

Settlement planning guidelines

August 2007 | Mid and Far North Coast Regional Strategies

Settlement planning guidelines: mid and north coast regional strategies © State of New South Wales through the Department of Planning August 2007 www.planning.nsw.gov.au Publication number 07_036A ISBN 978-0-7347-5930-6 **Disclaimer:** While every reasonable effort has been made to ensure that this document is correct at the time of printing, the State of New South Wales, its agents and employees, disclaim any and all liability to any person in respect of anything or the consequences of anything done or omitted to be done in reliance upon the whole or any part of this document.

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1 Introduction

Purpose of these Guidelines

These Guidelines have been developed to assist councils in preparing a local growth management strategy to achieve the planning outcomes and actions in the Far North Coast Regional Strategy and the Mid North Coast Regional Strategy.

In particular the guidelines provide:

- detail on environmental criteria and their application;
- planning and urban design principles for residential, rural residential, commercial, industrial and tourism lands; and
- a framework for a new Housing and Land Monitor.

The regional strategies require councils to prepare a local growth management strategy prior to preparing a local environmental plan to zone land for all residential, rural residential, commercial and industrial land uses as well as, in some circumstances, for special purposes like tourism.

The guidelines should be read in conjunction with the regional strategies as the local growth management strategy will need to be consistent with the regional strategies and with these guidelines.

Role of local growth management strategy under the regional strategies

The regional strategies are now the primary regional planning policy for councils within the North Coast region. A local growth management strategy will be the mechanism that supports effective and integrated planning across the local government area.

By applying the vision and strategic directions outlined in the regional strategies at the local level councils will be able to develop a framework for their local growth management strategy. The local strategy will then guide the development of new local environmental plans and development control plans to implement policy.

These Guidelines replace previous requirements for the preparation of land release strategies issued by the Department. The local growth management strategy when submitted to the Department for approval will need to address the requirements of these guidelines.

Previous documents, such as the Sustainable Urban Settlement Guidelines, the Urban Settlement Strategies Guidelines, and the Rural Settlement Guidelines remain useful strategic planning references.

Transitional arrangements

Any current local settlement strategy that has been approved by the Director General of the Department may be used as an interim local growth management strategy, but only to the extent that the existing strategy is consistent with the relevant regional strategy and these guidelines.

2 Guidance to councils for local growth management strategies

Preparation of a local growth management strategy

A local growth management strategy may be prepared in a number of formats. It could be a single document covering all forms of development – urban and rural settlement as well as commercial, retail, industrial and tourism development – and applying to the whole local government area.

Alternatively, a local growth management strategy may be a series of interrelated but separate component documents based on development type(s) and/or release area(s).

If a local growth management strategy is prepared as a series of related components it is important that those using the strategy have an understanding of how the strategy components fit together.

In preparing a component strategy council will need to have undertaken a whole of local government area assessment to define its future role in the region, determine an associated vision and develop appropriate broad outcomes to achieve this vision.

Content and scope of a local growth management strategy

A local growth management strategy submitted to the Department for approval should contain, or be accompanied by, the following information.

- A vision which considers the regional context and influence and the role of the local government area in the region.
- A commitment to achieving the principles of sustainable development¹ and a statement of how the strategy addresses this.
- A summary of any community consultation and any significant changes made to the strategy as a result of the consultation.
- Information addressing the principles in section 3, including:
 - the application of the regional environmental constraints mapping and the suitability of the land identified in the local strategy;
 - the desired local character, design and form of settlements covered in the strategy; and
 - the existing services and infrastructure network and future needs.
- A land supply and demand audit for land uses covered by the strategy and a demographic profile and population projections summary to support future land requirements.
- A land release program documenting the following information:
 - location –map(s) and documentation identifying all land covered in the strategy and its proposed land uses. It is expected that councils will submit both electronic and hard copy maps with the local growth management strategy

¹ See Sustainable Urban Settlement – Guidelines for Regional NSW, Department of Planning

when seeking approval. Electronic format should be consistent with the digital requirements for the standard instrument for LEPs;

- yield the amount of land to be released for each type of land use (residential, rural residential, commercial, industrial or tourism) and the justification for the amount identified in the strategy. In the case of residential land, the expected lot yields and proposed densities, how they have been derived and an indication of how the strategy aims to achieve the dwelling targets and housing mix identified in the regional strategies; and
- timing expected staging and timing of land releases both across the local government area and within precincts where appropriate, over the life of the strategy.
- A servicing and infrastructure program summary for the supply of utilities and social facilities needed over the life of the strategy. If the provision of any of the facilities or services is the responsibility of another agency council should consult with the relevant service provider(s) to determine expected timing of the necessary infrastructure.
- A commitment to a nominated review period.

