucked along route 2</p>

## **Part C: Plan administration**

### **3. General**

#### **3.1 Name of this plan**

The Contributions Plan is called the Goulburn Mulwaree Section 94 Development Contributions Plan 2009. This document is a Section 94 Development Contributions Plan under Section 94 and Section 94B of the *Environmental Planning and Assessment Act 1979*, as amended.

The Contributions Plan is the result of a comprehensive review and consolidation of the five existing contributions plans of relevance to these areas and land uses. The relationship of this Development Contributions Plan to the immediate predecessor Development Contributions Plans is described in Section 3.6 of this Plan.

The Contributions Plan has been prepared having regard to the Practice Notes issued by NSW Department of Planning on 8 July 2005 in accordance with Clause 26(1) of the Environmental Planning and Assessment Regulation 2000.

#### **3.2 Area to which the Contribution Plan applies**

This plan applies to land within the Goulburn Mulwaree LGA, as shown in Figure 1, 2, 3 and 4 (only). This area is divided into four precincts:

- Marys Mount – Figure 1
  - Clyde Street – Figure 2
  - Ducks Lane – Figure 3
  - Common Street. – Figure 4
- and;
- Any proposals for extractive industries, mines and other heavy vehicle haulage uses within the Goulburn Mulwaree Local Government Area.

#### **3.3 Areas to which this plan does not apply**

- Land outside of that shown in figures 1, 2, 3 and 4;
- Any land use (except extractive industries, mines and other heavy vehicle haulage uses) in the Local Government Area outside land shown in figures 1, 2, 3 and 4.

These areas and land uses are subject to Goulburn Mulwaree Section 94A Contributions Plan.

#### **3.4 Purpose of this plan**

The purpose of this plan is to:

- a) provide an administrative framework under which specific public facilities strategies may be implemented and coordinated
- b) ensure that adequate public facilities are provided for as part of any new development
- c) to authorise the Council to impose conditions under section 94 of the *Environmental Planning and Assessment Act 1979* when granting consent to development on land to which this plan applies
- d) provide a comprehensive strategy for the assessment, collection, expenditure accounting and review of development contributions on an equitable basis
- e) ensure that the existing community is not burdened by the provision of public amenities and public services required as a result of future development,
- f) enable Council to be both publicly and financially accountable in its assessment and administration of this plan, and
- g) ensure that the existing community is not burdened by exacerbated damage to local road surfaces caused by heavy vehicles on haulage routes from quarries, mines and other heavy vehicle uses.

### **3.5 Commencement of this plan**

This development contributions plan has been prepared pursuant to the provisions of sections 94 of the *Environmental Planning and Assessment Act 1979* and Part 4 of the Environmental Planning and Assessment Regulation 2000 and takes effect from the date on which public notice was published:

- Original Plan – 20 February 2009,
- Amendment No. 1 – 19 June 2009,
- Amendment No. 2 – 14 March 2012, and
- Amendment No. 3 – 23 June 2016.

### **3.6 Relationship with other plans and policies**

This consolidating Development Contributions Plan results from a review following the boundary adjustments and the amalgamation of the former Goulburn Council and the Mulwaree Shire, effective from 11 February 2004, and the recommendations from the Goulburn Mulwaree Strategy 2020.

This plan repeals the following development contribution plans:

- Greater Argyle Council Ducks Lane Contributions Plan (effective from 28 July 2004)
- Greater Argyle Council Clyde Street Contributions Plan (effective from 9 August 2004)
- Goulburn Mulwaree Marys Mount Section 94 Contributions Plan 2005 (effective from 23 December 2005)

- Draft Common Street Contributions Plan.

Development consents which include conditions requiring the payment of development contributions levied under the predecessor contributions plans will continue to be acted upon and those contributions (together with any applicable inflation) will become due and payable in accordance with the wording of the related consent conditions.

The Council will continue to expend all incoming contributions levied under the preceding Contributions Plans for the purposes for which they were levied in accordance with Section 94 of the *Environmental Planning and Assessment Act 1979*.

### **3.7 Required time of payment**

A contribution must be paid to Council at the time specified in the condition that imposes the contribution. If no such time is specified, the contribution must be paid prior to the issue of a construction certificate or complying development certificate.

### **3.8 Construction certificates and the obligation of accredited certifiers**

In accordance with Section 94EC of the *Environmental Planning and Assessment Act 1979* and Clause 146 of the Environmental Planning and Assessment Regulation 2000, a certifying authority must not issue a construction certificate for building work or subdivision work under a development consent unless it has verified that each condition requiring the payment of monetary contributions has been satisfied.

In particular, the certifier must ensure that the applicant provides a receipt(s) confirming that contributions have been fully paid and copies of such receipts must be included with copies of the certified plans provided to the council in accordance with Clause 142(2) of the Environmental Planning and Assessment Regulation 2000. Failure to follow this procedure may render such a certificate invalid.

The only exceptions to this requirement are where a works in kind, material public benefit, dedication of land or deferred payment arrangement has been agreed to by Council. In such cases, Council will issue a letter confirming that it agrees to the alternative payment method.

### **3.9 Complying development and the obligation of accredited certifiers**

In accordance with Section 94EC(1) of the *Environmental Planning and Assessment Act 1979*, accredited certifiers must impose a condition requiring monetary contributions in accordance with this development contributions plan.

The conditions imposed must be consistent with Council's standard consent conditions and be strictly in accordance with this plan. It is the professional responsibility of accredited certifiers to accurately calculate the contribution and to apply the standard development contribution conditions correctly. Only conditions requiring monetary contributions can be imposed by an accredited certifier.

Accredited certifiers for Complying Development should refer particularly to Part C - Plan Administration of the Development Contributions Plan concerning the precise calculation of Development Contributions.

### 3.10 Deferred and periodic payment

**Practice Note:**

In September 2011 Council resolved to no longer defer Development Contributions. Developers are encouraged to stage their development and / or land release to more appropriately match infrastructure requirements and commitments.

In August 2010 Council resolved that, in addition to any matter detailed in this plan, the following matters are to be considered for any request to defer payment of development contributions:

- The financial situation of the contribution scheme;
- The extent of any loan borrowing;
- Future capital commitments, and
- Whether or not infrastructure works essential for the initial development can also be deferred.

Deferred or periodic payments will only be considered in the following circumstances:

- a) compliance with the provisions of this Plan is unreasonable or unnecessary in the circumstances of the case,
- b) deferred or periodic payment of the contribution will not prejudice the timing or the manner of the provision of public facilities included in the works program,
- c) where the applicant intends to make a contribution by way of a planning agreement, works-in-kind or land dedication in lieu of a cash contribution and council and the applicant have a legally binding agreement for the provision of the works or land dedication,
- d) there are circumstances justifying the deferred or periodic payment of the contribution.

If Council does decide to accept deferred or periodic payment, Council may require the applicant to provide a bank guarantee by a bank for the full amount of the contribution or the outstanding balance on condition that:

- a) the bank guarantee be by a bank for the amount of the total contribution, or the amount of the outstanding contribution, plus an amount equal to thirteen (13) months interest plus any charges associated with establishing or operating the bank security
- b) the bank unconditionally pays the guaranteed sum to the council if the council so demands in writing not earlier than 12 months from the provision of the guarantee or completion of the work
- c) the bank must pay the guaranteed sum without reference to the applicant or landowner or other person who provided the guarantee, and without regard to any dispute, controversy, issue or other matter relating to the development consent or the carrying out of development
- d) the bank's obligations are discharged when payment to the Council is made in accordance with this guarantee or when council notifies the bank in writing that the guarantee is no longer required.

The conditions under which the Council may accept payment by way of periodic payment for a staged development are that:

- the instalment be paid before the work commences on the relevant stage of the development
- the amount to be paid at each stage is to be calculated on a pro-rata basis in proportion to the demand for the relevant facility being levied by the overall development, plus CPI if required.

### **3.11 Contributions ‘in-kind’ and material public benefits**

The Council may accept an offer by the applicant to provide an ‘in-kind’ contribution (i.e. the applicant completes part or all of work(s) identified in this plan) or through provision of another material public benefit in-lieu of the applicant satisfying its obligations under this plan.

Council may accept such alternatives in the following circumstances:

- a) the value of the works to be undertaken is at least equal to the value of the contribution that would otherwise be required under this plan
- b) the standard of the works is to Council’s full satisfaction and nominated standard,
- c) the provision of the material public benefit will not prejudice the timing or the manner of the provision of public facilities included in the works program.

The value of the works to be substituted must be provided by the applicant at the time of the request and must be independently certified by a Quantity Surveyor who is registered with the Australian Institute of Quantity Surveyors or a person who can demonstrate equivalent qualifications.

Council will require the applicant to enter into a written agreement for the provision of the works.

Acceptance of any such alternative is at the sole discretion of the council. Council may review the valuation of works or land to be dedicated, and may seek the services of an independent person to verify their value. In these cases, all costs and expenses borne by the Council in determining the value of the works or land will be paid for by the applicant.

### **3.12 Dedication of land**

Subject to prior agreement of Council, land may be dedicated in lieu of making a contribution towards the acquisition of land. The land the subject of the dedication must meet Council’s requirements.

In some circumstances, where the land dedicated exceeds the contribution due for the provision of this type of land, this excess value may (at the sole discretion of Council) be offset against other contributions in a similar manner to works-in-kind.

The value to be attributed to the land dedicated will be the estimated value shown within the plan for that particular parcel of land if relevant, or the Council agreed value of the land determined through the normal acquisition procedures.



### **3.13 Planning agreements**

Planning Agreements enable developers to negotiate with Council the delivery of public facilities and services.

Developers may enter into one off planning agreements with Council, instead of a monetary contribution under this Contributions Plan. A Planning Agreement is defined as a *voluntary* agreement or other arrangement between Council and a developer under which the developer is required to dedicate land free of cost, pay a monetary contribution, or provide any other material public benefit to be used for or applied towards a 'public purpose'.

Public purpose includes such items as public amenities or public services, transport or other infrastructure, the monitoring of planning impacts of development and the conservation or enhancement of the natural environment. No nexus is required to be demonstrated between the development and the resultant demand on public services and facilities.

The operation and execution of the Planning Agreement will be controlled between Council and developer.

Council envisages that Planning Agreements would only result in a beneficial outcome where the proposal was substantial enough to ensure the process would be cost effective for Council and developers alike. The negotiation process may be extensive and this Plan will form the bench mark against which the Planning Agreement can be measured.

### **3.14 Goods and Services Tax**

Monetary contributions made under this plan are exempt from the Goods and Services Tax (GST) under Commonwealth law.

### **3.15 Exemptions**

Council may consider, on the individual merits, a case for exempting the following types of development from the levying of development contributions:

- developments which provide a distinct community benefit on a not-for profit basis.

For such claims to be considered, a development application will need to include a comprehensive submission arguing the case for exemption.

### **3.16 Review of contribution rates**

To ensure that the value of contributions are not eroded over time by movements in the Consumer Price Index (CPI), land value increases, the capital costs of administration of this plan or through changes in the costs of studies used to support this plan, Council will periodically review the contribution rates.

The contribution rates will be reviewed by reference to the following specific indices:

- construction costs as published by Rawlinsons
- land acquisition costs by reference to average land valuation figures published in Council's Management Plan

- specific valuations for particular parcels of land that are identified in this plan as published in Council's Management Plan
- changes in the capital costs associated with provision of administration and salary costs for staff involved in implementing this plan by reference to increases in salary rates under the Local Government State Award Plan as published in Council's Management Plan
- changes in the capital costs of various studies and activities required to support the strategies in this plan by reference to the actual costs incurred by Council as published in Council's Management Plan.

In accordance with clause 32(3)(b) of the Environmental Planning and Assessment Regulation, the following sets out the means by which Council will make changes to the rates set out in this plan.

For changes to the CPI, the contribution rates within this plan will be reviewed on a quarterly basis in accordance with the following formula:

$$C = \$C_A + \frac{\$C_A \times (\text{Current Index} - \text{Base Index})}{\text{Base Index}}$$

Where:

<b>\$C<sub>A</sub></b>	is the contribution at the time of adoption of this plan expressed in dollars;
<b>Current Index (CPI)</b>	is the CPI (Sydney All Groups) as published by the Australian Bureau of Statistics available at the time of review of the contribution rate; and
<b>Base Index (CPI)</b>	is the published CPI at the date of adoption of this Plan which is 165.5 as at December 2008.

