



# MidCoast E4 Environmental Living Zone Snapshot

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# **1** Introduction

## **Purpose**

The purpose of this report is to provide a snapshot of how the E4 Environmental Living zone is used in the MidCoast and whether the objectives of the zone are being achieved. The snapshot will consider zone location and quantity, servicing, development constraints, natural constraints, agricultural values and environmental values.

## Background

The E4 Environmental Living Zone Snapshot informs the Rural Strategy which is part of a body of work that will guide future planning controls for the MidCoast.

The report complements other similar reviews of 'rural lifestyle' type zones including R5 Large Lot Residential and RU4 Primary Production Small Lots.

## **Scope and Limitations**

The report is primarily a desktop analysis with local area site visits also informing part of the snapshot summaries.

## **Methodology**

The report is a desktop analysis undertaken internally by Council. The report will be communicated to the community as part of the Rural Strategy public consultation.

The data in the report has been sourced from MidCoast Council spatial datasets, relevant Local Environmental Plan information and mapping, and site visits to the localities.

## Photo: Example of house in the E4 zone fronting Wallis Lake in Coomba Park



## Zone Overview

The E4 Environmental Living zone is described by the NSW Department of Planning, Industry and Environment (the Department) as 'generally intended for land with special environmental or scenic values and accommodates low impact residential development'.

## Locations in the MidCoast

This zone is currently applied to 256 lots across 286ha of land in the MidCoast.

It has been used in a discreet location at Moto (near Brimbin), along the foreshore area of Wallis Lake running from Coomba Park in the north down to Charlotte Bay in the south, and in one isolated location at Blueys Beach in the Pacific Palms area.

## Zone Objectives

In the MidCoast there are three Local Environmental Plans (LEP) currently in place: Great Lakes LEP 2014, Greater Taree LEP 2010 and Gloucester LEP 2010. The E4 Environmental Living zone is used in the Great Lakes LEP 2014 and Greater Taree LEP 2010 only. These LEPs define the objectives and land uses permissible for this zone.

Both LEPs include the following objectives (as detailed in the Standard Instrument – Principal LEP):

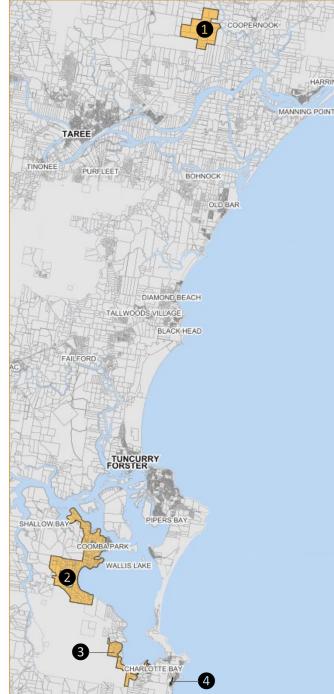
- To provide for low-impact residential development in areas with special ecological, scientific or aesthetic values.
- To ensure that residential development does not have an adverse effect on those values.

The Great Lakes LEP 2014 also contains the following additional objective:

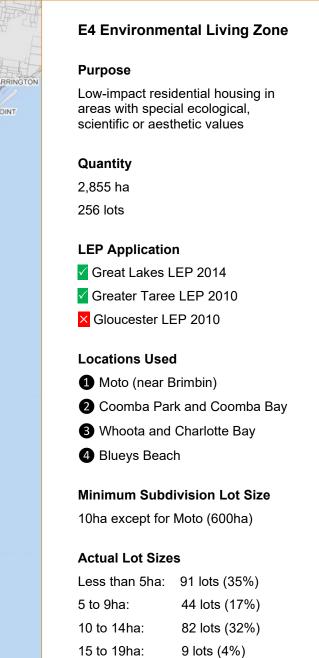
 To provide for other types of low-impact development that complement and support residential development and do not have an adverse effect on the special ecological, scientific or aesthetic values of the land.

### Photo: Example of house in E4 zone fronting Coomba Road in Charlotte Bay





### Map: Defined local areas of E4 and overview summary



Over 20ha:

30 lots (12%)

## Land Use Permissibility

Although the objectives for the E4 zone in the Great Lakes and Greater Taree LEPs are generally consistent, the land use activities which they allow varies. The land use tables for both LEPs and the NSW Standard Instrument are provided as Appendix A. Below is a summary of the permissible and prohibited land uses. This summary illustrates that the E4 zone in the Greater Taree LEP is very restrictive, while the Great Lakes LEP is more open, including a broad range of permissible uses. The intent of the E4 zone in the Greater Taree LEP is the main reason for this differentiation, being that the zone allows for clustered development of dwellings on constraint free land to allow for management of high conservation value areas.

Greater Taree E4 – Land Use Table Summary	Great Lakes E4 – Land Use Table Summary	
Agricultural and Industry type uses	Agricultural and Industry type uses	
X Intensive Agriculture	Intensive Agriculture	
× Extensive Agriculture	Extensive Agriculture	
× Horticulture	Kenticulture	
Farm Building	Farm Building	
Agricultural Produce Industry	Agricultural Produce Industry	
Home Industry	Kernel Industry	
Residential and Tourist type uses	Residential and Tourist type uses	
Market Dwellings	✓ Dwellings	
➢ Dual Occupancy	🗹 Dual Occupancy	
Secondary Dwelling	➢ Secondary Dwelling	
Camping Ground	Camping Ground	
🔀 Caravan Park	Caravan Park	
Backpacker's Accommodation	Backpacker's Accommodation	
☑ Bed and Breakfast	Bed and Breakfast	
Farm Stay Accommodation	Farm Stay Accommodation	
Eco-tourist Facility	Eco-tourist Facility	
<u>Community type uses</u>	<u>Community type uses</u>	
Centre-based Child Care	Centre-based Child Care	
Community Facilities	Community Facilities	
➢ Place of Public Worship	► Place of Public Worship	
Environmental type uses	Environmental type uses	
Environmental Facility	Environmental Facility	
Environmental Protection Works	Environmental Protection Works	
Research Station	Research Station	
<u>Commercial type uses</u>	Commercial type uses	
Artisan Food and Drink Industry	Artisan Food and Drink Industry	
× Restaurant or Cafes	Restaurant or Cafes	
Cellar Door Premises	Cellar Door Premises	

## Table: Land use permissibility summary

# 2 Context

## The Hunter Regional Plan 2036

The Hunter Regional Plan 2036 does not specifically discuss the E4 Environmental Living zone. However, Direction 14 to 'protect and connect natural areas' provides an important context to the provision of this zone. For example, Action 14.1: "Identify terrestrial and aquatic biodiversity values and protect areas of high environmental value to sustain the lifestyle, economic success and environmental health of the region."

## **Ministerial Directions**

There are a number of directions issued by the Minister for Planning under section 9.1 of the *Environmental Planning and Assessment Act 1979* that are relevant to E4 land use planning. These have been included in Appendix B.

## **Practice Note**

## Practice Note PN09-002 – Environmental Protection Zones

Key excerpts from the Department of Planning <u>Practice Note PN09-002</u> are provided below. Additional detail from this Practice Note is provided in Appendix C.

"This zone is for land with special environmental or scenic values and accommodates low impact residential development. As with the E3 zone, any development is to be well located and designed so that it does not have an adverse effect on the environmental qualities of the land."

"This zone will be typically applied to existing low impact residential development. This may include areas already zoned for rural residential that have special conservation values. If the lands have higher conservation values and fewer intended land uses than the E4 zone, an E2 or E3 zone may be appropriate. Regional councils should distinguish carefully between the E4 zone, the RU4 Rural Small Holdings and R5 Large Lot Residential zones to address environmental, agricultural and residential land capabilities respectively."

