

Social & Community Needs Assessment: Planning Proposal 131 St Vincent Street, Ulladulla



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This report has been prepared for
SMEC Australia Pty Ltd

by

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1 Executive Summary

1.1 Background

The Planning Proposal is for the rezoning of existing industrial land to provide the opportunity for a higher density residential development in the form of medium and high density residential, commercial premises, childcare and affordable housing, as well as variations to height and floor space ratio (FSR). The Site is currently zoned E4 General Industrial under the Shoalhaven Local Environment Plan (LEP), and accommodates a Bunnings warehouse, which will be relocated further to the outskirts of Ulladulla.

Based on a concept design, the proposal could yield around 182 apartments over four buildings, including around 50 affordable housing dwellings, that will be managed by a registered Community Housing Provider for 15 years, with the applicant also in discussions with DCJ regarding the possibility of providing at least 5 social housing dwellings in perpetuity.

A Scoping Proposal was prepared and lodged to Council on the 18 May 2023 with feedback received on the 4 July 2023. Feedback included requests for further technical studies, including a social impact assessment (SIA). An SIA report that considered the *NSW Social Impact Assessment Guideline*¹ was prepared to fulfill Council's request. This SIA was included as Appendix I with the Planning Proposal application (PP-2024-109) assessed by Council in early 2024.² At its 20 May 2024 meeting, Shoalhaven City Council resolved to support Planning Proposal (PP-2024-109) 'in principle' subject to conditions that included preparation of a revised scheme that reduced the height of buildings 1 and 2 to a maximum of 21m.³ This SIA report has been prepared in response to this revised scheme and updated Planning Proposal that will be submitted to the Department of Planning, Housing and Infrastructure (DPHI).

1.2 Context of Planning Proposal

1.2.1 Services Context

Ulladulla is the primary service centre for the southern Shoalhaven Local Government Area (LGA). A range of retail, community, health, aged and disability services, and educational, sporting and recreational, civic and cultural facilities are located in Ulladulla servicing the local and wider southern Shoalhaven communities (see Section 3 below for detail).

¹ (The former) NSW Department of Planning, Industry and Environment (2023) Social Impact Assessment Guideline, February, <https://www.planning.nsw.gov.au/policy-and-legislation/under-review-and-new-policy-and-legislation/social-impact-assessment>.

² Shoalhaven City Council, Planning Proposal – 131 St Vincent Street, Ulladulla, <https://getinvolved.shoalhaven.nsw.gov.au/pp-131-st-vincent-street>.

³ Shoalhaven City Council, Minutes of Ordinary Meeting 20 May 2024, CL24.141 New Proponent Initiated Planning Proposal – 131 St Vincent St Ulladulla – Initial Consideration, Pg 5-6.

The Illawarra Shoalhaven Regional Plan 2041 identifies Milton-Ulladulla as a 'Strategic Centre'. *Objective 18: Provide housing supply in the right locations* notes that, whilst Nowra Bomaderry will be the major focus for increasing housing supply and diversity in the LGA, the Plan also prioritises opportunities for new housing in well-serviced strategic centres. It notes that, 'As the relatively well-serviced second largest centre in the Shoalhaven, Milton-Ulladulla is also considered a place for housing choice, with the potential for a review of controls to increase residential density where appropriate'.⁴

The subject site is well-located to take advantage of the excellent services and facilities provided within Ulladulla, particularly considering the demographic and housing context described below.

1.2.1 Demographic Context

The subject site is located approximately 500 metres south of the Ulladulla CBD and consists of a single lot (Lot 26 DP759018) with an area of around 1 hectare, and a frontage of 100 metres to St Vincent Street.

At the time of the 2021 Census, 383 people lived in the immediate locality (the SA1), with 7,262 living in Ulladulla suburb. The median age of both localities, and the LGA, was much older than average, and almost one-quarter of residents were aged 70+ years (double the State average), with a much higher rate of lone person and couple only households.

The median income was much lower, likely related to the older age structure, and the high relative level of disadvantage on the SEIFA Indexes of Socio-economic Disadvantage, and Education and Occupation.

There is also predicted to be a significant ageing of the population to 2041. The much older projected age profile in the Shoalhaven LGA in 2041 is reflected in the higher than average rate of lone person households, and of couple only households, which together are projected to make up almost two-thirds of households by 2041.

In terms of employment, labour force growth in the LGA over the past decade was well above the regional and State average, with a high level of local labour force containment. There were 3,026 jobs in the Destination Zone (DNZ) associated with the proposed development site, including the commercial and industrial areas and Ulladulla CBD.

By far, the largest number of jobs were in essential services or 'key worker' jobs where most workers were on the lowest quartile of income (Retail Trade; Health Care and Social Assistance; and Accommodation and Food Services), making up 45% of all employment in Ulladulla DNZ. The largest growth in employment was likewise in essential service industries, generally associated with lower paying jobs.

1.2.2 Housing and Affordability Context

The much older age profile and predicted aging of the population, predominance of smaller households and decreasing household size, and nature of employment and jobs growth in the

⁴ (The former) NSW Department of Planning, Industry and Environment (May 2021) Illawarra Shoalhaven Regional Plan 2041, p 62.

locality, have significant implications for the future provision of housing, particularly the need for diverse, affordable and lower cost housing types.

Workers in essential service or 'key worker' jobs are critical to the functioning of the local economy, but are increasingly unable to find affordable and/or appropriate accommodation, or indeed anything to rent at all, in an increasingly constrained local housing market. This results in long commuting times and costs for many, and the inability of local businesses and services to access workers, exacerbating existing labour and skill shortages in industries such as health care, social assistance, aged care, construction trades, and hospitality.

The very high rate of people aged 70+ years in large separate houses, many in more isolated communities, also indicates the need to increase the supply of smaller, more manageable dwellings near the major service centres of Nowra-Bomaderry and Ulladulla.

It is of concern, therefore, that there was limited increased housing diversity in the decade to 2021, proportionally and in absolute terms. By far the largest increase in absolute terms was in the number of separate houses. Whilst there was some increase in medium density dwelling types over the period, this was largely offset by a loss of flats and units.⁵

The lack of housing that is affordable to very low and low income renters, and low and moderate income purchasers in the locality and the LGA is also of serious concern, as are recent unprecedented increases in the real cost of rent and purchase prices.

Ulladulla (and the subject site) is located in Postcode 2539, and there were insufficient one and two bedroom apartments rented in this postcode in the most recent quarter for DCJ to report data. This indicated a serious supply issue for smaller strata dwellings in this area, which is apparent across most of the LGA. The only areas where there were sufficient smaller strata dwellings rented in the period was Nowra-Bomaderry area, and one bedroom units were only affordable to the upper 60% of low income households, and to no very low income households; while two bedroom units were only affordable to moderate income households.

There would be enormous benefit in increasing the supply of one and two bedroom units in particular at scale. This is particularly important considering that around 65% of such dwellings are likely to enter the private rental market, which will assist in easing pressure on demand and cost; and that 2,283 of the 4,298 renting and purchasing households in housing stress in 2021 (55%) were very low and low income renters, with the majority of these requiring smaller strata dwellings.

The situation for purchasers across the region was even worse, with median priced strata and non-strata dwellings affordable to only high income households in the LGA and relevant Postcode area. Again, the majority of purchasers in housing stress are in lone person and couple households, and need smaller well located strata dwellings. As such, increasing the supply of smaller strata dwellings at scale is likely to reduce cost and (for moderate income households) increase affordability, and is considerable benefit of the Planning Proposal in this locality.

⁵ Likely a change in the ABS categorisation, noting that there was little change in the two dwelling types in aggregate from 2011-21.

1.3 Need for community services & facilities

1.3.1 Expected demography of Proposed Development

Section 6 below sets out the predicted demography of the proposed development, based on current thinking on the number and configuration of apartments. Based on relevant proxies as set out in the body of this report, it would be expected that the development would accommodate around 238 people in the 182 units.

It is likely to have a relatively old age profile, with more than half of residents aged 50+ years, and 37% aged 60+ years, although there is also likely to be a reasonable presence of younger and middle aged adults, as well as 6% children aged 0-9 years. More than half of the apartments are likely to be occupied by lone person households, and almost three-quarters by lone person and couple only households.

Based on proxies, just over 40% are likely to be working, 3% unemployed, and 56% not in the labour force, likely with a high rate retired. Of those employed, the largest number would be employed as community and personal service workers (19%), followed by professionals (18%). When employment in lower paid occupations of community and personal service workers, sales workers, sales workers, machinery operators, labourers and technicians and trades workers are combined, this would account for 65% of employed residents.

1.3.2 Adequacy of Community Facilities and Open Space

Provision of community facilities across established areas will generally be undertaken by Shoalhaven City Council, and funded from the *Shoalhaven Contributions Plan 2019*.⁶ The provision of additional services would be expected to reflect increased demand from increases in population and to be geographically focussed on areas experiencing growth.

It is beyond the scope of this *Social and Community Needs Assessment* to consider the provision of facilities at an LGA-wide level; however, an assessment of the likely demand generated by the proposed development for key social infrastructure, both for the total development and for the incremental additional development if the Planning Proposal is approved, has been undertaken.

Section 9 provides an assessment of the adequacy of a range of community services and facilities against relevant normative standards. Based on this assessment, the site is generally adequately serviced with regard to community and cultural facilities, facilities for young and older people, health and welfare services, recreation and open spaces, and transport.

Further, there is extensive open space in the Ulladulla suburb and surrounds, including large reserves along the foreshore and headlands. Our preliminary review of open space in Ulladulla identified around 82 hectares of passive open space. This is equivalent to 11.3Ha/1,000 people in the suburb, well above the total benchmark for passive open space in the *Plan* of 1.3Ha/1,000 people. Using the 0.5ha/1,000 people benchmark for local recreation parks, the proposed concept plan with a predicted population of 238 persons accommodated in the development, is estimated

⁶ Shoalhaven City Council, Shoalhaven Contributions Plan 2019, <https://cp.shoalhaven.nsw.gov.au/>

to create additional demand for 1,190m² of passive open space.⁷ This can be accommodated within the existing provision of open space within Ulladulla suburb.

There are also reasonably proximate local parks and sporting fields, although these are generally more than one kilometre away from the subject site, and not within easy walking distance for older people with some frailty or mobility problems. Whilst Ulladulla is well-supplied for passive open space, much of this is located along foreshore and headland areas, which are also not within walking distance to the proposal site.

The Planning Proposal does not currently show provision of public open space on site. Indicative open space areas are shown adjacent to the ground level commercial development and within a roof top terrace in Building 1. Given the size and likely demography of the proposed development, and that it is comprised entirely of apartments, it would also be beneficial to provide some public open space with a high level of enhancement at ground level, including to provide attractive, all-weather areas for passive recreation at ground level, for example, in the central mall area. This would provide an attractive environment for workers, and people using the commercial and retail development on the ground level. This would also aid in creating a sense of community for new residents through casual social interactions.

1.4 Conclusions

The Planning Proposal is for an increase in height and Floor Space Ratio. A concept design shows the proposed controls could yield around 182 one, two and three bedroom apartments. In the context of Ulladulla as a 'Strategic Centre' within the Illawarra Shoalhaven Region, this is likely to provide enormous benefit in this locality. This includes the provision of much needed housing diversity at a scale that can assist in meeting the needs of an older and rapidly ageing population, the predominance of smaller households, and a large local workforce that is concentrated in lower paid essential services jobs.

The provision of smaller apartments through the market will add to the supply of lower cost private rental, as well as purchase options for those seeking to downsize from a family home as they age, and for younger cohorts entering the housing market, and will assist in easing pressure and reducing cost in a highly constrained housing market, particularly for smaller strata dwellings.

It is likely that one bedroom apartments provided through the market will provide housing that is affordable to low and moderate income renting households, with an increased supply of two bedroom units likely affordable to moderate income renters. The development of apartments at this scale will also make the provision of around 50 apartments as affordable housing, in accordance with the statutory definition, feasible, with discount market rent likely affordable to low and to some very low income working households, and potentially to some pensioners when Commonwealth Rental Assistance is included. The potential to include a component of social housing, as well as designated affordable rental housing, would also be of enormous benefit considering the high rate of very low and low income renters in housing stress.

⁷ $(238 \times 0.5) / 1000 = 0.119\text{ha}$ or 1,190m²

There is likely to be a net increase in local jobs in association with commercial and retail activities in the long-term, and with construction activities during that phase, noting that existing jobs at Bunnings warehouse will be maintained upon its transfer to an alternative site. Enhanced amenity in the immediate locality of the proposed development would also be expected from the increase in high quality commercial and retail facilities and services.

The locality of Ulladulla is well-serviced for a wider range of services and facilities likely to be required by residents of the proposed development. The assessment of relevant community services and facilities against normative standards also indicates such services and facilities are likely to be adequate to meet the needs of new residents against these standards. It is further noted that the development will be assessed at a later stage for a contribution under section 7.11 of the *Environmental Planning and Assessment Act 1979*, which will support the augmentation of local services and facilities in accordance with Council's identified priorities.

Likewise, open space has been assessed as being well above normative standards. However, given most of this open space is not within easy walking distance, and in consideration of the likely demography and size of the development, opportunities to provide ground level open space with a high level of enhancement should be explored in the central areas of the development, which would also benefit workers, and customers of adjacent businesses, and assist in building a sense of community.

2 The Proposal

2.1 Overview

SMEC has been engaged by the Fleming Group in association with Olivander Capital (the applicant) to facilitate a proponent led Planning Proposal (PP) to rezone a one-hectare land holding in St Vincent Street, Ulladulla to permit the construction of a mixed-use residential and commercial precinct.

The site is formally identified as Lot 26 DP759018, 131 St Vincent Street Ulladulla (the Site) and is located south of the Ulladulla Central Business District (CBD).

The PP aims to rezone existing industrial land to provide the opportunity for a higher density residential development in the form of medium and high density residential, commercial premises, childcare and affordable housing. The Site is zoned E4 General Industrial under Shoalhaven Local Environment Plan 2014 (LEP).

This PP is seeking to amend the zoning from E4 General Industrial to MU1 Mixed use, to increase the Height of Buildings permitted under Clause 4.3 of the Shoalhaven LEP 2014 from 11 metres to adopting a split height of 15m, 17m and 21m and introduce a Floor Space Ratio (FSR) of 3.5:1 under Clause 4.4.

Relevantly, Council is currently undertaking a review of the Milton Ulladulla Structure Plan in response to the emerging housing availability and affordability challenges in the Local Government Area (LGA). As discussed in more detail later, the Structure Plan review identifies that an additional 1,850 new dwellings will be needed by 2051 to support the LGA's growing population, demographic change, and tourism sectors.

A Scoping Proposal was prepared and lodged to Council on the 18 May 2023 with feedback received on the 4 July 2023. Feedback included requests for further technical studies, including a Social Impact Assessment (SIA). An SIA report that considered the *NSW Social Impact Assessment Guideline*⁸ was prepared to fulfill Council's request. This SIA was included as Appendix I with the Planning Proposal application (PP-2024-109) assessed by Council in early 2024.⁹ At its 20 May 2024 meeting, Shoalhaven City Council resolved to support Planning Proposal (PP-2024-109) 'in principle' subject to conditions that included preparation of a revised scheme that reduced the height of buildings 1 and 2 to a maximum of 21m.¹⁰ This SIA report has been prepared in response to this revised scheme and updated Planning Proposal that will be submitted to the Department of Planning, Housing and Infrastructure (DPHI).

⁸ (The former) NSW Department of Planning, Industry and Environment (2023) Social Impact Assessment Guideline, February, <https://www.planning.nsw.gov.au/policy-and-legislation/under-review-and-new-policy-and-legislation/social-impact-assessment>.

⁹ Shoalhaven City Council, Planning Proposal – 131 St Vincent Street, Ulladulla, <https://getinvolved.shoalhaven.nsw.gov.au/pp-131-st-vincent-street>.

¹⁰ Shoalhaven City Council, Minutes of Ordinary Meeting 20 May 2024, CL24.141 New Proponent Initiated Planning Proposal – 131 St Vincent St Ulladulla – Initial Consideration, Pg 5-6.

2.2 The Proposal

2.2.1 Description of Proposal

The Fleming Group are seeking to redevelop the site as a mixed-use residential and commercial precinct. This would be facilitated through the rezoning of industrial land at Lot 26 DP759018 from E4 General Industrial to MU1 Mixed use under the Shoalhaven LEP 2014, and associated changes to Building Height and FSR development standards.

The proposed development provides the opportunity to support more diverse housing typologies and additional housing supply to support the continued growth of the Shoalhaven LGA. It is also intended to provide 'affordable housing' in accordance with the statutory definition, as well as opportunities for affordable and low cost housing for purchase and rent through the mix of dwellings provided for in the development. The Applicant is currently in discussion with potential Community Housing Providers (CHPs) including Southern Cross Housing and The Housing Trust, based in the region, and with the DCJ regarding the possibility of five of the units being for social housing.¹¹

The mixed-use nature of the site is intended to provide additional employment opportunities for the local community. It is also understood that the 60 FTE jobs currently provided on the site will be replaced in the new Bunnings warehouse and retail centre on the outskirts of Ulladulla. It is also understood that there will be a net increase in employment associated with commercial and retail facilities in the long-term, as well as associated with construction during this phase.¹²

The initial intent of the master plan for the site¹³ is to provide the following variety of uses:

- Building 1: Mixed Use (shop top housing), 5 storeys with commercial use at ground level and 4 levels of residential use above comprised of 52 units.
- Building 2: Mixed Use (shop top housing), 5 storeys with commercial use at ground level and 5 levels of residential use above comprised of 80 units, including a component of affordable housing.
- Building 3: Mixed Use, 4 storeys with commercial use including a childcare centre with an estimate of 120 places¹⁴ to be provided.
- Building 4: Exclusively dedicated to key worker accommodation/affordable housing (silver star rated) of approximately 50 apartments over 5 levels (ground – level 4).
- Three levels of basement carparking with 528 spaces (202 spaces basement level 1, 278 spaces basement level 2 and 48 spaces basement level 3).¹⁵

¹¹ Discussion with Mr Chris Beasley, 21 September 2023.

¹² Gap Advisory (2023) *131 St Vincent St Ulladulla, Mixed Use Development – Economic Assessment*, Section 4.2

¹³ Cox Architecture, 131 St Vincent Street Ulladulla, Drawings PA-11-01 to PA-21-00, 06/06/2024.

¹⁴ As advised by the Applicant, 15/01/2024.

¹⁵ Cox Architecture, Basement 1-3 Plans, Drawing PA-21-02, PA-21-01 and PA-21-00, 06/06/2024.

The proposed development includes a childcare centre, gym, restaurant/café premises, and commercial accommodation.

2.2.2 Access arrangements

The proposed development provides two, two-way access points from St Vincent Street via a north laneway and south laneway, with access to three basement levels of carparking. The north and south laneways connect to proposed west laneway which has one-way access to the site via Witherington Avenue.

To increase permeability, the proposed development will include a laneway between Buildings 3 and 4 and the existing R3 Medium Density Residential zoned development located north of the Site. It is expected that the change of use from the current bulky goods warehouse to a mixed-use residential and commercial precinct would likely result in a lower trip generation rate.

3 The Locality

3.1 Context of the site

The area subject to the Planning Proposal is 131 St Vincent Street, Ulladulla. This site is bounded by St Vincent Street to the east, Witherington Avenue to the west, light industrial land uses to the west and south, with low density residential housing (primarily separate houses with some multi-dwelling villas and townhouses) to the north. The site is currently occupied by a Bunnings Warehouse.



Figure 3-1: Planning Proposal Site, 131 St Vincent Street, Ulladulla

Source: JSA 2023



Figure 3-2: Housing adjacent to the site, St Vincent Street, Ulladulla

Source: JSA 2023



Figure 3-3: Commercial development adjacent to the site, St Vincent Street, Ulladulla

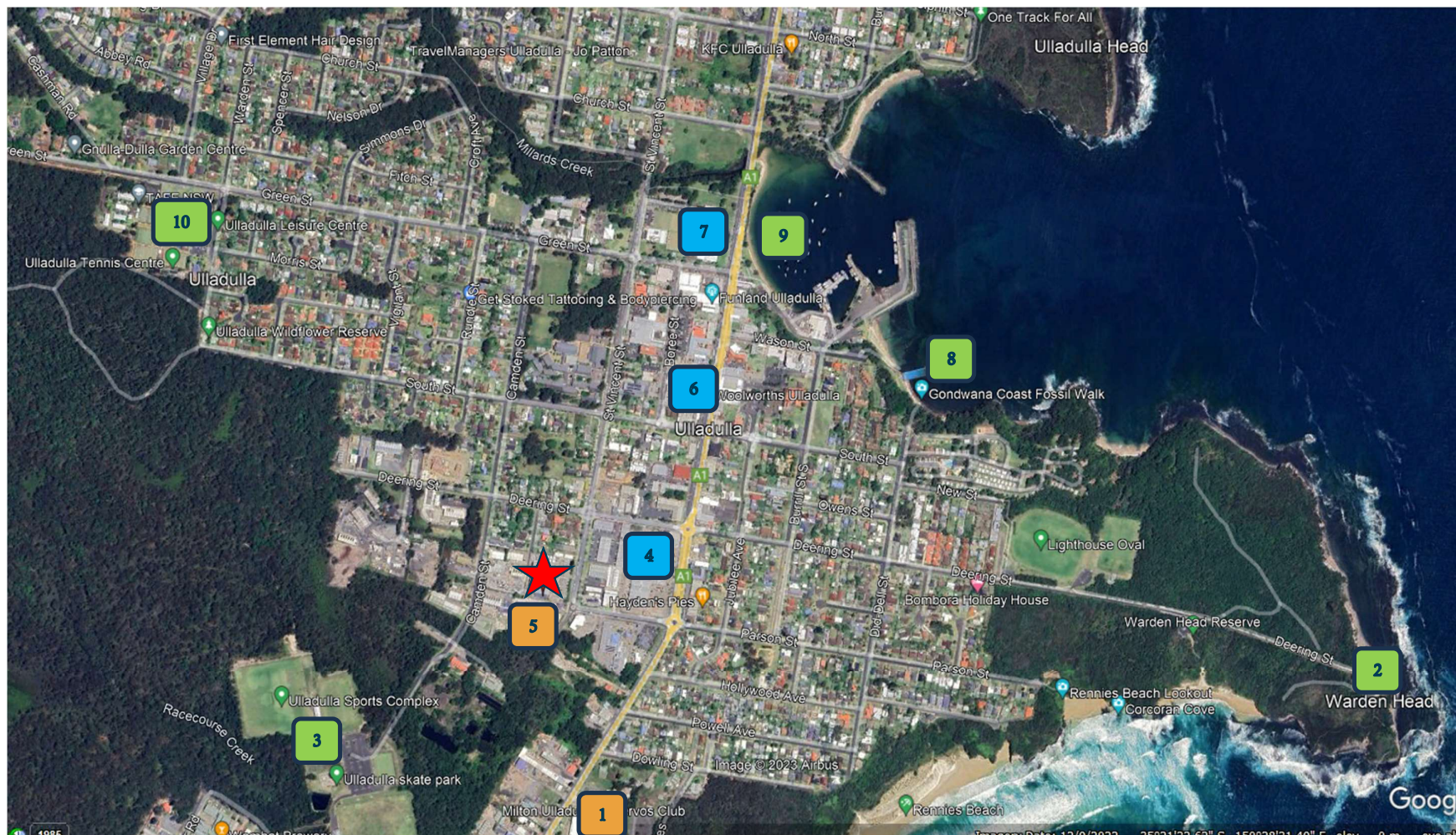
Source: JSA 2023

The table and map below provide an overview of shops, services, community facilities, public and private recreation areas in the locality of Ulladulla.

Table 3-1: Community facilities, services and recreation areas in Ulladulla

Map ID	Name	Distance from proposal site
1	Milton Ulladulla ExServos Club	750 m walking distance
2	Warden Head Reserve and Lighthouse	1.7 km
3	Ulladulla Sports Complex & Skate Park	1.1 km
4	Service NSW (161 Princes Highway)	450 m walking distance
5	Dunn Lewis Centre Ten Pin Bowling (141 St Vincent Street)	28 m walking distance
6	Primary shopping area (Princes Highway between Parson St & Green St): <ul style="list-style-type: none"> • Woolworths (116 Princes Highway) • Aldi (23 Boree St) • Coles • Kmart • Clothing (Best & Less, etc) • Opticians • Chemists (Capital, Priceline) • Banks • Variety stores (Harris Scarfe) 	450 m to 1.0 km walking distance
7	Ulladulla Civic Centre & Ulladulla Library (81B Princes Highway)	1.1 km
8	Ulladulla Sea Pool (Wason St)	1.3 km
9	Ulladulla Harbour (Princes Highway, Ulladulla Hbr Rd)	1.0 km
10	Ulladulla Tennis & Leisure Centre (Warden & Green Sts)	1.7 km

Source: JSA 2023



Map 3-1 Points of Interest in immediate locality. Proposal site shown by star.

Source: Google Earth 2023 and JSA 2023

3.2 Community and Cultural Services

Ulladulla is the primary service centre for the southern Shoalhaven LGA. A range of community services, civic and cultural facilities are located in Ulladulla servicing the local and wider southern Shoalhaven communities.

Key community services and community facilities in Ulladulla include:

- Service NSW shopfront service centre, 161 Princes Highway, 450m from the proposal site.
- Ulladulla Civic Centre and District Library, 81B Princes Highway opposite Ulladulla Harbour, 1.4km from the proposal site; including library, performing arts centre and room hire for large and small events (up to 600 people). Examples of upcoming events include Zumba class, Ulladulla First Nations Artists Arts Law Workshop and Consultation, Southeast Showdown Pro/Am Natural Bodybuilding, Anh Do, live in Ulladulla and Christmas Carols on 9 December, 2023.
- Ulladulla & Districts Community Resource Centre, neighbourhood centre at 78 St Vincents Street, Ulladulla, providing a range of services and activities for residents and visitors.¹⁶ These include information and referral, admin support, group activities, food store and food parcels, Justice of the Peace, free computer tuition, tax help, courses and events and room hire.



Figure 3-4: Ulladulla Civic Centre and District Library, 81B Princes Highway

Source: JSA 2022

3.2.1 Children and Young People

The following services are currently provided in Ulladulla.

- Dunn & Lewis Youth Development Foundation, 141 St Vincent Street¹⁷ providing a range of programs including alternative education programs, social, vocational, counselling and mental health, education and training, social and personal development, housing and transport.

¹⁶ Ulladulla Community Resource Centre, <https://www.ulladullacrc.org.au/>, accessed 20/9/23.

¹⁷ <https://www.dunnlewisfoundation.org.au/category/programs/>, accessed 20/9/23

- Southern Shoalhaven Youth Services – (Mission Australia) is located at 80 St Vincent Street. The Southern Shoalhaven Youth Services provides early intervention and place prevention for young people 12-18 years old and their families living in the Illawarra region. This service works with the local schools to help support young people in the community to remain and be supported at school and advice and assistance is provided to assist the young people to access the required services.
- Ulladulla Sports Park, Camden Street provides facilities for a number of sports including cricket, netball, rugby league, rugby union, a skate park and informal bike trails.
- There are a number of parks in Ulladulla area with playground equipment including Ulladulla Rotary Park, Green Street Reserve, Timbs Street Reserve, Ulladulla BMX Track, Parson Street (which also includes a learn to ride bike track) and Wilunga Close Reserve. Ulladulla Rotary Park includes a cycleway.

3.2.2 Schools

There are three government schools within two kilometres of the proposal site, being:

- Ulladulla **Public** School (K – Year 6), Green Street, Ulladulla. (approximately 750 students) (1km from proposal site);
- Ulladulla **High** School (Year 7-12), South Street, Ulladulla. (approximately 1208 students) (450m from proposal site); and
- Budawang School (**Primary/Secondary combined**) (moderate to high needs), Camden & Narrawallee Streets, Ulladulla (1.7km from proposal site).



Figure 3-5: Ulladulla High School, South Street.

Source: JSA 2023

3.2.3 Childcare – long day care, pre-schools, family day care

Out of School Care is provided at Ulladulla Public School, Green Street, Ulladulla. This includes before and after school care and vacation care.

There is a good supply of childcare in the locality as shown in the Table and identified on the Map below.

No. on Map	Name	Suburb	Distance from proposal site	TYPE	No. places
1	Milton Ulladulla Preschool	Ulladulla	0.6km	PS *	44
2	Ulladulla Children's Centre	Ulladulla	0.6km	LDC **	40
3	Naturally Curious Early Education and Care Centre	Ulladulla	0.7km	LDC	24
4	Green Street Preschool	Ulladulla	1.3km	LDC	29
5	Coastal Kids Early Learning Centre	Ulladulla	2.2km	LDC	29
6	Northside Early Learning Centre - Mollymook	Mollymook	2.5km	LDC	104
7	Mollymook Early Foundations	Mollymook	4.7km	LDC	38
8	Milton Early Learning and Care	Milton	5.3km	LDC	33
9	Myrtle Street Early Learning Centre	Milton	5.9km	LDC	62
10	Milton Early Foundations	Milton	6.1km	LDC	44

Source: www.startingblocks.gov.au; www.careforkids.com.au. Accessed 15/9/23

Note: * Pre-School, ** Long Day Care

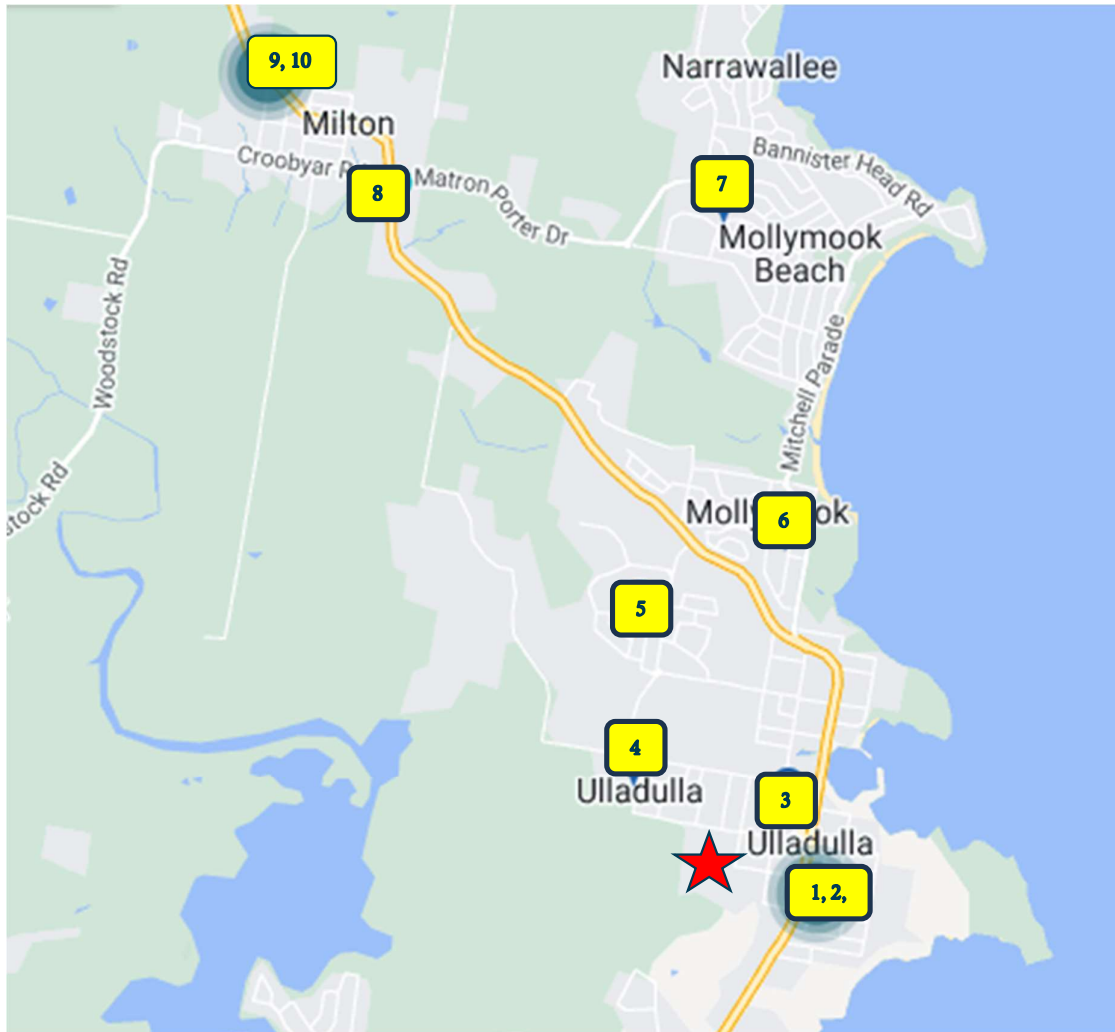


Figure 3-6: Location of proposed childcare centre (shown by star) and other childcare centres within approximately six kilometres

Source: www.startingblocks.com.au and JSA 2023

A Family Day Care Service operates within the Shoalhaven LGA. It is supported by Shoalhaven City Council, receives Federal Government Funding and is licensed by the Department of Human Services.¹⁸ The service offers babies, toddlers, pre-schoolers and school aged children a fun and safe educational small group environment with educators working from their own homes. More than 240 children benefit from the Family Day Care Service annually in the Shoalhaven LGA.

¹⁸ <https://www.shoalhaven.nsw.gov.au/For-Residents/Community-Facilities/Shoalhaven-Family-Day-Care>

3.3 Older People

3.3.1 Facilities and services for older people

The Ulladulla & Districts Community Resources Centre neighbourhood centre at 78 St Vincents Street, Ulladulla provides a range of services and activities for residents including seniors. These include information and referral, admin support, group activities, food store and food parcels, Justice of the Peace, free computer tuition, tax help, courses, events and room hire.

The Combined Pensioners & Superannuants Association (CPSA)¹⁹ has a branch in Ulladulla and lists a number of activities for seniors in the Ulladulla area including Ulladulla University of the Third Age (U3A) Milton-Ulladulla; Ulladulla Evening VIEW Club; Milton/Ulladulla VIEW Club; Ulladulla and Districts Garden Club; Embroiderers' Guild NSW (Mollymook Group) and Ulladulla Library.

Ulladulla Mens Shed at Narrawallee encourages members of the community to work shoulder to shoulder in an environment which promotes mental and physical health as well as companionship, whilst working on projects of benefit to those less fortunate in the Community.

3.3.2 Residential Aged Care Services

There are no residential aged care services located in Ulladulla suburb.

A search on www.myagedcare.gov.au and www.agedcare101.com.au for aged care homes in Ulladulla and postcode 2539 on 20 September, 2023 located two aged care facilities in the wider area, including Arcare Mollymook, a 90 suite facility (located approximately 3km from the proposal site in Mollymook) and IRT Sarah Claydon Residential Care Facility with 141 care suites, located 7km from the proposal site in Milton.

3.3.3 Aged Care Assessment Program

The Illawarra Shoalhaven Local Health District provides an Aged Care Assessment Program (ACAP) with an Aged Care Assessment Team based at Milton Ulladulla Hospital, approximately 7 km from the proposal site.

3.3.4 Home and Community Care

Home care services are delivered by a range of service providers to people who are assessed by the ACAP/Team as requiring in-home care support services.

Milton Ulladulla Nursing Agency is a Community Nursing Business offering home care services for aged care, NDIS and private clients. Services include domestic and respite support, personal and clinical care.

A search on www.myagedcare.com.au for in home care providers in Ulladulla (cleaning and home and garden maintenance) provided 23 results with some of the organisations that service the

¹⁹ <https://cpsa.org.au/nsw-seniors-activities-by-suburb/ulladulla/>, accessed 20/9/23

Ulladulla area including Uniting Healthy Living for Seniors, Warrigal at Home – Illawarra, Aboriginal Home Care - Australian Unity Home Care Service and CatholicCare – Shoalhaven.

3.4 Health and Welfare Services

3.4.1 Public and Community Health Services

- Milton Ulladulla Hospital provides an outpatient dietician clinic for patients with nutritional concerns and conditions. The Milton Ulladulla Hospital provides an antenatal, birth and postnatal maternity service.
- HealthOne Ulladulla (corner of Princes Highway and South Street, 900m from proposal site) is a multi-disciplinary community health centre delivered by Illawarra Shoalhaven Local Health District that provides a range of services with the aim of improving access and reducing avoidable hospital admissions including:
- Community Mental Health team area specialist mental health nurses who provide short term care and long term mental health case management.
- Audiology Services for children 4-18 years who are residents of the Illawarra and Shoalhaven with hearing and ear health concerns.
- Child and Family Centre, community nurses offer support, information and recommended baby and child health checks for all families with new babies and children up to the age of 5.



Figure 3-7: Ulladulla Community Health Centre (HealthOne)

Source: Google Maps 2023

3.4.2 General Practitioners, Dental Services, Mental Health Services, Allied Health Services, Pharmacy

There are seven general medical practices listed on the Australian Government Health Direct website following a search for Ulladulla, including three in Ulladulla, two in Mollymook and two in Milton.²⁰

- Ulladulla Family Practice, 98 St Vincent Street Ulladulla, 550 metres from the proposal site
- Ulladulla Endoscopy and Medical Centre, 111 Princes Highway, Ulladulla, 850 metres from the proposal site
- Ulladulla Medical Clinic, 103 Princes Highway, 900 metres from the proposal site

The Milton Ulladulla Hospital is located at 106 Princes Highway, Milton; approximately 6.7 km (a nine minute drive) from the proposal site. The Milton Ulladulla Hospital provides emergency, inpatient and outpatient services for the southern Shoalhaven and maternity services.²¹

In terms of allied and other health services located in Ulladulla, the Australian Government Health Direct website shows²²:

- Four dental practice services (and one Prosthetist)
- One psychology service in Ulladulla and one generalist counselling service in Milton
- Two podiatry services in Ulladulla, including Ulladulla Podiatry at 190 Princes Highway (500 m from the proposal site)
- Two chiropractic services in Ulladulla and one in Milton

A google search for physiotherapist in Ulladulla noted four physiotherapists in Ulladulla, one in Mollymook and one in Milton.

A google search for pharmacies in Ulladulla located four pharmacies in Ulladulla and one in Mollymook.

3.4.3 Community Support and Welfare Services

Southern Shoalhaven Youth Services – (Mission Australia) is located at 80 St Vincent Street. The Southern Shoalhaven Youth Services provides early intervention and place prevention for young people 12-18 years old and their families living in the Illawarra region. This service works with the local schools to help support young people in the community to remain and be supported at school and advice and assistance is provided to assist the young people to access the required services.

²⁰ <https://www.healthdirect.gov.au/australian-health-services/search/ulladulla-2539-nsw/gp-general-practice/788007007>

²¹ NSW Health, Milton Ulladulla Hospital, <https://www.islhd.health.nsw.gov.au/hospitals/milton-ulladulla-hospital>, accessed 15/9/23.

²² Health Direct, <https://www.healthdirect.gov.au/australian-health-services/results/ulladulla>, accessed 15/9/23.