*Note: In the event that the current CPI is less than the previous CPI, the current CPI shall be taken as not less than the previous CPI.*

For changes to land values, Council will publish, at least on an annual basis, the revised land index values that are to be used to change the base land values contained in this plan, which will be determined in accordance with the following formula:

$$\$C_{LV} + \frac{\$C_{LV} \times (\text{Current LV} - \text{Base LV Index})}{\text{Base LV Index}}$$

Where:

<b>\$C<sub>LV</sub></b>	is the land values within this plan at the time of adoption of this plan expressed in dollars;
<b>Current Index (CPI)</b>	is the land value index as published by the Council available at the time of review of the contribution rate;
<b>Base Index (CPI)</b>	is the land value index as published by the Council at the date of adoption of this Plan which is 165.5 as at December 2008.

For changes in salary costs and changes in the costs for studies and other activities associated with this plan, council will publish at least on an annual basis the revised indices that are to be used to change the base costs of salaries and the costs of studies and associated activities in administering this plan.

For development involving haulage routes such as extractive industries, mines and other heavy vehicle haulages uses the contribution rates will be indexed in accordance with the Producer Price Index to ensure contribution rates keep pace with inflation over time. The

index that will be used is the ABS's Produce Price Index – Road and Bridge Construction Index for NSW (no.3101).

### 3.17 Adjusting contribution rates at the time of payment

The contributions stated in conditions of consent are calculated on the basis of the contribution rates determined in accordance with this plan. If the contributions are not paid within the quarter in which consent is granted, the contributions payable will be adjusted and the amount payable will be calculated on the basis of the contribution rates that are applicable at time of payment in the following manner:

$$\$C_P = \$C_{DC} + \frac{[\$C_{DC} \times (\$C_Q - \$C_C)]}{\$C_C}$$

Where:

- \$C<sub>P</sub>** is the amount of the contribution calculated at the time of payment;
- \$C<sub>DC</sub>** is the amount of the original contribution as set out in the development consent;
- \$C<sub>Q</sub>** is the contribution rate applicable at the time of payment; and
- \$C<sub>C</sub>** is the contribution rate applicable at the time of the original consent.

### 3.18 Credit for existing development

Contributions will be levied according to the estimated increase in demand. An amount equivalent to the contribution attributable to any existing (or approved) development on the site of a proposed new development will be allowed for in the calculation of contributions.

For the purposes of calculating the contribution rates of various dwelling types, the occupancy rate for different types of developments used in this plan are listed in Table 3-1.

**Table 3-1: Assumed occupancy rates for residential development**

Development type	Assumed occupancy rate
1 bedroom unit	1.0 person per dwelling
2 bedroom unit	1.5 persons per dwelling
3+ bedroom unit	2.0 persons per dwelling
Dwelling house	2.0 persons per dwelling
Residential subdivision	2.0 persons per lot

Credit will be given for existing residential development dependant on the number and size of dwellings in the event of site redevelopment.

Where a development does not fall within any of the items noted above, the Council would determine the credit on the basis of the likely demand that the existing development would create.

### **3.19 Consideration of previous dedications and contributions**

In accordance with Section 94(6) of the *Environmental Planning and Assessment Act 1979*, Council will take into consideration any land, money or other material public benefit that the applicant has elsewhere dedicated or provided free of cost within the area (or any adjoining area) or previously paid to the consent authority, in its imposition of a condition requiring development contributions in accordance with this Contributions Plan.

However the following benefits will not be considered:

- (a) a benefit provided as a condition of the grant of development consent under this Act, or
- (b) a benefit excluded from consideration under section 93F (6) of the *Environmental Planning and Assessment Act 1979*.

### **3.20 Pooling of contributions**

Pursuant to clause 27(1)(h) of the Environmental Planning and Assessment Regulation 2000, this plan expressly authorises monetary contributions paid for different purposes under this plan to be pooled and applied (progressively or otherwise) for those purposes. The priorities for the expenditure of the levies are shown in the works schedule.

### **3.21 Savings and transitional arrangements**

A development application which has been submitted prior to the adoption of this plan but not determined shall be determined in accordance with the provisions of the plan which applied at the date of determination of the application.

## **Part D: Development and population**

### **4. Development forecasts**

#### **4.1 Land capacity and availability**

The Goulburn Mulwaree Strategy 2020 identified that future growth within Goulburn Mulwaree LGA will be subject to a range of environmental, economic and social factors that will influence population and growth dynamics. The Goulburn Mulwaree Strategy 2020 estimated the current stock of available rural and residential land by looking at three key elements:

- existing vacancy – the proportion of urban and rural allotments that have unoccupied dwellings
- existing zoned stock – the number of lots zoned for residential/rural residential purposes that are ready for sale or occupation and are of a suitable rural or residential size
- potential stock – the number of lots that the Strategy has identified as providing potential for future subdivision for low density residential and large lot residential uses.

Based on the above considerations, it was identified that capacity is available for infill development and new residential areas within all towns and villages across the Goulburn Mulwaree LGA.

Appropriate locations for future development within Goulburn City include Marys Mount, Ducks Lane, Common Street and Clyde Street.

Potential for low scale residential uses is also available north of the existing town centre of Marulan along Brayton Road. Identifying a moderate level of new residential land would minimise potential for industrial lands to locate in this area and avoid land use conflict between inconsistent land uses. Also, potential for further expansion has also been identified along Wilson Drive, Marulan.

It is important to note that these areas would be able to be serviced and provide an appropriate expansion of the existing residential areas. However the development of such areas is subject to the staging criteria detailed in Goulburn Mulwaree Local Environmental Plan 2007 being met to Council's satisfaction. These areas would supply the bulk of the residential land demands to support incoming residents to 2020.

#### **4.2 Dwelling estimates**

Based on the forecast population growth targets for the Goulburn Mulwaree LGA approximately 2,800 new dwellings would be required with a large majority (1,750 dwelling) expected for Goulburn.

The population growth targets in Table 5-1 assume growth arising from constrained land supplies in adjoining LGAs, international migration, changing demographic characteristics including smaller households and more lone person households. This forecast growth rate translates to a residential land demand of approximately 250 hectares across the Goulburn Mulwaree LGA with this land demand primarily based on urban densities. This demand will

significantly increase where demand for large lot housing arises or land banking for future releases occurs.

Forecasts are focused on reinforcing the importance of Goulburn and Marulan to minimise costs associated with servicing growth demands. Concentrating growth around existing centres supports existing community and commercial services and facilities and promotes a more sustainable approach to growth.

Connectivity between major urban areas including Goulburn, Sydney and Canberra by road and rail will remain a key issue that would need to be resolved via a strategic road and transport improvement plan between Goulburn Mulwaree Council, surrounding LGAs and the NSW Government. Access to services and facilities will be a key determinant in attracting residential and economic growth.

## 5. Population and employment

### 5.1 Anticipated future population growth

Population targets underpin the Goulburn Mulwaree Strategy vision for sustainable growth. Population targets provide clear direction and certainty for private and public investment, by signalling Council's commitment to planning for growth.

Table 5-1 provides a series of growth scenarios for Goulburn Mulwaree and takes into consideration recent dwelling approvals, in and out migration trends since 2001, and large lot residential approvals.

**Table 5-1: Goulburn Mulwaree growth scenarios**

Year	Growth @ 1 per cent	Growth @ 2 per cent	Growth target forecast
2006	26,588	26,588	26,588
2007	26,854	27,120	26,988
2008	27,122	27,662	27,388
2009	27,394	28,215	27,788
2010	27,668	28,780	28,188
2011	27,944	29,355	28,588
2012	28,224	29,942	28,988
2013	28,506	30,541	29,388
2014	28,791	31,152	29,788
2015	29,079	31,775	30,188
2016	29,370	32,411	30,588
2017	29,663	33,059	30,988
2018	29,960	33,720	31,388
2019	30,260	34,394	31,788
2020	30,562	35,082	32,188

**Assumptions:**

2 persons per dwelling

Goulburn: 250 persons per annum

Marulan 100 persons per annum (1,050 persons to 2020)

Tarago 20 persons per annum

Villages (including rural) 15 persons per annum

In-migration 15 persons per annum (across Shire)

Table 5-1 provides a reasonable growth target forecast to 2020. These forecasts reflect local recovery and a new interest in development which contrasts with the pre 2001 trends of population decline.

The population estimates in Table 5-1 have been prepared on the basis of continued development within towns and villages as well as continued large lot residential development. Development rates have been prepared on the basis of existing development data.

With targeted population and employment expansion together with successful promotion of Goulburn as regionally significant centre within the Sydney to Canberra Corridor, it is possible that the population would be capable of reaching 32,000 residents by 2020.

This represents a total growth target of 5,600 persons at an average annual growth rate of 1.5 per cent. Forecasts are based on conservative estimates and expectation that the relative affordability within the Goulburn Mulwaree LGA remains. This scenario also assumes that existing rates of dwelling and rezoning approvals continue to be realised over time. It is expected some in-migration from surrounding regions and LGAs will continue to take advantage of property affordability and access to employment opportunities.

## **5.2 Changes in employment generation**

Given the gradual movement away from traditional agricultural, farming and mining sectors, Goulburn Mulwaree is developing into a regional centre for commerce and light industry. With its strategic location along the Hume Highway Goulburn Mulwaree is experiencing ongoing interest in developing a regional freight centre which is attributable to the growth of the wholesale trade and retail sectors, with this trend expected to continue. Goulburn possesses the full range of facilities expected in a large regional commercial centre and has the capacity to service a growing market in size and diversity.

The establishment of the Woodlawn Bioreactor at the former Collex mine site near Tarago is a key economic driver for Tarago. Feasibility studies are currently being prepared for reticulated water and sewer facilities for Tarago. Should these facilities proceed, Tarago will form an important rural town and would present longer term population and employment opportunities associated with the Woodlawn facility.

The Sydney to Canberra Corridor study (DoP, 1995) predicts that employment within the Central Sector would increase at an average rate of three per cent per annum to 2021 with Goulburn Mulwaree likely to grow at an average of 2.5 per cent over this period. This forecast rate of growth however, is expected to reduce in the medium term.

This is likely to reflect average economic growth for the Central Sector over this period and will introduce land demands to locate additional retail, commercial and industrial employment uses.

Future commercial and industry would be located within existing urban areas and are likely to concentrate within Goulburn and Marulan. This forecast growth would reinforce the commercial and administrative function of Goulburn and support commercial growth at Marulan. Consideration however would be given to ensuring employment uses do not adversely affect residential amenity and urban aesthetics and result in land use conflicts. Sensitive land uses include established and proposed residential areas, education land uses and areas that reflect rural character and heritage values. Planning for future development would need to ensure zonings are supported by development controls that address any potential for land use conflict and work to manage and mitigate these effect where required.



## **Part E: Contribution areas and strategy plans**

### **6. Marys Mount**

#### **6.1 Introduction**

Section 6 of the Plan sets out the contributions that Council seeks to cater to the needs of future population growth and development in the Marys Mount urban release area. The following sections also provide an outline of the anticipated growth and development of the Marys Mount area that will create demand for a range of public amenities and public services.

The Marys Mount area is located to the north of the Goulburn central business district and has been identified as an urban release area to provide for the growth of the City of Goulburn. Investigations have been undertaken to identify the potential for residential development in the area to identify opportunities and constraints to development, and to guide future residential development.

As the land north of Marys Mount Road is currently undeveloped, the establishment of the future population will create the demand for public services and amenities. The area of land available for urban development totals approximately 234 hectares. Based on a lot yield of around 87 lots per hectares (which includes allowance for roads, drainage, open space and other non-residential land uses) the total yield is expected to be 2,025 lots.

The Marys Mount development area is likely to be popular with first and second home purchasers in the Goulburn area. This will mean that there are likely to be a greater proportion of young families of child rearing age which will boost the overall per lot occupancy levels. This population will largely be housed in detached dwellings although it is anticipated that there will be a small number of townhouses developed. For the purposes of this Contribution Plan, the following breakdown of the residential development based on current demographic trends applies:

- detached dwellings – 95% of total new housing stock
- townhouses, units – 5% of total new housing stock.

A rate of 2.0 persons per dwelling (lot) is assumed for these purposes, notwithstanding that there will be a larger proportion of child rearing families living in the area.

Based on the above assumptions, the population capacity of the Marys Mount area is expected to be 4050 people.

The residential development will create demand for provision or upgrading of the following facilities and services:

- open space and recreation
- roads and traffic management facilities.

Non-residential development that is likely to occur within Marys Mount Catchment is assumed to be confined to local shops with some community uses and commercial development that involves the accommodation of persons on a temporary or permanent basis. The non-residential development will create demand for provision or upgrading of roads and traffic management facilities.

## **6.2 Area to which this clause applies**

Section 6 of this plan applies to all land within the Marys Mount catchment, as identified in Figure 1.

