

# GROWTH MANAGEMENT STRATEGY

VERSION 1

## Note

The Strategy is not a legal planning document but rather one that provides direction and guidance. It provides options for future urban development in the Shoalhaven City, taking into consideration the significant natural values of the area.

It does not rezone land for development.

It identifies land that will be further investigated in detail, for possible rezoning and development through a public and transparent process as required in the Environmental Planning and Assessment Act 1979.

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Adopted by;

Shoalhaven City Council

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Endorsed by;

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SECTION 1

# INTRODUCTION

*This section provides an overview of why the Growth Management Strategy is needed and its purpose.*



## Section 1 Introduction

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### 1.1 Introduction

It is important to enable the City to grow and change, to encourage communities to develop over time. It is also important to ensure that any growth and change does not significantly impact on the environmental values that make the area such an attractive place to live and visit.

Leadership and clear planning direction is essential to ensure future population growth is provided for and managed in a sustainable manner. The Growth Management Strategy (GMS) builds on the policies and targets set out in the State Government's South Coast Regional Strategy and provides priorities which reflect local issues and community views at the Local Government level. This strategy will be implemented through a range of strategic directions (Version 1), future actions and policy guidelines (Version 2).

### 1.2 Why does Shoalhaven City need a Growth Management Strategy?

The State Government's population projections and dwelling targets contained in the South Coast Regional Strategy outline that Shoalhaven is expected to grow by 33870 people by 2031. The City will need an additional 26300 dwellings to accommodate this growth and to create 14400 new jobs.

Given the distinct natural qualities and lifestyle that Shoalhaven offers there is a need to ensure that the future growth of the City is managed in a way that is ecologically sustainable and which does not erode the existing characteristics and features of Shoalhaven, which draw people and business to this area.

Shoalhaven City Council currently has plans in place for the future growth of many of our towns and villages. These include the Nowra Bomaderry Structure Plan, Jervis Bay Settlement Strategy, Sussex Inlet Settlement Strategy and the Milton Ulladulla Structure Plan. There remain areas within the City which are not covered by an existing structure plan or settlement strategy. The GMS provides direction for these remaining settlements and ensures that any housing shortfall arising from the established planning areas is accommodated in appropriate locations throughout the City.

### 1.3 What is the purpose of the Growth Management Strategy?

The purpose of the GMS is to manage the social and economic implications of future growth in Shoalhaven whilst protecting and preserving the environmental values of the City.

As such the GMS (Version 1) **will**:

- Take the South Coast Regional Strategy outcomes down to a more local strategic planning level (Section 3, 5, 6, 7).
  - Consolidate existing relevant Council strategies into one document (Section 5).
  - Establish a contemporary Settlement Hierarchy for the City (Section 6).
  - Identify settlements with limited or no growth opportunities (Section 7).
  - Identify settlements with potential growth opportunities (Section 7).
  - Provide a focus for community debate.
-

- Provide a future central reference point for developers, community service providers, infrastructure agencies etc.

The GMS (Version 1) **does not**:

- Rezone or change the use of land within the City, it identifies broad areas for further investigation for potential future development.
- Revisit existing adopted Council land use planning Strategies including:
  - Jervis Bay Settlement Strategy.
  - Milton Ulladulla Structure Plan.
  - Nowra Bomaderry Structure Plan.
  - Sussex Inlet Settlement Strategy.

The GMS (Version1) will be the key strategic document for the future growth and development of our City. Good focused strategic planning should be led by strategic documents like the GMS, to ensure that development is carefully planned and is located in areas, which have minimal constraints and for which service and infrastructure requirements can be met.

It is expected that the GMS will inform the first future 5 yearly review of the new Shoalhaven Citywide Local Environmental Plan (SLEP) 2014 and will also be used to inform other strategic documents and policies of Council in conjunction with the Community Strategic Plan.

Whilst the Strategy is a standalone document it operates within the broader set of State Government planning legislation and strategies. There are numerous Acts, regulations and other policies that apply to the Shoalhaven LGA. These have been considered in the preparation of the strategy, along with a range of existing studies, aerial photography and other mapping.

## 1.4 Structure of the GMS

The GMS contains seven sections which include:

**Section 1 Overview** - Provides an overview of why the GMS is needed and its purpose. It also includes a summary of the strategic growth directions for the city.

**Section 2 Strategic Context** - Outlines the legislative and policy documents that have been considered and applied in the development of the GMS. This section also outlines the community consultation and involvement that has occurred to date as part of the development of the GMS.

**Section 3 How much growth?** - Provides an overview of the current population and expected future population growth projections. The availability of land and current building supply is also discussed.

**Section 4 Growth Considerations and Strategic Directions** - Outlines the range of broad strategic issues and opportunities considered in the development of the Strategy. The key community, economic and environmental issues are addressed in this section at a broad strategic level for the City. This section also outlines the strategic directions that relate to each of these growth considerations and how the development of the City will be approached in the future.

**Section 5 Managing Growth through Existing Directions** - Draws together the existing endorsed structure plans and settlement strategies that have been completed for the City. This section provides a summary of the key content of the documents.

**Section 6 Determining a Settlement Hierarchy** - Establishes a hierarchy based on size, function, urban form and social characteristics of the settlement (Adopted by Council in 2008) and the centres Hierarchy in the South Coast Regional Strategy.

**Section 7 Identifying New Opportunities and Setting Growth Limits** - Provides details of the proposed growth directions for the remaining settlements within Shoalhaven for which Structure Plans or Settlement Strategies do not currently exist. One of the purposes of the GMS is to provide more certainty to the community and landowners in these locations on the amount and type of growth that may or may not occur in each of these localities.

## 1.5 What are the Core Principles that Guide the Growth Management Strategy?

The core principles that have guided the GMS include:

### 1.5.1 Ecologically Sustainable Development (ESD)

Ecologically Sustainable Development (ESD) can be defined as:

*Using, conserving and enhancing the community's resources so that ecological processes, on which life depends, are maintained, and the total quality of life, now and in the future, can be increased*

Ecological sustainable development requires the effective integration of economic and environmental considerations in decision –making processes. Ecologically sustainable development can be achieved through the implementation of the following principles and programs:

- The precautionary principle.
- Conservation of biological diversity and ecological integrity.
- Improved valuation, pricing and incentive mechanisms.

Council has used its existing document “*Guidelines for Integrating the Principles of Ecologically Sustainable Development (ESD) Into Shoalhaven City Council Activities*” and the requirements of the Local Government Act to ensure that ESD is carefully and meaningfully included in the GMS.

### 1.5.2 Social Justice Principles

The outcomes and actions identified within the Strategy are based on the social justice principles of:

- Equity.
- Access and connectedness.
- Participation.
- Rights.

### 1.5.3 Council's Vision and Mission

#### **Council's Vision**

We will work together in the Shoalhaven to foster a safe and attractive community for people to live, work, stay and play; where sustainable growth, development and environmental protection are managed to provide a unique and relaxed lifestyle.

#### **Council's Mission**

To enhance Shoalhaven's strong communities, natural, rural and built environments and appropriate economic activities through strategic leadership, good management, community engagement and innovative use of resources.

# STRATEGIC CONTEXT

*This section outlines the legislation and policy documents that have been considered and applied in the development of the GMS. This section also outlines the community consultation and involvement that has occurred to date as part of the development of the GMS.*



## Section 2 Strategic Context

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### 2.1 Where does the GMS fit into the NSW Planning Framework?

The GMS represents a major policy initiative between Council and the State Government. The GMS does not itself rezone or change the use of land within Shoalhaven, rather it identifies broad areas for potential development in the future, and strategic directions to guide the planning outcomes for these areas if they are rezoned or developed.

The GMS identifies land that may be capable of further development, and outlines the issues that will need to be addressed during the more detailed rezoning or development processes for each area under the Environmental Planning & Assessment Act 1979 and other statutory frameworks.

The GMS is a non-statutory plan for Shoalhaven which builds on and compliments the planning outcomes that are contained in the South Coast Regional Strategy and Environmental Planning Instruments; it does not override relevant statutory plans or responsibilities of Council or the NSW Government.

Whilst the Strategy is a non-statutory plan its adoption by Council and endorsement by the NSW Government will enable the areas identified in Section 7 of the GMS to be investigated in detail, and if suitable and supported by the community rezoned for development as the need arises in the future

### 2.2 Commonwealth and State Government Context

The GMS has been developed within the framework of the various Acts, Regulations and policies that are relevant to both the Shoalhaven Local Government Area and to the South Coast Region. The following is a brief overview of the statutory framework and the key policies and guidelines relevant to both the formulation and the implementation of this Strategy.

#### 2.2.1 Commonwealth Government

The Commonwealth Government's *Environment Protection and Biodiversity Conservation Act, 1999 (EPBC Act)* requires activities likely to have a significant impact on 'matters of national environmental significance' to be assessed and approved under the Act. This includes: nationally listed threatened species, migratory birds listed under the JAMBA or CAMA agreements, Ramsar listed wetlands and Commonwealth Reserves.

The EPBC Act also contains a range of other provisions which can be applied outside Commonwealth areas if a co-operative arrangement is reached between the Commonwealth and other parties. This may include bio-certification of a planning instrument, joint recovery plans for threatened species or joint management plans for areas (e.g. Ramsar wetlands, World Heritage areas).

Also located adjacent to/within Shoalhaven is the Jervis Bay Territory which is part of the Australian Capital Territory and falls under Commonwealth legislation. This area contains the

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Jervis Bay Naval Base and the Booderee National Park, both are significant and integral part of the Shoalhaven Economy.

## 2.2.2 State Government

A wide range of NSW environmental and planning legislation applies to the area, including amongst others: Environmental Planning and Assessment (EPA) Act 1979, Threatened Species Conservation Act, 1995, Native Vegetation Act, 1997, Rural Fires Act, 1997 Rivers and Foreshore Improvement Act, 1948, Coastal Protection Act, 1979 and the Water Management Act, 2000, National Parks and Wildlife Act 1974. There are a number of existing State and Regional planning instruments under the EPA Act that also apply to Shoalhaven.

## 2.2.3 State and Regional Environmental Planning Instruments (EPIs)

There are a number of existing state EPIs under the NSW Environmental Planning and Assessment Act 1979 that apply to Shoalhaven including:

- State Environmental Planning Policy (SEPP) No. 14 – Coastal Wetlands.
- SEPP No. 71 – Coastal Protection.
- SEPP Infrastructure.
- SEPP Housing for Seniors or people with a Disability.
- SEPP Rural Lands.
- SEPP (Building Sustainability Index: BASIX) 2004.
- SEPP (Exempt and Complying Development Codes) 2008.
- Former Illawarra Regional Environmental Plan (deemed SEPP).
- Former Jervis Bay Regional Environmental Plan (deemed SEPP).

NOTE: The two Regional Environmental Plans will be repealed as part of the finalisation of the new Citywide LEP.

## 2.2.4 NSW 2021- A Plan to make NSW number one

NSW 2021 is the State Government's 10 year plan to guide policy and decision making and in conjunction with the NSW budget, to deliver on community priorities. NSW 2021 drives the government's agenda for change to:

- Restore economic growth.
- Return quality health, transport, education, police, justice and community services, putting customer service at the heart of service design.
- Build infrastructure that drives our economy and improves people's lives.
- Strengthen our local environments devolve decision making and return planning powers to the community.
- Restore accountability and transparency to government and give the community a say in decisions affecting their lives.

## 2.2.5 Illawarra Regional Strategy

The current Illawarra Regional Strategy does not currently apply to and cover the Shoalhaven. After lobbying by Council the State Government has agreed for the Shoalhaven to be included within the Illawarra Region for planning purposes. The Illawarra Regional Strategy is currently under review. Planning and Infrastructure released a Discussion Paper on the Illawarra region for the next 20 years in August 2013. This discussion paper is

currently been updated to include the Shoalhaven and will be released for further comment in the future. A number of studies and investigations are also currently occurring to obtain data on the Shoalhaven which can be incorporated into the review process.

## 2.2.6 South Coast Regional Strategy

The South Coast Regional Strategy (SCRS) contains a wide range of detailed outcomes and actions related to:

- Natural environment.
- Natural hazards.
- Housing and settlement.
- Economic Development and Employment growth.
- Rural landscape and rural communities.
- Water, energy and waste resources.
- Cultural heritage.
- Implementation.

Actions and recommendations specific to Shoalhaven have been incorporated into the GMS, specifically those related to housing and development

In accordance with the SCRS the GMS encourages land release which is identified within the Nowra Bomaderry Structure Plan, Jervis Bay Settlement Strategy, Milton Ulladulla Structure Plan and the Sussex Inlet Settlement Strategy to occur as a priority. Land identified within these documents is located within close proximity to well serviced centres and has been the subject of detailed investigation. The land release staging program identified within the Nowra Bomaderry structure plan remains the key priority for filling the land supply gap identified within the SCRS and this is supported by the GMS.

The GMS identifies additional land within settlements which may be suitable for long term investigation once other land supply has been utilised within existing centres. It is expected that this land will fill the remaining supply gap identified within the SCRS. This land would only be suitable for investigation once supporting infrastructure and additional services are available in these locations and is not identified as a priority for investigation.

Any investigations that arise from the GMS will need to consider the relevant Regional Strategy outcomes, actions and the sustainability criteria set out in the SCRS.

The SCRS identifies Nowra-Bomaderry as a major regional centre, Ulladulla and the Vincentia District (an urban centre based on the existing settlements around Jervis Bay and St Georges Basin) as major towns of the Shoalhaven. Nowra-Bomaderry is identified as one of three major regional centres in the South Coast Region along with Batemans Bay and Bega

## 2.2.7 Settlement Planning Guidelines - South Coast Regional Strategy

The *Settlement Planning Guidelines* were produced by the NSW Department of Planning in August 2007, to support the *South Coast Regional Strategy* by providing guidance for Councils on the identification and delivery, management and monitoring of housing and employment land within the Region over the next 25 years. Specifically, the Guidelines clarify the Department's requirements for councils to:

- adopt appropriate housing targets including appropriate housing mix;

- Establish a process to identify where and how these targets will be met;
- Adopt appropriate settlement planning principles in the development of new urban areas and the renewal of key towns and centres;
- Implement employment lands principles for industrial and commercial lands to guide land use planning decisions on these lands; and complete annually, the South Coast Land and Housing Monitor which includes the monitoring of overall development, land availability and employment lands monitoring.

Council has adopted the housing targets through the GMS and existing Settlement Strategies and Structure Plans. These documents go towards identifying how the targets will be met. Discussion about the dwelling targets is contained within Section 3 of the GMS. The GMS also contains a number of planning principles for the development of new urban areas. Additional actions resulting from these principles are expected to be contained within Version 2 of the GMS.

## 2.2.8 Sensitive Urban Lands Review

The South Coast Regional Strategy identified a number of sensitive coastal sites that had been zoned to allow for urban expansion. These sites were subject to review by an expert panel known as the Sensitive Urban Lands Review. The purposes of the review was to determine the suitability of these sites for urban development, the scale and size of any land release, the priority and timing of any land releases and what alternative land uses may be suitable for each site in the event that urban development was not considered suitable.

Within the Shoalhaven LGA there were 16 sites identified for review these are detailed within table 1 below.

**Table 1 Summary of Sensitive Urban Lands Review Recommendations for Shoalhaven LGA**

Site	SULR Recommendations	Approach in the GMS
Culburra urban expansion area	Land within the catchment of Lake Wollumboola is considered unsuitable for urban development,  The remaining land within the catchment of the Crookhaven River is considered suitable for limited urban development.	Culburra is covered by the Jervis Bay Settlement Strategy. It is included as part of the summary in Section 5.2.  The recommendations of the SULR are to be resolved through SLEP 2014
Comberton Grange	This site is unsuitable for development in environmentally constrained areas. Portions of the site that is suitable for limited development. Development should not be stand-alone residential  Development of the land is supported only if it comprises a fully integrated tourist facility with associated residential development.	This site is the subject of a separate part 3A application and is considered as part of the NBSP Section 5 of the GMS
Badgee Lagoon	The majority of the Badgee Lagoon site is unsuitable for urban development on the grounds of its potential negative impacts on water quality in Badgee Lagoon. Two areas of the site in the north-western and south-western corners are suitable for residential development in accordance with the proposals put forward by the owner	This is being resolved through a separate planning proposal process. The planning proposal is currently on exhibition (March 2014)
Urban land between Berrara and	This site is suitable for limited development. The northern parts that drain into Swan Lake are unsuitable for development on the grounds of the	Subject of the Sussex Inlet Settlement Strategy covered within Section 5 of the GMS.

Cudmirrah	potential adverse impacts on the ecology of the lake from urban run-off, and the existence of EECs. Land in the south-east corner is unsuitable due to the presence of EECs. A small part of the site adjacent to Swan Avenue and Waratah Avenue is suitable for limited development	Land zoning resolved within SLEP 2014 and not detailed within the GMS.
Crown land at North Bendalong and Bendalong, and between Berringer Lake and Manyana	The North Bendalong site is suitable for a limited amount of additional development, aimed principally at creating a better bushfire management outcome for the village. A small part of the site adjacent to Pine Street is suitable for a modest amount of development mainly planned to allow for better bushfire management for the village.	Identified on the GMS map for Bendalong and Manyana in accordance with recommendations of the SULR. Zoning of this land is to be achieved through SLEP 2014 which adopts the recommendations of the SULR for these sites

Source: Sensitive Urban Lands Review P&I

The recommendations of the Sensitive Urban Lands review have been considered and adopted as part of the development of the GMS. Land which has been identified as unsuitable for development within the SULR are identified as constrained land in each of the settlements within the GMS (Bendalong, Manyana etc). Appropriate zoning of this land is recognised through the draft Shoalhaven Local Environmental Plan 2013 or the land is the subject of a separate planning proposal process (Badgee Lagoon) or Part 3A application (Comberton Grange).

## 2.2.9 Housing and Land Monitor

The South Coast Housing and Land Monitor (Monitor) is a product of the Department's South Coast Regional Strategy (February 2007) and a key action of the Settlement Planning Guidelines (August 2007). The Monitor applies to the South Coast Region of NSW, being the three local government areas of Shoalhaven, Eurobodalla and Bega Valley and represents collaboration between the Department and the three Councils. As detailed in the Department's Settlement Planning Guidelines released in 2007, the Monitor tracks overall development, the types of development and land availability to provide a context for setting and reviewing settlement policy within the region. It is also designed to assist with the roll-out and servicing of new urban areas and infill redevelopment.

Council provides Planning and Infrastructure with data to feed into the land monitor each year. A number of sections within the GMS rely on data produced by Council for the 2011 Land Monitor. As the Land Monitor continues to be refined and the process for the collection of relevant data improves the Land Monitor will provide an important tool in monitoring the land supply of the Shoalhaven and the ability for the needs of the growing population to be met in the future.

## 2.3 Local Government Context

### 2.3.1 Local Government Act

Under the *NSW Local Government Act 1993* Council is required to properly manage, develop, protect, restore, enhance and conserve the environment of the area for which it is responsible, in a manner that is consistent with and promotes the principles of ecologically sustainable development.

Council is also required to engage in long-term strategic planning on behalf of the local community and to have regard to the long term and cumulative effects of its decisions.

Council must exercise its functions in a manner that is consistent with and promotes social justice principles of equity, access, participation and rights and exercise community leadership.

### 2.3.2 Shoalhaven Local Environmental Plan

The existing Shoalhaven Local Environmental Plan (LEP) 1985 is the principal planning instrument for Shoalhaven providing detailed controls on the use of land within the City. In particular, it provides for specific uses of land through zoning and other planning controls.

Council has recently exhibited a new draft Shoalhaven LEP in accordance with the requirements set by the NSW Department of Planning & Infrastructure (the Department). It incorporates the strategic direction outlined in the Nowra-Bomaderry Structure Plan and other strategic plans. Outside of these strategic plans the new draft LEP is a 'best fit' transfer. The new draft LEP will replace the existing Shoalhaven LEP 1985 and will be consistent with the NSW Standard Instrument (Local Environmental Plans) Order 2006. This Order sets out a "template" for new LEP's. Once finalised, the LEP will be submitted to the Department of Planning & Infrastructure for gazettal. Areas identified for investigation in the GMS will be considered as future amendments to or in future reviews of the new LEP.

### 2.3.3 Community Strategic Plan-Shoalhaven

All Councils across NSW are required by the Local Government Act to develop a Community Strategic Plan, forming part of an Integrated Planning and Reporting framework.

The Community Strategic Plan which was finalised in 2010 sits at the top of Council's planning hierarchy and identifies the community's main priorities and expectations for the future and ways to achieve these goals.

The Council has also developed a Resourcing Strategy, a Delivery Program and an Operational Plan to guide and support the implementation of the Community Strategic Plan.

In implementing the Integrated Planning and Reporting framework the Council has developed a structure for the Community Strategic Plan which combines the four pillars of Community, Environment, Economy and Leadership. The Community Strategic Plan includes:

- A vision for our City, reflecting a clear set of aspirations formed through community feedback.
- Objectives, focusing on community outcomes that will shape service programs and asset provision.
- Strategies that is deliverable, realistic and clear.
- Identification of both ongoing programs and new directions.
- Commitment to measuring outcomes and progress.

The Objectives and the Strategies of the CSP have been incorporated throughout the GMS. Particular focus has been on incorporating the CSP strategies into the strategic directions of the GMS.

### 2.3.4 Shoalhaven Housing Strategy 2006

The Shoalhaven Housing Strategy was adopted by Council in June 2006. This Strategy followed an earlier Local Housing Strategy that was prepared in 2000 and examined:

- The main attributes of current and future housing need in Shoalhaven according to location;
- The stock of housing in the area and new additions to that stock;
- Apparent mismatches between available housing and needs of the population;
- Constraints to meeting the needs of key population sub groups; and
- Action taken by comparable councils to improve the match between housing needs and housing supply.

The six broad strategy objectives contained within the Strategy remain relevant and have been incorporated into the GMS. The Strategy objectives include:

- Increase the supply of housing where appropriate for people whose needs are poorly met by existing stock.
- Manage local housing supply to minimise unsustainable peaks and troughs in dwelling prices.
- Support local providers to increase the supply of housing for special needs groups.
- Increase the supply of affordable housing in Shoalhaven and retain existing affordable housing.
- Ensure maximum accessibility of available community services and facilities to Shoalhaven residents, particularly those with special needs.
- Pursue an active Housing Strategy for the Shoalhaven.

### 2.3.5 Nowra-Bomaderry Structure Plan

The Nowra Bomaderry Structure Plan (NBSP) was adopted by Council and endorsed by the then NSW Department of Planning in 2006. The NBSP provides a framework for the integrated development of the overall Nowra-Bomaderry area. It looks at the implications of the ongoing growth of the urban area and Nowra-Bomaderry long term role as the regional service centre and the City's major urban area. It assesses the need to balance this role with the need to conserve the significant environmental attributes of the area.

### 2.3.6 Milton Ulladulla Structure Plan

The Milton-Ulladulla Structure Plan was adopted by Council in 1996. This Plan was based on a vision expressed by the local community which sought to create a community in which the environment and quality of life could be enhanced. The Strategy resulted in a new LEP being created for the area which was gazetted in June 2003 (Amendment No.195 to SLEP 1985)

### 2.3.7 Jervis Bay Settlement Strategy

In 1995 the State Government placed a moratorium on further major residential or rural rezoning in the Jervis Bay region until a Settlement Strategy was prepared and endorsed by the State Government. As a result the Jervis Bay Settlement strategy was developed by Council in partnership with the State Government. The endorsed document was released in 2003. This strategy allows for the pressures for growth to be clearly identified and provides a context to the range of issues to be investigated and resolved as part of the overall planning process for the Jervis Bay – St. Georges Basin Region. The broad aim of the Settlement

Strategy is to manage future growth and settlement in the Region, including residential and rural residential development, for the next 15-20 years.

### **2.3.8 Sussex Inlet Settlement Strategy**

The Sussex Inlet Settlement Strategy was prepared by Council, endorsed by the State Government and released in 2007. The purpose of the Settlement Strategy is to:

- Identify the level of residential and rural residential development that is sustainable based on recognised environmental constraints and consideration of social and economic issues;
- Establish sustainable development principles and actions to guide future development decisions; and
- Identify appropriate locations of future settlement options, explore opportunities for urban consolidation and consider infrastructure needs and service levels for existing and projected population levels.

## **2.4 How has the GMS Been Developed?**

### **2.4.1 Who has contributed to the development of the GMS?**

Background research for the GMS was undertaken in the form of the “Shoalhaven Beyond 2030” Background Issues Paper prepared by Whitworth Consulting in 2005. A Community Information Paper was also prepared by Evolve Consulting in 2008, as well as studies undertaken internally by Council. These documents outlined a number of issues that were of importance to the City and have helped shape the strategic directions contained in this plan. This strategy has also been supplemented with additional community and stakeholder input and reflects current NSW planning reforms.

### **2.4.2 How have the community been involved in the development of the Plan?**

To ensure that the community were involved in the preparation of the GMS a community consultation process was undertaken during February 2008. Over 400 members of the community took part in the consultation which included:

- The preparation and distribution of a Community Information Paper which clearly outlined the scope of the strategy (what was on the table for discussion, what was not) and provided important background information to stimulate and focus community debate.
- A series of workshops held in six locations across the LGA with over 255 people attending. The format of the workshops comprises of a ‘Meeting Marketplace’™. This gave people maximum choice in how they contributed, where, when and for how long and involved a range of “stations” and focus questions.
- Council also offered an online participation strategy to enable contribution from those people who could not attend a workshop.

### **2.4.3 Outcomes of Consultation**

Participants identified 827 separate values as part of the consultation process. The natural environment, ambience, lifestyle, community and people were the most cited values for living

in Shoalhaven. Participants also identified a range of issues that they thought affected Shoalhaven including:

Concerns relating to availability of services and facilities especially for the youth and elderly

- Concern about the scale/density of development.
- Support for growth but within the parameters of sustainability.
- Protection of the environment and the consideration of climate change.
- Ensuring that Council provided genuine and meaningful community involvement in decision making.
- Creation of employment and jobs.
- Maintenance of existing lifestyle and character.

Overall it was found that the community support the future development of the Shoalhaven provided:

- Lifestyle attributes are maintained.
- Natural features of the area are conserved.
- Development is in harmony with the natural environmental attributes.
- Urban development is contained.
- Council listens to the community.
- Adequate and accessible community services are provided.

The values and issues identified by the community have influenced the development of the GMS and the strategies and actions that are contained within the strategy

## **2.5 How will the GMS be reviewed and developed in the future?**

Initial community consultation for the development of the GMS was carried out in 2008. Since this time there has been extensive consultation with the community on other significant related projects such as the Community Strategic Plan (CSP) and the recent exhibition of the draft SLEP 2009. There will also be consultation with the community during the exhibition of the draft GMS (Version 1).

Once the first Version of GMS has been completed and endorsed by DP&I, work on the second Version will commence. This will allow for an extensive community consultation process to occur and will allow for the community, particular those from settlements described in Section 7 of this strategy to become involved in the future planning of their areas.

It is expected that once completed that the second Version will contain, as a guide, the following information:

- Identify land, areas, issues and strategic projects that require further investigation resulting from the submissions received as part of the draft SLEP 2009 exhibition process. Provide steps for addressing and investigating of these matters in greater detail to enable the GMS to more clearly inform the 5 year review of the LEP.
- Provide up to date demographic information and analysis resulting from the 2011 Census.
- Include vision statements, detail community expectations and provide development guidelines for the settlements that have been identified as having growth potential within the GMS (Version1).

- Provide further detail the investigations that need to be carried out for these settlements before final growth boundaries can be determined and rezoning can be undertaken.
- Provide actions and timings for the review of existing Council Structure Plans and Settlement Strategies.
- Inform the community about the degree of change they can expect to see over time in their particular area and within the wider community.
- Inform Council's partnerships with other key agencies, organisations and the State government.
- Provide greater certainty to the development sector and infrastructure providers so that strategic decisions regarding the timing funding and provision of infrastructure can be made with confidence.

In order for the GMS to be a document that informs strategic decisions and Council policy, it is important for the GMS to continue to be an evolving document. It is expected that the GMS will be reviewed 5 yearly in line with the Local Environmental Plan and the South Coast Regional Strategy and will be monitored annually

# HOW MUCH GROWTH ?

*This section of the GMS provides an overview of the current population and expected future population projections. The availability of land and current building supply is also discussed.*



## Section 3 How Much Growth?

### 3.1 Existing Population

#### 3.1.1 Estimated Residential Population

The official Australian Bureau of Statistics (ABS) estimate of population, based on results of the population census, is compiled as at 30 June of each census year and updated annually between censuses for migration, births and deaths. In compiling it, adjustments are made to the census count based on the usual place of residence of the population, an estimated number of Australian residents who are temporarily overseas on census night are included and the estimate is back-dated to 30 June, because the census occurs in August. The following table provides the estimated residential population for Shoalhaven.

A critical feature of the City's population growth, not apparent from the Census data, is the annual peak summer holiday period expansion of the population to over 300,000 people, made up of both visitors and non-permanent residents. While the current and projected core population would normally be the basis on which to plan for services and infrastructure, there is also a need to consider the demands of this regular peak period.

**Table 2-Estimated Resident Population**

Estimated Resident Population, Shoalhaven City Council (Preliminary updated estimates based on 2006 Census data)		Annual change	
Year (ending June 30)	Number	Number	Annual Rate (%)
2011	96,043	+729	+0.76
2010	95,314	+694	+0.73
2009	94,620	+1,065	+1.14
2008	93,555	+697	+0.75
2007	92,858	+512	+0.55
2006 (Census)	92,346	+761	+0.83
2005	91,585	+1,154	+1.3
2004	90,431	+607	+0.7
2003	89,824	+912	+1.0
2002	88,912	+1,262	+1.4
2001	87,650	+1,934	+2.25

**Source:** Australian Bureau of Statistics, Cat. No. 3235.0 - Population by Age and Sex, Regions of Australia, 2011

#### 3.1.2 Net Migration

Migration, (or residential mobility), together with births and deaths are significant components of population change in Australia. The movement of people into, and out of an area directly influences the characteristics of the population, and the community's aspirations. Demand for services and facilities in an area will be influenced by the age of moving residents and their family status (eg. with young children).

Understanding where current residents have moved from helps in predicting future mobility patterns and demographic change. The age groups of those who moved out of an area can give an indication of the attractiveness of an area to people in particular life stages.

Understanding where particular age groups are moving and what attracts people to those locations can give an indication of the type of services or facilities which may be needed to keep people in the area.

The impact of net migration in Shoalhaven is significant given the very stable nature of the area's existing population. Population growth rates, and hence the demand for new dwellings, will be largely dependent on the rate of net migration.

Historically, the pattern and dynamics of the Shoalhaven area indicate that in 2011, 2634 more people moved into Shoalhaven than those who moved away, contributing significantly to population growth. Accurate forward estimations of migration are very difficult to make, in part because of the inability to accurately identify when non-permanently occupied dwellings change their status.

However, it is not so clear that the same influencing factors over inward/outward migration will be present in the future. Projections and forecasts about this trend will be subject to assumptions and should be closely monitored.

**Table 3-Migration for Shoalhaven City Council by age group in the year 2011**

Migration for Shoalhaven City Council by age group in the year 2011			
Age group	In Migration	Out Migration	Net Migration
5 to 11 years	+1480	-977	+503
12 to 17 years	+800	-777	+23
18 to 24 years	+965	-2519	-1554
25 to 34 years	+2126	-1762	+364
35 to 44 years	+2058	-1415	+643
45 to 54 years	+1682	-1187	+495
55 to 64 years	+2372	-1003	+1369
65 years and over	+2231	-1440	+791
Total	+13714	-11080	+2634

**Source: Australian Bureau of Statistics, Census of Population and Housing 2011, unpublished data**

## 3.2 Population Growth

### 3.2.1 Drivers of Population Growth

Projections of population change, whether growth or decline, need to reflect two distinct influences - the extent of 'natural growth' (the difference between the number of people born in a place and the number of people who die in a place) and the rate at which people move into and away from a place (net migration).