The Dunn & Lewis Youth Development Foundation located at 141 St Vincent Street provides a range of programs including alternative education programs, social, vocational, counselling and mental health, education and training, social and personal development, housing and transport.

Anglicare at 65 South Street provides financial assistance, family, parenting and youth support and counselling and mediation.

There are a number of further NGO organisations operating in Ulladulla providing welfare services including Safe Waters Community (nightly accommodation for homeless persons).

3.4.4 Justice and Emergency Services

There are Police, Fire and Rescue, Ambulance and SES services all located in Ulladulla.

- NSW Police station – 73 Princes Highway, Ulladulla
- NSW Fire and Rescue station – 46 Nurrawallee Street, Ulladulla
- NSW Ambulance service – 144 Princes Highway, Ulladulla
- SES service – 188 Camden Street, Ulladulla

3.4.5 Places of Worship

There are a number of places of worship within three kilometres of the proposal site including Uniting, Baptist, Anglican and Catholic denominations.

3.5 Recreational and Open Space

The proposal site is located within relatively proximity to a range of high amenity open space areas and recreation facilities (public and private).

3.5.1 Open space and recreation parks

SCC identified 8 park facilities in the Ulladulla suburb including Apex Park, Willunga Close Reserve, Ulladulla BMX Track, Lighthouse Oval, Timbs Street Reserve, Green Street Reserve, Ulladulla Rotary Park and Ulladulla Harbour.

- Ulladulla Harbour and Foreshore provides opportunities for passive and active recreation including a sea pool (1-1.3km from proposal site)
- Warden Head Reserve provides clifftop walk with coastal views, beach access (2.1km from proposal site)
- South Pacific Heathland Reserve Pitman Avenue, 1.7km from proposal site has short bushwalking tracks in the reserve including a short 100 metre walk to an ocean lookout from the entrance.
- Rotary Park Ulladulla, 1.4 km from the proposal site has playground and picnic areas.



Figure 3-8: Ulladulla harbour and foreshore from Princes Highway

Source: JSA 2022



Figure 3-9: Ulladulla sea pool, Wason St/Ulladulla Harbour Rd

Source: JSA 2022



Figure 3-10: South Pacific Heathland Reserve, Pitman Ave & Coral Crescent

Source: JSA 2022



Figure 3-11: View from South Pacific Heathland Reserve walking path from Pitman Ave/Coral Crescent

Source: JSA 2020

3.5.2 Sports Parks and Facilities

Ulladulla has a range of sporting facilities.

The West Ulladulla Sports Complex in Camden Street provides facilities for a number of sports including cricket, netball, rugby league, rugby union, a skate park and informal bike trails. The Milton Ulladulla Bowling Club (lawn bowls) is located at 74 St Vincents Street, approximately 850 metres from the proposal site. The Ulladulla Tennis Centre (151 Warden Street) and the Ulladulla Leisure Centre (indoor and outdoor swimming pools) are located approximately 1.6 km from

proposal site. Lighthouse Oval, situated in Deering Street, Ulladulla is the home ground for the Milton Ulladulla Football Club.

3.5.3 Aquatic facilities

The Ulladulla Leisure Centre, includes indoor or outdoor pools, gymnasium and group fitness classes.

3.5.4 Entertainment facilities

There are a number of entertainment venues in Ulladulla including:

- Ulladulla Civic Centre and District Library, 81 Princes Highway opposite the Ulladulla Harbour, 1.4km from the proposal site. Rooms are available for hire and events are regularly held. Examples of upcoming events include Zumba class, Ulladulla First Nations Artists Arts Law Workshop and Consultation, Southeast Showdown Pro/Am Natural Bodybuilding, Anh Do, live in Ulladulla and Christmas Carols on 9 December, 2023.
- Milton Ulladulla ExServos Club, is located 750 metres from proposal site and has a bar, restaurant and regular entertainment.



Figure 3-12: Milton Ulladulla ExServos Club, 212-222 Princes Highway

Source: JSA 2022

- The Dunn Lewis Centre provides Ten Pin Bowling at 141 St Vincent Street, 30 metres from proposal site.
- Funland at 93 Princes Highway is an activity centre and provides interactive rides and games for children are spread over three floors.
- Arcadia Twin Cinemas in Boree Street is a movie theatre with a café and shows popular films, plus arthouse and opera screenings.

3.5.5 Shops and commercial services

The primary shopping area of Ulladulla is located on the Princes Highway between Parson Street and Green Streets, Ulladulla (between 450m and 1km from the proposal site). It provides a range of shops and retail services including three large grocery stores (Woolworths, Aldi and Coles), Harris Scarfe, Kmart, Best & Less, chemists, clothing stores, restaurants, cafes, banks, opticians, respiratory clinic and more.



Figure 3-13: Ulladulla Woolworths from Boree Street

Source: JSA 2022



Figure 3-14: Ulladulla Aldi, 102 Boree St

Source: JSA 2022

3.6 Public Transport

3.6.1 Buses

The nearest bus stop is just north of Deering Street on the Princes Highway, about 360 metres walk from the site.

Services operating from the bus stop include:

- Route 741 operating between Ulladulla and Kioloa, providing two morning and two evening services on weekdays.

Further services are available from bus stops near Wason Street, about 800 metres walk from the site, or a short bus trip on Route 741. Services operating from the bus stop include:

- Route 700-1 operating between Eden and Bomaderry, providing a daily service linking to the rail system; and
- Route 100 operating between Ulladulla and Bomaderry providing four services weekly linking to the rail system.

3.6.2 Community Transport Services

Community Transport Aid Ulladulla Milton District provides on-call bookings for transport to medical appointments for residents of the southern Shoalhaven. Destinations include Nowra, Wollongong, Kiama, Sydney, Canberra, Southern Highlands, Moruya and Batemans Bay.

4 Context of the proposed development

4.1 Description of Subject Site & Immediate Locality

The subject site is located approximately 500 metres south of the Ulladulla CBD and consists of a single lot (Lot 26 DP759018) with an area of around 1 hectare, and a frontage of 100 metres to St Vincent Street.

The site presently contains a bulky goods warehouse, occupied by Bunnings Warehouse, with two vehicular access points from St Vincent Street, and one from Witherington Avenue. The area surrounding the site is in the process of transitioning from a range of former industrial and bulky goods uses to those anticipated by current zonings under the Shoalhaven LEP.

Directly north is land zoned R3 Medium Density Residential with a mix of low and medium density residential uses. To the east is land zoned E3 Productivity Support, whilst to the south and west is land zoned E4 General Industrial, including Hanson's Concrete facility on Lot 7 DP723098. The Dunn Lewis Community Centre is located directly south of the site, accessed via a driveway at the corner of St Vincent Street and Parson Street.

The bulky goods warehouse tenanted by Bunnings Warehouse received development consent in 2007, with construction completed by 2009. It is understood that Bunnings are currently constructing a new premises and the existing 60 full time equivalent jobs will be transferred to their new site on the outskirts of Ulladulla. Given the substantial area of the existing warehouse, it is reported to be unlikely that another suitable tenant would be found.²³

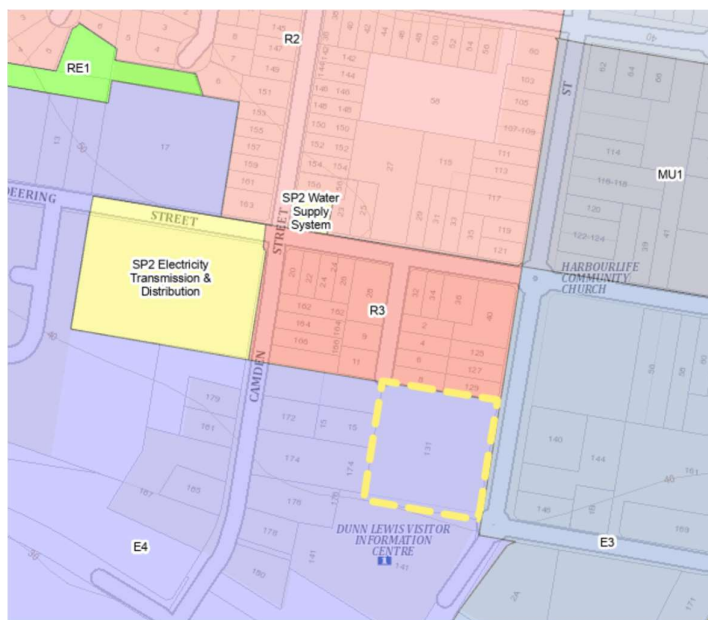


Figure 4.1: Subject Site at St Vincent St Ulladulla in the Zoning Context

²³ SMEC (2023) *Subconsultant Brief*, page 3.

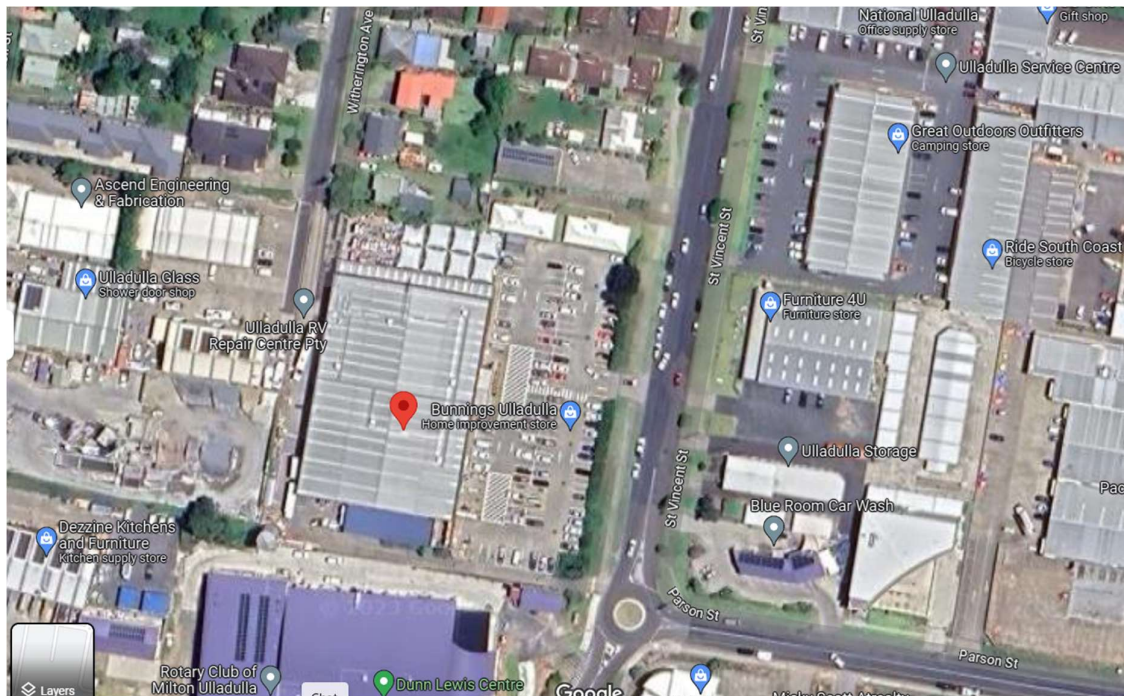


Figure 4.2: Subject Site at St Vincent St Ulladulla in the Context of Immediate Land Uses

4.2 Demographic Context

4.2.1 Overview

This section provides an overview of relevant demographic indicators, including related to the age profile, household and income profile of relevant localities for the purpose of the assessment, and change in these indicators over the past decade.

The relevant SA1 for the purpose of understanding the immediate locality of the proposed development is SA1 1401128207. An SA1 is the smallest area at which census data is reported and typically has a population of around 300 people. The SA1 is shown in the context of the wider locality of the proposed development below.



Figure 4.3: SA1 1401128207

4.2.2 Summary

At the time of the 2021 Census, there were 383 people usually resident in the relevant SA1, and 7,262 residents of Ulladulla State Suburb. The median age of both areas, and the LGA, was much older than average, and the median income much lower, likely related to the older age structure, and the high relative level of disadvantage on the SEIFA Indexes of aggregate community well-being.

Table 4.1: Summary of SA1 and Ulladulla suburb compared SLGA and NSW, 2021

Indicator	SA1	Ulladulla suburb	Shoalhaven LGA	NSW
Total persons	383	7,262	108,531	8,072,163
Median age	57	51	48	39
Median household income	\$752	\$1,007	\$1,250	\$1,829
Has need for assistance	8%	9%	9%	6%
Aged 70+ years	25%	23%	20%	12%
Lone person & couple only h/hs	72%	65%	62%	51%
SEIFA Disadvantage: Australia percentile	12	20	51	
SEIFA Education and Occupation: Australia percentile	8	15	47	

Source: JSA 2023; ABS (2021) Census, General Community Profile, G01, G02, and G18; ABS (2021) SEIFA.

4.2.3 Population

Over the two decades to 2021, the Shoalhaven LGA grew from 87,000 to more than 108,000 people, and now has 26% of the Illawarra Shoalhaven Region's population.

From 2016-21, Shoalhaven LGA experienced much higher than average annual growth rates, at 1.3% per annum compared with 0.9% for NSW and Greater Sydney, and only 0.4% for Wollongong LGA, the largest LGA in the Region. Recent growth trends in the LGA indicate both the effects of the COVID 19 pandemic, including a movement from metropolitan to more attractive and lower cost some regional areas, as well as housing cost, availability and urban growth factors in different parts of the Region.

4.2.4 SEIFA Indexes

The SA1 in which the proposal is located is highly disadvantaged on the SEIFA Index of Relative Socio-economic Disadvantage, being in the most disadvantaged 12% of areas for Australia and in the most disadvantaged 8% of areas for SEIFA Education Occupation.

Small areas around the proposed development are also relatively disadvantaged on these Indexes, particularly SA1s to the immediate north, as shown in the maps below.

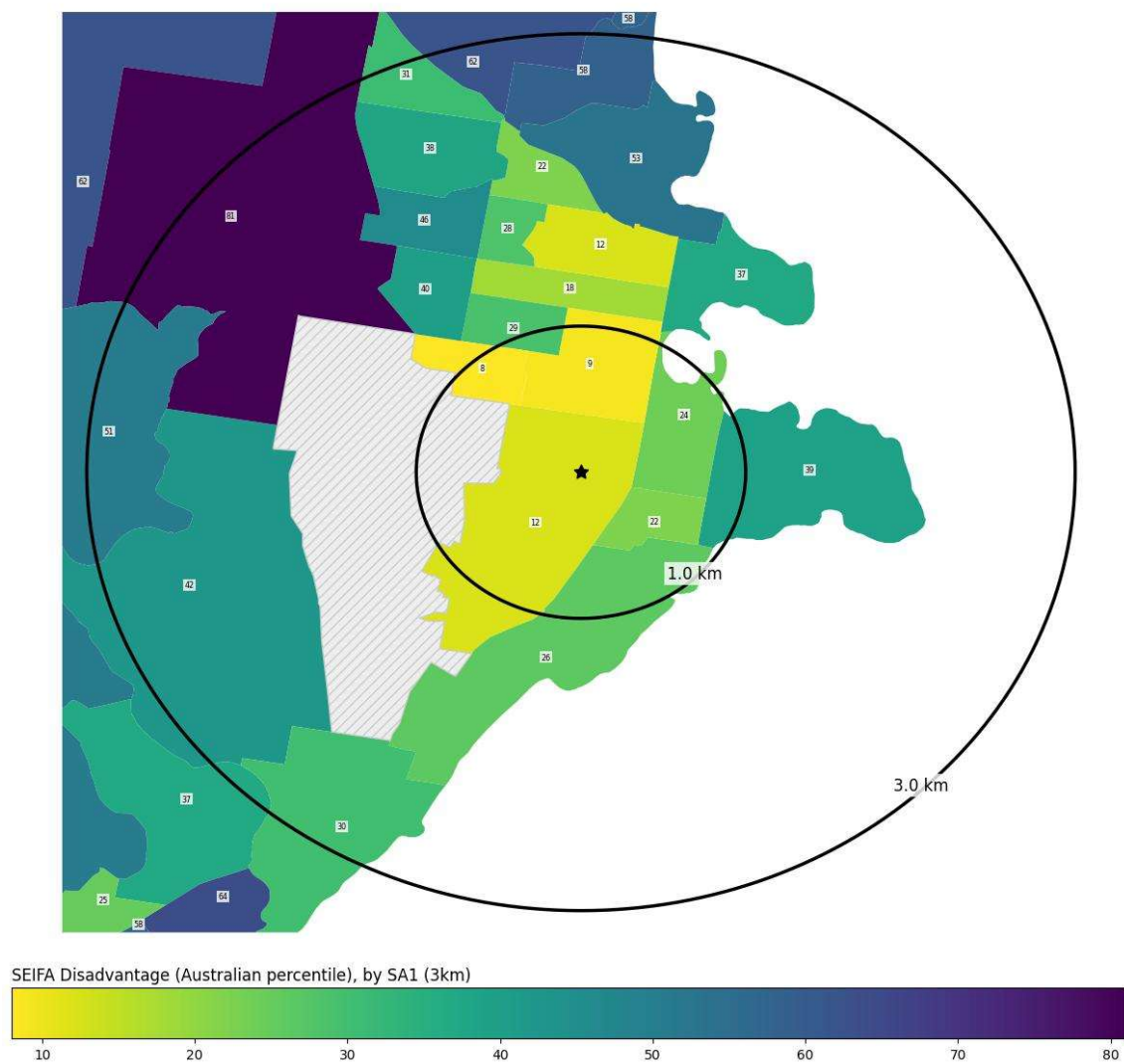


Figure 4.4: SEIFA Index of Relative Socio-economic Disadvantage, 2021 (%)

Source: JSA 2023; ABS (2021) Census, General Community Profile, G04.

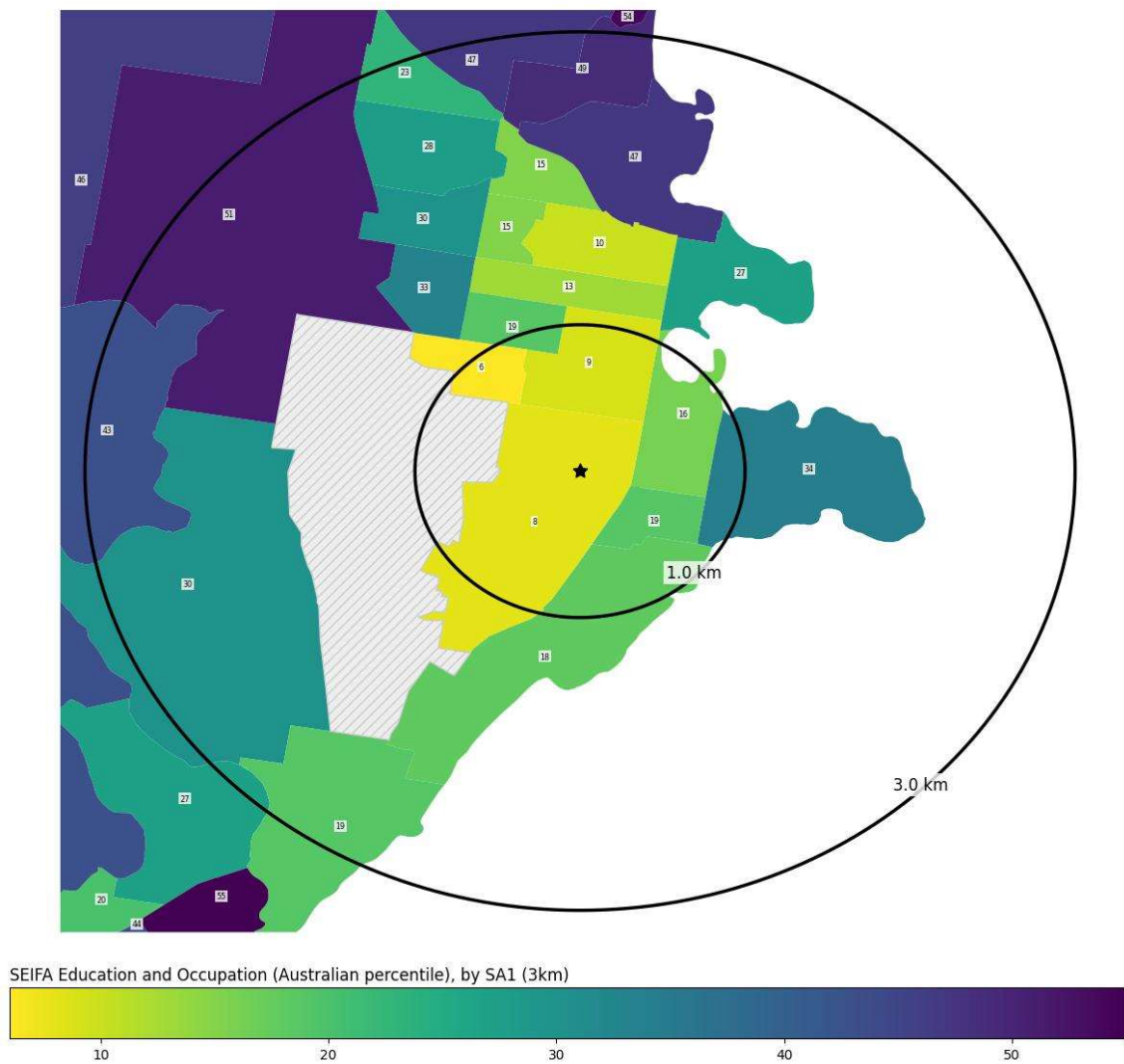


Figure 4.5: SEIFA Index of Education Occupation, 2021 (%)

Source: JSA 2023; ABS (2021) Census, General Community Profile, G04.

4.2.5 Age Profile

Overall age Profile

As noted, the age profile in 2021 in the SA1, suburb and LGA were much older than average, with a particularly high rate of those aged 55+ years in the SA1.

There was commensurately low rate of children and young adults in these areas, as shown below.

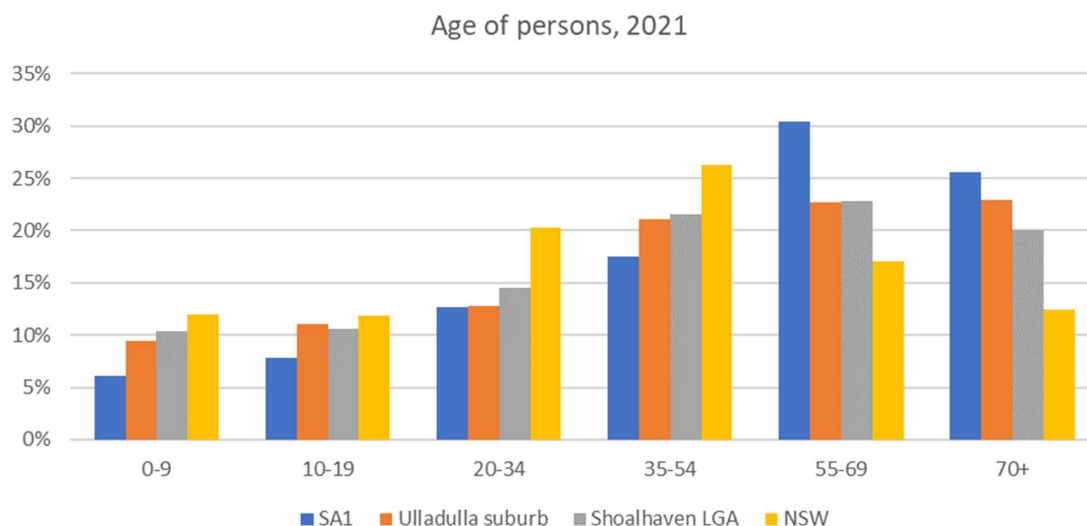


Figure 4.6: Age of persons, 2021 (%)

Source: JSA 2023; ABS (2021) Census, General Community Profile, G04.

The largest change in the age profile from 2011-21 in the LGA was the growth in those aged 70+ years, with a smaller increase in those age 55-69 years and 20-34 years and a decrease proportionally in all other age groups, as shown below.

Table 4.2: Change in age, 2011-2021 (%)

	Shoalhaven LGA		NSW	
	2011	2021	2011	2021
0-9	11%	10%	13%	12%
10-19	13%	11%	13%	12%
20-34	13%	15%	20%	20%
35-54	25%	22%	28%	26%
55-69	22%	23%	16%	17%
70+	16%	20%	10%	12%

Source: JSA 2023; ABS (2021) Census, Time Series Profile, T03.

By far the largest numerical increases in the LGA were also among those aged 66-69 and 70+ years, with substantial growth in young adults over the period as well.

Table 4.3: Change in age, 2011-2021 (number)

	Shoalhaven LGA		NSW	
	2011	2021	2011	2021
0-9	10,489	11,287	893,344	968,866
10-19	11,721	11,511	882,584	959,031
20-34	12,032	15,787	1,391,178	1,638,209
35-54	23,253	23,427	1,922,074	2,120,111
55-69	20,077	24,801	1,114,613	1,378,276
70+	15,235	21,710	713,853	1,007,648

Source: JSA 2023; ABS (2021) Census, Time Series Profile, T03.

Children aged 0-4 and 5-9 years

There was a lower than average rate of both 0-4 year olds, the principal target group for early childhood education and child care in Ulladulla suburb and of 5-9 years olds, some of whom would be likely to attend early childhood services, and others who would attend out of school hours care if offered by a service.

The population aged 0-4 years in Ulladulla suburb was 4.7% (338 children) compared with 5.5% for Rest of NSW, and 5.8% for the LGA. Those aged 5-9 years made up 4.8% (345 children) of Ulladulla's population compared with 5.8% for Rest of NSW, and 6.2% for NSW.

Considering a wider catchment of people most likely to work in jobs in Ulladulla DZN (Ulladulla SA2), there were 810 children aged 0-4 years, and a total of 1,676 children aged 0-9 years.

This could provide sufficient depth of market for the proposed childcare centre, given the number and nature of local jobs.

This is also shown by SA1 in the following maps.

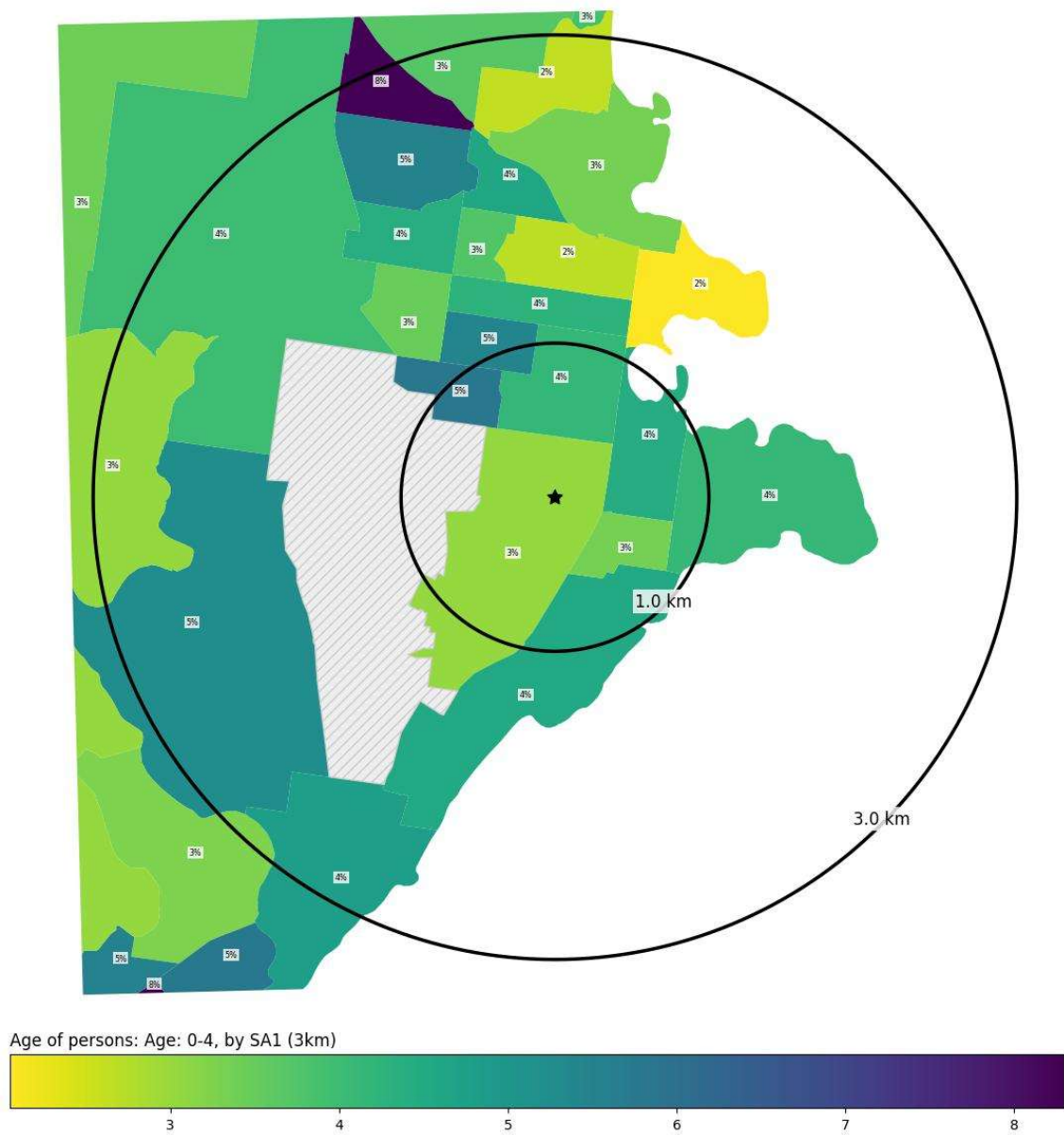


Figure 4-7: Children Aged 0-4 years by SA1s within 1km and 3km of Subject Site

Source: JSA 2023 and ABS 2021

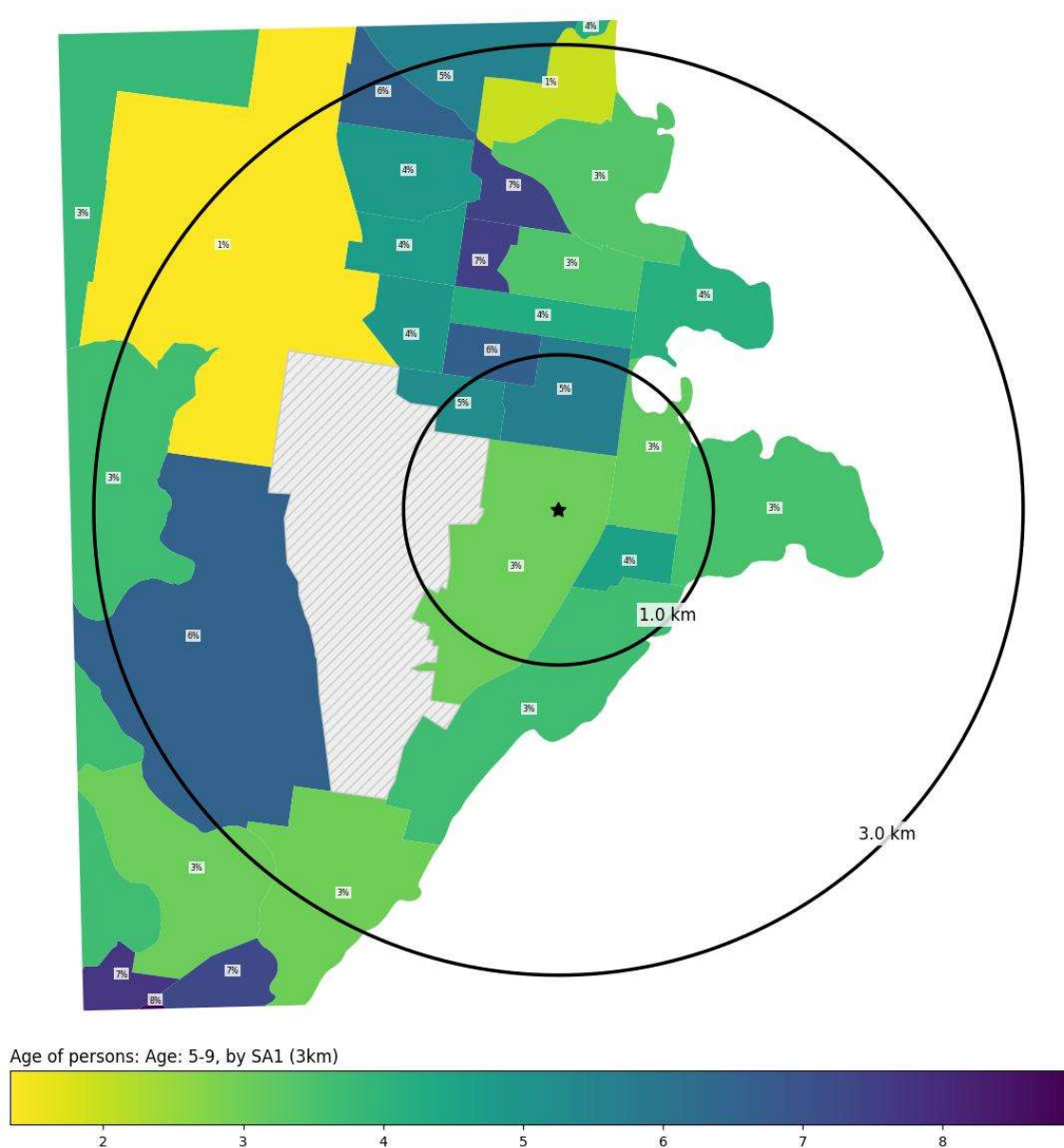


Figure 4-8: Children Aged 5-9 years by SA1s within 1km and 3km of Subject Site

Source: JSA 2023 and ABS 2021

Median Age

Median age in the LGA, and in surrounding SA1s was generally much older than average, with the adjoining SA1 to the west having a particularly high median age (75 years), indicating that there is likely accommodation for older people located in this SA1.

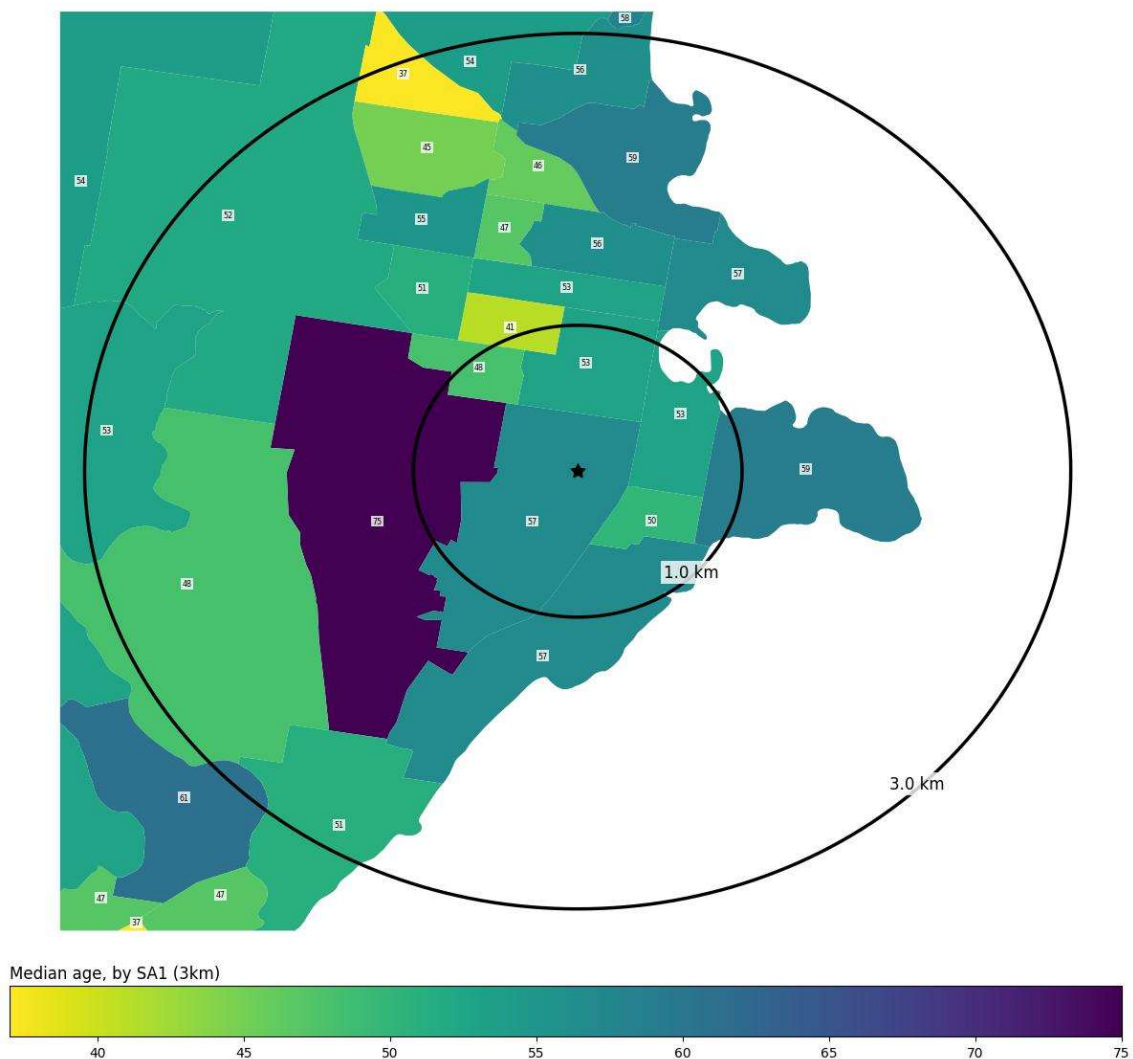


Figure 4-9: Median Age by SA1s within 1km and 3km of Subject Site

Source: JSA 2023 and ABS 2021

4.2.6 Income

There is a particularly high rate of households on very low incomes in the SA1 (45%), as well as in the Suburb of Ulladulla, indicating both the age of the resident population, the predominance of lone person households, high rate of social housing and its relative level of disadvantage.

The adjoining SA1s also generally have a much lower than average median income, as shown in the map that follows.

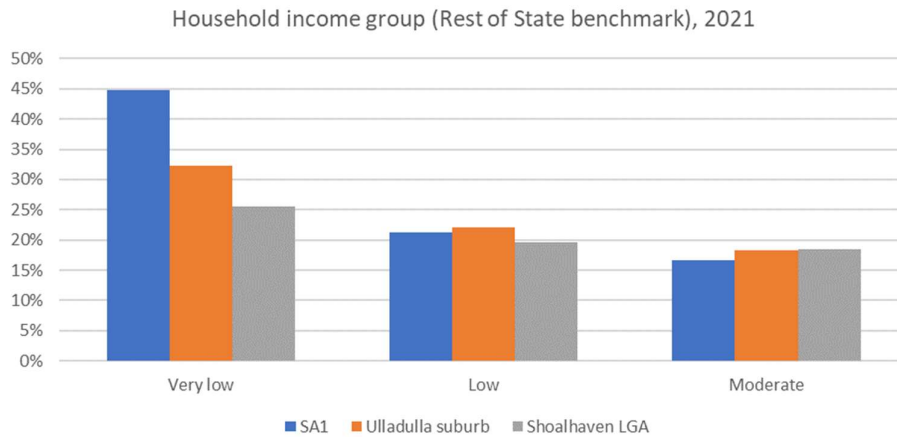


Figure 4.10: Household income, 2021 (%)

Source: JSA 2023; ABS (2021) Census, General Community Profile, G33.