## **6.3 Development to which this clause applies**

Part 6 of this plan applies to residential and non-residential development, as far as the development contributes to the need for service or infrastructure as the Goulburn Mulwaree Strategy 2020 identifies.

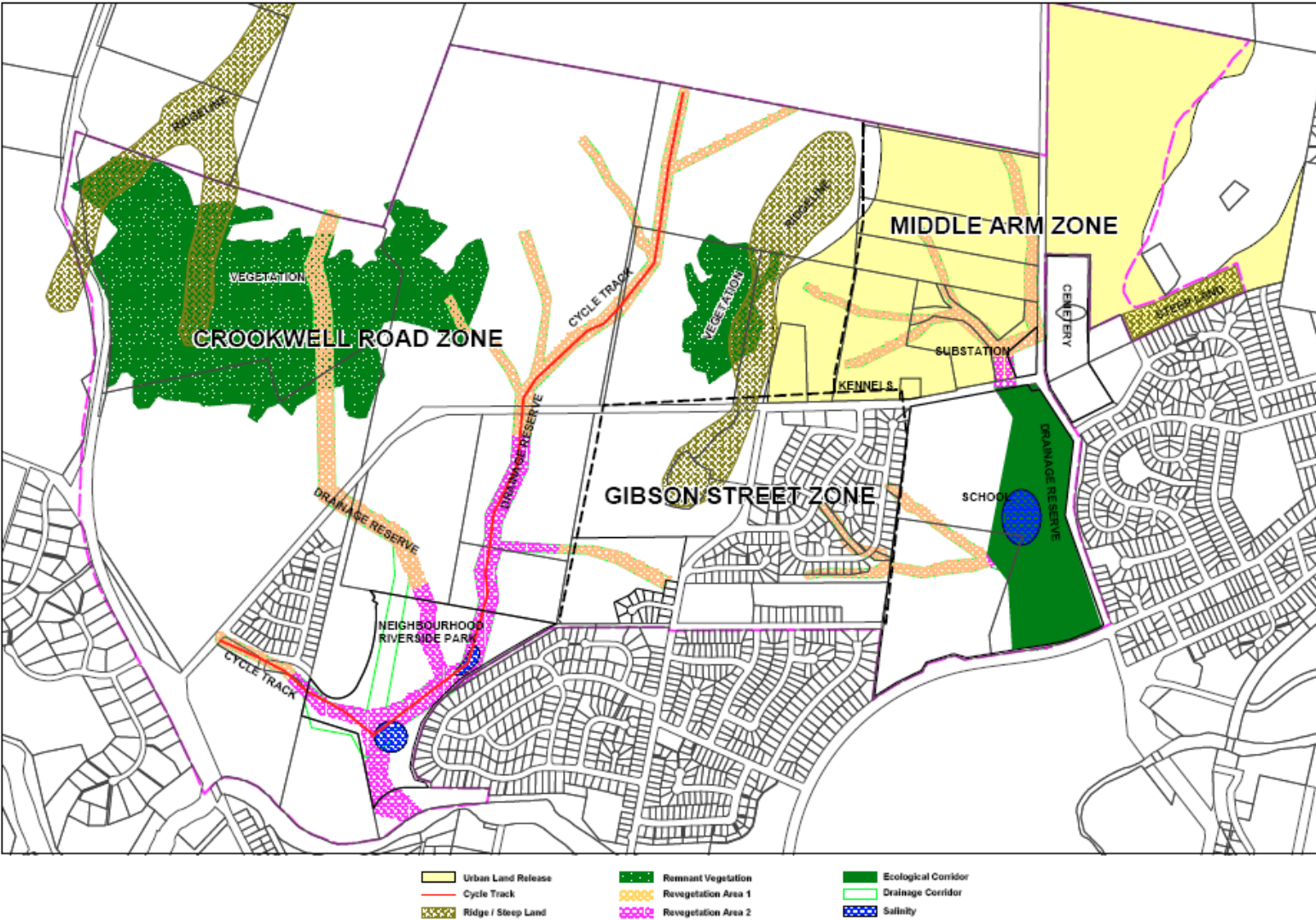
The residential development will create demand for provision or upgrading of the following facilities and services:

- open space and recreation, and
- roads and traffic management facilities.

Non residential development that is likely to occur within Marys Mount Catchment is assumed to be confined to local shops with some community uses and commercial development that involves the accommodation of persons on a temporary or permanent basis.

The non-residential development will create demand for provision or upgrading of roads and traffic management facilities.

Figure 1: Marys Mount contributions area



## **6.4 Open space and recreation**

### **6.4.1 Introduction**

The link between the expected types of development in the area and the need for additional open space facilities required to meet that demand is based upon:

- demographics of projected incoming population
- age distribution and existing and incoming population
- community consultation and needs assessments
- needs of major target groups
- assessment of level of capacity of existing open space and leisure facilities
- analysis of types of open space and leisure facilities required for incoming population.

As the Marys Mount land is undeveloped, open space and recreation facilities will need to be provided to service the needs of the incoming population for the urban release area. The types of facilities and services that will be required to service the needs of the expected demographic include playgrounds, riverfront parks and cycle ways. The requirements for these facilities are set out below.

### **6.4.2 Causal Nexus**

The Goulburn Mulwaree Strategy 2020, supports that the main demand for open space and leisure facilities to be created by the increased population in the Marys Mount area will be for unstructured facilities (often referred to as “passive recreation”). These facilities will include:

- small local parks that provide for a variety of recreational needs including children’s play, walking, meeting friends, sitting
- larger open space areas that provide for a wider variety of recreation and leisure needs such as adventure playgrounds, meeting, walking and other leisure activities.

There is no existing unstructured open space in the Marys Mount area, and consequently there will be a need for the provision of new facilities to cater to the demand from the incoming population.

### 6.4.3 Geographical nexus

The proposed works will be undertaken within the Marys Mount area at the locations shown in Figure 1. As such, there is a clear geographical nexus for the required works.

### 6.4.4 Temporal nexus

	<i>Neighbourhood Riverside Park</i>	<i>Rustic Cycle Path Network</i>
Number of new lots approved and registered to trigger work	<ul style="list-style-type: none"> <li>1500 lots created north of Marys Mount Road.</li> </ul>	<ul style="list-style-type: none"> <li>Stage 1 - 1.5km constructed once 1000 lots approved and registered; and</li> <li>Stage 2 - Further 1.5km constructed once 1500 lots in total are approved and registered, all lots north of Marys Mount Road.</li> </ul>

The proposed works will be scheduled to be constructed over a five year period subject to above development rates, commencing tentatively in 2009/2010 financial year.

### 6.4.5 Apportionment

The total cost of the works is set out in Table 6-1. As the incoming population has solely created the demand for the works, there will be no apportionment of costs and incoming residents will be responsible for the future works. There will be no additional community benefit from the creation of new facilities as existing residents will utilise existing facilities and services as well as new facilities.

### 6.4.6 Works schedule

The schedule of works is shown in Table 6-1.

**Table 6-1: Marys Mount works schedule**

<b>Proposed works</b>	<b>Cost</b>
<b>Neighbourhood Riverside Park</b>	<b>\$1,096,500</b>
<ul style="list-style-type: none"> <li>Senior Play equipment</li> </ul>	\$122,000
<ul style="list-style-type: none"> <li>Junior play equipment</li> </ul>	\$63,000
<ul style="list-style-type: none"> <li>Soft fall</li> </ul>	\$97,500
<ul style="list-style-type: none"> <li>Shade Structures</li> </ul>	\$47,000
<ul style="list-style-type: none"> <li>Seating, Picnic activities</li> </ul>	\$46,000
<ul style="list-style-type: none"> <li>BBQs plus shelters</li> </ul>	\$32,000
<ul style="list-style-type: none"> <li>Toilets and parenting rooms</li> </ul>	\$155,000
<ul style="list-style-type: none"> <li>Board walk</li> </ul>	\$57,000
<ul style="list-style-type: none"> <li>Power, lighting and water</li> </ul>	\$85,000
<ul style="list-style-type: none"> <li>Car park and access</li> </ul>	\$195,000
<ul style="list-style-type: none"> <li>Earthworks and drainage</li> </ul>	\$197,000

<b>Proposed works</b>	<b>Cost</b>
<b>Rustic Cycle path</b>	<b>\$589,250</b>
3 km of gravel cycle path network, 2.5 m wide	\$200,000
Cycle path and pedestrian bridge crossings over waterways, earthworks and structures	\$115,000
Signage, bike racks and rest stop furniture	\$121,000
Design, supervision, contingency (10% of total work costs)	\$153,250
<b>Total</b>	<b>\$1, 685,750</b>

### 6.4.7 Calculations

The contribution for open space and recreation is based on the following formula:

$$\text{Contribution} = \frac{C_{\text{LOS}}}{R_{\text{ESC}}}$$

Where:

$C_{\text{LOS}}$  Is the cost of open space facilities attributed to the Marys Mount area

$R_{\text{ESC}}$  Is the number of residents in the Marys Mount area

Therefore;

$$\begin{aligned} \text{Contribution} &= \frac{\$1,685,750}{4,050} \\ &= \$416 \end{aligned}$$

The rate for each allotment is then multiplied by the per person occupancy rate (2.0 persons), therefore:

$$\begin{aligned} \text{Per lot contribution:} &= \$416 \times 2.0 \\ &= \$832/\text{lot} \end{aligned}$$

### 6.4.8 Contribution rates

The contribution will be sought for the following types of development that generates demand for new or enhanced open space:

- residential development of all types
- commercial development that involves the accommodation of persons on a temporary or permanent basis (e.g. tourist accommodation facilities, cabins, hotels, motels, caravan parks).

## 6.5 Road upgrading and traffic management

### 6.5.1 Introduction

The development of the Marys Mount area will create the need for additional and improved traffic, parking and movement systems.

The establishment of demand for traffic, parking and movement systems is based upon the overall needs of the incoming population in the context of the existing facilities and services. Goulburn Mulwaree Council does not have a well developed public transport system and urban areas are dispersed. This results in a high dependence on private vehicles. Also, the Marys Mount area is relatively undeveloped and there is minimal existing traffic using Marys Mount Road which is proposed to be the major distributor road for the urban development area.

To cater to the traffic demand, there will be a need to provide internal roads through subdivisions and to upgrade distributor roads and other service roads to the area. The internal roads will be provided by the developer as part of each individual development and there will be no contributions payable for these roads. On this basis, there also will be no credits or offsets for the provision of these local roads as they are required to service each development and will be a condition of consent under section 80 of the *Environmental Planning and Assessment Act 1979*. There are bikeways through urban areas although the Council will be gradually improving these.

Roadwork costs identified under this plan include:

- **Marys Mount Road:** In order to provide an effective and attractive distributor road through the Marys Mount area, a minimum 10m road reserve widening (from 20m to 30m) to Marys Mount Road is required. This will enable pavement upgrading, carriageway widening, cycle ways, pedestrian footpath and landscaping. Developments alongside Marys Mount road will be required to provide a minimum 5m width as road reserve for this widening.
- **Middle Arm Road:** Middle Arm Road will be upgraded to suit to the increased traffic volumes.
- **Intersection and traffic management improvements:** these involve several traffic facilities along Marys Mount Road, Crookwell Road, Middle Arm Road, Gibson Street and McDermott Drive.

### 6.5.2 Causal Nexus

The link between the expected types of development in the area and the need for additional traffic, parking and movement systems required to meet that need is based upon:

- the total projected incoming population
- the spatial distribution of this incoming population
- community consultation and needs assessments
- road traffic generation
- assessment of level of capacity of existing roads, car parking and bikeway facilities
- analysis of the types of facilities required for incoming population.

A major resource in establishing nexus is the existing *Marys Mount Section 94 Contributions Plan – 2003*, and various documents produced by the NSW Roads and Traffic Authority.

The NSW Roads and Traffic Authority publication *Guide to Traffic Generating Development* provides information on traffic generating development that can be used to assess the projected traffic impact on new population increase. Each residential allotment, estimated as 1,831 lots for the Marys Mount area, will generate 9 vehicle movements per day. Accordingly the development in this area is estimated to generate 16,479 vehicle movements per day.

Non-residential lots are estimated at 184 lots.

The contribution will be sought for the following types of development that generate traffic and leads to demand for improvement or upgrading of the road system or the need for new roads including all ancillary road network needs (such as traffic management measures, lighting, pedestrian facilities):

- residential development of all types
- commercial and retail development

The levy is proposed to be imposed according to the demand generated (viz new trips) by each of the uses. This will be based on traffic generation figures that are used by the NSW Roads and Traffic Authority for the various land use types noted in the *Guide for Traffic Generating Developments*.