In Shoalhaven the low birth rate and the low death rate mean that the rate of natural growth is very small. The 'older' age structure of the population means that the number of children born is comparably smaller than communities with a 'younger' population structure. The lower rate of natural growth over time also reflects national trends towards smaller families and longer life spans.

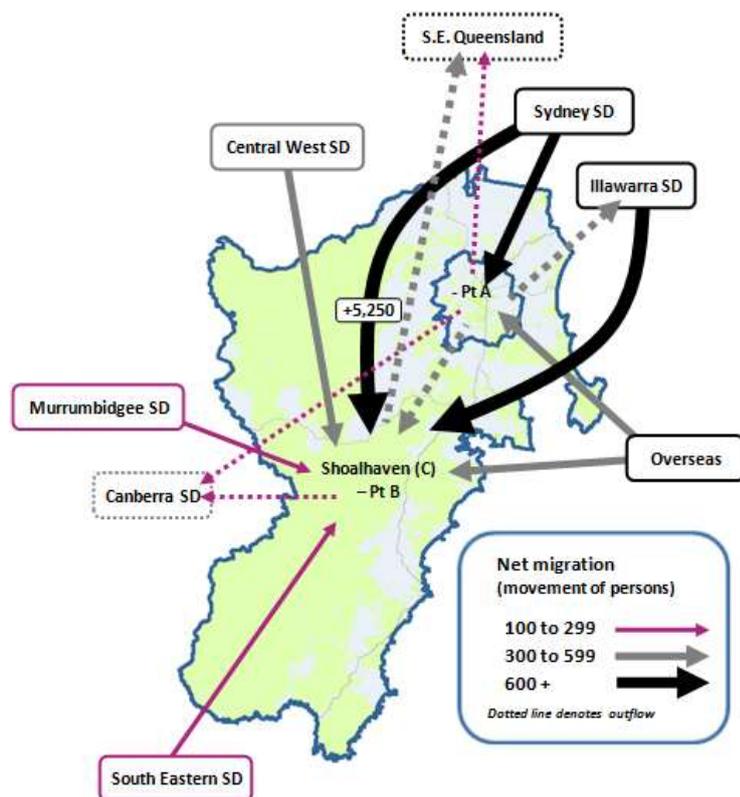
The rate of net migration into Shoalhaven is relatively high, and has driven the City's high rates of population growth in the past. A range of policy influences, across all spheres of government and beyond, will continue to affect this important aspect of Shoalhaven. Net migration trends into Shoalhaven will be the key driver of population change, influenced by qualitative factors that shape decisions to migrate, rather than quantitative projection based on past trends. These factors will include the availability of developable zoned land for urban settlement, national and regional economic trends, national migration policies, capital city urban growth policies, transport and communications infrastructure improvements, local employment opportunities and the maintenance of Shoalhaven's attractive living environment qualities.

The primary housing market role that Shoalhaven played during the post-war period was to attract families and retirees from areas further north, in particular metropolitan Sydney and the Illawarra.

The importance of Shoalhaven as a destination for retirees and families, from areas further north is expected to continue over the forecast period. As a result of this there is significant pressure for residential expansion within Shoalhaven from both existing residents and from people moving to the area. It is assumed that these patterns will continue into the future, most notably flows into Shoalhaven from the north, driving development on the outskirts of Nowra-Bomaderry as well as the coastal centres.

With the variety of residential and rural locations, different areas within Shoalhaven have developed different roles within the housing market. Areas on the outskirts of Nowra such as Worrigea and West Nowra - South Nowra - Nowra Hill & Surrounds are attractive to both young and mature families, while Nowra, Bomaderry and North Nowra have a significant component of medium density housing, which attracts a larger share of retirees and younger adults. The coastal areas of the LGA tend to attract higher numbers of retirees. Areas like Vincentia - Erowal Bay & Surrounds, Mollymook - Mollymook Beach – Narrawallee, Ulladulla and St Georges Basin - Basin View attract large numbers of retirees alongside family households, while other areas such as Sussex Inlet - Swanhaven - Berrara - Cudmirrah & Surrounds, Sanctuary Point and Coastal Mid have proportionally much higher numbers of retiree households. The variety of function and role of the small areas in Shoalhaven means that population outcomes differ significantly across the LGA.

There are also significant differences in the supply of residential property within the LGA which will also have a major influence in structuring different population and household futures within Shoalhaven over the next five to ten years. Significant new 'greenfield' opportunities around Nowra-Bomaderry have been identified in West Nowra - South Nowra - Nowra Hill & Surrounds and Bangalee - Cambewarra Village - Tapitallee & Surrounds, as the supply of residential land in Worrigea comes to an end. Vincentia - Erowal Bay & Surrounds, Mollymook - Mollymook Beach – Narrawallee, Ulladulla and Culburra Beach - Orient Point will provide the bulk of 'greenfield' development along the coastal fringe. Most other areas are expected to have some growth in dwellings, but based predominantly on residual residential land, infill of vacant lots and more intense use of land.



Note: The migration flows depicted do not represent future or forecast migration flows. The arrows represent migration flows to the LGA/SLA as a whole and do not indicate an origin or destination for any specific localities within the LGA/SLA Source : Population Id

### 3.2.2 Distribution of Population Growth

The distribution of growth is at least as important in Shoalhaven as the density of population. The majority of growth within Shoalhaven over the last 20 years has been within the Milton/Ulladulla area, although the Nowra/ Bomaderry area still houses the highest population.

It is expected that continued growth will occur within each of these existing centres. Significant growth is expected to occur within the Nowra Bomaderry area as a result of the outcomes of the Nowra-Bomaderry Structure Plan and the rezoning of land through the draft SLEP2013. These plans allow for additional land releases and increased development potential in and around the Nowra-Bomaderry area. This increased growth in Shoalhaven centres is further encouraged by the State Government through the South Coast Regional Strategy.

### 3.3 Population Projections

There are two separate sets of population projections which relate to the Shoalhaven. The official population projections that have been adopted in the GMS were produced by the consultant .id at the request of Council. The other population projections have been produced by the Department of Planning and Infrastructure (DP&I). The two population projections differ. The Council projections show a higher expected growth rate than the Department of Planning projections. This is due to the different methods used to calculate the projections with the Council projections make assumptions about suburbs and precincts and then aggregates these assumptions into projections for cities and regions, whilst the DP&I model calculates projections for NSW as a whole before deriving projections for the

regions and finally statistical local areas (SLAs). Both of the population projections have been represented below.

### 3.3.1 Total Population- Shoalhaven Forecasts

In 2011, the total population of Shoalhaven City was estimated at 92,805 people. It is expected to experience an increase of over 18,200 people to 111,401 by 2021, at an average annual growth rate of 1.21% per annum. This is based on an increase of over 8,300 households during the period, with the average number of persons per household falling from 2.39 to 2.32 by 2021.

The forecast population for 2013 is expected to be 98,338 with a change from 2011 to 2013 of 5,533. The forecast population for 2036 is expected to be 135,165 with a change from 2011 to 2036 of 42,360. The annual growth is expected to be 1.38% per annum. In 2036, the population of Shoalhaven City is forecast to be 135,165, an increase of 42,360 persons (45.64%) from 2011. This represents an average annual growth rate of 1.27%.

The relatively high rate of net migration into the Shoalhaven has driven the City's high rates of population growth in the past. This will continue to be the key driver of population change, influenced by qualitative factors that shape decisions to migrate. A range of policy influences, across all spheres of government and beyond, will continue to affect this important aspect of Shoalhaven.

A continuing relatively high rate of population growth is forecast to at least 2036. Council has adopted a series of population projections for the purposes of forward planning, which forecast the Shoalhaven population growing to some 135,000 by 2036, although it is not assumed that the population number will necessarily stabilise at that time.

While a range of factors – not entirely predictable, nor entirely controllable – will impact on the ultimate rate and location focus of future population growth, the trend is clearly upwards. Whether or not the growth occurs at the predicted rate, development of the scale implied by this population growth will need to be planned carefully and delivered responsibly, to ensure that communities and environments of a quality appropriate to the Shoalhaven will result from this future growth.

**Table 4- Population Projections**

Shoalhaven City	Forecast year						
	2006	2011	2016	2021	2026	2031	2036
Population	92,347	96,078	102,532	111,401	119,100	126,942	135,165
Change in Population (5yrs)		3,731	6,454	8,017	7,909	7,896	8,415
Average Annual Change (%)		0.8	1.31	1.52	1.39	1.3	1.3
Households	38,186	40,229	43,091	46,545	49,917	53,296	56,766
Average Household Size (persons)	2.39	2.34	2.33	2.32	2.32	2.32	2.32
Population in non-private dwellings	1,207	2,123	2,346	2,526	2,636	2,726	3,029
Dwellings	49,068	51,880	54,513	57,746	60,763	63,717	66,685
Dwelling occupancy rate	77.82	77.54	79.05	80.60	82.15	83.64	85.13

**Source: Shoalhaven City Council Population and forecast**

### 3.3.2 Comparison Forecasts Department of Planning and Infrastructure

As mentioned above the Department of Planning and Infrastructure have also produced population projections for the Shoalhaven City and NSW as a whole. These projections are based on a top down approach where by projections are produced for NSW as a state and then the data is drawn down to the local government level. The projections are based on the 2006 Census. Interim projections based on the 2011 Census have also been produced but these are not yet finalised and therefore have not been added to the GMS at this time. The projections will be updated as additional information comes to hand.

There is a disparity of 6,165 persons in the year 2036 between the population projections produced by the Department and Council's projections, with Council's projections the greater. This disparity is due to the differing techniques that have been used to produce the data. Although the two projections do differ it is considered that the difference is minimal and both projections can provide guidance for future planning. The Council projections have been adopted for the purposes of the GMS but the Departments projections are just as beneficial in providing guidance. Both show that there will be considerable growth in the future and as a result careful management and consideration of future land supply is needed.

**Table 5- NSW Government Population Projections**

Projected	Total Population	Growth Rate	Growth Index
2011	98500	1.30	107
2016	105200	1.31	114
2021	111700	1.20	121
2026	117900	1.08	128
2031	123700	0.96	134
2036	129000	0.84	140

**Source: Population Projections – Department of Planning (2008 release)**

### 3.3.3 Projected Age Structure

In 2006, the most populous age group in Shoalhaven was 10-14 year olds, with 6,840 persons. In 2021 the most populous forecast age group will be 60-64 year olds, with 8,936 persons.

The number of people aged under 15 is forecast to increase by 1,820 (10.3%), representing a rise in the proportion of the population to 17.6%. The number of people aged over 65 is expected to increase by 8,355 (43.9%), and represent 24.6% of the population by 2021.

The age group which is forecast to have the largest proportional increase (relative to its population size) by 2021 is 70-74 year olds, who are forecast to increase by 51.5% to 7,188 persons.

### 3.3.4 Projected Household Structure

In 2006, the dominant household type in Shoalhaven was couples without dependents, which accounted for 35.5% of all households.

The largest increase is forecast to be in Couples without dependents, which will increase by 4,999 households, comprising 39.8% of all households, compared to 35.5% in 2006.

In contrast one parent family is forecast to increase by 444 households, to comprise 10.1% of all households in 2021, compared to 11.1% in 2006.

### 3.4 Residential Growth and Development

The key determinants of the demand for residential land and facilities are population growth, dwelling occupancy and household size. The demand for urban land is generally directly proportional to size of the population and the consequent demand for residential purposes.

#### 3.4.1 Household Formation and Dwelling Demand

The most basic driver of residential demand is new household formation, which is a function of population increases or decreases and the net effect of household change which can include:

- Children leaving home.
- Separations.
- Shared household's members separating.
- Children returning home.
- Partnerships forming.
- Shared households forming.

The contribution of these factors to the change in demand is influenced by factors such as employment growth, immigration, population growth, affordability and the stage in the lifecycle of the population. There is also the influence of additional supply.

However according to 'The Household type and Formation Study' for the South Coast Region prepared in 2005 by SGS Economics and Planning the unique characteristics of the South Coast region of NSW provide another range of factors specific to the region which also have an impact upon the future demand for residential supply. These include:

- A large proportion of older residents requiring accommodation that is adaptable to their particular needs;
- A demand for temporary accommodation i.e. through the military presence in Shoalhaven and from tourists. In the case of the tourism sector this can result in a high rate of vacant stock in low season. This trend can also impact upon community cohesion due to the transient nature of demand;
- Relative housing affordability, which is a key driver encouraging migration from the Sydney great metropolitan region and Canberra areas further south and;
- Coastal movement as people retire from inland locations- these markets have less money and therefore purchase cheaper housing which is often in isolated locations with limited service provision. As these people age, problems associated with service requirements are exacerbated

#### 3.4.2 The Supply of Housing

The drivers of housing supply that should be considered within the context of Shoalhaven include:

- Availability of land and existing capacity within residential zones, however the majority of demand is likely to be directed towards areas along the coastline;
- Infrastructure availability and servicing costs associated with development, particularly the lack of efficiencies involved in providing infrastructure to rural localities;
- The distance to main service and employment centres;
- Supply of different dwelling types – there is generally a high proportion of larger detached dwellings compared with metropolitan areas;

- Continued demand for tourism rental accommodation and properties suitable for the older market segment.

### 3.4.3 What is the Current Housing Supply in Shoalhaven?

Nearly all occupied dwellings in the City are single houses. Of the approximately 30,000 occupied dwellings, 88% are single houses, and 4,000 are other types of dwellings. These other types of dwellings include a higher than state average number of people living in caravans as permanent accommodation.

An important trend in Shoalhaven has been the increase in the total number of houses. The number of dwellings has increased, to some extent mirroring the increasing population, however, there has also been a reduction in the number of people living in each household and there are a large number of dwellings not permanently occupied (over 13,000 ).

The number of people living in rental accommodation has increased over the last 10 years by 27% (to just over 2,000 people).

There are discernible differences throughout Shoalhaven in how housing is used.

**Table 7-Summary of Dwellings and Occupancy Rates 1996 – 2011**

<b>Households</b>					<b>Change</b>
Type of Household	1996	2001	2006	2011	2006/2011
Occupied Private Dwellings	29,729	33,392	35,508	37749	+2241
Unocc Private Dwellings	11,961	11,766	13,009	13632	+623
<b>Total</b>	<b>41,690</b>	<b>45,158</b>	<b>48,517</b>	<b>51487</b>	<b>2864</b>

**Source: Australian Bureau of Statistics**

### 3.4.4 Unoccupied Dwellings 2011

A large number of houses are vacant in Shoalhaven. This is predominately due to the large level of holiday home ownership that is evident in the City. The 2006 Census vacancy rates are provided in table 6 below. It is expected that as the population ages and retirees start to move from Sydney and Canberra into their holiday home that the vacancy rate in the City will reduce. This is the trend that is currently being experienced in the City.

**Table 8 Unoccupied Dwellings 2011**

Location	Total Dwellings	Unoccupied private dwellings	% Unocc
Shoalhaven City	51487	13632	26.5%
Nowra Bomaderry Structure Plan Area	13642	1018	7.5%
Vincentia- Erawal Bay and Surrounds	3543	1410	39.8%
Milton	601	55	9.1%
Ulladulla	3132	504	16.1%

Source: id. Shoalhaven Community Profile

### 3.4.5 Occupancy Rates - Number of persons per Occupied Dwelling 2006-2011

The coastal and southern areas exhibit higher rates of non-permanent occupancy and lower household size when compared to the Nowra/Bomaderry area. Household sizes are also decreasing in all areas, consistent with the national trend.

Public housing makes up approximately 3.5% of Shoalhaven's housing stock, which is lower than the NSW rate of 4.4%. Appropriate housing for special needs groups close to services has been identified as a major housing issue. March 2009 data (Iris Research, March 2009) reflected significant decline in housing prices across Shoalhaven, however, the cost of rental housing remained unchanged for smaller dwellings and increased by 2% for larger dwellings.

**Table 9 Average Household Size 2006-2011**

Number of Persons	2011 Number	%	2006 Number	%	2006-2011
1 person	9966	27.7	8795	25.9	+1171
2 persons	14378	40.0	13633	40.2	+745
3 persons	4672	13.0	4472	13.2	+200
4 persons	4194	11.7	4348	12.8	-154
5 persons	1864	5.2	1876	5.5	-12
6 or more persons	859	2.4	829	2.4	+30
Total Classifiable households	35933	100	33953	100	+1980

Source: id. Shoalhaven Community Profile

### 3.4.6 Development Activity

Residential building approval statistics are used in both the public and private sectors as a leading indicator of the general level of economic activity, employment and investment.

Residential building approvals are compiled from permits issued by: local government authorities and other principal certifying authorities; contracts let or day labour work authorised by Commonwealth, state, semi-government and local government authorities,

and; major building approvals in areas not subject to normal administrative approval e.g. building on remote mine sites. The total number of development applications submitted to Council in 2011/2012 was 465. Residential development applications are consistently the dominant type of application received by the Council.

**Table 10-Dwelling Approvals**

Number of new dwellings approved Shoalhaven City Council				Annual change*		
Year (ending June 30)	Separate dwellings	Other dwellings	Total dwellings	Separate dwellings	Other dwellings	Total dwellings
2011-12	400	65	465	-86	-197	-283
2010-11	486	262	748	-18	+96	+78
2009-10	504	166	670	+126	+103	+229
2008-09	378	63	441	-56	-148	-204
2007-08	434	211	645	+4	+96	+100
2006-07	430	115	545	-30	+36	+6
2005-06	460	79	539	-271	-67	-338
2004-05	731	146	877	-255	47	-208
2003-04	986	99	1,085	-79	-46	-125
2002-03	1,065	145	1,210	-106	61	-45
2001-02	1,171	84	1,255	+477	43	+520
2000-01	694	41	735	-247	-44	-291
1999-00	941	85	1,026	+55	12	+67
1998-99	886	73	959	+51	24	+75
1997-98	835	49	884	+119	-79	+40
1996-97	716	128	844	-14	13	-1

**Source: Australian Bureau of Statistics, Building Activity, Australia, (catalogue number: 8752.0 to 8752.7)**

## 3.5 What are the future housing requirements for the City?

### 3.5.1 New South Wales Government Projections

The 'Settlement Planning Guidelines' prepared by the NSW Department of Planning outline the dwelling targets for Shoalhaven. A breakdown of the proportion of demand for additional dwellings expected across a number of categories is as follows:

**Table 11: Settlement Planning Guidelines South Coast Regional Strategy 2007 Housing and Dwelling Targets- Proportion of demand for additional dwellings**

Shoalhaven LGA	Percentage/Number
Families with children	25%
Couples without children	37%
Group households	2%
Lone persons	36%
Total households/dwellings	26,300

**Source: P&I South Coast Regional Strategy**

The Settlement Planning Guidelines (Guidelines) indicate that the dwelling stocks within Shoalhaven are heavily biased towards detached housing (89%) and that given the vast majority of additional households will be couples or singles, the Guidelines suggests that we should be moving towards an improved housing mix to make more efficient use of existing and future housing stocks; to improve diversity and economic activity around town centres; to improve housing affordability and to provide more housing choice.

The targets for housing mix for new dwellings within major regional centres/major towns and averaged across local government areas identified in the Guidelines are;

- Within centres 60% detached /40% medium density.
- Across the whole LGA 70% detached / 30% medium density.

The Guidelines indicate that whilst Shoalhaven has a stock of vacant urban zoned land, Council will need to identify additional opportunities to satisfy housing demand. In particular opportunities for medium density development within town centres should be investigated along with new urban release areas in the Nowra-Bomaderry Area.

The South Coast Regional Strategy estimates that an additional 26,300 dwellings will be required in Shoalhaven over the next 25 years.

These figures are currently under review and new targets are expected to be set through the review of the Illawarra Regional Plan. This has been identified within “The Illawarra over the next 20 years: A Discussion Paper. Further work is occurring on incorporating the Shoalhaven into the Illawarra region for planning purposes including the development of additional data sources and information on housing requirements, land availability and development expectations. As this data comes to hand it can be incorporated into future iterations of the GMS.

### 3.5.2 Meeting Housing Mix Requirements

At the time of the release of the Settlement Planning Guidelines in 2007, the total number of dwellings in each South Coast LGA was heavily biased towards detached housing with the Shoalhaven having 89% of the housing type as detached dwellings. Since 2007 the percentage of housing mix biased towards detached dwellings has increased to 93% in Shoalhaven, in the five year period. This is predominately due to the continued demand for single detached dwellings within the LGA. Increases in the construction in medium density dwellings are being observed with 2010-2011 data, displays that medium density dwellings equate to almost half of the total new dwellings within the LGA. It is slowly being observed that there is an increased demand for medium density housing within the marketplace. Much of demand is being met within Nowra- Bomaderry. Other areas within the LGA however are not displaying increases in medium density housing construction; this is not necessarily due to a lack of available zoned land rather the desire of the community to reside in single detached dwellings in these locations and also other environmental constraints.

### 3.5.3 Building Approvals

Shoalhaven City's building approvals are used as a leading indicator of the general level of residential development, economic activity, employment and investment. Residential building activity depends on many factors that vary with the state of the economy including interest rates, availability of mortgage funds, government spending, and business investment. Large financial changes or shocks, such as the Global Financial Crisis of 2008/09 can be observed

in the data. However, the number of building approvals can fluctuate substantially from year to year simply as a result of the short-term nature of many construction projects, and the cyclical nature of the industry.

Continued supply of medium density housing is expected to improve once the Shoalhaven Local Environmental Plan 2013 is gazetted given the additional zoned land provided through the Nowra Bomaderry Structure Plan. It is expected that in time a 70% Detached Dwellings 30% medium density housing dwelling split should be achieved across the LGA.

### 3.5.4 Current Land Mix

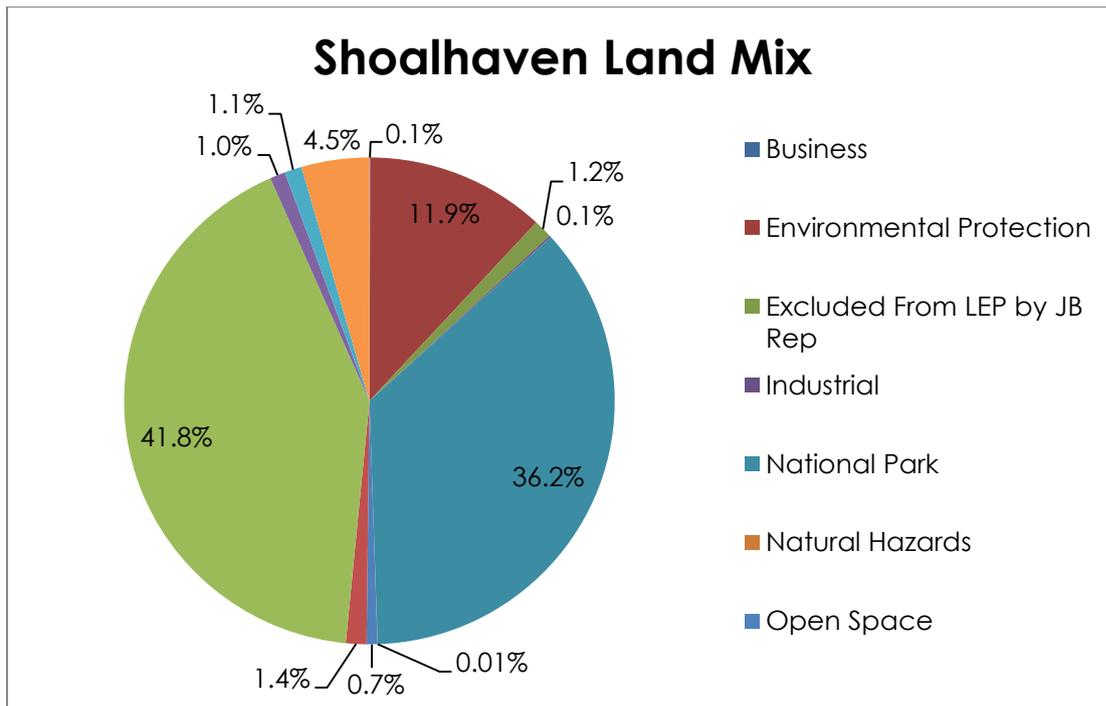
The current land mix within the Shoalhaven is contained in Table .....below

Chart 1 shows that there is a significant component of land within the Shoalhaven that cannot be used for development purposes. The management of the residential land is therefore imperative to ensure continued availability for land for future growth and development within Shoalhaven.

**Table 12 Shoalhaven Land Mix**

Land Use Zones 2013	Hectares	Percentage
Business	239.9	0.1%
Environmental Protection	55251.6	11.9%
Excluded From LEP by JB Rep	5709.8	1.2%
Industrial	577.3	0.1%
National Park	168745.9	36.2%
Natural Hazards	48.8800	0.01%
Open Space	3307.0700	0.7%
Residential, Township, Village	6314.4800	1.4%
Rural	194956.3300	41.8%
Rural Residential	4721.5200	1.0%
Special Uses	5284.1900	1.1%
Remainder	20843.1000	4.5%
City Total Area	466000.0	100.0%

**Source: Shoalhaven City Council**



### 3.5.5 Meeting Requirements of South Coast Regional Strategy through Current and Future Land Supply

The Shoalhaven LGA has identified the current land supply within the City. This is provided within Table 13 below. As can be seen from this table there is approximately 11,147 total potential Greenfield lots comprising 8000 un-subdivided residentially zoned lots and 3000 currently vacant residential lots. It is expected that this land will meet the land supply needs of the City in the medium term.

Additional supply of land can be provided through areas currently under investigation for residential rezoning through the existing Settlement Plans and Structure Plans. The majority of land is located around the major centre of Nowra-Bomaderry and the major towns of Ulladulla and Vincentia (which includes the Jervis-Bay – St. Georges Basin area).

The South Coast Regional Strategy estimated that the Shoalhaven LGA would need to cater for an additional 26,300 new dwellings by 2031.

According to the Shoalhaven Monitor 2010-2011, it is estimated there is a potential for up to 11,147 greenfield lots in existing zoned areas (Table 13). In addition, there is potential for up to 10,600 lots from new urban release areas identified in the Nowra Bomaderry Structure Plan (NBSP). This equates to a total potential supply of 21,747 lots, with a supply gap of - 4,553 greenfield lots. This dwelling supply gap could however be addressed through the potential for approximately 6,700 medium density dwellings, primarily from redevelopment of the existing urban areas within Nowra, North Nowra and Bomaderry (as identified in the NBSP). These dwelling supply potentials may however be further refined subject to environmental constraints.

Some additional development may occur in outlying villages. In the smaller coastal villages additional growth is predominately expected to occur through infill development. The potential growth in these locations is discussed further in Section 7.

Given the significant environmental constraints of the Shoalhaven LGA and with new environmental data constantly being found it is difficult for exact land capacity figures to be provided. Areas which were considered suitable for development can after further studies and investigations provide a smaller capacity than estimated.

**Table 13 Current Land Supply 2010-2011**

<b>2010-2011 financial year</b>	<b>Vacant residential lots</b>	<b>Unsubdivided zoned lot capacity</b>	<b>Total of potential Greenfield lots</b>
<b><i>Shoalhaven</i></b>	<b>3,066</b>	<b>8,081</b>	<b>11,147</b>
<i>Nowra-Bomaderry</i>	558	2,631	3,189
<i>Bay and Basin</i>	1391	1,801	3,192
<i>Ulladulla</i>	627	2,121	2,748
<i>Rest of LGA</i>	490	1,528	2,018

**Source: Shoalhaven Land Monitor**

# GROWTH CONSIDERATIONS

*This section outlines the range of broad strategic issues and opportunities considered in the development of the Strategy. The key community, economic and environmental issues are addressed in this section at a broad strategic level for the City. This section also outlines the strategic directions that relate to each of these growth considerations and how the development of the City will be approached in the future*

## Section 4 Growth Considerations

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### 4.1 Community

The National Regional Profile and the 2011 Census provide details of the population and housing characteristics for Shoalhaven. The following provides an overview of these characteristics

#### 4.1.1 Age Profile

- The Shoalhaven community is generally older than other communities in NSW in terms of its average age. This is typical of coastal locations in NSW and Australia that have a high retiree population. There are higher proportions of people in the retirement and older age groups than the NSW average and lower proportions of people in the younger (0-17) age groups. Shoalhaven has a very similar proportion of children to the general population.
- With the higher proportions of older age groups and lower proportions of younger age groups the result is a much higher median age in the various towns and settlements.
- Overall, 21.7% of the population was aged between 0 and 17, and 31.0% were aged 60 years and over, compared with 23.1% and 20.4% respectively for New South Wales.
- The major differences between the age structure of Shoalhaven City and New South Wales were:
  - A *larger* percentage of 'Seniors' (13.6% compared to 8.3%).
  - A *larger* percentage of 'Empty nesters and retirees' (14.6% compared to 10.0%).
  - A *larger* percentage of 'Older workers & pre-retirees' (14.3% compared to 12.8%).
  - A *larger* percentage of 'Frail aged' (2.8% compared to 2.0%).

#### 4.1.2 Cultural Profile

- The City has a richness of Aboriginal cultural heritage, which is reflected by recognition of the strong spiritual ties that the traditional owners continue to have with the land. 4317 Aboriginals and Torres Strait Islanders were recorded as living in Shoalhaven in the 2011 Census, making up 4.7% of the population (compared with 2.5% for the State of NSW).
- A high proportion of Shoalhaven residents were born in Australia – those from non-English speaking countries are predominantly of European origin, mostly drawn from Germany, England, Scotland and Ireland.
- Few people living in the City cannot speak English, with only 3.4% speaking another language at home.

#### 4.1.3 Families

Compared to New South Wales, Shoalhaven has a smaller proportion of couple families with child(ren) but a similar proportion of one-parent families.

The largest changes in family types in Shoalhaven between 2006 and 2011 were:

- Lone Person (+ 1160 households).
  - Couples without children (+557 households).
  - One parent families (+331 households).
  - Couples with children (-171 households).
-

#### 4.1.4 Tourist Population

The permanent population grows three to five times in the peak summer holiday period, increasing demand for services and facilities during holiday periods.

In the City's small towns and villages, the older holiday homes are gradually being replaced with larger permanent residences, many with absentee owners.

#### 4.1.5 Education

Shoalhaven has existing public schools in many of its larger towns and villages. However, public High Schools are limited to the major centres, with a focus on the Nowra area. South of Nowra, the availability of public high schools is limited to stretched facilities at Vincentia and Ulladulla, however, the projected lower numbers of young people may not sustain investment in new or expanded education facilities. Private education facilities (primary and secondary schools) are also present in a number of the major centres.

Higher educational facilities within the City are focused around TAFE colleges at Ulladulla and Nowra, together with the development of the Shoalhaven Campus of the University of Wollongong. Access to the University of Wollongong is relatively convenient, but requires significant travel time and effort from Shoalhaven for those who need or choose to study at the main campus.

#### 4.1.6 Health

Shoalhaven is serviced by four hospitals with the public hospitals located at Berry, Nowra and Milton and a Private hospital in Nowra. Doctor's services are located in a range of towns and villages. However the majority are located within central Nowra and Ulladulla. Some of the Cities smaller settlements do not currently have a medical practice such as Kangaroo Valley and Bendalong.

Many of the doctors' practices within Shoalhaven are under pressure and a number currently have their books closed to new patients.

#### 4.1.7 Transport Connections

The Princes Highway is the transport spine for the City, running from north to south through predominantly non-urban settings except for urban areas at Nowra, Berry and Milton-Ulladulla. Single 'lateral' lower order roads connect coastal towns and villages to the Princes Highway, for example via Greenwell Point Road, Sussex Inlet Road, Bendalong Road, Lake Conjola Entrance Road and Bawley Point Road. The Bay and Basin area is the only major collection of towns and villages with a 'loop road' network (including Jervis Bay Road and The Wool Road and Island Point Road).