*"Where small holdings undertake agricultural production such as viticulture or cropping such as growing berries, the RU4 zone should be considered. If there are few environmental considerations, then R5 may be the appropriate zone."* 

## **Local and Regional Strategies**

Various local and regional strategies have previously been completed that provide important context to E4 land use planning. The relevant information in these documents is presented below.

## Draft Manning Valley Local Strategy 2016

Former Greater Taree City Council

"E4 Environmental Living zone - generally intended for land with special environmental or scenic values and accommodates low impact residential development. Recently applied to Brimbin, it could be extended over locations like Elands."

"E4 Environmental Living zone will be applied where fragmentation is clustered around towns and villages where there is environmental or scenic value."

## Northern Councils E Zone Review 2015

NSW Department of Planning and Environment

"In future and throughout the Far North Coast and the State, an E4 zone can be applied if the zoning is consistent with the Department's Practice Note PN09-002 Environment Protection Zones. The zone will be typically applied to existing low impact residential development. This may include areas already zoned for rural residential that have higher conservation values."

*"If the environmental significance is not the primary consideration, then the land should not be allocated an environmental zoning. A suitable residential zone is to be applied to this land."* 

## **Rural Living Strategy 2004**

## Former Great Lakes Council

"Within each 'catchment' certain areas of land will be unsuitable for rural residential development due to any one or several existing constraints. These constraints cannot be generally overcome at reasonable environmental or economic cost. The land that would be excluded is as follows:

- [various points listed including the following]
- ecological sensitivity land within or immediately adjoining SEPP 14- Wetlands, or SEPP 26 -Littoral Rainforests (also within the 7(a) - Wetlands and Littoral Rainforest Zone), or the 7(b) -Conservation Zone and the 7(c) - Scenic Protection Zone"

## Wallis Lake Estuary and Catchment Management Plan 2014

### Former Great Lakes Council

"The Wallis Lake Estuary and Catchment Management Plan has been developed to provide an integrated management strategy for both the estuary system and the broader land catchment area.

The Management Plan has been developed through an extensive review of the existing Wallis Lake Estuary Management Plan (2005) and Wallis Lake Catchment Management Plan (2003)

The Great Lakes Water Quality Improvement Plan: Wallis, Smith and Myall Lakes developed in 2009 and subsequent research and management projects have provided the scientific information that underpins this new Management Plan."

## Wallis Lake Wetlands Strategy (2010)

Former Great Lakes Council

Sets out the vision, guiding principles and actions to protect, manage and where required, restore wetlands across the Wallis Lake Catchment.

## Great Lakes Water Quality Improvement Plan 2009

#### Former Great Lakes Council

"The southern end of Wallis Lake is in a High conservation value or near-pristine state. It supports a wide variety of seagrass, healthy algae and brackish water plant (macrophyte) communities to a depth in excess of 3m. All these benthic (bottom-dwelling) plant communities are dependent on clear, clean water with very low nutrient loads. These near-pristine conditions have allowed the continued survival of the ecologically important seagrass and macrophyte communities, with their associated biodiversity (including the increasingly threatened estuarine sponges found to be present). The long-term target identified for the southern end of the lake was to maintain its current near-pristine condition."

"In Coomba Bay area, chlorophyll-a measurement showed elevated concentrations when compared with the southern bays of the main Wallis Lake body. A large gully estimated to be up to 300m long, 3–4m wide and 2m deep – which resulted from a failed dam – exported a large volume of sediment into the waters of the bay. In this event, seagrass communities were killed due to burial and the resuspension of the deposited sediments that caused long-term turbidity. The impact of a seemingly small failure in catchment management emphasises the scale of risk that can stem from localised catchment conditions. The long-term target identified for Coomba Bay is to improve its current condition to more closely resemble High conservation value conditions. This means chlorophyll-a levels need to be reduced by 41%."

## E4 use in other NSW LEPs

The E4 Environmental Living zone is used in several other NSW LEPs. The Local Environmental Plans for Port Stephens, Port Macquarie, Gosford and Lake Macquarie were examined as they have similar coastal/lake environments to the MidCoast. The analysis indicated the following:

- The E4 zone was applied in different ways throughout NSW. Port Stephens and Port Macquarie apply E4 to small patches of land that adjoin environmental zones but are in proximity to residential land. Gosford and Lake Macquarie have large areas of E4 zoned land often associated with surrounding environmental or rural lands.
- Some LEPs included additional zone objectives relating to ecology, character and tourist accommodation.
- There was no consistent application of permissible land uses across the examined LEPs.
- The minimum lot size was generally much lower compared to the Greater Taree and Great Lakes LEPs (2ha in Gosford and Lake Macquarie, and predominately 1ha or less in Port Macquarie and Port Stephens).

The detailed analysis is provided in Appendix D.



Example of E4 zone in Port Stephens – Salamander Way (1ha minimum lot size)

Example of E4 zone in Gosford – Glenning Valley area (2ha minimum lot size)



## **MidCoast Urban Settlements**

The MidCoast population has grown from 88,818 (2011) to 91,958 (2016) being an increase of 3,140 people and 0.69% cumulative growth rate. This is compared to a NSW average of 1.57% and a national average of 1.7% (for 2011-2016). The growth rate and populations of MidCoast urban settlements is shown in the table below.

E4 land primarily along Coomba Road is located in proximity to the growing settlement of Blueys Beach. The E4 land in the north at Moto is located near Brimbin (a planned settlement with potential to accommodate 20,000 people and regional services in the future).

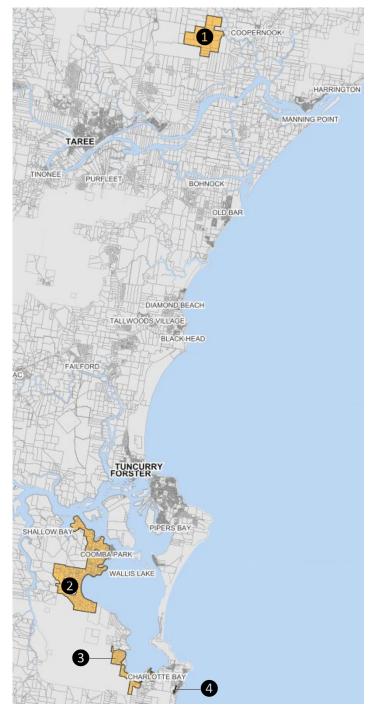
Settlement	Average Growth Rate 2011-2016	Population 2016
Strategic Centre		
Forster - Tuncurry	+1.05%	19,918
Taree	+0.33%	18,117
Rural Centre		
Wingham	+0.06%	4,532
Gloucester	+0.46%	2,390
Bulahdelah	- 0.13%	1,111
Tinonee	+0.73%	757
Stroud	+0.65%	724
Nabiac	- 0.19%	631
Coastal Centre		
Old Bar - Wallabi Point	+1.28%	4,470
Tea Gardens - Hawks Nest	+2.18%	3,590
Hallidays Point	+3.74%	3,052
Harrington	+5.11%	2,896
Smiths Lake	+2.79%	1,235
Pacific Palms	+0.97%	697

#### Table: Population growth of MidCoast settlements

# **3 Local Areas**

This section analyses the areas zoned E4 Environmental Living in the MidCoast. The map below identifies the defined local areas examined.

Each area was examined against the following considerations: zone location and quantity, servicing, development constraints, natural constraints, agricultural values and environmental values.