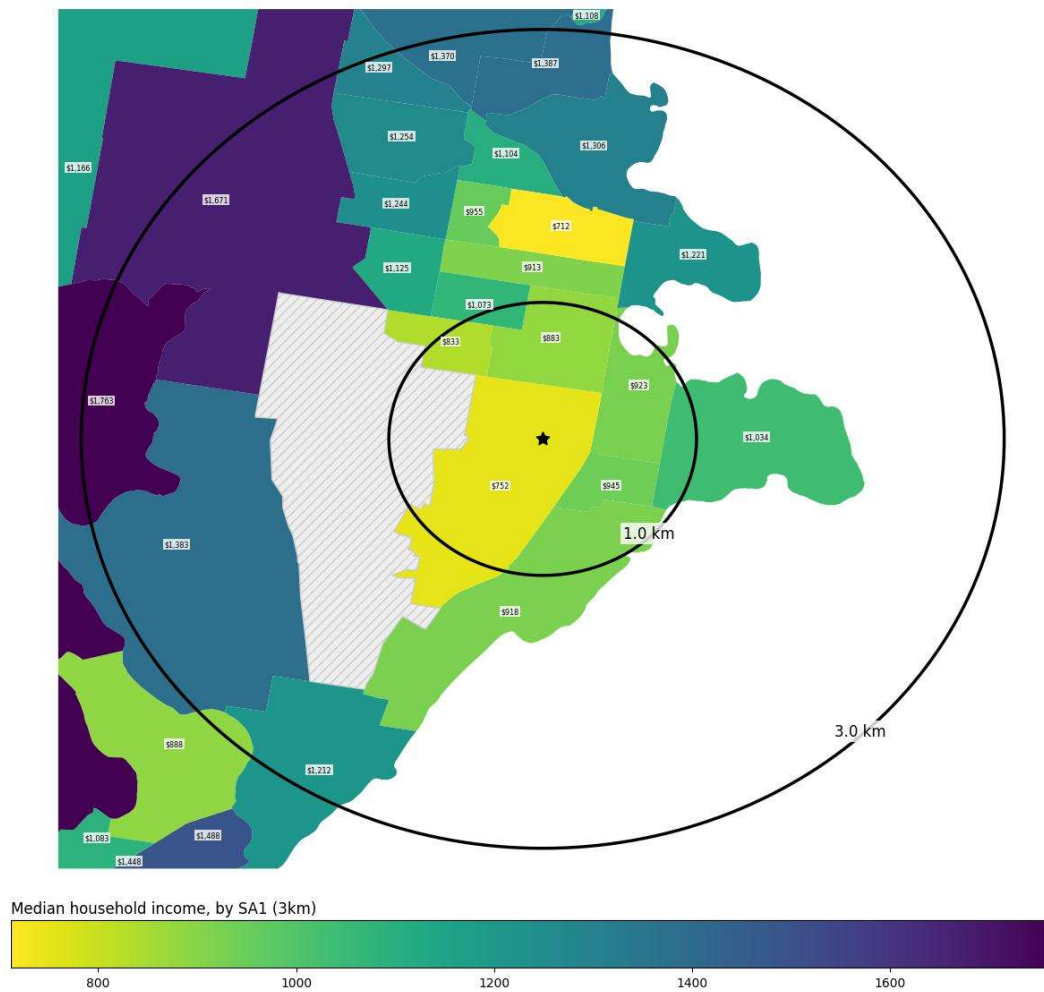


Figure 4-11: Median household income by SA1s within 1km and 3km of Subject Site

Source: JSA 2023 and ABS 2021

4.2.7 Household Type

The immediate locality of the proposal (relevant SA1) has a notably high rate of lone person households. Overall, the three localities have a much higher than average rate of smaller households, and a much lower than average rate of families with children compared with NSW, as shown below.

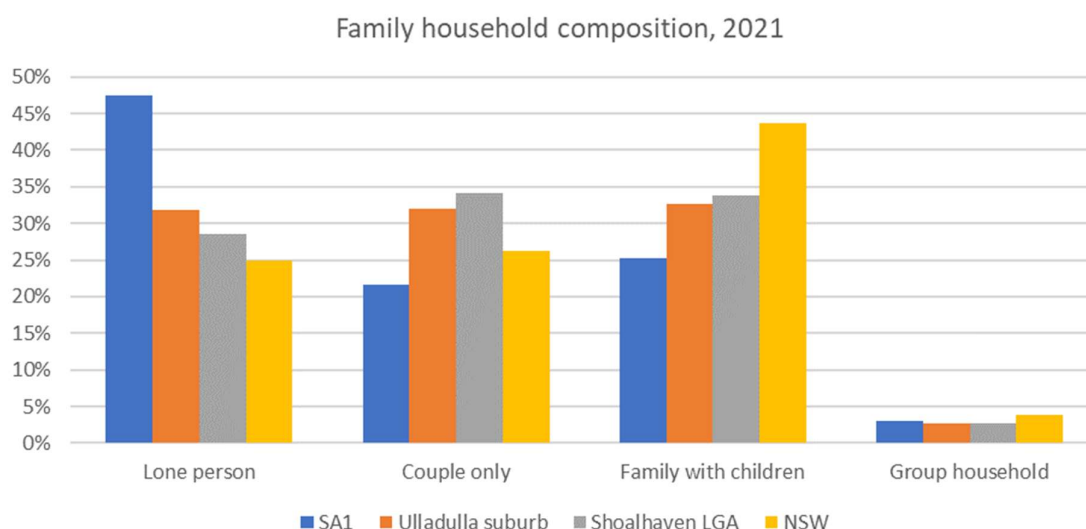


Figure 4.12: Family household composition of households in private dwellings, 2021 (%)

Source: JSA 2023; ABS (2021) Census, General Community Profile, G42.

The household profile of the LGA was relatively static over the past decade, although there was a slight decrease in families with children and a slight increase in couple only households.

Table 4.4: Change in household type, 2011-2021 (%)

	Shoalhaven LGA		NSW	
	2011	2021	2011	2021
Lone person household	28%	28%	24%	25%
Couple only	33%	34%	26%	26%
Family with children	36%	34%	45%	44%
Group household	2%	3%	4%	4%

Source: JSA 2023; ABS (2021) Census, Time Series Profile, T14.

Numerically, the most substantial growth was in lone person households, followed by couple only households, and then families with children, as shown below. The high rate of lone person households is also evidenced in a number of the SA1s surrounding the subject site, with a lower rate of family households, as shown in the maps that follow.

Table 4.5: Change in household type, 2011-2021 (number)

	Shoalhaven LGA		NSW	
	2011	2021	2011	2021
Lone person household	9,964	12,150	599,153	723,716
Couple only	11,894	14,572	637,531	763,210
Family with children	12,930	14,401	1,109,097	1,267,839
Group household	865	1,169	94,751	111,646

Source: JSA 2023; ABS (2021) Census, Time Series Profile, T14.

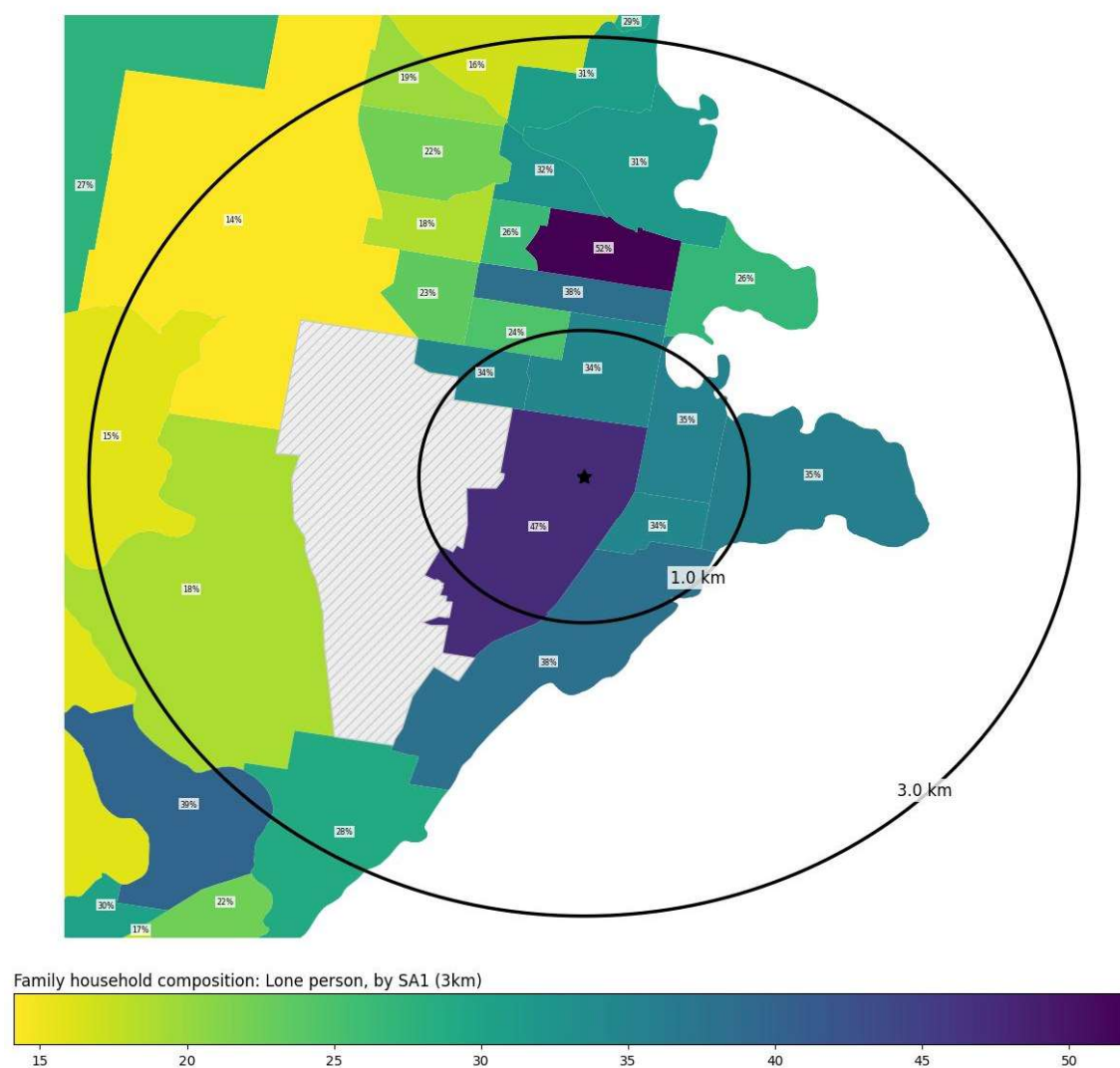


Figure 4-13: % lone person households by SA1s within 1km and 3km of Subject Site

Source: JSA 2023 and ABS 2021

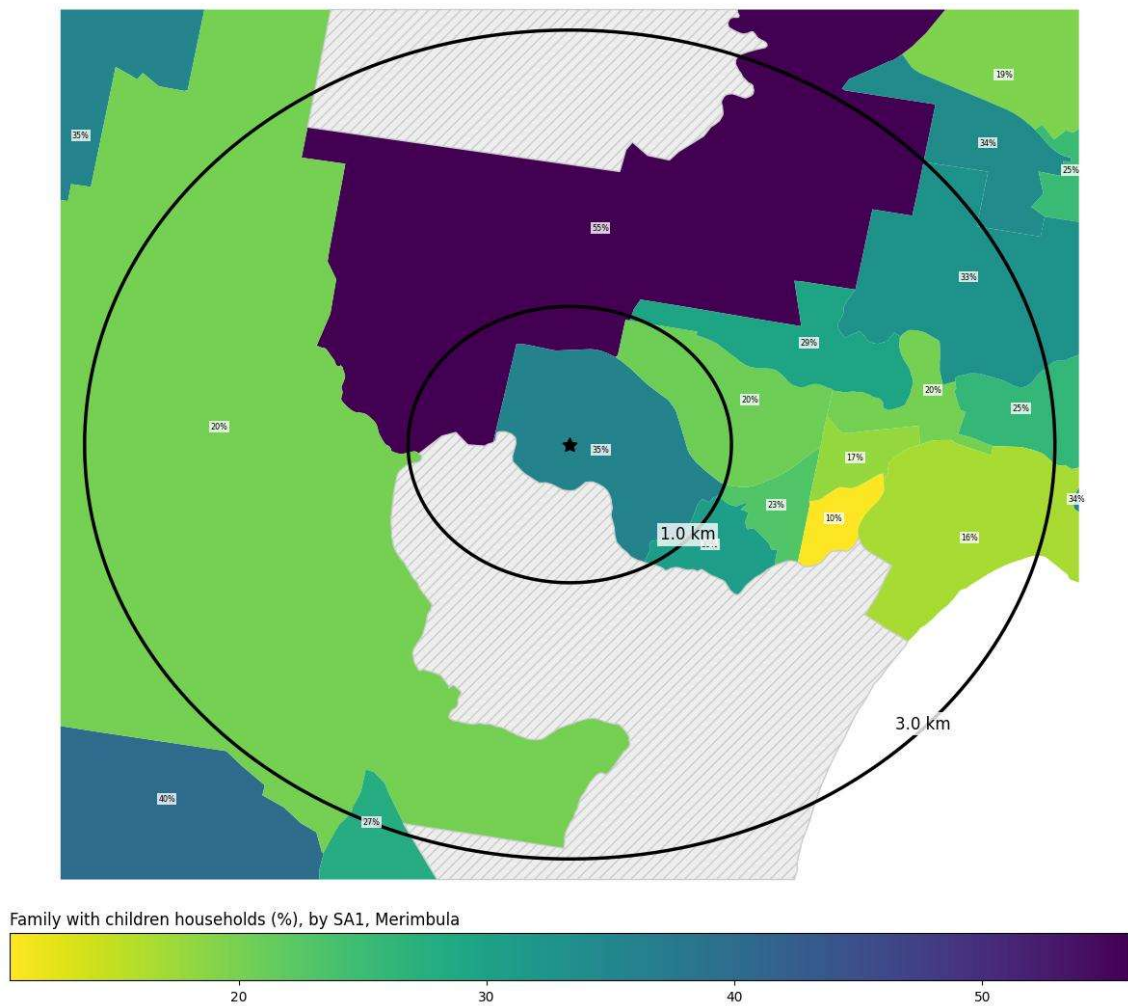


Figure 4-14: % families with children by SA1s within 1km and 3km of Proposed Development
Source: JSA 2023 and ABS 2021

4.2.8 Employment & Labour Force

Labour force growth

The labour forces of the Shoalhaven LGA grew at well above average rates from 2016-21 (17% total growth compared with 13% for Rest of NSW and only 9% for NSW, with the latter strongly influenced by Greater Sydney).

The Shoalhaven LGA experienced the highest labour force growth in the Illawarra Shoalhaven Region, despite its much older than average age profile, and likely reflects the effects of Covid 19, including an increase in working from home, and migration from Sydney to regional areas during that time. The high level of local labour force containment is also noted in this regard.

Labour force status

There is a much lower than average rate of labour force engagement in the localities, and particularly the SA1, again likely related to the much older age structure.

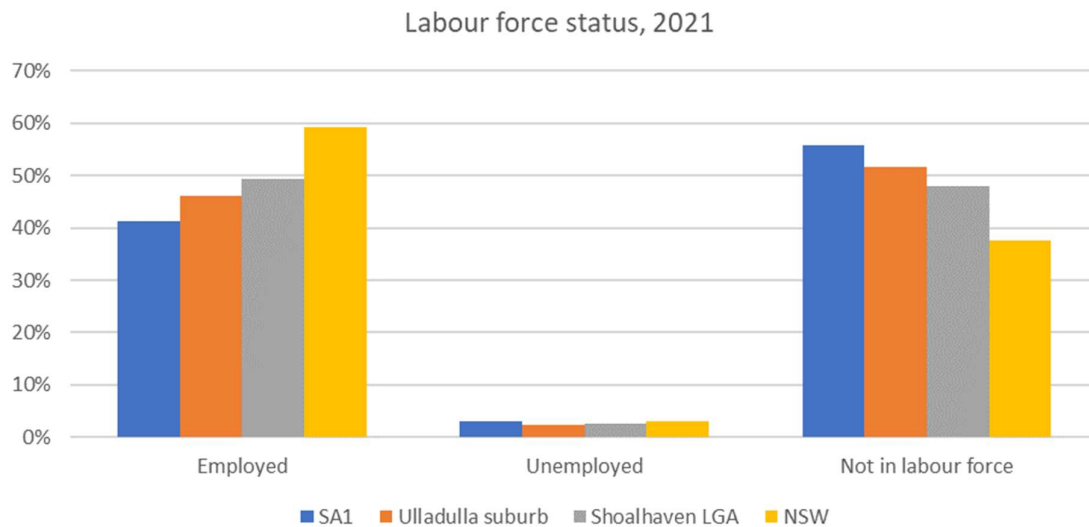


Figure 4.15: Labour force status, 2021 (%)

Source: JSA 2023; ABS (2021) Census, General Community Profile, G46.

Occupation

In line with lower incomes, and educational and occupational overall, the immediate locality and Ulladulla suburb have a much higher than average rate of Community and Personal Service Workers, Sales Assistants and Labourers, and a much lower than average rate of people engaged in Professional, Administrative and Managerial jobs, as shown below.

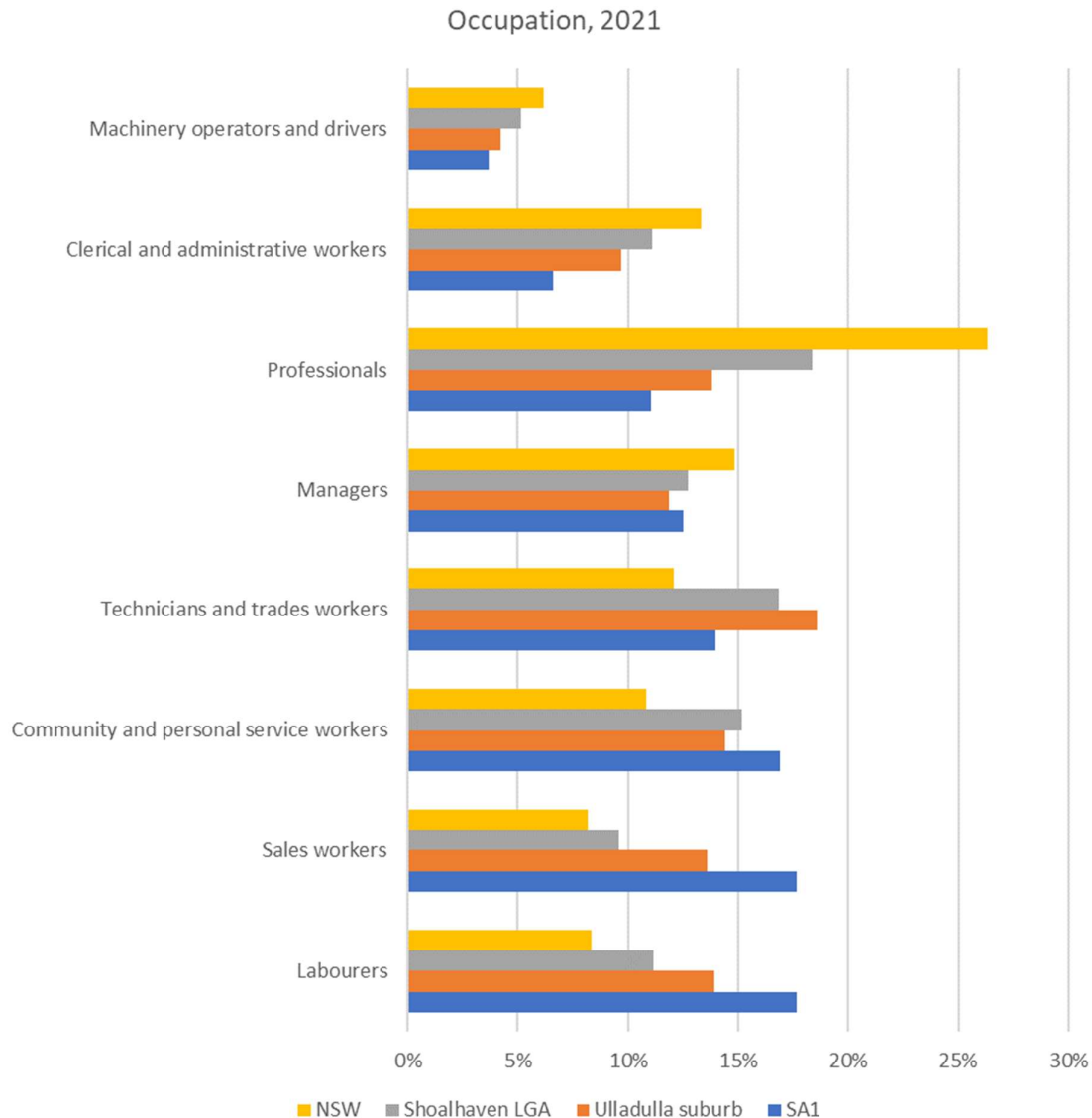


Figure 4.16: Occupation, 2021 (%)

Source: JSA 2023; ABS (2021) Census, General Community Profile, G60.

Industry of employment

The largest industries of employment for local workers were Retail, Construction, and Accommodation and Food Services, which were all well above the State average, as well as in Health Care and Social Assistance, although this was at a lower than average rate, as shown below.

The main growth in the LGA from 2011-21 was in Health Care and Social Assistance; Professional, Scientific and Technical Services; Construction; and Education and Training, which together accounted for virtually all net growth in local employment.

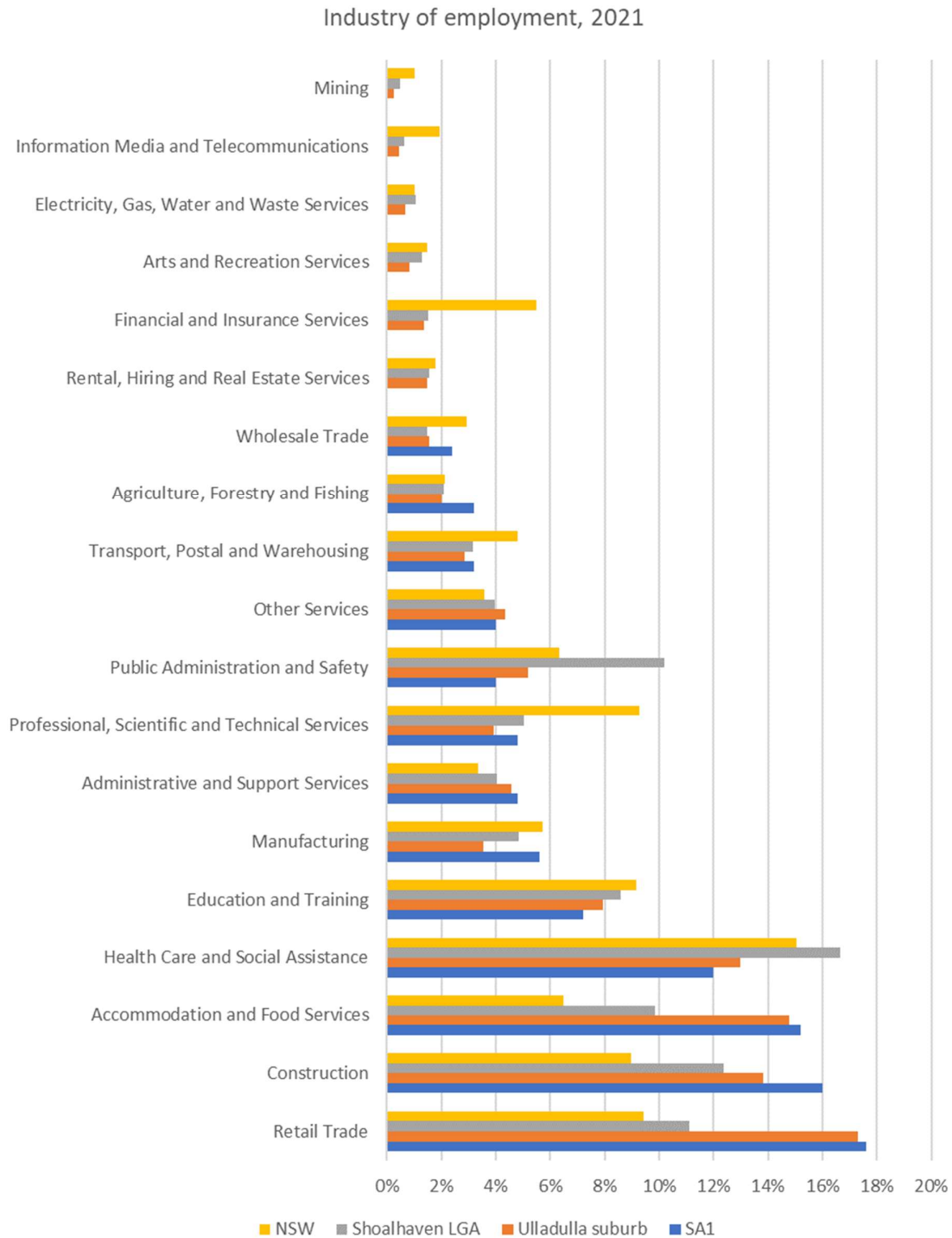


Figure 4.17: Industry of employment, 2021 (%)

Source: JSA 2023; ABS (2021) Census, General Community Profile, G54.

4.2.9 Employment in the DZN

Overview

It is also relevant to understand the quantum and nature of local employment within Ulladulla, including among those likely to need more diverse and affordable housing.

The relevant ABS employment zone is DNZ112827912, which covers Ulladulla CBD as well as commercial and industrial land, including the location of the proposed development site. This is shown in the map below.

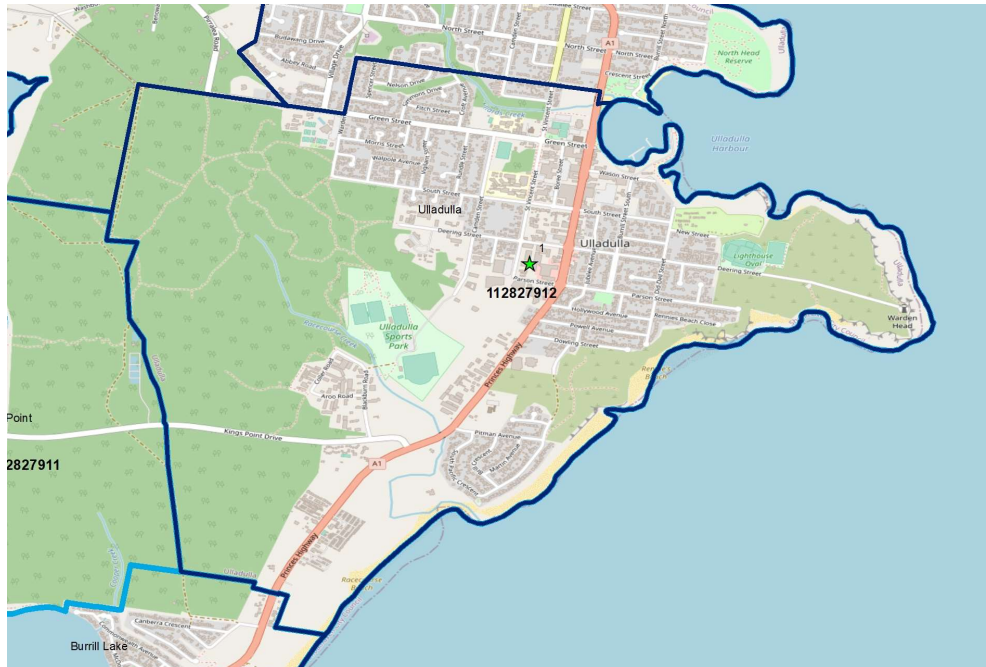


Figure 4.18: Subject site (star) in the context of DZN112827912

Source: JSA 2023; ABS (2021) Census.

Industry of employment

In 2021, there were a total of 3,026 jobs in the DNZ associated with the proposed development site and the Ulladulla locality. By far, the largest number of jobs were in essential services or ‘key worker’ jobs where most workers were on the lowest quartile of income, that is, Retail Trade; Health Care and Social Assistance; and Accommodation and Food Services. Together, there were 1,364 jobs in the three industries, making up 45% of all employment in Ulladulla DMZ.

Table 4.6: Industry of employment of workers in DZN 112827912, 2021

Industry of employment	Number	Percent
Retail Trade	656	22%
Health Care and Social Assistance	355	12%
Accommodation and Food Services	353	12%

Industry of employment	Number	Percent
Education and Training	334	11%
Construction	211	7%
Other Services	163	5%
Professional, Scientific and Technical Services	159	5%
Public Administration and Safety	149	5%
Manufacturing	118	4%
Transport, Postal and Warehousing	117	4%
Administrative and Support Services	87	3%
Rental, Hiring and Real Estate Services	77	3%
Financial and Insurance Services	58	2%
Arts and Recreation Services	58	2%
Wholesale Trade	48	2%
Agriculture, Forestry and Fishing	45	1%
Electricity, Gas, Water and Waste Services	33	1%
Information Media and Telecommunications	5	0%
Mining	0	0%
TOTAL JOBS	3,026	100%

Source: JSA 2023; ABS (2021) Census, TableBuilder Pro, counting persons, 15 years and over, by 1-digit level Industry of Employment.

Occupation

The single largest category of occupation in the DZN was Sales Workers, at 18% of local jobs, followed by Professionals at 16% of jobs. In total there were 1,910 jobs in occupations often associated with very low to low incomes, particularly at entry level, including jobs in Sales; Technical and Trades; Community and Personal Service Workers; Labourers; and Machinery Operators and Drivers, together making up 60% of local jobs.

Table 4.7: Occupation of workers in DZN 112827912, 2021

Occupation	Number	Percent
Sales Workers	561	18%
Professionals	490	16%
Technicians and Trades Workers	430	14%
Community and Personal Service Workers	424	14%
Clerical and Administrative Workers	368	12%
Labourers	328	11%
Managers	326	11%
Machinery Operators and Drivers	167	5%
TOTAL JOBS	3,094	100%

Source: JSA 2023; ABS (2021) Census, TableBuilder Pro, counting persons, 15 years and over, by 1-digit level Occupation.

4.2.10 Implications of Employment and Jobs Profiles

There are important implications for the need to increase the supply of affordable, lower cost and more diverse housing types in the locality, given the profile of employed people who live and work locally, as well as the profile of local jobs, as outlined above.

Workers in essential service or ‘key worker’ jobs are critical to the functioning of the local economy, but are increasingly unable to find affordable and/or appropriate accommodation, or indeed anything to rent at all, in an increasingly constrained housing market. This results in long commuting times and costs for many, and the inability of local businesses and services to access workers, exacerbating existing labour and skill shortages in industries such as health care, social assistance, aged care, construction trades, and hospitality.

This is looked at in more detail in Section 6.3.3 below.

4.3 Housing Context

4.3.1 Tenure

A much higher than average rate of people owned their home outright in the localities analysed, with a commensurately lower rate of purchasing. Notably, there was a very high rate of social housing in the SA1 (18% compared with only 4% for NSW).

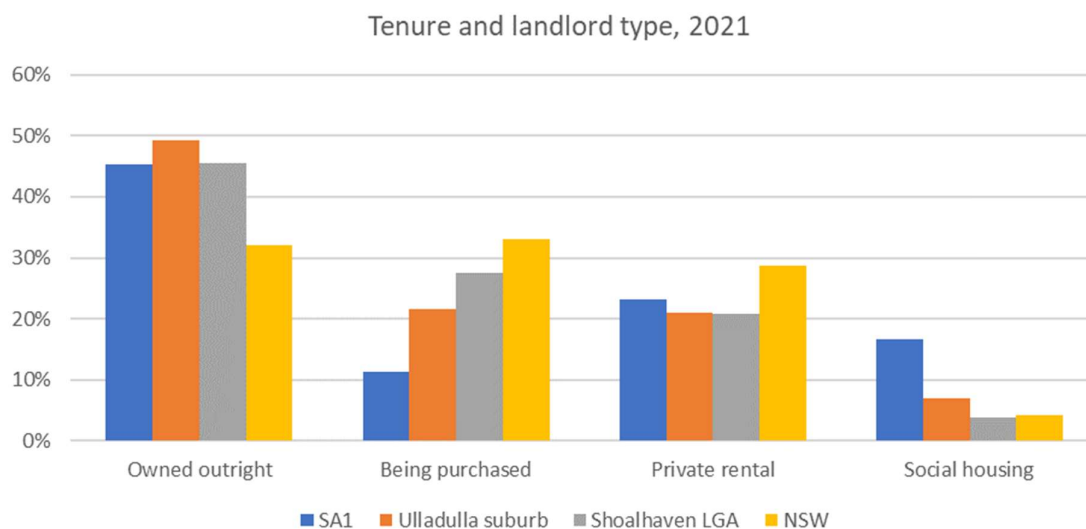


Figure 4.19: Tenure and landlord type of households in private dwellings, 2021 (%)

Source: JSA 2023; ABS (2021) Census, General Community Profile, G37.

Although there was little proportional change in tenure types, there was large numerical growth in outright ownership and in the amount of private rental, as shown in the tables below.

Table 4.8: Change in tenure, 2011-2021 (%)

	Shoalhaven LGA		NSW	
	2011	2021	2011	2021
Owned outright	45%	46%	34%	32%
Being purchased	29%	27%	34%	33%
Private rental	20%	21%	24%	29%
Social housing	4%	4%	5%	4%

Source: JSA 2023; ABS (2021) Census, Time Series Profile, T18.

Table 4.9: Change in tenure, 2011-2021 (number)

	Shoalhaven LGA		NSW	
	2011	2021	2011	2021
Owned outright	15,851	19,659	830,229	926,483
Being purchased	10,106	11,836	828,144	947,530
Private rental	6,968	9,011	584,937	835,237
Social housing	1,507	1,593	118,427	122,583

Source: JSA 2023; ABS (2021) Census, Time Series Profile, T18.