The City's strategic road corridors include Main Road 92, which connects Nowra to Nerriga and then to Canberra, and the Moss Vale Road, connecting Kangaroo Valley to the Southern Highlands and Hume Highway.

### 4.1.8 Public Transport Options

Public transport options within Shoalhaven are limited. Buses travel between the larger towns and service the urban areas of Nowra and Ulladulla, however, the services are infrequent and not well utilised.

Rail infrastructure consists of a single non-electrified (South Coast line) line that is used:

- By CityRail for diesel powered passenger connections to Kiama, with connections via electrified line to Sydney, including Sydney Airport, and
- By freight trains, mainly the regular train to the Manildra Plant at Bomaderry
- There are two railway stations within the City, one at Berry and the other at Bomaderry (the terminus of the line).

### 4.1.9 Other Transport Alternatives

Commercial boating and fishing fleets are located at Greenwell Point, Huskisson and Ulladulla. There are also naval facilities at HMAS Creswell which is located in the Jervis Bay Territory. In addition to the commercial boating facilities, there are a number of other smaller scale boating facilities providing access to rivers and lakes as well as the ocean (in some of the more protected locations).

Limited air services are provided through a small facility associated with HMAS Albatross. Passenger air services require connecting travel by road or rail to Sydney Airport, some two to three hours to the north.

### 4.1.10 Pedestrians and Cyclists

Limited pedestrian and cycle networks exist in the City and some improvements continue to be made to pedestrian and bicycle access in and between the towns and villages. Council adopted the Shoalhaven Bicycle Strategy (1997) as a means of identifying required bicycle routes and prioritising their construction, Council has also prepared a Pedestrian Access and Mobility Plan (PAMP) for the main urban areas of the City. The PAMP identifies required pedestrian facilities and priorities their implementation. The implementation of the PAMP is dependent on continued funding.

The private car is the dominant mode of transport in Shoalhaven. However it is important that regional services are co-located in existing centres and that local services are available in smaller settlements within walking and cycling distance. The goal is to reduce dependency on motor vehicles for access to convenience foods and essential services whilst understanding the constraints providing some townships with service provision.

## 4.2 Challenges

The pressure to accommodate the growing and changing population, and the diversity of community attitudes towards the future development of the city means that the management of population growth and new development is already a major challenge, especially in relation to the location of employment and services, the availability of transport and provision of infrastructure across the city. Key challenges include:

- Maintaining housing affordability for older (as well as newly forming) households, in the context of competition for housing opportunities created by inward migration from other regions.
- Creating a 'balance' in the overall community profile, towards long term sustainability, by attracting and retaining more younger people and families into Shoalhaven.
- Future households in the area will increasingly be singles and childless couples, primarily in the 65+ age group. This has significant implications for both the mix of housing and range of services needed in the area.
- Catering for the health needs of the community as people take increasing interest in and personal responsibility for their personal health.
- High rate of unemployment across all age ranges.
- Large Aboriginal population with cultural connections to the South Coast communities.
- The average person is getting older, and likely to "age in place" rather than move to a more suitable dwelling as their mobility fails.
- The influx of 'sea changers' and investors from Melbourne, Canberra and Sydney is expected to continue to increase housing demand and prices and as a result housing affordability may decline. This will be exacerbated by the concentration of housing forms in traditional housing, limiting the range of housing choice.
- Net out migration of youth, difficulty retaining young people beyond school leaver age.
- Improving both the extent and practical connectivity of public and community transport as the community ages will be critical to retaining a high quality of life in Shoalhaven.
- The dispersed nature of settlement in Shoalhaven presents a major challenge for the provision of community services. Planning and delivering services, for all spheres of government, requires distribution across the five Council planning areas.
- There is a general perception that some areas of Shoalhaven, primarily in the urban centres, are not safe at certain times. One of Council's challenges is to continue to coordinate, with external agencies, to work towards safer areas and communities in conjunction with Council's own infrastructure and development planning framework.
- Ensuring that the area does not excessively gentrify to the point where longer-term local residents including older people and those in the first stages of household formation are increasingly priced out of their own housing market and pushed further to the geographic margins.
- Striving to create a more balanced and sustainable community, including the attraction and retention of younger families, couples and singles to balance out the aging of Shoalhaven's population.
- Monitoring the impact of the high rate of in-migration of older people on service provision to the existing population. This is particularly given the higher than average service demand generated by older people and the fact that they are disproportionately attracted to smaller coastal villages remote from services.

### 4.3 Opportunities

There are opportunities to:

- Locate key services in areas carefully linked by good public and/or community transport accessibility will become increasingly important.
- Increase supply of adaptable housing for the aged population will be needed, in response to the needs of those with reduced mobility. New housing options need to be focused in or around towns with existing services or transport links to major service centre/s.
- Provide for the large demand for self-care or hostel style housing. Changes to Commonwealth policy on funding for various forms of aged care may influence the provision of aged-specific accommodation.

- To allow for the priority and management of the release of vacant urban lands to maximise development in and around well serviced centres and minimise development in sensitive locations.
- Enable new urban lands to be identified that can deliver sustainable development outcomes where local housing demand is demonstrated.
- Ensure quality urban design and amenity that is sensitive to and complements the character and lifestyle of the regions towns.
- Provide a framework for the planning of new and upgraded regional infrastructure and facilities for the growing population and ageing demographic.
- To integrate a 'healthy communities' agenda into urban planning, recreation facilities and programs.

## 4.4 Strategic Directions – Community

The strategic directions that will guide the response to the challenges and opportunities listed above are as follows:

No.	Strategic Direction
C.1	Supply of housing opportunities for future residential development will be provided within the environmental and servicing constraints of the area;
C.2	Settlement growth will be ecologically sustainable, carefully planned and managed to meet the needs of the community;
C.3	Population growth will be accommodated within the existing urban structure and identified growth areas
C.4	New development will be integrated with the adjoining urban structure to improve connectivity and reduce local travel distances;
C.5	Create connected urban areas that reinforce the strengths, individual character and identity of each place;
C.6	Encourage the provision of sufficient housing of a suitable range and quality and diversity to meet the needs of Shoalhaven's residents and visitors;
C.7	Ensure that settlement opportunities outside the investigation areas identified in this Strategy are not supported unless compelling reasons are presented and they can satisfy the Sustainability Criteria contained in the South Coast Regional Strategy;
C.8	Encourage the increased supply of medium density and appropriate lower density housing options including adaptable housing, concentrated within and around key centres;
C.9	Create environments that provide shared access to public spaces and promote healthy activities;
C.10	Encourage growth which promotes community wellbeing and quality of living throughout various stages of life;
C.11	Improve community safety and encourage neighbourhood design that makes people feel safe;
C.12	Identify and plan for social and community infrastructure needs in advance of development;
C.13	Support community participation in planning processes, enabling local communities to articulate their future aspirations and enhance their sense of place and wellbeing.

Note: It is expected that in the second Version of the GMS these strategic directions will be implemented through the development of strategic actions.

## 4.5 Economy

### 4.5.1 Economy and Infrastructure Provision

Economic activity is just as influential as community and environmental factors in urban settlement processes and outcomes. The most important economic factors involved in the shaping of Shoalhaven include the availability and use of employment lands, job creation, the efficient operation of commercial and retail centres, and transport and communications infrastructure provision.

### 4.5.2 Existing Profile

Nowra/Bomaderry is Shoalhaven's major centre, located on the banks of the Shoalhaven River, and it provides administrative, commercial and other high order services for the City.

The other major centres are Ulladulla in the south as well as the group of settlements in the Jervis Bay/St. Georges Basin area (or Bay and Basin area).

The City's economy features small to large enterprises located within the major town centres, with tourism, food, wine and small business supporting the rural and coastal areas.

### 4.5.3 Employment Status

The employment status of the population is an important indicator of the socio-economic status of an area. It reflects the extent to which the population is employed full-time, part-time or unemployed, as well as changes over time in the labour force.

The size of Shoalhaven City's labour force in 2011 was 36,650 persons, of which 14,233 were employed part-time and 18,831 were full time workers.

Analysis of the employment status (as a percentage of the labour force) in Shoalhaven City in 2011 compared to New South Wales shows that there was a lower proportion in employment, and a higher proportion unemployed. Overall, 92.4% of the labour force was employed (44.3% of the population aged 15+), and 7.6% unemployed (3.7% of the population aged 15+), compared with 94.1% and 5.9% respectively for New South Wales.

Analysis of the labour force participation rate of the population in Shoalhaven City in 2011 shows that there was a lower proportion in the labour force (48.0%) compared with New South Wales (59.7%).

**Table 15 Employment Status**

Shoalhaven City	2011			2006		
	Number	%	New South Wales	Number	%	New South Wales
Employment status						
Employed	33,848	92.4	94.1	31,293	90.8	94.1

Employed full-time	18,831	51.4	60.2	17,451	50.6	60.8
Employed part-time	14,233	38.8	31.8	12,997	37.7	30.6
Hours worked not stated	784	2.1	2.1	845	2.5	2.7
Unemployed	2,802	7.6	5.9	3,186	9.2	5.9
Looking for full-time work	1,826	5.0	3.5	2,147	6.2	3.7
Looking for part-time work	976	2.7	2.4	1,039	3.0	2.2
Total Labour Force	36,650	100.0	100.0	34,479	100.0	100.0

**Source: Australian Bureau of Statistics, [Census of Population and Housing 2006 and 2011](#). Compiled and presented in profile.id by [.id](#), the population experts. (Usual residence data)**

#### 4.5.4 Employment Industries

Shoalhaven's major 'employment lands' are Nowra/Bomaderry, Milton/Ulladulla and the series of settlements at St. Georges Basin district, Culburra Beach and Sussex Inlet. The main sectors of employment within Shoalhaven are manufacturing, government (including defence), retail and tourism. These sectors are supported by building and construction, community services and education. The area has a strong light manufacturing industrial base including goods such as starches, ethanol, cheese, boats, avionics, building products, surfboards and surf wear.

An analysis of the jobs held by the resident population in Shoalhaven City in 2011 shows the three most popular industry sectors were:

- Health Care and Social Assistance (4,784 people or 14.1%).
- Retail Trade (4,327 people or 12.8%).
- Public Administration and Safety (3,482 people or 10.3%).

In combination these three industries employed 12,593 people in total or 37.2% of the employed resident population.

In comparison, New South Wales employed 11.6% in Health Care and Social Assistance; 10.3% in Retail Trade; and 6.1% in Public Administration and Safety.

The major differences between the jobs held by the population of Shoalhaven City and New South Wales were:

- A larger percentage of persons employed in public administration and safety (10.3% compared to 6.1%).
- A larger percentage of persons employed in accommodation and food services (9.4% compared to 6.7%).
- A larger percentage of persons employed in health care and social assistance (14.1% compared to 11.6%).
- A larger percentage of persons employed in retail trade (12.8% compared to 10.3%).

The number of employed people in Shoalhaven City increased by 2,555 between 2006 and 2011.

The largest changes in the jobs held by the resident population between 2006 and 2011 in Shoalhaven City were for those employed in:

- Health Care and Social Assistance (+1,104 persons).
- Public Administration and Safety (+519 persons).
- Accommodation and Food Services (+432 persons).
- Professional, Scientific and Technical Services (+196 persons).

### 4.5.5 Employment Growth in Shoalhaven

Data in the table provided below show an annual average increase in employment of 773 per year in Shoalhaven over the last decade. By comparison Wollongong average employment growth was 819 per year, 485 per year in Shellharbour and 333 per year in Eurobodalla.

To ensure that continued employment growth occurs within the City there needs to be encouragement for business development and growth and an adequate supply of employments lands, shops, offices, labour, utilities etc. Shoalhaven also needs to have the amenity to attract both employees and employers. The lifestyle component is becoming increasingly important according to surveys on industry locations drivers. The delivery and presentation of this lifestyle advantage is essential.

Economic and employment opportunities are essential for the maintenance of a viable community. Through appropriate sustainable growth and development and the maintenance of Shoalhaven as an attractive holiday, retirement and investment location the continued economic vitality of Shoalhaven can be maintained and enhanced.

**Table16 - Employment Growth in Shoalhaven**

Shoalhaven	Population	Employment	Unemployment
1988	62108	21220	2661
1998	88188	26147	4295
2008	94469	33878	2965

**Source: Blueprint Shoalhaven**

### 4.5.6 Electricity and Gas Supply

Electricity supply and distribution to the City is the responsibility of Endeavour Energy who have a major Shoalhaven Transmission Sub-station which feeds zone sub-stations at: Berry, Bolong, Bomaderry, Culburra Beach, Huskisson, Kangaroo Valley, Nowra, South Nowra, Sussex Inlet, Ulladulla, and Yatte Yattah.

The Shoalhaven is not well supplied by the national natural gas distribution network and reticulated mains gas is only available in Nowra-Bomaderry. Thus this use of gas is mostly limited to bottled gas, which is supplied by a range of companies.

### 4.5.7 Telecommunications

The major communications network includes land-line telephone services, GSM mobile telephone network, ADSL and Wireless internet in some locations.

Analysis of the type of internet connection of households in Shoalhaven City compared to New South Wales shows that there was a higher proportion of households with either no internet connection or a dial up connection, and a lower proportion of households with broadband connectivity.

Overall 29.9% of households had no internet connection or a dial up connection, and 60.0% had broadband connectivity, compared with 22.2% and 67.0% respectively in New South Wales.

Between 2006 and 2011 the number of households with an internet connection increased by 6,946. The largest changes in the internet connectivity in Shoalhaven City, between 2006 and 2011 were:

- Broadband connection (+13,527 households).
- Dial-up connection (-7,635 households).
- Total internet connection (+6,946 households).

#### 4.5.8 Waste Management

All households located in Shoalhaven's urban areas have a weekly waste collection and a fortnightly recycling collection service. An on call user pays pick up service is available for those residents that require additional green waste and bulky waste services. The collection services are supplemented by drop off facilities available at 10 recycling and waste depots located throughout the City. Other services including commercial waste collection services are provided by various private sector operators.

#### 4.5.9 Water and Sewer

Shoalhaven Water provides treated water to National Health and Medical Research Council (NHMRC) Guidelines (2004) to most towns and villages throughout Shoalhaven. Un-serviced towns are located south of Lake Tabourie, and include Termeil, Bawley Point, Kioloa, North Durras and small settlements like Pebbly Beach.

There are a small number of consumers connected to a raw water supply. These are rural properties between Burrier Pump Station and Bamarang WTP, a small isolated system at Strongs Road serviced from a local pipe head weir (not for domestic purposes), and between Porters Creek Dam and Milton WTP. Raw water is supplied to Australian Paper Mill and Manildra Plant at Bomaderry by gravity pipeline from Bamarang Dam.

About 90% of the system's raw water is pumped from the Shoalhaven River at Burrier approximately 47 km upstream of the ocean estuary outlet. The southern Shoalhaven is partly served by the Porters Creek Dam west of Milton and supplies the Milton Water Treatment Plant. A fourth treatment plant is located in Kangaroo Valley at Bendeela Pondage and supplies water to the Kangaroo Valley township. A 7,600 mega litre storage dam at Danjera acts as an emergency backup supply feed for the Shoalhaven River in times of drought.

The flow in the lower Shoalhaven River is controlled from Tallowa Dam, which is operated by Sydney Catchment Authority. Interim flow rules, which have been in place since 1999, allow up to 90 million litres of water to be released daily from the dam as environmental flow for the health of the Shoalhaven River.

During a drought, water is pumped from Tallowa Dam to Wingecarribee Reservoir in the Southern Highlands. From there it is released and flows down the Wollondilly River to Sydney's Warragamba Dam, or the Nepean River to Nepean and Avon dams, which supply the people of the Illawarra with water.

#### 4.5.10 Wastewater Schemes

Shoalhaven Water operates twelve Sewage Treatment Plants within Shoalhaven, from Berry to Burrill Lake. Sewage is treated to secondary treatment at two plants and varying levels of tertiary treatment at the remaining ten plants. The treatment levels of reclaimed waters are compatible with the environmental standards for receiving waters. Existing Plants are

located in Berry, Shoalhaven Heads, Bomaderry, Nowra, Culburra Beach, Callala, Vincentia, St Georges Basin, Sussex Inlet, Bandalong, Conjola and Ulladulla.

## 4.6 Challenges

The key challenges relating to the economy that are faced by the City include:

- Addressing the changing economic needs of the community which include:
  - Increased workforce mobility, with the capacity and willingness to 'go where the work is.
  - More flexible work structures and working hours.
  - Desire for expanding retailing and trading hours.
  - Increasing self-funded retirement.

Ensuring sufficient employment lands are available in appropriate locations to accommodate growth in existing and emerging industries and businesses.

Facilitating growth will mean providing the right economic infrastructure, at the right time, to ensure the local economy remains productive, dynamic, and diverse and in balance with our natural environment.

Increased taxes and government costs have been identified as a possible broad constraint to investment. Equally the continuing emphasis on deregulation and application of user pays principles affect the wider economic climate.

- When compared to other non-metropolitan regional areas Shoalhaven suffers from the lack of a passenger airport service and rail links within the City. Airport access, through possible use of the regional facility at the Albatross base for passenger and/or freight would remove a notable constraint.
- Inconsistent non-capital city broadband and telecommunication services represent a further challenge, with the national broadband rollout likely to create marked improvements in on-line and digital accessibility.
- Managing conflicting financial demands and reduced financial support from higher levels of government. Along with an increased burden for provision of infrastructure and management of an increasing asset base.
- The relatively low skills base in Shoalhaven population may represent a constraint to economic recovery and subsequent growth. Particular areas that might warrant strategic initiatives to generate greater workforce participation include:
  - Indigenous people (for whom unemployment is 2.8 times greater than the rest of the Shoalhaven population).
  - Currently under-represented groups such as people with a disability, single parents and low income earners.
  - Newly arrived residents seeking timely and well-aligned transition into suitable work, in which they can be fully productive and well rewarded.

## 4.7 Opportunities

- Provide for the development of new employment lands required to facilitate the accommodation of a projected 14,400 new jobs (DOP 2007).
- Support and strengthen the existing employment base in primary industries and defence sectors and supporting industries.
- Encourage and investigate opportunities and diversify into community and human services, education and aged care.

- Support and strengthen tourism opportunities by identifying key tourism sites and precincts and targeting the focus areas identified in the South Coast Regional Tourism Plan 2003-2006.
- Creating a clever, clean, low impact economy, characterised by value-adding activities.
- Create an alternative living and working environment to that offered in the major regional cities of Newcastle, Sydney and Wollongong.
- Enhance the valuable character of existing settlements, places and surrounding landscapes.
- Attract smart, creative low environmental impact industries.
  
- Infrastructure will need to be developed to:
  - Enhance our image and 'place' quality.
  - Improve access to services and cultural/recreational opportunities.
  - Improve access to and from other regions
  - Support growth and diversity in housing options.
  - Facilitate telecommunications, especially in broadband/mobile technology.
  - Improve public transport, including rail, bus and air services.
  - Ensure freight transport efficiency, including road, rail and air services.
  - In particular, continue the upgrading of the Princes Highway, completion of the Main Road 92 and its link to the Hume Highway.

Appropriately serviced land and facilities need to be available for commercial and industrial development to occur. Nowra's position as an established regional centre should be strengthened with new finance, administration, business services and retail investment.

## 4.8 Strategic Directions - Economy

The strategic directions that will guide the response to the challenges and opportunities listed above are as follows:

No.	Strategic Direction
E.1	Retain and enhance the agricultural production capacity of the City;
E.2	Maintain, renew and enhance existing infrastructure to support economic activity and investment;
E.3	Encourage growth of settlements only when they are located and designed to minimise the economic, social and environmental costs of providing and maintaining services;
E.4	Ensure that economic activities reflect the need to preserve the natural environment that helps to sustain the City's economy;
E.5	Plan for employment generating initiatives, in order to deliver positive local and regional employment outcomes;
E.6	Provide sufficient industrial and employment generating land to meet future demands;

## 4.9 Environment

Shoalhaven's significant environmental qualities come from its extensive natural areas, vast biodiversity and relatively small area of settlement, as well as its varying topography, coastlines and natural features. The natural landscapes of the area are a strong feature of the City's settlements forming part of cultural heritage of the City and valued as important tourism and economic asset.

### 4.9.1 Topography and Landscape

Shoalhaven is composed of three broad scale landscape units; the flat coastal plain of the northern and central areas, the short but hilly coastal systems of the south and the rugged coastal plains to the west.

The variety of landforms in Shoalhaven has broadly determined the human footprint and land use that occurs in the different geographic regions. Most of the west of the City is hilly and contained in National Park, while urban and productive areas are concentrated in the narrow coastal strip. Large areas of agricultural land are found, particularly in association with the floodplain of the Shoalhaven River.

The soils and geology of the region limit the extent of certain land uses, particularly the steep escarpment country (much of which is National Park) and the areas of acid sulphate soils. Land erosion and sedimentation resulting from the clearing of land around floodplains have been identified as major environmental issues in Shoalhaven.

### 4.9.2 Biodiversity

One of the defining features of Shoalhaven is the extent to which it has retained native vegetation. In the north this vegetation is more closely associated with the vegetation of the Sydney Basin Bioregion, while in the south the vegetation is associated with the South East Corner Bioregion.

The cleared areas around Nowra-Berry and Milton reflect historical activity to clear the area for its valuable red cedar before the land was settled for agriculture. These cleared areas are now used for dairy and cattle-farming, providing a valuable rural landscape setting around Shoalhaven's two largest urban centres.

Up to 132 different vegetation communities exist across the City. The most numerous of these communities are woodland communities, while the rarest communities are cool temperate rainforest and turpentine forest. The past loss of wetland habitat, particularly riverine wetlands means that any remaining wetlands provide important habitat and need to be protected and in some cases rehabilitated.

There are also numerous reefs and shallow rocky outcrops that provide important habitats for a range of marine fauna, including the Jervis Bay Marine Park.

### 4.9.3 Water and Coast

The City has two major river systems in the Shoalhaven and Clyde Rivers, a major coastal Bay (Jervis Bay) and numerous coastal lakes and estuaries, and extensive natural waterways, freshwater rivers and estuarine lake systems support some of our most sensitive ecosystems. At 170 kilometres, the coastline of the City is the longest of any local government area in NSW. The coast is diverse in its character, with major estuaries, many

coastal lakes, long wild beaches and small pocket beaches, extensive coastal dune systems, towering sandstone headlands and rugged bluffs.

The coastal zone provides significant environmental values for Shoalhaven, and in particular features sensitive estuarine and littoral environments as well as being the point at which conflicts between the use of the catchment and its downstream effects generally occur. Sensitive coastal locations include wetlands, coastal dune systems, coastal heaths, littoral rainforests and land/water interfaces (rock platforms, intertidal areas), which are all recognised or protected via State planning controls.

The majority of Shoalhaven water catchments have been rated 'good' to 'excellent' using the water quality index. This indicates that overall catchments within Shoalhaven are of a good standard. However, a small number are only rated as 'medium'. This appears to mainly be due to the prevailing drought conditions during the summer of the reporting period and the substantial rain that followed.

Soil erosion and sedimentation have been identified as major environmental problems that contribute to poor water quality by increasing turbidity and nutrient levels that can lead to nuisance algal growth and eutrophication.

#### **4.9.4 Protection and Management**

Much of the area of the City (64%) is in public ownership - Crown Land makes up 7%, State Forest 11% and National Park a further 46% - providing a significant protected habitat for flora and fauna. When combined with the diverse habitats of the string of beaches, estuaries, wetlands and lakes along the coast, this makes the area important for both biodiversity and wildlife purposes, as well as commercially for recreational and fishing opportunities.

One of the major challenges in the protection of environmental values in Shoalhaven remains the application of environmental protection systems, beyond the sensitive environments of National Parks and reserves, to protect those habitats, species and communities outside the publicly owned land and reserve system, particularly in areas suitable for development.

#### **4.9.5 Heritage**

The cultural heritage of Shoalhaven contains items of National, State and Local significance.

Items of local significance include Cambewarra Lookout, *Quercus virginiana* American live oak and Australian red cedars in Berry, World War 2 flying boat base at St Georges Basin and Cambewarra Union Church. The Shoalhaven Heritage Study identified a number of Heritage Conservation Areas.

Pastoral and Natural Landscapes. Site specific DCP's provide local heritage protection to some locations.

#### **4.9.6 Natural Hazards**

The most significant environmental hazards faced within Shoalhaven come from flooding, bushfire, acid soils and the effect of coastal processes on tidal/wave inundation or land stability.

Council has undertaken a number of flood studies and flood management plans in the northern part the Council area and is progressing now to the southern areas of the City. Because of historical development, a number of towns and villages in the City are significantly flood-prone, for example parts of Greenwell Point and Sussex Inlet. Sea level rise will increase flood risks near the coast. Current criteria used in the design of floodplain infrastructure will need to be assessed to accommodate projected increases in rainfall intensities, runoff volumes and flood levels.

Bushfire also has an effect on settlement processes. Higher temperatures and changes to rainfall patterns will more than likely lead to increased fire frequency in the long term. Unlike Flooding, bushfire issues can generally be managed more effectively during planning processes. During the 2001 bushfires a number of places within the City were isolated as access roads were cut. While the holiday season exacerbates the issue, the planning for large new urban areas should always consider the importance of multiple access points to urban areas.

Using the State Government Guideline: *Planning for Bushfire Protection*, the extent of the City that has been classified as bushfire prone is extensive, including many of the dispersed towns and villages. The expansion of many of these towns and villages will not be possible without extensive clearing of natural bushland to reduce or mitigate bushfire risks.

Acid sulphate soils, are found in coastal locations and pose a significant problem for water quality and preservation of fisheries habitat. The northern part of the City, particularly around the entrance to and tributaries of the Shoalhaven River has been identified as a particular hot spot for acidic soils. In some cases the risks in developing on low level acid soils can be overcome through design controls and construction management. In other cases the extent of the acidity is such that no development can be contemplated without risking acid release.

Coastal processes such as wave inundation and coastal instability are another significant environmental hazard. Council has commissioned research into the level of risk that is experienced along its extensive coast lines. Particular hotspots for wave inundation have been identified along the coast, particularly in places built close to the beachfront. In some of these places, for example Culburra Beach and Callala Beach, the Council has identified particular planning controls and building lines. Coastal instability has been identified in a number of places in the south of the City, particularly on the rocky headlands between beaches. Restrictions on additional coastal frontage development will need to be considered in some locations.

Predicted changes to global and regional climate are expected to have significant impacts on sea levels and rainfall intensities. An increase in extreme weather events is likely to lead to more storm damage, flash flooding, strains on sewerage and drainage systems, greater insurance losses and possible black-outs. Storms are virtually certain to increase coastal inundation and erosion in settlements near estuaries and beaches. Storm damage to infrastructure including buildings, transport, communications, power and water could lead to settlement isolation and dysfunction.

## 4.10 Challenges

- The interaction of concentrated human activities in our towns and villages with nearby sensitive water bodies and natural environments is finely balanced. Natural areas on the coast are under pressure and are facing habitat degradation and fragmentation resulting from urban development and tourism.
- Population growth and the resulting demand for new housing and employment lands will increase pressure on biodiversity, water supply catchments, soils, riparian corridors, water bodies, estuaries, natural areas (e.g. National Parks) and other natural assets.

- Protecting and managing water quality will be particularly important. Land use and population increase can affect the quality and quantity of stormwater runoff generated by the catchments. Predicted changes to the seasonality and intensity of rainfall will put pressure on the capacity of current stormwater systems and other infrastructure.
- Improved protection and enhancement of natural environments, including biodiversity, coastal lakes and estuaries and landscape values.
- Improved understanding of aboriginal cultural heritage values and incorporating this information within land use planning and natural resource processes.
- Ensuring sustainable management and access to natural resources and protection of rural landscapes from increased settlement.

Better understanding and management of natural hazards, namely flooding, coastal erosion and inundation, land instability, bushfire hazard and acid sulphate soil.

- Managing and responding to the impacts and effects of climate change.
- Increased pressure on rural landscapes creating potential land use conflicts with traditional agricultural practices with rural land increasingly valued for residential purposes rather than for agriculture.
- Managing sea level rise and natural hazard risks.
- While large areas of the City are protected, there are still sensitive environments (and the links between these environments) that are not protected. Many vegetation communities, endangered ecological communities, threatened species and wildlife corridors are located on private land and require protection.
- The extensive borders between protected areas (National Parks and Marine Parks) and natural areas and surrounding lands require special attention and management to minimise negative environmental impacts and help enhance the natural and cultural values of protected lands. Particular attention is required to urban interface issues.
- Protection of new and existing settlement areas from the risks posed by natural events presents a major challenge. In some cases certain use and development of land may not be possible or will be seriously constrained, and in other cases on-going private and community management regimes may be required.

## 4.11 Opportunities

There is an opportunity to:

- Recognise the ecosystem services provided by our natural areas and promote their tourism and other economic benefits, including the potential for ecotourism and research within Shoalhaven.  
Foster and facilitate opportunities for landowners to work together to improve environmental outcomes, and promote indigenous input into environmental planning and management decisions.
- Ensure planning instruments and complementary urban design frameworks and master plans consistently reference core ESD principles, components, standards and outcomes.

Develop a comprehensive Environmental Management Plan, and consideration of an 'environment levy' dedicated to funding key initiatives, has been embraced by many local government authorities.

- Council is already active in the implementation of waste hierarchy priorities – with environmental, financial and leadership returns – and should at least continue to promote and facilitate the “Three R’s” (reduce-reuse-recycle) through its waste management operations and community education programs.
- Continue to develop and maintain its strong cooperative and coordination arrangements with Federal and State Emergency Management Agencies and volunteer bodies.

## 4.12 Strategic Directions - Environment

The strategic directions that will guide Council's response to the challenges and opportunities listed above are as follows.

No.	Strategic Direction
<b>EN.1</b>	Ensure that the natural ecological and biological environments of Shoalhaven are protected and valued
<b>EN.2</b>	Implement land use and related strategies for future growth of the City
<b>EN.3</b>	Manage community exposure to natural hazards and resulting risks
<b>EN.4</b>	Create urban environments that meet community needs
<b>EN.5</b>	Ensure natural assets (aquatic and terrestrial) are identified and protected through the land use planning process
<b>EN.6</b>	Restrict the fragmentation of rural land beyond identified lifestyle areas
<b>EN.7</b>	Enhance the water quality of the City's lakes, rivers and estuaries through careful management of land use activities
<b>EN.8</b>	Ensure the values and functions of riparian corridors and coastal wetlands are protected
<b>EN.9</b>	Ensure urban development is located away from areas that are important for conservation
<b>EN.10</b>	Protect and encourage the enhancement of the City's significant natural areas including areas of national, regional and local biodiversity significance
<b>EN.11</b>	Develop a local and regional approach to air quality management

Note: It is expected that in the second version of the GMS these strategic directions will be implemented through the development of strategic actions.

# MANAGING GROWTH THROUGH EXISTING DIRECTIONS

*This section of the GMS draws together the existing structure plans and settlement strategies which have been completed for the City. These include the:*

- *Nowra-Bomaderry Structure Plan*
- *Milton-Ulladulla Structure Plan*
- *Sussex Inlet Settlement Strategy*
- *Jervis Bay Settlement Strategy*

*This section provides a summary of the key content of the documents including the growth potential of the settlements, the projected housing supply that will be met and the key strategic outcomes and actions.*

## Section 5 **Managing Growth Through Existing Directions**

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### 5.1 **Nowra Bomaderry Structure Plan**

#### 5.1.1 **What area is covered by this Strategy?**

The Nowra-Bomaderry Structure Plan was completed by Council in 2006 and endorsed by the State Government in 2008. It applies to all land within the Nowra Bomaderry Area including the following existing settlements:

- Nowra
- Bomaderry
- Cambewarra
- North Nowra
- Terara

#### 5.1.2 **What is the Growth Potential for Settlements covered by the Structure Plan?**

The growth potential for the settlements covered by the Nowra-Bomaderry Structure Plan are:

##### **Nowra**

##### **Constraints**

- Terara Swamp constrains land to the east.
- Shoalhaven River defines the northern boundary of Nowra.
- Steep, vegetated land and Nowra Creek form the western boundary.
- Heavy reliance on the Princes Highway and single river crossing can cause traffic congestion.
- The town centre (or CBD) is split by the Princes Highway.