## Map: Defined areas of E4 examined in the report

## 1 Moto (near Brimbin)

This area is zoned environmental due to its significant vegetation, floodplain location, acid sulfate soil constraints and as a potential fauna corridor between the Brimbin National Park and Coopernook State Forest. A specific Greater Taree LEP clause (7.9) allows for clustered development of dwellings on constraint free land to allow for management of high conservation value areas.

## 2 Coomba Park and Coomba Bay

This area itself has limited environmental value and few natural development constraints. It is zoned environmental primarily to limit its impact on the adjoining high value environmental areas of Wallis Lake and Wallingat National Park. There has been substantial clearing in parts, considerable residential development under 10ha and agricultural uses undertaken that may be impacting on these adjoining environmental areas.

## 3 Whoota and Charlotte Bay

This area is zoned environmental as it has a number of natural constraints such as flooding, slope, proximity to wetlands and significant vegetation. It also adjoins the high value environmental areas of Wallis Lake and Wallingat National Park.

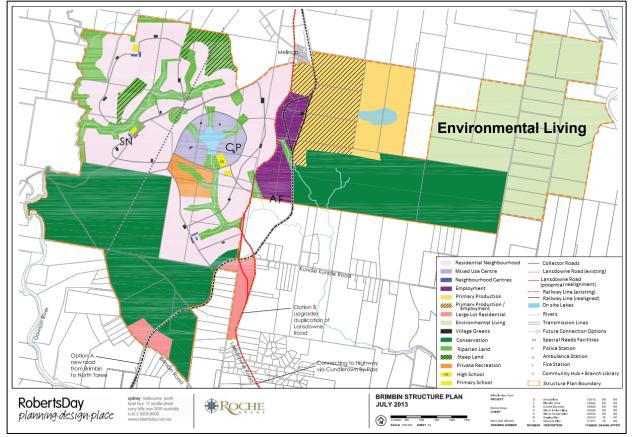
## 4 Blueys Beach

This area is zoned environmental as it is part of a littoral rainforest buffer. Further analysis would be required to identify the actual extent of the littoral rainforest which may be even more extensive than what is mapped.

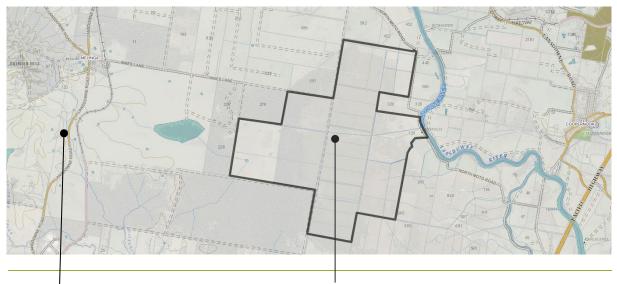
## Moto (near Brimbin) (1)

The suburb of Moto has 22 lots zoned E4 Environmental Living under the Greater Taree LEP 2010. This covers an area of 712 hectares. The area is part of the Manning Catchment, predominately surrounded by agricultural lands and is included in the planned urban settlement of Brimbin (refer to Brimbin Structure Plan below).

## Brimbin Structure Plan July 2013



#### Map: Moto E4 area



Future new town of Brimbin E4 zoned land – accessed from Innes Lane

## Photo: Boundary of E4 land at Moto



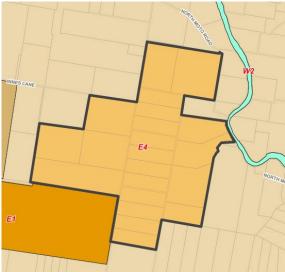
**Desktop analysis summary:** This E4 area is zoned environmental given its significant vegetation, floodplain location, acid sulfate soil constraints and a potential fauna corridor between the Brimbin National Park and Coopernook State Forest. A specific Greater Taree LEP 2010 clause (7.9) allows for clustered development of dwellings on constraint free land to allow for management of high conservation value areas. This type of development approval has not yet been sought.

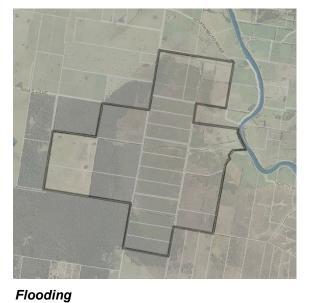
## Table: Moto (near Brimbin) Analysis

Characteristic	Summary	Detail	
Location	Proximity to the future settlement	Drive times: approximately 15 minutes to the local centre of Cundletown and 25 minutes to the major centre of Taree.	
Historic Zoning	1(a) Rural General	Predominately Zone 1(a) Rural General in the Greater Taree LEP 1995 with one lot partially also in Zone 1(b1) Rural Valley Agriculture. Note that the Greater Taree LEP Zone 7(d) Environmental Protection Scenic when the Greater Taree LEP was transitioned into the State's Standard Instrument in 2010.	
Servicing	Water only	Five lots have a water connection. The area is not serviced by sewer. The nearest sewer treatment plant is at Coopernook.	
Road Access	Constrained	Primary access is currently through Melinga on the unsealed Innes Road (which also includes an at-grade, un-signaled rail crossing).	
Minimum Lot Size	600ha	The minimum subdivision lot size prescribed by the Greater Taree LEP 2010 is 600ha for this area of E4.	
Actual Lot Sizes	23% <20ha 77% >20ha	The majority of the lots are bigger than 20ha, though far less than the 600ha minimum lot size for this area.	
Dwelling Entitlement	Yes, though subject to satisfying the clause.	Clause 4.2A "Erection of dwelling houses on land in certain rural and environmental protection zones" does not apply to Zone E4. Clause 7.9 "Subdivision of land at Brimbin in Zone E4" permits the clustered development of dwellings [and associated subdivision] to allow for management of high conservation value lands.	
Land Use Activity	Minimal	Site visit to this locality indicates that the subject area is heavily vegetated with minimal land use activity.	
Natural Constraints	Flooding Acid Sulfate Soil Vegetation	The area is constrained by flooding, acid sulfate soils (class 1 and 2) and significant vegetation. Part of the area is listed as bushfire prone land.	
Environmental Values	High	The area has been noted as part of a fauna habitat corridor – linking the Brimbin National Park and Coopernook State Forest. The area provides one of the only heavily vegetated areas between the Brimbin National Park and Coopernook State Forest.	
Scenic Values	Minimal	No significant scenic value given low lying topography.	
Residential Development Impact	Minimal	No significant development has occurred and as such there has been no impact on the environmental and scenic values.	