3 Settlement planning principles for development

This section sets a series of planning principles which, when implemented through local planning policies, will provide for efficient and sustainable development of land. The local growth management strategy will need to address the following planning principles and demonstrate, where relevant, how they will be applied to assist in achieving the outcomes and actions of the regional strategies.

The words 'settlement' and 'development' are used generically for residential (rural and urban), commercial, industrial and tourism development. The principles apply to all of these forms of development, unless otherwise indicated.

Location

- 1. Future urban settlement should be located predominantly within the agreed growth areas.
- 2. Future settlement, where permitted by the regional strategies and outside the agreed growth areas, must be located to minimise environmental impacts and be sustainable. Such settlement must satisfy the sustainability criteria contained in Appendix 1 of the Regional Strategies.

Fragmented development has high infrastructure costs and is unlikely to be permitted. To achieve future environmental, economic and social sustainability new settlements should be able to demonstrate self reliance and an ability to maximise infrastructure efficiency and service provision. New, isolated settlements should not be considered if residents would be heavily dependent upon motor vehicles to access basic social and services infrastructure.

Land suitability (environment, natural resources, hazard)

- 3. Future development should be located on land that is suitable for the development and capable of supporting the proposed uses.
- 4. Planning for future development on land already zoned for settlement but not yet developed should identify the constraints and opportunities of the land. Development should achieve a carefully planned community, respecting environmental, resource and hazard issues.
- 5. Future development should avoid areas of environmental significance, significant natural and/or economic resource, potential hazard, high landscape or cultural heritage value, or potential increased risk associated with impacts of climate change.
- 6. Future development adjoining land with the above values should incorporate buffers as necessary to help protect those values and to avoid future land use conflict.

To aid councils in the preliminary identification of land with environmental, resource, landscape value or hazard risk within their local government areas, the Department of Planning will make available a regional dataset. Schedule 1 provides assistance in applying the dataset for determining land suitability for future development.

Land release

- 7. Future development should be strategically planned by providing a timely release of adequate and appropriately located land to address the specific dwelling targets and housing mix identified in the regional strategies. Future rural residential development should be planned for as part of council's total dwelling targets
- 8. Future development, particularly in the major centres, should be planned to effect a shift in the new dwelling mix to achieve 60% single dwellings and 40% multi-unit housing across the region to meet the future demographic needs of smaller households and an ageing population.

Settlement form and hierarchy

- 9. Future development should:
 - strengthen the hierarchy of settlement identified in the regional strategies, support and maintain strong multi-functional business centres, minimise urban sprawl, and maximise infrastructure and service efficiencies;
 - be planned to create communities within the hierarchy of settlement. Consideration should be given to the ultimate geographical extent and population target for each community that is to be formed or built upon, and the staging/timing by which it is proposed to reach that position;
 - provide for a mix of houses, jobs and open space;
 - be appropriately located in relation to its scale, nature or type of development; the ability to provide the necessary infrastructure and services; the need for access and to ensure effective traffic management;
 - in the case of residential development, provide for a variety of dwelling types and a choice in location, form and affordability; and
 - enable mixed uses and home-based employment in residential or village zonings where appropriate.
- 10. Future rural residential development should be planned so any new opportunities strengthen the settlement hierarchy identified in the regional strategies. It should be located close to existing centres and away from areas that may in the future have values for urban expansion.
- 11. Future rural residential development should be clustered to encourage a sense of community and for the efficient provision of services. Fragmented development over the landscape will not be permitted.
- 12. Future development, particularly at the residential/agricultural and the residential/industrial interfaces, should be planned for and managed so any potential conflict is minimised in relation to adjacent land uses.