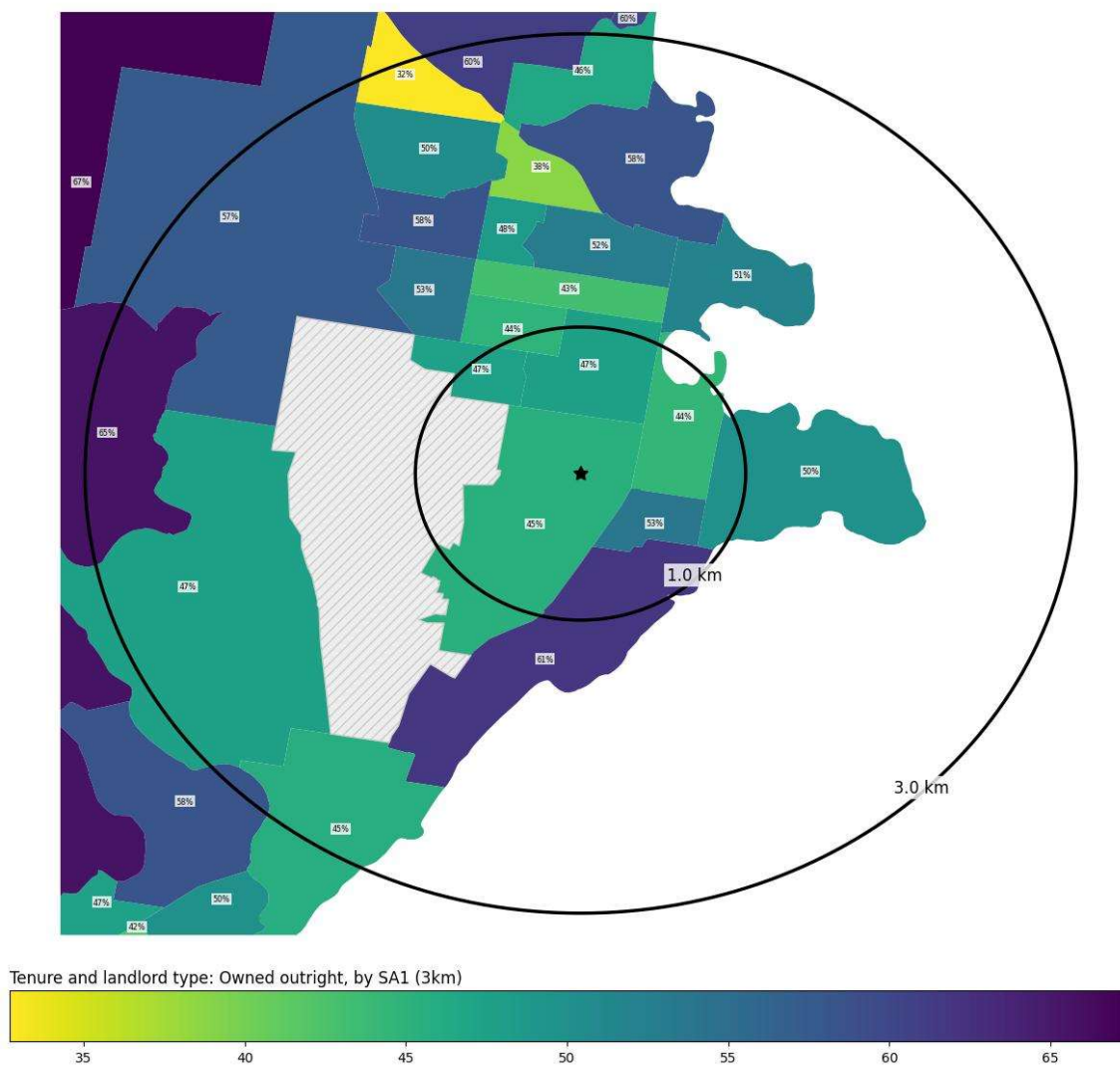


Figure 4-20: % of Dwellings Owned Outright in SA1s within 1km and 3km of Subject Site

Source: JSA 2023 and ABS 2021

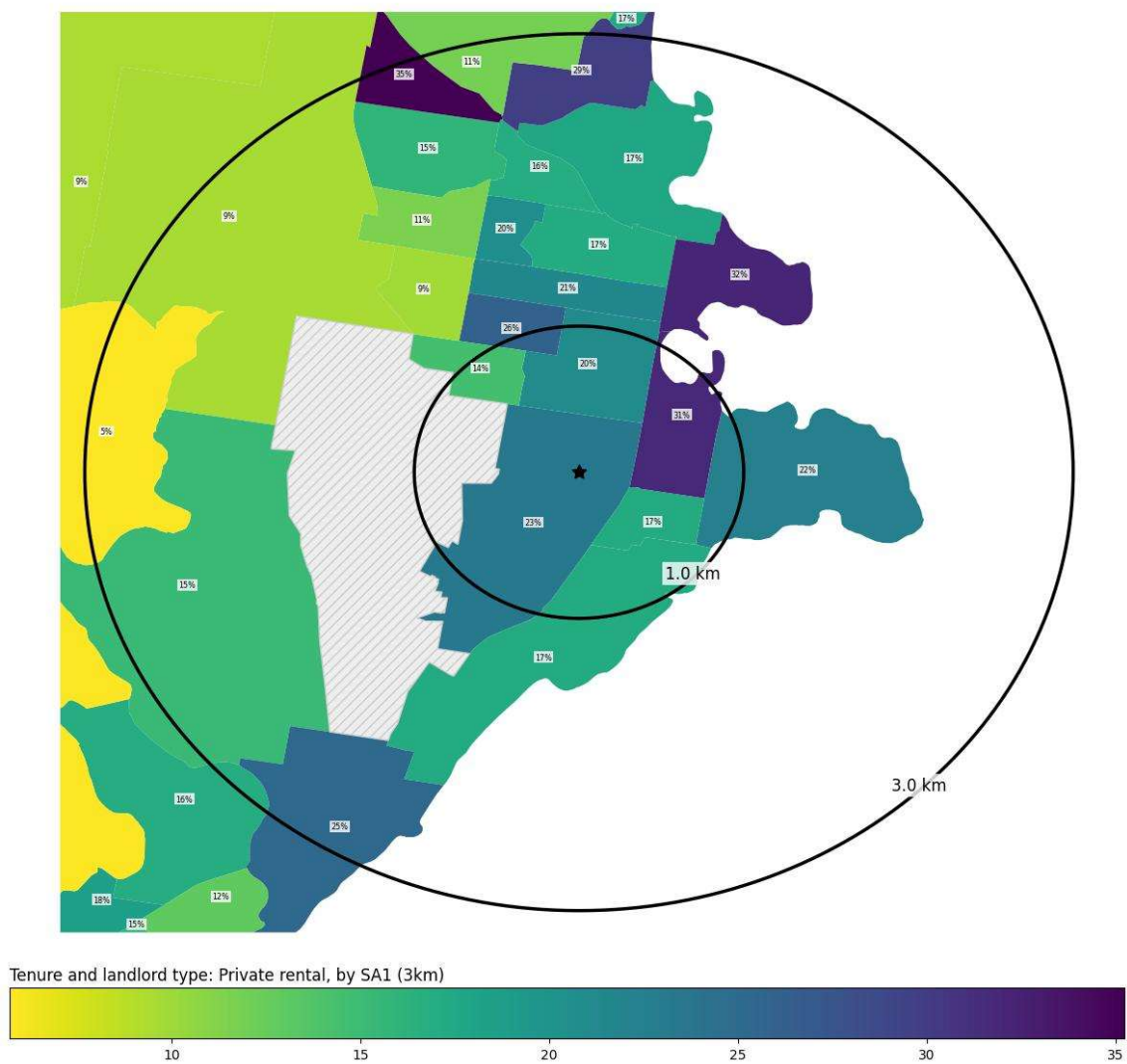


Figure 4-21: % of Privately Rented Dwellings in SA1s within 1km and 3km of Subject Site

Source: JSA 2023 and ABS 2021

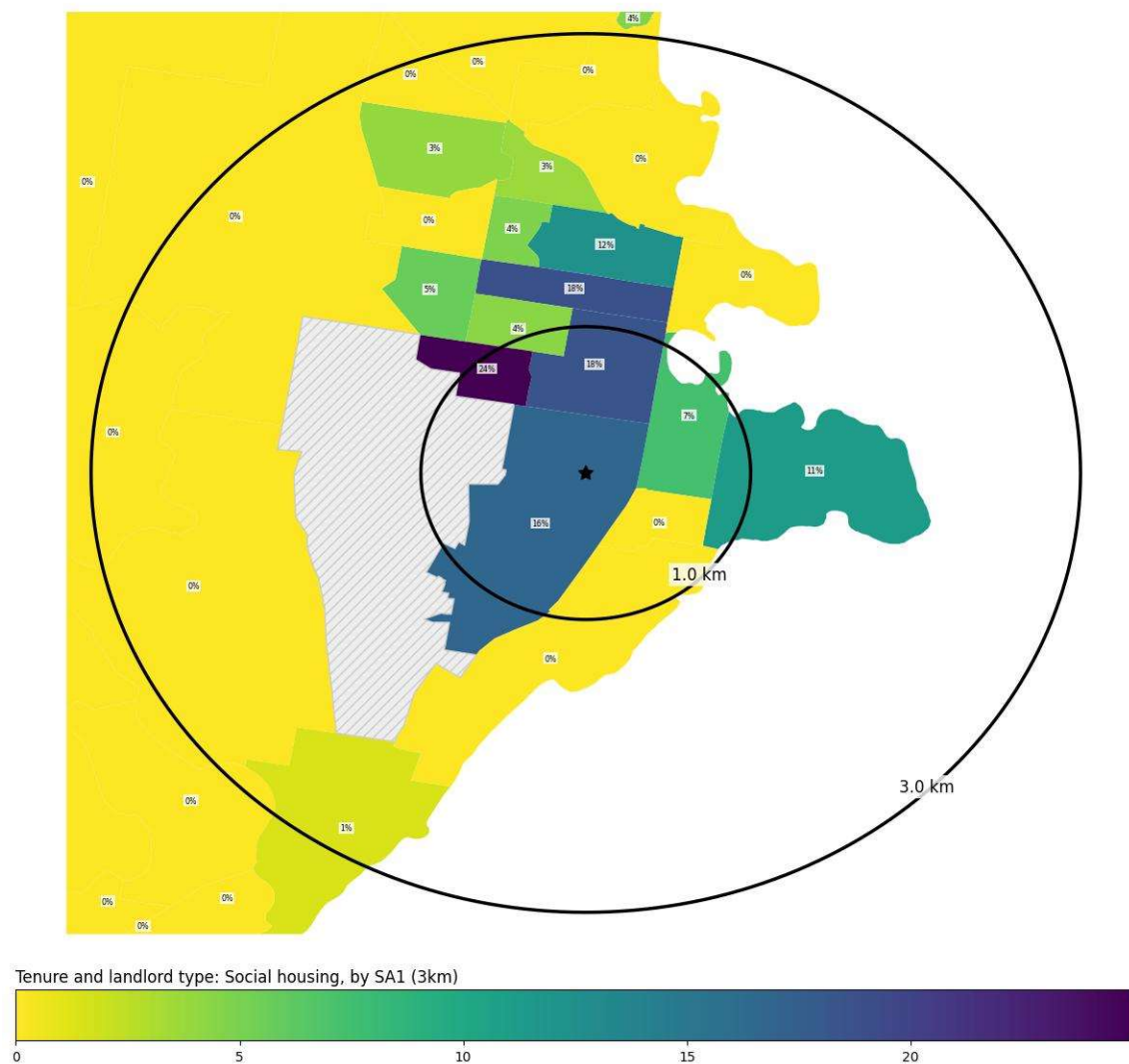


Figure 4-22: % of Social Housing in SA1s within 1km and 3km of Subject Site
Source: JSA 2023 and ABS 2021

4.3.2 Dwelling structure & housing diversity

There was relatively limited housing diversity in the LGA and the State Suburb. There is a higher rate of medium density at the SA1 level, although this is likely in part related to the presence of social housing in the immediate locality.

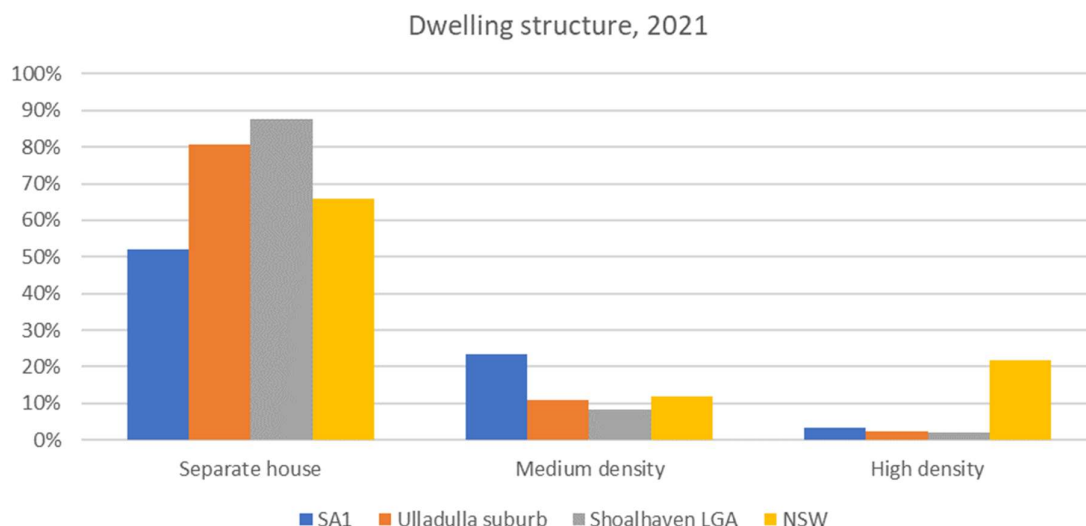


Figure 4.23: Dwelling structure of occupied private dwellings, 2021 (%)

Source: JSA 2023; ABS (2021) Census, General Community Profile, G36.

There was limited change in housing diversity in the decade to 2021 at the LGA scale. Whilst there was a loss proportionally of flats and units, this is likely largely due to a change in Census categorisation (to medium density housing types), which would account for a reasonable amount of the proportional increase in the latter.

Table 4.10: Change in dwelling structure, 2011-2021 (%)

	Shoalhaven LGA		NSW	
	2011	2021	2011	2021
Separate Houses	88%	87%	68%	65%
Medium Density	5%	8%	11%	12%
High Density	4%	2%	20%	22%

Source: JSA 2023; ABS (2021) Census, Time Series Profile, T14.

By far the largest increase in absolute terms was in the number of separate houses. Whilst there was some increase in medium density dwelling types over the period, this was largely offset by a low rate of flats and units, which supports the likelihood of recategorization by the ABS.

Table 4.11: Change in dwelling structure, 2011-2021 (number)

	Shoalhaven LGA		NSW	
	2011	2021	2011	2021
Separate Houses	33,259	39,765	1,773,528	1,989,053
Medium Density	1,969	3,761	277,713	359,937
High Density	1,626	972	512,128	672,124

Source: JSA 2023; ABS (2021) Census, Time Series Profile, T14.

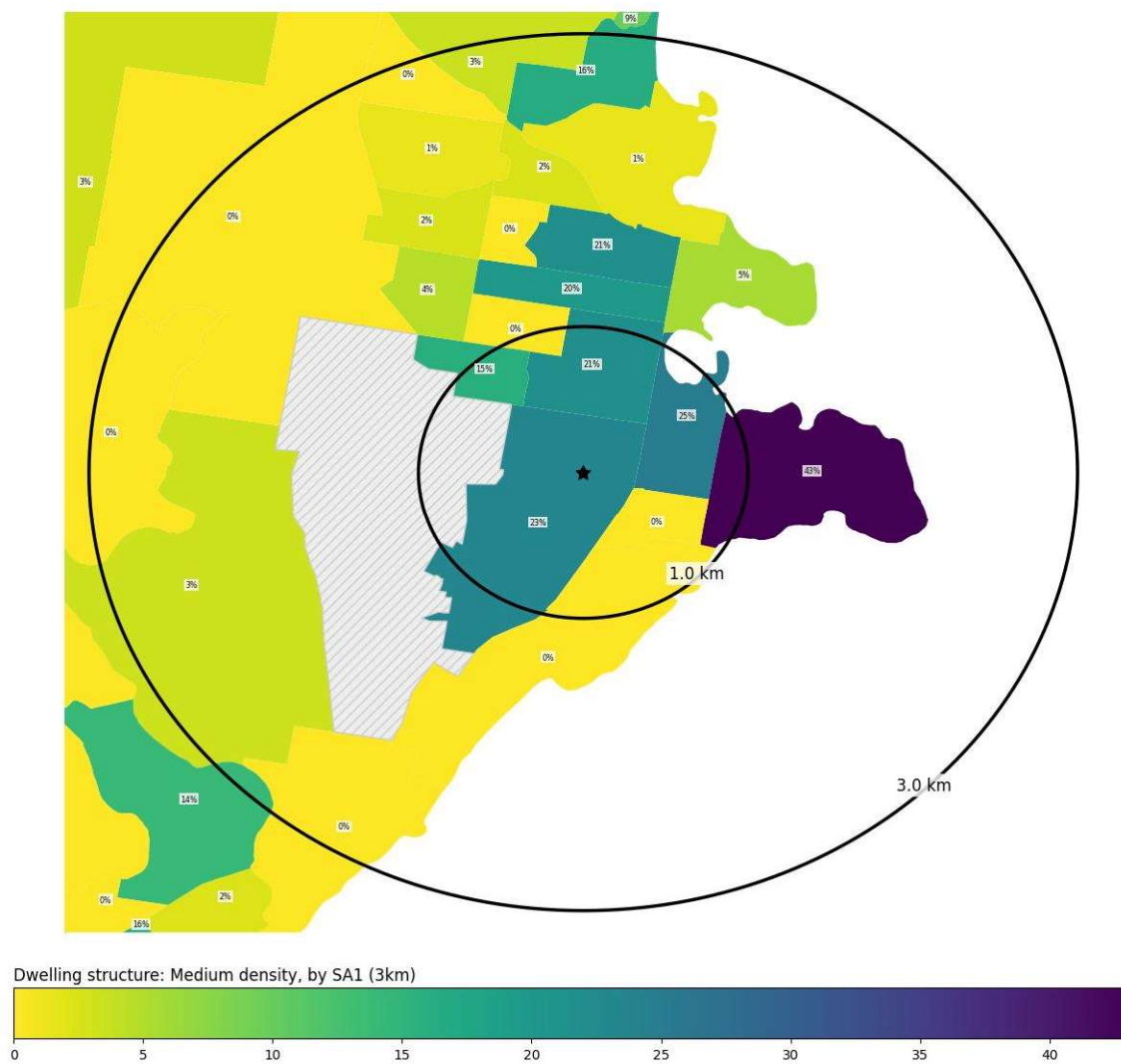


Figure 4-24: % of Medium Density Dwelling Types in SA1s within 1km and 3km of Subject Site

Source: JSA 2023 and ABS 2021

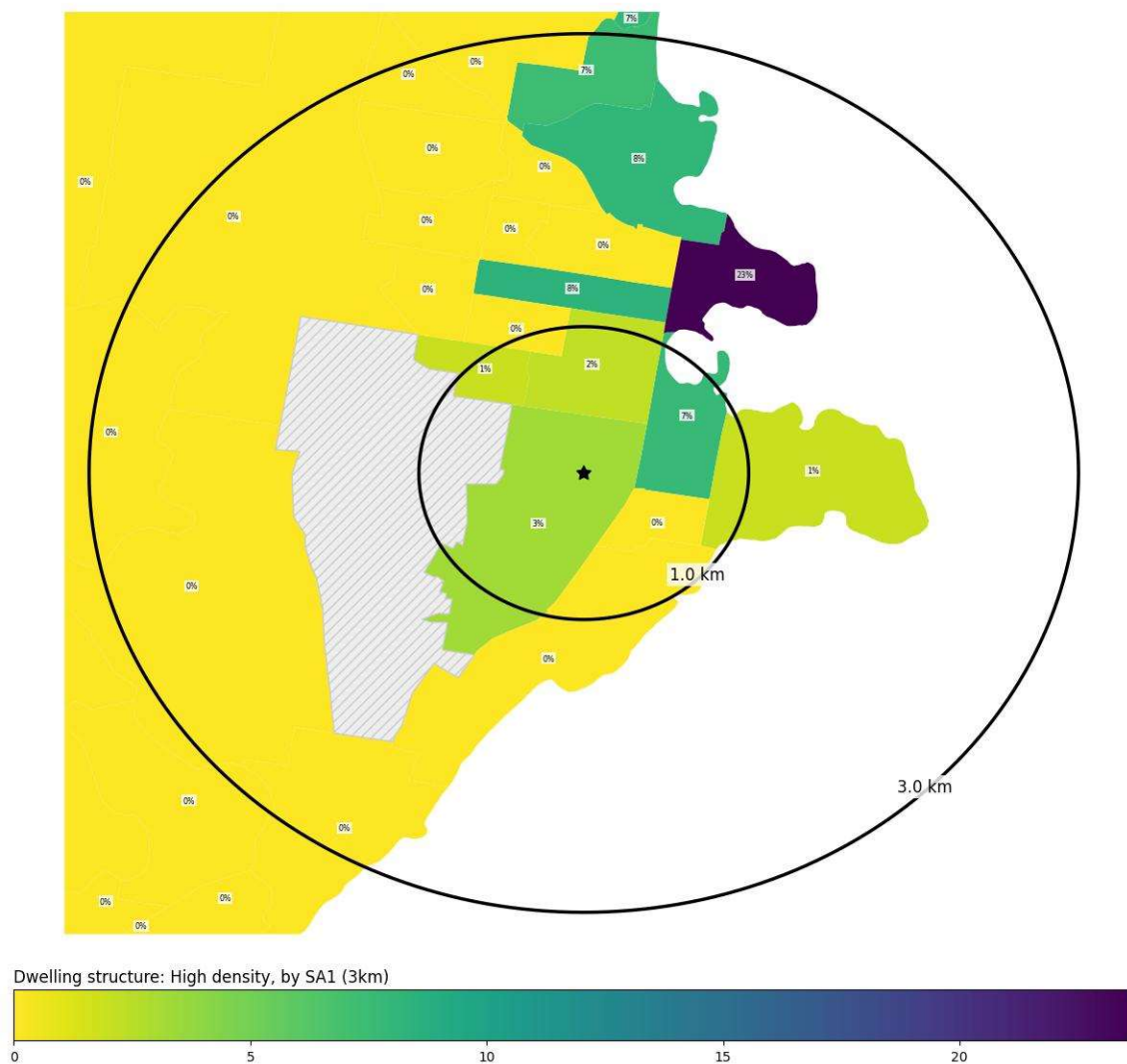


Figure 4-25: % of Higher Density Dwelling Types in SA1s within 1km and 3km of Subject Site
Source: JSA 2023 and ABS 2021

4.3.3 Number of Bedrooms

There was a very limited supply of studio and one bedroom apartments in the three localities analysed. Although there was a much higher than average rate of two bedroom apartments, this was likely related, to a large extent, to the component of social housing.

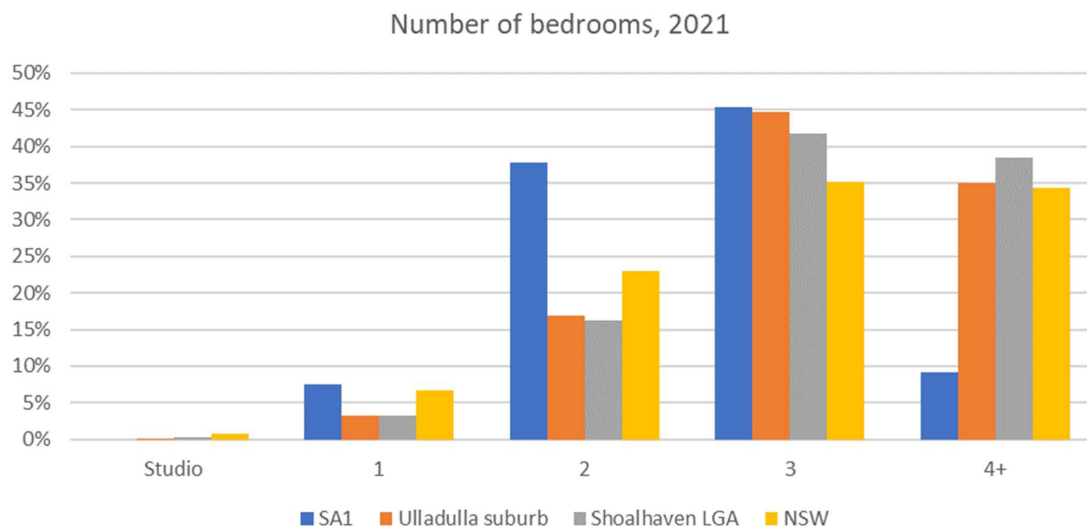


Figure 4.26: Number of bedrooms in occupied private dwellings, 2021 (%)

Source: JSA 2023; ABS (2021) Census, General Community Profile, G41.

The relative rate of studio, one and two bedroom dwellings in the LGA was much lower than average and static from 2011-21. Interestingly, there was a lower rate of three bedroom homes and a growth in dwellings with four or more bedrooms over the period, likely due to redevelopment of smaller older homes for larger houses and the increased capitalisation.

These trends are also evident numerically, as shown in table below.

Table 4.12: Change in number of bedrooms, 2011-2021 (%)

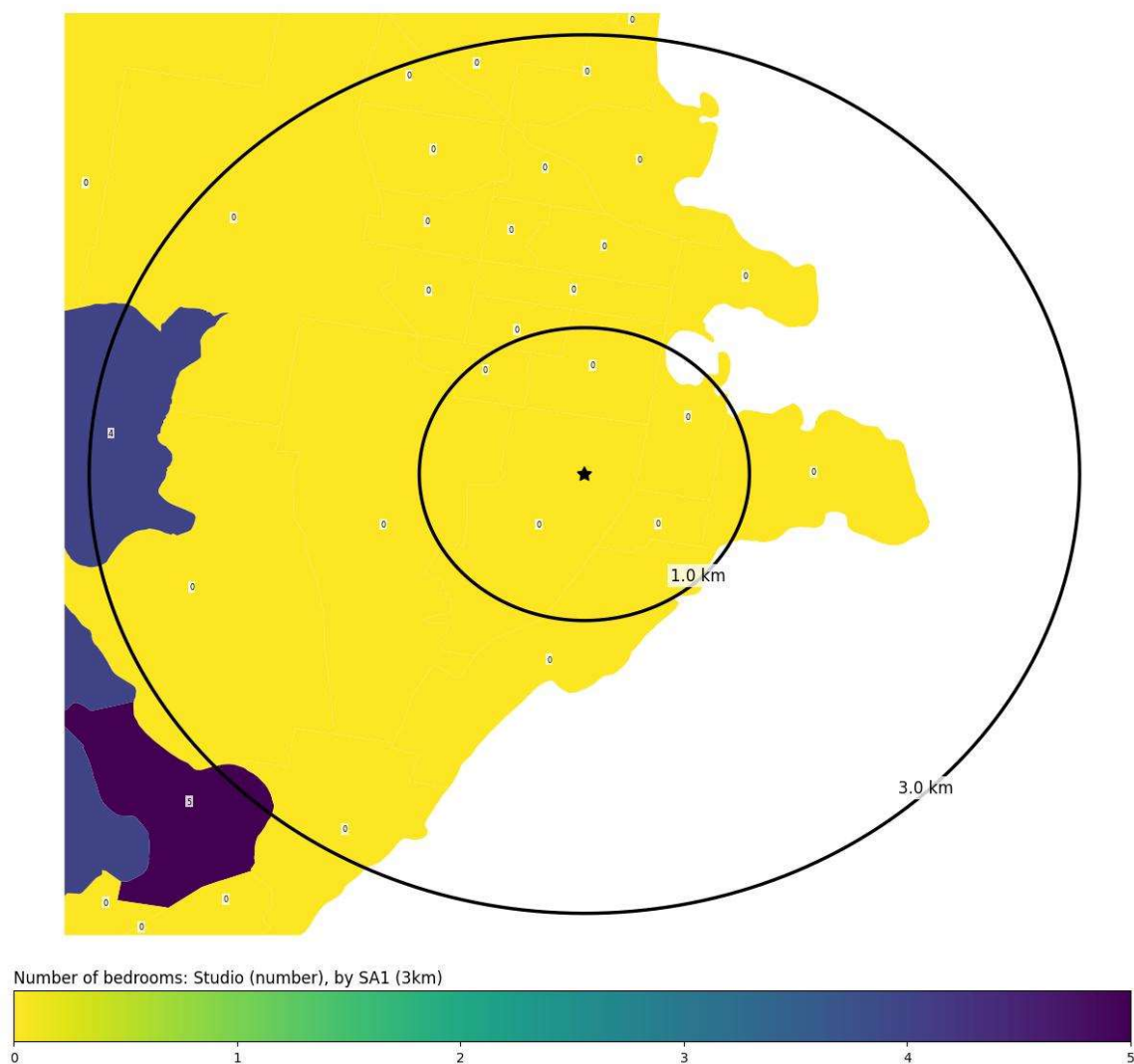
	Shoalhaven LGA		NSW	
	2011	2021	2011	2021
Studio	0%	0%	0%	0%
One bedroom	1%	1%	2%	3%
Two bedrooms	11%	11%	18%	19%
Three bedrooms	46%	41%	43%	36%
Four of more bedrooms	41%	47%	36%	42%

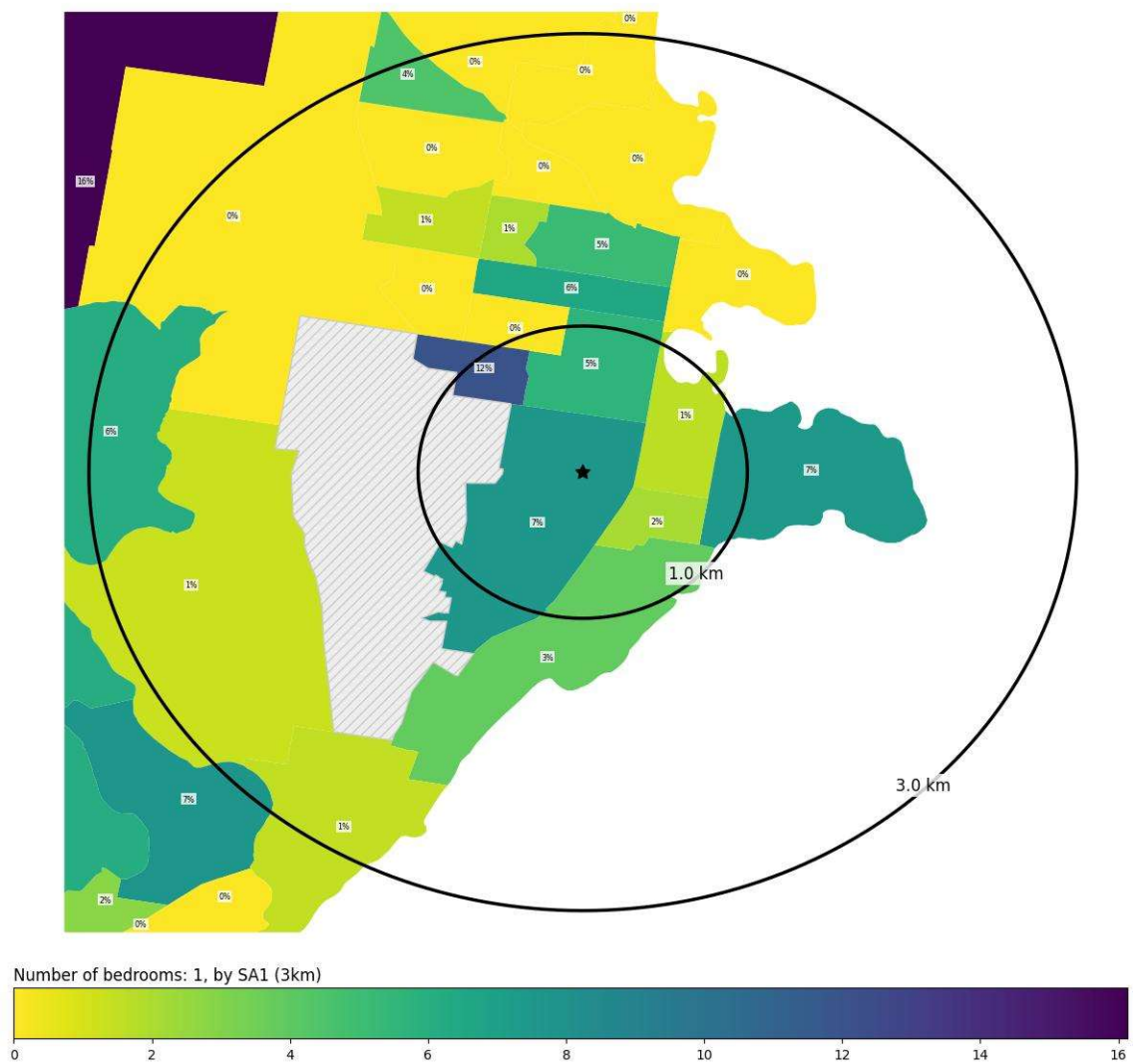
Source: JSA 2023; ABS (2021) Census, Time Series Profile, T16 and T17.

Table 4.13: Change in number of bedrooms, 2011-2021 (number)

	Shoalhaven LGA		NSW	
	2011	2021	2011	2021
Studio	40	40	4,753	4,242
One bedroom	267	300	40,852	58,528
Two bedrooms	2,951	3,300	341,700	406,630
Three bedrooms	11,799	12,459	790,817	782,578
Four of more bedrooms	10,617	14,052	670,332	898,885

Source: JSA 2023; ABS (2021) Census, Time Series Profile, T16 and T17.





per three bedroom apartment, although it would be prudent to provide for some overflow as well as visitor parking.

Table 4.14: Average number of motor vehicles per dwelling, all dwellings, and apartments by bedrooms, 2021

Indicator	SA1	Ulladulla suburb	Shoalhaven LGA	NSW
All dwellings (a)	1.4	1.7	1.9	1.8
Apartments, studio (b)	-	-	0.6	0.4
Apartments, 1-bedroom (b)	-	0.6	0.7	0.7
Apartments, 2-bedroom (b)	-	0.6	1.1	1.1
Apartments, 3-bedroom (b)	-	1.4	1.4	1.4

Source: JSA 2023; ABS (2021) Census, QuickStats, Average number of motor vehicles per dwelling; ABS (2021) Census, TableBuilder Pro, counting dwellings, place of enumeration, by Dwelling Structure, by Number of Bedrooms in Private Dwelling (ranges), by Number of Motor Vehicles (ranges).

(a) Source: QuickStats

(b) Source: TableBuilder Pro

4.3.5 Dwelling Underoccupancy by Older People

A relevant consideration to the proposal that offers increased housing diversity is the relative rate of underoccupancy by lone person older households. At the regional level, 58% of lone person households aged 70 years lived in a dwelling with three or more bedrooms, and 13% lived in a dwelling with 4+ bedrooms.

The rate was higher than average in the Shoalhaven LGA, with 62% living in houses with three or more bedrooms, and 16% living in houses with 4+ bedrooms. The isolated nature of many localities of the Shoalhaven is also a relevant consideration.

Table 4.15: Lone persons aged 70 years or more in dwellings with three or more bedrooms and dwellings with four or more bedrooms

	Wollongong LGA	Shellharbour LGA	Kiama LGA	Shoalhaven LGA	ISR	Rest of NSW	NSW
Three or more bedrooms	54%	61%	60%	62%	58%	57%	53%
Four or more bedrooms	10%	12%	18%	16%	13%	14%	14%

Source: JSA 2022, derived from ABS (2021) Census, TableBuilder Pro, household composition, by age in ten year groups, by number of bedrooms in private dwelling, counting persons, place of enumeration.

4.4 Population Projections

4.4.1 Total Population Projections

In 2022, the DPE has recently revised its population projections to take into account recent demographic trends, including those related to migration and population movement from COVID 19.

The population of the Region is projected to grow by 30% from 2021-41, with the Shoalhaven LGA predicted to experience much higher than average growth rates, leading to a slight redistribution of regional population toward the LGA by 2041.

Table 4.16: Population projections 2021 to 2041

	2021	% of regional pop	2041	% of regional pop	# pop change 2021-2041	% pop change 2021-2041
Wollongong LGA	220,274	51%	276,936	50%	56,661	26%
Shellharbour LGA	75,684	18%	105,399	19%	29,715	39%
Kiama LGA	23,930	6%	30,847	6%	6,917	29%
Shoalhaven LGA	108,612	25%	145,527	26%	36,914	34%
Illawarra-Shoalhaven City	428,500	100%	558,708	100%	130,208	30%
Regional NSW	3,162,049	n/a	3,730,659	n/a	568,610	18%
New South Wales Total	8,166,757	n/a	9,872,934	n/a	1,706,176	21%

Source: DPE 2022 NSW Common Planning Assumption Projections; JSA 2022.

4.4.2 Age Projections

Shoalhaven LGA is projected to have a lower rate of people in the younger age groups and a higher rate of people in the older age groups than the average for the Region and NSW at 2041.

The ongoing aging of the LGA's population is evident in the very high relative rate of people aged 60+ by 2041 (38% of the total population compared with only 27% for NSW).

Table 4.17: Projected age profile by ten-year age group, 2041 (%)

	Wollongong LGA	Shellharbour LGA	Kiama LGA	Shoalhaven LGA	ISR	Rest of NSW	NSW
0-9	11%	12%	11%	10%	11%	11%	11%
10-19	11%	13%	12%	10%	11%	11%	11%
20-29	15%	13%	9%	9%	13%	11%	13%
30-39	14%	13%	10%	10%	13%	12%	14%
40-49	12%	13%	12%	11%	12%	12%	13%
50-59	11%	11%	13%	12%	11%	12%	12%
60-69	9%	9%	12%	13%	10%	11%	10%
70-79	8%	8%	11%	13%	10%	11%	9%
80+	8%	7%	11%	12%	9%	10%	8%

Source: DPE 2022 NSW Common Planning Assumption Projections; JSA 2022.

4.4.3 Household Type Projections

The much older projected age profile in the Shoalhaven LGA in 2041 is reflected in the higher than average rate of lone person households, and of couple only households, which together are projected to make up almost two-thirds of households by 2041.

Table 4.18: Projected household type profile, 2041 (%)

	Wollongong LGA	Shellharbour LGA	Kiama LGA	Shoalhaven LGA	ISR	Rest of NSW	NSW
Couple only	26%	27%	34%	32%	28%	29%	26%
Couple with children	28%	34%	28%	21%	27%	24%	29%
Single parent	11%	12%	8%	11%	11%	11%	11%
Multiple and Other family households	3%	3%	2%	2%	3%	2%	3%
Lone person	28%	21%	25%	31%	28%	30%	27%
Group	5%	2%	2%	3%	4%	3%	4%

Source: DPE 2022 NSW Common Planning Assumption Projections; JSA 2022.

4.5 Migration

4.5.1 Total Migration by Area

The greatest driver of inward and net migration for Shoalhaven SA3 was Greater Sydney. In total, 8,200 people moved into Shoalhaven from Greater Sydney, with a net sum of 5,800 people moving inwards.

The greatest destination for outwards migration from Shoalhaven was the balance of Australia, with 4,500 people leaving Shoalhaven for this area.

There was a net inward movement of people from Dapto – Port Kembla (230 people), Shellharbour (220 people), and Kiama (120 people).

There was a net outward movement of people to the balance of NSW (160 people) and the balance of Australia (1,300 people).

Net migration to or from Wollongong, Capital Region, and Southern Highlands was fewer than 100 people in each case.

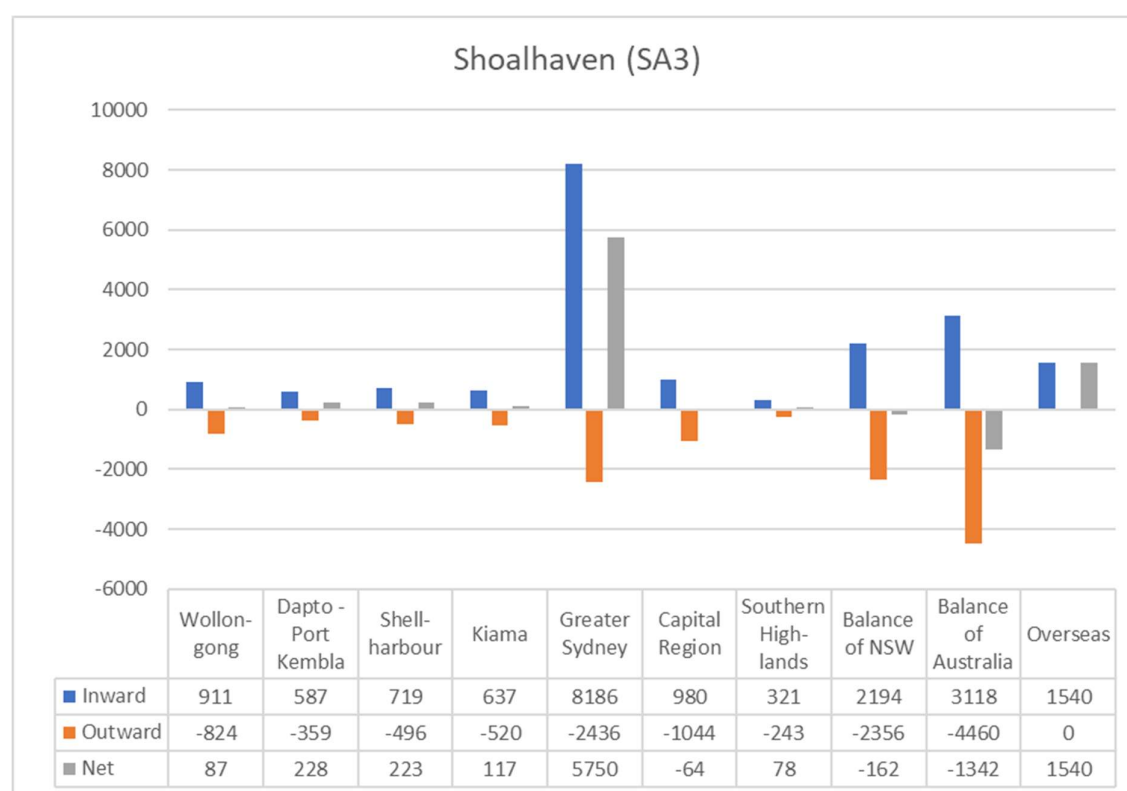


Figure 4-27: Inward, outward, and net migration, Shoalhaven SA3, 2016-2021

Source: JSA 2022, based on ABS Census of Population and Housing 2021, persons, by place of usual residence at time of census and place of usual residence five years ago for selected SA3 and LGA areas.

4.5.2 Migration by Age

Shoalhaven

There was net migration into Shoalhaven SA3 across all age groups except for the 20-24 group. Turnover was highest among those aged 25-29.

Again, there are three peaks visible in the age distribution, corresponding to families, as with the other areas, but with a noticeably higher peak for the 60-64 age group. Net in-migration was higher for the older 60-64 and 65-69 age groups than for the 30-34 age group. This contrasted with the other areas and reflects the Shoalhaven being a popular retirement destination.