### **6.5.3 Geographic nexus**

The proposed works on Marys Mount Road, Middle Arm Road and intersection and traffic management improvements will be undertaken within the Marys Mount area at the locations shown in Table 6-1. As such, there is a clear geographical nexus for the required works

Further, an analysis of the potential traffic that will be generated has been carried out by the Council to ensure an equitable distribution of funding between specific users of the road network (existing and proposed). For these purposes, three individual traffic zones have been designated: Crookwell Road, Gibson Street and Middle Arm Road catchment zones (refer to Table 6-1).

### **6.5.4 Temporal nexus**

The rate of development is dependent upon a number of factors, including the rate of take-up of land and the discretion of the developers, and is therefore difficult to forecast. However, generally the items of work will be implemented after the payment of the contributions on lots in that vicinity.

Table 6-2 indicates the scheduled threshold development triggering the implementation of the work.



**Table 6-2: Scheduled threshold for implementation of works**

Item	Description	No. of New Lots to Trigger Work		
		Crookwell Rd Zone	Gibson St Zone	Middle Arm Rd Zone
R1	Marys Mount Road upgrading	500	250	300
R2	Middle Arm Road upgrading	-	-	400
I1	Turn treatment	400	-	-
I2	Roundabout	500	-	-
I3	Roundabout	600	-	-
I4	Roundabout	700	-	-
I5	Roundabout	-	400	-
I6	Turn treatment	-	-	250
I7	Roundabout	-	150	-
I8	Roundabout	-	400	-
I9	Roundabout	-	100	100
I10	Roundabout	-	-	450
I11	Roundabout	-	-	480

### 6.5.5 Apportionment

Table 6-3 sets out the apportionment of new development towards the road upgrading program. These amounts have been determined following an assessment of the expected increase in traffic, taking into account the expected development and existing traffic demands on the network. Where the assessment suggests that upgrading is solely a result of the demand created by new development in the areas, no apportionment is adopted.

**Table 6-3: Apportionment - Road Upgrading and Traffic Management Program**

Item	Proposed Works	Apportionment
R1	Marys Mount Road upgrading	100
R2	Middle Arm Road upgrading	100
I1	Turn treatment	100
I2	Roundabout	100
I3	Roundabout	100
I4	Roundabout	100
I5	Roundabout	100
I6	Turn treatment	100
I7	Roundabout	100
I8	Roundabout	52
I9	Roundabout	47
I10	Roundabout	39
I11	Roundabout	100

Within Marys Mount, contributions for the above roads and traffic management program are divided between three traffic zones:

- Crookwell Road Zone
- Gibson Street Zone
- Middle Arm Road Zone

Table 6-4 indicates the proportional responsibility for this program by the three traffic zones.

**Table 6-4: Road Upgrading and Traffic Management Program: Proportional Responsibility of Traffic Zones**

Item	Description	Proportional Responsibility					
		Crookwell Rd Zone		Gibson St Zone		Middle Arm Rd Zone	
		%	Amount	%	Amount	%	Amount
R1	Marys Mount Road upgrading	61	2,305,800	30	1,134,000	9	340,200
R2	Middle Arm Road upgrading	16	129,600	16	129,600	68	550,800
I1	Turn treatment	76	114,000	14	21,000	10	15,000
I2	Roundabout	76	114,000	14	21,000	10	15,000
I3	Roundabout	76	114,000	14	21,000	10	15,000
I4	Roundabout	76	114,000	14	21,000	10	15,000
I5	Roundabout	22	33,000	54	81,000	24	36,000
I6	Turn treatment	16	16,000	16	16,000	68	68,000
I7	Roundabout	27	40,500	66	99,000	7	10,500
I8	Roundabout	27	35,100	66	85,800	7	9,100
I9	Roundabout	17	27,965	41	67,445	42	69,090
I10	Roundabout	16	18,720	16	18,720	68	79,560
I11	Roundabout	0	0	0	0	100	200,000
<b>Totals</b>			<b>\$3,100,685</b>		<b>\$1,722,565</b>		<b>\$1,428,250</b>

### 6.5.6 Works schedule

The road upgrading and traffic management schedule of costs is identified in Table 6-5.

**Table 6-5: Road upgrading and traffic management schedule of costs**

Item	Proposed Works	Total Apportioned costs
R1	Marys Mount Road upgrading	\$3,780,000
R2	Middle Arm Road upgrading	\$810,000
I1	Turn treatment	\$150,000
I2	Roundabout	\$200,000
I3	Roundabout	\$150,000
I4	Roundabout	\$150,000
I5	Roundabout	\$150,000
I6	Turn treatment	\$100,000

Item	Proposed Works	Total Apportioned costs
I7	Roundabout	\$150,000
I8	Roundabout	\$130,000
I9	Roundabout	\$164,500
I10	Roundabout	\$117,000
I11	Roundabout	\$200,000
	<b>Total</b>	<b>\$6,251,500.00</b>

The total estimated cost of carrying out all of the road works and traffic facilities identified in this plan is **\$6,251,500**. The location of the identified items is shown in Figure 6-1.

### 6.5.7 Calculations

For the purposes of providing an equitable distribution of costs, three traffic zones have been established within the contributions area. The method of calculation and the contribution rates for each of the zones is set out in Section 6.4.8.

### 6.5.8 Contributions rates

The following formulas will be used to calculate the contribution rates for developments within the Contribution Plan area:

$$\text{Contribution per residential lot} = \frac{\text{Total attributable cost per traffic zones}}{\text{Number of lots in the traffic zone}}$$

$$\text{Contribution for other types of development} = \text{Contribution per residential lot} \times \text{daily vehicle trips} / 9$$

Table 6-6 below indicates the required contribution per residential lot for each of the three traffic zones.

**Table 6-6: Traffic Management Contributions**

Cost Per Lot (\$) (Updated to 2011/12)		
Crookwell Rd Zone	Gibson St Zone	Middle Arm Rd Zone
\$3,774	\$4,256	\$3,143

## **7. Clyde Street**

### **7.1 Introduction**

The Clyde Street development area is located to the north-west of the Goulburn City Centre and is shown in Figure 2. The area of land available for development totals approximately 169ha. At present the area is unsewered and further development is restricted until infrastructure is available.

Contributions will be sought on the basis of providing sewerage infrastructure and permitting a minimum lot size of 2000 m<sup>2</sup> on land free of development constraints. This would yield an estimated 440 residential lots for the area. The development area is divided into two zones: the Ring Road zone and the Southern zone. The Ring Road zone is estimated to have a lot yield of 348 new lots, while the Southern zone is estimated to yield 92 new lots.

There are 65 existing lots and combined with the development potential will yield an estimated ultimate development of 505 lots. With assumed occupancy rates of 2 persons per household and assuming each lot can be used for a single dwelling, there is the potential for an ultimate population of 1010 people in the area.

Council has identified that the development will create the demand for additional road construction, road treatment and enhancement. No other infrastructure or public facilities have been identified as being required under Section 94 as a result of the development of the Clyde Street Development Area.

#### **7.1.1 Area to which this plan applies**

Part 7 of this Plan applies to all land as shown on Figure 2.

#### **7.1.2 Development to which this plan applies**

Part 7 of this Plan applies to all residential development.

### **7.2 Roads and traffic infrastructure**

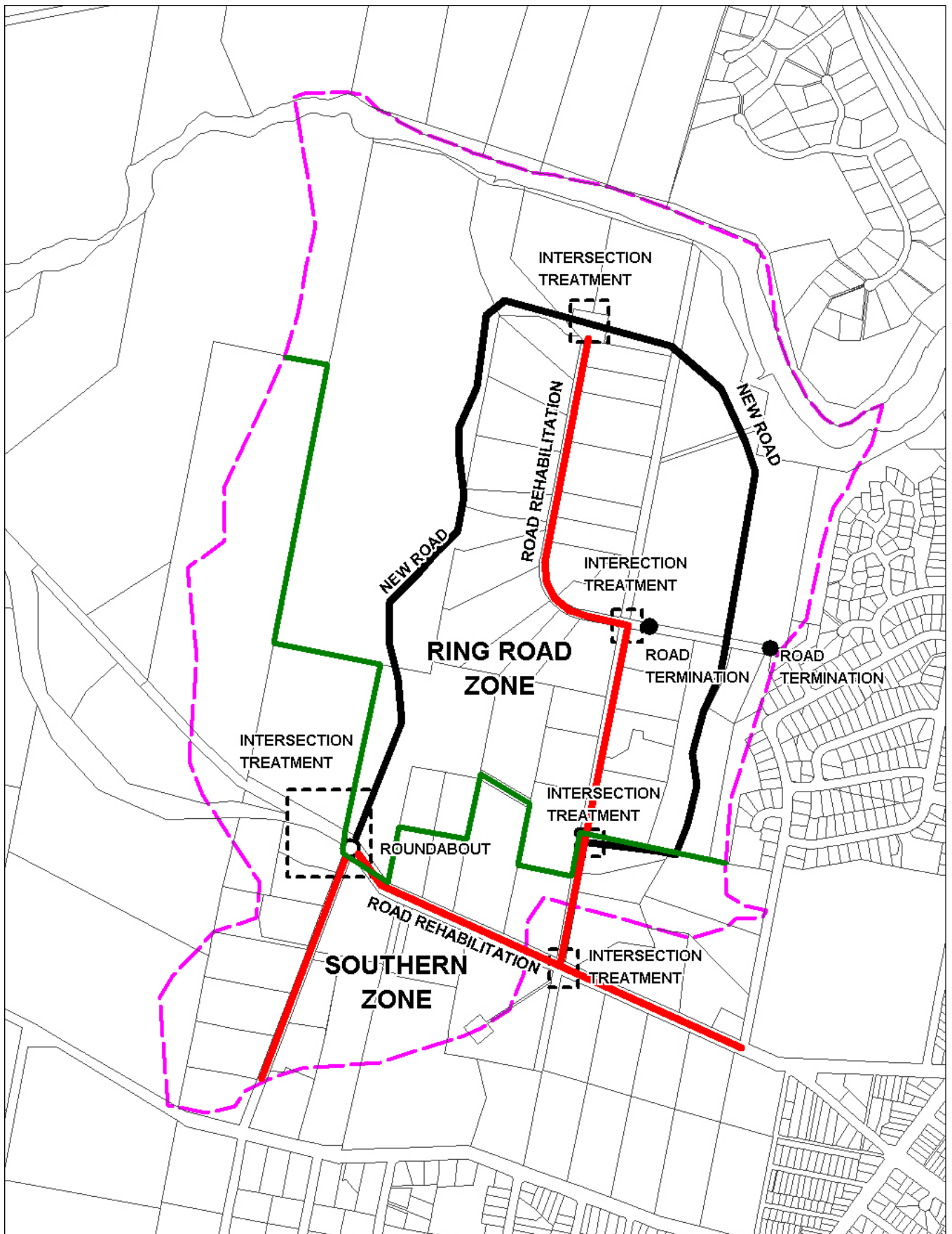
#### **7.2.1 Introduction**

The Contribution Plan identifies that a range of road works are required to service the needs of the incoming population. This plan covers only the major items of work identified at the time of compilation of this plan. It may be the case that, both within and outside the Traffic Zones that further works will be required. This will be assessed at the time of submission of development applications and will be the responsibility, either partially or fully, of the developer.

#### **7.2.2 Causal nexus**

The Clyde Street development area will accommodate 505 lots, of which new development will account for 440 lots (87%). As the new development within the Clyde Street development area will be responsible for the additional traffic, and the increased pressures on the road

Figure 2: Clyde Street contributions area



network, it is reasonable that the incoming population contribute to the costs of the required infrastructure.

Only new lots will be required to contribute towards the provision of the required infrastructure, which is a result of the increased population pressures. As such the contribution is considered reasonable and is directly attributable and proportional to the demand created by the incoming population.

### 7.2.3 Geographic nexus

For the purpose of providing an equitable distribution of funding between specific users of the road network, the Contribution Plan identifies two individual catchment zones: Ring Road and Southern zone. The location of these zones is shown on Figure 7-1.

Roadwork and traffic facility costs identified under this plan have been distributed amongst the two zones in accordance with their propensity to gain benefit from each roadwork or traffic facility component identified in this plan.

The clear identification and location of these works within the Clyde Street Area adequately demonstrates geographical nexus.

### 7.2.4 Temporal nexus

The rate of development is dependent upon a number of factors, including the rate of take-up of land and the discretion of the developers, and is therefore difficult to forecast.

Generally the items of work will be implemented after the payment of the contributions on lots in that vicinity. Table 7-1 indicates the scheduled threshold development triggering the implementation of the work.

