

Explanatory Document

Review of Planning Options for Taylors Lane, Cambewarra (Badagarang) Affected Land

Land adjoining Taylors Lane, Cambewarra (Badagarang), including land within the Moss Vale Road South Urban Release Area (URA).



Figure 1: Aerial view of review area

Overview

Council is reviewing options for the future of Taylors Lane as part of the realisation of the URA within which it is located. The review specifically considers how the existing trees that are currently a feature of Taylors Lane can feasibly be retained and successfully integrated into future urban development the existing zones allow. The review considers potential changes to planning controls on the adjoining land that may support the retention of the trees in the long term. It also considers the ongoing appropriateness of existing urban zones at the eastern end of Taylors Lane.

Background

Taylors Lane is a laneway in the suburb of Cambewarra (*Note: it is proposed to rename the URAs in this location Badagarang*) which currently provides access to a small number of rural

and rural-residential properties. The laneway contains significant stands of trees which are considered a feature of the current local landscape and are valued by the community. The western portion of Taylors Lane is located within the Moss Vale Road South URA and features trees primarily along the northern edge of the current road reserve. The eastern part of Taylors Lane currently intersects with Moss Vale Road and contains the greatest density of trees on both sides of the lane.

The area currently has a rural character but is mostly urban zoned and is transitioning to an urban landscape over the next 5-10 years as the zoned land is developed. The eastern end of Taylors Lane contains a grouping of existing urban zones which are separated from Moss Vale Road South URA by a rural-zoned corridor identified for the future Western Bypass.

The Moss Vale Road South URA was initially identified in the [Nowra-Bomaderry Structure Plan 2006](#) (NBSP) as one of several 'New Living Areas' to be released for new housing. The NBSP identified new and upgraded roads required to support the development of the URAs, including a two-way link between Moss Vale Road South URA and the [Far North Collector Road](#) (FNC) via Taylors Lane. This seeks to provide alternate access into the URA during construction and reduce traffic on the State road network (Moss Vale Road) by providing a direct link to North Nowra.

With the commencement of Shoalhaven Local Environmental Plan (LEP) 2014, the Moss Vale Road South URA was zoned residential and formally became an 'Urban Release Area'. The master planning for the URA was completed in 2018 with the commencement of Shoalhaven Development Control Plan (DCP) 2014 [Chapter NB3: Moss Vale Road South URA](#). The URA will ultimately support a residential community of up to 950 dwellings. Several proposed residential subdivisions of land either side of Taylors Lane are now approved and/or constructed, with further subdivisions currently under assessment.