##### **Growth Potential**

- Existing regional employment and retail centre, with access to regional services including a hospital and university campus.
  - It is well served by an existing transport network, with regional and local roads and public transport (buses).
  - Situated on the southern bank of the Shoalhaven River, is within convenient walking distance from Nowra CBD. The Rivers edge is part of a valuable open space network.
  - Potential for urban housing renewal in proximity to the centre of town.
  - Existing streetscapes are of high quality and provide views to the escarpment. The grid street pattern provides convenient access and legibility.
  - Industrial land exists (and could be expanded) in South Nowra to provide employment opportunities and further services for residents.
-

## **Bomaderry**

### **Constraints**

- Location of a number of land uses in close proximity can lead to conflicts over operational requirements.
- Proximity to intermittent odour producing activities – sewerage treatment plant, industrial waste water facilities.
- Uncertainty of maintaining long term passenger train services.
- Shoalhaven River and flood prone land to the north and east.

### **Growth Potential**

- Has a diversity of economic activities providing employment including offices and shopping centres at Meroo Street and Lyndhurst Drive, trade areas on the Princes Highway and Bolong Road, industrial areas east of the South Coast Railway Line and along Bolong Road, retail along the Princes Highway and schools.
- A unique location for industrial land alongside the Shoalhaven River with access to the railway line.
- The area is well served by transport infrastructure. The Bomaderry Railway Station is a transport node for rail and bus for tourists, local residents and commuters. The Princes Highway provides road access to regional and local destinations. An existing road hierarchy provides for local access.
- Potential for urban housing renewal (and diversity of housing types) in close proximity to Meroo Street shopping centre. The existing subdivision pattern and grid street layout west of the shopping centre is suited to medium density redevelopment. Range of Community facilities such as open space and schools exist.

## **Cambewarra**

### **Growth Potential**

Will remain a discrete village in a rural landscape. The existing village character will be retained and no further expansion of the village is proposed. Infill and re-development will continue to occur within the village. The rural outlook to the east will be altered by a new living area, being Area 2 at Moss Vale Road South. Good Dog Creek and its associated riparian corridor will provide physical separation and a visual buffer between the two areas. A planted buffer is also provided between Area 2 and Main Road, which is the main approach to the village.

## **North Nowra**

### **Constraints**

Illaroo Road provides the only vehicle access between North Nowra and the Princes Highway. The intersection of Illaroo Road and Princes Highway is an identified issue. Native vegetation and bushfire risk issues on the urban edge.

### **Growth Potential**

- Proximity to Nowra CBD provides access to a wide range of retail and commercial services.
- An existing neighbourhood shopping centre, centrally located on the corner of Illaroo Road and McMahons Road.

- Proximity to open space and recreation facilities (passive and active) including the northern bank of the Shoalhaven River.
- Potential for housing renewal in keeping with the existing character of the neighbourhood.
- Established native vegetation provides a valuable contribution to the neighbourhood's identity, with well-planted streets and views to bushland surrounds.

## Terara

### Growth Potential

Terara will be retained as a small village. The location of the village on the floodplain of the Shoalhaven River, with flood prone agricultural land surrounding the village and the Shoalhaven River immediately to the north provide significant environmental constraints to further expansion of Terara. Terara is a historic village and is an important component of the history of Shoalhaven, thus the heritage character will be maintained.

### 5.1.3 What is the projected housing supply that will be provided through the Nowra Bomaderry Structure Plan?

The Nowra Bomaderry Structure Plan identifies seven new living areas for future development. The estimated development capacities for these areas are as follows:

**Table 18 Projected Housing Supply – Nowra/Bomaderry**

New Living Area	No. of Detached Dwellings	No. of Medium Density Dwellings	Rounded Total Dwellings
Mundamia ( Area 5)	612	153	765
Worrigeer ( Area 7)	442	23	465
Moss Vale Road South	809	143	950
Moss Vale Road South – Special Medium Density Area	0	160	160
Cabbage Tree Lane (Area 6)	1639	289	1930
Bangalee Road West (Area 3)	277	31	310
Crams Road (Area 4)	317	35	350
Moss vale Road North (Area 1)	1754	309	2065
Bamarang (Area 8)	1921	213	2130
Meroo Meadow (Area 9)	1555	173	1730
Totals	9325	1530	10855

**Source: Nowra Bomaderry Structure Plan**

### 5.1.4 Strategic Outcomes and Planning Directions for Nowra Bomaderry Structure Plan Area

Three primary goals have been identified as the basis for the future development and conservation of the area:

- Sustainable Living.
- Economic Vitality.
- Community Wellbeing.

The structure plan includes principles to guide the development of the area towards these goals.

The structure plan provides for Nowra to remain the primary urban centre within the region, accommodating much of Shoalhaven's predicted growth. The structure plan makes provision for:

- Living Areas: Consolidating existing urban areas and identifying new neighbourhoods.
- Conservation Areas: Protecting threatened species and vegetation communities, providing riparian corridors and habitat linkages.
- Employment Areas: Supporting existing retail centres, developing new neighbourhood centres and identifying future industrial land.
- Community Facilities: Providing for new primary and high schools and identifying future recreation and community facility provision.
- Transport: Identifying a western bypass road and district road network.
- Urban Infrastructure: Providing for new infrastructure to service new neighbourhoods.
- Implementation: Proposing an indicative implementation phasing sequence.

### 5.1.5 Strategic Outcomes

The Strategic outcomes of the Nowra Bomaderry Structure plan are;

#### **Residential**

Strategic directions are provided for both existing and new residential living areas. The structure plan seeks to balance the establishment of new living areas with the need to revitalise and, where appropriate, restructure existing neighbourhoods.

This is consistent with State Government Policy which advocates the promotion and establishment of a range of dwelling types and living opportunities.

The structure plan identifies seven new living areas for potential future development. It is envisaged that existing site characteristics and landscape features will form the basis of the new living areas.

#### **Environmental**

The conservation strategy component of the structure plan aims to identify the natural values of Nowra Bomaderry and the best ways to protect these values in line with principles of ecologically sustainable development. The primary goal of the Conservation Strategy is the protection and restoration of biodiversity, ecological integrity and natural capital throughout the Nowra Bomaderry district.

#### **Commercial /Employment**

The structure plan aims to maintain and enhance the commercial role of the Nowra Central Business District as a major Sub-Regional Centre and to expand employment opportunities and economic diversification. The draft structure plan will achieve this by supporting existing retail centres, developing new neighbourhood centres and identifying future industrial land.

## **Community**

The structure plan has the following objectives for community facilities and services:

- Make adequate provision in accessible areas for a range of community services and facilities which are appropriately located and designed to meet the changing needs of the community, and co-locate facilities where appropriate.
- Enable government and non-government agencies to acquire sufficient and appropriate sites for the timely and appropriate provision of community facilities.
- Provide sites for emergency services which are within response times for their service areas.

The two types of community facilities that are fundamental to structure planning are: schools and open space/recreation facilities. This is because they provide a focus for neighbourhood design. As such these are also a focus for the plan.

## **Transport and Accessibility**

The structure plan recognises that the major area of concern of the Nowra Bomaderry road network is the Princes Highway and its many intersections with designated regional roads, collector roads and local roads. Road safety and capacity issues are recognised and major short, medium and long term projects to improve the transport system are identified and discussed in the draft structure plan, including public transport and pedestrian/ cycle pathway options.

## **Desired Urban Form and Character**

This strategy identifies seven new living areas for future development. Existing characteristics and landscape features form the basis from which the character of each neighbourhood will be developed. Future subdivision and development of the new living areas will achieve the goals and objectives of this plan and are guided by design principles.

## **Infrastructure**

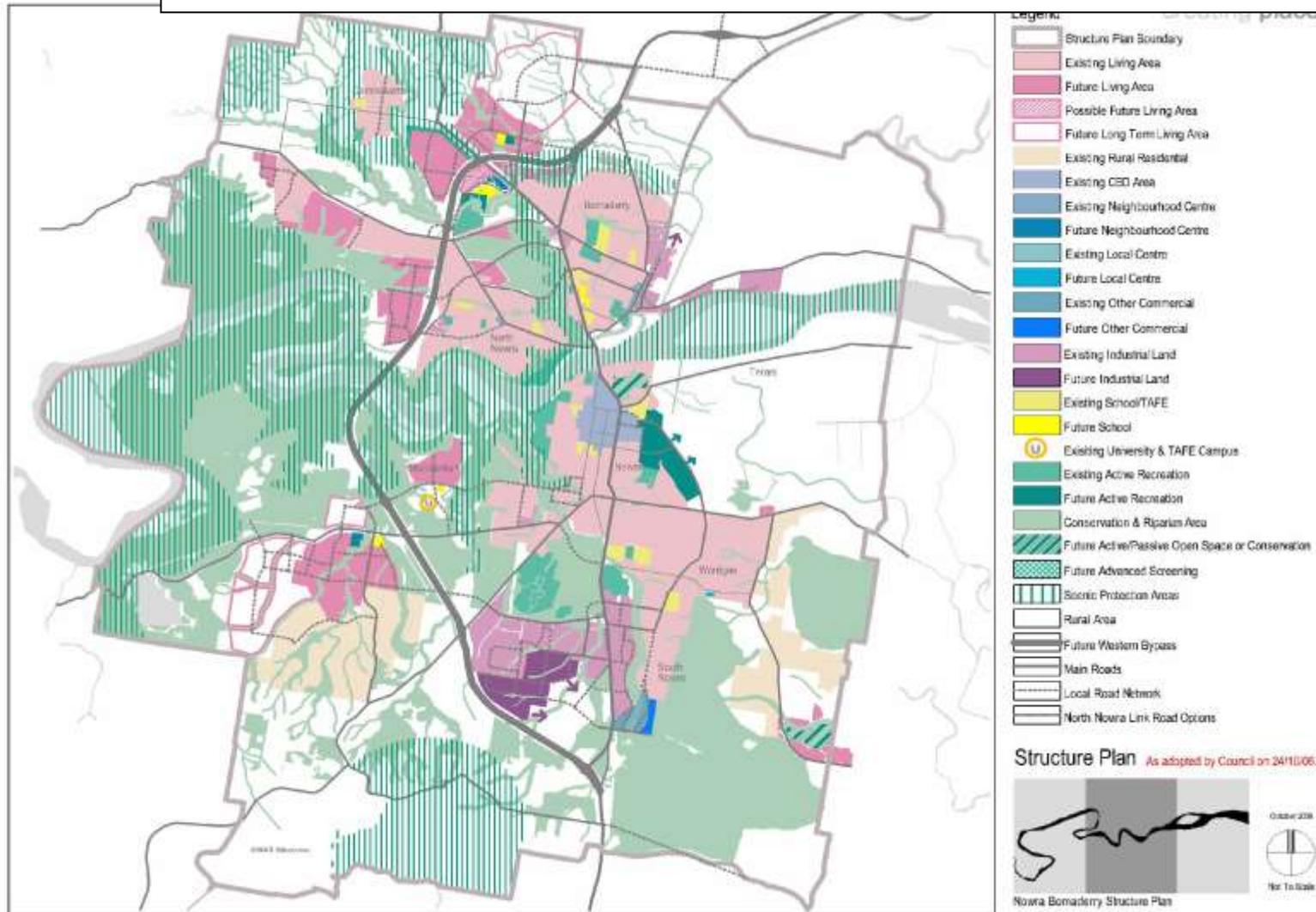
The structure plan addresses the provision of future infrastructure and urban services whilst seeking to ensure that the amenity of surrounding living areas is not unacceptably affected by the operation of urban infrastructure, particularly in terms of noise and visual impact. Such infrastructure and urban services includes water supply, waste water, garbage disposal, energy (gas, electricity etc.) and communications.

## **Major Implementation Activities**

The future development of Nowra Bomaderry will be phased to meet the needs of the community in a manner that is economically and environmentally efficient and sustainable. The development of new living areas will be staged in order to capitalise on the pattern and form of the existing urban fabric and to avoid prematurely crossing infrastructure cost thresholds.

The structure plan will provide the strategic direction upon which a new statutory instrument will be based. This will involve the translation of the draft structure plan into a Local Environmental Plan. By this means, each parcel of land will have defined planning controls through zoning and other related provisions applied to that parcel.

Disclaimer- This plan was prepared by Council in 2006, it remains the adopted plan of Council. Since this time a number of investigations on the identified future living areas have occurred. This has resulted in a reduction in the development potential of some of this land. It is recommended that specific advice is received directly from Council in this regard on 44293555.



## 5.2 Jervis Bay Settlement Strategy

### 5.2.1 What area is covered by the Strategy?

The Jervis Bay Settlement Strategy was completed in 2003 and covers the following towns and villages within the Jervis Bay and St. Georges Basin region:

- Culburra Beach (southern part).
- Currarong.
- Callala Bay.
- Callala Beach.
- Myola.
- Huskisson.
- Woollamia.
- Vincentia.
- Hyams Beach.
- Tomerong.
- Erowal Bay.
- Old Erowal Bay.
- Wrights Beach.
- Sanctuary Point.
- St. Georges Basin.
- Basin View.

There are a number of other settlement areas that occur outside of the existing towns and villages listed above, including the rural residential areas at Woollamia/Falls Creek, Tomerong and Basin View.

### 5.2.2 What is the Growth Potential for Settlements covered by the Settlement Strategy?

The growth potential for the settlements covered by the Jervis Bay Settlement Strategy is detailed in Table 13 below.

**Table 20 Growth Potential Jervis Bay Settlement Strategy**

Settlement	Constraints	Growth Potential
Currarong	Surrounded National Park and Beecroft Peninsular Naval Firing Range	No outward expansion Infill development only
Callala Beach	Surrounded north and northwest by wetlands/low-lying flood liable land, and to the west by National Park and to the south by Jervis Bay	No outward expansion Infill development only
Myola	Located on the edge of Currumbene Creek, it is relatively remote from adjoining settlements and surrounded by National Park	No outward expansion Infill development only
Woollamia	No reticulated sewerage, low-lying flood liable land and native vegetation	No outward expansion Infill development only
Huskisson	Surrounded by National Park and Jervis Bay	No outward expansion Infill development only
Vincentia	Surrounded by National Park, areas of National Park and Jervis Bay	No outward expansion Infill development only
Hyams Beach	Surrounded by National Park, areas of National Parks, and Jervis Bay	No outward expansion Infill development only

Wrights Beach	Surrounded by National Park and St Georges Basin	No outward expansion Infill development only
Basin View	Surrounded by Corramy State Recreation Area and St Georges Basin	No outward expansion Infill development only
Erowal Bay	Surrounded by National Park and environmentally sensitive land.	No outward expansion Infill development only
	The settlements of Old Erowal Bay, Tomerong and Falls Creek were not considered suitable for expansion because of their size, servicing issues, lack of opportunities and relationship to the proposed settlement hierarchy for the Region.	No outward expansion Infill development only
Culburra Beach	Land within the catchment of Lake Wollumboola is included in this Strategy. There is a large parcel of undeveloped land immediately to the west of Culburra Beach that is zoned for residential development under the Shoalhaven LEP 1985. It was previously estimated that this area could provide for an additional 3,200 dwellings in the Culburra Beach locality. The Inquiry into NSW Coastal Lakes undertaken by the Healthy Rivers Commission (2002) recommended that any new urban development within the catchment of Lake Wollumboola be limited to within the existing boundaries of developed areas.	Opportunities for expansion limited by the Inquiry into NSW Coastal Lakes undertaken by the Healthy Rivers Commission (2002). This has recommended that any new urban development within the catchment of Lake Wollumboola be limited to within the existing boundaries of developed areas. <b>Note:</b> State Government's Sensitive Urban Lands Review that was completed in 2006 as part of the preparation of the South Coast Regional Strategy included recommendations on the future development of this area.
Callala Bay	Approximately 35 hectares of land to the north and west of the town has been nominated for potential urban expansion (see Map 10A). The lot and dwelling yield in this locality will ultimately be determined following the outcomes of detailed investigation into site constraints and design issues undertaken at the rezoning stage. Callala Bay is constrained to the south and east by Jervis Bay, and to the south-west by a substantial wetland and low-lying flood liable land. The land to the north is heavily vegetated, and has a wetland on the eastern side.	Opportunity for expansion within identified constraints Callala Bay is constrained to the south and east by Jervis Bay, and to the south-west by a substantial wetland and low-lying flood liable land. The land to the north is heavily vegetated, and has a wetland on the eastern side.
St Georges Basin-Sanctuary Point	St Georges Basin-Sanctuary Point is the largest urban area in the Region, The location of the existing St Georges Basin Sewage Treatment Plant reinforces the town's boundary, as does the existing naturally vegetated area referred to in the Jervis Bay REP as an area of "disturbed habitat and vegetation".	Opportunity for expansion within the limits of constraints which include St Georges Basin to the south

	<p>Approximately 34.4 hectares of land between the existing residential zoned area and the bypass alignment is currently zoned rural, and has been nominated for urban development. This area could potentially provide for up to 344 lots. Detailed assessment is necessary to determine the capability of the land and its actual lot and dwelling yield. Is constrained to the south by St Georges Basin and existing disturbed habitat and vegetation areas.</p>	
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### 5.2.3 Strategic Outcomes and Planning Directions

The Settlement Strategy contains the following vision for the Jervis Bay Region:

“To maintain and enhance the marine, estuarine and natural resources by providing balanced future living and visiting opportunities which are environmentally, socially and economically sustainable.”

The Strategy seeks to achieve this vision by following the principles of Ecologically Sustainable Development (ESD) and ongoing consultation with the community as part of the planning processes for new settlement in the Region. The Strategy contains important Growth Management Principles that reflect the sensitivity of the Region and focus on achieving ecologically sustainable outcomes when planning and considering development.

The Objectives and Actions identified in the Strategy relate to a broad range of environmental, economic and social considerations. Specific objectives also relate to the constraints that limit the ability for growth to occur within specified areas.

### 5.2.4 Strategic Outcomes

#### Residential Development

**Culburra Beach** - review the planning controls for the existing urban expansion area in light of the Commission of Inquiry and Ministerial decision on the proposed Long Bow Point subdivision.

**Callala Bay** - investigate possible expansion to the west and resolve the existing small lot rural subdivision in association with any rezoning.

**St Georges Basin/Sanctuary Point** – investigate expansion of the urban-zoned area to the St Georges Basin Bypass, consistent with the Jervis Bay REP.

**Jervis Bay District Centre** – Bayswood development has commenced within the land identified for the Jervis Bay District Centre. At this point in time development is predominately residential housing with the plan for shopping centre, library and child care facilities to be provided as part of this development in the future.

## **Urban Renewal**

**Huskisson** - promote as the gateway to the Jervis Bay Region by providing a range of integrated housing opportunities for both tourist accommodation and permanent living, through a combination of urban consolidation and higher densities.

**Rural Residential Deferred Areas** - the potential for the existing rural residential deferred areas at Woollamia/Falls Creek, Tomerong and Basin View to accommodate increased densities will be investigated and resolved.

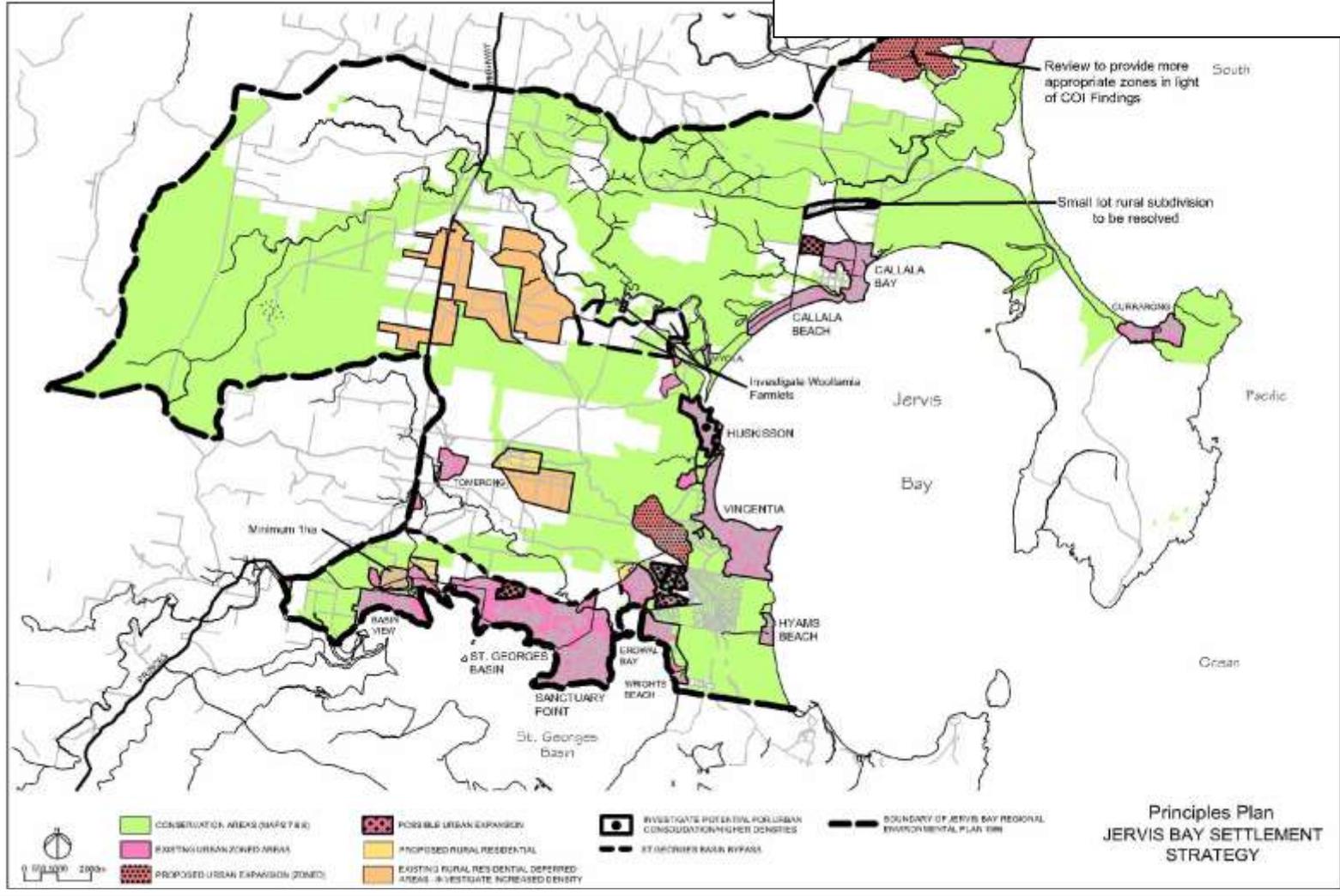
## **Major Implementation Activities**

Council and the State Government will continue to work together to implement the Strategy. The various Objectives, Actions and implementation responsibilities may, where necessary, dictate the nature and time of the detailed investigations and other work that result from the Strategy. For example a detailed environmental study and draft LEP will need to be prepared in accordance with the provisions of the Environmental Planning & Assessment Act 1979 before any land that is not currently zoned for development but identified in the Strategy is considered for rezoning to residential use.

Opportunities for public involvement will continue through the rezoning and other detailed processes that follow the release of the Strategy. Council and the State Government will also ensure that the Strategy is appropriately monitored and reviewed through time to ensure that it responds to new information and adopts an adaptive approach to continued settlement in the Region. The Strategy sets out arrangements to coordinate and monitor the progress and implementation of this document into the future.

**Map 2 Jervis Bay Settlement Strategy**

Disclaimer – This plan was prepared by Council in 2003 and it remains the adopted plan of Council. Since adoption a number of investigations of the small lot rural subdivisions identified on this map have been undertaken. Heritage Estates no longer has any development potential and only parts of Jerberra and Nebraska Estates have some development potential. This map cannot be relied upon for current accuracy. It is recommended that specific advice is received directly from Council in this regard on 44293555.



## 5.3 Sussex Inlet Settlement Strategy

### 5.3.1 What area does the Sussex Inlet Settlement Strategy Cover?

This Strategy was completed in 2007 and applies to the Sussex inlet area, including the settlements of

- Sussex Inlet.
- Berrara.
- Cudmirrah.
- Swan lake.

### 5.3.2 What is the Growth Potential for Settlements covered by the Sussex Inlet Settlement Strategy?

The growth potential for the settlements covered by the Sussex Inlet Settlement Strategy is detailed in table 22 below.

**Table 22 Growth Potential SISS**

Settlement	Constraints	Growth Potential
Swanhaven	Limited additional development incorporating bushfire perimeter roads consistent with the Crown land Assessment and the outcomes of the South Coast Sensitive Urban Lands Review	Limited growth
Cudmirrah	Limited additional development incorporating bushfire perimeter roads consistent with the Crown land Assessment and the outcomes of the South Coast Sensitive Urban Lands Review	Limited growth  <b>Note:</b> State Government's Sensitive Urban Lands Review that was completed in 2006 as part of the preparation of the South Coast Regional Strategy included recommendations on the future development of this area.
Berrara	Limited additional development incorporating bushfire perimeter roads consistent with the Crown land Assessment and the outcomes of the South Coast Sensitive Urban Lands Review	Limited growth

Settlement	Constraints	Growth Potential
Sussex Inlet	Water Quality Bushfire Flooding Coastal processes Native vegetation	Investigate residential development of two large land holding adjacent to the Badgee area and the existing nine hole golf course. Subject to an integrated and detailed environmental study process. This is subject to a separate Planning Proposal process which is currently underway.
Sussex Inlet cont.		<p><b>Note:</b> State Government's Sensitive Urban Lands Review that was completed in 2006 as part of the preparation of the South Coast Regional Strategy included recommendations on the future development of this area.</p> <p>Some limited infill development adjacent to established areas of Sussex Inlet, particularly in the southern areas of town</p> <p>Large rural lots fronting St Georges Basin-possibility of limited additional rural residential development, clustered in an appropriate location will be investigated.</p>

### 5.3.3 What is the purpose of the Strategy?

The purpose of the Strategy is to:

- Identify the level of residential and rural residential development that is sustainable based on recognised environmental constraints and consideration of social and economic issues;
- Establish sustainable development principles and actions to guide future development decisions;
- Identify appropriate locations of future settlement options, explore opportunities for urban consolidation and consider infrastructure needs and service levels for existing and projected population levels.

### 5.3.4 What are the Strategic Outcomes of the Strategy?

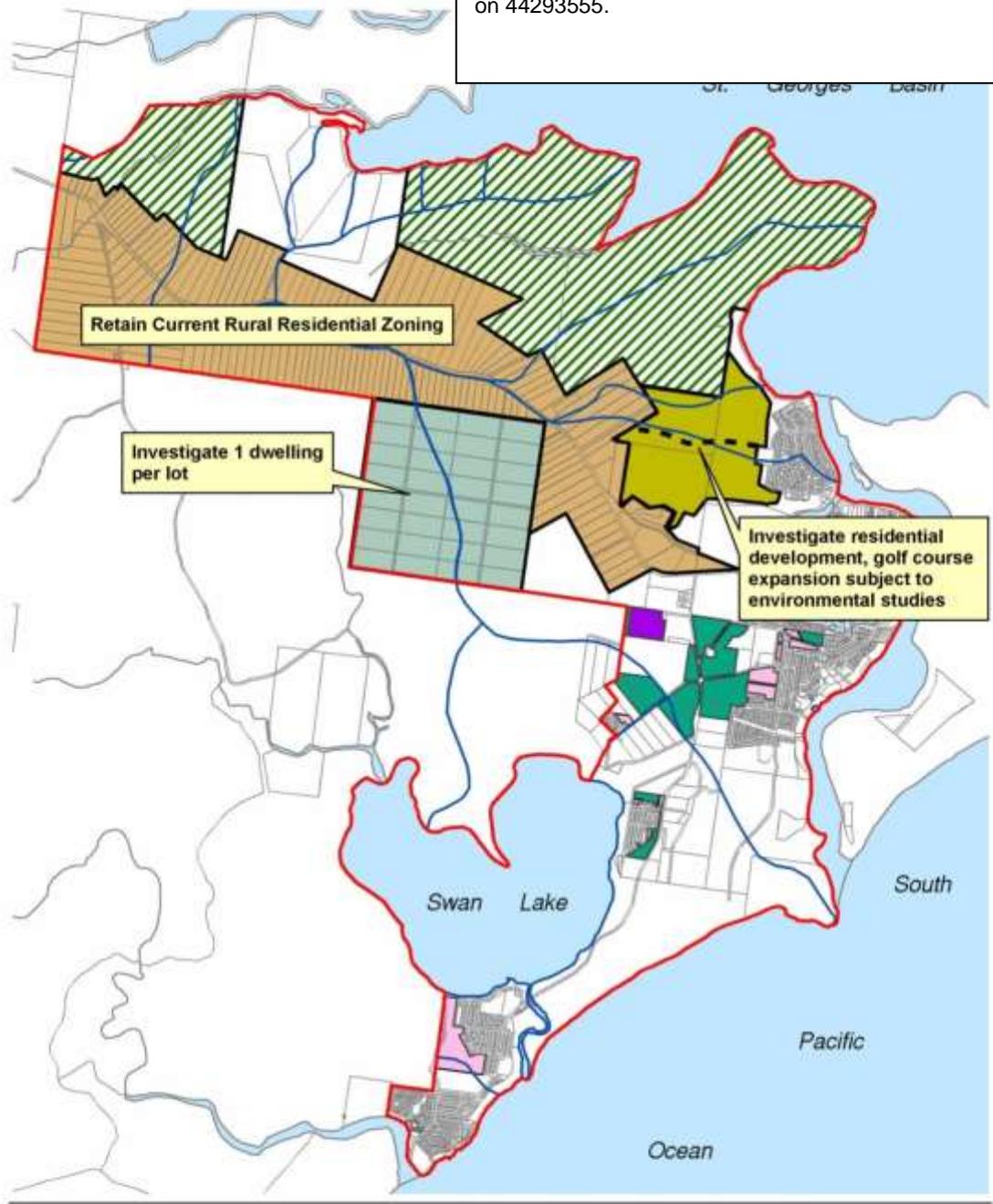
The strategic outcomes of the Sussex Inlet Settlement Strategy are detailed in table 23 provided below.