**Table 7-1: Scheduled threshold for implementation of new works**

Item	Description	No. of New Lots to Trigger Work	
		Ring Road Zone	Southern Zone
RC1	Ring Road	Note 1	-
R1	Rossville Rd	-	Note2
R2	River St	250	-
R3	Clyde St	150	-
R4	Range Rd	300	300 in Ring Road zone
I1	Clinton / River	200	200 in Ring Road zone
I2	River / Ring	150	-
I3	Clyde / River	200	-
I4	Ring / Clyde	300	-
I5	Range / Ring / Rossville	350	-
T1	Clyde St west	200	-
T2	Clyde St east	200	-

**Notes**

1. The ring road will be constructed intermittently concurrent with the development of the particular lot that it passes through.
2. Rossville Road will be upgraded when 10 new lots in Rossville Road are developed.

### 7.2.5 Apportionment

The Clyde Street development area will accommodate 505 lots, of which new development will account for 440 lots (87%). As the new development within the Clyde Street development area will be responsible for the additional traffic, and the increased pressures on the road network, it is reasonable that the incoming population contribute to the full costs of the required infrastructure.

The costs identified in Section 7.2.6 are to be distributed between the two zones, in proportion to the benefit derived as calculated by estimated traffic volumes. The apportionment of the costs is set out in Table 2.

**Table 7-2: Apportionment of costs**

Item	Ring Road Zone	Southern zone
<b>Road Construction</b>		
RC1	100	0
<b>Road Upgrade</b>		
R1	0	100
R2	100	0
R3	100	0
R4	50	50
<b>Intersection Treatments</b>		
I1	100	0
I2	100	0
I3	95	0
I4	100	0
I5	50	50
<b>Road Terminations</b>		
T1	100	0
T2	100	0

### 7.2.6 Works schedule

For the purposes of this plan, the costs of construction of the roadworks and traffic facilities have been based on Council's recently constructed projects. The total estimated cost of carrying out all of the roadworks and traffic facilities identified in this plan is \$3,053,000. Where developers install a portion of the ring road or carry out intersection work as described in this document, credits will be applied to the value of the work.

Table 7-3 describes and sets out the estimated costs of road works included in this plan. The locations of the items are illustrated in Figure 2.

**Table 7-3: Works schedule**

Item	Description	Cost
<b>Road Construction</b>		
RC1	Construction of 3120m long, 20m wide road reserve	\$3,500,000
<b>Road Upgrade</b>		
R1	Upgrade of 650m length of Rossiville Road	\$214,000
R2	Upgrade of 760m length of River Street	\$250,000
R3	Upgrade of 800m long Clyde Street (River – end)	\$264,000
R4	Upgrade of 1,150 length of Range Road (Rossiville – Gilmore)	\$506,000
<b>Intersection Treatments</b>		
I1	Turn treatment and upgrade of intersection at Clinton / River Roads	\$200,000
I2	Turn treatment and upgrade of intersection at River / Ring Roads	\$150,000
I3	Turn treatment at Clyde / River intersection	\$80,000
I4	Turn treatment at Clyde / Ring intersection	\$150,000
I5	Range / Ring / Rossiville roundabout and adjacent works	\$350,000
<b>Road Terminations</b>		
T1	Clyde St west, cul-de-sac, signs	\$80,000
T2	Clyde St east, cul-de-sac, signs	\$80,000
<b>Total</b>		<b>\$5,744,000</b>

### 7.2.7 Calculation

Residential lots are estimated to generate 9 vehicle trips per day. Accordingly, based on residential development only, it is estimated that ultimate development in the Contribution Plan area will be 505 lots, generating some 4,545 trips per day. There are 65 existing lots with new development accounting for 440 lots. The Ring Road zone is estimated to have a lot yield of 348 new lots, while the Southern zone is estimated to yield 92 new lots.

For the purpose of providing an equitable distribution of funding between specific users of the road network, individual catchment zones have been identified. Roadwork and traffic facility costs identified under this plan have been distributed amongst two zones in accordance with their propensity to gain benefit from each roadwork or traffic facility component identified in this plan.

The following formulas will be used to calculate the contribution rates for developments within the Contribution Plan area:

$$\begin{aligned} \text{Contribution per residential lot} &= \text{Total attributable cost per zone} / \text{Number of residential lots in the zone} \\ \text{Contribution for other types of development}^{(1)} &= \text{Contribution per residential lot} \times \text{estimated daily vehicle trips} / 9 \end{aligned}$$

(1) Developments other than residential will be levied in accordance with their estimated traffic generation capacity, in accordance with the RTA's "Guide to Traffic Generating Developments".



## 7.2.8 Contribution rates

The contribution per lot is set out in Table 7-4.

**Table 7-4: Contributions rates per lot for the Ring Road Zone and Southern Zone.**

Item	Ring Road Zone	Sthn Zone
RC1	10,144	0
R1	0	2,326
R2	718	0
R3	759	0
R4	1,150	1,150
I1	455	455
I2	431	0
I3	218.5	0
I4	431	0
I5	795	0
T1	230	0
T2	230	0
<b>Total</b>	<b>\$15,573</b>	<b>\$4,726</b>

**(Updated to 2011/12)**

<b>Total</b>	<b>\$16,967</b>	<b>\$5,149</b>
--------------	-----------------	----------------

## **8. Ducks Lane**

### **8.1 Introduction**

Ducks lane is located to the south-west of the Goulburn central business district, and is generally bounded by:

- Hume Highway
- Hume Street
- Carr Street
- Waterview Road
- Ridge Street

The Strategy identifies the area around the Ducks Lane/ Hume Street intersection and the area south of Ducks Lane (up to Run-O-Waters Estate) as an Enterprise Zone. The Enterprise Zone is suitable for warehousing, distribution centres, light industry and highway related activities.

The Council has identified that the development of this part of the Ducks Lane area will require road treatment to adequately service the demands of the estimated vehicle movements. No other infrastructure or services will be levied for under the Contributions Plan.

#### Amendment 2

Council agreed to 2,000sqm minimum lot area for Ridge Street, Shannon Drive and Carr Street and resolved to include these areas in this CP.

All monetary figures in this section are expressed in 2011/12 dollars.

The Contributions Area and the works are shown in Figure 3.

### **8.2 Area to which this clause applies**

Part 8 of this Plan applies to all land shown in Figure 3.

### **8.3 Development to which this clause applies**

Part 8 of this Plan applies to all development.

### **8.4 Road and traffic infrastructure**

#### **8.4.1 Introduction**

The development of the Ducks Lane area will create the need for road works and road treatment to cater to the needs of the incoming population. This plan covers only the major items of work identified at the time of compilation of this Contributions Plan. It may be the case that further works will be required. This will be assessed at the time of submission of

development applications and will be the responsibility, either partially or fully, of the developer.

Specific parcels of land in the Ducks Lane area have been identified as commercial, retail, bulky goods, industrial and residential developments. The proposals concerned have undergone assessment for traffic generation and the figures calculated have been adopted for the purposes of this report.

Roadwork items identified under this plan include:

- Hume / Ducks Roundabout.
- Reconstruction of Ducks Lane.
- Alternative route from Run-O-Waters via Ridge Street.
- Mary Street (Carr – Ridge) upgrade.
- Ridge Street upgrade.

#### **8.4.2 Causal Nexus**

The new development will place increased pressure on the existing road network and will necessitate road improvements. As the new development and incoming population will cause the need for the road upgrading works, it is considered reasonable that contributions be made to the funding of these works, as set out in the Contributions Plan.

The NSW Roads and Traffic Authority publication *Guide to Traffic Generating Development* provides information on traffic generating development that can be used to assess the projected traffic impact by development.

For the southern zone (zones are described later in this section), the contribution will be sought for the following types of development that generate traffic and lead to demand for improvement or upgrading of the road system or the need for new roads including ancillary road network needs:

- commercial and retail development
- bulky goods
- industrial
- service centre

Based on the mix of these activities was estimated in 2006 that there would be some 9,279 trips from the southern zone of the area. While the 2012 estimate would be somewhat less than this figure, even with the inclusion of Bonnett Park, this figure has been adopted in order to cap the contribution rate at the 2006 rate.

For the northern zone, the contribution will be sought for the residential developments that generate traffic and lead to demand for improvement or upgrading of the road system or the need for new roads including ancillary road network needs. The northern zone comprises some 67 additional lots.

### **8.4.3 Geographic Nexus**

The location of the proposed works is identified on the Figure 3. Given the works are located within or leading to the Ducks Lane Contribution Area, the requirement for geographical nexus is satisfied.

Further, an analysis of the potential traffic that will be generated has been carried out to ensure an equitable distribution of funding between specific users of the road network (existing and proposed). For these purposes, two individual traffic zones have been designated: the Southern Zone; and the Northern Zone (refer to Figure 3). The zones are further described below.

#### Southern Zone

The Southern Zone comprises the land accessed from Ducks Lane which includes Bonnett Park. The roadworks required for this zone are:

- Hume / Ducks Roundabout. In order to provide an efficient and safety access between Hume Street and Ducks Lane.
- Reconstruction of Ducks Lane. To provide an effective distributor road.
- Alternative route from Run-O-Waters via Ridge Street. To provide an additional route in an emergency.

#### Northern Zone

The Northern Zone comprises the land that is accessed via Ridge Street which includes the Shannon Drive area. The existing route to Shannon Drive is via Ridge Street which is not optimum. To improve traffic efficiency and safety, a section of Mary Street (Carr – Ridge) should be upgraded to normal urban standards. In this case, since there will be minimal development on this section of road, a 7m carriageway is considered satisfactory. Kerb and gutter is desirable given the steep grade.

Ridge Street also requires some improvement works at an estimated cost of \$100,000.

The roadworks required for this zone are:

- Mary Street (Carr – Ridge) upgrade. To provide a safe and efficient route to the Shannon Drive area.
- Ridge Street upgrade. Improvements needed to cater for expected additional traffic.

The roadworks for the two zones are mutually exclusive i.e. there is no cross benefit from one to the other. Therefore the two zones can be treated separately in terms of the calculation of contributions.

### **8.4.4 Temporal nexus**

The proposed works will be scheduled to be constructed over a ten year period subject to development rates, commencing in the 2007/2008 financial year.

### **8.4.5 Apportionment**

The existing road standards are adequate for the existing residential development they service. The proposed uses occurring in the contribution area are retail, commercial, retail, bulky goods and residential. These uses currently, and will continue to, generate additional

traffic movements including heavy vehicle movements. New and upgrade roadworks are required to service the southern and northern zones of the area. The works required are identified in the works schedule (Table 8-1). These works are 100% attributable to the development covered under this CP.

For the purpose of providing an equitable distribution of funding between specific users of the road network, individual zones have been identified. Roadwork and traffic facility costs identified under this plan have been distributed amongst two zones in accordance with their propensity to gain benefit from each roadwork or traffic facility component identified in this plan.

The costs identified for the roadworks are listed in the Work Schedule below and are distributed between the two zones. As previously noted, the roadworks in each zone are mutually exclusive therefore either apply to one zone or the other. The apportionment of the costs is set out in the table.

#### 8.4.6 Work Schedule and Zonal Apportionment

Table 8-1 sets out the descriptions and estimated costs of roads and traffic works included in this plan.

**Table 8-1: Work Schedule and Apportionment for Road and Traffic Infrastructure**

Description	Southern Zone Estimated Costs	Northern Zone Estimated Cost
Preconstruction - Survey, design, studies, land matters	\$273,000	
Hume / Ducks Roundabout and Reconstruction of Ducks Lane (Hume – Carr), including improved lighting and service relocations	\$2,823,000	
Remainder Ducks Lane Reconstruction, 12m wide (Carr – Coles/Myer), 650m long	\$1,063,000	
Alternative route from Run-O-Waters via Ridge Street (due to the possibility of a emergency)	\$100,000	
Loan servicing costs for Southern Zone works	\$1,160,000	
Mary Street (Carr – Ridge) upgrade		\$175,000*
Ridge Street upgrade		\$100,000*
<b>Total</b>	<b>\$5,419,000</b>	<b>\$275,000</b>

\* Council may prioritise Mary Street (Carr- Ridge) upgrade works ahead of Ridge Street upgrade should development take up rate be lower than anticipated.

#### 8.4.7 Calculations

For the purposes of providing an equitable distribution of costs, two traffic zones have been established within the contributions area. The method of calculation and the contribution rates for each of the zones is set out in the section below.