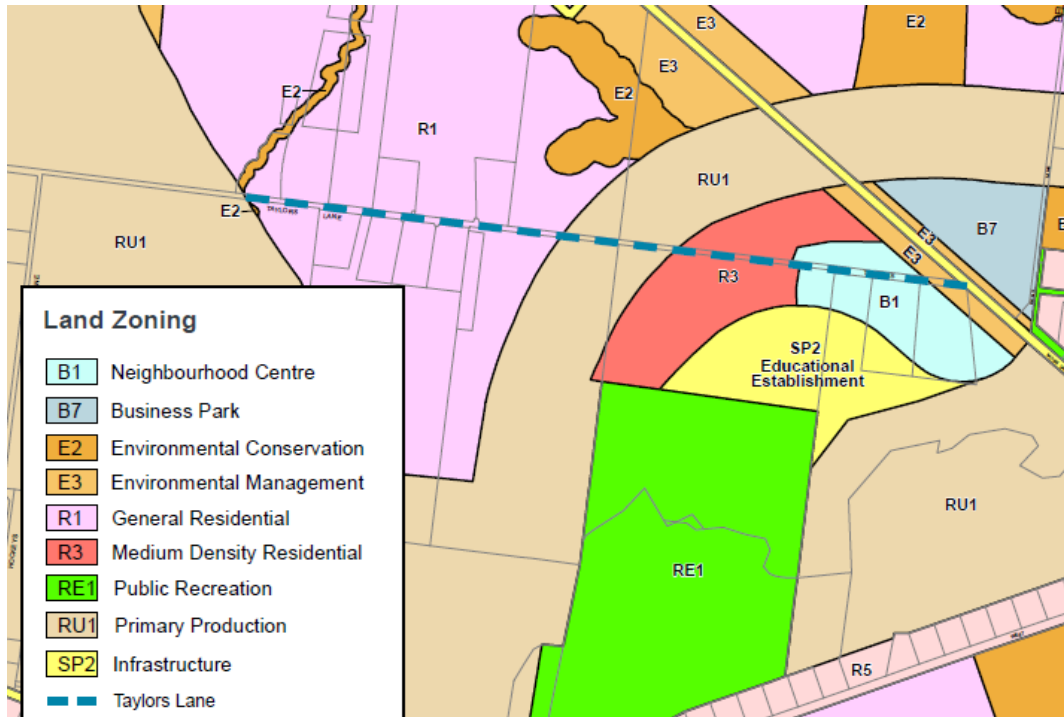


Figure 2: Existing zoning (Shoalhaven LEP 2014).

Under DCP Chapter NB3, Taylors Lane within the URA would be upgraded to a two-way Tree Lined Boulevard, with existing trees removed and replaced with new urban street trees. The upgrade of Taylors Lane east of the URA was added to the scope of the FNC project. Council exhibited several upgrade options for Taylors Lane East in February 2020, all of which would impact on the trees to varying extents. Council's preferred option at the time was to upgrade the road in its current position which would require the removal of most of the existing trees.

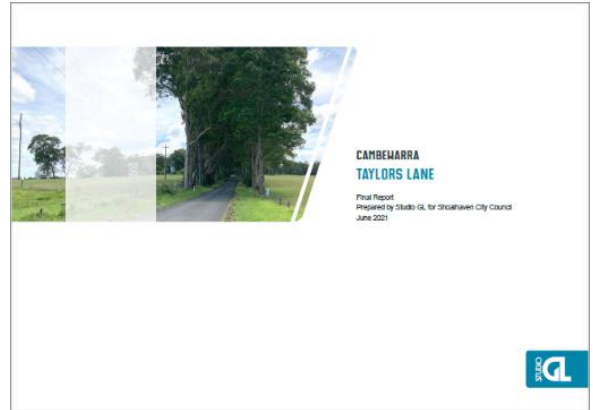
Following community opposition to the preferred option, Council resolved in June 2020 (MIN20.419) to 'defer' a decision on the upgrade and commence a review of options for how the trees could be retained and how the required road upgrade could still be provided. The review also considers potential changes to planning controls that may be required to support the long term retention of the trees, and the appropriateness of the existing urban zones at the eastern end of Taylors Lane.

The following sections provide an overview of the review that has been undertaken and the range of options that have been considered. Council is now seeking community feedback on the options before deciding the next steps/actions in this regard.

Options Report (Studio GL, June 2021)

Following Council’s decision in June 2020 to ‘defer’ the proposed upgrade of Taylors Lane, Council engaged consultants Studio GL Pty Ltd to undertake an initial review of options to retain the trees.

Studio GL’s review includes a strategic analysis of options in terms of planning, urban design, landscape architecture and transport. It did not however investigate the potential costs, technical feasibility or environmental impacts of the options in any detail.



The review incorporates feedback from two stakeholder workshops held in March 2021 attended by local landowners and developers of land adjoining Taylors Lane.

Given the different characteristics of the east and west sections of Taylors Lane, the report considered options separately for ‘Taylors Lane West’ (the area within Moss Vale Road South URA) and ‘Taylors Lane East’ (the area east of the URA). These are summarised in **Figure 3**.