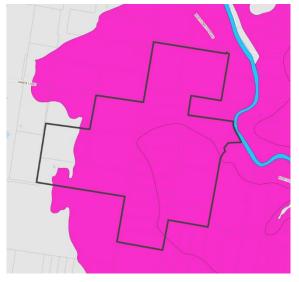
Aerial

## Zoning

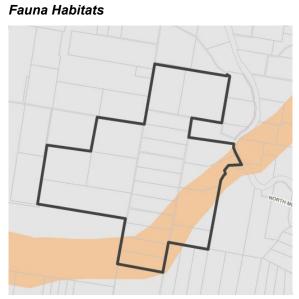


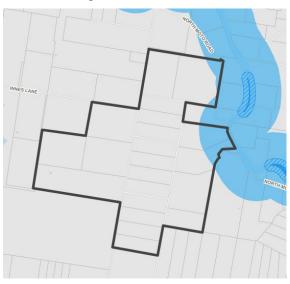


Acid Sulfate Soils



Coastal Management

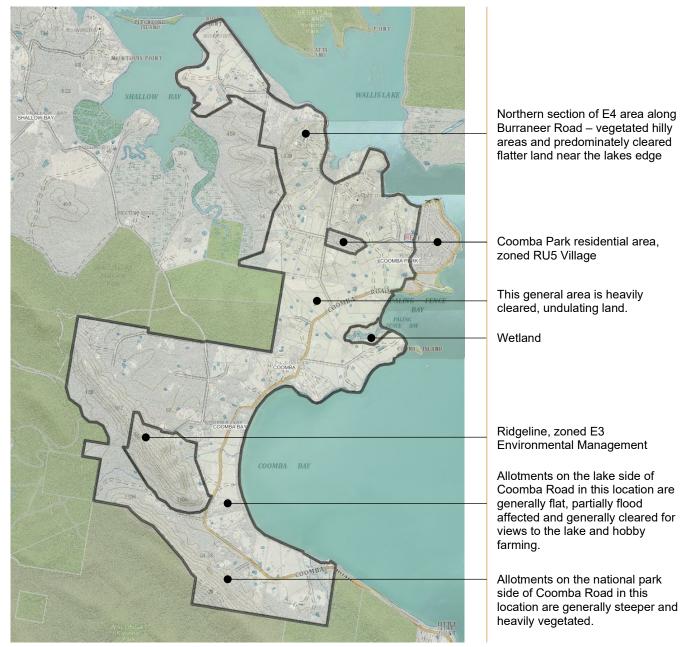




## Coomba Park and Coomba Bay (2)

The suburbs of Coomba Park and Coomba Bay have 201 lots zoned E4 Environmental Living under the Great Lakes LEP 2014. This covers an area of 1,657 hectares.

The area is part of the Wallis Lake and Wallingat River Catchments, predominately surrounded by high value environmental assets including Wallis Lake, Shallow Bay and Wallingat National Park. The area adjoins the village settlement of Coomba Park which has a population of 625 people (ABS 2016 Census) and minimal services.



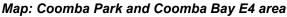


Photo: E4 zoned property on national park side of Coomba Road



Photo: E4 zoned property on Wallis Lake side of Coomba Road



Photo: Example of clearing in the Coomba Park and Coomba Bay E4 zone



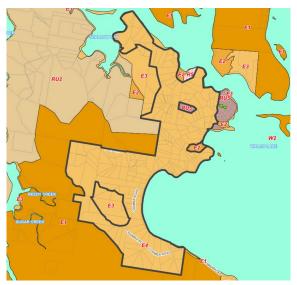
Photo: Example of properties in the northern Coomba Park area along Burraneer Road

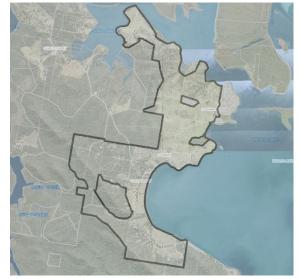


## Table: Coomba Park and Coomba Bay Analysis

Characteristic	Summary	Detail	
Location	Isolated from urban centre	Drive times: approximately 20 minutes to the local centre of Blueys Beach and 40 minutes to the major centre of Forster.	
Zoning History	7(c) Scenic Protection	Zone 7(c) Scenic Protection in the Great Lakes LEP 1996 was transferred to Zone E4 Environmental Living when the Greater Taree LEP was transitioned into the State's Standard Instrument in 2014.	
Subdivision History	1970s – 18% 1980s – 21% 1990s – 49% 2000s – 12%	The majority of lots in this location were registered by the mid- 1990s (88%). The 1970s and 80s accounted for 39% of these lots, but almost half (49%) were created in the 1990s. Of the lots registered in the 1970s and 80s, 30% met the 10ha minimum lot size, in comparison, only 5% of lots registered in the 1990s met this requirement. The most recent subdivision activity occurred in 2018 with no undersized lots created.	
Servicing	No water or sewer service	No water or sewer services to this area.	
Road Access	Sealed	Mainly via the sealed Coomba Road.	
Minimum Lot Size	10ha	Great Lakes LEP 2014 requires lots in the E4 Zone to have a minimum area of 10ha. This is considered suitable to achieve the zone objectives and possible land uses.	
Actual Lot Sizes	44% <5ha 20% 5-10ha 29% 10-15ha 2% 15-20ha 5% >20ha	This area contains the majority of E4 lots under 5ha in the MidCoast with 64% or 130 lots below the 10ha minimum lot size. There are nine lots over 20ha that could potentially be further subdivided depending on other constraints. Of these nine lots, five contain additional zones of E3 Environmental Management and / or E2 Environmental Conservation that have a 40ha minimum lot size.	
Dwelling Entitlement	-	Great Lakes LEP Clause 4.2A "Erection of dwelling houses on land in certain rural and environmental protection zones" does not apply.	
Land Use Activity	Residential and small-scale extensive agriculture	Site visit to this locality indicates that lots are primarily used for residential purposes. A large portion of lots are also used for small scale extensive farming (for example horses, cattle and sheep were observed). These activities are currently permissible in this zone.	
Natural Constraints	Generally, not heavily constrained	The area is not heavily constrained by slope, flooding or acid sulfate soils (class 1 and 2). There has been considerable clearing in parts. Areas to the west are heavily vegetated in association with steeper topography. Generally, only vegetated areas are identified as bushfire prone land. Several lots are affected by the coastal wetland proximity area as per the Coastal Management SEPP 2018.	
Environmental Values	Adjoining high value environmental areas	As noted in the Great Lakes Water Quality Improvement Plan (2009), the adjoining areas of Wallis Lake have important conservation values and water quality should be maintained or improved. Part of the area also borders key fauna habitat (primarily in Wallingat National Park).	
Scenic Values	Wallis Lake hinterland	Forms part of the scenic hinterland surrounding Wallis Lake. Further analysis would be necessary to assess this in detail.	
Residential Development Impact	Impact from associated clearing in parts	Site visits indicate that although the residential development itself has not had an impact on the environmental values – associated clearing and agricultural uses may have.	
Agricultural Values	Good pasture and horticultural lands	Agricultural Lands Mapping 2015 identifies most land as either "good pasture" or "good pasture and horticultural lands on moderate slopes".	

Zoning





Flooding

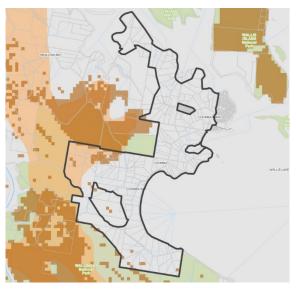
Aerial



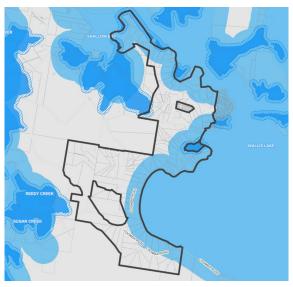


Fauna Habitats

Topography



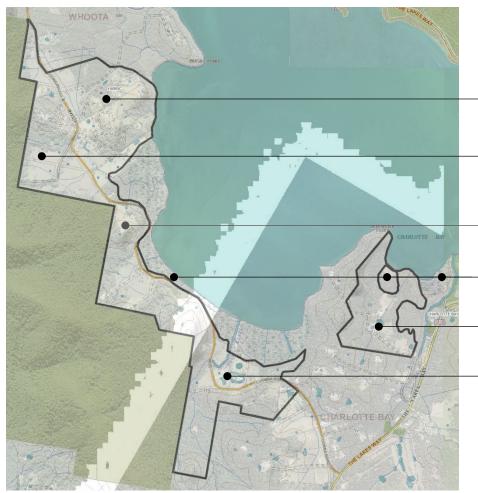
Wetlands



## Whoota and Charlotte Bay (3)

The suburbs of Whoota and Charlotte Bay have 32 lots zoned E4 Environmental Living under the Great Lakes LEP 2014. This covers an area of 451 hectares.