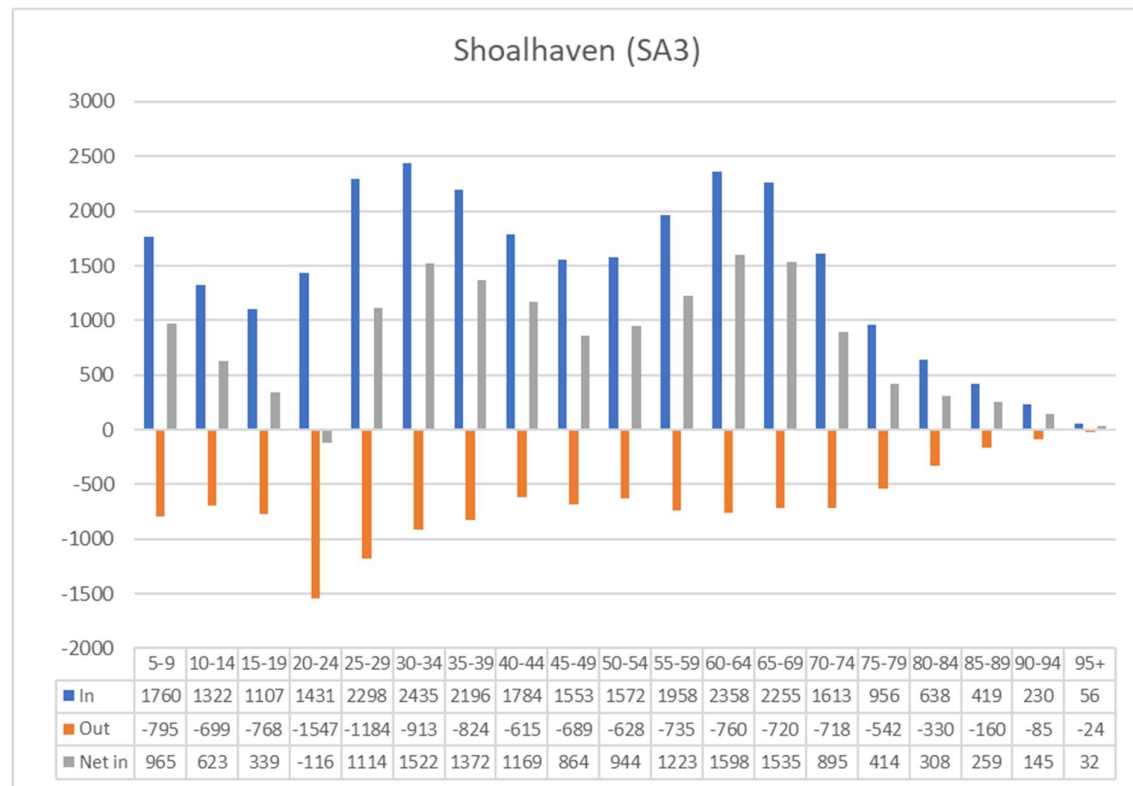


Figure 4-28: Inward, outward, and net migration, by age, Shoalhaven SA3, 2016-2021

Source: JSA 2022, based on ABS Census of Population and Housing 2021, persons, by five-year age group, by place of usual residence at time of census and/or place of usual residence five years ago for selected SA3 and LGA areas.

5 Strategic Planning Context

5.1 The Regional Planning Context

5.1.1 Illawarra Shoalhaven Regional Plan 2041

The *Illawarra Shoalhaven Regional Plan* is the existing 20-year land use plan that sets out the strategic vision and directions for future housing, jobs, infrastructure and a healthy environment. It sets the strategic framework for the Region, aiming to ‘protect and enhance the region’s assets and plan for a sustainable future’ for the four local government areas of Wollongong, Shellharbour, Kiama and Shoalhaven.²⁴

The *Regional Plan* acknowledges the extraordinary conditions created by recent events, including drought, floods, an unprecedented bushfire season that impacted 80 per cent of the Shoalhaven LGA and the COVID-19 pandemic, and that ‘these events will have lasting impacts on the economy, infrastructure, social systems, the natural environment and the wellbeing of people and communities across NSW’.²⁵ It notes that resilience will be a critical component of the Region’s future, with strategic planning necessary in identifying ‘vulnerable communities and opportunities to better anticipate or even avoid disruptive challenges’.²⁶

In terms of key centres, it notes that ‘Metro Wollongong, along with Nowra and Shellharbour are viewed as the Region’s ‘civic hearts’ – places that provide an urban lifestyle where people can easily walk to shops, services, schools or work.’²⁷ Well-services strategic centres such as Milton-Ulladulla area also viewed as important location for increased housing choice and diversity, including through a review of existing controls.

Supporting the vision of ‘*An innovative, sustainable, resilient, connected, diverse and creative region*’ are four key themes:

1. A productive and innovative region
2. A sustainable and resilient region
3. A region that values its people and places, and
4. A smart and connected region.

Of these, two themes are relevant as a context to the Planning Proposal. **Theme 1** promotes a range of strategies to strengthen the role of centres, major services and employment land in supporting economic development, employment growth and innovation, and acknowledges that housing

²⁴ (The former) NSW Department of Planning, Industry and Environment (May 2021) Illawarra Shoalhaven Regional Plan 2041, pgs 4-5.

²⁵ (The former) NSW Department of Planning, Industry and Environment (May 2021) Illawarra Shoalhaven Regional Plan 2041, p 5.

²⁶ (The former) NSW Department of Planning, Industry and Environment (May 2021) Illawarra Shoalhaven Regional Plan 2041, p 6.

²⁷ (The former) NSW Department of Planning, Industry and Environment (May 2021) Illawarra Shoalhaven Regional Plan 2041, p 12.

supply, cost and diversity are important in supporting such economics and jobs growth. **Theme 3**

The Regional Plan notes that, as the region's population grows and changes, the 'proportion of older people is increasing, average household size is getting smaller, and there is demand for tourism-related housing'. It reports that the Region will need at least an additional 58,000 homes by 2041, with the *Regional Plan* encouraging a diverse and affordable range of housing.²⁸

This housing is needed to accommodate at least 100,000 additional people by 2041, with 53,375 in Wollongong LGA, 23,571 in Shellharbour LGA, 3,997 in Kiama LGA and 17,130 in Shoalhaven LGA.²⁹

Relevantly, **Objective 18: Provide housing supply in the right locations**, notes the need to take a balanced approach to providing housing in urban release areas and existing urban areas. Whilst in the Shoalhaven LGA, Nowra Bomaderry will be the major focus for increasing housing supply and diversity, the Plan also **prioritises opportunities for new housing in well-serviced strategic centres**. As the relatively well-serviced second largest centre in the Shoalhaven, **Milton-Ulladulla** is also considered a place for housing choice, with the potential for a review of controls to increase residential density where appropriate.³⁰

Objective 19: Deliver housing that is more diverse and affordable is also relevant to the proposal. It acknowledges that households in the Region have 'varying needs and budgets and require a range of housing types across the housing continuum'. It also notes that living in an affordable situation means people have 'more flexibility in where they choose to live, helps them feel part of their community, and leads to a more even distribution of wealth in the community'. As such, planning for a diversity of housing choices increases options at different life stages, and provides for different levels of affordability. This includes a range of factors, such as lot sizes, the number of bedrooms, or whether housing is suitable for seniors, students or people with a disability.³¹

The *Plan* notes that, throughout the region, particularly outside Metro Wollongong, single detached dwellings are the most dominant form of housing, with 60% of the 11,000 new homes constructed in the last five years being detached single dwellings. It also notes that, as increasing demand affects cost and affordability, those most affected are people on lower incomes, students, people living on their own and seniors, 'especially when the number of smaller homes is limited'.

Providing for a 'diversity of housing choices and dwelling sizes' is viewed as particularly important as household sizes in the region are projected to continue to decrease, particularly the proportion of smaller households, with couples only households projected to increase by 41 per cent to 2041, and single person households by 45 per cent. Population projections also indicate that those aged

²⁸ (The former) NSW Department of Planning, Industry and Environment (May 2021) Illawarra Shoalhaven Regional Plan 2041, p 62.

²⁹ (The former) NSW Department of Planning, Industry and Environment (May 2021) Illawarra Shoalhaven Regional Plan 2041, p 62.

³⁰ (The former) NSW Department of Planning, Industry and Environment (May 2021) Illawarra Shoalhaven Regional Plan 2041, p 62.

³¹ (The former) NSW Department of Planning, Industry and Environment (May 2021) Illawarra Shoalhaven Regional Plan 2041, p 69.

55+ years are likely to increase from 129,000 people in 2016 to between 186,500 and 197,800 by 2041.

The *Plan* thus notes that Councils should ‘**seek to increase the number of smaller dwellings in new developments to accommodate these households**’, noting also changing consumer preference in this regard. Relevant strategies include the following.

Strategy 19.1: Continue to provide for and encourage a range of housing choices, with strategic and local plans considering opportunities to:

- provide a mix of housing types and lot sizes including small lots in urban release areas;
- provide a mix of housing sizes including studios and one-bedroom dwellings;
- consider incentives to increase the supply of housing that is appropriate for seniors, including low-care accommodation;
- consider whether development standards, including minimum lot sizes, minimum frontage and floor space ratio are inadvertently inhibiting opportunities for diverse housing options.

5.1.2 The Six Cities Region Discussion Paper (September 2022)

The Greater Cities Commission’s *Six Cities Region Discussion Paper* aims to stimulate conversation about the best way to plan a Six Cities Region that benefits residents and captures global economic opportunities as a basis for the preparation of the forthcoming Region Plan for the Six Cities. The Six Cities Region includes the Lower Hunter and Greater Newcastle City, the Central Coast City, the Illawarra-Shoalhaven City, the Western Parkland City, the Central River City and the Eastern Harbour City, and encompasses 43 local government areas.

As well as increasing economic scale and international reach, the Paper notes that ‘our communities expect, and deserve, local liveability to be delivered at the same time’. This means, among other things, provision of housing that is diverse and affordable, infrastructure and development that facilitates connected local centres and neighbourhoods, and increased and fairness and equity across the six cities’.³²

The Paper notes that since its precursor, *A Metropolis of Three Cities in 2018* was produced, ‘housing affordability has continued to decline, housing supply continues to fall short of demand, climate vulnerability has increased, the COVID-19 pandemic has exposed fault lines of social inequity, and the challenge of ensuring infrastructure aligns with growth remains critical to metropolitan planning’. It notes that ‘these issues are framing our thinking as we move from planning three Greater Sydney cities to a Six Cities Region’.³³

The most directly relevant theme to the forthcoming Affordable Housing Strategy is **Theme 3: Housing supply, diversity and affordability**. The related vision includes the aspiration that,

³² Greater Cities Commission (September 2022) *The Six Cities Region Discussion Paper: Delivering global competitiveness and local liveability*, p 9.

³³ Greater Cities Commission (September 2022) *The Six Cities Region Discussion Paper: Delivering global competitiveness and local liveability*, p 10.

‘Everyone in the Six Cities Region has access to a quality home that is connected, resilient, affordable, and which meets their needs. People have benefited from increased housing supply, with more places to build homes across the Six Cities Region. A large-scale program of building social and affordable housing, including key worker housing, on government land has ensured that people on low to moderate incomes can also meet other basic living costs such as food, clothing, transport, medical care and education’.³⁴

The Discussion Paper notes that people in the Six Cities Region enjoy one of the most desirable lifestyles in the world, but that housing has become increasingly unaffordable, which is ‘repeatedly identified by the community as one of the most significant issues facing Greater Sydney’. It is also noted as a priority across regional NSW, with ‘Infrastructure Australia recently identifying the “availability, diversity and affordability of housing” as the primary infrastructure gap in regional areas’.³⁵ It notes that there have been steep increases in rents, and rental vacancies at ‘critically low’ rates in the Illawarra Shoalhaven from May 2021 to May 2022, with key issues related to security of tenure for people who are unlikely to ever purchase a home, and older women as the fastest growing group experiencing homelessness in Australia.

The Paper notes that the ‘housing crisis’ has been further exacerbated by external factors including COVID-19, which ‘exposed the vulnerability of various parts of our social fabric, including a shortage of affordable, social housing and crisis housing’; and ‘climate-fuelled disasters’, which are ‘increasingly driving internal displacement’, with ‘people who are homeless or lack access to resilient or secure housing are most impacted’. As such, it states that,

‘Providing resilient, connected and affordable homes that support good lives is an essential, shared responsibility between all three levels of government and the private sector’.³⁶

It acknowledges that our cities need diverse housing to meet our changing needs over our lifetimes, ‘from when we first leave our family home, to retirement, and everything in between’. This includes ‘crisis accommodation, specialist disability accommodation, affordable housing, social housing and culturally sensitive housing that supports communal and multi-generational living’.³⁷

In relation to **Region Shaper Four: Inclusive places linked to infrastructure**, relevant actions for consideration include the following:

³⁴ Greater Cities Commission (September 2022) *The Six Cities Region Discussion Paper: Delivering global competitiveness and local liveability*, p 39.

³⁵ Greater Cities Commission (September 2022) *The Six Cities Region Discussion Paper: Delivering global competitiveness and local liveability*, p 39.

³⁶ Greater Cities Commission (September 2022) *The Six Cities Region Discussion Paper: Delivering global competitiveness and local liveability*, p 39.

³⁷ Greater Cities Commission (September 2022) *The Six Cities Region Discussion Paper: Delivering global competitiveness and local liveability*, p 41.

3.1 The City Plans will set five, 10 and 20 year housing targets for each Local Government Area (LGA), including for resilient, adaptable, affordable and diverse housing.

3.5 The City Plans will set the following targets for housing to be delivered in locations within 800m of a strategic centre or transport hub:

- a. a minimum target of 25 per cent for the proportion of the total LGA housing target to be delivered through a mix of higher density housing types (e.g. apartments, town houses, and boarding houses) in these locations;
- b. a target for the proportion of affordable housing in these locations.³⁸

5.2 The Local Planning Context

5.2.1 Shoalhaven Local Strategic Planning Statement

Shoalhaven City Council's Local Strategic Planning Statement (ShCC LSPS) sets a vision to meet the needs of its communities through a flexible planning regime that enables economic growth and development, whilst respecting and valuing the natural environment and character of its towns and villages. It envisions a range of housing in well-serviced locations, including affordable and accessible homes, to accommodate an **additional 23,000 people and 14,600 dwellings to 2041**. It acknowledges its ageing population and the continued demand for short-term tourist accommodation and holiday homes.

The ShCC LSPS sets two directions, **enhancing and managing the City's economic growth** and **preserving and enhancing the City's natural and built environments and lifestyles**, and sixteen planning priorities.³⁹ The ShCC LSPS is a 'living document' that sets out current work, collaborative activity and actions that Council will take over the seven-year period to 2027 with future work to be set out in a future version of the document.⁴⁰

Planning priority 1 is **providing homes to meet all needs and lifestyles**. Housing supply will be delivered via greenfield release areas and in-fill development, with the rezoning of rural land to create rural-residential properties generally not supported.⁴¹ The Nowra-Bomaderry urban release areas are a current focus, along with a greater emphasis on Nowra and Ulladulla town centres including amending planning and development controls to encourage increased residential density (town houses and apartments) in these City Centres (CW1.4).⁴²

³⁸ Greater Cities Commission (September 2022) *The Six Cities Region Discussion Paper: Delivering global competitiveness and local liveability*, p 42.

³⁹ Shoalhaven City Council (2020) Shoalhaven 2040: Our Strategic Land-Use Planning Statement, September, Pg 18.

⁴⁰ Shoalhaven City Council (2020) Shoalhaven 2040: Our Strategic Land-Use Planning Statement, Pg 6

⁴¹ Shoalhaven City Council (2020) Shoalhaven 2040: Our Strategic Land-Use Planning Statement, Pg 24.

⁴² Shoalhaven City Council (2020) Shoalhaven 2040: Our Strategic Land-Use Planning Statement, Pg 25.

Planning priority 5 is the **Ulladulla Town Centre** with current work implementing the South Ulladulla Building Heights Review and future actions to prepare a new and updated masterplan to guide future development in the Centre focussing on the harbour precinct and main street.⁴³

5.2.2 Shoalhaven Local Housing Strategy

As at November 2022, Shoalhaven City Council does not have a Local Housing Strategy. Rather, its strategies for future land use are set out in its Growth Management Strategy (2014), Affordable Housing Strategy (2017), Nowra/Bomaderry Structure Plan (2006), Jervis Bay Settlement Strategy (2003), Sussex Inlet Settlement Strategy (2007) and Milton/Ulladulla Structure Plan (1996).⁴⁴

5.2.3 Milton Ulladulla Structure Plan Review

A revised Milton Ulladulla Structure Plan is currently in preparation. Council states that the review of the existing Structure Plan revisits its long-term land use planning for the Milton/Ulladulla area to respond to the 'emerging housing availability and affordability situation' and forecast population growth and dwelling demand over the next 25-30 years.⁴⁵

Background evidence supporting the review forecasts 1,850 new dwellings needed by 2051, with existing capacity (current dwelling supply and remaining capacity) of at least 1,540 new dwellings including 965 lots in low-density residential areas (greenfield areas) and 575 medium-density dwellings (dual occupancies, town houses, apartments). **Potential Growth Options** have been prepared to provide between 1,450 and 1,950 additional new homes, meeting the identified demand out to 2051.

Potential Growth Options include **Ulladulla Town Centre infill options** (Ulladulla CBD East – Mixed Use Precinct, Watson Street East – High Density Residential Precinct, Owens Street – Medium Density Precinct and Camden Street and St Vincent Street Medium Density Precinct) to provide between 280-540 additional dwellings (see maps below).

Although the subject site is located just outside the potential Structure Plan area, it is within reasonable proximity of areas identified for increased density. Further, the size of the site, level of development, and the fact that it currently includes lower value land uses, such as an at grade car park and a single storey retail premises, indicates that the land value uplift and scale of development is likely to make it more profitable and viable for diverse, higher density apartments than other sites that are designated for higher density within the Structure Plan area.

⁴³ Shoalhaven City Council (2020) Shoalhaven 2040: Our Strategic Land-Use Planning Statement, Pg 33.

⁴⁴ Shoalhaven City Council, Strategies for Land Use, <https://www.shoalhaven.nsw.gov.au/Planning-Development/Development-Plans-and-Policies/Strategies-for-Land-Use>, accessed 24/11/2022.

⁴⁵ Shoalhaven City Council, Milton-Ulladulla Structure Plan Review, Explanatory Statement: Planning for Growth in Milton, Ulladulla and Surrounds, <https://getinvolved.shoalhaven.nsw.gov.au/milton-ulladulla-structure-plan>, accessed 24/11/2022.



Figure 1: Greenfield Potential Growth Options

Figure 5.1: Milton Ulladulla Structure Plan Review, Greenfield Potential Growth Options

Source: SCC (2022) Milton-Ulladulla Structure Plan Review: Preliminary Growth Scenario, Version 1, October, Pg 3.

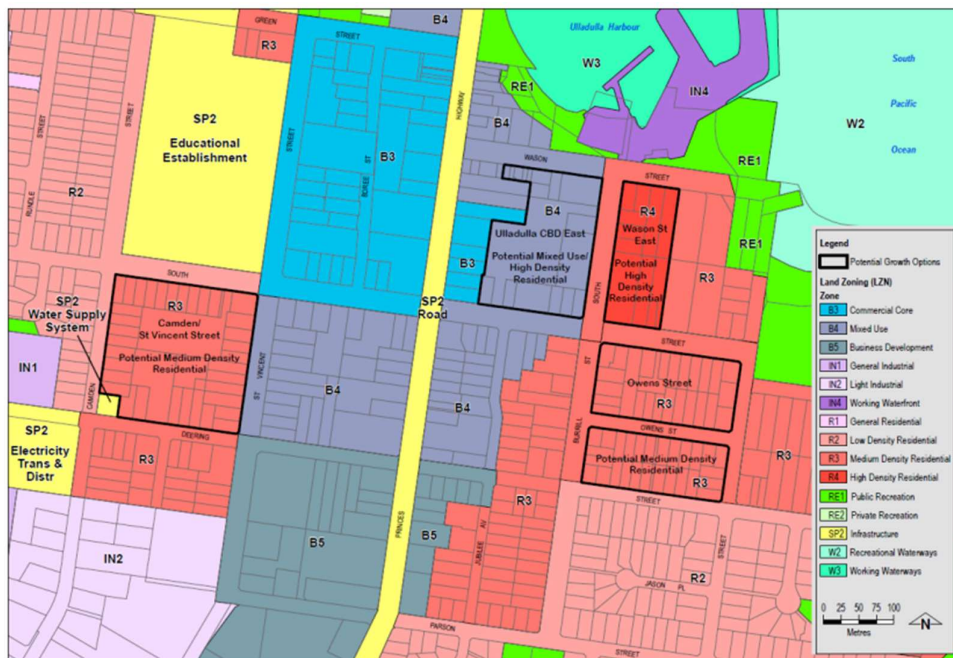


Figure 2: Infill Potential Growth Options

Figure 5.2: Milton Ulladulla Structure Plan Review, Infill Potential Growth Options

Source: SCC, Milton-Ulladulla Structure Plan Review: Preliminary Growth Scenario, Version 1, October, Pg 3.

5.2.4 Shoalhaven Affordable Housing Strategy

The *Shoalhaven City Council Affordable Housing Strategy 2018* (JSA 2017) sets out a framework and key strategic directions for Council's commitment to affordable housing for the LGA over the next 20 years. It received a NSW Local Government Association Award in 2018.

The *Strategy* is underpinned by evidence that the **market is unlikely to provide affordable housing** for the 8,000 households projected to be in need of such accommodation by 2031, particularly for the largest and most seriously affected group, **very low and low income renters**. Low income purchasers are also a key target group, although a much lower proportion of those are in need of affordable housing. Research for the *Strategy* indicated that around 85% of affordable housing need was unlikely to be met through the private market.

Given the deep subsidies required to affordably house those most in need, strategies and mechanisms focus on **strong planning intervention**, such as: mandatory affordable and negotiated housing contributions; mandating and facilitating diverse dwelling types in well-located areas, and smaller project home in infill and release areas; the **direct creation of affordable rental housing in perpetuity** through direct government funding; leveraging of Council and other public land in partnership with community housing providers; better use of existing stock of public housing through selective redevelopment to increase and diversify stock; and accommodation options for the growing number of homeless people in the LGA.

The ageing of the population and the growing number of older people living in large detached dwellings in more remote locations in the context of an inadequate supply of smaller, diverse housing types also means that a key focus of the *Strategy* is to **actively facilitate the creation of affordable and diverse housing** within and/or in close proximity to the major urban centres of Nowra-Bomaderry, Vincentia and Milton-Ulladulla.

6 Predicted Demography of Proposed Development

6.1 Overview

According to the plans prepared by Cox Architecture⁴⁶, a proposed development that would be permissible under the Planning Proposal rezoning will yield 182 dwellings across four buildings, three of which would contain residential units. The Applicant has advised that 25-30% of the yield would be affordable, including all 50 units in Building 4.

The dwelling mix within each of the four buildings is as follows:

- Building 1 – 52 units including 30 x two-bedroom and 22 x three-bedroom
- Building 2 – 80 units including 60 x one-bedroom and 20 x two-bedroom
- Building 3 – commercial uses and a Child Care Centre with an estimate of 120 spaces to be provided, no residential units
- Building 4 – 50 affordable rental units including 30 x one-bedroom and 20 x two-bedroom, as per *SEPP (Housing) 2021*.

The total bedroom mix of all 182 units proposed is:

- 90 x one-bedroom units (including 30 affordable)
- 70 x two-bedroom units (including 20 affordable)
- 22 x three-bedroom units

6.2 Predicted demography

6.2.1 Introduction

The predicted demography of the proposed development has been estimated using the demography of people counted in one, two and three bedroom flats and units in the **Shoalhaven LGA** as reported in the ABS 2021 Census of Population and Housing.

6.2.2 Total Estimated Population

The table below shows the total estimated population of 231 people for the proposed development of 178 units.

⁴⁶ Cox Architecture (2024) 131 St Vincent Street Ulladulla, Typical Floor Plan, Drawing Number PA-21-04, 06 June.

Table 6.1: Estimated population of the proposed development

Bedrooms per dwelling	# Dwellings Shoalhaven LGA	# People in Dwellings Shoalhaven LGA	People per dwelling Shoalhaven LGA	Proposed dwellings in the development	Estimated population
One bedroom flats & units	193	216	1.1	90	91
Two bedroom flats & units	368	566	1.5	70	105
Three bedroom flats & units	236	452	1.9	22	42
Total	797	1,234	1.6	182	238

Source: JSA 2024, ABS (2021) Census of Population and Housing, Count of occupied private dwellings and people counted in occupied private dwellings, Cox Architecture 2024.

6.2.3 Expected profile of dwellings/households of proposed development

An expected profile of the dwellings/households of the proposed development has been prepared based on the 2021 ABS Census profile of occupied private one bedroom, two bedroom and three bedroom flats or apartments in the Shoalhaven LGA in terms of tenure, household type/family composition and household incomes.

It is noted that the profile outlined here is based on a wide range of unit types and ages in the Shoalhaven LGA, including many older units and social rental units, which have lower rents than what would be projected for the proposed new development.

In summary, the expected profile of the 182 dwellings/households the proposed development is likely to be characterised by:

- Less the 50 affordable units in Building 4, the tenure profile remaining 132 units is expected to be comprised of 64% private rental, 28% owner-occupiers and 8% other tenure types.
- Household type mix is expected to include a large proportion of lone person households, particularly in the one-bedroom units; with greater proportions of couples and families with children in the two and three bedroom units.
- Household income profile will be influenced by tenure mix, particularly the proportion of dwellings earmarked for affordable housing. If the profile of the proxy dwellings is as expected, one bedroom and two bedroom units would include more very low and low income households while the three bedroom units would include a more mixed income profile with greater proportions of moderate and higher income households. The Table below provides expected numbers of units by size in the proposed development by tenure type, household type and household income level based on the profile of proxy dwellings in the Shoalhaven LGA.

Table 6.2: Expected number of dwellings/h/hs by tenure, h/h type & h/h income level

	One bedroom units	Two bedroom units	Three bedroom units	Total units
Tenure profile				
Owner Occupied	9	20	10	40
Rented (private)	36	40	11	88
Rented (social)	38	6	0	44
Other tenure type	6	3	1	10
Total	90	70	22	182
Tenure profile less affordable & social rental				
Owner Occupied	11	16	10	37
Rented (private)	42	31	11	84
Other tenure type	7	3	1	11
Total (less 50 affordable housing units in Building 4)	60	50	22	132
Household type				
Couple family without children	8	12	6	27
Couple family with children	0	5	3	8
One parent family	0	6	3	9
Other family type	0	1	0	1
Lone person household	79	42	9	130
Group household	2	3	1	6
Household income				
Very low	60	34	5	99
Low	12	14	4	31
Moderate	10	11	5	26
High	7	11	7	25
Total units	90	70	22	182

Source: JSA 2024, ABS (2021) Census of Population and Housing, Count of occupied private dwellings and people counted in occupied private dwellings, Cox Architecture 2024.

The figures below provide further detail regarding the expected profile of dwellings/households based on the proxy dwellings in the Shoalhaven LGA.

Tenure type

Around half of one, two and three bedroom flats and units in the Shoalhaven LGA are in private rental, ranging from 40% of one bedroom units to 57% of two bedroom units.

While 14% of all one, two and three bedroom units in the Shoalhaven LGA are in social rental, this varies by bedroom number. Of these social housing units in the LGA, most are one bedroom units (69%) with the remainder two bedroom units (29%) and no three bedroom units (0%).

The proposed 50 affordable units in Building 4 (30 one bedroom and 20 two bedroom) will make a substantial contribution to the existing supply of one, two and three bedroom social rental units counted in the 2021 Census in the Ulladulla SA2 area (n=32, an increase of 156%) and in the Shoalhaven LGA (n=112, an increase of 45%).

Less the 50 affordable rental units in Building 4, and based on the ABS tenure profile of proxy units in Shoalhaven LGA less social rental, the remaining 128 units will be mix of owner-occupiers (28%, n= 35 units), private rental (64%, n= 82 units) and other tenure types (8%, n=10).

The figures below show the 2021 tenure profile of one bedroom, two bedroom and three bedroom flats and units in the Shoalhaven LGA by number and proportion, in the Ulladulla SA2 by number, and less social housing units in the Shoalhaven LGA by proportion.

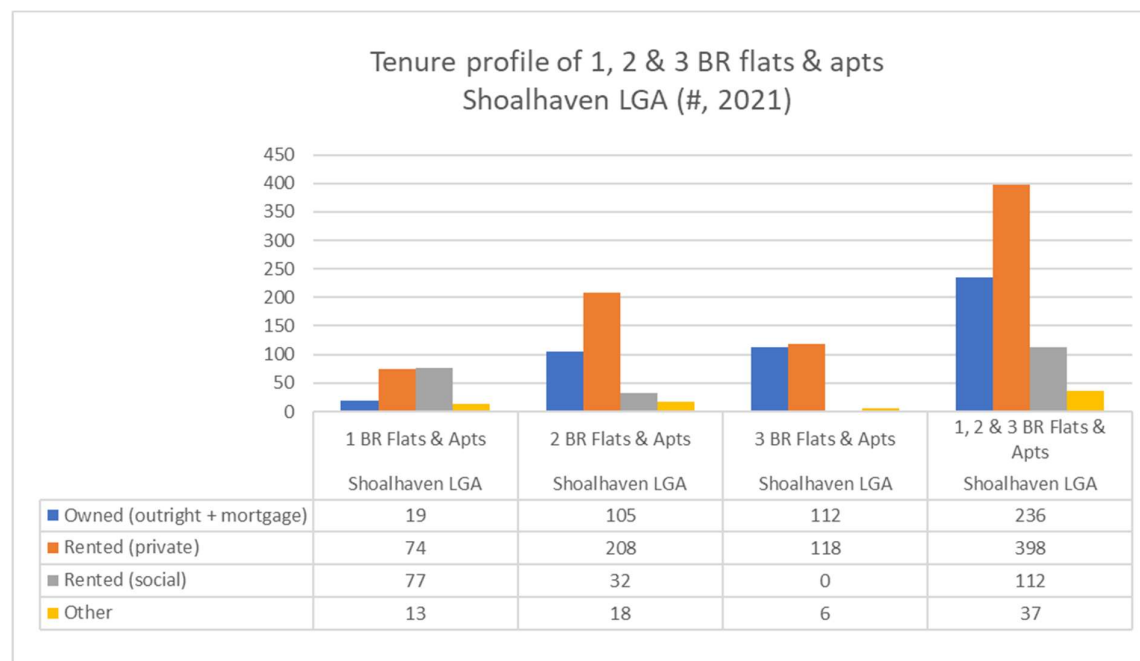


Figure 6-1: Tenure profile of 1BR, 2BR and 3BR flats and units (#) in Shoalhaven LGA

Source: JSA 2023; ABS 2021

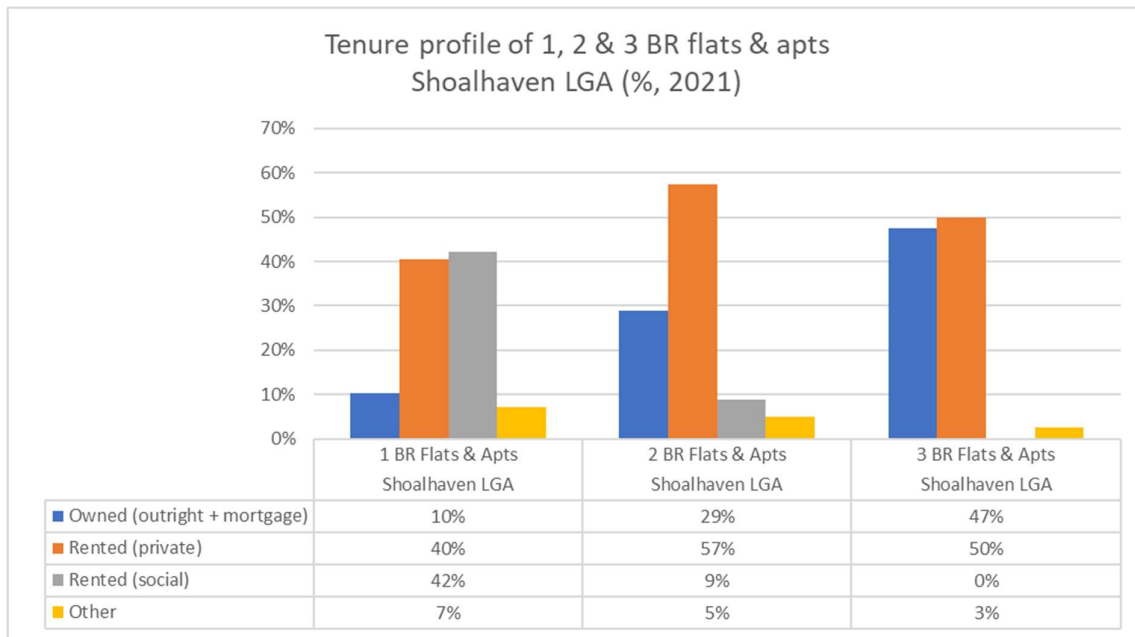


Figure 6-2: Tenure profile of 1BR, 2BR and 3BR flats and units (%) in Shoalhaven LGA

Source: JSA 2023; ABS 2021

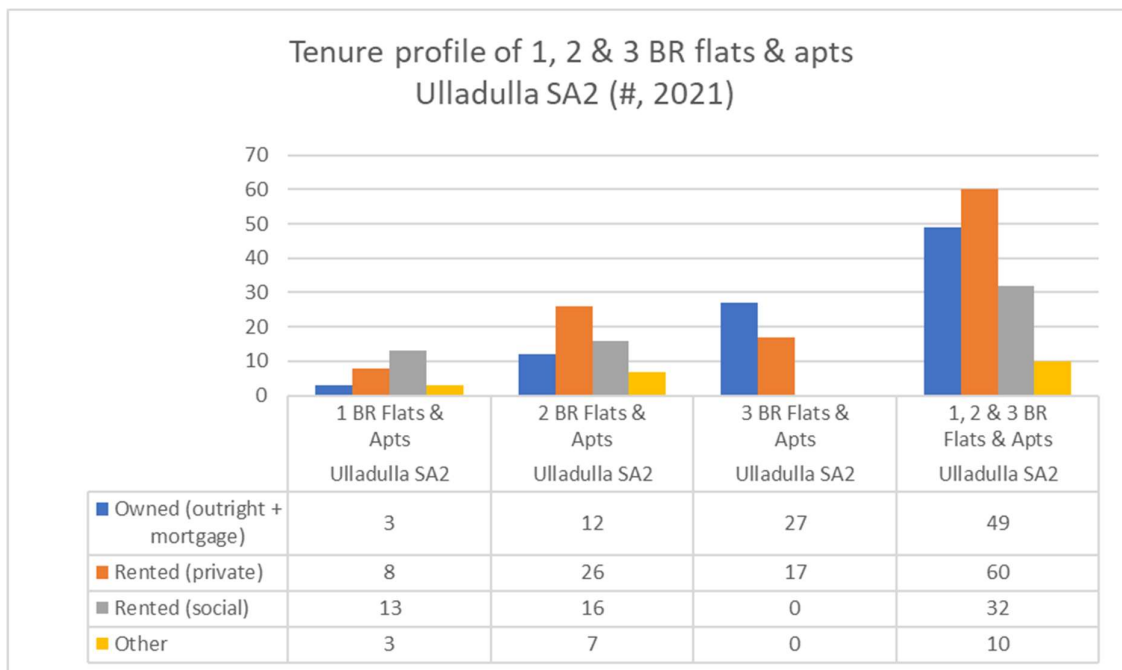


Figure 6-3: Tenure profile of 1BR, 2BR and 3BR flats and units (#) in Ulladulla SA2

Source: JSA 2023; ABS 2021

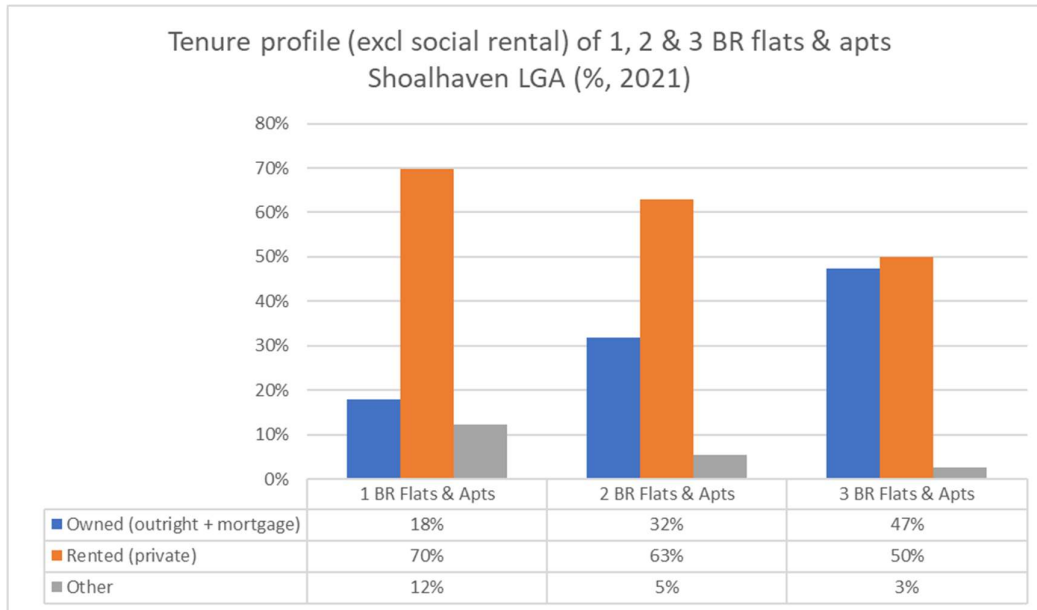


Figure 6-4: Tenure profile of 1BR, 2BR and 3BR flats and units (%) in Shoalhaven LGA excluding social rental dwellings

Source: JSA 2023; ABS 2021

Household type

One-bedroom units in the Shoalhaven LGA are occupied predominately by lone person households with some couples. Two and three bedroom units include a more mixed household type profile including more families with children (couples and one parent) and couples without children and fewer lone person households.

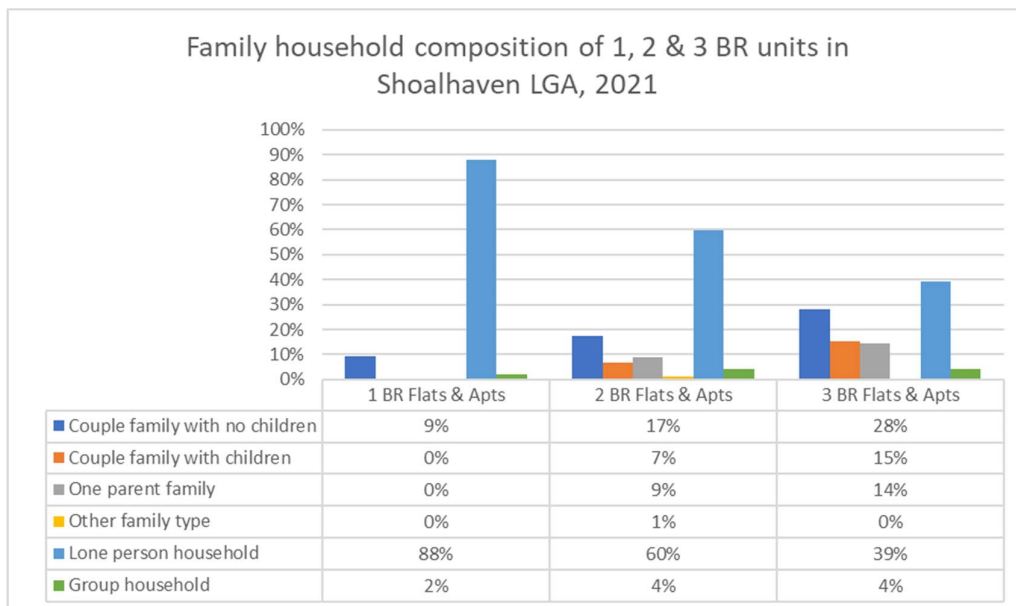


Figure 6-5: Family household composition profile of 1BR, 2BR and 3BR flats and units (%) in Shoalhaven LGA

Source: JSA 2023; ABS 2021

Household income

A large proportion of one bedroom and two bedroom units in the Shoalhaven LGA are occupied by very low income households, while three bedroom units include a more mix income profile. As shown above, this is a reflection of both the large proportion of one and two bedroom units in the LGA that are home to lone person households and the relatively large proportion of one bedroom units that are social rental.