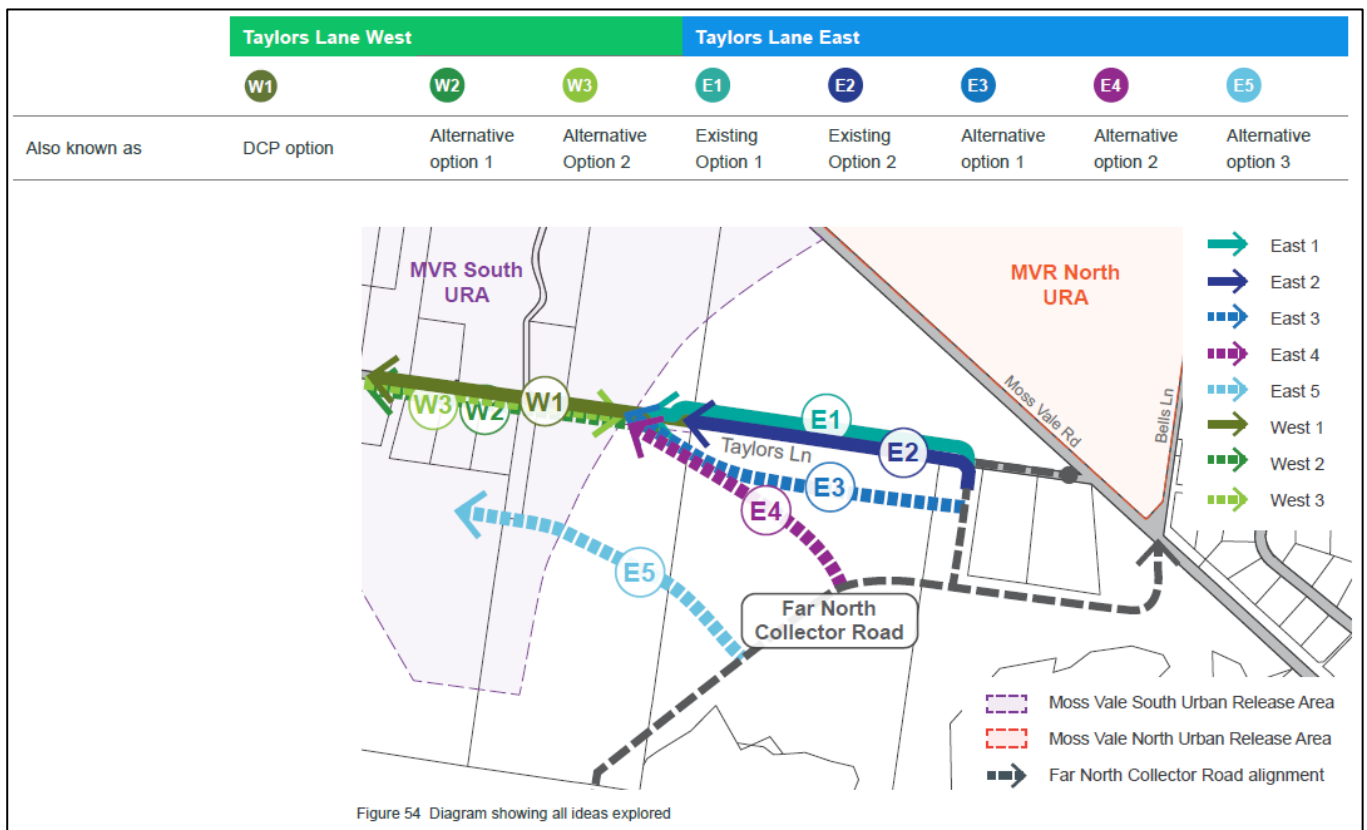
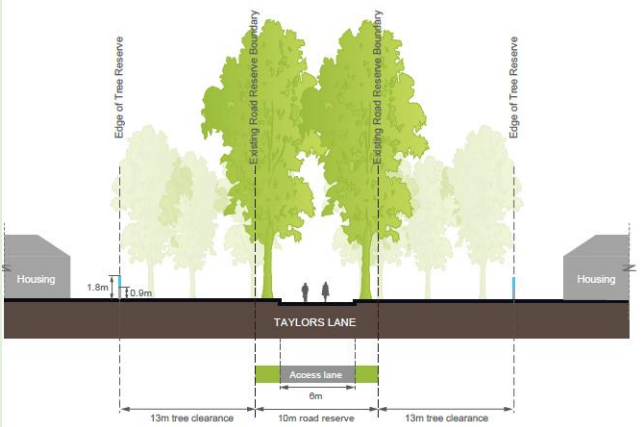


Figure 3: Summary of potential future options for Taylors Lane West and Taylors Lane East (Studio GL)

Potential Shoalhaven DCP 2014 amendments

The Options Report outlines potential urban design and development controls that could be applied to the adjoining land to support the long term retention of the trees. These are summarised in **Table 1**.