This area is part of the Wallis Lake Catchment, predominately surrounded by high value environmental assets including Wallis Lake and Wallingat National Park. There is some R5 Large Lot Residential land also in this locality.



#### Map: Whoota and Charlotte Bay E4 area

This area on the lake side of Coomba Road has gentle slopes and some clearing – lots have direct access to Wallis Lake

Generally, lots on the national park side of Coomba Road are steeper and vegetated. Where they are cleared it is often because they are flood affected and flat blocks.

#### Wetland areas

"Deep Water Station" heavily vegetated, single ownership area with impacts from flooding and wetlands on site

Flat and flood affected lots cleared for amenity or small-scale agriculture

Photo: Example of tourist accommodation in Charlotte Bay



Photo: Typical example of cleared flat floodplain block with house on elevated slope behind



Photo: Example of flat land with frontage to Wallis Lake in Whoota



## Table: Whoota and Charlotte Bay Analysis

Characteristic	Summary	Detail	
Location	Proximity to urban centres	Drive times: approximately 10 minutes to the local centre of Blueys Beach and 30 minutes to the major centre of Forster.	
Zoning History	7(c) Scenic Protection	Zone 7(c) Scenic Protection in Great Lakes LEP 1996 was transferred to Zone E4 Environmental Living when the LEP was transitioned to the Standard Instrument template in 2014.	
Subdivision History	1932 – 7% 1950 – 3% 1973 – 90%	This is an historic subdivision area with all lots registered by 1973. Only one lot is under the 10ha minimum lot size requirement which was registered in 1973. There are ten lots which contain multiple zones, including a combination of E3 Environmental Living, E2 Environmental Conservation, and RU2 Rural Landscape.	
Servicing	Nil	No water or sewer services to this area except for one lot with frontage to the Lakes Way.	
Road Access	Sealed	Mainly via the sealed Coomba Road.	
Minimum Lot Size	10ha	The minimum subdivision lot size prescribed by the Great Lakes LEP 2014 is 10ha for this area of E4.	
Actual Lot Sizes	3% <5ha 9% 5-10ha 72% 10-15ha 6% 15-20ha 10% >20ha	All but four lots are between 9 and 16ha. This generally reflects the prescribed minimum lot size. There are three lots over 20ha that could potentially be further subdivided depending on other constraints. Of these three lots, one contains an additional zone, E3 Environmental Living, which has a 40ha minimum lot size. This may affect further subdivision potential.	
Dwelling Entitlement	-	Great Lakes LEP Clause 4.2A "Erection of dwelling houses on land in certain rural and environmental protection zones" does not apply to Zone E4.	
Land Use Activity	Residential, small scale extensive agriculture and holiday rentals	Site visit to this locality indicates that lots are primarily used for residential (including holiday rental) purposes. A large portion of lots are also used for small scale extensive farming (for example horses, cattle and sheep were observed). These activities are currently permissible in the E4 zone.	
Natural Constraints	Flooding Slope Vegetation Bushfire Wetlands	All lots are affected by either slope or flooding and are within a bushfire prone area. The lots are generally not affected by acid sulfate soil (class 1 and 2). Although there has been considerable clearing of some lots within this locality, many are still heavily vegetated. The majority of lots are affected by the coastal wetland proximity area as per the Coastal Management SEPP 2018.	
Environmental Values	Adjoining high value environmental areas	As noted in the Great Lakes Water Quality Improvement Plan (2009), the adjoining areas of Wallis Lake have important conservation values and water quality should be maintained or improved. The area also borders key fauna habitat (primarily in Wallingat National Park).	
Scenic Values	Wallis Lake hinterland	Forms part of the scenic hinterland surrounding Wallis Lake. Further visual analysis would be necessary to assess this in detail.	
Residential Development Impact	Limited	Site visits indicate that residential development has not had a significant impact on the environmental values in this area. Very few land holdings have been completely cleared.	
Agricultural Values	Good pasture lands	Agricultural Lands Mapping 2015 identifies parts of this E4 land as "good pasture lands".	

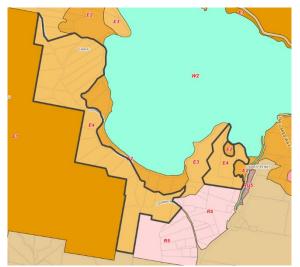
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Zoning

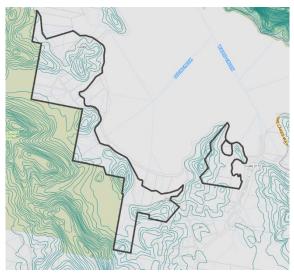
Aerial



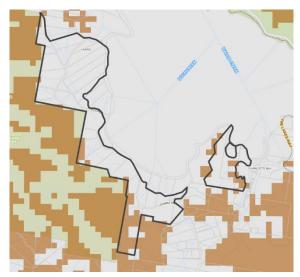


Topography

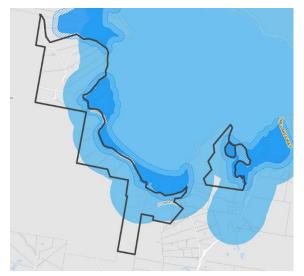
Flooding



Fauna Habitats



Wetlands



## **Blueys Beach (4)**

The suburb of Blueys Beach has one lot zoned E4 Environmental Living under the Great Lakes LEP 2014. This covers an area of 35 hectares.

The area sits within the Pacific Palms locality. It is surrounded by heavily vegetated lands to the west and R2 Low Density Residential development to the east. It is located in the Coastal Margin Catchment.

#### Map: Blueys Beach E4 area



Blueys Beach local shopping precinct

Predominately cleared E4 land. The land is undulating at the base of a small range behind Blueys Beach village

## Photo: Approximate location of E4 zone behind Blueys Beach village



Photo: Example of landscape in this area of E4 zoned land



## Table: Blueys Beach Analysis

Characteristic	Summary	Detail	
Location	Proximity to urban centres	Drive times: approximately 1 minute to the local centre of Blueys Beach and 25 minutes to the major centre of Forster.	
Historic Zoning	7(c) Scenic Protection	Zone 7(c) Scenic Protection in the Great Lakes LEP 1996 was transferred to Zone E4 Environmental Living when the Great Lakes LEP was transitioned into the State's Standard Instrument in 2014.	
Servicing	Potential	Although there is no water or sewer service currently on the lot – there is potential for connections to be established giver the existing level of servicing to the Pacific Palms community	
Road Access	Sealed	Access via the sealed Boomerang Drive and Newman Avenue.	
Minimum Lot Size	10ha	The minimum subdivision lot size prescribed by the Great Lakes LEP 2014 is 10ha for this area of E4.	
Actual Lot Sizes	35ha	There is only one E4 lot in this area which has an area of 35ha. This could potentially be further subdivided depending on other constraints.	
Dwelling Entitlement	-	Great Lakes LEP Clause 4.2A "Erection of dwelling houses on land in certain rural and environmental protection zones" does not apply to Zone E4.	
Land Use Activity	Vacant	Site visit to this locality indicates that this is a vacant block – also not currently used for any agricultural purpose.	
Natural Constraints	Bushfire	The lot is not heavily constrained by steep slope, flooding, acid sulfate soils (class 1 and 2) or coastal erosion risk. There has been considerable clearing in the area. The lot is identified as bushfire prone land.	
Environmental Values	Littoral rainforest buffer	The lot forms part of a fauna habitat corridor and also is identified as littoral rainforest buffer in the Coastal Management SEPP 2018.	
Scenic Values	Blueys Beach hinterland	Forms part of the scenic hinterland backdrop to Blueys Beach. Further visual analysis would be necessary to assess this in detail.	
Residential Development Impact	Not applicable	There has been no development on this lot.	
Agricultural Values	Not identified	Agricultural Lands Mapping 2015 does not identify this land.	