Urban design and heritage

- 13. Future development should recognise, protect and be compatible with any unique topographic, natural or built cultural features essential to the visual setting, character, identity, or heritage significance of the area or settlement that it is to be located in.
- 14. Future development should reflect high quality design that is compatible with the local and regional attributes which make up the region's character, such as climate, landscape, history, topography, and existing built environment.

- 15. Future development should be designed to ensure there is public access to an adequate supply of appropriately located public open space and recreation areas, to provide for a range of recreational uses and visual amenity.
- 16. Future development should contribute to an open space network across the local government area that is designed to:
 - encourage and maintain pedestrian movement and public access to community resources or public places (such as watercourses, beaches etc.); and
 - to reflect each site's natural features and requirements for drainage and water quality maintenance, and nature conservation and biodiversity protection.
- 17. Future development should encourage walkability and allow for easy access to public places, local shops, services and transport and lead residents to the service centre.

The Department has prepared the North Coast Urban Design Guidelines to assist Councils in assessing the local character and design elements for their local government area. This document and the Coastal Design Guidelines are resources to assist in this process.

A local growth management strategy should include a statement regarding the desired future character for urban settlements or areas and identify the broader planning principles which influence the ambience or 'feel' of an area, and which are critical in creating its desired character. This may include principles relating to the landscape, streetscape and/or building levels. More detailed design requirements could be prepared as part of the subsequent planning processes.

18. Aboriginal cultural and community values should be considered in the planning for future development.

Councils should undertake culturally appropriate consultation with the relevant local Aboriginal groups (eg. land council, elders, traditional owners or native title claimants) when preparing local strategies, plans and policies.

Infrastructure provision

- 19. Future development should only be permitted where it can be provided with adequate, cost effective physical and social infrastructure to match the expected population for each settlement. In rural areas this may require the development being able to provide stand alone services.
- 20. Future development should strengthen the efficient use of infrastructure, services and transport networks and not overburden existing services elsewhere.
- 21. Future development should be designed and located to minimise the need to travel; to maximise opportunity for efficient public transport and pedestrian access options; and to encourage energy and resource efficiency.
- 22. Future development should be designed and located to have well connected and accessible urban areas increasing the opportunity for public transport, cycling and walking for residents and visitors.
- 23. Future development should be designed and located to avoid placing further local traffic demand on the Pacific Highway.
- 24. Future development should not contribute to ribbon/strip development nor impact on the safety and efficiency of major or arterial roads.

- 25. Future development should provide sufficient buffering distances and/or technological solutions between proposed development and existing or proposed major infrastructure, including rail corridors and airports.
- 26. Future development should be designed and located to maximise total water cycle management and minimise impacts on the environment.

Employment lands

- 27. Industrial land should be made available in a variety of locations to encourage new opportunities as they arise in all major regional centres, major towns and towns. However, location and availability should recognise the linkages between employment land and: settlement areas; markets, transport and access; environmental constraints; and cost effective provision of necessary services and infrastructure.
- 28. In the case of the six local government areas in the Far North Coast region, consideration should also be given to the demands and impacts of South East Queensland on the regional economy's employment needs, market opportunities and transport requirements.
- 29. Commercial land, should be located so that it can be conveniently serviced, is accessible to, and is consistent in scale with the settlement it serves or is planned to serve. If commercial land expansion is not adjacent to, or adjoining, an existing centre then any new development should not undermine the existing centre(s) and should be at a scale and location only to serve the target neighbourhood.

The regional strategies have been developed in close association with the Regional Industry and Economic Plans (RIEP), already prepared by the Northern Rivers Regional Development Board and currently being prepared by the Mid North Coast Regional Development Board.

Councils should consider the economic development objectives and supporting 'Best Practice Planning Principles and Guidelines' of the relevant RIEP when preparing a local growth management strategy for employment land. These objectives and principles seek to embrace sustainability as a key regional platform.