#### 8.4.8 Contributions rates

##### General

The RTA's "Guide to Traffic Generating Developments" estimates the following vehicle movements for industrial development:

- factories - 5 daily vehicle trips per day per 100m<sup>2</sup> of gross floor area
- bulky goods retail outlets - 20 trips per day per 100 m<sup>2</sup> of gross floor area
- warehouses – 4 trips per 100 m<sup>2</sup> of gross floor area
- residential lots – 9 vehicle trips per day

Developments other than those types referenced above will be levied in accordance with their estimated traffic generation capacity, as per the RTA's "Guide to Traffic Generating Developments" Calculations.

#### Southern Zone

It was estimated that the ultimate development of the Southern Zone will generate the equivalent of 9,279 vehicle trips per day (2006 estimate).

The following formula was used to calculate the contribution rate for developments within the Southern Zone:

$$\begin{aligned}
 \text{Contribution per vehicle trip} &= \frac{\text{Total cost}}{\text{Estimated number vehicle trips}} \\
 &= \frac{\$5,419,000}{9279} \\
 &= \$584
 \end{aligned}$$

#### Northern Zone

There is an estimated ultimate additional development of 67 lots in the Northern Zone.

The following formula was used to calculate the contribution rate for developments within the Contribution Plan area:

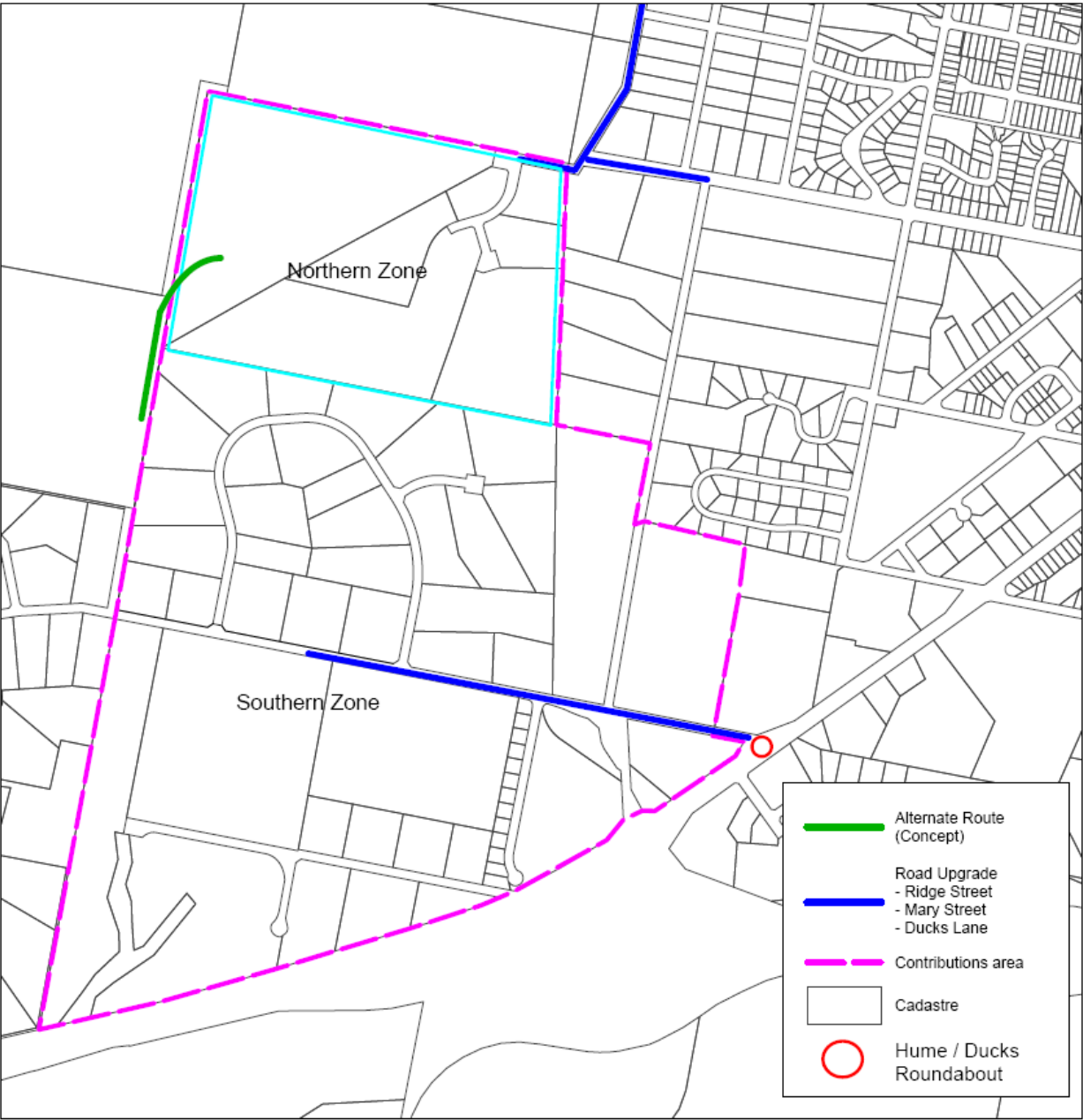
$$\begin{aligned}
 \text{Contribution per residential lot} &= \text{Total attributable cost per zone} / \text{Number of residential lots in the zone} \\
 &= \frac{\$275,000}{67} \\
 &= \$4,104
 \end{aligned}$$

Table 8-2 below indicates the required contribution per trip or residential lot for the two traffic zones.

**Table 8-2: Traffic Management Contributions**

Cost	
Southern Zone	Northern Zone
\$584 per trip	\$4,104 per lot

**Figure 3: Ducks Lane contributions area, zone and works**



## **9. Common Street**

### **9.1 Introduction**

The Common Street Business Park development area is located on the eastern side of the Goulburn central business district. The Goulburn Mulwaree Strategy 2020 identified a potential developable area of approximately 120 hectares of land with a forecast development yield of 111 rural residential lots and approximately 70 hectares of industrial development. Under the Goulburn Mulwaree Strategy 2020 the land is proposed to be zoned predominantly as the Enterprise Corridor zone. This will permit development for the purposes envisaged by the draft Common Street Plan namely, light industry and commercial premises and rural residential development.

The Contribution Plan requires contributions for the provision of road infrastructure works. These works and the costs are set out in Section 9.2.6.

### **9.2 Roads and traffic**

#### **9.2.1 Introduction**

The Contribution Plan identifies that contributions are justified for the improvement of Common Street and for the upgrading of the roundabout at Sydney Road and Common St South.

This plan covers only the major items of work identified at the time of compilation of this plan. It may be the case that, both within and outside the Traffic Zone that further works will be required. This will be assessed at the time of submission of development applications and the cost of servicing will be the responsibility, either partially or fully, of the developer.

#### **9.2.2 Causal nexus**

The proposed residential and industrial development will generate the need for road construction and intersection treatment. As such it is considered reasonable that the incoming population contributes to the cost of these works.

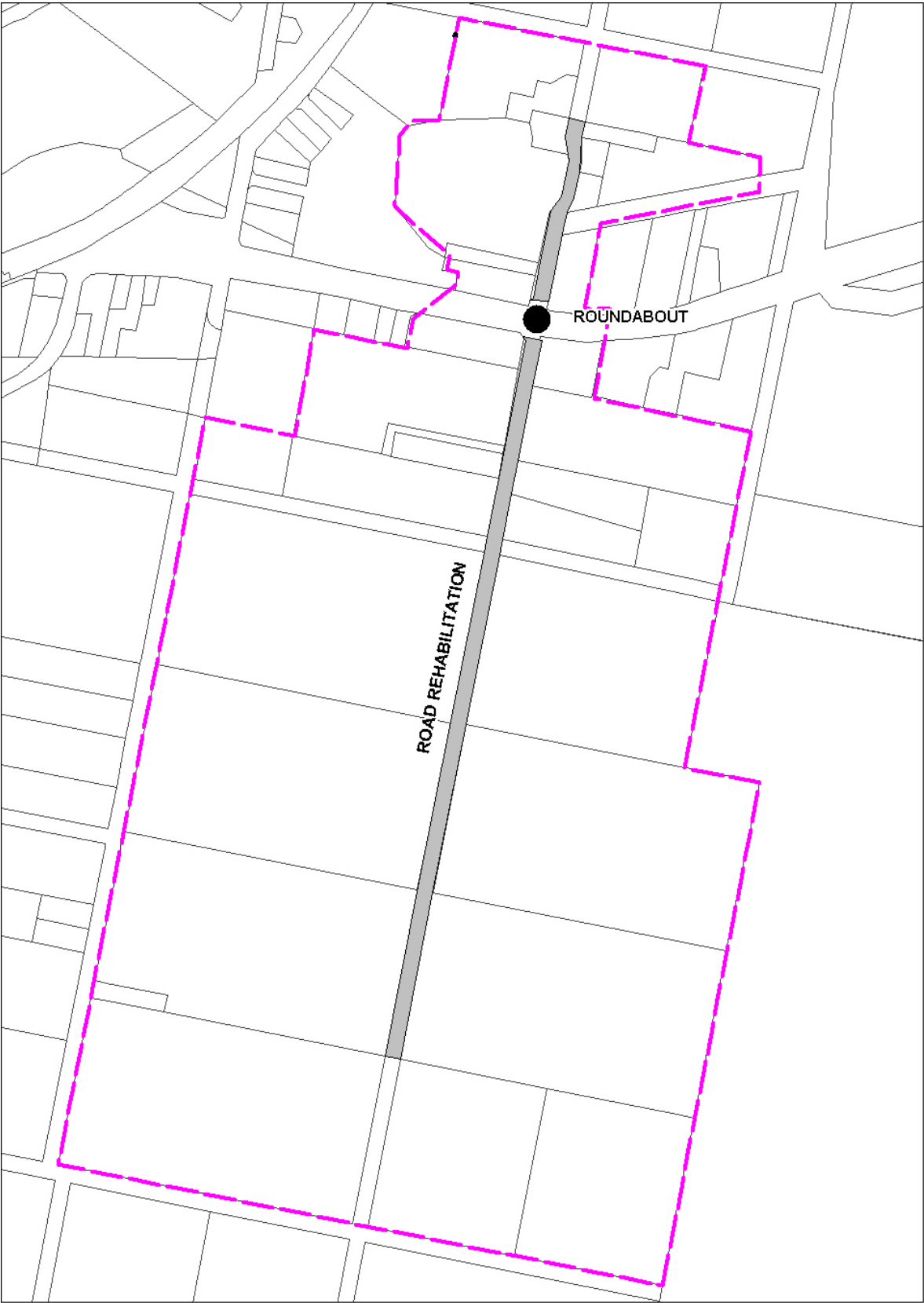
#### **9.2.3 Geographic nexus**

For the purpose of providing an equitable distribution of funding between specific users of the road network and a clear geographic nexus, only a portion of the contributions area is liable for roads and traffic contributions. This zone has been designated the "Traffic Zone" (approximately 75ha) and all costs have been distributed to this area, since areas outside this zone will not gain benefit from the roads and traffic work identified in this plan.

The Traffic Zone is identified on the Figure 4. Also indicated on this plan are the items of work proposed to be undertaken in accordance with this Contributions Plan.



Figure 4: Common Street contributions area



### 9.2.4 Temporal nexus

The rate of development of the works is dependent upon a number of factors, including the rate of take-up of land and the discretion of the developers, and is therefore difficult to forecast.

Generally the items of work will be implemented after the payment of the contributions on lots in that vicinity. Table 9-1 indicates the scheduled threshold development triggering the implementation of the work.

**Table 9-1: Threshold for undertaking works**

Description of facility	No. of New Vehicle Trips per Day
Common St north	8,000
Common St south	10,000
Roundabout	12,000

### 9.2.5 Apportionment

The contributions area for this Common Street enterprise corridor zone has been reduced to a traffic zone in which industrial and warehouse will be accommodated.

The factories and warehousing proposed for this enterprise corridor zone will require a higher road standard than normal residential to cater for the heavy vehicles and the necessary upgrading works will be 100% attributable to the heavy vehicle truck movements generated by such development.

Costs are to be fully funded by the “traffic zone” development area since the existing road, Common Street, is of adequate standard for the existing rural development and it is the new development permissible under the Enterprise Corridor Zone that will solely create the demand for the new infrastructure.

### 9.2.6 Works schedule

The descriptions and estimated costs of roadworks are provided in Table 9-2.

**Table 9-2: Descriptions and estimated costs of proposed roadworks**

Road Construction		
R1	Road improvement. Common Street north 290m long, 10 m wide pavement	\$240,000
R2	Road improvement Common Street South, 900 m long, 13m wide pavement	\$840,000
Intersection treatments		
I1	Roundabout, Sydney Rd and Common St south	\$900,000
Total		<b>\$1,980, 000</b>

### **9.2.7 Calculation**

Given that the area is designated for industrial development, the traffic volumes have been estimated assuming an equal mix of factories and warehousing.