Zoning

B1 E

Topography



**Coastal Risk** 

Aerial



Fauna Habitats









# **4 Summary and Conclusions**

## Summary

The E4 zone is intended to provide for low impact residential development in areas with special ecological, scientific or aesthetic values, and to ensure residential development does not affect these values. The E4 zone seeks to protect, enhance and manage native vegetation and corridors. The zone provides a lifestyle option that offers a unique experience that is different to living in our urban areas and is more restrictive in terms of land use than zones like the RU4 zone.

The predominant minimum lot size of 10ha aims to prevent more intensive development and provides a buffer to sensitive environmental lands. In addition, the 600ha minimum lot size at Moto aims to retain this large holding in larger lots to meet the zone objectives and protect the environmental values of the land.

The ongoing development of and demand for this form of lifestyle presents several environmental, economic and social planning concerns. These concerns include environmental degradation, competition for land (lifestyle lots versus rural), as well as removal of vegetation for building envelopes and asset protection zones (APZs).

These impacts can also have a cumulative impact on corridors and in the gradual creep of residential uses into vegetated areas. The summary below presents the key challenges and opportunities relating to the E4 zone and the local areas described above.

## **Environmental impacts**

Environmental land in the MidCoast provides important habitat and corridors for native fauna. An issue is that ongoing development in these areas can also affect the natural environment through clearing, invasion of introduced species (including weeds) and land degradation. The development can also affect runoff and water quality, that has flow on effects of increased sediment and nutrient loads. This can ultimately lead to impacts on the water quality of our many waterways and vital drinking water catchments.

The development on E4 land is generally reliant on on-site sewage management systems for effluent disposal has the potential to negatively impact on water quality. This is particularly important in the case of E4 zoned lots located on flood liable land and soil profiles not conducive to effluent disposal.

Another consideration of lifestyle living on E4 land is that landowners that have an off-farm income, can also have a desire to manage weeds and pests, along with retaining biodiversity. In the E4 zoned areas there is a large portion of landowners that are achieving this.

Residential development in environmental areas is a lifestyle option that offers a unique experience that is different to living in our urban and rural areas, and the ongoing development of this form of land use can result in increased competition for land. These impacts can also have a cumulative impact on important habitat and corridors for native fauna.

A common trend is the increasing land values as a result of the desirability of lifestyle living and tree changers. In conjunction with this, the decline in agricultural viability being experienced in many sectors like dairy and cattle grazing is leading to rural landowners seeking alternate income streams.

For example, subdividing and selling the environmental land, or establishing eco-tourist facilities. The subdivision of these environmental lands can result in a decline of environmental values and further fragmentation of vegetation. Council continues to receive requests to subdivide environmental and rural land for more intensive residential uses and lifestyle lots. Lifestyle lots are often recognised as an attractive form of residential development largely due to their rural/environmental setting, large lot size, greater privacy and amenity.

The areas can provide an opportunity to reconnect with nature and can allow several different uses from dwellings to eco-tourist facilities. The ongoing subdivision of these environmental areas brings challenges in terms of efficient servicing, ongoing fragmentation and impacts on local ecology and biodiversity, including the many threatened species and communities that call the MidCoast home.

## Costs of servicing this land

Servicing costs of lifestyle lots can be higher in comparison to other residential and rural areas given their lower density and dispersed spatial pattern. It is more expensive to provide infrastructure and services such as roads, water and sewer where available, waste collection, and ongoing maintenance of the assets and services in these areas. It is not just the cost of servicing; it is the availability of land and resources to provide the connections like a suitable area for effluent disposal or a suitable easement for transmission lines.

## Conclusions

The growth of lifestyle development in environmental areas has led to an increase in conflicts between the environment and residential land uses.

E4 zoned land can form a buffer between significant vegetation in areas like a Nature Reserve and other sensitive environmental areas. Depending on the size of the lot, the lot size can enable separation of uses, and in turn reduce the potential for land use conflict.

If lifestyle areas are not planned appropriately, these development types can have similar environmental impacts and land use conflicts as low-density suburban development. The minimum lot size helps achieve this, by ensuring the development is appropriately sited.

Large areas of the E4 zoned land contain native bushland that forms informal vegetation corridors connecting pockets of significant vegetation to areas like National Parks and State Forests. There is opportunity to include some of this vegetation in a higher-level environmental zone subject to a detailed and fine scaled vegetation survey. Environmental zones like E2 and E3 have stronger objectives that can help protect these areas.

The E4 land needs to be managed to ensure it is best used to achieve a balance across a number of functions such as buffers to land of high biodiversity value and retention of this land; protection of scenic areas; opportunities for environmental lifestyle living where suitable; and economic activities such as eco-tourism.

## **Recommendations**

- Allow the land zoned E4 Environmental Living to continue to provide a diverse housing mix and continue the role in protecting and enhancing environmental functions.
- Consider increasing the minimum lot size of 10ha, to 20ha or greater to encourage the protection of environmental values and minimise the potential for fragmentation.
- Continue to recognise the significant contribution that our environmental land makes to the MidCoast; for example, water quality, maintaining biodiversity and economic inputs.
- Use the E4 zone as a buffer between urban development and highly significant environmental land to avoid land use conflict.
- Development of high environmental value land must be avoided i.e. endangered ecological communities and buffers, native vegetation habitat, riparian areas, biodiversity corridors, water courses and associated buffers, coastal wetlands and littoral rainforest and associated buffers, aquatic habitat, and land with scenic values.
- Increase the coverage of E4 zoned land. It is important that the messaging around this zone addresses the negative stigma that can come from having 'environmental' in a zone title.

# Appendix A – Zone E4 LEP Land Use Tables

## Standard Instrument—Principal Local Environmental Plan

Current version for 15 January 2020 to date (accessed 21 January 2020 at 09:38)

#### Zone E4 Environmental Living

#### Direction.

The following must be included as either "Permitted without consent" or "Permitted with consent" for this zone—

Environmental protection works

Roads

Home industries may (but need not) be included as permitted with consent.

#### 1 Objectives of zone

- To provide for low-impact residential development in areas with special ecological, scientific or aesthetic values.
- To ensure that residential development does not have an adverse effect on those values.

#### 2 Permitted without consent

Home occupations

#### 3 Permitted with consent

Dwelling houses; Oyster aquaculture; Pond-based aquaculture; Tank-based aquaculture

#### 4 Prohibited

Industries; Service stations; Warehouse or distribution centres; Any other development not specified in item 2 or 3

## **Great Lakes Local Environmental Plan 2014**

Current version for 31 October 2019 to date (accessed 26 November 2019 at 13:47)

#### Zone E4 Environmental Living

#### 1 Objectives of zone

- To provide for low-impact residential development in areas with special ecological, scientific or aesthetic values.
- To ensure that residential development does not have an adverse effect on those values.
- To provide for other types of low-impact development that complement and support residential development and do not have an adverse effect on the special ecological, scientific or aesthetic values of the land.