Table 1: Potential urban design and development controls

Potential DCP Control	Implications & Issues
<p>Widen the Taylors Lane road reserve by approximately 13m either side to include the root protection zone.</p>  <p>Figure 59 Street Section across Taylors Lane showing proposed DCP amendments</p>	<p>Potentially the only way to ensure long term protection of the trees. May be difficult to achieve. Land either side is already zoned for development, in private ownership and would be costly to acquire if needed. Need to consider the long term use of Taylors Lane and integration with surrounding development/networks. Ongoing maintenance costs/resourcing for Council.</p>
<p>Lots and dwellings to be oriented side-on to Taylors Lane. Minimum of 2 windows of habitable rooms facing Taylors Lane. No driveway access permitted to Taylors Lane. Limits on side fencing height to provide passive surveillance into Taylors Lane.</p>	<p>Needs further consideration for land in the URA e.g. how these controls would fit with development layouts that may have already been approved. The existing DCP restricts access to Taylors Lane. May be more achievable for future development east of the URA, subject to consideration and discussion with landowners/developers.</p>
<p>Streets running perpendicular are to terminate and not cross Taylors Lane.</p>	<p>May not be possible in the URA section. Developments under the existing DCP include crossings & intersections with Taylors Lane. Could be considered in future development east of the URA, subject to consideration and discussion with landowners/developers.</p>

Potential Shoalhaven LEP 2014 amendments

The Options Report reviews and outlines potential changes to the existing R3 Medium Density, B1 Neighbourhood Centre and SP2 Infrastructure (educational establishment) zones along the eastern end of Taylors Lane. The potential changes and possible implications and issues are summarised in **Table 2**.

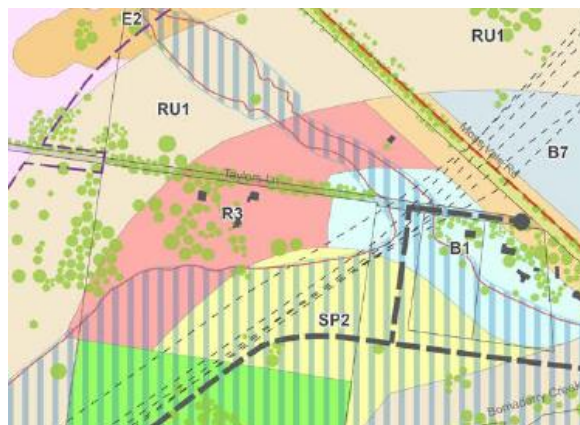


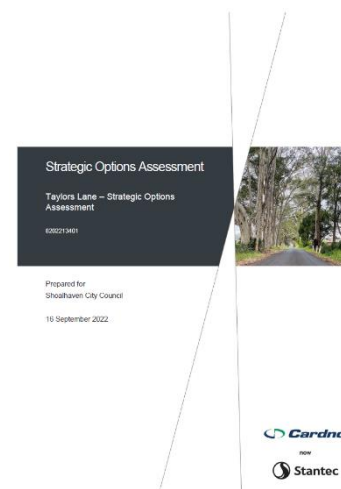
Table 2: Potential Shoalhaven LEP amendments

Potential change to LEP zone	Implications & Issues
Rezone SP2 land north of the FNC to R3 and B1 to create consolidated envelopes of R3 and B1 zoned land around the final FNC alignment.	Could be further investigated and considered given that the SP2 land is no longer likely to be suitable for its original intended purpose of a school. Will require consideration with affected landholders. Consistency with NSW Government flood related rezoning guidelines is likely to be a key issue.
Alternatively, the B1 zoned land could be rezoned to R3 to create a single consolidated R3 area.	As above.
Rezone land within the regional services easement to SP2 Infrastructure or RE1 Public Recreation to recognise the limited development potential of this land.	Needs further consideration. Possibly not consistent with the NSW Government's mandated approach to the zoning of utility corridors & easements.
Rezone SP2 land south of the FNC to RU1 Primary Production and/or RE1 Public Recreation	Could be considered given that the SP2 land is no longer likely to be suitable for its original intended purpose of a school.