**Table 23 Strategic Outcomes SISS**

Residential	<p>Investigate residential development of two large landholdings adjacent to the Badgee area and the existing nine hole golf course, subject to an integrated and detailed environmental study process.</p> <p>Some limited infill development adjacent to established areas of Sussex Inlet, particularly in the southern areas of the town.</p> <p>Limited additional development at Swanhaven, Cudmirrah and Berrara, incorporating bushfire perimeter roads, consistent with the Crown Land Assessment and the outcomes of the South Coast Sensitive Urban Lands Review.</p> <p>Retain the current minimum lot size of 2 ha for the existing rural residential lots in the Millallen Farmlets area fronting Sussex Inlet Road.</p> <p>Large rural lots fronting St Georges Basin – possibility of limited additional rural residential development, clustered in an appropriate location, will be investigated.</p> <p>A large mixed used residential and commercial development- One Tree Bay has been proposed for land located on the north eastern tip of Sussex Inlet. This land is subject to rezoning investigations</p>
Environmental	<p>Investigate the potential for habitat corridors of an appropriate width and location to enhance the biodiversity values of the area as part of any rezoning investigations.</p> <p>Consider the need for water quality monitoring and baseline studies prior to any development of land in the Badgee investigation area &amp; Swan Lake catchments.</p> <p>Identification and protection of riparian areas within the settlement investigation areas.</p> <p>Appropriate public land dedication and environment protection zoning of parts of the large lots fronting St Georges Basin in association with development opportunities outlined in this Strategy.</p>
Commercial /Employment	<p>Future development of a range of Crown Lands sites in accordance with the Crown Land Assessment, 2005.</p> <p>Additional opportunities for employment land and community facilities in Sussex Inlet.</p>
Community	<p>Future development of a range of Crown Lands sites in accordance with the Crown Land Assessment, 2005.</p> <p>Additional opportunities for employment land and community facilities in Sussex Inlet.</p>

### Map 3 Sussex Inlet Settlement Strategy

Disclaimer – This plan was prepared by Council in 2007, it remains the adopted plan of Council. Since adoption a number of investigations of the small lot rural subdivisions identified on this map have been undertaken. As a result some of the land at Verons Estate no longer has development potential and is no longer being investigated. This map cannot be relied upon for current accuracy. It is recommended that specific advice is received directly from Council in this regard on 44293555.



#### Sussex Inlet Settlement Investigation Areas



#### Legend

- Study Area
- Millallen Farmlets
- Badgee Investigation Area
- Verons Estate
- Large Rural Lots Fronting St. Georges Basin
- Crown Land - Proposed Residential
- Crown Land - Proposed Industrial
- Crown Land - Proposed Conservation
- Sub-Catchment Boundaries
- Flood Free Access Road

## 5.4 Milton Ulladulla Structure Plan

### 5.4.1 What area does the Milton Ulladulla Structure Plan cover?

The Structure Plan was completed in 1996 and covers the Milton Ulladulla area including the settlements of:

- Milton.
- Ulladulla.
- Mollymook / Mollymook Beach.
- Narrawallee.
- Kings Point.
- Dolphin Point.
- Burrill Lake.

### 5.4.2 What is the Growth Potential for Settlements covered by the Milton Ulladulla Structure Plan (MUSP)?

The growth potential of settlements covered by the Milton Ulladulla Structure Plan are detailed in table 24 provided below.

**Table 24 Growth Potential MUSP**

Settlement	Constraint	Growth Potential
Narrawallee	Impact on waterways (Garrads Lagoon), Bushfire Prone, Undulating Topography	Limited growth/ infill development
Burrill Lake	Flooding , Bushfire	Limited growth/infill development
Milton	The presence of the highway increased traffic and dissection of the village by the Highway  Increased development pressure from Ulladulla affecting scenic landscape quality	Additional Tourist development in the form of boutique hotels, heritage tourism. Potential new residential areas as long as clearly defined and separated from the highway by Milton farmland Town centre established as a heritage precinct reinforced by heritage colours, guesthouse, pavement cafes
Mollymook	Traffic Parking availability Coastal processes/ Sea level rise	Residential expansion through redevelopment at higher densities rather than through Greenfield development Tourism focus supporting the natural attributes of the locality

Settlement	Constraint	Growth Potential
Ulladulla	Traffic, View corridors , Height provisions	Active involvement of fishing fleet in tourism opportunities  Marina for recreational boating Extension of launch ramps and jetties  Harbour side enhancement and development  Expansion of residential areas and neighbourhood centres  Pedestrian enhancement opportunities  Highway Bypass  Redevelopment through increased densities
Kings Point	Water Quality Bushfire Flooding	Some development potential increased from village to larger village  Development of a village store and associated community facilities
Dolphin Point	Bushfire, Coastal Processes	Increased development on existing undeveloped residential zoned land  Additional tourist development near Lagoon Point

### 5.4.3 What are the Key Objectives / Vision of the Strategy?

Six principles were established to provide the foundation to the planning of the southern Shoalhaven and to the structure plan for Milton-Ulladulla in particular

*Principle 1: Keeping Our Lifestyle- Safeguarding the liveability of the district's villages, and facilitating the enjoyment of a relaxed, friendly and stimulating atmosphere*

Desired Outcomes:

- A clearly discernible settlement structure based on seven discrete villages of Milton, Narrawallee, Mollymook, Ulladulla, Kings Point, Burrill Lake and Dolphin Point.
- Maintenance of Ulladulla Harbour and CBD as the focal point of the district.

*Principle 2: Balancing Natural and Built Environments*

Desired Outcomes:

- Maintenance of the district's prime crop and pasture land, cultural landscape and agricultural base.
- Maintenance of significant vegetation communities and fauna habitats in the vicinity of Burrill Lake and Narrawallee.
- Maintenance of an open space system which separates urban villages and links the district's coastline, inland waterways, networks of creeks and ridge lines with major urban foci and other centres of community activity.

*Principle 3: Making Money Locally  
Desired Outcomes*

- Maintenance of the Ulladulla CBD as the commercial hub of the subregion.
- Development of an attractive business park as the enterprise centrepiece of the district.
- Development of community-based enterprise nodes.

*Principle 4: Sharing with Visitors  
Desired Outcomes*

- Smoothing out the peaks and troughs of Milton-Ulladulla’s seasonal visitor pattern by making the district a more attractive place in which to stay during shoulder and off-peak periods.
- Provision of built attractions, accommodation and support facilities which would encourage visitors to develop and empathy with the areas community and natural environment, causing them to stay more often, stay longer and spend more money.
- Increasing opportunities for tourism and hospitality development particularly larger space users.

*Principle 5: Moving Around the Area*

Desired Outcomes

- A primary road network based on the Princes Hwy and the Southern Link Road/Bypass.
- Pedestrian priority areas in Ulladulla CBD, Milton and Mollymook.
- A system of off-road networks linking the district’s centres of community activity and visitor attractions.

*Principle 6: Maintaining a Supportive and Co-operative Community*

Desired Outcomes

- Provision of community/retain centres in each urban village.
- Development of a formal meeting space associated with the Ulladulla Civic Centre.

### 5.4.4 What are the Strategic Outcomes of the Strategy?

The strategic outcomes of the Milton Ulladulla Structure Plan are provided in the summary table below.

**Table 25: Strategic Outcomes MUSP**

Theme	Strategic Outcomes
Residential	<ul style="list-style-type: none"> <li>▪ Identification of additional land for residential purposes, including land within the existing urban boundaries and also land on the fringe of the urban boundaries including land to the east of Kings Point, on the western fringe of Narrawallee, at Bishop Drive and to the west of Dolphin Point.</li> <li>▪ Providing distinct edges to Milton and Ulladulla</li> <li>▪ Identification of land within the existing urban boundaries suitable for medium density development.</li> <li>▪ Control on the permanent residential occupation of nominated tourist sites.</li> </ul>
Environmental	<ul style="list-style-type: none"> <li>▪ Protection of forested lands from Narrawallee Creek, west of to Matron Porter Drive through Environmental Protection Zones.</li> <li>▪ Protection of forested lands between Kings point and Ulladulla by Environment Protection zones</li> <li>▪ Adoption of lands of scenic importance surrounding Milton with appropriate Environmental Protection zone or Scenic Hatching</li> <li>▪ No new areas of rural lifestyle type zoning or large residential lots</li> </ul>

	proposed on the urban fringe.
Commercial /Employment	<ul style="list-style-type: none"> <li>▪ Identification of additional industrial land for expansion of the Blackburn Industrial Estate.</li> <li>▪ Commercial are of Ulladulla revised in accordance with the Structure Plan</li> <li>▪ Revision of the commercial centre of Milton.</li> <li>▪ To make provision for the development of urban land for the purpose of tourist facilities</li> <li>▪ Revision of zoning for the industrial area on the western side of the Princes Hwy at South Ulladulla</li> </ul>
Community	<ul style="list-style-type: none"> <li>▪ Definition of the West Ulladulla Sporting Complex as open space zone</li> <li>▪ Identification of a site for a technology park at the western end of Green Street</li> </ul>
Transport and Accessibility	<ul style="list-style-type: none"> <li>▪ Identification of the area required for the northern extension of Bishop Drive, through to Matron Porter Drive.</li> <li>▪ Definition of the boundary of the Milton Ulladulla Bypass.</li> <li>▪ Definition of the link road between the bypass north to Bishop Drive</li> </ul>
Desired Urban Form and Character	<ul style="list-style-type: none"> <li>▪ Confirmation of the heritage character of Milton by providing a distinct boundary to the western edge of the village and alteration of zoning on the southern side of the Princes Hwy to encourage the retention of early cottages</li> </ul>
Major Implementation	<ul style="list-style-type: none"> <li>▪ Ulladulla Sewerage Treatment Works</li> </ul>

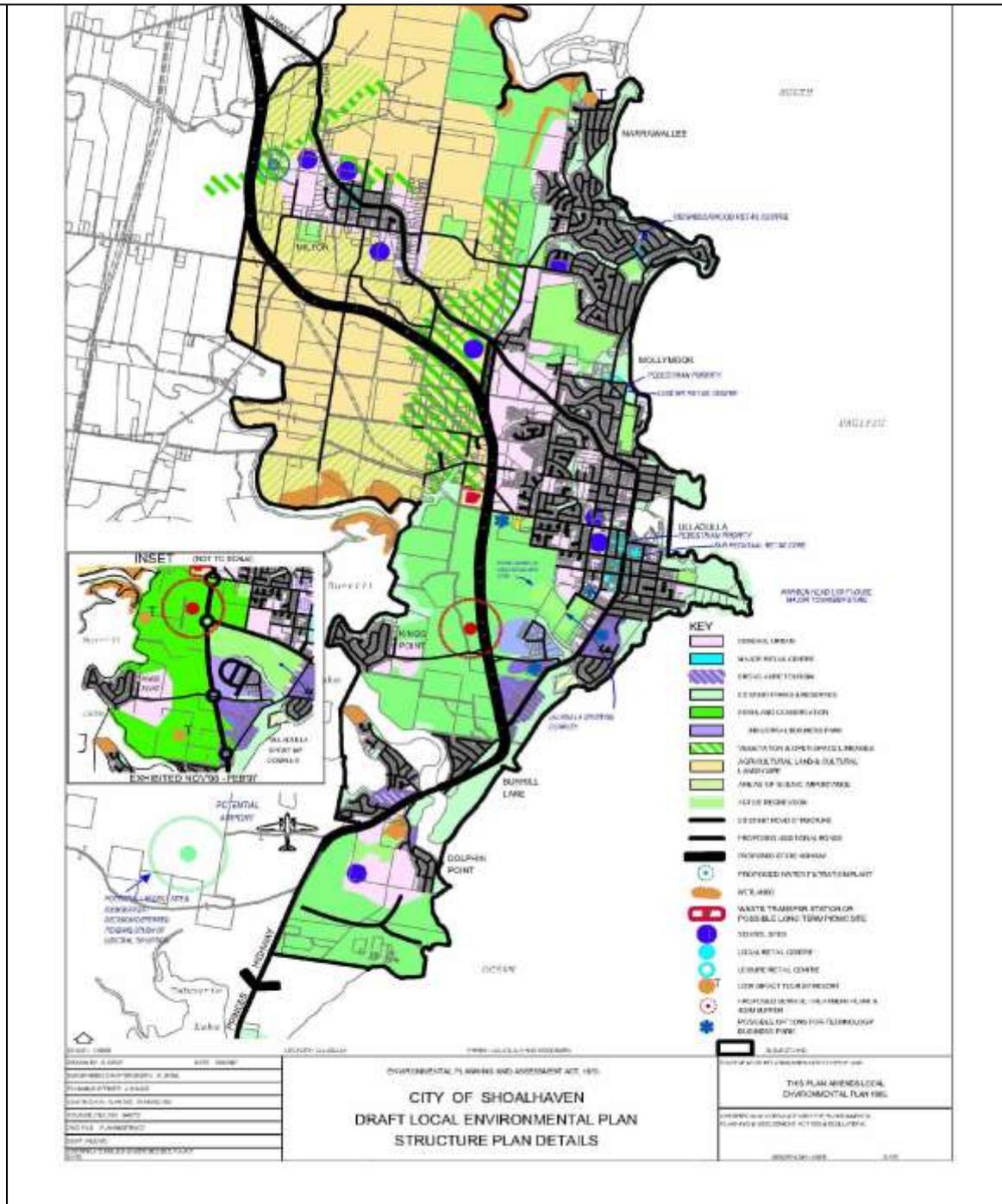
The development potential of the land identified within the Milton Ulladulla Structure Plan is as follows. This is a guide only and may not necessary represent the actual lot totals and development achieved in these locations.

Residential Area	Existing Vacant Lots	Potential Lots Zoned	Additional Potential Lots	Total Developable Lots
Narrawallee West	227	37	170	434
Mollymook West	115	614	59	788
Milton West	42	73	186	301
Ulladulla West	86	603	438	1127
Kings Point	100	20	470	590
Dolphin Point South	20	170	175	365
South Ulladulla	29	42	182	253
Ulladulla Urban Infill	173	131	99	403
Total	792	1690	1779	4261

Note: The Milton-Ulladulla Structure Plan resulted in a new LEP for the area that was gazetted in 2003 as Amendment No. 195 to Shoalhaven LEP 1985.

Disclaimer – This plan was prepared by Council in 1996, as result a number of the strategic outcomes are now outdated or have been completed through amendment No.195 to Shoalhaven LEP 1985. The content of this map and other related documentation cannot be relied upon for current accuracy. It is recommended that specific advice is received directly from Council in this regard on 44293555.

The recommendation to review and provide a more up to date plan for this area may be an outcome of consultations undertaken as part of Version 2 of the GMS



# DETERMINING A SETTLEMENT HIERARCHY

*This section of the GMS establishes a contemporary Settlement Hierarchy for the City based on size, function, urban form and social characteristics of the settlement (Adopted by Council in 2008).*



## Section 6 Determining a Settlement Hierarchy

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### 6.1 Determining a Settlement Hierarchy

The first step in determining or protecting the character of a place is to understand its role and relationship with other towns and villages. Formally establishing the relationships and roles of settlements is achieved through the creation of a settlement hierarchy which establishes an order of significance of urban areas.

Various strategic documents attempt to establish a settlement hierarchy for Shoalhaven at either a local or regional scale. The NSW Coastal Design Guidelines and the South Coast Regional Strategy identify the importance of hierarchies at a regional scale, to establish the current and future importance or role of each place within the region and the local area, and provide a framework for planning the distribution of population and infrastructure. Because Shoalhaven has such a dispersed settlement pattern, very high dwelling vacancy rate, and a variety of settlement landscapes (from rural to urban to coastal), the strict application of a hierarchy based on size or function alone is not appropriate. This Strategy establishes a hierarchy based on size, function, urban form and social characteristics of the settlement.

Establishing a settlement hierarchy assists in identifying the roles and characteristics of the Region's settlement areas, the way they relate to themselves, and how they relate to other settlements in the wider region and beyond. A settlement hierarchy also helps existing and prospective residents understand the current and likely levels of community service facilities and infrastructure, and each settlement's role in a regional context.

Council's current settlement policy is to have three major urban centres based in the north, centre and south of the local government area. These are Nowra-Bomaderry (the principal urban centre), Milton- Ulladulla, and the consolidation of a centre based on the existing centres of Jervis Bay and St Georges Basin, respectively.

The South Coast Regional Strategy prepared by the State Government has also designated those areas of the City which are classified as Major Regional Centres and Major Towns. These include Nowra Bomaderry as a Major regional Centre and Ulladulla, Vincentia as Major Towns and Sussex Inlet as a Town. It is these areas which the NSW Department of Planning & Infrastructure have indicated are to contain the majority of Shoalhaven's future growth, consistent with existing plans or strategies.

The Shoalhaven Housing Strategy (2006) reinforces the need for a clear hierarchy of centres, and discourages increased population growth in towns and villages of insufficient size to support basic services, particularly sewerage.

Strategic and community planning for the City has been based on the 5 planning areas. These planning areas provide a lead settlement and a surrounding periphery of settlements. The five planning areas correspond to the 5 key centres of the City including Nowra/Bomaderry, Culburra Beach, Jervis Bay / St. Georges Basin, Sussex Inlet and Milton/Ulladulla.

The 5 planning areas have been useful in enabling planning to occur on the basis of settlements linked because of economic function, service provision and to a lesser extent, geographical conditions. However, while the 5 planning areas provide clear administrative boundaries, they do not address two very important issues about how settlement patterns have developed in Shoalhaven. Firstly, the 5 planning areas do not recognise that a clear hierarchy of settlements exist in terms of the order in which goods and services are provided and the different economic catchments that exist for these various settlements. Secondly,

the 5 planning areas do not recognise the extent to which settlements in Shoalhaven are clustered together and the interactions that occur within these clusters.

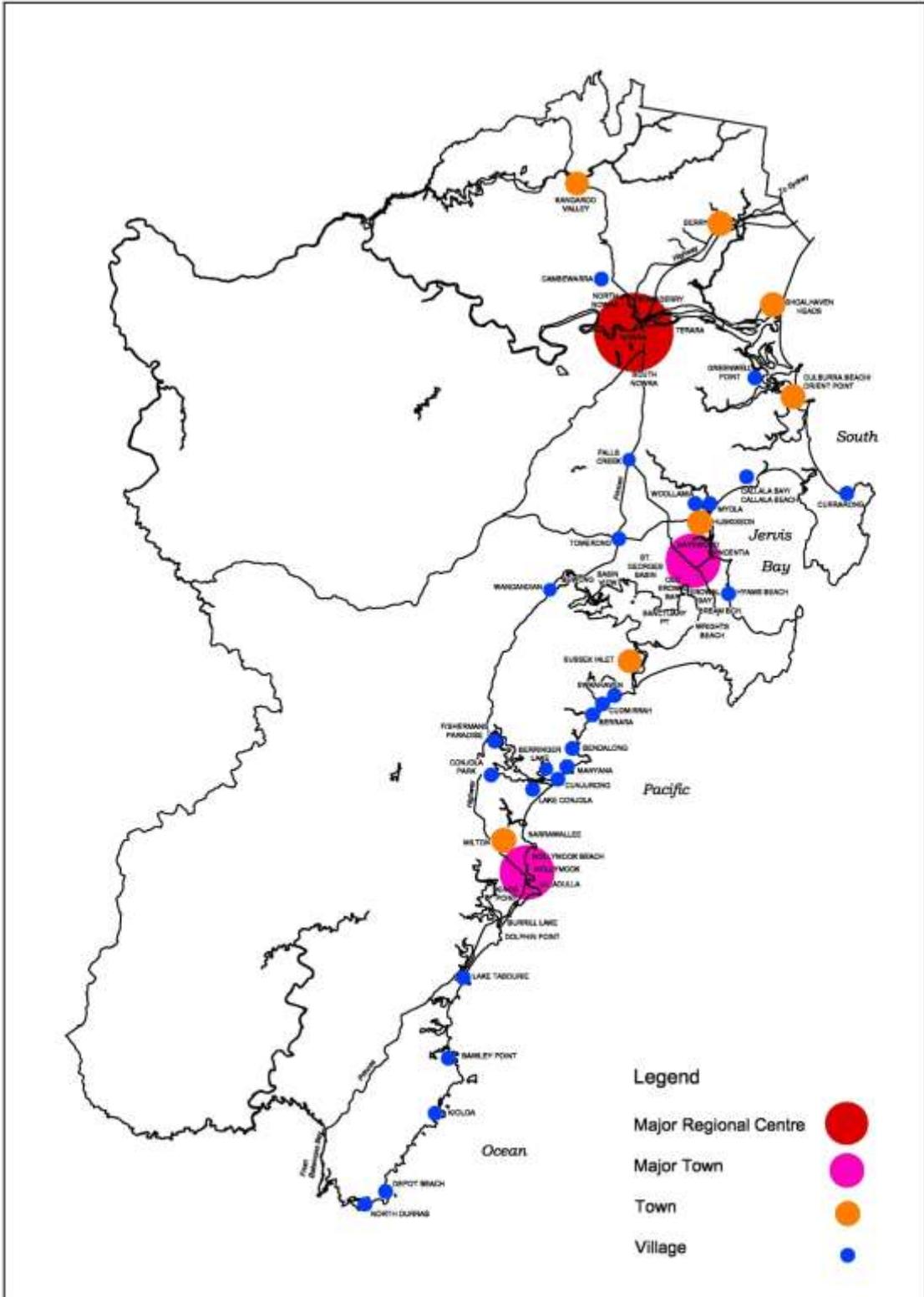
A hierarchy of settlements arises because the economic and administrative functions of some settlements exceed that of other settlements. Nowra-Bomaderry functions as the high order administrative and regional centre, followed by Ulladulla and then Sussex Inlet and Vincentia. The economic and administrative importance of a centre will often be influenced by its population and links to smaller centres.

## 6.2 Shoalhaven Settlement Hierarchy

Settlement Type	Settlement Name	Attributes	Growth Considerations
Major Regional Centre	Nowra-Bomaderry	<ul style="list-style-type: none"> <li>• Regional service centre</li> <li>• Range of urban environments within a series of suburbs (eg North Nowra, Nowra, Worrigee etc)</li> <li>• Very low vacant dwelling rate</li> <li>• High population with lower median age</li> <li>• Higher range of services and commercial activities</li> <li>• Administrative service centre for government</li> <li>• Focus for employment activity and employment lands</li> </ul>	<ul style="list-style-type: none"> <li>• Development must emphasise role as a regional centre</li> <li>• Urban form needs to be managed to connect suburbs</li> <li>• New housing to provide choice, eg low density for new families, medium density for young and the elderly</li> <li>• Range of housing styles to provide for affordable and adaptable housing</li> <li>• Protect CBD from inappropriate development and improve public domain</li> <li>• Dwelling types to provide for potentially higher/increasing densities</li> </ul>
Major Town	Ulladulla (includes Burrill Lake, Dolphin Point, Narrawallee, Mollymook and Kings Point), St Georges Basin District (includes St Georges Basin, Sanctuary Point, Basin View, Erowal Bay, Old Erowal Bay), Vincentia (including Bayswood)	<ul style="list-style-type: none"> <li>• Urban form and structure – some agglomeration of settlements</li> <li>• Connections with smaller settlements</li> <li>• High population with lower medium age</li> <li>• Low vacant dwelling rate</li> <li>• Focus for commercial, economic and government services/activity</li> </ul>	<ul style="list-style-type: none"> <li>• Development must emphasise the urban form around commercial centres</li> <li>• Public domain improvements vital to focus form of centres</li> <li>• Road and development network to provide appropriate pedestrian linkages to commercial centres</li> <li>• Environmental and scenic values to be protected</li> <li>• Dwelling types mix of low and medium densities</li> </ul>

Settlement Type	Settlement Name	Attributes	Growth Considerations
Towns – Coastal Town	Shoalhaven Heads, Culburra Beach/Orient Point, Greenwell Point, Huskisson, Sussex Inlet	<ul style="list-style-type: none"> <li>• Mid sized urban settlements, distinctive boundaries for urban complexes</li> <li>• High median age</li> <li>• Medium vacant dwelling rate</li> <li>• Some commercial activity and some services via outreach/council provision</li> <li>• Tourist development potential via caravan parks, resort style developments and other tourist specific developments</li> </ul>	<ul style="list-style-type: none"> <li>• Development within settlement boundaries must be compatible with existing building forms and subdivision pattern</li> <li>• Outward expansion of settlements must protect and maintain landscape vistas for their visual and cultural heritage values</li> <li>• Minimise adverse impacts in terms of hazards and environmental values</li> <li>• Commercial development to enrich tourism potentials</li> </ul>
Towns – Rural Town	Milton, Berry, Kangaroo Valley	<ul style="list-style-type: none"> <li>• Low to mid sized urban settlements</li> <li>• Urban centres with tourist values associated with heritage and landscape values</li> <li>• Mainly tourist/commercial activity</li> <li>• Development activity needs to protect existing building form and subdivision pattern</li> <li>• Development activity needs to protect landscape views and vistas from town centres</li> <li>• Higher median age</li> <li>• Lower vacant dwelling rate</li> <li>• Tourist potential via specific tourist development (motel, resort, B&amp;B)</li> </ul>	<ul style="list-style-type: none"> <li>• Development to focus and strengthen commercial centres</li> <li>• Public domain improvements to clearly identify commercial centres</li> <li>• Increased housing choice through diverse housing styles to reduce impact of aging population structure</li> <li>• Tourist development potential exists in settlements through higher densities</li> <li>• Outward expansion to recognise sensitivity of environment and hazard issues</li> </ul>

Settlement Type	Settlement Name	Attributes	Growth Considerations
Villages – Coastal Village	Greenwell Point, Callala Bay/Callala Beach, Currarong, Myola, Hyams Beach, Cudmirrah/Berrara, Bendalong, Manyana, Cunjurong, Berringer Lake, Lake Conjola, Conjola Park, Lake Tabourie, Bawley Point, Kioloa, Depot Beach, North Durras	<ul style="list-style-type: none"> <li>• Small settlements</li> <li>• Few services, commercial activity limited to typically general stores</li> <li>• High vacant dwelling rate</li> <li>• Medium to high median age</li> <li>• Tourist accommodation limited to holiday homes and caravan parks (some large and extensive)</li> <li>• Population growth accommodated through absorption of vacant housing rather than specific outward growth (some exceptions apply)</li> <li>• Development activity focused on re-scaling of existing housing</li> </ul>	<ul style="list-style-type: none"> <li>• Development controls to protect existing character.</li> <li>• Development controls to protect environmental values and hazards</li> <li>• Expansion proposals for settlements to address availability/provision of commercial activities and community services</li> <li>• Expansion of settlements requires expansion to coastal urban centre type (population and services provision) and not to proceed unless that scale can be reached and justified in terms of population need and environmental impact</li> </ul>
Village – Rural Village	Cambewarra, Falls Creek, Bewong, Tomerong, Wandandian, Fishermans Paradise	<ul style="list-style-type: none"> <li>• Rural villages</li> <li>• Small settlements</li> <li>• Few services, mainly general stores, some rural services</li> <li>• Predominately residential, little tourist activity, low vacant dwelling rate</li> </ul>	<ul style="list-style-type: none"> <li>• Rural villages can provide focus for rural lifestyle residential development</li> <li>• Expansion of villages to consider protection of surrounding rural landscapes</li> <li>• Development within villages to protect low density character</li> </ul>



# SETTLEMENT HIERARCHY



Scale 1 : 50000  
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Map 4 Settlement Hierarchy

# IDENTIFYING NEW OPPORTUNITITES AND SETTING GROWTH LIMITS

*This section provides details of the proposed growth directions of the remaining settlements within Shoalhaven for which Structure Plan or Settlement Strategies do not currently exist.*



## Section 7 Identifying New Opportunities and Setting Growth Limits

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### 7.1 Overview

This section of the GMS provides details of the proposed growth directions of the remaining settlements within the Shoalhaven for which Council has not prepared a structure plan or settlement strategy. One of the purposes of the GMS is to provide more certainty to the residents of these locations of the amount and type of growth they may or may not occur in each of these localities. These localities include:

- Berry
- Kangaroo Valley
- Shoalhaven Heads
- Greenwell Point
- Orient Point
- Wandandian
- Manyana and Cunjurong Point
- Bendalong
- Fishermans Paradise
- Lake Conjola
- Conjola Park (West Conjola)
- Bawley Point
- Kioloa and Merry Beach
- Pebbly Beach , North Durras and Depot Beach

An initial assessment of the constraints that need to be considered to determine whether there is development potential in a location has been undertaken. This has been undertaken via a desktop assessment and site inspections utilising existing data and relevant studies that relate to each settlement. From this analysis the settlements for which there is some future growth potential has been identified (minimal constraints and physical/environmental/social restrictions). In these locations future long term investigation areas have been identified. Those settlements for which there is no growth potential or very limited growth potential have also been identified.

The areas which have potential for growth have been assessed against the Sustainability Criteria contained in the South Coast Regional Strategy. This has been done to determine whether the areas identified for future investigation would meet the sustainability criteria and therefore be considered as part of a Planning Proposal (rezoning). If land cannot meet the sustainability criteria it should not be considered for rezoning.

### 7.2 Settlements with Growth Potential

An assessment of the constraints and limitations to growth has been undertaken for all of the nineteen settlements listed above. Of these settlements six have been identified as having some longer term growth potential. These settlements include:

- Berry
- Kangaroo Valley
- Wandandian
- Fishermans Paradise
- Lake Tabourie

Details relating to each of the settlements such as constraints, existing development and growth potential are provided below. A map of each of the settlements is also provided. These maps show the current zoning of the land in each of the settlements and identify areas which will be investigated for further additional development in the future.

The inclusion of these lands in the GMS does not in any way commit Council to supporting a planning proposal (rezoning) of those lands as that can only be determined following more detailed analysis through an investigation and assessment process.

The investigation areas are shown using a conceptual graphical representation (arrows and shading) which does not specifically define the extent of the area. This is because the actual extent of developable land and the capacity and appropriate scale of development in any of those proposed locations can only be determined with more detailed analysis through the investigation process.

It is also important to note that the investigation of these areas will occur in the long term. This will follow the development of areas identified for growth and development in existing Structure Plans and Settlements Strategies, which provide for additional development located within proximity to existing Centres, services and infrastructure. The development of most of the land identified within the following section is reliant on infrastructure development and additional service provision. This is expected to take some time to occur.

## **7.3 Berry**

Berry is an established heritage town with a developed retail/commercial sector that also acts as a service centre. It serves as a popular destination for tourists and day visitors to the area. Many of the services in the town are geared towards the needs of visitors, however, it also serves as a service centre for adjoining rural localities. The town has a high level of accessibility to the south to Nowra and Illawarra region to the north. As a result of its excellent road and rail transport links; Berry is a popular commuter base.

### **7.3.1 Landscape Characteristics**

Berry has a rural landscape setting with undulating terrain. Broughton creek runs through much of the township. There is an existing large area of undeveloped urban zoned land located on south-western edge of village.

### **7.3.2 Existing Development**

Berry is characterised by predominately low density residential development. There are also a number of retirement / villages on the southern edge of the town.

The town centre comprises of a mix of shopping and service facilities, ranging from food and beverage, post office, boutique stores, supermarket, banks, clothing and other businesses. The town has a unique character and contains a number of heritage buildings (both commercial and residential). Public school, showground and a number of playgrounds are also located in Berry.

### **7.3.3 Access**

The town is accessed via the Princes Highway from the north and the south and via Beach Road and Coolangatta Road from the east and Kangaroo Valley Road from the west. All roads are bitumen sealed.

There are current plans for a Highway upgrade from Gerringong to Bomaderry, including a bypass of Berry. This project is in the final concept/design/assessment stage, following extensive community consultation.

### 7.3.4 Constraints / Considerations

The constraints and limitations that have been considered in the determining of the growth potential of the settlement include:

- There is land surrounding the town that is identified as prime crop and pasture land that should be retained for agricultural purposes.
- The town is subject to inundation of floodwaters, as such parts of the town are not suitable for additional development or increases in densities.
- Land identified for the future Highway bypass has been excluded from consideration for additional development.
- The Berry sewerage treatment plant has limited capacity and any additional development must be able to connect with the sewerage scheme or provide a viable alternative.
- There is currently a large parcel of undeveloped residentially zoned land located on the south-western edge of the town. This land provides ample additional development opportunity in the medium to longer term before there would be a need for any other additional land releases to occur.
- Berry is characterised by its heritage buildings and layout. It is important that this special character is maintained and that any additional development is sympathetic to the existing heritage features.

### 7.3.5 Desired Future Character

To be determined in conjunction with the community following additional engagement and consultation planned for 2013 as part of Version 2 of the GMS.

### 7.3.6 Growth Potential

Berry has a high level accessibility to Nowra and the Illawarra region and is a desirable place to live. As a result there is pressure for additional residential development to occur in this location.