#### 2 Permitted without consent

Home occupations

#### 3 Permitted with consent

Animal boarding or training establishments; Backpackers' accommodation; Bed and breakfast accommodation; Boat launching ramps; Boat sheds; Building identification signs; Business identification signs; Camping grounds; Caravan parks; Centre-based child care facilities; Community facilities; Dual occupancies (attached); Dwelling houses; Eco-tourist facilities; Emergency services facilities; Environmental facilities; Environmental protection works; Extensive agriculture; Farm buildings; Farm stay accommodation; Flood mitigation works; Function centres; Helipads; Home-based child care; Home businesses; Information and education facilities; Jetties; Kiosks; Landscaping material supplies; Neighbourhood shops; Oyster aquaculture; Pond-based aquaculture; Plant nurseries; Recreation areas; Research stations; Respite day care centres; Restaurants or cafes;

Roads; Roadside stalls; Sewerage systems; Tank-based aquaculture; Water recreation structures; Water supply systems

#### 4 Prohibited

Industries; Service stations; Warehouse or distribution centres; Any other development not specified in item 2 or 3

## **Greater Taree Local Environmental Plan 2010**

Current version for 31 October 2019 to date (accessed 26 November 2019 at 13:46)

#### Zone E4 Environmental Living

#### 1 Objectives of zone

- To provide for low-impact residential development in areas with special ecological, scientific or aesthetic values.
- To ensure that residential development does not have an adverse effect on those values.

#### 2 Permitted without consent

Environmental protection works; Home occupations

#### 3 Permitted with consent

Dwelling houses; Home industries; Oyster aquaculture; Pond-based aquaculture; Roads; Tank-based aquaculture

#### 4 Prohibited

Industries; Service stations; Warehouse or distribution centres; Any other development not specified in item 2 or 3

# **Appendix B – Relevant Ministerial Directions**

## Direction 2.1 Environmental Protection Zones (issued 14 April 2016)

#### Objective

(1) The objective of this direction is to protect and conserve environmentally sensitive areas.

#### Where this direction applies

(2) This direction applies to all relevant planning authorities.

#### When this direction applies

(3) This direction applies when a relevant planning authority prepares a planning proposal.

### What a relevant planning authority must do if this direction applies

(4) A planning proposal must include provisions that facilitate the protection and conservation of environmentally sensitive areas.

(5) A planning proposal that applies to land within an environment protection zone or land otherwise identified for environment protection purposes in a LEP must not reduce the environmental protection standards that apply to the land (including by modifying development standards that apply to the land). This requirement does not apply to a change to a development standard for minimum lot size for a dwelling in accordance with clause (5) of Direction 1.5 *"Rural Lands"*.

## Consistency

(6) A planning proposal may be inconsistent with the terms of this direction only if the relevant planning authority can satisfy the Director-General of the Department of Planning (or an officer of the Department nominated by the Director-General) that the provisions of the planning proposal that are inconsistent are:

(a) justified by a strategy which:

(i) gives consideration to the objectives of this direction,

(ii) identifies the land which is the subject of the planning proposal (if the planning proposal relates to a particular site or sites), and

(iii) is approved by the Director-General of the Department of Planning, or

(b) justified by a study prepared in support of the planning proposal which gives consideration to the objectives of this direction, or

(c) in accordance with the relevant Regional Strategy, Regional Plan or Sub-Regional Strategy prepared by the Department of Planning which gives consideration to the objective of this direction, or (d) is of minor significance.

## Direction 1.5 Rural Lands (issued 28 February 2019)

#### Objective

(1) The objectives of this direction are to:

(a) protect the agricultural production value of rural land,

(b) facilitate the orderly and economic use and development of rural lands for rural and related purposes,

(c) assist in the proper management, development and protection of rural lands to promote the social, economic and environmental welfare of the State,

(d) minimise the potential for land fragmentation and land use conflict in rural areas, particularly between residential and other rural land uses,

(e) encourage sustainable land use practices and ensure the ongoing viability of agriculture on rural land

(f) support the delivery of the actions outlined in the New South Wales Right to Farm Policy.

## Where this direction applies

(2) This direction applies to all local government areas in the State except for:

(a) Lake Macquarie,

(b) Newcastle,

(c) Wollongong, and

(d) local government areas in the Greater Sydney Region (as defined in the Greater Sydney Commission Act 2015) other than Wollondilly and Hawkesbury.

## When this direction applies

(3) This direction applies when a relevant planning authority prepares a planning proposal that:

(a) will affect land within an existing or proposed rural or environment protection zone (including the alteration of any existing rural or environment protection zone boundary) or

(b) changes the existing minimum lot size on land within a rural or environment protection zone.

Note: Reference to a rural or environment protection zone means any of the following zones or their equivalent in a non-Standard LEP: RU1, RU2, RU3, RU4, RU6, E1, E2, E3, E4.

### What a relevant planning authority must do if this direction applies

(4) A planning proposal to which clauses 3(a) or 3(b) apply must:

(a) be consistent with any applicable strategic plan, including regional and district plans endorsed by the Secretary of the Department of Planning and Environment, and any applicable local strategic planning statement

(b) consider the significance of agriculture and primary production to the State and rural communities (c) identify and protect environmental values, including but not limited to, maintaining biodiversity, the protection of native vegetation, cultural heritage, and the importance of water resources

(d) consider the natural and physical constraints of the land, including but not limited to, topography, size, location, water availability and ground and soil conditions

(e) promote opportunities for investment in productive, diversified, innovative and sustainable rural economic activities

(f) support farmers in exercising their right to farm

(g) prioritise efforts and consider measures to minimise the fragmentation of rural land and reduce the risk of land use conflict, particularly between residential land uses and other rural land uses

(h) consider State significant agricultural land identified in State Environmental Planning Policy

(Primary Production and Rural Development) 2019 for the purpose of ensuring the ongoing viability of this land

(i) consider the social, economic and environmental interests of the community.

(5) A planning proposal to which clause 3(b) applies must demonstrate that it:

(a) is consistent with the priority of minimising rural land fragmentation and land use conflict,

particularly between residential and other rural land uses

(b) will not adversely affect the operation and viability of existing and future rural land uses and related enterprises, including supporting infrastructure and facilities that are essential to rural industries or supply chains

(c) where it is for rural residential purposes:

i. is appropriately located taking account of the availability of human services, utility infrastructure, transport and proximity to existing centres

ii. is necessary taking account of existing and future demand and supply of rural residential land.

Note: where a planning authority seeks to vary an existing minimum lot size within a rural or environment protection zone, it must also do so in accordance with the Rural Subdivision Principles in clause 5.16 of the relevant Local Environmental Plan.

## Consistency

(6) A planning proposal may be inconsistent with the terms of this direction only if the relevant planning authority can satisfy the Secretary of the Department of Planning & Environment (or an officer of the Department nominated by the Secretary) that the provisions of the planning proposal that are inconsistent are:

(a) justified by a strategy which:

i. gives consideration to the objectives of this direction,

ii. identifies the land which is the subject of the planning proposal (if the planning proposal relates to a particular site or sites), and

iii. is approved by the Secretary of the Department of Planning & Environment and is in force, or

(b) is of minor significance.

# Appendix C – Practice Note PN 09-002 – Additional Considerations

Attachment 1 - Additional zone considerations

# E4 Environmental Living

#### Application

This zone will be typically applied to existing low impact residential development. This may include areas already zoned for rural residential that have special conservation values. Where lands have higher conservation values and fewer intended land uses than the E4 zone, an E2 or E3 zone may be appropriate.