Tourism opportunities

- 30. Future tourism development should not negatively impact on the natural, economic or social fabric of the area it is to be located in.
- 31. Future tourism development should provide for a wide range of experience opportunities from the low cost family type tourism developments, such as in caravan parks and camping grounds, to large single destination development.
- 32. Future investment in and growth of tourism products and services should not occur at the expense of local environmental and social values.
- 33. Consistent with the Regional Strategy, future large scale tourism development is only to be located in prime tourism development areas unless another proposed location is consistent with an approved local growth management strategy.
- 34. Future large scale tourism development that is located adjoining natural features such a beach, estuary, national park or reserve, etc, should maintain public access to those features.

For the purposes of tourism development on the North Coast:

- Small scale or low key tourism development includes rural retreats, holiday cabins, caravan parks, camping grounds, guest houses and hostels, and the like.
- Large scale resort development means large holiday unit complexes, large hotels, large motels, or integrated resorts which may incorporate convention and recreation facilities, commercial facilities, golf courses and permanent residential accommodation.
- Prime tourism development areas means the urban areas of:
 - Port Macquarie being the urban area of Port Macquarie, Fernbank Creek and Thrumster;
 - Coffs Harbour being the urban area bounded by the Pacific Highway, Bonville Creek and Woolgoolga Lake;
 - Tweed Heads/Kingscliff, being the urban area bounded by the Queensland border, the southern edge of Casuarina Beach and the Pacific Highway;
 - Ballina, being the urban area bounded by the Richmond River, Emigrant Creek, a straight line from the intersection of Teven Road/Pacific Highway to the Bicentennial Gardens, and another straight line from the Bicentennial Gardens to Angels Flat Rock; and
 - Byron Bay, being the urban area bounded in the north by Bayshore Drive and in the south by the southern edge of Suffolk Park.

4 Housing and land monitor

Purpose of the monitor

Sections 1–3 of these Guidelines have provided information to councils on the preparation of a local growth management strategy. Separate to this process, this section provides information on the North Coast housing and land monitor. The regional strategies identify an action for the Department to establish and maintain a new North Coast housing and land monitor. This will require the annual monitoring of the delivery and take-up of new housing and employment land. Additionally, the monitor will be used to forecast the staging and sequencing of urban land.

The outcomes of the housing and land monitor will inform local government and state agencies in the future planning of service provision and will inform future infrastructure investment priorities on the North Coast.

Staging and sequencing of residential land

Council's local growth management strategy will generally identify land required for 25 years expected growth. As part of this strategy process, the Department will work with each council to identify:

- a staging and sequencing program for the next ten years;
- the land release priority areas for the next five years; and
- annual lot release forecasts projected over five years, including expected total remaining lot yield.

The figures will be collected annually from local government and will be utilised to forecast future North Coast regional staging and sequencing of urban land releases.

Monitoring framework

The regional strategies identify dwelling targets and housing mix for the regions to ensure adequate supply of housing is provided to meet the population needs.

The Department of Planning will ask councils to provide the following information through the completion of an annual return (typically a spreadsheet provided by or on behalf of the Department):

Residential land development

- baseline data on existing number of dwellings by type and locality (single, dual, multi-unit)
- number of approved dwelling by type and locality (single, dual, multi-unit)
- number of commencements by type and locality (single, dual, multi-unit)
- number of lots approved and released by locality

Rural residential and industrial land development

- total area of zoned land
- total number of lots
- total vacant lots
- total potential additional lots under existing zoning and approved strategies

Schedule 1. Application of regional mapping data

A data package will be provided to each council that maps all land in the North Coast Region according to the level of risk of environmental constraint and/or natural hazard. The regional data package identifies the land as having either high or medium risk. The information accompanying the datasets explains how these two categories of risk were compiled and provides metadata on the mapping layers that make up the dataset.

The regional and local data will assist councils in addressing the relevant principles in the preparation of a local growth management strategy. It may also assist in other planning processes such as the preparation of local environmental plans and the assessment of development applications.

The following four-step process should achieve the following strategic planning response in the local growth management strategy:

- future development that avoids areas with a high risk of unacceptable impact on environmental values, or unacceptable environmental hazard; and
- future development that ensures mitigating and compensatory action is undertaken, during the appropriate phase of the planning process (i.e. local strategy, environmental study, local environmental plan, development control plan or development application), for unavoidable but justifiable environmental impact resulting from that development.