There are existing opportunities for increasing densities within the existing urban framework acknowledging flooding constraints, without undermining landscape, rural and heritage values. It is expected that growth in the short to medium term will occur within the existing urban boundaries of the township and on the large parcel of residentially zoned land to the south-west of the town.

There is some potential to consider additional long term residential growth on south western edge of village and this has been identified as a long term investigation area shown in the following map.

### 7.3.7 Proposed Investigations

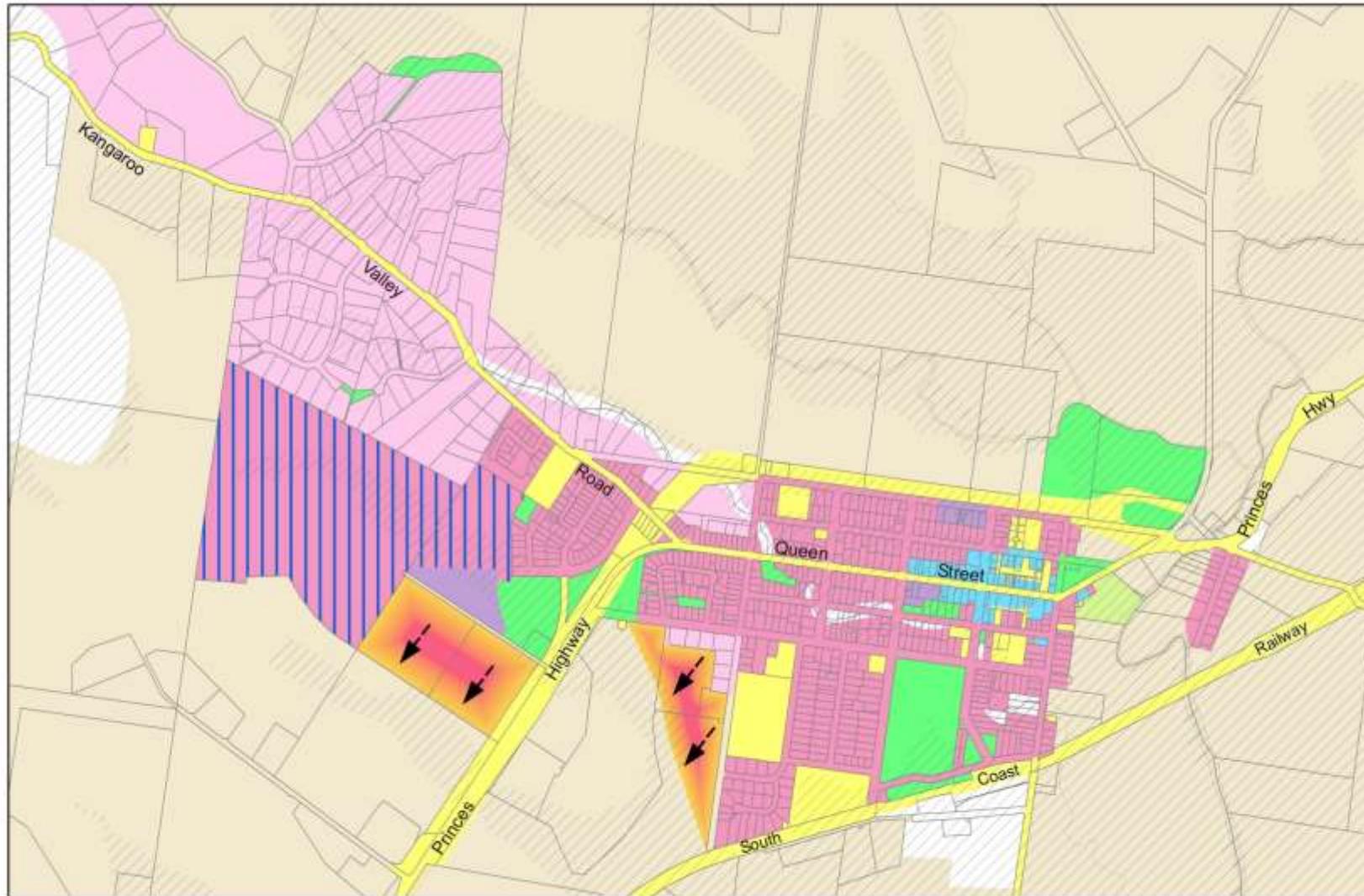
Once investigations on the identified land are commenced it is expected that the type of studies that will be undertaken to support any Planning Proposal for rezoning / development of the land would address as a minimum:

- Land capability and environmental values.
- Locally significant riparian and habitat corridors.
- Cultural heritage – Aboriginal and European.
- Visual impact.
- Bushfire risk and management.
- Water quality including stormwater, soil and water management.
- Traffic impact and management.
- Required social and community infrastructure.
- Infrastructure servicing.
- Urban design.
- Staging of development.

Should the Planning Proposal (rezoning) proceed then an implementation plan will be prepared as part of any draft Local Environmental Plan (LEP). The implementation plan will need to address the provision of required infrastructure, any outcomes required to support development and include an appropriate staging plan.

### **7.3.8 Timing**

Long Term Investigation Area (Any development would occur in 15 plus years from now).



**Legend**

- |  |   |   |
|--|---|---|
|  Physically Constrained Land        |  Low Density Residential Land    |  Private Recreation Land   |
|  Long Term Investigation Area       |  Medium Density Residential Land |  Rural Land               |
|  Short Term Investigation Area      |  Large Lot Residential Land      |  Commercial/Business Areas |
|  Undeveloped Residential Zoned Land |  Public Recreation Land          |  Special Uses              |



Not to Scale

**Growth Management Strategy**

**BERRY**

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## 7.4 Kangaroo Valley

Kangaroo Valley is an established Rural Town which provides a key servicing role to the rural hinterland that surrounds it. The existing development runs along Moss Vale Road in strip formation, with a small cluster of tourist activities located west of Hampden Bridge.

It is a popular destination for short stay tourism and is known for its ecologically sustainable tourism development and landscape setting.

### 7.4.1 Landscape Characteristics

The Kangaroo River provides the northern and western boundary of the village and is traversed by the Hampden Bridge, a significant heritage feature of the town. A treed ridge provides the town's southern backdrop to the town that is surrounded by rural pasture land and native bushland.

### 7.4.2 Existing Development

Existing development comprises single detached dwellings in a strip formation around a small commercial centre which comprises a mix of food and beverage premises, post office, general store and boutique shops. Other development within the valley comprises of rural dwellings and tourist facilities located on the surrounding rural / bushland. A number of heritage buildings are located in the town including the heritage listed courthouse, police station and showground.

Kangaroo Valley also has a number of churches, a preschool and a small primary school. There are limited other essential service (doctors, dentists etc.) located in the town, with these services available in Nowra located approximately 22km away.

### 7.4.3 Access

Access to Kangaroo Valley is via Moss Vale Road from Nowra, Kangaroo Valley Road from Berry and Moss Vale Road from the Southern Highlands.

### 7.4.4 Constraints / Considerations

The constraints and limitations that have been considered in the determining of the growth potential of the settlement include the:

- Potential loss of agricultural land that could result from any additional development (outward expansion), and the need to retain the rural character and limit the visual impact of any development.
- Existing capacity of the proposed Kangaroo Valley Sewerage Scheme (under construction) and the limited additional load that this system can ultimately accommodate.
- Heritage features of the town and surrounds need to be maintained and any development should minimise impact on these features.
- Town is subject to flooding and as such this places a limit on where and how much development can occur in this area.
- There are limits to the amount of ongoing employment that will be generated in the valley in the future and as such thus limits the amount of growth that can occur.
- There is a need to diversify the housing stock and provide facilities for older people. However this needs to be balanced against the limited services and facilities that are available in the Valley.
- Accessibility to higher order settlements is restricted by the condition of the roads in and out of the Valley.

- Impact of any development on the Sydney Water Catchment, which Kangaroo Valley forms part of.

### 7.4.5 Desired Future Character

To be determined in conjunction with the community following additional engagement and consultation planned for 2013 as part of Version 2 of the GMS.

### 7.4.6 Growth Potential

Further investigations will need to be carried out to determine the actual growth potential of Kangaroo Valley. It is expected that these investigations will commence in the medium to long term and determine the amount of increase in density that can occur within the existing urban area of the Kangaroo Valley township. There is limited long term outward growth potential on southern and north western boundary of the settlement and this will also be further investigated in the medium to long term.

Investigations will be required into the types and amounts of diversification of housing types that should occur within the township, to encourage higher permanent population and ensure sustainability of existing services.

### 7.4.7 Proposed Investigations

Once investigations on the identified land are commenced it is expected that the type of studies that will be undertaken to support any Planning proposal for rezoning / development of the land would address as a minimum:

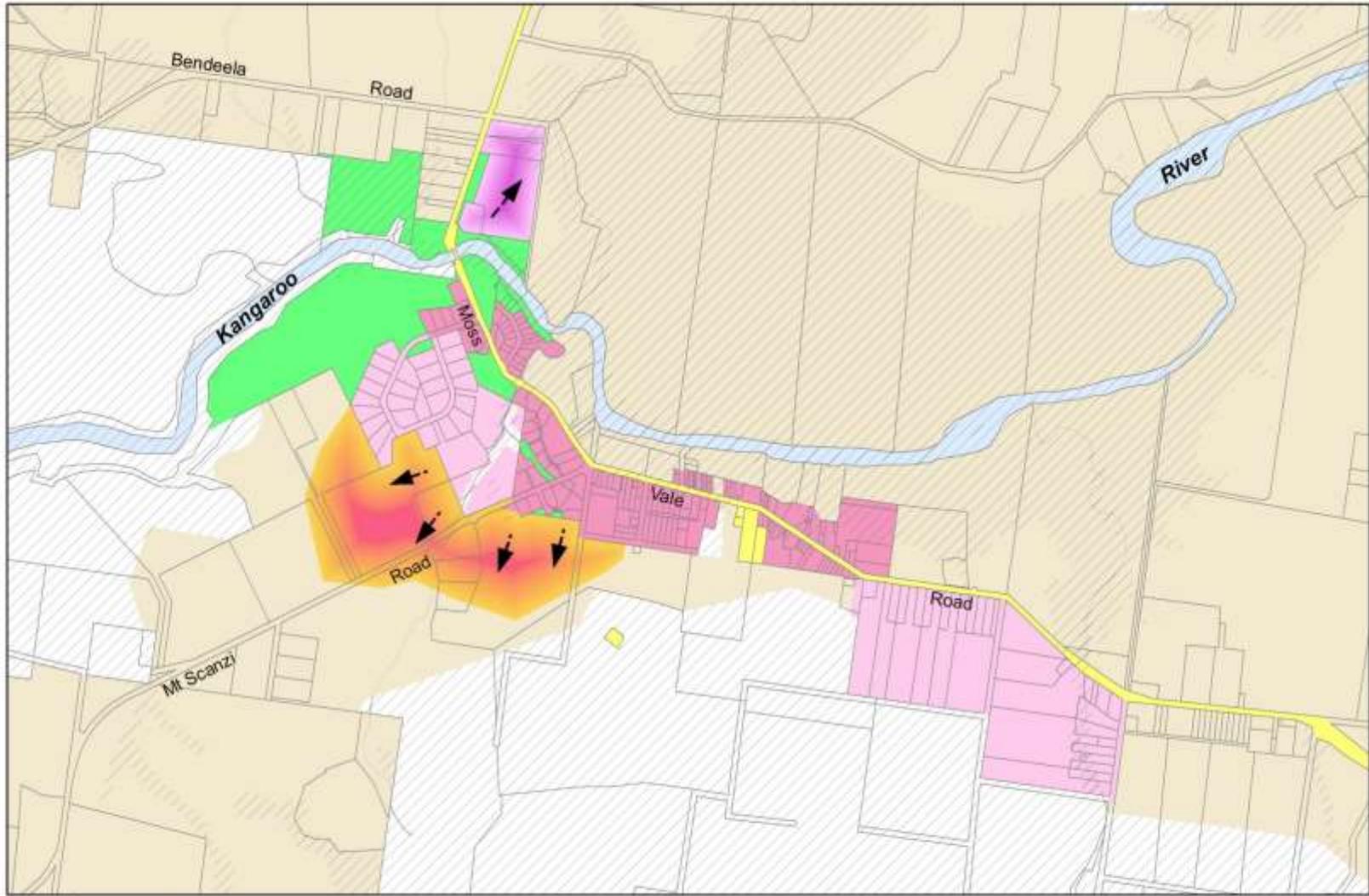
- Land capability and environmental values.
- Locally significant riparian and habitat corridors.
- Cultural heritage – Aboriginal and European.
- Visual impact.
- Bushfire risk and management
- Water quality including stormwater and soil and water management.
- Traffic impact and management.
- Required social and community infrastructure.
- Infrastructure servicing.
- Urban design.
- Staging of development.

Should the Planning Proposal (rezoning) proceed then an implementation plan will be prepared as part of any draft LEP. The implementation plan will need to address the provision of required infrastructure, any outcomes required to support development and include an appropriate staging plan.

### 7.4.8 Timing

Short Term Investigation Area – North of the Hampton Bridge

Long Term Investigation Area Mt Scanzi Rd Area (Any development would occur in 15 plus years from now).



**Legend**

- |  |   |   |
|--|---|---|
|  Physically Constrained Land        |  Low Density Residential Land    |  Private Recreation Land   |
|  Long Term Investigation Area       |  Medium Density Residential Land |  Rural Land                |
|  Short Term Investigation Area      |  Large Lot Residential Land      |  Commercial/Business Areas |
|  Undeveloped Residential Zoned Land |  Public Recreation Land          |  Special Uses              |



Not to Scale

**Growth Management Strategy  
KANGAROO VALLEY**

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## 7.5 Wandandian

Wandandian is a small rural village located on the Princes Highway approximately 10km south of the Jervis Bay area.

It contains a small commercial centre along the Princes Highway with rural residential/ lifestyle development and farms located to the west and east of the Highway

### 7.5.1 Landscape Characteristics

Wandandian has a rural landscape setting with predominately flat terrain. The Princes Highway runs through the centre of the town.

There are a number of large cleared rural blocks surrounding the township with bushland and National Park adjoining these blocks to the east and bushland and rural residential properties to the west.

### 7.5.2 Existing Development

Wandandian is characterised by predominately rural residential/lifestyle development. The village centre has blocks ranging from approximately 700m<sup>2</sup> to 3ha in size with the surrounding rural land ranging in size from approximately 1 ha to 130 ha.

The town centre comprises a mix of limited shopping and service facilities with some light industrial uses (Astra candle factory). Shops/services include a post office/ general store, caravan sales, wreckers and fishing tackle store. The village also contains a community hall/ buildings and tennis courts.

### 7.5.3 Access

The village is accessed via the Princes Highway from the north and the south and Wandean Road in the west. Roads into the rural residential areas of the village comprise of part sealed and part dirt roads.

### 7.5.4 Constraints / Considerations

The constraints and limitations that have been considered in determining the growth potential of the settlement include:

- Infrastructure provision- currently there is no reticulated sewerage and limited water infrastructure.
- National Park and Wandandian Creek to the east.
- On site effluent and the absorption capacity of soils.
- Requirements of Planning for Bushfire Protection and potential bushfire hazard.
- Housing supply and demand.
- Traffic impact and management.
- Fragmentation of land due to existing rural residential subdivision.

### 7.5.5 Desired Future Character

To be determined in conjunction with the community following additional engagement and consultation planned for 2013 as part of Version 2 of the GMS.

### 7.5.6 Growth Potential

Wandandian has a high level of accessibility to the Jervis Bay area and Sussex Inlet where a range of higher order services are available. It is also within close proximity to a range of desirable natural lifestyle locations such as bushland, beaches and the bay.

There are a number of unconstrained cleared parcels of land that surround the Wandandian village centre that may have potential for additional growth. At this point in time there is limited demand for growth in this location. There is potential for growth to occur and for the existing village environs to be redeveloped to provide more services and facilities to a growing population should demand improve.

The impact of the Princes Highway and the potential for a split settlement to result will also influence the type and amount of growth that will occur in this location.

The ability for sewer and additional water services to be provided in this location and the timing of such provision will also influence level of growth that can be achieved.

The long term investigation area has been identified on the map provided below. The type of development that this could include will be determined during these investigations. It is unlikely that it would be additional rural residential allotments given current State Government policy.

### 7.5.7 Proposed Investigations

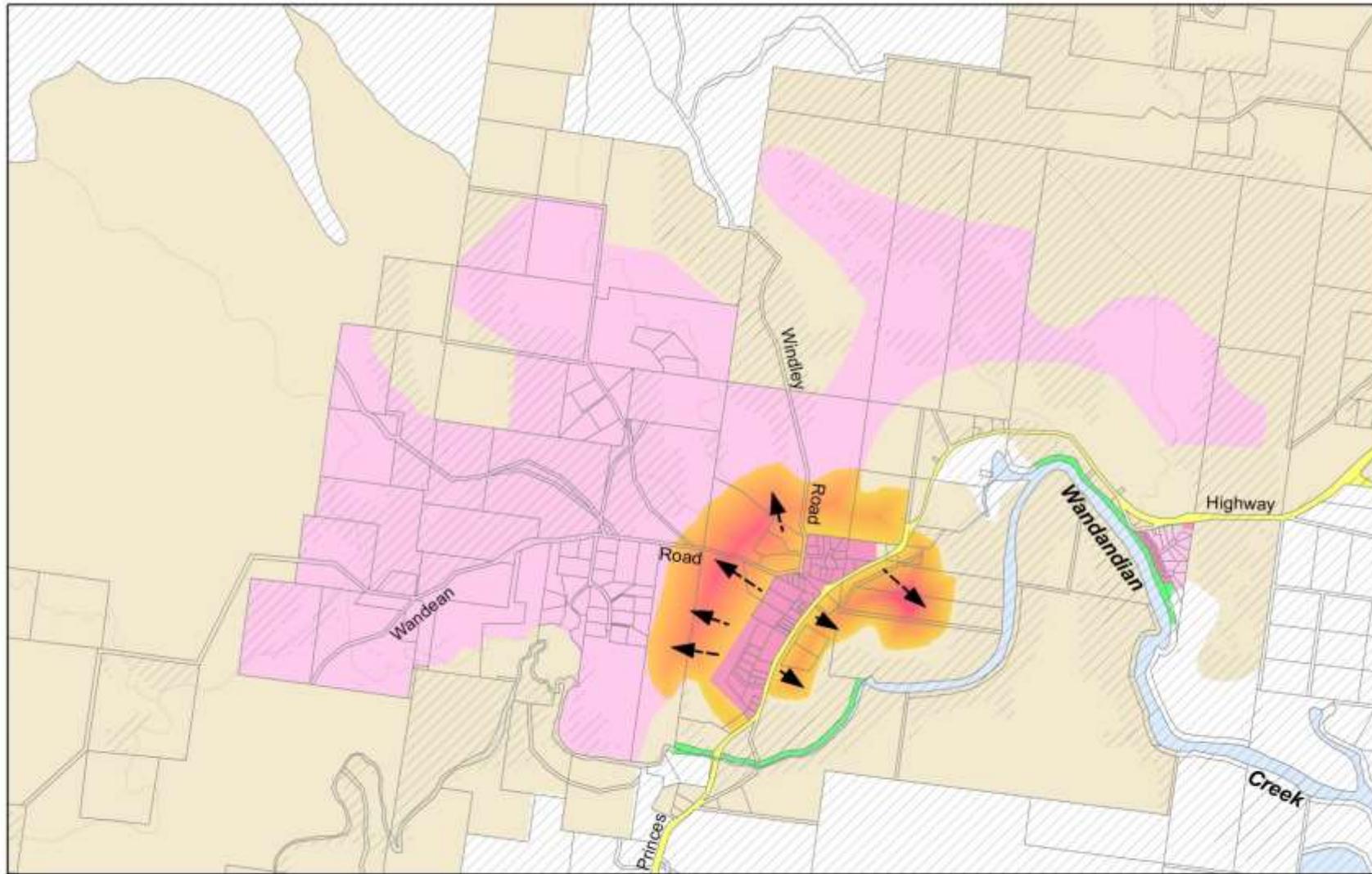
Once investigations on the identified land are commenced it is expected that the type of studies that will be undertaken to support any Planning Proposal for rezoning / development of the land would address as a minimum:

- Land capability and environmental values.
- Locally significant riparian and habitat corridors.
- Cultural heritage – Aboriginal and European.
- Visual impact.
- Bushfire risk and management.
- Water quality including stormwater , soil and water management.
- Traffic impact and management.
- Required social and community infrastructure.
- Infrastructure servicing.
- Urban design.
- Staging of development.

Should the Planning Proposal (rezoning) proceed then an implementation plan will be prepared as part of any draft Local Environmental Plan (LEP). The implementation plan will need to address the provision of required infrastructure, any outcomes required to support development and include an appropriate staging plan.

### 7.5.8 Timing

Long Term Investigation Area (Any development would occur in 15 plus years from now).



**Legend**

- |  |                                    |  |                                 |  |                           |
|--|------------------------------------|--|---------------------------------|--|---------------------------|
|  | Physically Constrained Land        |  | Low Density Residential Land    |  | Private Recreation Land   |
|  | Long Term Investigation Area       |  | Medium Density Residential Land |  | Rural Land                |
|  | Short Term Investigation Area      |  | Large Lot Residential Land      |  | Commercial/Business Areas |
|  | Undeveloped Residential Zoned Land |  | Public Recreation Land          |  | Special Uses              |



Not to Scale

**Growth Management Strategy  
WANDANDIAN**

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## 7.6 Fisherman's Paradise

Fishermans Paradise is a small rural village located approximately 25 kms north of Ulladulla. It has a high rate of permanently occupied dwellings (74%), with a small population base.

### 7.6.1 Landscape Characteristics

The village is adjoined to the west by cleared farmland, with intermittent stands of trees and riparian areas. Lake access is gained from Conjola Creek that runs along the eastern boundary of the village.

### 7.6.2 Existing Development

Existing development comprises single and double storey single detached dwellings, with a small permanent population. There is no commercial development located in this settlement. Services are available at Lake Conjola or Ulladulla approximately 25kms to the south.

### 7.6.3 Access

Access to Fishermans Paradise is via Fishermans Paradise Road from the Princes Highway. This road is bitumen sealed.

### 7.6.4 Constraints / Considerations

The constraints and limitations that have been considered in the determining the growth potential of the settlement include the:

- Impact of development on the water quality of Lake Conjola.
- Need to protect the scenic amenity of the locality and minimise the visual impact of any potential development.
- Capacity of the sewerage system.
- Requirements of Planning for Bushfire Protection and potential bushfire hazard.
- Good accessibility to higher order settlements of Milton/Ulladulla provides potential opportunity to increase demographic mix and permanent population size.

### 7.6.5 Desired Future Character

To be determined in conjunction with the community following additional engagement and consultation planned for 2013 as part of Version 2 of the GMS.

### 7.6.6 Growth Potential

Growth in Fishermans Paradise in the short term will be through the infill development of existing vacant lots and land currently zoned urban that exist within the village.

Investigations will be carried out (in the long term) into the potential for additional development/growth to occur through the expansion of existing village boundaries to the west.

### 7.6.7 Proposed Investigations

Once investigations on the identified land are commenced it is expected that the type of studies that will be undertaken to support any Planning proposal for rezoning / development of the land would address as a minimum:

- Land capability and environmental values.
- Locally significant riparian and habitat corridors.
- Cultural heritage - Aboriginal and European.
- Visual impact.
- Bushfire risk and management.
- Water quality including stormwater and soil and water management.
- Traffic impact and management.
- Required social and community infrastructure.
- Infrastructure servicing.
- Urban design.
- Staging of development.

Should the Planning Proposal (rezoning) proceed then an implementation plan will be prepared as part of any draft LEP. The implementation plan will need to address the provision of required infrastructure, any outcomes required to support development and include an appropriate staging plan.

### **7.6.8 Timing**

Long Term Investigation Area (Any development would occur in 15 plus years from now).



**Legend**

- |  |                                    |  |                                 |  |                           |
|--|------------------------------------|--|---------------------------------|--|---------------------------|
|  | Physically Constrained Land        |  | Low Density Residential Land    |  | Private Recreation Land   |
|  | Long Term Investigation Area       |  | Medium Density Residential Land |  | Rural Land                |
|  | Short Term Investigation Area      |  | Large Lot Residential Land      |  | Commercial/Business Areas |
|  | Undeveloped Residential Zoned Land |  | Public Recreation Land          |  | Special Uses              |



Not to Scale

**Growth Management Strategy  
FISHERMANS PARADISE**

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## 7.7 Lake Tabourie

Lake Tabourie is a small relatively well serviced coastal village clustered around the shore of Lake Tabourie. It functions as a satellite settlement to Milton/Ulladulla urban area.

The existing urban pattern contains three distinct residential areas on the eastern side of the Princes Highway comprised of low density residential and tourist accommodation.

### 7.7.1 Landscape Characteristics

Lake Tabourie is surrounded by coastal estuaries, wetlands and salt marshes with agricultural land to the west and native bushland to the north and east. The settlement is located on the Princes Highway.

### 7.7.2 Existing Development

Existing development within Lake Tabourie comprises of single and two storey residential dwellings, with some commercial development located off the Princes Highway including a Post Office/General Store. A caravan park is located on the eastern edge of the settlement.

### 7.7.3 Access

Access is via the Princes Highway which runs along the western boundary of the settlement. The direct access to the Highway provides residents and visitors with easy access to the higher order services that are available in Milton/Ulladulla

### 7.7.4 Constraints / Considerations

The constraints and limitations that have been considered in the determining of the growth potential of the settlement include the:

- Need to maintain the water quality of the coastal estuary that is adjacent to the settlement.
- Requirements of Planning for Bushfire Protection and Bushfire hazard.
- Potential impacts of flooding.
- Route of Princes Highway (potential to split village by expanding west).
- Demand/supply of vacant residential land in the Milton/Ulladulla district.

### 7.7.5 Desired Future Character

To be determined in conjunction with the community following additional engagement and consultation planned for 2013 as part of Version 2 of the GMS.

### 7.7.6 Growth Potential

In the short term the existing urban footprint will be maintained. There may be some potential for increases in density within parts of the existing urban area which is not impacted by flooding. Infill development can also occur on existing undeveloped urban lots and remaining land zoned for residential purposes.

There is the potential in the long term for the development potential of the unconstrained land located to the west of the Princes Highway to be investigated. This area has potential given the close proximity of the settlement to the higher order services of Milton and Ulladulla and the availability of unconstrained land. However there are concerns relating to the functioning of the village if it is split by the Princes Highway. Traffic and pedestrian management and other related issues would also have to be addressed before this could occur.

### 7.7.7 Proposed Investigations

Once investigations on the identified land are commenced it is expected that the type of studies that will be undertaken to support any Planning proposal for rezoning / development of the land would address as a minimum:

- Land capability and environmental values.
- Locally significant riparian and habitat corridors.
- Cultural heritage - Aboriginal and European.
- Visual impact.
- Bushfire risk and management
- Water quality including stormwater and soil and water management.
- Traffic impact and management
- Required social and community infrastructure.
- Infrastructure servicing.
- Urban design.
- Staging of development.

Should the Planning Proposal (rezoning) proceed then an implementation plan will be prepared as part of any draft LEP. The implementation plan will need to address the provision of required infrastructure, any outcomes required to support development and include an appropriate staging plan.

### 7.7.8 Timing

Long Term Investigation Area (Any development would occur in 15 plus years from now).



**Legend**

- |  |                                    |  |                                 |  |                           |
|--|------------------------------------|--|---------------------------------|--|---------------------------|
|  | Physically Constrained Land        |  | Low Density Residential Land    |  | Private Recreation Land   |
|  | Long Term Investigation Area       |  | Medium Density Residential Land |  | Rural Land                |
|  | Short Term Investigation Area      |  | Large Lot Residential Land      |  | Commercial/Business Areas |
|  | Undeveloped Residential Zoned Land |  | Public Recreation Land          |  | Special Uses              |



Not to Scale

**Growth Management Strategy  
LAKE TABOURIE**

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## 7.8 Settlements with Limited or No Growth

An assessment of the constraints and limitations to growth has been undertaken for all of the eighteen settlements listed above. Of these settlements fourteen were identified as no growth potential or limited growth potential. These settlements include:

- Shoalhaven Heads.
- Greenwell Point.
- Orient Point.
- Manyana and Cunjurong Point.
- Bendalong / North Bendalong.
- Lake Conjola.
- Conjola Park.
- Bawley Point.
- Kioloa.
- Pebbly Beach, Depot Beach and North Durras.

Details relating to each of the settlements such as constraints, existing development and growth potential are provided below. A map of each of the settlements is also provided. These maps show the current zoning of the land in each of the settlements and the land that is identified as being constrained.

## 7.9 Shoalhaven Heads

Shoalhaven Heads is a compact coastal settlement located adjacent to Coolangatta Mountain and next to the entrance of the Shoalhaven River.

It is a popular tourist destination with a range of tourist accommodation located throughout the settlement. It also has a high permanent occupancy rate in comparison to other coastal towns in the City with a mix of age groups which includes (but is not limited to) retirees enjoying the coastal lifestyle and professionals who work in Nowra or the Illawarra.

The settlement contains a mix of lower and mid order services, despite being highly accessible to Nowra / Bomaderry, which makes it a very well serviced locality.

### 7.9.1 Landscape Characteristics

Shoalhaven Heads is a low lying settlement which is subject to inundation by floodwaters during flood events. It is surrounded by a variety of landscape types including the Shoalhaven River and associated creeks and tributaries, bushland, beaches and rural residential allotments.

Shoalhaven Heads is bounded by Gerroa Road and agricultural land to the west, riparian areas and Shoalhaven River to the south, Seven Mile Beach to the east and Seven Mile Beach National Park to the north.

### 7.9.2 Existing Development

Existing development within Shoalhaven Heads comprises of a mix of single and double detached dwellings, some medium density villa townhouse development, a number of caravan parks and some units.

There is also a commercial centre which includes a range of shops and services including but not limited to a post office, bakery, bowling club and small supermarket.

There is a primary public school and a preschool located in the town as well as a swimming pool, sporting fields and playgrounds.

### **7.9.3 Access**

Access to Shoalhaven Heads is gained from Gerroa / Bolong Road via Shoalhaven Heads Road. A secondary access is also available via Gerroa Road / Scott Street. All roads are bitumen sealed.

Shoalhaven Heads has easy accessibility to Nowra, Berry and Gerringong and Gerroa and some public transport links with these towns.

### **7.9.4 Constraints / Considerations**

The constraints and limitations that have been considered in the determination of the growth potential of the settlement include:

- Significant flooding constraints that exist within and adjacent to the settlement.
- Physical and tenure constraints (river / ocean / National Park).
- Need for the retention of the vistas that exist within the settlement and the potential visual impact of any new development.
- Presence of Endangered Ecological Communities within and surrounding the settlement.
- Existing housing demand and supply at this point in time.
- Demand for higher density and/or diversification of housing types available- this is restricted by flooding constraints.