Regional councils should distinguish carefully between the E4 zone, the RU4 Rural Small Holdings and R5 Large Lot Residential zones to address environmental, agricultural and residential land capabilities respectively.

Where small holdings undertake agricultural production such as viticulture or cropping such as growing berries, the RU4 zone should be considered. If there are few environmental considerations, then R5 may be the appropriate zone.

#### Objectives

The mandatory zone objectives seek to provide for low-impact residential development in areas with special ecological, scientific or aesthetic values and to ensure that residential development does not have an adverse effect on those values.

Any additional objectives should reflect local characteristics and not duplicate the matters covered in the core objectives.

#### Uses

#### Mandatory uses

The zone permits dwelling houses (with consent) and home occupations (without consent).

In accordance with the direction for this zone, councils must permit environmental protection works and roads with or without consent in the zone.

#### Additional uses

Councils can specifically list additional uses to be permitted in the zone at items 2 and 3. The direction for this zone allows home industries to be permitted if desired (they would otherwise be prohibited under the term industries).

Care should be taken to select uses that are in keeping with the special conservation values of the land and complement low impact residential development. Additional uses that may be suitable (as permitted with consent), depending on location, include, but are not limited to:

Department of Planning | practice note PN 09-002

- bed and breakfast accommodation
- building identification signs and business identification signs
- caravan park
- community facility
- dwelling house
- eco-tourism<sup>3</sup>
- environmental facility
- home business, home industry and homebased child care
- information and education facility
- kiosk
- recreation area
- secondary dwellings, e.g. attached to the principal dwelling
- tourist and visitor accommodation.

Additional uses that are generally unsuitable in the zone include:

- business premises
- office premises
- residential accommodation (other than dwelling houses and secondary dwellings)
- retail premises
- rural industry
- storage premises.

#### Other considerations

Where environmental capabilities are the primary concern on land that may be zoned R5 Large Lot Residential, RU4 Rural Small Holdings or E4 Environmental Living, preference should be given to the E4 zone.

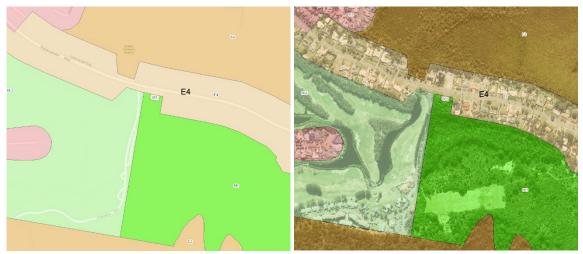
<sup>&</sup>lt;sup>3</sup> The draft definition of 'eco-tourism development' means nature-based tourism development with a primary focus on the education, interpretation, cultural understanding and appreciation of the natural environment that is managed to be ecologically sustainable.

# Appendix D – Analysis of NSW LEPs

## Port Stephens LEP 2013

Includes small areas of E4, often surrounded by environmental, recreation or rural lands.

- Objectives: Standard instrument objectives only
- Minimum Lot Size: 1ha (Salamander Way see below); 10ha (Eucalypt Drive)



## Port Macquarie LEP 2011

Piecemeal areas of E4 often surrounded by residential.

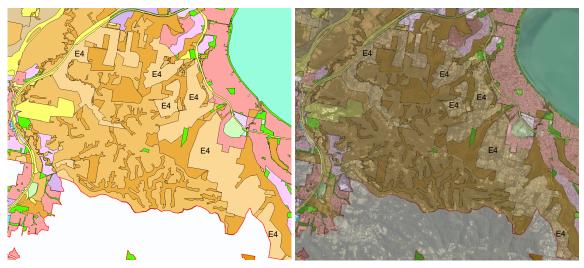
- Objectives: Standard instrument objectives only
- Minimum Lot Size: 0.1ha (McLaren Drive see below); 0.2ha (Lighthouse Road); 0.5ha (Fernhill Road)



## Gosford LEP 2014

Large sections of E4 surrounded by other environmental zones.

- Objectives: Standard instrument objectives plus:
  - To promote ecologically, socially and economically sustainable development and the need for, and value of, biodiversity in Gosford.
  - To provide land for low-impact tourist-related development that is of a scale that is compatible with the special ecological, scientific or aesthetic values of the area.
  - > To ensure that development is compatible with the desired future character of the zone.
- Minimum Lot Size: 2ha (Glenning Valley see below)



## Lake Macquarie LEP 2014

Large areas of E4 throughout the LGA in a mix of contexts.

- Objectives: Standard instrument objectives plus:
  - > To protect, enhance and manage corridors to facilitate species movement, dispersal and interchange of genetic material.
  - > To encourage rehabilitation and conservation of environmentally important land.
- Minimum Lot Size: 2ha (Warners Bay Road see below)



## Land use table comparison

Port Stephens	Port Macquarie	Gosford	Lake Macquarie
Agricultural and Industry	Agricultural and Industry	Agricultural and Industry	Agricultural and Industry
X Intensive Agriculture	✓ Intensive Agriculture	X Intensive Agriculture	✓ Intensive Agriculture
Extensive Agriculture	Extensive Agriculture	Extensive Agriculture	Extensive Agriculture
Horticulture	Horticulture	× Horticulture	× Horticulture
✓ Farm Building	✓ Farm Building	✓ Farm Building	Farm Building
Agricultural Produce Ind.	Agricultural Produce Ind.	Agricultural Produce Ind.	Agricultural Produce Ind.
Home Industry	➤ Home Industry	Home Industry	Home Industry
Residential and Tourist	Residential and Tourist	Residential and Tourist	Residential and Tourist
Dwellings	Dwellings	Dwellings	Dwellings
Dual Occupancy	Dual Occupancy	X Dual Occupancy	Dual Occupancy
Secondary Dwelling	➤ Secondary Dwelling	Secondary Dwelling	➤ Secondary Dwelling
Camping Ground	Camping Ground	Camping Ground	Camping Ground
🗙 Caravan Park	🔀 Caravan Park	🗹 Caravan Park	🗙 Caravan Park
X Backpacker's Accom.	Backpacker's Accom.	Backpacker's Accom.	🗙 Backpacker's Accom.
Bed and Breakfast	Bed and Breakfast	Bed and Breakfast	Bed and Breakfast
K Farm Stay Accom.	🔀 Farm Stay Accom.	Farm Stay Accom.	✓ Farm Stay Accom.
Eco-tourist Facility	Eco-tourist Facility	Eco-tourist Facility	Eco-tourist Facility
<u>Community</u>	<u>Community</u>	<u>Community</u>	<u>Community</u>
Centre-based Child Care	Centre-based Child Care	Centre-based Child Care	Centre-based Child Care
Community Facilities	Community Facilities	Community Facilities	Community Facilities
Place of Public Worship	Place of Public Worship	➢ Place of Public Worship	➢ Place of Public Worship
<u>Environmental</u>	<u>Environmental</u>	<u>Environmental</u>	<u>Environmental</u>
Environmental Facility	Environmental Facility	Environmental Facility	Environmental Facility
Environmental Protection	Environmental Protection	Environmental Protection	Environmental Protection
× Research Station	Research Station	× Research Station	× Research Station
<u>Commercial</u>	<u>Commercial</u>	<u>Commercial</u>	<u>Commercial</u>
Artisan Food and Drink Ind.			
Restaurant or Cafes	Restaurant or Cafes	Restaurant or Cafes	Restaurant or Cafes
Cellar Door Premises	Cellar Door Premises	Cellar Door Premises	Cellar Door Premises

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