At each step council should liaise with any relevant agencies to confirm data and policy where necessary.

Step 1 – assess and confirm data at a local scale

As a first step, councils will need to confirm the boundaries of the high and medium constraint areas at a local level utilising the regional data package.

Where a council possesses more detailed, locally specific data sets this information may be used in conjunction with, or substituted for, the relevant regional data set with the agreement of the relevant government agency.

Land confirmed through the local process as being of high or medium risk will require assessment and commitment to the appropriate mitigating or compensatory actions as outlined in Steps 2 to 4 prior to the inclusion of the land in a local growth management strategy. Development of such land will only be permitted where it is demonstrated to be consistent with the requirements of Steps 2 to 4.

Step 2 – avoid impacts and hazards

On land assessed and confirmed by Step 1 as being:

1. High Risk

Planning principle: settlement should not be located in areas of high risk of environmental impact or hazard.

Development should be directed to unconstrained land(s) within the release area.

In the occasional and justifiable circumstance where part of a proposal will be located on land identified as high risk because of the presence of biodiversity values, natural hazard impacts or other physical limitations, the development must be planned to minimise these impacts and provide appropriate offsets. These may include protecting and enhancing the long term viability of priority vegetation and/or rehabilitating degraded priority areas. Justification of this approach should be based on social and economic grounds.

This approach is to be undertaken in consultation with the relevant government agency. The appropriate mitigating and compensatory actions will apply at the relevant stage in the planning process, see Steps 3 and 4.

2. Medium Risk

Planning principle: settlement should avoid areas of medium risk of environmental impact or hazard wherever possible. The majority of the development should be directed to the least constrained land within the release area.

In the justifiable circumstance where this cannot be achieved appropriate mitigating and compensatory actions will be required to be incorporated at the relevant stage in the planning process, see Steps 3 and 4.

3. Low Risk

Settlement may proceed according to the requirements of these Guidelines.

Step 3 – mitigating actions

Where development of high and medium risk land is unavoidable and justified, appropriate mitigating actions will be applied at the appropriate stage in the planning process. Table 1 outlines these actions and identifies the stage in the planning process at which they should apply.

Table 1. Mitigating actions

Risk	Mitigating action and stage			
ENVIRONMENTAL FEATURE- LAND WITH POSSIBLE DEVELOPMENT LIMITATIONS DUE TO SOIL, TERRAIN, LANDFORM, ENVIRONMENTAL HAZARD, OR PROXIMITY TO PLACES OF HERITAGE VALUE OR POSSIBLE CONFLICTING LAND USE				
velopment on land affected by inundation;	Local growth management strategy			
coastal erosion or recession; or rising water table	Locate development footprints and access routes consistent with an adopted Floodplain Management Plan or with the principles of the <i>Floodplain Development</i> <i>Manual (2005)</i>			
	Locate development footprints and access routes consistent with an adopted Coastline Management Plan or with the principles of the <i>Coastal Zone Management</i> <i>Manual, Estuary Management Manual or future Coastal</i> <i>Zone Management Manual.</i>			
	Development assessment			
	Any filling of land below the 1% year flood level should be consistent with an adopted Floodplain Management Plan or with the principles of the <i>Floodplain Development</i> <i>Manual (2005).</i>			
Development on steep land	Local growth management strategy			
	□ Avoid development on slopes greater than 33% or 18°			
	Development assessment			
	 Apply erosion and sediment control practices in conjunction with site specific geo-technical assessment 			
Development in wet landscape and riparian	Local growth management strategy			
areas	Avoid development that would increase access to riparian water extraction rights.			
	 Avoid development in areas of high risk wet landscape Allow for provision of adequate riparian buffer areas 			
	Local environmental plans/development assessment			
	 Require appropriate design factors and/or management plans to mitigate impacts within areas of medium risk wet landscapes according to the environmental features that occur, eg impacts on biodiversity or flooding risk Require provisions for riparian corridor protection and water quality/quantity protection 			
Disturbance of acid sulfate soils	Local environmental plans/development assessment			
	Operate according to ASSMAC guidelines			
evelopment of land which may pose an acceptable risk to public health due to its cation with respect to mosquito habitat	Local environmental plans/development assessment			
	An assessment should be carried out by qualified persons as to the risk of people having their quality of life affected by pest mosquitoes or sandflies or contracting a mosquito- borne disease as a result of development being established near vegetation or landscapes which potentially support significant mosquito habitat. A management plan should be prepared to mitigate any risk. A high risk should be considered a constraint to development			