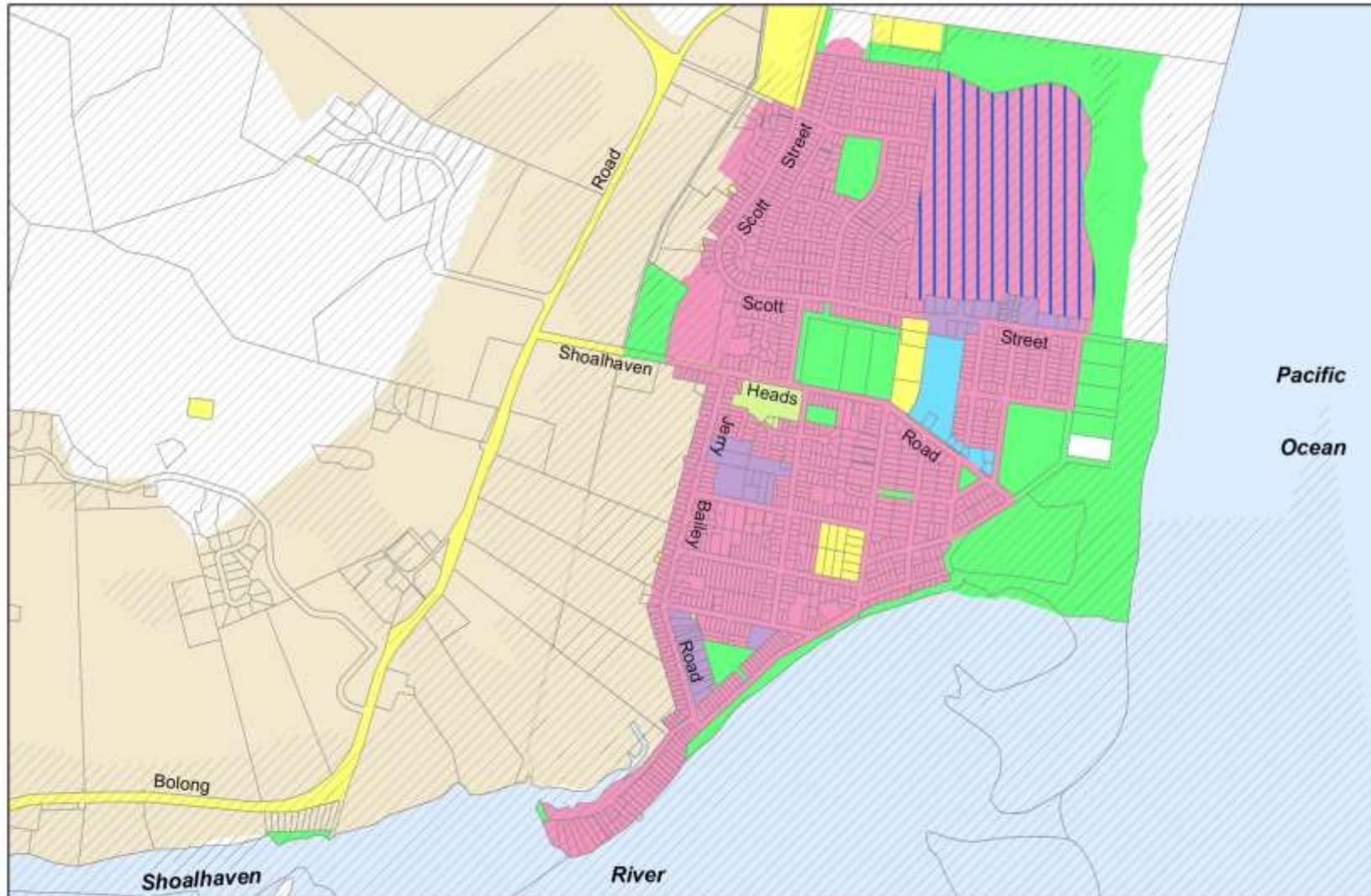
### **7.9.5 Desired Future Character**

To be determined in conjunction with the community following additional engagement and consultation planned for 2013 as part of Version 2 of the GMS.

### **7.9.6 Growth Potential**

Although Shoalhaven Heads is a desirable residential location and has excellent access to the service centres of Nowra, Berry and the Illawarra it is extremely constrained by flooding impacts and inundation. As a result of this constraint there can be no additional urban expansion outside existing boundaries.

There is some short to medium term development opportunities which exist through the increase in urban densities within the existing unconstrained urban zoned land.



**Legend**

- |  |   |   |
|--|---|---|
|  Physically Constrained Land        |  Low Density Residential Land    |  Private Recreation Land   |
|  Long Term Investigation Area       |  Medium Density Residential Land |  Rural Land               |
|  Short Term Investigation Area      |  Large Lot Residential Land      |  Commercial/Business Areas |
|  Undeveloped Residential Zoned Land |  Public Recreation Land          |  Special Uses              |



Not to Scale

**Growth Management Strategy  
SHOALHAVEN HEADS**

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## 7.10 Greenwell Point

Greenwell Point is a medium sized urban settlement with distinctive boundaries located on the junction of the Shoalhaven and Crookhaven Rivers. The urban structure and form of the settlement has been influenced by the impact of flooding.

Residential housing in the settlement comprises of largely detached dwellings (90%) with a high level of occupancy. There is an adequate level of lower and mid order services available within settlement, with good accessibility to higher order services available in Nowra

### 7.10.1 Landscape Characteristics

Greenwell Point is a low lying coastal settlement subject to flooding. It is surrounded by low-lying rural and agricultural land to the west and the Shoalhaven and Crookhaven rivers to the east.

### 7.10.2 Existing Development

Existing development comprises of predominately single detached dwellings, with a small commercial centre comprising lower order and tourist related services.

### 7.10.3 Access

Access to Greenwell Point is gained from Greenwell Point Road via Nowra / Worrigeer from the Princes Highway. Greenwell Point Road is bitumen sealed. In flood periods this road becomes unusable.

### 7.10.4 Constraints / Considerations

The constraints and limitations that have been considered in the determination of the growth potential of the settlement include the:

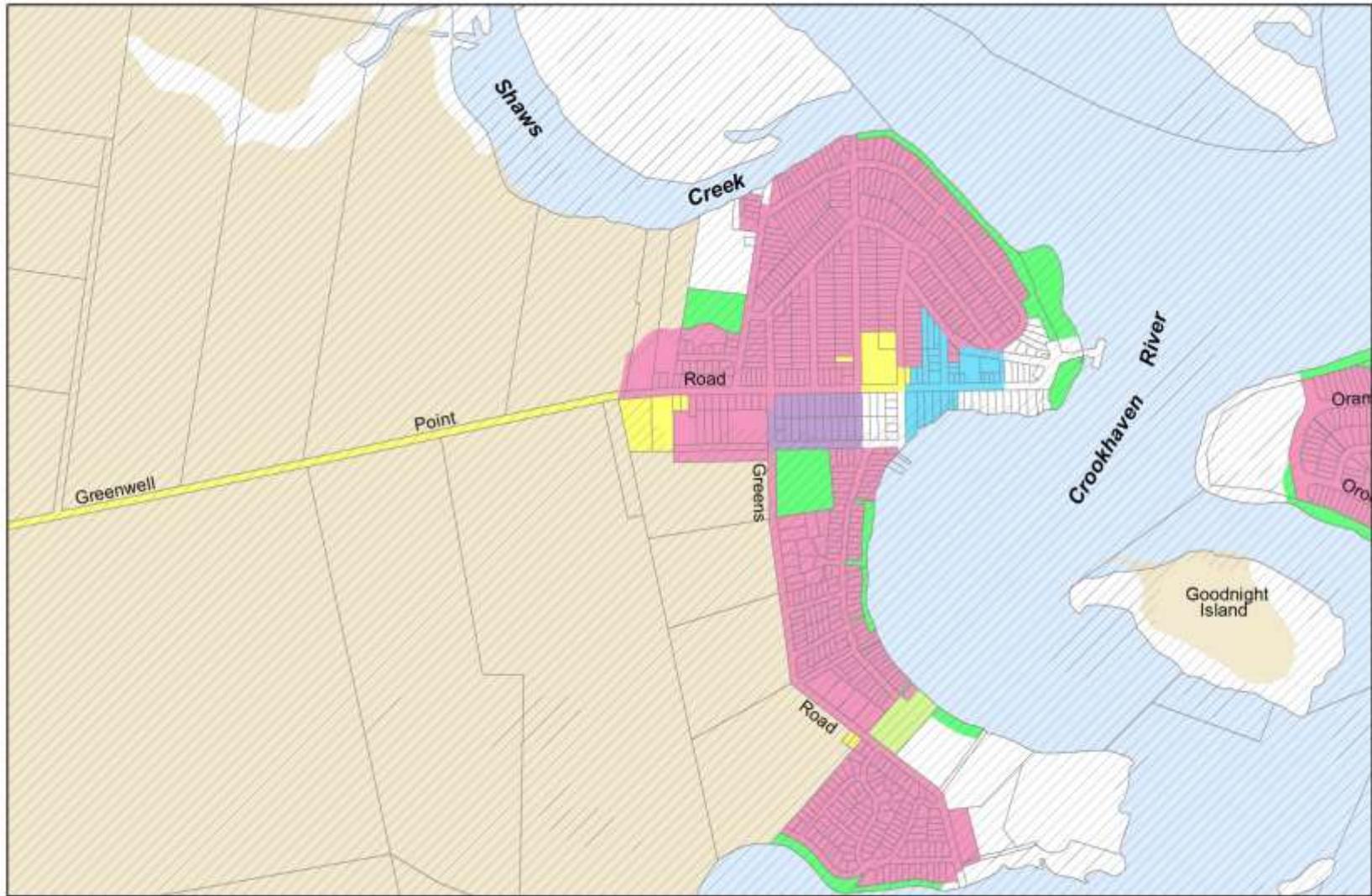
- Significant flooding constraint that exists which is further exacerbated by the fact that there is only one road in and out of the settlement and this is cut during significant flood events.
- Need to maintain the water quality of the rivers located to the north east of the settlement. In particular the need to ensure ongoing protection of the existing oyster leases located in the river systems adjoining the settlement.

### 7.10.5 Desired Future Character

To be determined in conjunction with the community following additional engagement and consultation planned for 2013 as part of Version 2 of the GMS.

### 7.10.6 Growth Potential

There is no potential for outward growth due to the existing flooding constraints and concerns relating to emergency flood free access. As a result the existing urban boundaries of Greenwell point will be maintained in the long term. There is some potential for increased urban densities within the existing unconstrained (flood free) urban zoned land.



**Legend**

- |  |   |   |
|--|---|---|
|  Physically Constrained Land        |  Low Density Residential Land    |  Private Recreation Land   |
|  Long Term Investigation Area       |  Medium Density Residential Land |  Rural Land                |
|  Short Term Investigation Area      |  Large Lot Residential Land      |  Commercial/Business Areas |
|  Undeveloped Residential Zoned Land |  Public Recreation Land          |  Special Uses              |



Not to Scale

**Growth Management Strategy**

**GREENWELL POINT**

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## 7.11 Orient Point

Orient Point is located to the east of Nowra. Orient Point is a smaller settlement situated next to Culburra separated by undeveloped special use land.

Orient point is characterised by a predominantly detached residential housing. The settlement is partially permanently occupied with the remainder of dwellings utilised for holiday and weekender purposes.

### 7.11.1 Landscape Characteristics

Orient Point is characterised as having a low lying landscape prone to flooding. There is a large parcel of undeveloped special use land which separates Orient Point from Culburra. There are number of coastal estuaries which are located at Orient Point include Shoalhaven River and Crookhaven River.

### 7.11.2 Existing Development

Existing development comprises of predominately single detached dwellings.

### 7.11.3 Access

Orient Point is accessed via Prince Edward Avenue from Culburra Beach. All roads are bitumen sealed.

Orient Point enjoys a high level of accessibility to Nowra/Bomaderry urban area which provides a range of higher, medium and lower order services.

### 7.11.4 Constraints / Considerations

The constraints and limitations that have been considered in the determination of the growth potential of the settlement include the:

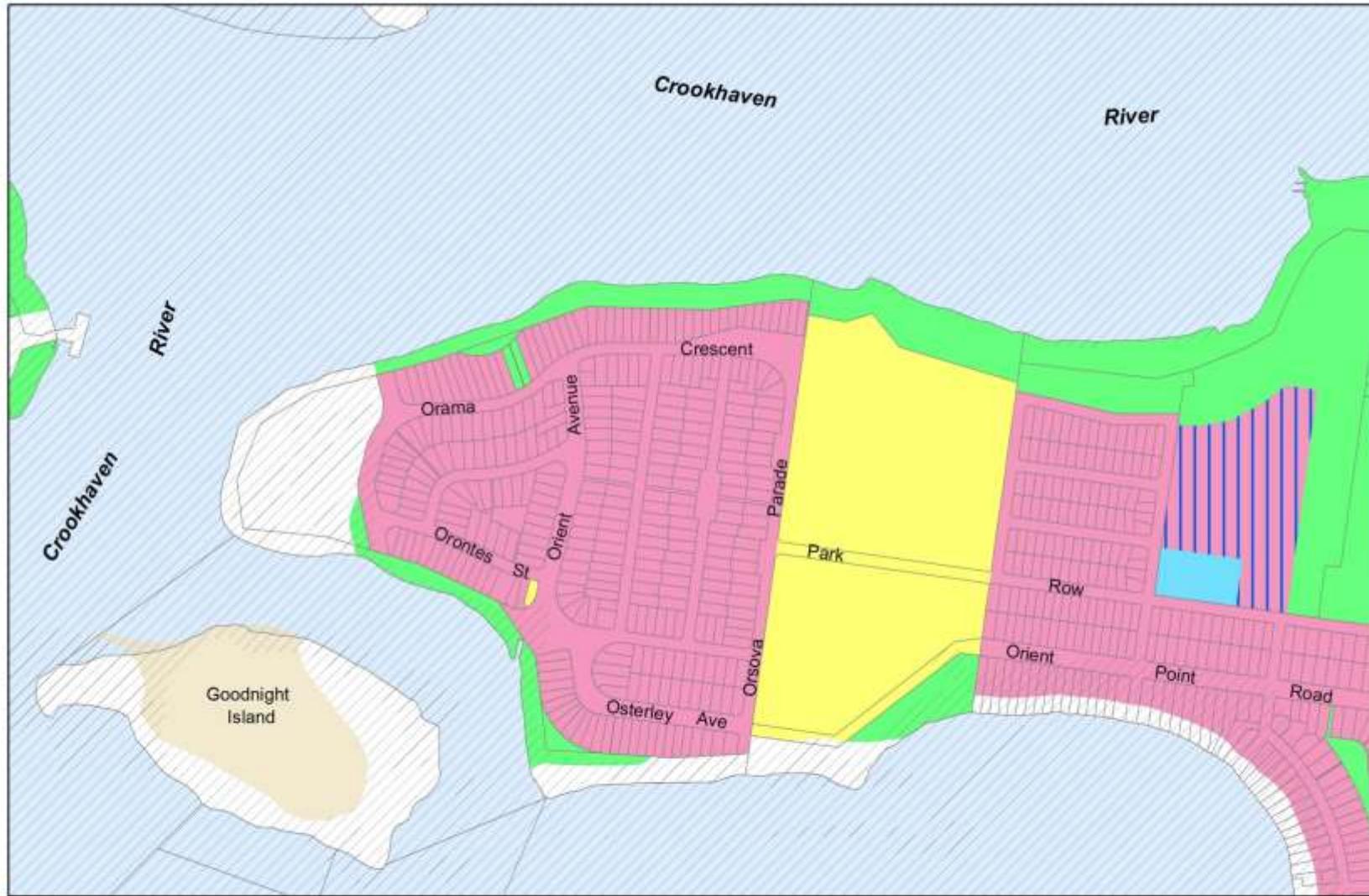
- Flooding and Bushfire hazard.
- Water quality impact on coastal lakes, estuaries and rivers.
- High level of unoccupied dwellings and permanent population declining.
- Supply/demand for residential land.
- Capacity of sewerage and water infrastructure.

### 7.11.5 Desired Future Character

To be determined in conjunction with the community following additional engagement and consultation planned for 2013 as part of Version 2 of the GMS.

### 7.11.6 Growth Potential

In the very long term there is the possibility for further investigation ( subject to existing constraints) of Special Use land located within Orient Point for co-ordinated residential subdivision where demand for such housing, & ability to meet servicing requirements & water quality issues can be demonstrated ( this area has not be identified within this Version of the GMS).



**Legend**

- |  |   |   |
|--|---|---|
|  Physically Constrained Land        |  Low Density Residential Land    |  Private Recreation Land   |
|  Long Term Investigation Area       |  Medium Density Residential Land |  Rural Land                |
|  Short Term Investigation Area      |  Large Lot Residential Land      |  Commercial/Business Areas |
|  Undeveloped Residential Zoned Land |  Public Recreation Land          |  Special Uses              |



Not to Scale

**Growth Management Strategy**

**ORIENT POINT**

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## 7.12 Manyana and Cunjurong Point

Manyana and Cunjurong Point are relatively isolated coastal villages located in the southern Shoalhaven approximately 30km north of Ulladulla.

There are few lower order or higher order services within the settlements, with residents/ visitors required to obtain most services from Ulladulla.

### 7.12.1 Landscape Characteristics

Manyana and Cunjurong Point are located in the northern catchment of Lake Berringer (an embayment of Lake Conjola). Manyana is located on the coast and encompass Inyadda Beach and Green Island.

The hinterland surrounding the villages contains a mix of National Park, Crown Land and private land, much of which is vegetated and contains significant flora and fauna communities, along with a habitat link through to the Conjola National Park.

Manyana and Cunjurong Point are separated from each other by a narrow strip of vegetated land.

### 7.12.2 Existing Development

Predominately detached single and double storey residential dwellings, with a high number of holiday homes/ weekenders

There is a small community centre, post office/ general store/takeaway shop and sports fields.

### 7.12.3 Access

Access to Manyana is gained via Inyadda Road off Bendalong road from the Princes Highway. Both roads are bitumen sealed.

### 7.12.4 Constraints / Considerations

The constraints and limitations that have been considered in the determination of the growth potential of the settlement include:

- New sewerage and water infrastructure and the limited capacity of this facility to cater for additional loads and development.
- Relative isolation from higher order services and facilities.
- Accessibility to higher order settlements is limited and restricted to the Princes Highway predominately via private transport (car). Very limited public transport / taxi services available.
- Location of Endangered Ecological Communities and threatened species and the need for their protection.
- Location of the Lake Conjola Water Catchment and the associated necessary protection.
- Outcomes of the Sensitive Urban Land Review- no development of a number of sites recommended.
- Requirements of Planning for Bushfire protection given that much of the settlement is bushfire prone.
- Lack of permanent population base to sustain higher order services and facilities.

### **7.12.5 Desired Future Character**

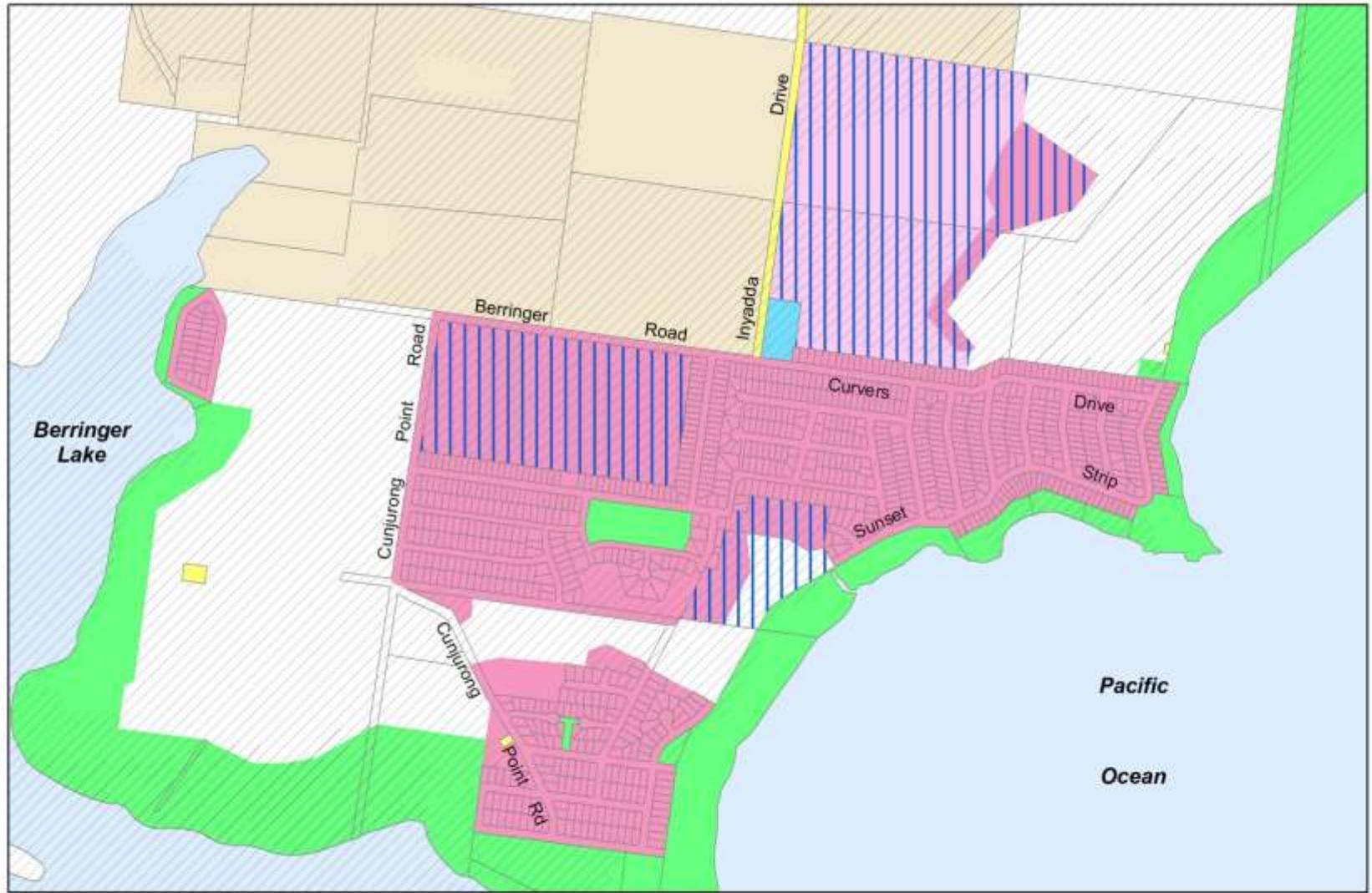
To be determined in conjunction with the community following additional engagement and consultation planned for 2013 as part of Version 2 of the GMS.

### **7.12.6 Growth Potential**

Future growth in Manyana will be through the utilisation of the existing residential zoned land which has not yet been developed, over which existing subdivision approvals exist. This includes the large undeveloped parcels of land on the northern edge of Manyana (Lot 106 DP755923, Lot 2 DP1161638 and Lot 1 DP 1161638 - Kylor Land). These are to be zoned R5 large Lot Residential, R7 General Residential and a small parcel zone B2 Local Centre. There have also been a number of development applications which have been approved through the previous part 3(A) process, including approvals on Lot 172 DP 755923 and Lot 705 DP613881 and 682 DP 568678, which have not yet been developed and this is expected to fulfil the growth demands of the settlement in the short to medium term.

There are limited services and facilities available in Manyana and a number of environmental constraints and given that there is land current available for growth and development no investigation areas have been identified in this location.

The provision of higher order services in Manyana and the improvement of transport networks in the future may allow for an increase in urban footprint in long term.



**Legend**

- |  |                                    |  |                                 |  |                           |
|--|------------------------------------|--|---------------------------------|--|---------------------------|
|  | Physically Constrained Land        |  | Low Density Residential Land    |  | Private Recreation Land   |
|  | Long Term Investigation Area       |  | Medium Density Residential Land |  | Rural Land                |
|  | Short Term Investigation Area      |  | Large Lot Residential Land      |  | Commercial/Business Areas |
|  | Undeveloped Residential Zoned Land |  | Public Recreation Land          |  | Special Uses              |



Not to Scale

**Growth Management Strategy  
MANYANA**

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## 7.13 Bendalong /North Bendalong

Bendalong is a small, relatively isolated coastal settlement divided into two discrete areas (North Bendalong and Bendalong). Apart from a general store/café/liquor shop (in the one store) and a real estate agent, Bendalong has limited services with residents and visitors required to obtain necessary services from Ulladulla which is located approximately 30 kms south of the village.

### 7.13.1 Landscape Characteristics

Bendalong is a coastal village in a bushland setting. It is surrounded by beaches and the coastline including Bendalong Beach / Inyadda Beach, Monument Beach, Red Point Headland and other protected bays. It is home to various wildlife, including threatened species.

### 7.13.2 Existing Development

The existing development is predominately single storey detached houses. Many are small fibro dwellings, although some redevelopment of this housing is starting to occur as it becomes a more popular weekend destination/retirement location.

There are also two caravan parks in Bendalong, Bendalong Point Tourist Park located on Red Point Headland (Bendalong) and another in North Bendalong.

### 7.13.3 Access

Access to Bendalong is gained via Bendalong Road from the Princes Highway. The road is bitumen sealed.

### 7.13.4 Constraints /Considerations

The constraints and limitations that have been considered in the determination of the growth potential of the settlement include:

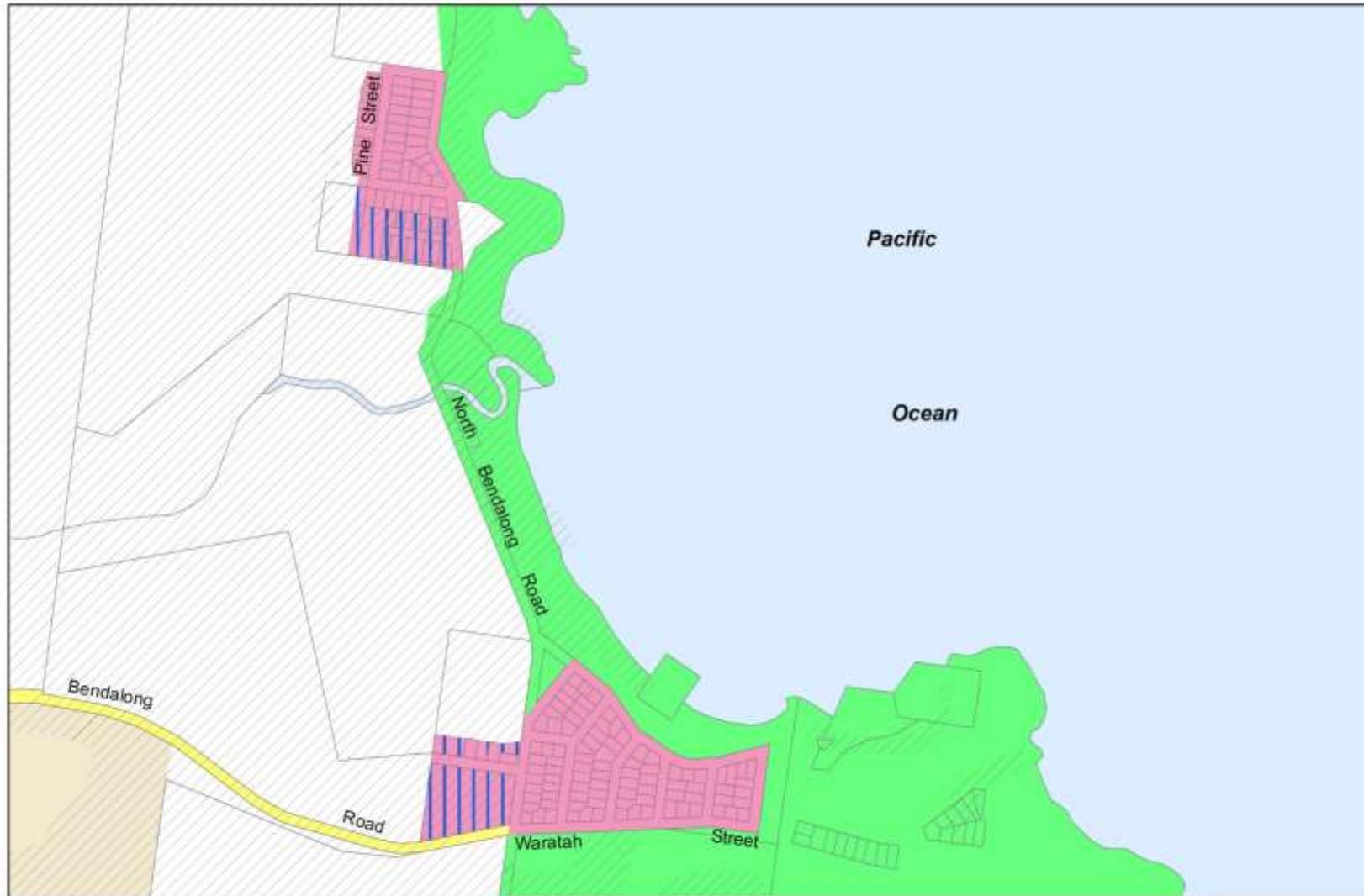
- Surrounding national park which restricts the outward expansion.
- Significant bushfire hazard that is posed by the surrounding bushland and the fact that Bendalong has one road in and out (other than some poorly formed 4WD bush fire trails).
- Significant Endangered Ecological Communities located within the settlement and threatened flora and fauna that need protection.
- Small permanent population and a high level of unoccupied dwellings.
- Limited accessibility to low and high order services.
- Limited capacity of infrastructure (sewer and water).
- Sensitive Urban Land Review considered land to west of existing Village and found to be unsuitable for residential development.
- Limited transport connections and very limited transport options (little or no public transport / taxi services).

### 7.13.5 Desired Future Character

To be determined in conjunction with the community following additional engagement and consultation planned for 2013 as part of Version 2 of the GMS.

### 7.13.6 Growth Potential

Bendalong has very limited growth potential, other than some infill development on existing urban zoned land. It is not expected that Bendalong will grow outside of the existing urban boundaries in the future.



**Legend**

- |                                    |                                 |                           |
|------------------------------------|---------------------------------|---------------------------|
| Physically Constrained Land        | Low Density Residential Land    | Private Recreation Land   |
| Long Term Investigation Area       | Medium Density Residential Land | Rural Land                |
| Short Term Investigation Area      | Large Lot Residential Land      | Commercial/Business Areas |
| Undeveloped Residential Zoned Land | Public Recreation Land          | Special Uses              |



Not to Scale

**Growth Management Strategy  
BENDALONG**

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## 7.14 Conjola Park (West Conjola)

Conjola Park is located on the northern side of Lake Conjola Entrance Road, between the Princes Highway to the west and the western arm of Lake Conjola. The settlement is a popular tourist/weekend destination.

The core village area comprises of standard residential allotments surrounded by larger lot residential/rural residential to the north and south.

### 7.14.1 Landscape Characteristics

Conjola Park is located in a bushland setting. The settlement slopes to the east and north east towards the shores of Lake Conjola.

Cleared farming land is located to the north and west of the main village and heavily vegetated bushland to the south of Lake Conjola Entrance Road.

### 7.14.2 Existing Development

Existing development comprises of predominately single and double storey single detached dwellings, with a small permanent population. There is no commercial development located in this settlement. With services obtained from Lake Conjola or Ulladulla approximately 20kms to the south.

### 7.14.3 Access

Access to Conjola Park is via Lake Conjola Entrance Rd from the Princes Highway. This road is bitumen sealed.