Strategic Options Assessment Report (Stantec, September 2022)

Following Council's consideration of the Studio GL Options Report, consultants Stantec undertook investigations into the indicative cost, environmental impacts, cultural heritage impacts and technical feasibility of the options to provide a fuller assessment of each of them.

The resulting Strategic Options Assessment report provides an additional level of information and analysis to assist with evaluating and comparing the options. It is important to note that the analysis is at a desktop level only. The results are indicative and may change when detailed designs and site investigations are undertaken in later project stages.



The technical feasibility analysis considered civil design, impact on utilities, geotechnical conditions, flooding/hydrology and traffic/connectivity. The analysis indicates that several options are not likely to be feasible or are known to not be feasible.

The environmental and cultural heritage analysis considered impacts on biodiversity, threatened species/populations/ecological communities, riparian land and waterways, and potential Aboriginal and European cultural heritage.

The preliminary cost estimates include design, construction and potential land acquisition costs for each option and are informed by concept designs.

To assist with the comparison of options, the report scores and ranks options on Cost and Environment/cultural heritage impact. Options that are considered not feasible are indicated in red and options considered feasible (subject to further investigation) are indicated in green. The two options that remove all trees – E2 and W1 - are included for comparison purposes. The results are shown in **Table 3 Taylors Lane East** and **Table 4 Taylors Lane West**.

An aerial overview of the options that are considered feasible and not feasible is provided in **Figure 4**.

Table 3: Taylors Lane East Options

Rank	Option	Cost /50	Environment & Culture /50	Score /100	Cost estimate (\$M)
<i>Options that retain the Taylors Lane trees</i>					
1	W3a	50.00	50.00	100.00	\$1.24
2	E1a	37.51	41.67	79.17	\$5.28
3	E1	36.59	35.71	72.30	\$5.36
4	E5	23.94	37.50	61.44	\$7.58
5	E3	24.93	36.00	60.93	\$7.06
6	E4	23.21	35.71	58.92	\$7.77
<i>Option that removes the Taylors Lane trees</i>					
N/A	E2	42.12	27.78	69.89	\$4.39

Table 4: Taylors Lane West Options

Rank	Option	Cost /50	Environment & Culture /50	Score /100	Cost estimate (\$M)
<i>Options that retain the Taylors Lane trees</i>					
1	W3	50.00	50.00	100.00	\$1.30
2	W2	25.12	35.29	60.42	\$3.40
<i>Option that removes the Taylors Lane trees</i>					
N/A	W1	28.04	25.00	53.04	\$3.20



Figure 4: East and West options labelled (green = feasible, red = not feasible)

Discussion

Several options that retain the trees are not considered technically feasible for two main reasons:

1. **Impacts on the root zone.** Options W2, W3, W3a & E1a will require excavation, pavement construction and/or drainage work in the root zone. The impact of root damage and altered drainage on long term tree health is not known in any detail.
2. **Does not meet identified traffic requirements and/or unacceptable traffic outcome.** W3 and W3a are one-way options which are at odds with the road network requirements of the Nowra-Bomaderry Structure Plan 2006 and the internal road network in Moss Vale Road South URA. E4 and E5 require traffic travelling to North Nowra to first turn left onto the FNC and then double back due to a left-in-left-out intersection. E4 and E5 potentially make the new roundabout being constructed further east on the FNC redundant once the existing Taylors Lane is closed to traffic.

Of the feasible options for Taylors Lane East, option E1 ranks the most favourable on cost and environmental/cultural heritage impact, followed by option E3. Both options have similar environment/cultural heritage scores but the nature of impact differs – E3 requires more vegetation clearing but E1 encroaches into a waterway. Cultural heritage was not a differentiating factor for any of the options – all were found to have the same potential to impact on unrecorded cultural heritage that may be present.