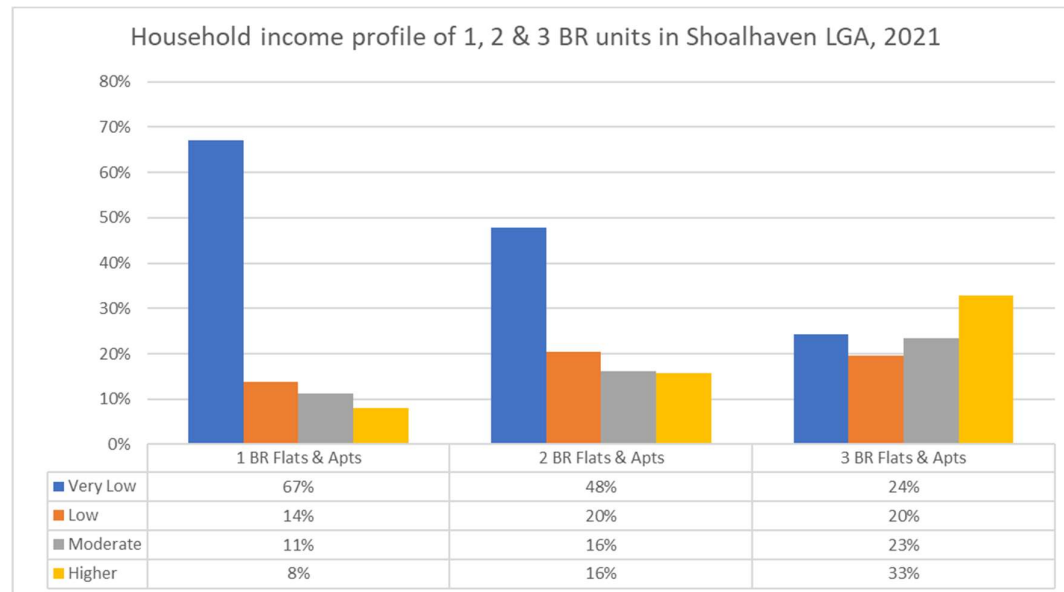


Figure 6-6: Household income profile of 1BR, 2BR and 3BR flats and units (%) in Shoalhaven LGA

Source: JSA 2023; ABS 2021

6.2.4 Expected profile of population of the proposed development

An expected demographic profile of the population of the proposed development has been prepared based on the 2021 ABS Census count of people in occupied private one bedroom, two bedroom and three bedroom flats or apartments in the Shoalhaven LGA in terms of sex, age, labour force and occupation.

In summary, the expected profile of the approximately 238 future residents of the proposed development is likely to be characterised by:

- A greater proportion of females to males across all unit types;
- An older age profile, with over half of residents aged 50+, and 37% aged 60+ years;
- A large proportion of residents aged 15+ will not be in the labour force/retired, particularly those in one and two bedroom units. The balance of residents will largely be employed with a small proportion unemployed (1-3%);
- The most common occupation types of residents of one, two and three bedroom units in the Shoalhaven LGA are community and personal service workers and professionals.

The Table below provides expected population by unit size in the proposed development by sex, age, labour force status and occupation based on the profile of residents of proxy dwellings (one, two and three bedroom units) in the Shoalhaven LGA, as well as the aggregate demography across all units.

Table 6.3: Expected no. of people by sex, age, labour force & occupation

	One bedroom units	Two bedroom units	Three bedroom units	All Units	
				No.	%
Sex profile					
Male	40	48	19	107	45%
Female	54	58	23	135	57%
Total	91	105	42	238	100%
Age profile (by groups)					
0-14 years	6	9	5	19	8%
15-24 years	5	11	5	21	9%
25-34 years	10	17	6	32	13%
35-49 years	12	19	7	39	16%
50-69 years	33	29	12	74	31%
70+ years	26	22	8	56	23%
Total	91	105	42	238	100%
Age profile (by 5-year groups)					
0-4 years	3	5	2	10	4%
5-9 years	1	3	2	6	2%
10-14 years	1	1	1	4	2%
15-19 years	2	3	2	6	3%
20-24 years	3	8	3	14	6%
25-29 years	4	9	3	16	7%
30-34 years	5	8	3	16	7%
35-39 years	5	7	3	14	6%
40-44 years	4	5	2	11	5%
45-49 years	4	8	2	14	6%
50-54 years	10	7	3	20	8%
55-59 years	8	7	3	18	8%
60-64 years	7	10	4	21	8%
65-69 years	8	5	3	16	7%
70-74 years	10	5	2	16	7%
75-79 years	8	6	3	16	7%

	One bedroom units	Two bedroom units	Three bedroom units	All Units	
				No.	%
80-84 years	3	6	2	11	5%
85-89 years	4	2	1	7	2%
90-94 years	0	3	1	4	1%
95-99 years	1	0	0	1	0%
100 years and over	0	0	0	0	0%
Total	91	105	42	238	100%
Labour force profile					
Total employed	25	44	22	91	41%
Total unemployed	3	3	0	5	3%
Not in the labour force	59	50	15	124	56%
Total (pop age 15+)	86	98	38	222	100%
Occupation profile					
Managers	4	10	4	18	8%
Professionals	12	19	8	39	18%
Technicians and Trades Workers	10	15	5	30	13%
Community and Personal Service Workers	14	21	8	42	19%
Clerical and Administrative Workers	6	8	5	18	8%
Sales Workers	14	10	5	29	13%
Machinery Operators and Drivers	10	5	2	16	7%
Labourers	10	15	4	29	13%
Total (pop age 15+)	86	98	38	222	100%
Household type profile (people)					
Couple family with no children	16	24	13	52	22%
Couple family with children	2	14	11	26	11%
One parent family	2	14	7	24	10%
Other family type	0	2	1	3	1%

	One bedroom units	Two bedroom units	Three bedroom units	All Units	
				No.	%
Lone person household	70	44	8	123	52%
Group household	3	7	3	13	5%
Total	91	105	42	238	100%
Household income profile (people)					
Very Low	58	40	6	104	44%
Low	15	23	7	45	19%
Moderate	10	21	11	42	17%
Higher	8	21	18	47	20%
Total people	91	105	42	238	100%

Source: JSA 2024, ABS (2021) Census of Population and Housing, Count of occupied private dwellings and people counted in occupied private dwellings, Cox Architecture 2024.

The figures below provide further detail regarding the expected profile of the expected population based on the proxy dwellings in the Shoalhaven LGA.

Sex profile

There is a greater proportion of females than males living in one, two and three bedroom units in the Shoalhaven LGA.

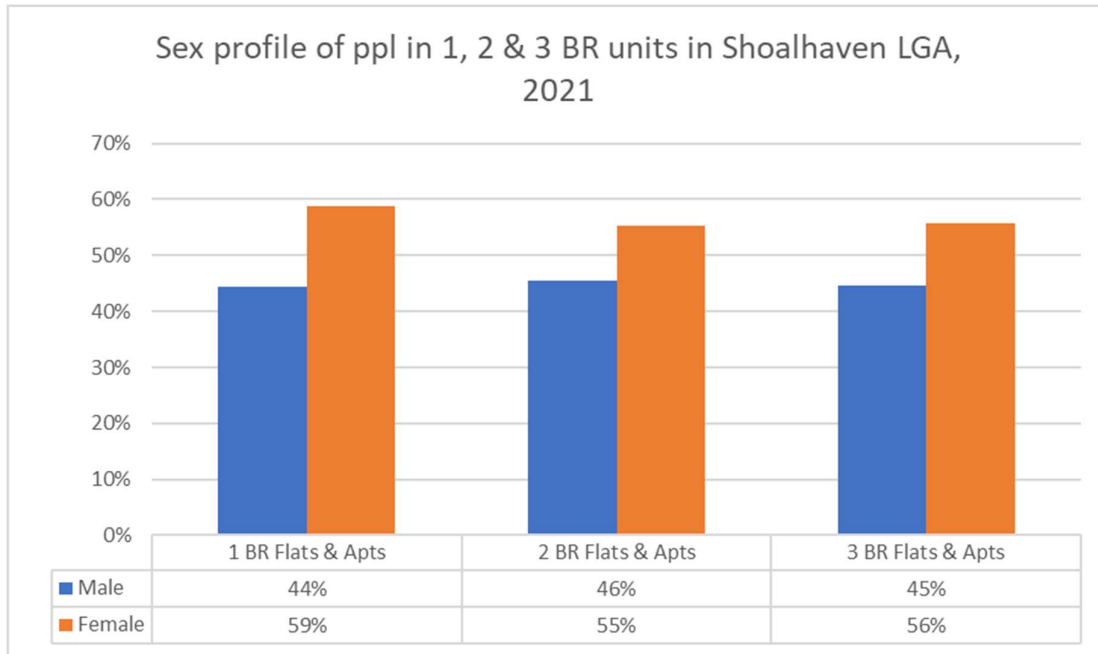


Figure 6-7: Sex profile of people in 1BR, 2BR and 3BR flats and units in Shoalhaven LGA

Source: JSA 2023; ABS 2021

Age profile

The age profile of residents of the proxy dwellings is older, with over half of the population age 50 and over.

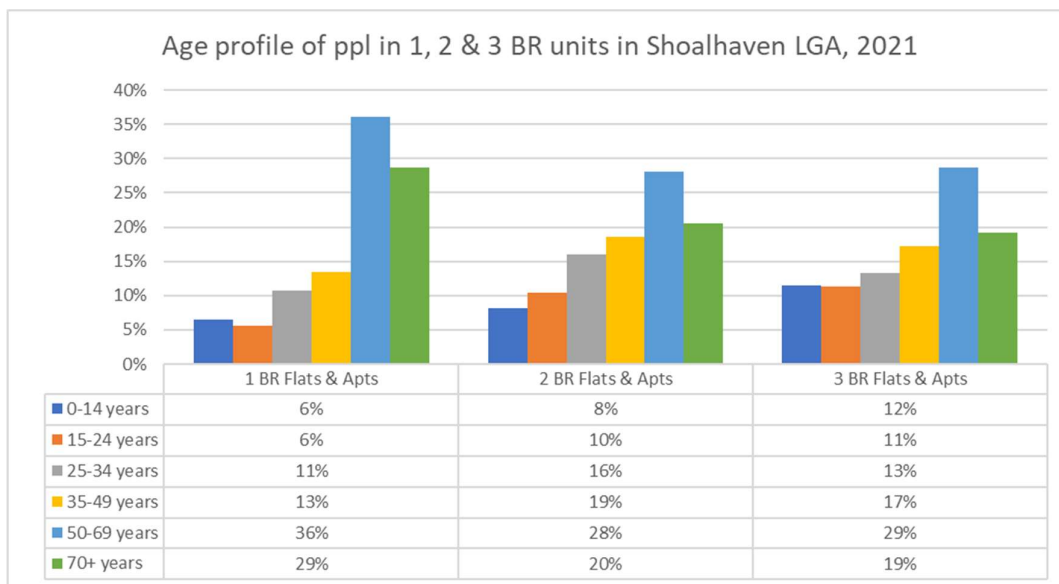


Figure 6-8: Age profile of people in 1BR, 2BR and 3BR flats and units in Shoalhaven LGA

Source: JSA 2023; ABS 2021

Labour force profile (15+ years)

Residents of the proxy dwellings in the Shoalhaven LGA are predominately not in the labour force/retired or employed with a small proportion of residents unemployed.

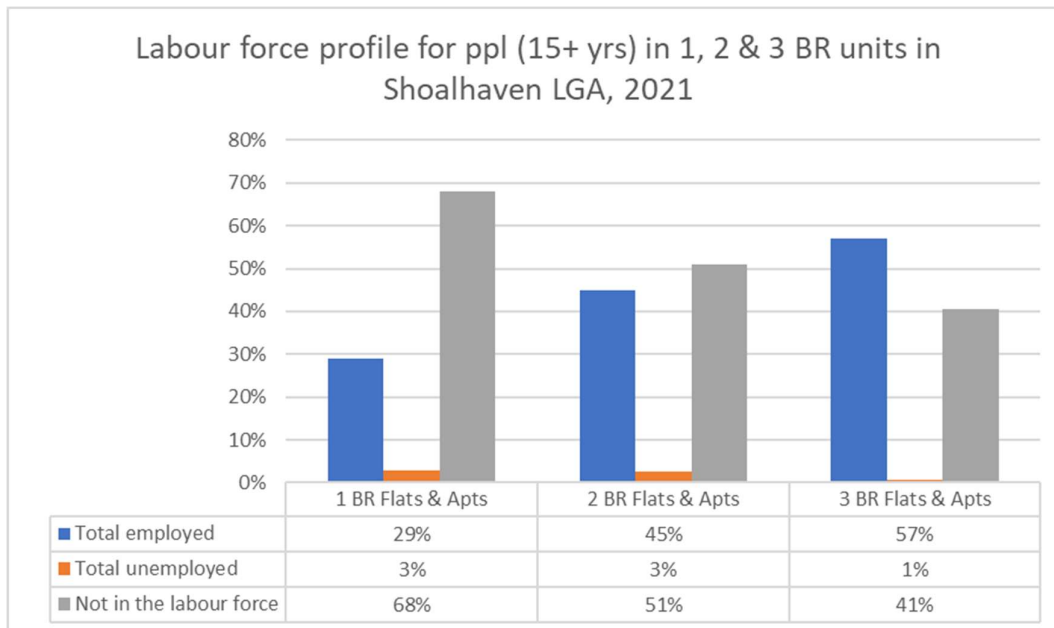


Figure 6-9: Labour force profile of people in 1BR, 2BR and 3BR flats and units in Shoalhaven LGA

Source: JSA 2023; ABS 2021

Occupation profile (15+ years)

The most common occupation types of residents of one, two and three bedroom units in the LGA are community and personal service workers and professionals. The occupation profile varies by unit size with residents of one-bedroom units more likely to be employed as sales workers and machinery operators and drivers. Those living in two-bedroom units in the LGA are more likely to be community and personal service workers, professionals, technicians and trades workers and labourers. Residents of three-bedroom units in the LGA are more likely to be employed as professionals, community and personal service workers and clerical and administrative workers.

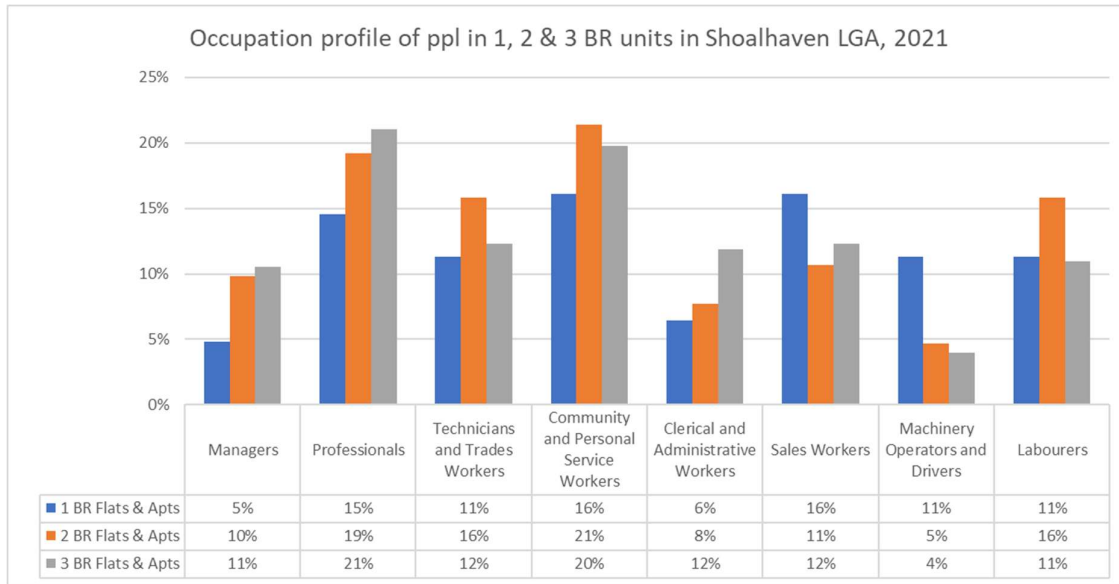


Figure 6-10: Occupation profile of people in 1BR, 2BR and 3BR flats and units in Shoalhaven LGA

Source: JSA 2023; ABS 2021

Household type (% of people)

The figure below shows the proportion of people counted in the proxy dwellings by family household composition. These proportions vary to those presented by dwelling due to varying sizes of household by family type. The majority of people living in one bedroom units in the LGA are living on their own, with a greater mix of household types for two and three bedroom units.

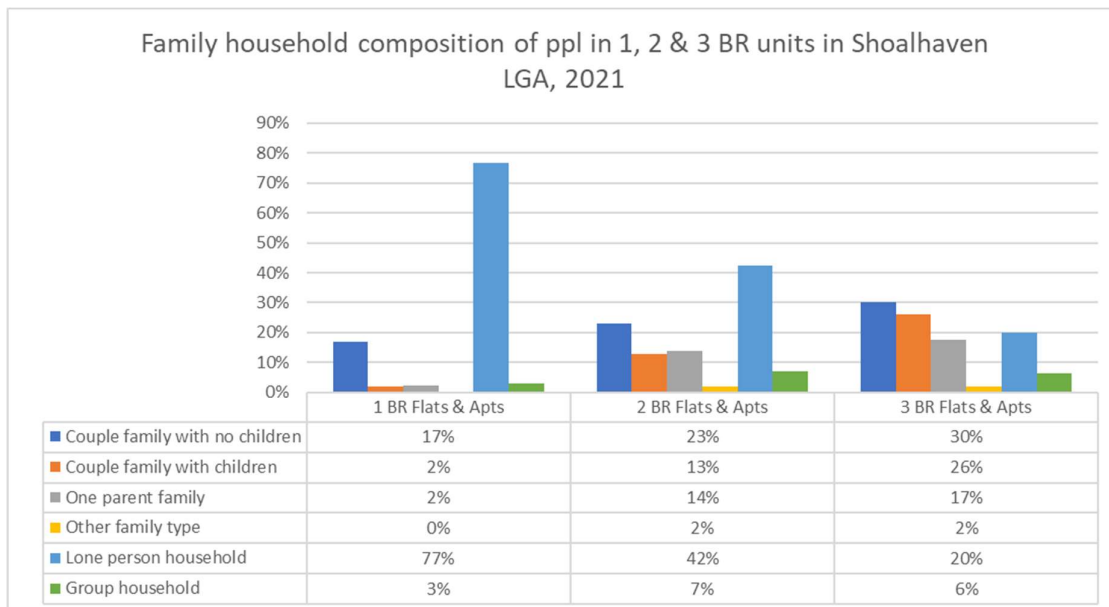


Figure 6-11: Family household composition of people in 1BR, 2BR and 3BR flats and units in Shoalhaven LGA

Source: JSA 2023; ABS 2021

Household income (% of people)

The figure below shows the proportion of people counted in the proxy dwellings by household income. These proportions vary to those presented by dwelling due to varying household sizes and likely number of residents earning an income for the different unit sizes. The majority of people living in one bedroom units in the LGA are very low income earners, with a greater mix of household income levels for residents of two and three bedroom units.

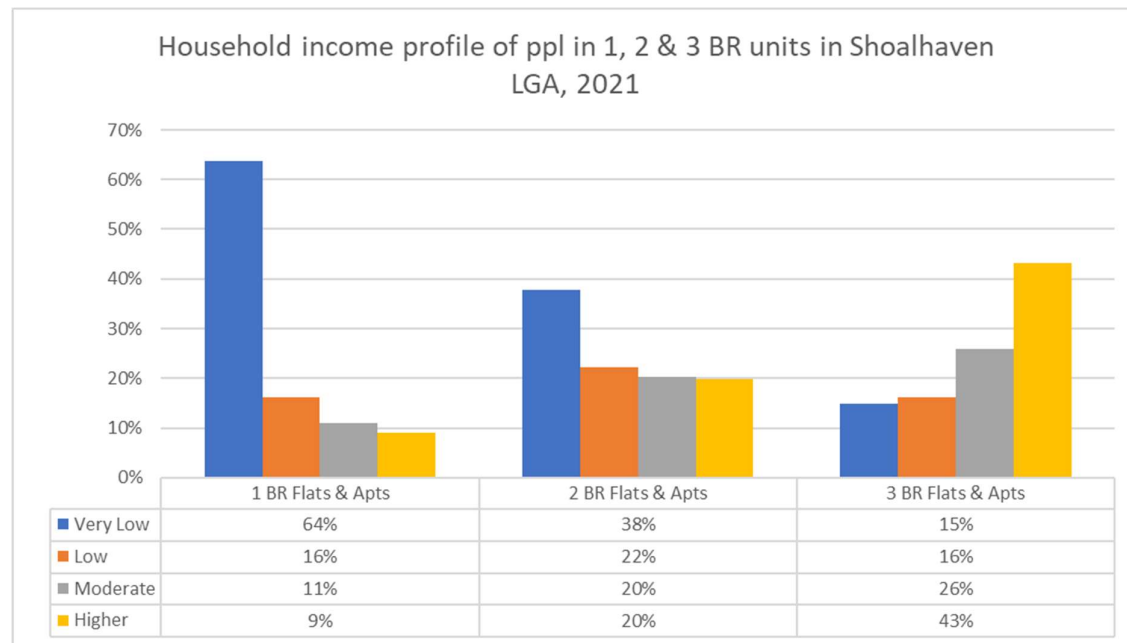


Figure 6-12: Weekly household income profile of 1BR, 2BR and 3BR flats and units in Shoalhaven LGA

Source: JSA 2023; ABS 2021

7 Housing Cost and Affordability

7.1 Affordable Housing Definition and Benchmarks

Housing is generally considered to be ‘affordable’ when very low, low and moderate income households are able to meet their housing costs and still have sufficient income to pay for other basic needs such as food, clothing, transport, medical care and education. This is generally accepted to be where such households pay less than 30% of their gross household income on housing costs.

The following table provides relevant benchmarks for ‘affordable housing’. These are consistent with definitions and benchmarks in the *NSW Environmental Planning and Assessment Act 1979 (NSW)* and *State Environmental Planning Policy (Housing) 2021*.

Table 7.1: Relevant Affordable Housing Income and Cost Benchmarks

	Very low-income household	Low-income household	Moderate-income household
Income Benchmark	<50% of Gross Median H/H Income for Rest of NSW	50-80% of Gross Median H/H Income for Rest of NSW	80%-120% of Gross Median H/H Income for Rest of NSW
Income Range (2)	<\$794 per week	\$795-\$1,271 per week	\$1,272-\$1,906 per week
Affordable Rental Benchmarks (3)	<\$238 per week	\$239-\$381 per week	\$382-\$572 per week
Affordable Purchase Benchmarks (4)	<\$193,750	\$193,751-\$312,500	\$312,501-\$468,750

Source: JSA 2023, based on data from ABS (2021) Census indexed to March Quarter 2023 dollars

- (1) All values reported are in March Quarter 2023 dollars
- (2) Total weekly household income
- (3) Calculated as 30% of total household income
- (4) Calculated using ANZ Loan Repayment Calculator, using 13/06/2023 interest rate (6.94%) and assuming a 20% deposit for a 30-year ANZ Standard Variable Home Loan and 30% of total household income as repayments.

‘Affordable housing’ includes the full range of housing for very low, low and moderate income households as defined. This can include housing that is **subsidised in some way**, from special needs accommodation such as group homes, crisis and transitional accommodation, and social (community and public) rental housing for those most disadvantaged in the housing market; to ‘key worker’ (discount market rent) housing, and assisted or subsidised purchase, such as shared equity, for households who still need some assistance to enter home ownership.

In some areas or housing markets, it also includes housing delivered through the **private market**, typically smaller, lower cost accommodation such as boarding houses, co-living housing, smaller

apartments, secondary dwellings and lower cost caravan parks, provided in meets the statutory affordability benchmarks.

7.2 Housing Cost

7.2.1 Changes in Housing Cost

There has been **unprecedented real growth in rents and purchase prices in the Illawarra Shoalhaven Region** over the past two or so years, which largely indicate the effects of population movement and working arrangements during the Covid 19 pandemic, as well as constrained supply relative to demand for certain housing types.

Some areas of the Region have been more seriously affected by recent increases in rental costs. There has been extremely high average annual growth for two bedroom units for the Shoalhaven LGA (7.2% p.a.) compared with a decline in real average annual rents of 1.3% for NSW since December 2019, noting that the latter is strongly influenced by the Greater Sydney housing market.

Table 7-2 Real (adjusted) Change in Median Rents 2012-2022 & 2019-2022

AREA	1 B/R UNITS		2 B/R UNITS		3 B/R HOUSES	
	2012-22 av. p.a.	2019-22 av. p.a.	2012-22 av. p.a.	2019-22 av. p.a.	2012-22 av. p.a.	2019-22 av. p.a.
Wollongong LGA	3.5%	5.5%	2.4%	5.9%	2.6%	5.8%
Shellharbour LGA	5.5%	9.3%	4.1%	10.7%	2.3%	5.8%
Kiama LGA	no data	no data	4.1%	3.9%	2.1%	5.8%
Shoalhaven LGA	no data	5.5%	3.7%	7.2%	3.1%	6.3%
NSW	-0.5%	-2.4%	0.3%	-1.3%	1.8%	5.1%

Source: JSA 2022, based on NSW DCJ Sales Tables Dec Qtr 2012-2021 & June Qtr 2022, adjusted for inflation

Real growth in **purchase price** in the Region also far outstripped average annual growth for NSW, particularly for strata dwellings during the COVID 19 period. Again, counter-urbanisation trends are likely evident in the significant decrease in real purchase price for strata dwellings in NSW, which is strongly influenced by the Sydney housing market, and strong growth in purchase prices in Shoalhaven for strata dwellings, as well as for separate houses.

Table 7-3 Real (adjusted) Change in Median Purchase Price 2012-2022 & 2019-2022

AREA	STRATA average per annum		NON-STRATA average per annum	
	2012-22 av. p.a.	2019-2022 av. p.a.	2012-22 av. p.a.	2019-2022 av. p.a.
Wollongong	6.5%	7.2%	8.1%	13.5%
Shellharbour	6.9%	12.0%	8.4%	15.4%
Kiama	9.1%	28.3%	9.4%	23.6%
Shoalhaven	8.7%	11.3%	9.6%	21.8%
NSW	3.9%	0.9%	7.0%	10.8%

Source: JSA 2022, based on data from NSW Department of Communities and Justice Sales Tables Dec Quarter 2012- 2021 and March Quarter 2022, adjusted for inflation

7.3 Housing Affordability

7.3.1 Renters

The severity of the affordable housing crisis across the Illawarra Shoalhaven Region is apparent from the table below, where even a one bedroom unit is only affordable to moderate income renting households and to no very low or low income renters in most of the Region. The situation in the Shoalhaven LGA is somewhat better, although rent on a median one bedroom unit is only affordable to the upper half of the low income band, and to no very low income renters.

Table 7.4: Rental Affordability, Selected Housing Types, by LGA, June Quarter 2022

		1-Bedroom Unit	2-Bedroom Unit	3-Bedroom House
Wollongong LGA	Weekly Rent	\$360	\$463	\$600
	Affordability	Affordable to all moderate income renters	Affordable to 45% of moderate income renters	Affordable to higher income renters only
Shellharbour LGA	Weekly Rent	\$400	\$490	\$575
	Affordability	Affordable to 80% of moderate income renters	Affordable to 30% of moderate income renters	Affordable to higher income renters only
Kiama LGA	Weekly Rent	\$400	\$490	\$650
	Affordability	Affordable to 80% of moderate income renters	Affordable to 30% of moderate income renters	Affordable to higher income renters only
Shoalhaven LGA	Weekly Rent	\$298	\$400	\$480
	Affordability	Affordable to 50% of low income renters	Affordable to 80% of moderate income renters	Affordable to 35% of moderate income renters

		1-Bedroom Unit	2-Bedroom Unit	3-Bedroom House
GMR Average	Weekly Rent	\$480	\$550	\$560
	Affordability	Affordable to 35% of moderate income renters	Affordable to higher income renters only	Affordable to higher income renters only

Source: NSW Department of Communities and Justice, Rent and Sales Report, Issue 140 (2022), Rent tables June 2022 quarter; ABS (2021) Census; ABS (2022) Consumer Price Index Australia, June 2022

When the affordability of indicative housing types is considered by postcode area in the LGA, there was insufficient one and two bedroom apartment rentals available for data to be reported by DCJ, including for postcode 2539, where Ulladulla (and the subject site) is located. This indicated a serious supply issue for smaller strata dwellings in most of the LGA.

The only areas where there were sufficient smaller strata dwellings rented in the period was Nowra Bomaderry area and one bedroom units were only affordable to the upper 60% of low income households, and to no very low income households, whilst two bedroom units were only affordable to moderate income households.

Table 7.5: Rental Affordability, Selected Housing Types, by Postcode, June Quarter 2022

Postcode	Suburbs		1-Bedroom Unit	2-Bedroom Unit	3-Bedroom House
2539	Bawley Point, Burrill Lake, Kioloa, Lake Conjola, Mollymook, Ulladulla	Weekly Rent	No data	No data	\$495
		Affordability	No data	No data	Affordable to 25% of moderate income renters
2540	Basin View, Berrara, Callala Beach, Cambewarra, Culburra, Currarong, Huskisson, Meroo Meadow, Myola, Sanctuary Point, St Georges Basin, Sussex Inlet, Vincentia, Worrigea	Weekly Rent	No data	No data	\$480
		Affordability	No data	No data	Affordable to 35% of moderate income renters
2541	Bangalee, Bomaderry, Nowra (Central, North, East, South, West)	Weekly Rent	\$283	\$385	\$480
		Affordability	Affordable to 60% of low income renters	Affordable to 90% of moderate income renters	Affordable to 35% of moderate income renters
2577 (part)	Kangaroo Valley	Weekly Rent	No data	No data	\$600
		Affordability	No data	No data	Affordable to higher income renters only

Source: NSW Department of Communities and Justice, Rent and Sales Report, Issue 140 (2022), Rent tables June 2022 quarter; ABS (2021) Census; ABS (2022) Consumer Price Index Australia, June 2022, Cells marked - had ten or fewer new bonds lodged during the quarter.

7.3.2 Purchasers

The situation for purchasers across the Region was even worse, with median priced strata or non-strata dwellings affordable to only high income households, including in the Shoalhaven LGA.

Table 7.6: Purchase Affordability by LGA in ISR, March Quarter 2022

Area		Median Strata Dwelling	Median Non-Strata Dwelling
Wollongong LGA	Purchase Price	\$723,000	\$1,050,000
	Affordability	Affordable to higher income households only	Affordable to higher income households only
Shellharbour LGA	Purchase Price	\$660,000	\$920,000
	Affordability	Affordable to higher income households only	Affordable to higher income households only
Kiama LGA	Purchase Price	\$943,000	\$1,580,000
	Affordability	Affordable to higher income households only	Affordable to higher income households only
Shoalhaven LGA	Purchase Price	\$590,000	\$925,000
	Affordability	Affordable to higher income households only	Affordable to higher income households only
GMR Average	Purchase Price	\$770,000	\$1,203,000
	Affordability	Affordable to higher income households only	Affordable to higher income households only

Source: NSW Department of Communities and Justice, Rent and Sales Report, Issue 140 (2022), Sales tables March 2022 quarter; ABS (2021) Census; ABS (2022) Consumer Price Index Australia, June 2022.

At the postcode scale, only the areas around Nowra Bomaderry were affordable in terms of strata dwellings, and then only to some moderate income purchasers.

Strata dwellings in the postcode area that includes Ulladulla were only affordable to high income purchasing households, as shown below.

Table 7.7: Purchase Affordability, Strata Dwellings, by Postcode, March Quarter 2022

Postcode	Suburbs		1 st Quartile	Median	3 rd Quartile
2539	Bawley Point, Burrill Lake, Kioloa, Lake Conjola, Mollymook, Ulladulla	Purchase Price	\$693,000	\$838,000	\$968,000
		Affordability	Affordable to higher income households only	Affordable to higher income households only	Affordable to higher income households only
2540	Basin View, Berrara, Callala Beach, Cambewarra, Culburra, Currarong, Huskisson, Myola, Sanctuary Point, St Georges Basin, Sussex Inlet, Vincentia, Worrigea	Purchase Price	No data	No data	No data
		Affordability	No data	No data	No data
2541	Bangalee, Bomaderry, Nowra (Central, North, East, South, West)	Purchase Price	\$469,000	\$477,000	\$515,000
		Affordability	Affordable to 35% of moderate income households	Affordable to 30% of moderate income households	Affordable to 10% of moderate income households
2577 (part)	Kangaroo Valley	Purchase Price	No data	No data	No data
		Affordability	No data	No data	No data

Source: NSW Department of Communities and Justice, Rent and Sales Report, Issue 140 (2022), Sales tables March 2022 quarter; ABS (2021) Census; ABS (2022) Consumer Price Index Australia, June 2022.

7.3.3 Affordable Housing Need Among Key Workers

Who are 'key workers in the local context?

The term 'key worker' lacks a precise definition, and is used in a variety of ways in public policy discourse. A recent AHURI study⁴⁷ notes that there is '**no single definition of what constitutes a key worker**', although the term broadly refers to workers who 'provide services essential to the functioning of cities, but who earn low to moderate incomes', which 'makes accessing appropriate and affordable housing challenging', particularly in cities with expensive housing markets. It notes that those occupations included will vary, depending on housing, labour market and other local conditions.

It is important to understand the relative incomes of the various occupational and industry groups as an indicator of their relative ability to access housing that is affordable to them, and to compete in a tight and increasingly expensive local and regional housing market. It is also important to understand their relative importance to the Illawarra Shoalhaven labour market in terms of size and comparative labour force growth, and current and projected skill shortages. Together, these factors indicate which groups need to be prioritised for any affordable housing created in relation to the proposal.

Workers in the lowest (1st and 2nd quartile) median incomes, with a high level of importance to the regional and local labour market in terms of size, growth and/or skill shortage are mainly the following:

- Residential Aged Care Workers;
- Child Care and Pre-School Workers;
- Personal Care Workers in aged and disability care, hairdressing, etc;
- Health and Welfare Support Workers, e.g. youth workers;
- Enrolled Nurses, Assistants in Nursing, Veterinary Nurses;
- Clerical and Administrative workers;
- Construction workers - specific entry level trades, labourers, technicians & plant operators;
- Retail workers in supermarkets, department stores, etc;⁴⁸
- Nursery and horticultural workers.

Key workers the 3rd quartile of household income, who are also of increasing importance to the regional labour force and/or facing skill shortages include:

- Registered Nurses and Midwives;
- Social and Welfare Professionals;
- Primary School and Special Education Teachers;
- Electricians/Electrical Service workers.

⁴⁷ Catherine Gilbert, The University of Sydney Zahra Nasreen, The University of Sydney Nicole Gurrin, The University of Sydney (May 2021) AHURI Final Report No. 355 Housing key workers: scoping challenges, aspirations, and policy responses for Australian cities, p.3

⁴⁸ Although not a skill shortage area, these workers are amongst the largest occupation groups in the Region, and amongst the lowest paid workers in the economy.

The housing affordability situation of lower paid 'key workers' is critical at the time of writing, noting that a worker in Child Care or Personal Care services, for example, could not afford to rent even a studio or one-bedroom unit anywhere in the Illawarra Shoalhaven Region, including in the Shoalhaven LGA.

The following case studies show the human face of the affordability crisis for very low, low and moderate income key workers, and other more vulnerable groups. Even though the case studies are hypothetical, they are based on real dollar values and housing situations, and reflect the research that has been conducted for this study.

Very Low Income Key Worker Households (<\$756 p/w)

A lone person working as a **barista in a local café**, or as a **sales assistant in a department store**, earning \$595 and \$634 respectively per week. These workers could affordably pay up to \$190 per week and could not afford to rent a median one bedroom unit in even the cheapest areas in Shoalhaven LGA (\$283 in Nowra Bomaderry).

A couple household with one studying and **one working as an office cleaner** (on \$710 per week); or a hairdresser whose partner is caring for their small child (\$735 per week), who could afford to pay up to \$220 per week, likewise could not affordably rent a one bedroom unit anywhere in the LGA, including in Ulladulla.

Low Income Key Worker Households (\$756-\$1,209 p/w)

A **child care worker** earning \$772 per week, would be able to pay \$231 in rent, and could also not rent a one-bedroom unit in the cheapest part of the Shoalhaven LGA (Nowra Bomaderry).

A **personal care worker in aged care or an educational aid** (each on around \$843 per week) again could not affordably rent a one bedroom unit in even the cheapest part of the LGA. A delivery driver on \$801 per week would be in the same position.

A **clerical worker** on \$1,014 per week or a **machine operator** on \$1,063 could afford to pay around \$310 per week in rent and could affordably rent in Nowra Bomaderry, although this is likely to be less affordable in Ulladulla.

Moderate Income Key Worker Households (\$1,209-\$1,813)

A **Registered Nurse** on \$1,477 per week, or a **primary school teacher** on \$1,400 per week could pay \$420 per week and could rent a one bedroom apartment in much of the LGA if they were available for lease and a two bedroom apartment in the Shoalhaven (\$400 per week) but as discussed later, the market is very competitive, and such stock is in relatively short supply.

This is likely to be less affordable in Ulladulla, noting also the highly constrained supply of rental (particularly strata dwellings) in this Postcode area.

7.4 Housing Stress

7.4.1 Housing Stress among Renters

Overview of Ulladulla SA2

In 2021, there were 997 very low, low, and moderate income renting households in the Ulladulla SA2 for which the ABS had rental affordability data. Of these households, 721 (72%) were paying more than 30% of their household income in rental costs.

By far, the most serious affordability issues were among very low income renters needing smaller strata dwellings and almost two-thirds of renters in housing stress needing smaller strata dwellings.