### 7.14.4 Constraints / Considerations

The constraints and limitations that have been considered in the determination of the growth potential of the settlement include:

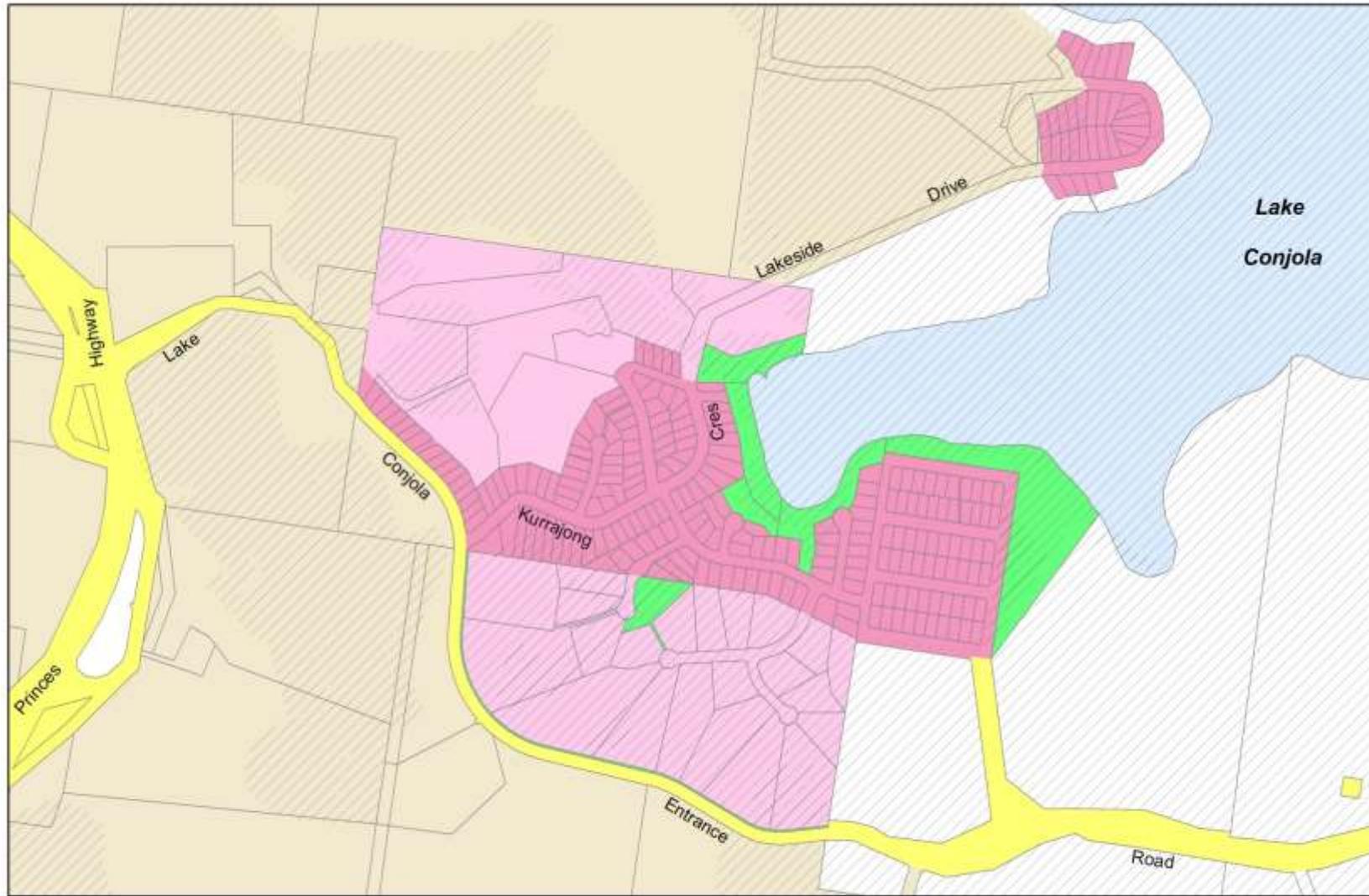
- Impact of development on the water quality of Lake Conjola.
- Need for the protection of the scenic amenity of the locality and the visual impact of any potential development.
- Capacity of the sewerage system.
- Requirements of Planning for Bushfire Protection and potential bushfire hazard.
- Need to maintain rural/bushland buffer between Conjola Park and Lake Conjola.

### 7.14.5 Desired Future Character

To be determined in conjunction with the community following additional engagement and consultation planned for 2013 as part of Version 2 of the GMS.

### 7.14.6 Growth Potential

There is some potential for increased density on larger residential / rural residential lots surrounding the core settlement in the long term, once lower order services are established in village. There is also the potential for infill development / increases in densities within existing urban and rural residential boundaries, which again rely on the availability of services in the locality. There is no potential for outward expansion of the existing urban boundary.



**Legend**

- |  |                                    |  |                                 |  |                           |
|--|------------------------------------|--|---------------------------------|--|---------------------------|
|  | Physically Constrained Land        |  | Low Density Residential Land    |  | Private Recreation Land   |
|  | Long Term Investigation Area       |  | Medium Density Residential Land |  | Rural Land                |
|  | Short Term Investigation Area      |  | Large Lot Residential Land      |  | Commercial/Business Areas |
|  | Undeveloped Residential Zoned Land |  | Public Recreation Land          |  | Special Uses              |



Not to Scale

**Growth Management Strategy**

**CONJOLA PARK**

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## 7.15 Lake Conjola

Lake Conjola is a small tourist coastal village which contains a mix of residential development and tourist accommodation (caravan parks, cabins, holiday homes etc.). It has a high rate of unoccupied dwellings (53.4%).

### 7.15.1 Landscape Characteristics

The village is low lying and is subject to inundation by floodwaters during flood events. It is surrounded by a variety of landscape types including Lake Conjola and associated creeks and tributaries, bushland, beaches and rural residential allotments.

The edge of the village, in particular the Lake Conjola caravan park, sits at the edge of the lakes entrance to the ocean.

### 7.15.2 Existing Development

Existing development comprises of predominately single and double storey single detached dwellings, with a small permanent population. There are also caravan parks and a bowling club.

Lake Conjola has some commercial development, which comprises of a general store / post office and take-away shop.

### 7.15.3 Access

Access from the Princes Highway is gained via Lake Conjola Entrance Road. This road is bitumen sealed.

### 7.15.4 Constraints / Considerations

The constraints and limitations that have been considered in the determination of the growth potential of the settlement include:

- Significant flooding constraints that result in the settlement being inundated during flood and storm events.
- Existing capacity of sewer and water infrastructure and the ability for this infrastructure to be ungraded, which is limited at this time.
- Requirements of Planning for Bushfire Protection and Bushfire hazard.
- Maintaining a separation between the villages of Lake Conjola and Conjola Park.
- Minimising further ribbon development along Lake Conjola Entrance Road.

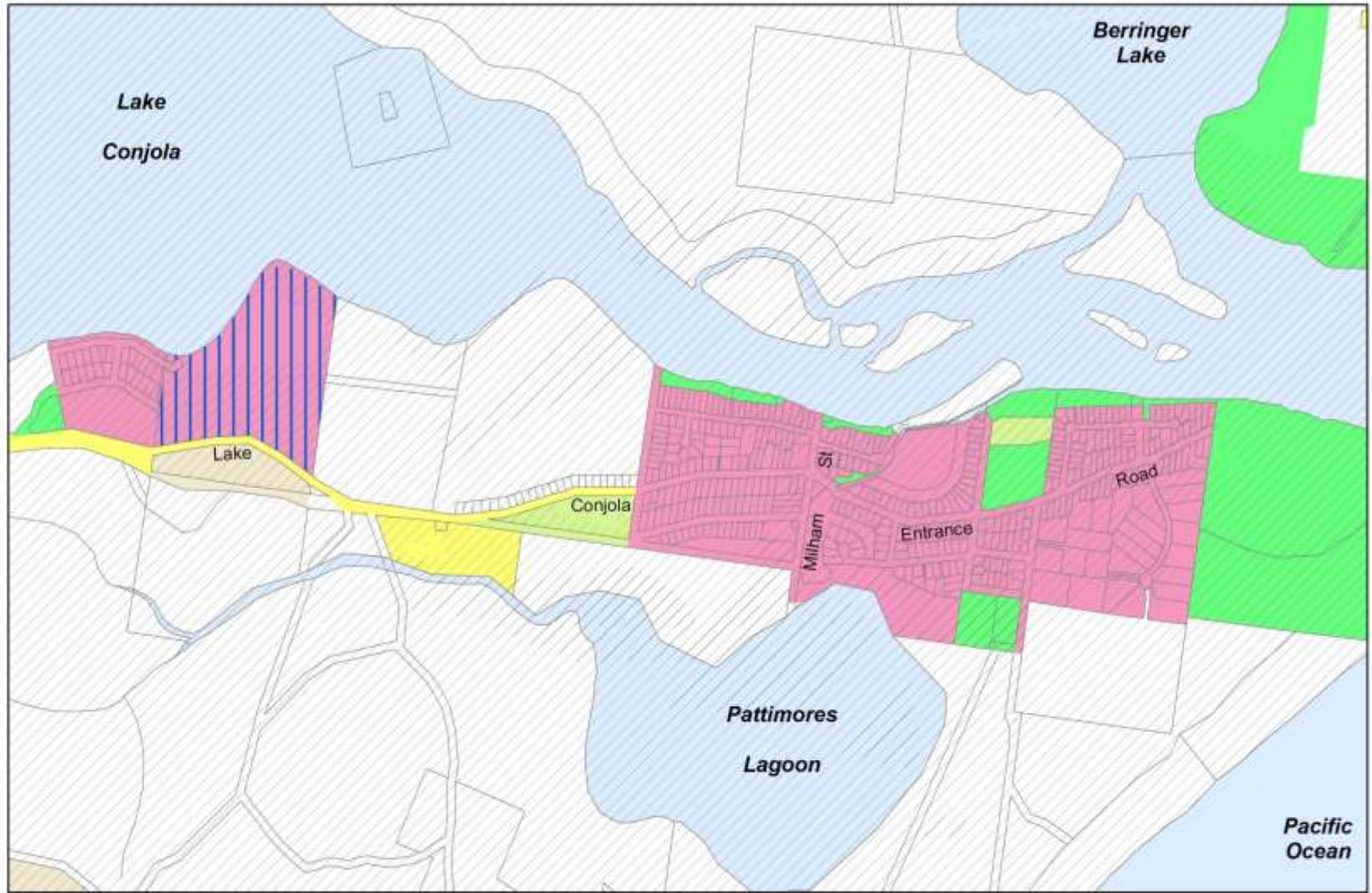
### 7.15.5 Desired Future Character

To be determined in conjunction with the community following additional engagement and consultation planned for 2013 as part of Version 2 of the GMS.

### 7.15.6 Growth Potential

There are few sites suitable for consideration for further growth given the extent of flood risk in the village and surrounds. As a result there is no capacity for urban expansion beyond existing boundary.

There is some limited potential in the longer term for mixed use development or increase in density through dual occupancy development on unconstrained urban zoned land.



**Legend**

- |                                    |                                 |                           |
|------------------------------------|---------------------------------|---------------------------|
| Physically Constrained Land        | Low Density Residential Land    | Private Recreation Land   |
| Long Term Investigation Area       | Medium Density Residential Land | Rural Land                |
| Short Term Investigation Area      | Large Lot Residential Land      | Commercial/Business Areas |
| Undeveloped Residential Zoned Land | Public Recreation Land          | Special Uses              |



Not to Scale

**Growth Management Strategy  
LAKE CONJOLA**

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## 7.16 Kioloa

Kioloa is a small coastal village located to the south of Bawley Point. It has a low level of servicing and relies on Bawley Point for the provision of lower order services.

Kioloa is structured into three main grid subdivisions surrounding a large portion of undeveloped urban zoned land held by the Crown.

### 7.16.1 Landscape Characteristics

Kioloa has a natural bushland landscape setting characterised by steep headlands with rock cliffs and small sandy bays and beaches.

There is a narrow dunal system and low lying coastal plain inland from the coast. Currently there is a large amount of undeveloped residential zoned land available for urban use.

### 7.16.2 Existing Development

Existing development within Kioloa comprises of predominately single storey detached dwellings. The location is a popular tourist destination with a small permanent population base. There are a number of caravan parks in the area.

### 7.16.3 Access

Access to Kioloa is gained from the Princes Highway via Murramarang Road. Through Bawley Point.

### 7.16.4 Constraints /Considerations

The constraints and limitations that have been considered in the determination of the growth potential of the settlement include the:

- Limited services and infrastructure (water and sewer) available;
- Distance from higher order settlements and services.
- Small permanent population.
- Endangered Ecological Communities.
- Environmentally Sensitive Land
- Boarded by National Park / State forest.
- Acid sulphate soils.
- Some potentially contaminated land at the former Kioloa sawmill site.
- Bushfire prone land.
- Coastal hazards.
- Heritage area to the north.
- Prime agricultural land.
- Land for public recreation.

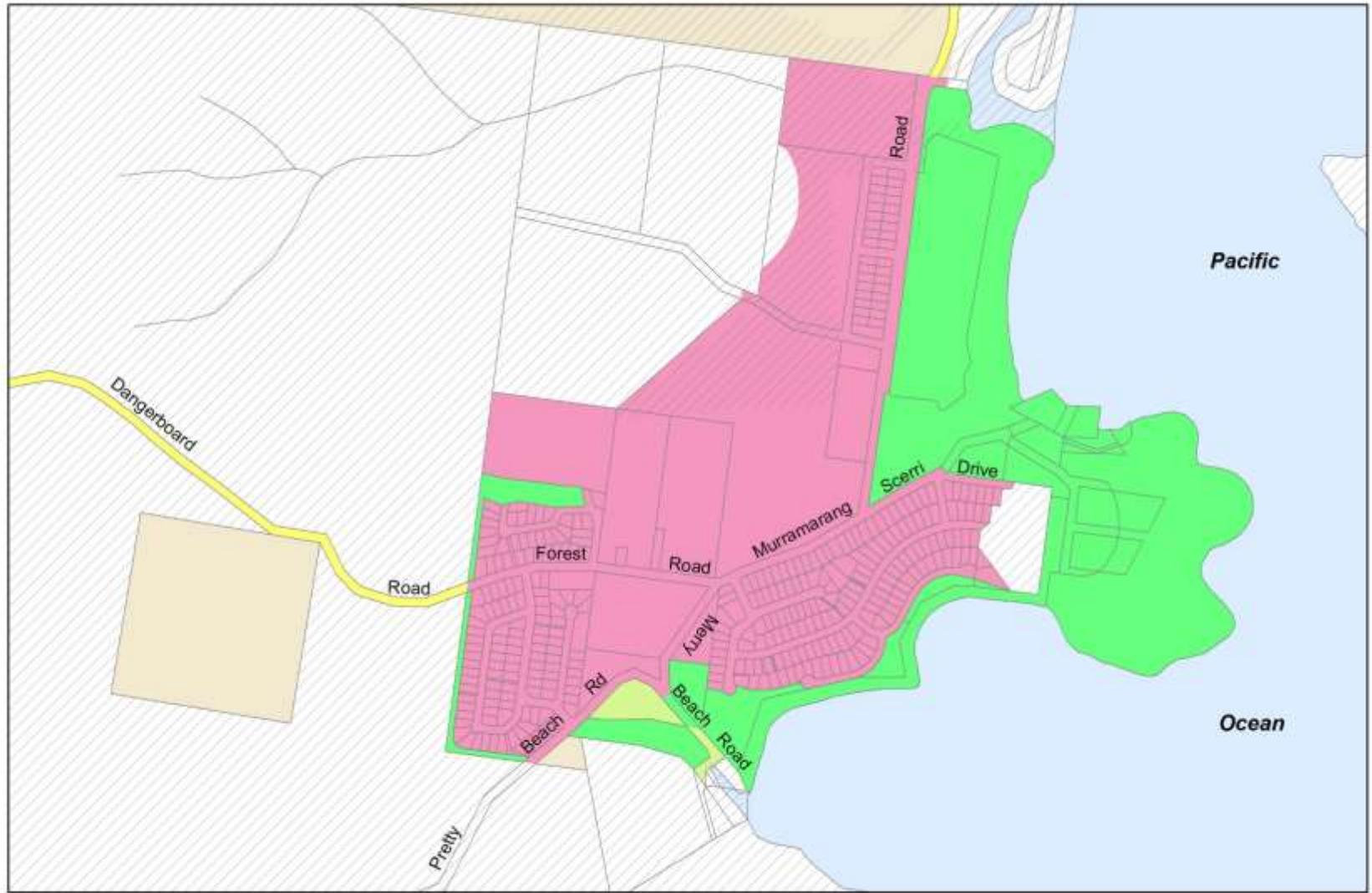
### 7.16.5 Desired Future Character

To be determined in conjunction with the community following additional engagement and consultation planned for 2013 as part of Version 2 of the GMS.

### 7.16.6 Growth Potential

There is substantial existing supply of un-developed urban zoned land located within Kioloa. Given that the settlement has good linkages to the Bawley Point service centre it is expected that this

land will be utilised subject to existing constraints. Other growth in this location will occur through infill development of existing urban zoned land. Given its vegetated nature the ultimate development potential of this area is uncertain. There is no growth potential outside of the existing urban boundary at this time given the number of constraints that exist and the current availability of urban zoned land.



**Legend**

- |  |   |   |
|--|---|---|
|  Physically Constrained Land        |  Low Density Residential Land    |  Private Recreation Land   |
|  Long Term Investigation Area       |  Medium Density Residential Land |  Rural Land                |
|  Short Term Investigation Area      |  Large Lot Residential Land      |  Commercial/Business Areas |
|  Undeveloped Residential Zoned Land |  Public Recreation Land          |  Special Uses              |



Not to Scale

**Growth Management Strategy  
KIOLOA**

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## 7.17 Bawley Point

Bawley Point is an established coastal village and holiday/lifestyle destination. It is relatively isolated from higher order services.

It contains three main residential clusters stretching north-south along the coast separated by natural areas with a large lot residential development located to the west of Bawley Point Road and a small retail service centre located at the southern edge

### 7.17.1 Landscape Characteristics

The settlement has undulating terrain with some localised steep slopes. It has beautiful headlands, small sandy bays, beaches and extensive open grasslands and heavily timbered hinterland. There is a ridge line forming the northern extension of the Murramarang Range which is a dominant inland physical feature.

Dunes, lagoons and wetlands are vital components of the coastal environment of Bawley Point, with Meroo Lake located to the north and Willinga Lake located to the north west (both containing SEPP 14 Wetlands).

Meroo National Park is located to the north of Meroo Lake and Murramarang National Park is located to the south of the village. The Murramarang Aboriginal Area located on Murramarang Point contains the largest midden on the south coast.

### 7.17.2 Existing Development

Existing development within Bawley Point comprises of predominately single detached dwellings. There are also a number of rural residential allotments to the west of Bawley Point Road. The village has a commercial centre which provides a number of essential services such as food and beverage, supermarket, post office and newsagent. Bawley Point is also home to the University of Canberra Coastal Campus (located on the south eastern edge of the township). This campus is expanding and provides a retreat for staff and other visiting lecturers from the central campus located in Canberra.

### 7.17.3 Access

Access to Bawley Point is from the Princes Highway via Bawley Point Road, Kioloa gains access to the services located at Bawley Point via Murramarang Road.

### 7.17.4 Constraints / Considerations

The constraints and limitations that have been considered in the determining of the growth potential of the settlement include:

- Infrastructure provision. – Currently has no reticulated sewerage & water services.
- On site effluent disposal and the absorption capacity of soils.
- SEPP 14 wetlands.
- Bushfire hazard.
- Isolation from regional service centre, higher order services and major transport links.
- High rate of unoccupied dwellings.
- Existing subdivision proposals on western edge of village.
- Housing supply and demand.
- Retention of “green belt” between Bawley Point and villages to the south.
- Minimising ribbon development along Bawley Point Road.

### **7.17.5 Desired Future Character**

To be determined in conjunction with the community following additional engagement and consultation planned for 2013 as part of Version 2 of the GMS.

### **7.17.6 Growth Potential**

There is a need to maintain existing urban boundaries in the short term. There are limited opportunities for long term expansion of urban boundaries, particularly whilst the settlement does not have reticulated sewer and water. Inward growth potential can occur through the development of existing urban zoned land for low density residential.



**Legend**

- |  |   |   |
|--|---|---|
|  Physically Constrained Land        |  Low Density Residential Land    |  Private Recreation Land   |
|  Long Term Investigation Area       |  Medium Density Residential Land |  Rural Land                |
|  Short Term Investigation Area      |  Large Lot Residential Land      |  Commercial/Business Areas |
|  Undeveloped Residential Zoned Land |  Public Recreation Land          |  Special Uses              |



Not to Scale

**Growth Management Strategy**

**BAWLEY POINT**

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## 7.18 Pebbly Beach, Depot Beach and North Durras

Pebbly Beach, Depot Beach and North Durras are small coastal villages located south of Ulladulla and north of Batemans Bay.

Given their relative isolation they function primarily as holiday and lifestyle destinations and are popular with the Canberra market. Apart from a general store in North Durras there are no services in these villages. Services are obtained at Batemans Bay located approximately 30kms south of the villages or to the north in Ulladulla.

### 7.18.1 Landscape Characteristics

These areas are characterised by the natural features and environments that exist within these locations. The townships are set within or adjoin the Murrumbidgee National Park and are surrounded by bushland, which is home to a variety of flora and fauna.

They feature beautiful coastlines which include cliffs and headlands, intertidal rock platforms, caves, tombolos, islands, sandy beaches, protected bays and shingle beaches.

### 7.18.2 Existing Development

The existing development within these locations is predominately single storey detached houses. Many are small fibro cottages although some redevelopment of this housing is starting to occur as they become more popular weekend destinations.

There are also caravan parks located in Depot Beach and North Durras.

### 7.18.3 Access

Access to Pebbly Beach, North Durras and Depot Beach is obtained from the Princes Highway via Pebbly Beach Road. This road is part bitumen sealed.

### 7.18.4 Constraints / Considerations

The constraints and limitations that have been considered in the determination of the growth potential of the settlement include the:

- Surrounding land tenure and use (National Park).
- Bushfire hazard.
- Small population size.
- Limited access to both lower order and higher order services.
- Threatened species and the need for their protection.
- No reticulated sewerage or water services.

### 7.18.5 Desired Future Character

To be determined in conjunction with the community following additional engagement and consultation planned for 2013 as part of Version 2 of the GMS.

### 7.18.6 Growth Potential

The outward growth of these settlements is extremely limited and it is expected that there will be no outward growth in the long term. Growth will only occur in these locations through the utilisation of undeveloped urban zoned land and infill development on existing lots.



**Legend**

- |  |   |   |
|--|---|---|
|  Physically Constrained Land        |  Low Density Residential Land    |  Private Recreation Land   |
|  Long Term Investigation Area       |  Medium Density Residential Land |  Rural Land                |
|  Short Term Investigation Area      |  Large Lot Residential Land      |  Commercial/Business Areas |
|  Undeveloped Residential Zoned Land |  Public Recreation Land          |  Special Uses              |

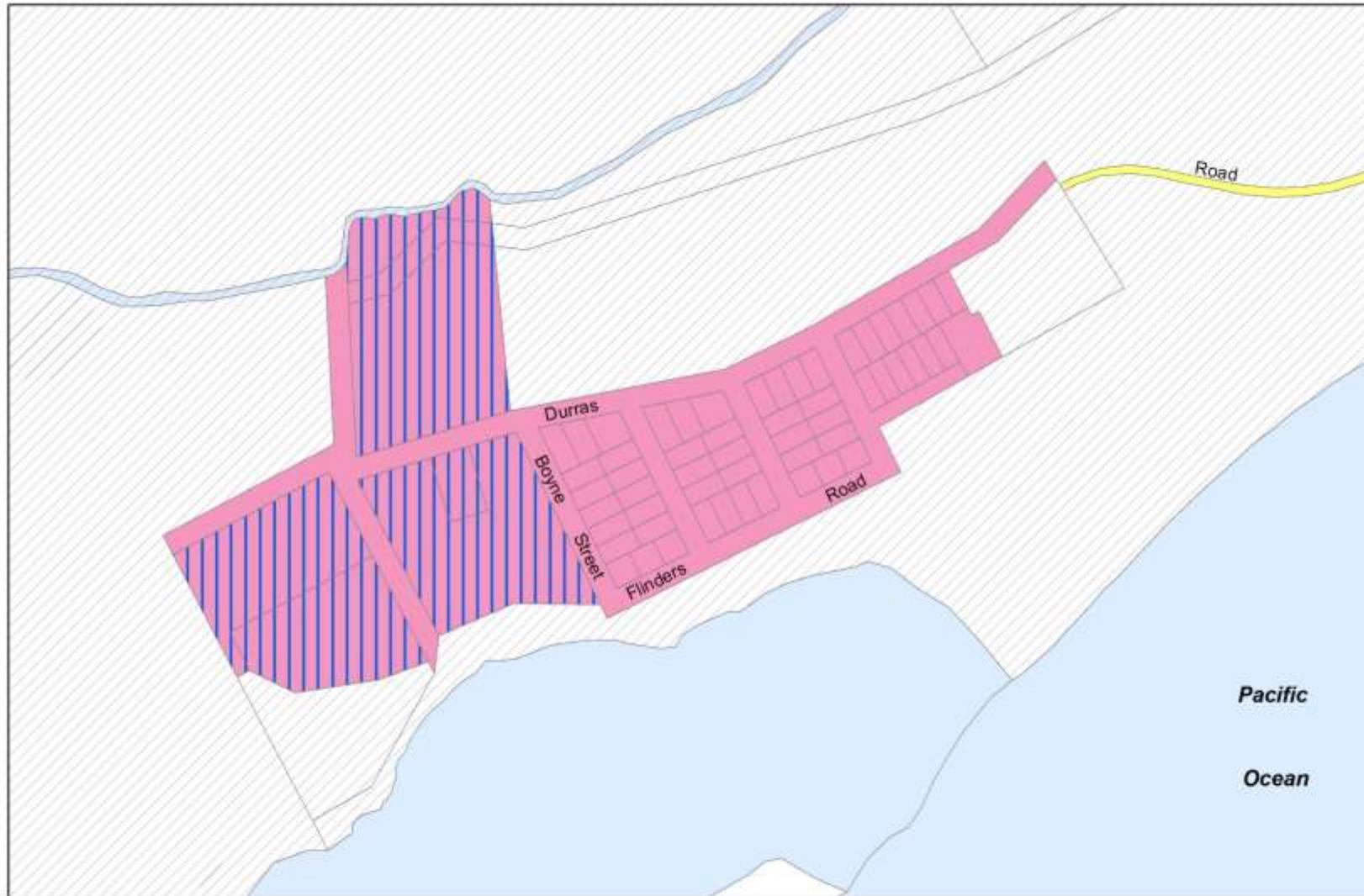


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**Growth Management Strategy**

**DEPOT BEACH**

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**Legend**

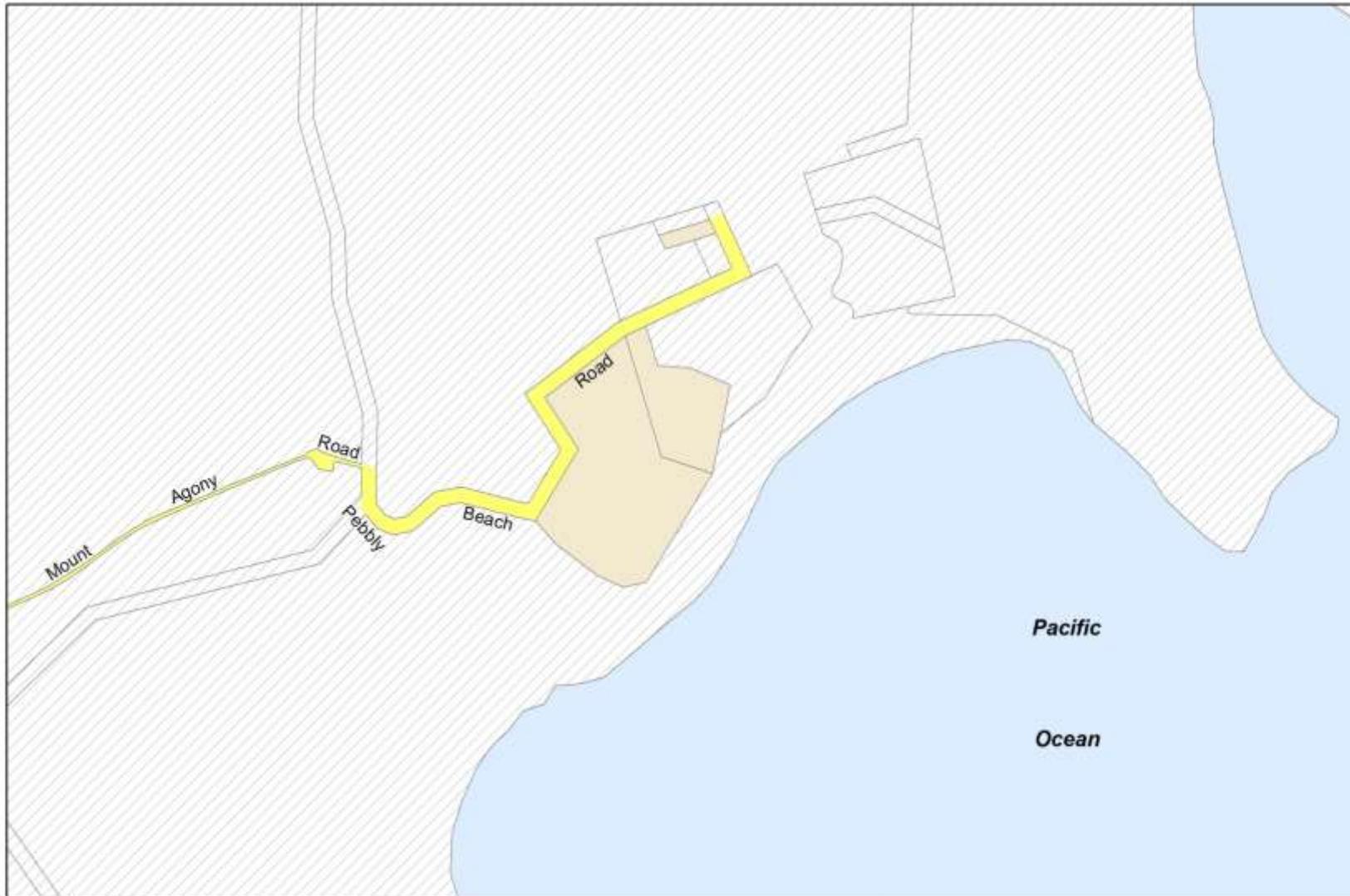
- |                                    |                                 |                           |
|------------------------------------|---------------------------------|---------------------------|
| Physically Constrained Land        | Low Density Residential Land    | Private Recreation Land   |
| Long Term Investigation Area       | Medium Density Residential Land | Rural Land                |
| Short Term Investigation Area      | Large Lot Residential Land      | Commercial/Business Areas |
| Undeveloped Residential Zoned Land | Public Recreation Land          | Special Uses              |



Not to Scale

**Growth Management Strategy  
DURRAS**

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**Legend**

- |  |   |   |
|--|---|---|
|  Physically Constrained Land        |  Low Density Residential Land    |  Private Recreation Land   |
|  Long Term Investigation Area       |  Medium Density Residential Land |  Rural Land                |
|  Short Term Investigation Area      |  Large Lot Residential Land      |  Commercial/Business Areas |
|  Undeveloped Residential Zoned Land |  Public Recreation Land          |  Special Uses              |



Not to Scale

**Growth Management Strategy  
PEBBLY BEACH**

## Section 8 Conclusion

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This Strategy will help guide the future development and conservation of the City for the next 20 to 25 years. The GMS (Version 1) is the first step in establishing a growth direction for the City particularly for those settlements which Council does not currently have a Settlement Strategy or Structure Plan. It is expected that this growth direction will be built on and enhanced through additional community input and engagement as part of the development of the second Version of the document in 2013.

The Strategy does not itself rezone land for development however; it identifies broad areas for future consideration and investigation. The Strategy establishes a broad planning framework for the City that is consistent with the South Coast Regional Strategy. Future potential areas for further investigation are identified within the Strategy. The Environmental Planning and Assessment Act 1979 sets out the legal procedures that must be followed when preparing and assessing development and rezoning proposals that may follow the completion of this Strategy. Further opportunities for community input will also be available as part of these statutory processes.

Council and the NSW Government will ensure that the Strategy is appropriately monitored and reviewed through time to ensure that it responds to new information and adopts an adaptive approach to continued settlement.

The City has unique environmental and cultural values and is known to contain habitat for a significant number of threatened species. The threat of bushfire, flooding and coastal processes must be taken into consideration when responding to development pressure in the City. Current trends and external influences must be understood and considered in the determination of appropriate growth locations. Future population growth must be carefully managed to ensure that Shoalhaven remains a place that is desirable to live and visit.