E1 and E3 are estimated to cost approximately \$1M and \$2.6M more than option E2 (removal of all trees) respectively. E3 potentially requires bridge and/or culvert structures which contributes to its significantly higher cost estimate.

The only option considered technically feasible for Taylors Lane West is W1 - the planned Tree Lined Boulevard and removal of existing trees as per the current Moss Vale Road South DCP.

Other matters relevant to the consideration of options include:

- **Compatibility of the trees with the future urban environment.** The land around Taylors Lane is currently zoned residential and includes a major urban release area which has started undergoing subdivision and development. The area will change to an urban environment over the next 5-10 years and the existing trees may be incompatible with this future environment. For example:
 - Pressure from future residents to remove trees considered risky or dangerous to dwellings.
 - Removal of trees for intersecting streets in Moss Vale Road South URA.
 - Urban landscaping generally uses species suited to the urban environment
 - Piecemeal removal of trees is likely to weaken remaining trees.

As a result, there is a likelihood that the existing trees will be lost over time, even if they are retained initially with the best intentions.

- **Housing supply.** Moss Vale Road South URA is a major source of new housing in Shoalhaven over the next 5-10 years. There is a need for Council to form a position on

Taylor's Lane to enable housing development to proceed with some certainty and consistent with the planning that commenced back in 2006.

- **Funding and timing.** Taylor's Lane East is currently part of the scope of the FNC project which is grant funded. The conditions of the grant around budget, timing and other matters need to be complied with otherwise the funding could be lost.
- **Long term use of Taylor's Lane.** Any alternate uses of Taylor's Lane need to consider integration with wider networks (e.g. cycleways) and resourcing of ongoing management and maintenance.
- **Options to offset tree removal.** The revegetation and rehabilitation of other sites, for example riparian land around Bomaderry Creek, could provide an 'offset' to the impact of options that remove trees.
- **Cost-sharing options.** There may be the opportunity for cost-sharing between Council and development where an option would practically form part of a future development.

Exhibition Documents

The Review of Options for Taylor's Lane, Cambewarra, is on public exhibition from **Wednesday 5 October to Friday 4 November 2022 (inclusive)** and available for viewing online at <https://www.shoalhaven.nsw.gov.au/Council/Access-to-Information/Documents-on-Exhibition>.

Electronic copies of the exhibited package will also be available at Council's City Administration Centre (Bridge Road, Nowra) and at the Ulladulla Administration Building (Deering Street, Ulladulla) during business hours (9am-5pm) for the duration of the exhibition period.

The exhibition package includes:

1. This Explanatory Document
2. Options Report (Studio GL, 2021)
3. Strategic Options Assessment Report (Stantec, 2022)
4. Public Notice

Request For Comment

Submissions relating to the Review of Planning Options for Taylor's Lane are invited during the exhibition period and should be made in writing, and addressed to:

Post: The Chief Executive Officer, Shoalhaven City Council, PO Box 42, Nowra NSW 2541

E-mail: council@shoalhaven.nsw.gov.au

Website: via the form on the Exhibition page at:
<https://www.shoalhaven.nsw.gov.au/Council/Access-to-Information/Documents-on-Exhibition>

All submissions must be received in writing by **5pm Friday, 4 November 2022**, quoting Council's reference 64806E.

The feedback in submissions will be considered and reported to a future meeting of Council to enable a final decision on a preferred option. Ideally this needs to happen before the end of 2022, given the timeframes associated with the overall Far North Collector Road project.

Please note that correspondence submitted to Council on this matter may be open to public inspection without notifying the correspondents. Pre-printed form letters, which have been individually signed will be considered but not formally acknowledged. All persons who lodge a submission are required to declare any relevant political, donations and/or gifts in accordance with Section 10.4(5) of the Environmental Planning and Assessment Act 1979.

Enquiries should be directed to Ryan Jameson on (02) 4429 3139, quoting Council's reference 64806E.