Risk	Mitigating action and stage			
Development in proximity to existing rural uses which may result in conflicts	Local growth management strategy, and Local environmental plans/development assessment			
	Where land proposed for development adjoins land that is currently used for agriculture a conflict assessment should be undertaken and measures implemented to avoid situations of land use conflict, consistent with the principles of the relevant regional Farmland Protection Project			
Development in proximity to a place or objects	Local growth management strategy			
of Aboriginal and non-Aboriginal cultural heritage values	Undertake consultation with relevant sections of the Aboriginal community and/or European community to identify issues to be addressed			
	Local environmental plans/development assessment			
	Undertake an assessment of the likelihood of Aboriginal and non-Aboriginal objects, places or values in the locality and identify any potential adverse impacts arising from relevant development proposals. Proposed management strategies to safeguard heritage values are to be identified in consultation with the local community			
ENVIRONMENTAL FEATURE- LAND WITH POTENTIAL BIODIVERSITYVALUE (MODELLED FAUNA CORRIDORS ON CURRENTLY UNVEGETATED LAND)				
Lost opportunity for future improved	Local growth management strategy			
connectivity of vegetation and habitats	 Locate development footprints outside modelled corridors. In circumstances where this cannot be achieved, identify the location of an alternate corridor 			
	Local environmental plans/development assessment			
	Establish an ongoing revegetation and enhancement program to achieve identified targets			
	 Establish a monitoring and compliance program to ensure implementation of the revegetation and enhancement targets 			
	Secure re-vegetated and enhanced areas by formal			
	 agreement, covenant or zoning Apply fire safety standards for building and urban design in bushfire prone areas with asset protection zones 			
	 provided within development footprints Restrict ownership of domestic animals in areas within 			
	 predation range of natural habitats where relevant Restrict use of invasive plants in gardens within dispersal range of natural habitats where relevant 			

Step 4 – compensatory actions

Where development of high or medium risk land is unavoidable, and the impacts cannot be mitigated through step 3, appropriate compensatory actions will be applied at the relevant stage in the planning process. Table 2 outlines these actions and identifies the stage they should apply if the impacts cannot be mitigated.

Table 2. Compensatory actions

Risk	Compensatory action and stage				
ENVIRONMENTAL FEATURE- LAND OF EXISTING HIGH BIODIVERSITY VALUE					
 Development of land with biodiversity values – direct and indirect impacts: Site impacts vegetation and habitat loss species loss Local area impacts reduced connectivity of vegetation and habitats increased edge effects on local remnants from incompatible land uses ENVIRONMENTAL FEATURE – LAND WITH PO ON CURRENTLY NON-VEGETATED LAND) 	 Local growth management strategy Identify broad areas where compensation activity is to be undertaken Local environmental plans/development assessment Offset any vegetation clearing by: land re-vegetation or vegetation enhancement consistent with the principles of offset in the <i>Regional Conservation Plan</i>, or the purchase of biodiversity credits identified through a bio-banking assessment and agreement under the <i>Threatened Species Conservation Amendment (Biodiversity Banking) Act 2006</i> Establish an ongoing management program for revegetated and enhanced areas to achieve identified targets Establish a monitoring and compliance regime to ensure implementation of management targets Secure re-vegetated and enhanced areas by formal agreement, covenant or environment protection zoning OTENTIAL BIODIVERSITY VALUE (MODELLED CORRIDOR 				
Lost opportunity for future improved connectivity of vegetation and habitats	 Local growth management strategy Identify alternate corridor location Local environmental plans/development assessment Establish an ongoing re-vegetation and enhancement program to achieve identified targets Establish a monitoring and compliance regime to ensure implementation of the revegetation and enhancement targets Secure re-vegetated and enhanced areas by formal agreement, covenant or environment protection zoning 				