The RTA estimates that for factories there are 5 daily vehicle trips per day per 100 m<sup>2</sup> of gross floor area (GFA), while for warehouses, the estimate is 4 trips per 100 m<sup>2</sup> of gross floor area. With an equal mix of these two uses the average daily vehicle trips per day is 4.5 per 100 m<sup>2</sup> of GFA (equivalent to 0.045 trips per m<sup>2</sup> of GFA).

The land area within the Traffic Zone is some 75ha. Assuming that industrial lots have a GFA of 40% of the site area, then GFA would amount to some 30ha. Accordingly, it is estimated that full development in the Traffic Zone will generate 13,500 vehicle trips per day (assuming all the lots are factory or warehouse development).

Developments will be levied in accordance with their estimated traffic generation capacity, in accordance with the RTA's "Guide to Traffic Generating Developments".

### **9.2.8 Contribution rates**

The following formula will be used to calculate the contribution rates for developments within the Traffic Zone area:

$$\text{Contribution per estimated vehicle trips per day} = \$160$$

## 10. Administration costs

### 10.1.1 Introduction

The efficient administration of a development contributions plan is essential if it is to work as a successful mechanism for raising and expending funds for facilities and services required as a result of new development. The costs involved in administering development contributions plans are an integral and essential component of the efficient provision of facilities. The new resident and employee populations of the Goulburn Mulwaree should therefore contribute towards costs associated with the management and administration of this plan.

This plan provides for two main components to ensure its proper operation. These are:

- A contribution which funds Council's Development Contributions Planner one (1) day per month, employed to manage and review the plan and implement the proper accounting procedures for the funds collected.
- A contribution which recoups the costs to undertake certain studies required to identify facilities required within the Goulburn Mulwaree, including the preparation of this plan.

### 10.1.2 Nexus

Management and administration of this plan will be ongoing throughout the life of the plan. Resources will be required to undertake an annual review of key assumptions as well as to commission facility planning and demand studies from time to time. In addition, consultant studies may be used to determine design and costing of works, as well as to review the development and demand assumptions of the contributions plan.

### 10.1.3 Apportionment

The administration and management of this plan is an integral part of delivering the required facilities for new development across the Goulburn Mulwaree. Consequently contributions will be apportioned entirely to new development.

### 10.1.4 Work schedule

The plan administration schedule of works is shown in Table 10-1.

**Table 10-1: Plan administration works schedule**

<b>Proposed works</b>	<b>Cost</b>
Development contributions planner	\$36,000
Plan preparation	\$50,000
<b>Total (plan administration):</b>	<b>\$86,000</b>

### 10.1.5 Calculations

The following formula is used to calculate the plan administration contributions rate:

$$\text{Contribution Rate} = C \div P$$

Where:

**C** = cost of plan administration

**P** = contributing population

Hence:

$$\begin{aligned}\text{Contribution Rate} &= \$86,000 \div 3311 \\ &= \$25.97\end{aligned}$$

Therefore the plan administration contribution is **\$26** per person (rounded).

### 10.1.6 Contributions rates

The plan administration contribution rates applicable are identified in Table 10-2.

**Table 10-2: Administration contribution rates**

Development type	Assumed occupancy rate	Contribution
Unit	2.0 persons	\$57
Dwelling house	2.0 persons	\$57
Residential subdivision	2.0 persons	\$57

# **11. Development involving heavy vehicle movements likely to cause road pavement damage**

## **11.1 Introduction**

For all road pavements, performance is influenced only by the heavy end of the traffic spectrum. Any significant increase in the heavy vehicle load on a road, therefore, has a marked impact on the life of the road pavement.

The passage of heavy vehicles causes and exacerbates the deterioration of road pavements which then require expenditure for their maintenance and rehabilitation. Such road maintenance can be funded via Section 94 contributions.

The load imposed by heavy vehicles is measured by the equivalent standard axles (ESAs). The use of the ESA allows the total number of heavy vehicles which are predicted to use a road to be converted into an “equivalent” number of the standard axle repetitions for design and evaluation purposes.

Some types of development involve heavy vehicle movements that are likely to cause road pavement damage. Mines and extractive industries are well known examples but are not the only ones. Other development, such as landfill operations, can also involve heavy vehicle movements that are likely to cause road pavement damage.

Where the carrying out of development involves heavy vehicle movements that are likely to cause road pavement damage, it is reasonable for a Section 94 contribution to be required to cover the increased level of road damage. Such a contribution is appropriate for maintenance and rehabilitation of any road that is used by the development's heavy vehicle traffic. It is the transport of material to and from the site that triggers the contribution regardless of whether it is being extracted or deposited.

## **11.2 Roadworks may be required to be undertaken in addition to contributions required under this Plan**

The Goulburn Mulwaree road network has been constructed and is maintained by Council as necessary to ensure an acceptable standard of service. These roads may or may not be able to accommodate additional heavy vehicle loading generated by heavy haulage development at their current standard. New roads, or upgrades to sections of the existing road network may be required to accommodate the additional heavy vehicle loading.

Accordingly Section 94 contributions will not be used to fund direct works to comply with the DCP or development consent conditions that are required to bring roads up to a suitable standard to commence operations, such as:

- a. road widening
- b. pavement upgrading (a pavement shall have a minimum remaining life of 10 years)
- c. geometric improvements
- d. drainage works
- e. intersection improvements

Where any development requires capital works to the road network to be undertaken, the requirements will be by way of a condition imposed on the development consent under

section 80A(1)(f) of the Environmental Planning and Assessment Act 1997. The condition will be in addition to any Section 94 contribution authorised to be imposed under this Plan.

### 11.3 Calculation of road maintenance and rehabilitation costs

Section 94 contributions are intended to recover the additional costs incurred by the Council in carrying out road maintenance and rehabilitation resulting from the carrying out of development that involves heavy vehicle movements that are likely to cause road pavement damage. These costs are of two kinds:

#### 1. Routine Maintenance

Potholes, edge breaks and the like. This is typically an amount of some 10c per sqm per year for a normal rural road.

For a haulage route, given the extra volume of heavy vehicles, the expenditure required on routine maintenance would be substantially higher than otherwise. Additional expenditure would be required on such work as patching, edge break repairs, crack sealing, rutting repairs, shoving repairs, guidepost replacement and sign replacement. This may amount to some \$1 per sq/m/year. For a carriageway of 9m wide, this equates to \$9,000/km.

#### 2. Rehabilitation

The volume of heavy vehicles will bring forward the need for rehabilitation of the road. Moreover, the cost of this treatment will be higher than normal since the loads to be placed on the road will be higher as a direct result of the carrying out of the development.

The analysis below provides a typical example. While this is based on a quarry, the same analysis is valid for any development that involves heavy vehicle movements that are likely to cause road pavement damage since contributions relate to the amount of product transported.

Typically, a quarry imposes a load on a road pavement that will cut short the road's existing working life by some 80% i.e. whereas the working life of the road pavement may have been 20 years, a quarry will shorten this life to only 4 years.

Therefore, the cost attributable to the quarry is the Present Worth of Cost (PWOC) of the difference between the treatment required in four years time as opposed to the treatment required in twenty years time. The earlier treatment will be more expensive than the later treatment since it will need to have a more durable pavement for the higher traffic volumes.

The PWOC is given in the formula stated in s11.2 of Austroads "A Guide to the Structural Design of Road Pavements, 1992".

$$PWOC = M - M(1 + r)^{-x}$$

Where:

- $M$  is the treatment cost
- $r$  is the discounted rate, taken as 5%
- $x$  is the number of years in the delay (4 years and 20 years)

Applying this formula to the two treatments (one at 4 years, the other at 20 years) gives:

- For the earlier, more durable treatment, the estimated cost is \$260,000/km giving a PWOC of \$214,000/km.
- For the later treatment, the estimated cost is \$200,000/km giving a PWOC of \$76,000/km.
- Therefore the difference is \$138,000/km.

Since the levy is collected progressively throughout the life of the development the difference in POWC needs to be annualised, which results in an amount of \$11,000/km per year.

This rehabilitation may not take place at the one time but rather in a piecemeal fashion as dictated by road condition and available funds. Additionally, rehabilitation will not be the only method of repair of the road, with other methods such as patching, heavy patching, overlays and stabilisation being used as appropriate.

### *3. Cost per Tonne & cost per ESA*

Combining the routine maintenance and the rehabilitation costs amounts to \$20,000/km per year.

Making the reasonable assumption that the newly reconstructed pavement has a design pavement life of 2M ESA over a twenty year period, the additional costs equate to a rate of \$0.20/km per ESA.

Dependant upon the type of vehicle used, the number of tonnes of product transported corresponding to the load on the road is approximately:

5 tonnes of product = 1 ESA, or 1 tonne of product = 0.2 ESA.

Therefore the cost per tonne is \$0.0462/km, or when expressed on an ESA basis the rate is \$0.231 per ESA per kilometre of haul road.

#### **11.3.1 Causal nexus**

As explained above development that involves significant heavy vehicle movements will generate the need for additional maintenance and earlier rehabilitation on local roads affected by the haulage routes. As such it is considered reasonable that the development meets the cost of these additional works.

#### **11.3.2 Geographic nexus**

For the purpose of providing a equitable distribution of funding between the specific users of the local road network the contribution will only apply to local roads from the development site along the nominated principal haulage route to the nearest State / National road.

Road maintenance and rehabilitation costs only are levied for the increased level of road damage caused by the heavy vehicle haulage.

Local road is defined in Part F of this document.

Figure 5 depicts State and National Roads in the Goulburn Mulwaree Local Government Area.

#### **11.3.3 Temporal nexus**

The rate of development of the additional works is dependent upon a number of factors, including the rate of deterioration of the local road pavement and the discretion of developers and is therefore difficult to forecast.

Generally the items of additional works will be implemented after sufficient funds have been collected and the haulage route's design pavement life has been reached.



#### 11.3.4 Apportionment

The cost of resealing has not been included as a cost to the development or mine operation.

#### 11.3.5 Works schedule

Actual works schedules will be dependant on the amount of levy collected and the rate of deterioration of the local road pavements.

#### 11.3.6 Calculation

As future development of quarries or like development is unknown, one of the following generic formulas are to be applied for the calculation of the Section 94 contribution levy:

##### **A) Mass of haulage material (in tonnes) where verifiable tonnage receipts can be provided**

$$\text{Contribution per tonne (cents)} = 4.62(L_1 \times P_1 + L_2 \times P_2 \dots L_n \times P_n)$$

Where:

$L_1$  Length of road route 1 used by the extractive industry, mine or other heavy vehicle haulages use

$P_1$  Estimated percentage of material trucked along route 1

4.62 cents per tonne as the contribution towards pavement maintenance and rehabilitation costs. (Refer to rationale below).

$L_2$  Length of road route 2 by the extractive industry, mine or other heavy vehicle haulages use

$P_2$  Estimated percentage of material trucked along route 2

Where there are loaded journeys in both directions it is recognised that this can lead to a reduction in the number of truck movements on the road network. In these circumstances a 25% reduction in the contribution rate of one journey will be permitted. The 25% reduction will apply to the lesser loaded journey.

##### **B) Number of laden ESAs (i.e. based on traffic classifier data)**

Contribution (\$) = 0.231 x (total number of ESAs generated\*) x kilometres of haul road used by the extractive industry, mine or other heavy vehicle haulage use

total number of ESAs generated\* = is the standard ESA for each vehicle class multiplied by the number of trips by that vehicle class summed for all relevant classes.

Note: The calculation above assumes one haul route for the development. Where there are multiple haul routes the calculation will need to be adjusted according to the proportional allocation of ESAs for each approved haulage route for the development and summed to calculate the total contribution for the relevant period (i.e. quarter). In a simplistic example if there are two haul roads with a predicted traffic movement allocation of 75% (haul route 1) and 25% (haul route 2) respectively then the calculation for haul route 1 uses 75% of the total ESAs for the period multiplied by the kilometres of that haul road multiplied by 0.231. To calculate the contribution for haul route 2, 25% of the total ESAs for the period is multiplied by the kilometres of haul road multiplied by 0.231.