Table 7.8: Income band and required dwelling size for households in rental stress, Ulladulla SA2, 2021

Income band	Smaller dwellings	Larger dwellings	Total
Very Low	311 (43%)	92 (13%)	403 (56%)
Low	108 (15%)	119 (17%)	227 (32%)
Moderate	33 (5%)	57 (8%)	90 (13%)
Total	451 (63%)	269 (37%)	721 (100%)

Source: JSA 2023; ABS (2021) Census, TableBuilder Pro, counting dwellings, place of enumeration, by Rental Affordability Indicator, by 2-digit level Family Household Composition, by Total Household Income.

Lone person households made up almost half of renters in housing stress, and combined with couple only households, this was around 63% of all renters in need of affordable rental in the LGA. Again, this indicates a compelling need for an increased supply of smaller strata dwellings, which would also likely have an impact on lessening the demand for and thus increase in the cost of rental accommodation in the Ulladulla SA2.

Table 7.9: Income band and family household composition of households in rental stress, Ulladulla SA2, 2021

Income band	Lone person	Couple only	Couple with children	One parent family	Other family	Group household	Total
Very Low	283 (39%)	28 (4%)	14 (2%)	78 (11%)	0 (0%)	0 (0%)	403 (56%)
Low	58 (8%)	50 (7%)	26 (4%)	85 (12%)	0 (0%)	9 (1%)	227 (32%)
Moderate	11 (2%)	22 (3%)	23 (3%)	32 (4%)	0 (0%)	2 (0%)	90 (13%)
Total	351 (49%)	100 (14%)	64 (9%)	195 (27%)	0 (0%)	11 (2%)	721 (100%)

Source: JSA 2023; ABS (2021) Census, TableBuilder Pro, counting dwellings, place of enumeration, by Rental Affordability Indicator, by 2-digit level Family Household Composition, by Total Household Income.

Overview of Shoalhaven LGA

In 2021, there were 6,279 very low, low, and moderate income renting households in the Shoalhaven LGA for which the ABS had rental affordability data. Of these households, 4,208 (67%) were paying more than 30% of their household income in rental costs.

Similar trends to the Ulladulla area are evidenced in the LGA, although a slightly lower rate of need was evident among smaller households than for Ulladulla SA2.

Table 7.10: Income band and required dwelling size for households in rental stress, Shoalhaven LGA, 2021

Income band	Smaller dwellings	Larger dwellings	Total
Very Low	1,687 (40%)	634 (15%)	2,320 (55%)
Low	596 (14%)	750 (18%)	1,346 (32%)
Moderate	196 (5%)	345 (8%)	541 (13%)
Total	2,479 (59%)	1,729 (41%)	4,208 (100%)

Source: JSA 2023; ABS (2021) Census, TableBuilder Pro, counting dwellings, place of enumeration, by Rental Affordability Indicator, by 2-digit level Family Household Composition, by Total Household Income.

Again, lone person households are by far the largest single group in housing need, which again indicates a need to increase the supply of smaller (studio and one bedroom) strata dwellings in particular.

Table 7.11: Income band and family household composition of households in rental stress, Shoalhaven LGA, 2021

Income band	Lone person	Couple only	Couple with children	One parent family	Other family	Group household	Total
Very Low	1,528 (36%)	158 (4%)	76 (2%)	506 (12%)	23 (1%)	29 (1%)	2,320 (55%)
Low	362 (9%)	234 (6%)	162 (4%)	491 (12%)	24 (1%)	73 (2%)	1,346 (32%)
Moderate	112 (3%)	84 (2%)	145 (3%)	150 (4%)	19 (0%)	32 (1%)	541 (13%)
Total	2,002 (48%)	477 (11%)	383 (9%)	1,147 (27%)	65 (2%)	134 (3%)	4,208 (100%)

Source: JSA 2023; ABS (2021) Census, TableBuilder Pro, counting dwellings, place of enumeration, by Rental Affordability Indicator, by 2-digit level Family Household Composition, by Total Household Income.

Household income

The vast majority of those in rental stress were on very low and low incomes, with almost 60% in the LGA and Ulladulla SA2 on very low incomes alone.

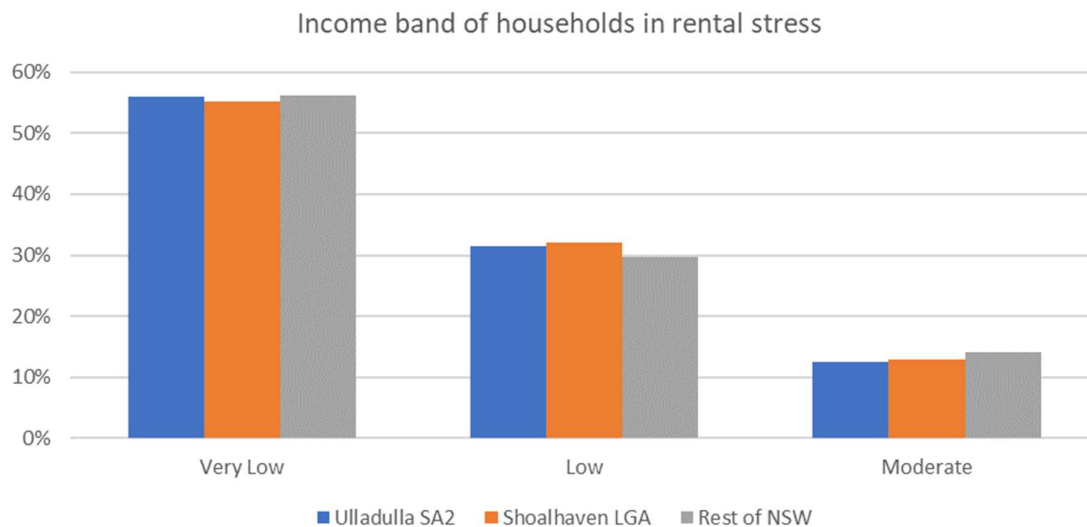


Figure 7.1: Income band of households in rental stress, 2021 (% of all households in rental stress)

Source: JSA 2023; ABS (2021) Census, TableBuilder Pro, counting dwellings, place of enumeration, by Rental Affordability Indicator, by Total Household Income.

Family household composition

Again, a similar trend is evident in the household composition of those needing affordable rental, with by far the largest group in all areas analysed being lone person households, and a larger than average rate of households needing smaller strata dwellings in the Ulladulla SA2 when couple only households are included.

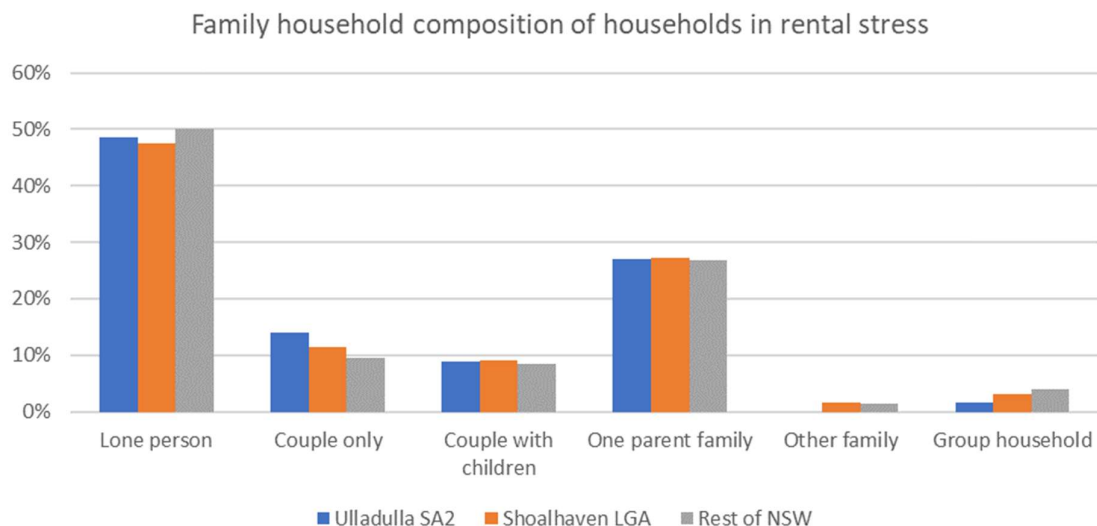


Figure 7.2: Family household composition of households in rental stress, 2021 (% of all households in rental stress)

Source: JSA 2023; ABS (2021) Census, TableBuilder Pro, counting dwellings, place of enumeration, by Rental Affordability Indicator, by 2-digit level Family Household Composition.

7.4.2 Housing Stress among Purchasers

Overview of Ulladulla SA2

In 2021, there were 1,068 very low, low, and moderate income purchasing households in the Ulladulla SA2 for which the ABS had purchase affordability data. Of these households, 175 (22%) were paying more than 30% of their household income in purchase costs.

On balance, more purchasing households in housing stress also needed smaller strata dwellings, although need was more evenly distributed across income bands than for renters.

Table 7.12: Income band and required dwelling size for households in purchase stress, Ulladulla SA2, 2021

Income band	Smaller dwellings	Larger dwellings	Total
Very Low	39 (22%)	16 (9%)	56 (32%)
Low	36 (21%)	24 (14%)	60 (35%)
Moderate	25 (14%)	34 (19%)	59 (34%)
Total	101 (58%)	74 (42%)	175 (100%)

Source: JSA 2023; ABS (2021) Census, TableBuilder Pro, counting dwellings, place of enumeration, by Mortgage Affordability Indicator, by 2-digit level Family Household Composition, by Total Household Income.

Again, by far, lone person purchasing households were the largest single group in housing stress, as shown below.

Table 7.13: Income band and family household composition of households in purchase stress, Ulladulla SA2, 2021

Income band	Lone person	Couple only	Couple with children	One parent family	Other family	Group household	Total
Very Low	33 (19%)	6 (3%)	0 (0%)	16 (9%)	0 (0%)	0 (0%)	56 (32%)
Low	21 (12%)	16 (9%)	8 (4%)	17 (10%)	0 (0%)	0 (0%)	60 (35%)
Moderate	12 (7%)	14 (8%)	31 (18%)	3 (2%)	0 (0%)	0 (0%)	59 (34%)
Total	66 (38%)	35 (20%)	38 (22%)	36 (21%)	0 (0%)	0 (0%)	175 (100%)

Source: JSA 2023; ABS (2021) Census, TableBuilder Pro, counting dwellings, place of enumeration, by Mortgage Affordability Indicator, by 2-digit level Family Household Composition, by Total Household Income.

Overview of Shoalhaven LGA

In 2021, there were 6,360 very low, low, and moderate income purchasing households in the Shoalhaven LGA for which the ABS had purchase affordability data. Of these households, 1,370 (22%) were paying more than 30% of their household income in purchase costs.

Similar trends to those outlined above are evident for purchasers at the LGA scale, as shown below.

Table 7.14: Income band and required dwelling size for households in purchase stress, Shoalhaven LGA, 2021

Income band	Smaller dwellings	Larger dwellings	Total
Very Low	301 (22%)	138 (10%)	439 (32%)
Low	280 (20%)	190 (14%)	471 (34%)
Moderate	230 (17%)	230 (17%)	460 (34%)
Total	812 (59%)	558 (41%)	1,370 (100%)

Source: JSA 2023; ABS (2021) Census, TableBuilder Pro, counting dwellings, place of enumeration, by Mortgage Affordability Indicator, by 2-digit level Family Household Composition, by Total Household Income.

Table 7.15: Income band and family household composition of households in purchase stress, Shoalhaven LGA, 2021

Income band	Lone person	Couple only	Couple with children	One parent family	Other family	Group household	Total
Very Low	228 (17%)	74 (5%)	33 (2%)	92 (7%)	7 (0%)	6 (0%)	439 (32%)
Low	173 (13%)	107 (8%)	72 (5%)	107 (8%)	6 (0%)	6 (0%)	471 (34%)
Moderate	130 (9%)	100 (7%)	160 (12%)	67 (5%)	2 (0%)	2 (0%)	460 (34%)
Total	531 (39%)	281 (21%)	265 (19%)	266 (19%)	14 (1%)	14 (1%)	1,370 (100%)

Source: JSA 2023; ABS (2021) Census, TableBuilder Pro, counting dwellings, place of enumeration, by Mortgage Affordability Indicator, by 2-digit level Family Household Composition, by Total Household Income.

8 Amenity Considerations

8.1 Amenity of the Proposed Development

The assessment of the amenity of the proposed development can only be understood in a very preliminary way at Planning Proposal stage. However, a review of the concept plan indicates that the development will be of good amenity.

The proposed Plans include laneways around the site to the north, west and south that connect to existing streets (St Vincent Street and Witherington Avenue) as well as potential future continuation of existing streets, Witherington Avenue to the west of the site and Camden Street to the south of the site. These adjustments to the local road network will improve connectivity to and from the site for future residents and visitors.

The provision of a mixed-use development with new retail and commercial facilities and services in the locality, including the proposed child care centre and those that may arise to service the future resident population, will increase amenity of the area more generally and for the existing community of residents and visitors.

Plans show compliance with solar access requirements such that 70% of units will receive more than three hours of direct sunlight.⁴⁹ Shadow diagrams show that overshadowing is largely contained within the site or primarily impacts commercial buildings to the south and east of the site, the Dunn Lewis Centre and shops opposite St Vincent Street (Project Lighting, Car Wash and Ulladulla Storage).⁵⁰ Any adverse impact for these properties is considered to be minimal when these current commercial uses and building structures/configurations are considered.

8.2 Amenity Impacts & Mitigations

8.2.1 Acoustic Impacts

The Traffic Noise Assessment prepared by Rodney Stephens Acoustics considers noise impact from traffic, mechanical plant noise from the concrete batching plant adjacent to the site to the west at 174 Camden Street operated by Hanson Australia and the proposed child care centre (impact of noise to and from the child care centre).

Based on the noise impact study conducted, the proposed development is assessed to comply with relevant noise criteria when recommendations from the report are included. Traffic and industrial noise intrusion into the indoor areas has been assessed to comply with relevant noise criteria, such that the windows can be open.

⁴⁹ Cox Architecture (2024) 131 St. Vincent Street, Ulladulla; Solar Compliance, PA-84-01, 13 June.

⁵⁰ Cox Architecture (2024) 131 St. Vincent Street, Ulladulla; Shadow Diagrams, PA-83-04, 14 June.

The Assessment provides recommendations to achieve compliance with requirements for indoor and outdoor play areas of the proposed child care centre and car park, physical and operational mitigations include:

- All children can engage in outdoor play at any time
- No music is to be played in the outdoor areas
- Playground equipment that allows a child to be more than 0.5 above the ground level should not be used
- Children must be supervised at all times
- Windows can be opened while indoor play areas are in use
- A 3.0 metre and 1.8 metre high solid barrier along the boundaries must be implemented to minimise noise impact from outdoor play areas (Figure 6-1).⁵¹
- 1.8 metre solid barrier on the eastern boundary and a roof/awning (above entry/exit to north basement) must be implemented (Figure 9-1 Carpark ramp treatment).⁵²

The Assessment considers that proposed rezoning to permit a mixed-use residential and commercial precinct, including residential and childcare centre uses, would be suitable.

8.2.2 Traffic and Parking Impacts

The Traffic Impact Assessment prepared by TTPA concludes that there will be no unsatisfactory traffic implications as a result of the modified use of the site, the envisaged parking provision will be adequate and appropriate; and that the envisaged vehicle access, internal circulation and servicing provisions will be suitable and appropriate for the circumstances.⁵³

8.2.3 Air Quality Impacts

The Air Quality Assessment prepared by Todoroski Air Sciences investigates the potential for air quality impacts to arise at the proposed mixed-use residential and commercial development that includes residences, commercial operations, affordable housing and a childcare centre due to air emission sources.⁵⁴

The Assessment reports that residential and commercial land uses can operate without exceeding the applicable air quality criteria in this location and that the potential for air quality impacts on the Project site is unlikely due to the existing industrial operations. The operation of the adjacent concrete batching plant and earthworks company would not lead to any unacceptable level of environmental harm or significantly impact upon the amenity at the Project site.

⁵¹ Rodney Stevens Acoustics (2023) Traffic Noise Assessment, Proposed Residential Development, 131 Vincent Street, Ulladulla, Rev 1, 14 June, Pg 23-24.

⁵² Rodney Stevens Acoustics (2023) Traffic Noise Assessment, Proposed Residential Development, 131 Vincent Street, Ulladulla, Rev 1, 14 June, Pg 22.

⁵³ TTPA (2023) Traffic & Parking Assessment: Planning Proposal for Proposed Mixed-Use Development, 131 St Vincent Street, Ulladulla, June, Issue A, Pg 20.

⁵⁴ Todoroski Air Sciences (2023) Air Quality Assessment, 131 St Vincent Street, Ulladulla, 12 October, Pg 3.

The Assessment provides recommendations to minimise the potential for air quality impacts on the Project site, including:

- Plan for the least sensitive land uses to be located nearest to the industrial uses. Compatible land uses may include park reserves, car parks or access roads;
- Orientate buildings to provide adequate air flow around the building and design buildings to encourage air flow in a particular direction (e.g. away from outdoor living areas. (This can be aided by road orientation and block size and shapes). Avoid construction of dead-end courtyards or long narrow spaces perpendicular to the prevailing winds where air can lay dormant and stagnate, is to be encouraged;
- Build continuous dense landscaping (bunds and vegetation) to assist in air dispersion; and,
- Consider air conditioning and ventilation, and design buildings so living and workspaces such as bedrooms and offices do not face industrial sources. Large apartment buildings could have non-opening windows on the industrial side of the building and could duct cleaner air into the building from the far side, and out to the industrial side.⁵⁵

⁵⁵ Todoroski Air Sciences (2023) Air Quality Assessment, 131 St Vincent Street, Ulladulla, 12 October, Pg 35-36.

9 Need for community services & facilities

9.1 Overview

Provision of community facilities across established areas will generally be undertaken by Shoalhaven City Council, and funded from the *Shoalhaven Contributions Plan 2019*.⁵⁶ The provision of additional services would be expected to reflect increased demand from increases in population and to be geographically focussed on areas experiencing growth.

It is beyond the scope of this Social and Community Needs Assessment to consider the provision of facilities at an LGA-wide level, however an assessment of the likely demand to be generated by the proposed development for key social infrastructure, both for the total development and for the incremental additional development of the Planning Proposal if approved, has been undertaken.

The Table below shows standards for community infrastructure as set out in Shoalhaven City Council's *Community Infrastructure Strategic Plan 2017-2036* and these standards have been adopted for evaluation of social impacts and to estimate additional provision of services and facilities.

For Council facility planning purposes, the site is within Planning Area 5, a large area stretching from Fisherman's Paradise in the north to the southern boundary of the LGA at North Durras, with Ulladulla described as 'the Shoalhaven's second business district' (see Map below).⁵⁷

Based on the assessment below, the site is generally appropriately serviced with regard to community and cultural facilities, facilities for young and older people, health and welfare services, recreation and open spaces, and transport.

There is extensive open space in the Ulladulla suburb area, including large reserves along the foreshore and headlands (e.g. Warden Head Reserve, South Pacific Heathland Reserve and Ulladulla Headland). A preliminary review of open space in Ulladulla suburb identified around 82 hectares of passive open space. This is equivalent to 11.3Ha/1,000 people in the suburb well above the total benchmark in the *Plan* of 1.3Ha/1,000 people.

There are also reasonably proximate local parks and sporting fields, although these are generally more than one kilometre away from the subject site and not within easy walking distance for older people with some frailty or mobility problems. Whilst Ulladulla is well-supplied for passive open space, much of this is located along foreshore and headland areas, which are also not within walking distance to the proposal site.

The PP does not currently show provision of public open space on site. Indicative open space areas are shown adjacent to the ground level commercial development and within a rooftop terrace in Building 1. Given the size and likely demography of the proposed development, and that it is comprised entirely of apartments, it would also be beneficial to provide some public open space with a high level of enhancement at ground level, including to provide attractive, all-weather areas

⁵⁶ Shoalhaven City Council, Shoalhaven Contributions Plan 2019, <https://cp.shoalhaven.nsw.gov.au/>

⁵⁷ Shoalhaven City Council (2017) Community Infrastructure Strategic Plan, Prepared by ROSS Planning Pty Ltd, Version 8 Final, 29 May, Pg XVII.

for passive recreation at ground level, for example, in the central mall area. This would also provide an attractive environment for workers, and people using the commercial and retail development on the ground level. This would also aid in creating a sense of community for new residents through casual social interactions.

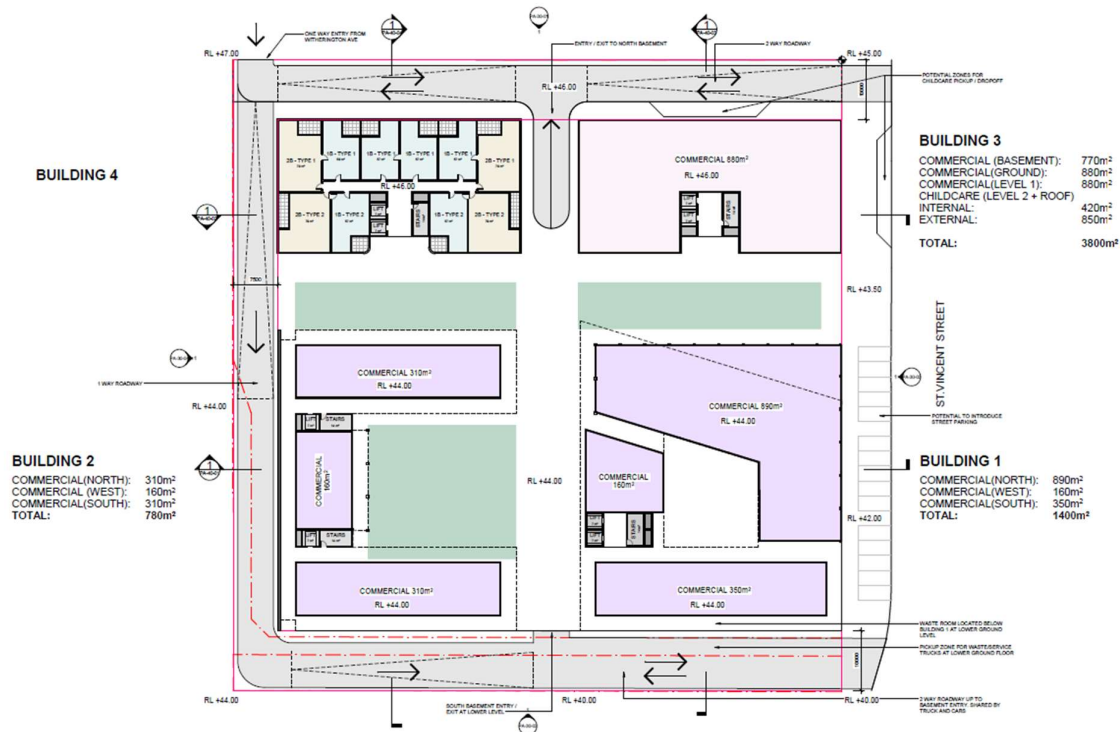


Figure 9.1: Ground Floor Plan, Drawing Number PA-21-03

Source: Cox Architecture, 2024

9.2 Normative standards

Ulladulla is within Shoalhaven City Council's Planning Area 5 in the *Shoalhaven Contributions Plan 2019*⁵⁸ and the *Community Infrastructure Strategic Plan 2017-2036*.

The *Community Infrastructure Strategic Plan* presents a community infrastructure supply analysis for Planning Area 5 using a series of provision standards for community infrastructure types including open space – sports parks, recreation parks, aquatic centres, and community buildings – community centres, convention centre/performing space, museum and libraries.

The Plan provides standards based on a geographic hierarchy of Local, District and Regional levels. The Gap Analysis which follows at Section 10.3 relies on the analysis presented in the *Plan* for Planning Area 5, as well as our application of relevant Local level standards to the locality of Ulladulla.

⁵⁸ Shoalhaven Contributions Plan 2019, <https://cp.shoalhaven.nsw.gov.au/>

The Table below refers to the provision standards in the *Community Infrastructure Strategic Plan* as well as other relevant social planning benchmarks.

Table 9.1: Community Service and Facility Planning Standards and Provision

Service or facility	Standard	Reference ⁵⁹
Community and Cultural Services		
Community Centre	<ul style="list-style-type: none"> 1 building per 10,000 people (local) 1 building per 50,000 people (District) 	SCC Community Infrastructure Strategic Plan 2017-2036, Table 1. Community Infrastructure classification framework and provision standards, Pg II.
Convention /exhibition centre	<ul style="list-style-type: none"> 1 building per 200,000 people (Regional) 	SCC Community Infrastructure Strategic Plan 2017-2036, Table 1. Community Infrastructure classification framework and provision standards, Pg II.
Art Gallery	Needs based (District) Needs based (Regional)	SCC Community Infrastructure Strategic Plan 2017-2036, Table 1. Community Infrastructure classification framework and provision standards, Pg II.
Performing arts space	<ul style="list-style-type: none"> 1 building per 50,000 people (District) 1 building per 150,000 people (Regional) 	SCC Community Infrastructure Strategic Plan 2017-2036, Table 1. Community Infrastructure classification framework and provision standards, Pg II.
Museum	Need based (Regional)	SCC Community Infrastructure Strategic Plan 2017-2036, Table 1. Community Infrastructure classification framework and provision standards, Pg II.
Library	<ul style="list-style-type: none"> Branch library for 10-15,000 people Mobile Library service to be provided at population threshold of 2,500. Provide 42 m² per 1,000 people 	NSW Library and Information Association
Children and Young People		
Facilities and services for young people	<ul style="list-style-type: none"> Youth activities including a Youth Worker at population threshold of 5,000 e.g. as part of Neighbourhood Centre or outreach from Council Youth Centre Youth facility at population threshold of 15,000-20,000 people Youth friendly outdoor spaces (e.g. skate park, half-court basketball court, meeting spaces) also need to be provided. 	DOCS Guideline/West Dapto Social Plan
Long Day Care Centre	<ul style="list-style-type: none"> 0.26 places for every child aged 0-5 in NSW 	JSA (2023) NSW average derived from usage statistics for early childhood education and care using Productivity Commission (2023)

⁵⁹ See application of standards in Stubbs, J (1994), *West Dapto New Release Area Social Plan*, Wollongong City Council; Stubbs, J (1987) *Narellan New Release Area Social Plan/ Section 94 Plan*, Camden Council; Bonnyrigg Redevelopment Social Impact Assessment (JSA 2008).

Service or facility	Standard	Reference ⁵⁹
	<ul style="list-style-type: none"> Detailed planning is required given the likely demography, need and mechanism for provision of childcare (private or community provision). Hours of operation are likely to be an issue for commuters. 	Report on Government Services, Part B, Section 3 Early childhood education and care, Table 3A.1, Released 07 February. DOCS Guideline/West Dapto Social Plan
Pre-Schools	<ul style="list-style-type: none"> One place per 10 children aged 0-4 years. Detailed planning is required given the likely demography, and need for provision of childcare. 	DOCS Guideline/West Dapto Social Plan
Out of School Care	<ul style="list-style-type: none"> 1: 5,000 people Could be provided with Public Primary School. 	DOCS Guideline/West Dapto Social Plan
Family Day Care	<ul style="list-style-type: none"> 1 Scheme per 5,000 population Should be provided as a baseline service 	Former DCHS Guideline/West Dapto Social Plan
Private schools	<ul style="list-style-type: none"> N/A 	N/A
Education facilities	<ul style="list-style-type: none"> One public primary school per 2,000-2,500 new dwellings – land take needs to be determined in early planning stages One public high school per 6,000-7,500 new dwellings – land take needs to be determined in early planning stages 	DET (no longer published) DET (no longer published)
Older People		
Facilities and services for older people	<ul style="list-style-type: none"> Seniors Centre or activity space in Multi-purpose Community Resource Centre (MPCC), depending on demographic mix. 	Bonnyrigg SIA
Residential Aged Care services	<ul style="list-style-type: none"> The aged care provision ratio comprises 60.1 residential care places per 1,000 people aged 70 years and over. 	https://www.health.gov.au/our-work/aged-care-reforms/what-were-doing/sustainable-care accessed 25 July 2023.
My Aged Care Assessment Team	<ul style="list-style-type: none"> Access required 	N/A
Commonwealth Home Support Program	<ul style="list-style-type: none"> Access required 	N/A
Health and Welfare Services		
Public and Community Health Services	<p>Access required that may include:</p> <ul style="list-style-type: none"> Outreach community health services at a population threshold of 3-5,000 people including early childhood, generalist community health, allied health and 	NSW Department of Health /West Dapto Social Plan

Service or facility	Standard	Reference ⁵⁹
	psychiatric/counselling/social work services and youth health; <ul style="list-style-type: none"> • Provision of Satellite Community Health Centre at population threshold of 10-15,000 people; • Public hospital beds at a ratio of 3:1,000 people (0.25 Paediatric; 0.35 Obstetrics; 0.15 Psychiatric; 2.25 Medical/surgical) within 30 minutes' drive of development. 	
General Practitioners	<ul style="list-style-type: none"> • 1.20 GPs Fulltime work equivalent (FEW) per 1,000 people • 3.35 GPs FWE per 1,000 people over 50 years 	Department of Health & Aged Care 2022, actual average rates for NSW.
Dental Services	<ul style="list-style-type: none"> • 1:2,500 people at a population threshold of 2,500 people 	NSW Department of Health /West Dapto Social Plan
Pharmacy	<ul style="list-style-type: none"> • 1:2,500 people at a population threshold of 2,500 people 	NSW Department of Health /West Dapto Social Plan
Mental Health Services	<ul style="list-style-type: none"> • Access required as well as provision for community services noted above, adequate space needs to be provided for private practitioners 	N/A
Allied Health Services	<ul style="list-style-type: none"> • Access required – as well as provision for community services noted above, adequate space needs to be provided for private practitioners, e.g. for Occupational Therapists, Physiotherapists, Speech Pathologists, etc. 	N/A
Community Support and Welfare Services	<ul style="list-style-type: none"> • Access required 	N/A
Justice and Emergency Services	<ul style="list-style-type: none"> • Access required 	N/A
Places of worship	<ul style="list-style-type: none"> • Access required 	N/A
Recreation and Open Space		
Recreation parks	<ul style="list-style-type: none"> • 0.5 ha per 1,000 people (Local) • 0.6 ha per 1,000 people (District) • 0.2 ha per 1,000 people (Regional) 	SCC Community Infrastructure Strategic Plan 2017-2036, Table 1. Community Infrastructure classification framework and provision standards, Pg II.
Sports parks	<ul style="list-style-type: none"> • 1.3 ha per 1,000 people (District) • 0.6 ha per 1,000 people (Regional) 	SCC Community Infrastructure Strategic Plan 2017-2036, Table 1. Community Infrastructure classification framework and provision standards, Pg II.
Aquatic facilities	<ul style="list-style-type: none"> • 1 facility per 10,000 – 40,000 people (local aquatic centre) 	SCC Community Infrastructure Strategic Plan 2017-2036, Table 1. Community

Service or facility	Standard	Reference ⁵⁹
	<ul style="list-style-type: none"> 1 facility per 40,000 – 70,000 people (District aquatic centre) 	Infrastructure classification framework and provision standards, Pg II.
Indoor sports facilities	<ul style="list-style-type: none"> Indoor leisure facility, 1 facility per 50,000 people 	SCC Community Infrastructure Strategic Plan 2017-2036, Table 1. Community Infrastructure classification framework and provision standards, Pg II.
Entertainment facilities	<ul style="list-style-type: none"> Access required 	N/A
Shops and commercial services	<ul style="list-style-type: none"> Access required 	N/A
Public and community transport	<ul style="list-style-type: none"> Access to adequate public transport required. SEPP Housing 2021 accessible area requirements for affordable housing 	SEPP Housing 2021, Clause 16(1)(d) for development on other land – within 800 metres walking distance of land within 1 of following zones E1 Local Centre, MU1 Mixed Use, B1 Neighbourhood Centre, B2 Local Centre, B4 Mixed Use.
Police	<ul style="list-style-type: none"> Police presence at 10,000 population threshold Police station at 20,000 population threshold 	
Ambulance	<ul style="list-style-type: none"> Ambulance station at 20,000 population threshold, though need may be serviced by existing services. 	
Fire Services	<ul style="list-style-type: none"> Likely to be serviced by existing facilities, but consideration required. 	

Source: JSA 2023

9.3 Gap Analysis

In 2021, the residential population of Ulladulla suburb was **7,262** and the Shoalhaven LGA population was **108,531**.

Ulladulla is listed as a 'locality' in the SCC *Community Infrastructure Strategic Plan 2017-2036*. Many of the standards for 'local' level facilities in the *Plan* are per 10,000 people. As such, and based on the population of Ulladulla suburb of 7,262, the gap analysis will consider the provision of facilities within the Ulladulla suburb against the local standard in the *Plan* where given. Findings of the *Plan's* quantity analysis of community infrastructure for Planning Area 5 are also included where relevant in the assessment below.

This analysis finds that services, facilities and open space is provided in Ulladulla at a level that meets or exceeds relevant standards.

Table 9.2: Evaluation of facilities proposed against above standards /service requirements

Service or facility	Standard	JSA Assessment and Recommendation
Community and Cultural Services		
Community Centre facilities	<ul style="list-style-type: none"> 1 building per 10,000 people (Local) 1 building per 50,000 people (District) 	<p>SCC Community Infrastructure Strategic Plan reports that Planning Area 5 has a current supply of 6 local community centres & a future surplus of 4 buildings to 2036.⁶⁰</p> <p>Ulladulla Civic Centre complex includes performance space, library, rooms and spaces for hire, Shoalhaven Visitors Centre – 81B Princes Highway, Ulladulla (1.1 km walking distance from proposal site).</p> <p>Ulladulla is well-supplied for community centre space. The <i>Shoalhaven Contributions Plan 2019</i> collects for provision of community facilities.</p>
Convention /exhibition centre	<ul style="list-style-type: none"> 1 building per 200,000 people (Regional) 	<p>As above.</p> <p>Ulladulla Civic Centre is a facility capable of seating up to 600 people for meetings, private and corporate events.⁶¹ Ulladulla is well-supplied for convention / exhibition space.</p>
Art Gallery	<p>Needs based (District)</p> <p>Needs based (Regional)</p>	<p>No regional public art gallery in Ulladulla.</p> <p>Millhouse Art Society & Gallery, 69A Princes Highway, Milton. Milton and Ulladulla artists also utilise Ulladulla Civic Centre to showcase work.</p> <p>Giriwa Garuwanga Art Gallery, located within the Ulladulla LALC office, 66 Deering Street Ulladulla.</p>
Performing arts space	<ul style="list-style-type: none"> 1 building per 50,000 people (District) 1 building per 150,000 people (Regional) 	<p>As above for Ulladulla Civic Space is also a live performance and arts events venue.</p> <p>Ulladulla is supplied for performing arts space.</p>
Museum	Need based (Regional)	<p>Milton Ulladulla Family History Society meet at the Ulladulla Anglican Church Hall, Green Street.</p> <p>Gondwana Fossil Walk Museum, 275 Green Street Ulladulla.</p> <p>Lake Tabourie Museum, 45 Princes Highway Lake Tabourie (11 km from proposal site)</p>
Library	<ul style="list-style-type: none"> Branch library for 10,000-15,000 people Provide 42m² per 1,000 people 	<p>Ulladulla Library is within the Civic Centre complex, open 7 days 9.30am-5.00pm M-F and 9.30am-2.00pm S-Sun.</p> <p>There is also Shoalhaven Council library space at Milton (7km from the proposal site) open Mon, Wed, Thurs & Fridays.</p> <p>The predicted population of the proposal is 238 people, creating demand for 10m² library space.</p> <p>Ulladulla is well supplied for library space.</p>

⁶⁰ Shoalhaven City Council (2017) Community Infrastructure Strategic Plan, Table 8. Planning Area 5, Community infrastructure current supply analysis (summary), Prepared by ROSS Planning Pty Ltd, Version 8 Final, 29 May, Pg XVI.

⁶¹ <https://www.shoalhaven.nsw.gov.au/For-Residents/Community-Facilities/Ulladulla-Civic-Centre>

Service or facility	Standard	JSA Assessment and Recommendation
Young people		
Facilities and services for young people	<ul style="list-style-type: none"> Youth activities including a Youth Worker at population threshold of 5,000 e.g. as part of Neighbourhood Centre or outreach from Council Youth Centre Youth facility at population threshold of 15,000-20,000 people Youth friendly outdoor spaces (e.g. skate park, half-court basketball court, meeting spaces) also need to be provided. 	<p>There is no youth centre facility in Ulladulla, closest Nowra.</p> <p>Ulladulla Sports Park, Camden Street, includes a skate park.</p> <p>Youth Activities and Services may be run from Ulladulla Civic Centre/Library.</p> <p>Headspace and some other relevant services outreach to the Ulladulla and Districts Community Resources Centre, 78 St Vincent Street Ulladulla (750 metres from proposal site).</p> <p>The proposal is predicted to include 10 people aged 10-19 years.</p>
Long Day Care Centre	<ul style="list-style-type: none"> 0.26 places for every child aged 0-5 in NSW (NSW average) 	<p>There are 4 long day care centres identified in the Ulladulla suburb with 122 spaces.⁶² The population of children aged 0-5⁶³ in the Ulladulla suburb as at 2021 = 409 people, a provision of 0.29 places per child – a rate equivalent to just above the NSW average.</p> <p>The proposal includes provision of a child care centre, with an estimate of 120 places to be provided. The predicted population of the development is expected to include 10 children aged 0-4 years at completion, with a demand for 3 child care places.⁶⁴</p> <p>There are currently 281 places also provided at five child care centres in the Mollymook and Milton suburbs (shown at Section 3.2.3 above) and a further 45 places at a child care centre in Lake Tabourie (10.7km from the proposal site)⁶⁵; providing a rate of 0.33 places per child aged 0-5 across the wider population of children 0-5 in the Ulladulla SA2 (n=975).⁶⁶</p> <p>An additional 120 place child care centre within the proposal will increase the rate of provision of places above the NSW average, to 0.59 places per child in the Ulladulla suburb and 0.48 places per child in the Ulladulla SA2.</p>

⁶² Starting Blocks, <https://www.startingblocks.gov.au/>, accessed September 2023; Care for Kids, <https://www.careforkids.com.au/>, accessed September 2023.

⁶³ Noting that the Productivity Commission, Table 3A.1 reports an estimated resident population of children aged 0-5 years, while ABS 5 year age group is 0-4 years.

⁶⁴ $10 \times 0.26 = 2.6$ (3) places.

⁶⁵ Care for Kids, Tabourie Child Care Centre, <https://www.careforkids.com.au/>, accessed January 2024.

⁶⁶ ABS (2021) Census of Population and Housing, General Community Profile, Ulladulla SA2 (114011282), G04 Age by Sex.

Service or facility	Standard	JSA Assessment and Recommendation
		Based on current trends, long day care centres are likely to be provided commercially in response to demand.
Pre-Schools	<ul style="list-style-type: none"> One place per 10 children aged 0-4 years. 	<p>There is one preschool identified in Ulladulla.</p> <p>The Milton Ulladulla Preschool has 44 places for 3-5 year olds.</p> <p>The population of children aged 0-4 in the Ulladulla suburb as at 2021 = 338 people, with provision of 0.13 preschool places per child – a rate equivalent to just above 0.1 space per child.</p> <p>The predicted population of the development is expected to include 10 children aged 0-4 years at completion, with a demand for 1 preschool place.⁶⁷</p> <p>Based on current trends, pre-schools are likely to be provided commercially in response to demand.</p>
Out of School Care	<ul style="list-style-type: none"> 1: 5,000 people Could be provided with Public Primary School. 	<p>One out of school hours care provider was identified in Ulladulla.</p> <p>Peak Sports and Learning delivers After School Care at Ulladulla Public School, 241 Green Street Ulladulla. The service is licensed for 75 places.</p> <p>This service also services other local primary schools including Milton Public School and St Marys Star of the Sea Milton.⁶⁸</p> <p>The predicted population of the development is expected to include 10 children (5-14 years).</p> <p>Ulladulla is somewhat under-supplied for out of school care services.</p>
Family Day Care	<ul style="list-style-type: none"> 1 Scheme per 5,000 population 	There are no family day care services identified in Ulladulla. ⁶⁹
Private schools	<ul style="list-style-type: none"> N/A 	N/A
Education facilities	<ul style="list-style-type: none"> One public primary school per 2,000-2,500 new dwellings – land take needs to be determined in early planning stages. 	<p>Ulladulla has one public primary school.</p> <p>Ulladulla Primary School, 241 Green Street, has an enrolment of approximately 750 students.⁷⁰ The school is approximately 1 km walking distance from the proposal site.</p> <p>According to the Dept of Education School Finder, the enrolment catchment extends from Ulladulla to as far south as Kioloa (32 km drive).</p> <p>The next nearest public school is Milton Public School, 7 km from proposal site, which has an enrolment of 730 students.</p>

⁶⁷ 10*0.1=1.0 (1) places.

⁶⁸ <https://www.peakssportslearning.com.au/ulladulla>, 22/09/2023.

⁶⁹ Starting Blocks, <https://www.startingblocks.gov.au/find-child-care#/distance/10km/address/ulladulla/>, accessed 21 September 2023.

⁷⁰ Ulladulla Public School, Milton Public School & Ulladulla High School, NSW Department of Education School Finder, <https://schoolfinder.education.nsw.gov.au/>, 22/09/2023.

Service or facility	Standard	JSA Assessment and Recommendation
	<ul style="list-style-type: none"> One public high school per 6,000-7,500 new dwellings – land take needs to be determined in early planning stages. 	<p>The Ulladulla Suburb had 3,040 occupied private dwellings in 2021. The villages to the south that are in the catchment are much smaller, for example Kioloa had 132 occupied private dwellings in 2021.</p> <p>Ulladulla is likely adequately but possibly at-capacity for public schools when the wider enrolment catchment is considered.</p> <p>The predicted population of the development is expected to include 10 children (5-14 years).</p> <p>Ulladulla has one public high school.</p> <p>Ulladulla High School, South Street, has an enrolment of 1,200 students.</p> <p>The high school is 450 metres walking distance from the proposal site.</p> <p>Ulladulla High School is one of 23 new and upgraded school projects being undertaken by School Infrastructure NSW. This project is in the planning stage.⁷¹</p> <p>Ulladulla High School enrolment catchment runs from Conjola and Mananya in the north to Kioloa in the south.</p>
Older People		
Facilities and services for older people	<ul style="list-style-type: none"> Seniors Centre or activity space in Multi-purpose Community Resource Centre (MPCC), depending on demographic mix. 	There is no dedicated seniors centre in Ulladulla, but there are a range of services and activities for older people run by the Ulladulla & Districts Community Resources Centre (78 St Vincents Street), the CPSA branch in Ulladulla and the Ulladulla Men's Shed at Narrawallee.
Residential Aged Care services	<ul style="list-style-type: none"> The aged care provision ratio comprises 60.1 residential care places per 1,000 people aged 70 years and over. 	<p>The population of the proposed development aged 70 and over is predicted to be 56 people, equivalent to a demand for around 3.4 residential care places.</p> <p>At the 2021 Census, there were 959 people aged 70+ counted as resident in nursing homes or accommodation for the retired or aged (not self-contained) in Shoalhaven LGA, a provision of 44 places per 1,000 people aged over 70, suggesting an under supply of residential aged care in the LGA.</p>
Aged Care Assessment Team	<ul style="list-style-type: none"> Access required 	Aged Care Assessment Program/Team is based at Milton Ulladulla Hospital, 7 km from proposal site.
Commonwealth Home Support Program	<ul style="list-style-type: none"> Access required 	Over 20 services are identified as providing in-home care and support services in the Ulladulla area.
Health and Welfare Services		
Public and Community Health Services	<p>Access required that may include:</p> <ul style="list-style-type: none"> Outreach community health services at a population 	Milton Ulladulla Hospital, located 7 km from the proposal site, is a rural acute facility that provides

⁷¹ https://www.schoolinfrastructure.nsw.gov.au/projects/u/ulladulla_hs_upgrade.html, 21/09/2023.

Service or facility	Standard	JSA Assessment and Recommendation
	<p>threshold of 3-5,000 people including early childhood, generalist community health, allied health and psychiatric/counselling/social work services and youth health;</p> <ul style="list-style-type: none"> Provision of Satellite Community Health Centre at population threshold of 10-15,000 people; Public hospital beds at a ratio of 3:1,000 people (0.25 Paediatric; 0.35 Obstetrics; 0.15 Psychiatric; 2.25 Medical/surgical) within 30 minutes' drive of development. 	<p>emergency, inpatient and outpatient services for the southern Shoalhaven.⁷²</p> <p>Ulladulla HealthOne⁷³, 900 metres from the proposal site, is a multi-disciplinary community health centre delivered by Illawarra Shoalhaven Local Health District that provides a range of services with the aim of improving access and reducing avoidable hospital admissions.</p>
General Practitioners	<ul style="list-style-type: none"> 1.20 GPs Fulltime work equivalent (FEW) per 1,000 people 3.35 GPs FWE per 1,000 people over 50 years 	There are seven general medical practices listed within the Ulladulla, Mollymook and Milton suburbs. The three practices in the Ulladulla suburb are each located less than 1 km from the proposal site.
Dental Services	<ul style="list-style-type: none"> 1:2,500 people at a population threshold of 2,500 people 	There are four dental practices identified in the Ulladulla, Mollymook and Milton suburbs.
Pharmacy	<ul style="list-style-type: none"> 1:2,500 people at a population threshold of 2,500 people 	There are four pharmacies identified in Ulladulla and one in Mollymook, with the nearest 850m from the proposal site.
Mental Health Services	<ul style="list-style-type: none"> Access required as well as provision for community services noted above, adequate space needs to be provided for private practitioners 	As above, provided at HealthOne Ulladulla.
Allied Health Services	<ul style="list-style-type: none"> Access required – as well as provision for community services noted above, adequate space needs to be provided for private practitioners, e.g. for Occupational Therapists, Physiotherapists, Speech Pathologists, etc. 	As above, provided at HealthOne Ulladulla. Additional allied health services identified in the Ulladulla, Milton and Mollymook areas include one psychology service, one counselling service, two podiatry services, two chiropractic services and six physiotherapy services.
Community Support and Welfare Services	<ul style="list-style-type: none"> Access required 	Services located in Ulladulla include Southern Shoalhaven Youth Services/Mission Australia, Dunn & Lewis Youth Development Foundation, Anglicare and other NGO providers.

⁷² <https://www.islhd.health.nsw.gov.au/hospitals/milton-ulladulla-hospital>, 22/09/2023.

⁷³ <https://www.islhd.health.nsw.gov.au/services-clinics/healthone-ulladulla>, 22/09/2023.

Service or facility	Standard	JSA Assessment and Recommendation
Justice and Emergency Services	<ul style="list-style-type: none"> Access required 	Police, Ambulance, Fire and Rescue and SES are located in Ulladulla.
Places of worship	<ul style="list-style-type: none"> Access required 	Multiple places of worship are located within 3 km of the proposal site.
Recreation and Open Space		
Recreation parks	<p>1.3 ha / 1,000 comprised of:</p> <ul style="list-style-type: none"> 0.5 ha per 1,000 people (Local) 0.6 ha per 1,000 people (District) 0.2 ha per 1,000 people (Regional) 	<p>SCC Community Infrastructure Strategic Plan reports that Planning Area 5 has a current supply of 41 recreation parks with a surplus of 35.09ha and future surplus of 29.5ha to 2036.</p> <p>SCC lists 7 park facilities in the Ulladulla suburb - Apex Park, Willunga Close Reserve, Ulladulla BMX Track, Timbs Street Reserve, Green Street Reserve, Ulladulla Rotary Park and Ulladulla Harbour.⁷⁴</p> <p>A preliminary review of open space in Ulladulla suburb identified around 82Ha of passive open space. This is equivalent to 11.3Ha/1,000 people in the suburb well above the total benchmark of 1.3Ha/1,000 people.</p> <p>The proposed concept plan with a predicted population of 238 people would generate demand for an additional 0.3 ha of open space for recreation parks when this standard is applied (0.12ha local parks, 0.14ha district parks and 0.05ha regional parks).</p>
Sports parks	<ul style="list-style-type: none"> 1.3 ha per 1,000 people (District) 0.6 ha per 1,000 people (Regional) 	<p>SCC Community Infrastructure Strategic Plan reports that Planning Area 5 has a current supply of 10 sports parks, 9 District level and 1 Regional level, with a current surplus of 18.10ha and future surplus of 9.93ha to 2036.</p> <p>SCC lists 2 sports parks in the Ulladulla suburb – Lighthouse Oval, Deering Street and West Ulladulla Sports Complex, Blackburn Road.⁷⁵</p>
Aquatic facilities	<ul style="list-style-type: none"> 1 facility per 10,000 – 40,000 people (local aquatic centre) 1 facility per 40,000 – 70,000 people (District aquatic centre) 	<p>SCC Community Infrastructure Strategic Plan reports that Planning Area 5 has a current supply of 1 local centre + 1 sea pool (district level) aquatic centres and 1 (regional level) aquatic centre. District level provision is reported as 'meeting demand' both current and future to 2036, with the regional level over supplied.⁷⁶</p> <p>Ulladulla Sea Pool is inspected daily by Council staff prior to opening. No lifeguard service is provided &</p>

⁷⁴ List of Park Facilities in the Shoalhaven, Ulladulla suburb, <https://www.shoalhaven.nsw.gov.au/For-Residents/Sports-Recreation/Parks-Play-Equipment>, 25/09/2023.

⁷⁵ List of Park Facilities in the Shoalhaven, Ulladulla suburb, <https://www.shoalhaven.nsw.gov.au/For-Residents/Sports-Recreation/Parks-Play-Equipment>, 25/09/2023.

⁷⁶ Shoalhaven City Council (2017) Community Infrastructure Strategic Plan, Table 8. Planning Area 5, Community infrastructure current supply analysis (summary), Prepared by ROSS Planning Pty Ltd, Version 8 Final, 29 May, Pg XVI.

Service or facility	Standard	JSA Assessment and Recommendation
		the sea pool is unsupervised. Free entry, Wason Street Ulladulla. ⁷⁷ Ulladulla Leisure Centre has indoor and outdoor swimming pools, 139 Warden Street Ulladulla. ⁷⁸
Indoor sports facilities	<ul style="list-style-type: none"> Indoor leisure facility, 1 facility per 50,000 people 	<p>Ulladulla Leisure Centre provides 24 hr gym access, fitness classes and personal training, 139 Warden Street, Ulladulla.</p> <p>Nearest indoor basketball court is located at the Milton Showgrounds at 107 Croobyar Road, Milton (7 km from proposal site)</p>
Entertainment facilities	<ul style="list-style-type: none"> Access required 	Entertainment facilities, private and public, provided in Ulladulla (e.g. bowling clubs, civic centre, etc)
Shops and commercial services	<ul style="list-style-type: none"> Access required 	Extensive shops and commercial services available in the Ulladulla CBD.
Public and community transport	<ul style="list-style-type: none"> Access to adequate public transport required. 	<p>Nearest bus stop is located at Princes Highway near Deering Street, providing access to route 741 operating between Ulladulla and Kioloa, four times daily M-F.</p> <p>Bus stops on Princes Highway near/opp Wason Street providing access to daily services between Eden and Bomaderry (route 700-1), and four services weekly between Ulladulla and Bomaderry (route 100).</p>
Police	<ul style="list-style-type: none"> Police presence at 10,000 population threshold Police station at 20,000 population threshold 	<p>Police are available at Ulladulla Police Station, 73 Princes Highway.</p> <p>In the context of Shoalhaven LGA, the incremental impact of the proposed development is likely to be minimal with regard to assessment and demand for services.</p>
Ambulance	<ul style="list-style-type: none"> Ambulance station at 20,000 population threshold, though need may be serviced by existing services. 	<p>Ambulance services are located at 144 Princes Highway, Ulladulla.</p> <p>In the context of Shoalhaven LGA, the incremental impact of the proposed development is likely to be minimal with regard to assessment and demand for services.</p>
Fire Services	<ul style="list-style-type: none"> Likely to be serviced by existing facilities, but consideration required. 	<p>NSW Fire and Rescue services are located at 46 Nurrawallee Street, Ulladulla.</p> <p>In the context of Shoalhaven LGA, the incremental impact of the proposed development is likely to be minimal with regard to assessment and demand for services.</p>

Source: JSA 2024

⁷⁷ <https://shoalhavenssf.com.au/visit/locations/ulladulla-sea-pool>, 25/09/2023.

⁷⁸ <https://shoalhavenssf.com.au/visit/locations/ulladulla-leisure-centre>, 25/09/2023.



Figure 9.2: Shoalhaven City Council, Planning Areas

Source: Shoalhaven Contributions Plan 2019, Figure 2.3.1: Map of the City of Shoalhaven LGA showing its five planning areas, <https://cp.shoalhaven.nsw.gov.au/section-or-schedule/scope-1>

10 Community Survey

10.1 Overview

A doorknock survey of adjacent residential development was undertaken on the weekend of 16 and 17 September 2023 in Deering St, total of 14 surveys were completed. A further 18 dwellings were doorknocked, with 11 not home at the time of the second call back, and seven refusing to take part in the survey.

Most respondents had lived in their home for more than three years, and were owner occupiers. Thirteen of the respondents (93%) felt positive or very positive about living in the locality, mainly due to it being a nice, quiet area; and close to the CBD, services and shops. Of those who would change something about their locality, three noted the need for more infrastructure including footpaths, and three noted the noise caused by Bunnings delivery trucks, including the very early start of deliveries.

In terms of their feeling about the proposal, more than half (57%) were positive, including comments that it would provide for diverse housing that was needed in the area, including rental accommodation, or that it “all sounds positive”, or is “much needed in the area”. Several residents living on Witherington Avenue commented that “it will be a lot quieter than the Bunnings delivery trucks at the moment”.

Six residents expressed concerns about the proposal, with most related to potential traffic issues including the volume of traffic, potential effect on their land values, including loss of views, or about the possibility of noise impacts from residential units. There were no mitigations proposed when residents were asked about what could assist with their concerns.

10.2 Detailed Findings

10.2.1 Question 1 – How long have you lived in your home?

Half the respondents (7, 50%) had lived in the area for ten years or more. Six residents (43%) had lived in the area between three and ten years. One resident (7%) had lived in the area less than 12 months.

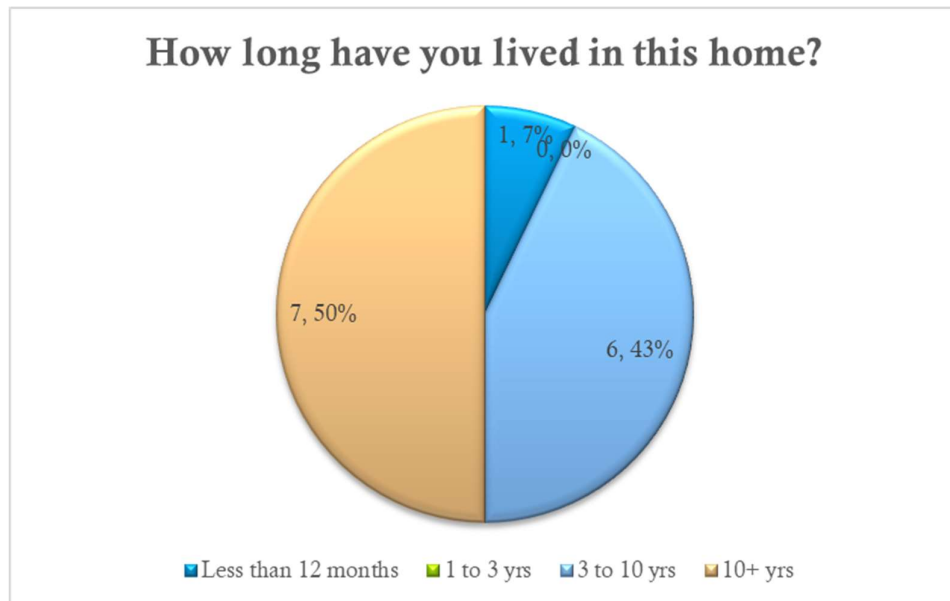


Figure 10.1: Question 1 How long have you lived in your home

Source: JSA, 2023

10.2.2 Question 2 – Are you an owner or a renter?

The majority of respondents (10,71%) were owners, either outright or with a mortgage. Four respondents (29%) were renting their homes.

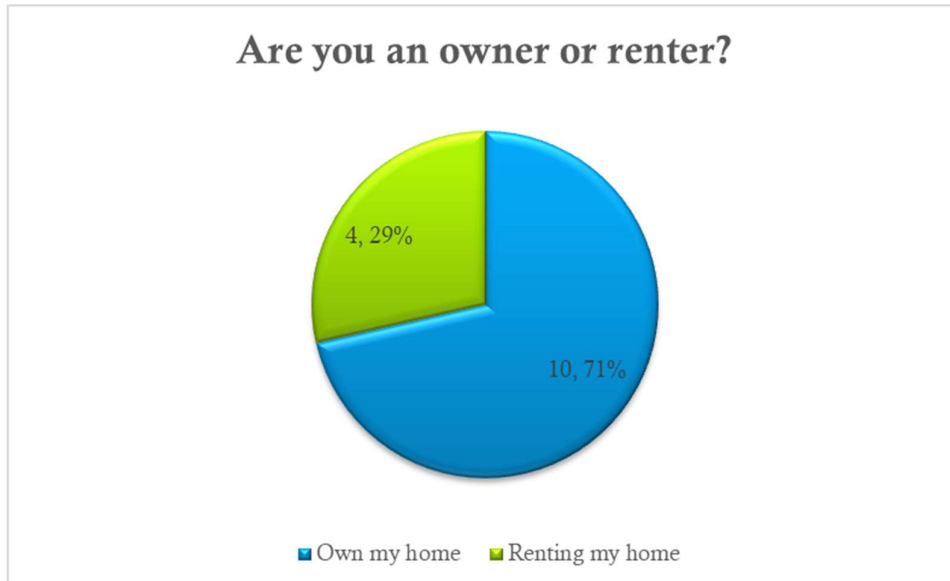


Figure 10.2: Question 2 Are you an owner or a renter

Source: JSA, 2023

10.2.3 Question 3 – What are the best things about living in your neighbourhood?

All 14 respondents answered this question with 18 positive comments. The largest number of comments (7) related to the quiet, peaceful location. Four comments noted the handy location, and being ‘close to town’, and shops and services. Three comments were generally positive, saying they liked “everything” about the neighbourhood, including that it was “peaceful” and “pleasant”. In addition to these comments one resident made a less positive comment that the area was still “Ok” but was once more “nice and quiet”.

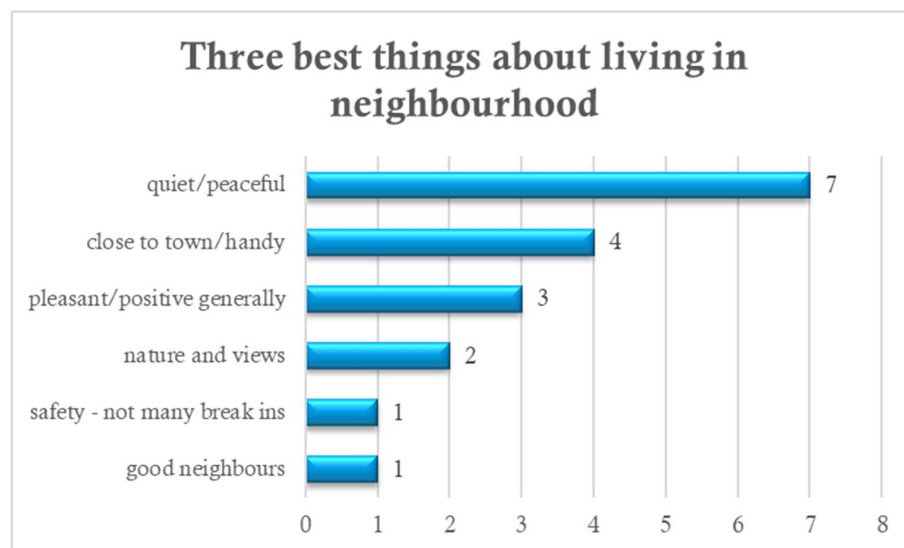


Figure 10.3: Question 3 Best things about living in the neighbourhood

Source: JSA, 2023

10.2.4 Question 4 – What are the main things that you would change about the area if you could?

All residents responded to this question with a total of 15 comments. Four of the respondents said that they would not change anything. Three comments noted the need for more infrastructure including footpaths. Three residents noted the Bunnings delivery trucks, including the very early start of deliveries and resultant noise early in the morning and at different times during the day.

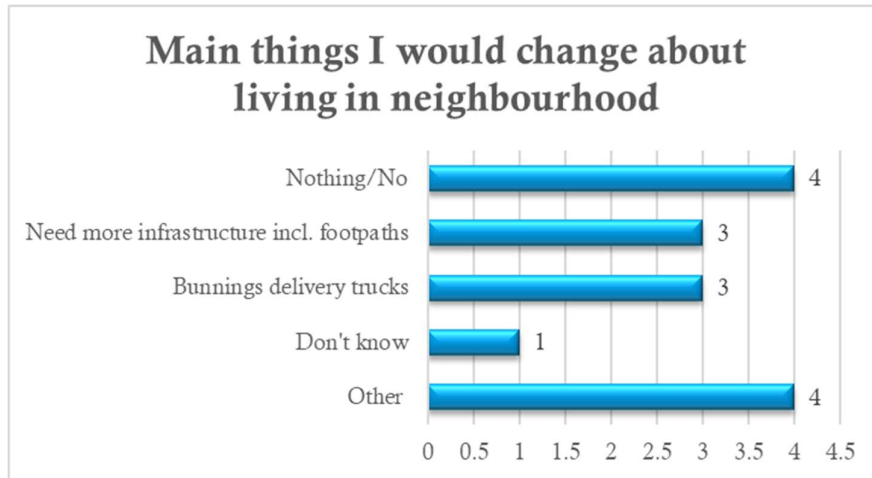


Figure 10.4: Question 4 Main things would change about neighbourhood

Source: JSA, 2023

10.2.5 Question 5 – Overall, how do you feel about living in your neighbourhood?

All residents responded to this question with 93% (13) feeling either very positive or quite positive about living in the neighbourhood. One resident felt fairly negative.

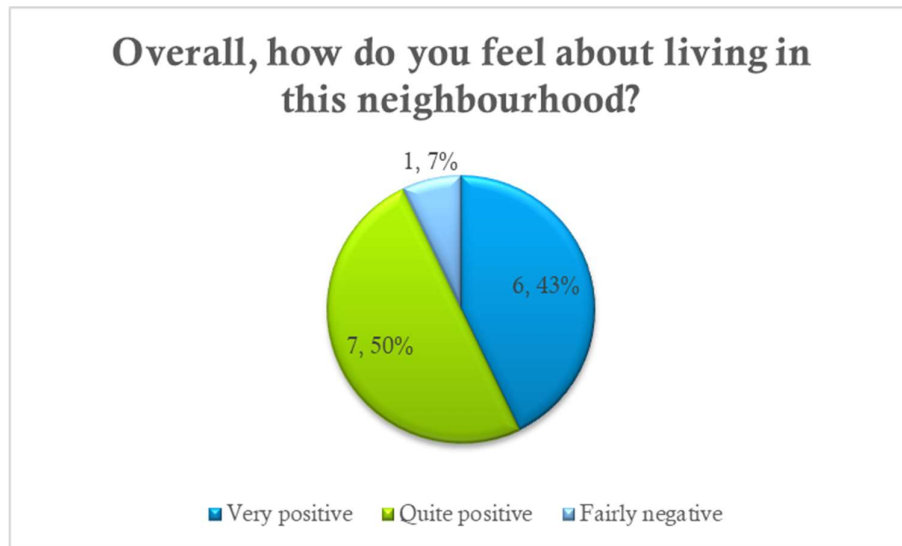


Figure 10.5: Question 5 Overall feeling about living in neighbourhood

Source: JSA, 2023

10.2.6 Question 6 – Were you aware of the planning proposal before today?

The majority of residents (64%, 9) were not aware of the planning proposal. Five residents (36%) were aware of the proposal.



Figure 10.6: Question 6 Aware of the proposal before receiving letter

Source: JSA, 2023

10.2.7 Question 7 – What do you think the positive impacts of the planning proposal will be?

Thirteen residents responded to this question providing 14 comments.

Eight comments (57%) were positive, noting the development would provide more diverse housing that was needed in the area, including rental accommodation (4), with a further 4 respondents commenting that, “it’s all a positive”, “it sounds great to build this here – much needed”, “residential would be alright.” Several residents living on Witherington Ave commented that “it will be a lot quieter than the Bunnings delivery trucks at the moment”.

Two respondents were “not sure” or thought “maybe there will be positive impacts”.

Three comments were generally not positive, commenting that, “I don’t really see any positives” or “nothing really.” One commented that there is a “huge homeless population” that needs accommodation, but that “they probably won’t [be housed] there”.

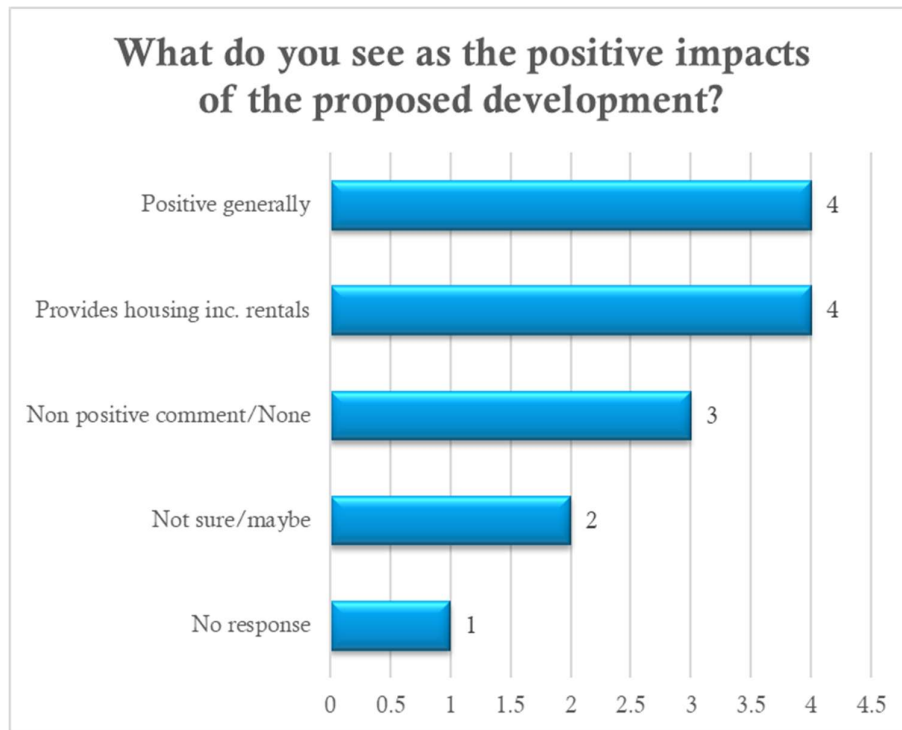


Figure 10.7: Question 7 Positive impacts of the development

Source: JSA, 2023

10.2.8 Question 8 – Do you have any concerns regarding the planning proposal?

Responses to this question were evenly divided with seven respondents concerned about the proposed development and seven not concerned.

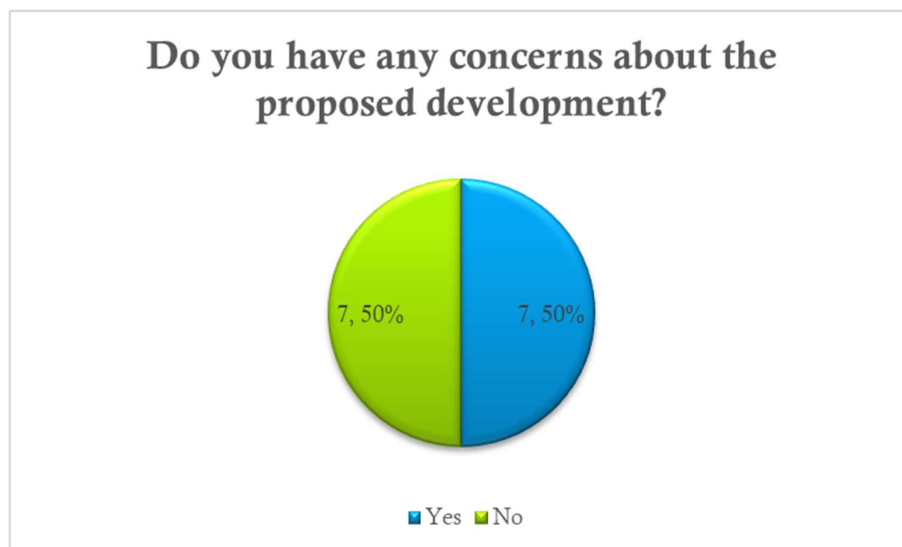


Figure 10.8: Question 8 Any concerns about the proposed development

Source: JSA, 2023

10.2.9 Question 9 – If yes to Qn 8, what are your main concerns?

Six residents expressed concerns making 12 comments. The largest number of comments (4) were about traffic issues including the volume of traffic. Three comments related to concerned about the potential effect on their land values, including loss of views. Three comments related to potential noise problems from residential units.

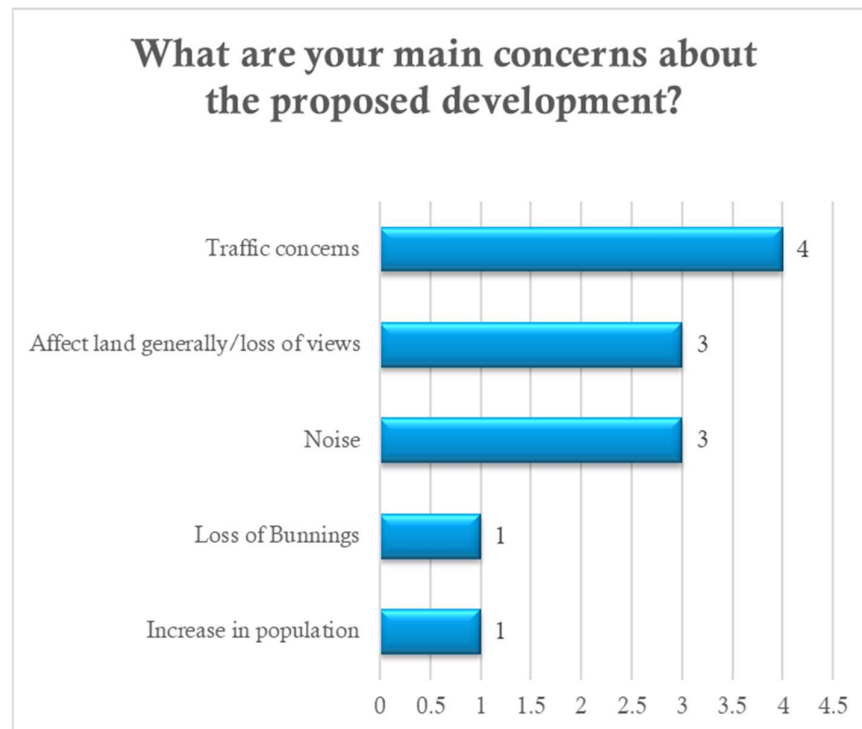


Figure 10.9: Question 9 Main concerns about the proposed development

Source: JSA, 2023

10.2.10 Question 10 – Can you suggest any ways in which your concerns could be addressed?

Only three residents responded to this question suggesting to “keep it as a store”, to provide the “access from St Vincent Street” and that they could suggest “nothing” as a way their concerns could be addressed.

10.2.11 Question 11 – Age of Respondents

The majority of residents (80%, 11) were 55 years old and above. There were no respondents under 18 years of age, two respondents (14%) were aged between 19 and 34 years and one respondent (7%) was aged between 35 and 54 years.

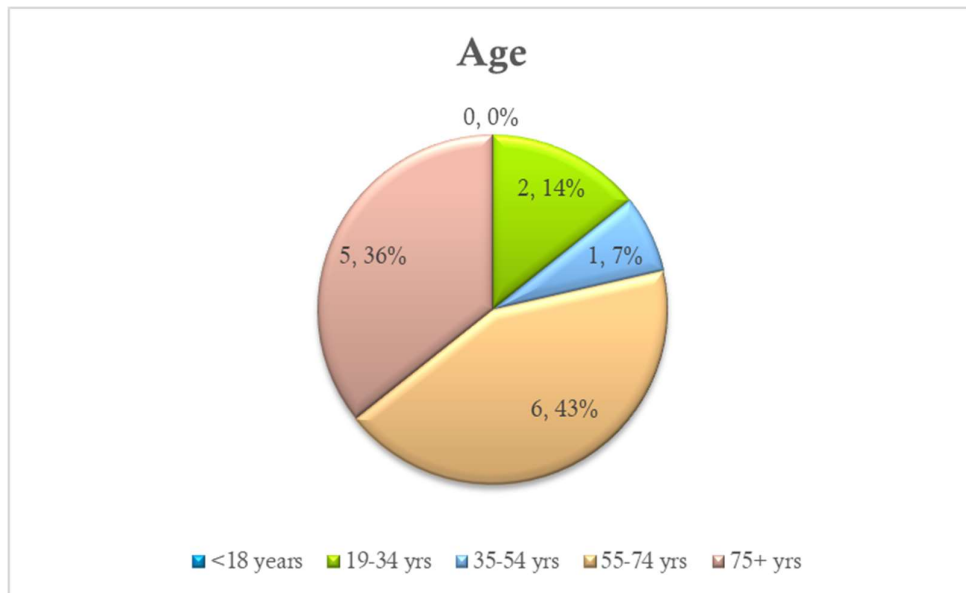


Figure 10.10: Question 11 Age of respondent

Source: JSA, 2023

10.2.12 Question 12 – Gender of Respondents

Nine respondents (64%) were female and five respondents (36%) were male.

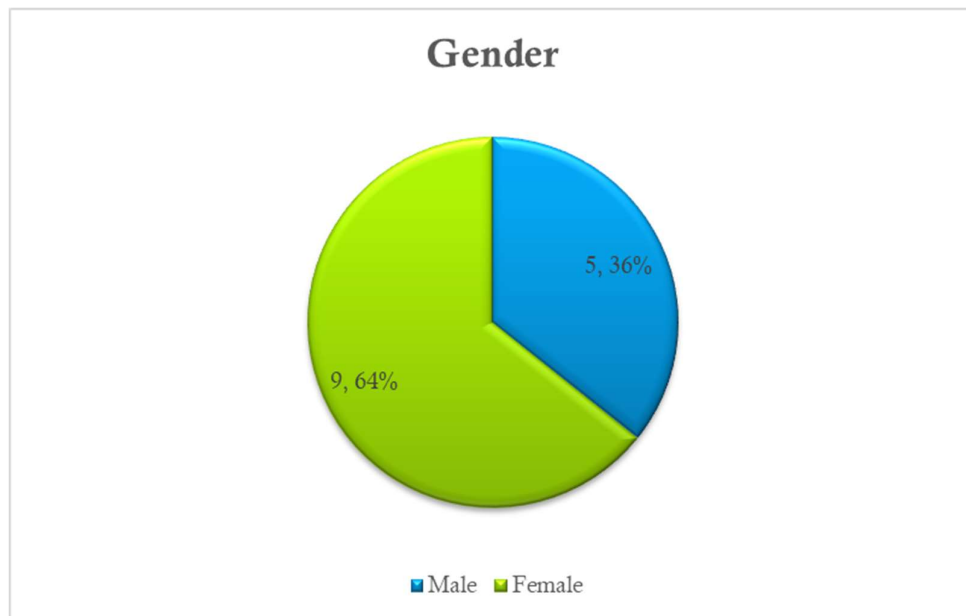


Figure 10.11: Question 12 Gender of respondent

Source: JSA, 2023

10.2.13 Question 13 – Household Composition Type

Of the 14 households surveyed eight (57%) were Lone Person households. Five households (36%) were Couples and one household (7%) identified as Sole Parent with Children.

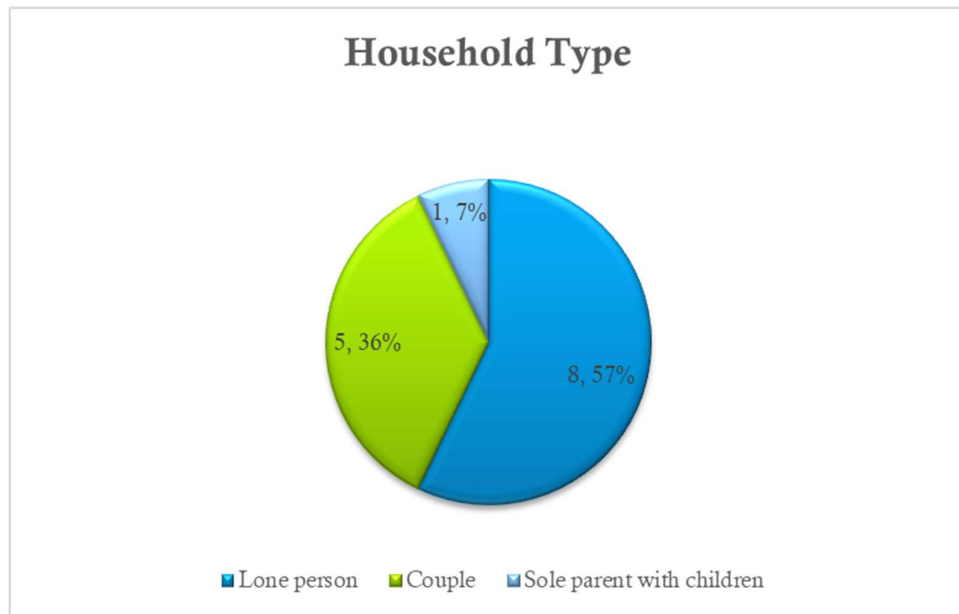


Figure 10.12: Question 13 Household composition of respondent
Source: JSA, 2023