#### 11.3.7 Contribution rates

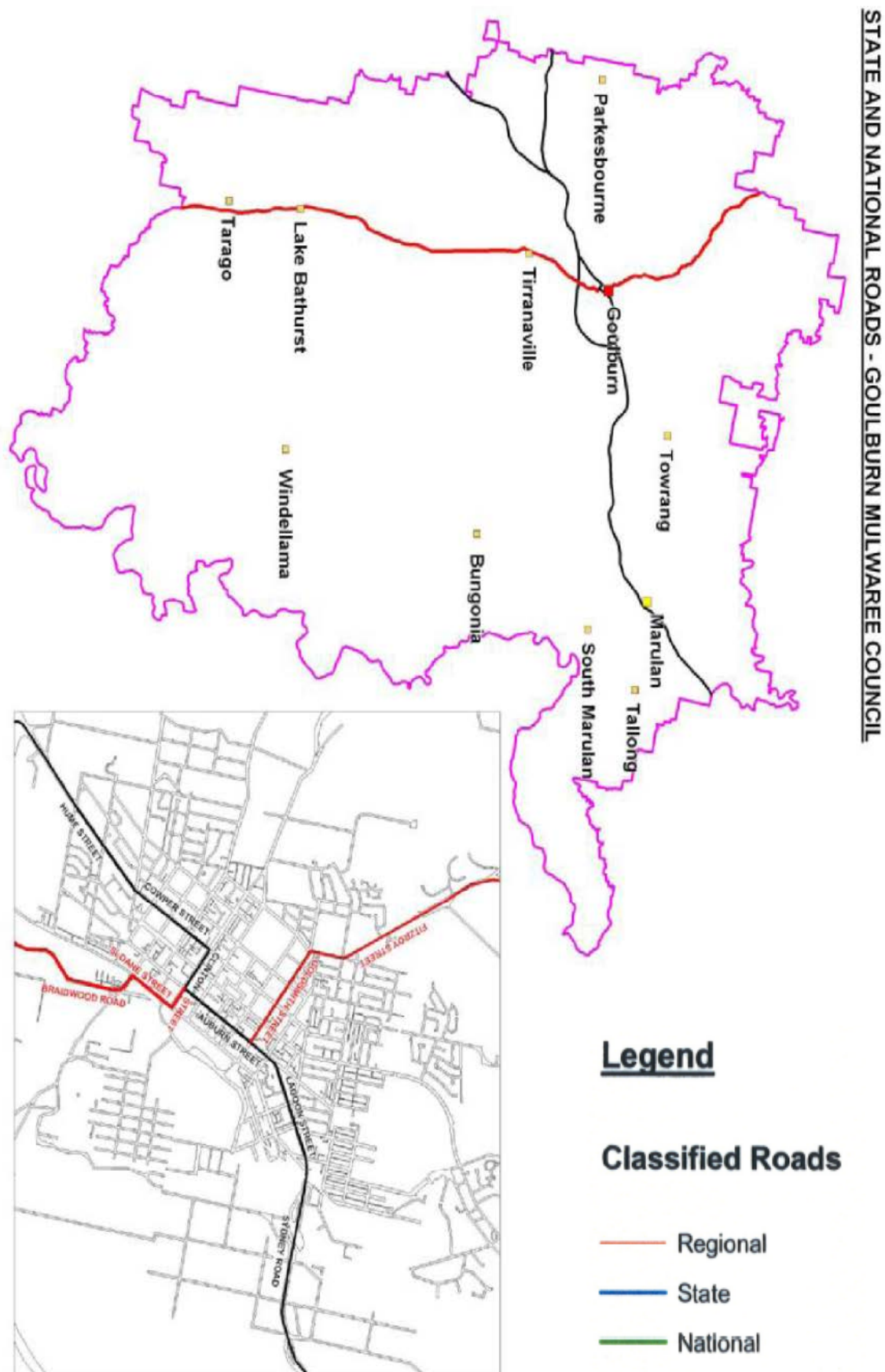
The above formulas will be used to calculate the contribution levy which will apply to the local road network for the nominated principal haulage route from the development site to the nearest State / National Road.

The contributions will be levied on the basis of either:

- (a) The mass of haulage material (in tonnes) transported to or from the site, where verifiable tonnage receipts can be provided, or
- (b) The number of laden ESAs generated by the development.

For developments involving a significant quantum of heavy vehicle movements it may be appropriate that a voluntary planning agreement is established to address road maintenance in lieu of a contribution under this Plan. Refer also to Section 3.13 Planning agreements above.

Figure 5: Goulburn Mulwaree State and National Roads



## Part F: Definitions

**applicant** means the person, company or organisation submitting a development application.

**civic improvement** means a work carried out to improve the appearance or use of public areas, such as streets, malls, footpaths and the like.

**classified road** has the same meaning as in the *Roads Act 1993*.

**Note.** The term is defined as follows:

**classified road** means any of the following:

- (a) a main road,
- (b) a highway,
- (c) a freeway,
- (d) a controlled access road,
- (e) a secondary road,
- (f) a tourist road,
- (g) a tollway,
- (h) a transitway,
- (i) a State work.

(see *Roads Act 1993* for meanings of these terms).

**community facility** means a building or place owned or controlled by the Council or a body of persons which may provide for the physical, social, cultural or intellectual development or welfare of the local community, but does not include a building or place elsewhere defined in this section.

**contribution** means the dedication of land, the making of a monetary contribution or the provision of a material public benefit, as referred to in section 94 of the *Environmental Planning and Assessment Act 1979*.

**Council** means the Goulburn Mulwaree Council.

**EP&A Act** means the *Environmental Planning and Assessment Act 1979*.

**EP&A Regulation** means the *Environmental Planning and Assessment Regulation 2000*.

**floor space area** for the purposes of this plan means the sum of the areas of each floor of a building where the area of each floor is taken to be the area within the outer face of the external enclosing walls as measured at 1.4 metres above each floor level, excluding:

- (a) columns, fin walls, sun control devices, awnings and any other elements, projections or works outside the general lines of the outer face of the external wall; and
- (b) lift towers, cooling towers, machinery and plant rooms, ancillary storage space and air-conditioning ducts; and
- (c) car parking needed to meet any requirements of the Council and any internal designated vehicular or pedestrian access; and
- (d) space for the loading and unloading of goods; and
- (e) internal public arcades and thoroughfares, terraces and balconies and outer walls less than 1.4 metres high.

**Goulburn Mulwaree LEP** means the *Goulburn Mulwaree Local Environmental Plan 2009*.

**Goulburn Mulwaree** means the Goulburn Mulwaree LGA.

**Local Road** means local urban and rural roads under the jurisdiction of the Council where construction and maintenance of these roads are funded by the Council.

**material public benefit** means something provided by an applicant, other than the dedication of land or the payment of a monetary contribution, which does not relate to an item appearing in the works schedule of a contributions plan.

**other heavy vehicle haulage uses** means development likely to cause extraordinary damage to local road networks by the passage of heavy vehicles along a nominated principle haulage route to and from a development site to the nearest State or National Road.

**planning agreement** means an agreement between council or other consent authorities and developers where contributions are secured by way of negotiation. A planning agreement is voluntary by all parties to the agreement or may be another arrangement between a planning authority and a developer under which the developer is required to dedicate land free of cost, pay a monetary contribution, or provide any other material public benefit to be used for or applied towards a public purpose.

**public facilities** means any public amenity or public service, as referred to in section 94 of the *Environmental Planning and Assessment Act 1979*, including a "community facility" and a "recreation facility", the need for which has increased or been created by development.

**recreation facility** means a building or place used for sporting activities, recreation or leisure activities, whether or not operated for the purpose of gain, but does not include a building or place elsewhere defined in this section.

**RTA** means the NSW Roads and Traffic Authority.

**Strategy** means the Goulburn Mulwaree Strategy 2020

**works in kind** means the undertaking of a work or provision of a facility by an applicant which is already nominated in the works schedule of a contributions plan.

## **Acknowledgement:**

Goulburn Mulwaree Section 94 Developer Contributions Plan 2009, Amendment No. 2 amends Section 94 Contributions Plan prepared for Council by Parsons Brinckerhoff dated 10 October 2007.

## **Appendix A**

---

Cost report (\$0–\$200,000)

# Cost Summary Report

[Development cost of less than \$200,000]

DA Number:	<hr/>	Date:	<hr/>
Applicant's name:	<hr/>	Development name:	<hr/>
Applicant's address:	<hr/>	Development address:	<hr/>
	<hr/>		<hr/>

## ESTIMATE DETAILS

(\$)

Demolition and alterations::	<hr/>
Structure:	<hr/>
External walls, windows and doors:	<hr/>
Internal walls, screens and doors:	<hr/>
Wall finishes:	<hr/>
Floor finishes:	<hr/>
Ceiling finishes:	<hr/>
Fittings and equipment:	<hr/>
Hydraulic services:	<hr/>
Mechanical services:	<hr/>
Fire services:	<hr/>
Electrical services:	<hr/>
Lift services:	<hr/>
External works:	<hr/>
External services:	<hr/>
Other related work:	<hr/>
<b>Sub-total:</b>	<b>\$</b> <hr/>
Preliminaries and Margin:	<hr/>
<b>Sub-total:</b>	<b>\$</b> <hr/>
Consultant Fees:	<hr/>
Other related development costs:	<hr/>
<b>Sub-total:</b>	<b>\$</b> <hr/>
Goods and Services Tax:	<hr/>
<b>TOTAL DEVELOPMENT COST:</b>	<hr/>

I certify that I have:

- Inspected the plans the subject of the application for development consent;
- Calculated the development costs in accordance with the definition of development costs in clause 25J of the *Environmental Planning and Assessment Regulation 2000* at current prices; and
- Included GST in the calculation of development cost.

Signed:	<hr/>
Name:	<hr/>
Position and qualifications:	<hr/>
Date:	<hr/>



## **Appendix B**

---

Cost report (more than \$200,000)

# Registered Quantity Surveyor's Detailed Cost Report

[Development cost of \$200,000 or more]

DA Number:	<hr/>	Date:	<hr/>
Applicant's name:	<hr/>	Development name:	<hr/>
Applicant's address:	<hr/>	Development address:	<hr/>
	<hr/>		<hr/>

## DEVELOPMENT DETAILS

GFA – Commercial (m <sup>2</sup> ):	<hr/>	GFA – Parking (m <sup>2</sup> ):	<hr/>
GFA – Residential (m <sup>2</sup> ):	<hr/>	GFA – Other (m <sup>2</sup> ):	<hr/>
GFA – Retail (m <sup>2</sup> ):	<hr/>	Total GFA (m <sup>2</sup> ):	<hr/>
Total development cost:	<hr/>	Total site area (m <sup>2</sup> ):	<hr/>
Total construction cost:	<hr/>	Total car parking spaces:	<hr/>
Total GST:	<hr/>		

## ESTIMATE DETAILS

<b>Professional fees (\$):</b>	<hr/>	<b>Construction (Commercial):</b>	<hr/>
% of construction cost:	<hr/>	Total construction cost:	<hr/>
% of demolition cost:	<hr/>	\$/m <sup>2</sup> of site area:	<hr/>
<b>Demolition and site preparation:</b>	<hr/>	<b>Construction (Residential):</b>	<hr/>
Total construction cost:	<hr/>	Total construction cost:	<hr/>
\$/m <sup>2</sup> of site area:	<hr/>	\$/m <sup>2</sup> of site area:	<hr/>
<b>Excavation:</b>	<hr/>	<b>Construction (Retail):</b>	<hr/>
Total construction cost:	<hr/>	Total construction cost:	<hr/>
\$/m <sup>2</sup> of site area:	<hr/>	\$/m <sup>2</sup> of site area:	<hr/>
<b>Fitout (Residential):</b>	<hr/>	<b>Fitout (Commercial):</b>	<hr/>
Total construction cost:	<hr/>	Total construction cost:	<hr/>
\$/m <sup>2</sup> of site area:	<hr/>	\$/m <sup>2</sup> of site area:	<hr/>
<b>Fitout (Retail):</b>	<hr/>	<b>Parking:</b>	<hr/>
Total construction cost:	<hr/>	Total construction cost:	<hr/>
\$/m <sup>2</sup> of site area:	<hr/>	\$/m <sup>2</sup> of site area:	<hr/>
		\$/space	<hr/>

I certify that I have:

- Inspected the plans the subject of the application for development consent;
- Prepared and attach an elemental estimate generally prepared in accordance with the Australian Cost Management Manuals from the Australian Institute of Quantity Surveyors;
- Calculated the development costs in accordance with the definition of development costs in clause 25J of the *Environmental Planning and Assessment Regulation 2000* at current prices;
- Included GST in the calculation of development cost; and
- Measured Gross Floor Areas in accordance with the Method of Measurement of Building Areas in the AIQS Cost Management Manual Volume 1, Appendix A2.

Signed:	<hr/>
Name:	<hr/>
Position and qualifications:	<hr/>
Date:	<hr/>

