

DRAFT
**SHOALHAVEN
GROWTH
MANAGEMENT
STRATEGY**
2019-2041

DISCUSSION PAPER



Shoalhaven City Council acknowledges the Wodi Wodi, Jerrinja, Wandandian and Murramarang Aboriginal people as the traditional custodians of the land on which we live, work, stay and play. We pay our respects to all Elders past, present and future.

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1. INTRODUCTION

The Shoalhaven Growth Management Strategy (GMS) is a strategic document that is intended to guide the future growth of Shoalhaven to accommodate its growing population while maintaining and protecting the social, economic and environmental values of the City.

The GMS will achieve this by setting the policy framework for land use planning, which will then be implemented through revisions and adjustments to the *Shoalhaven Local Environmental Plan (LEP) 2014* and *Shoalhaven Development Control Plan (DCP) 2014*. The GMS does not itself rezone or change the use of land.

1.1 GMS VERSION 1

In December 2012, Council adopted the Shoalhaven GMS - Version 1 (GMS V1), which incorporated:

- The key outcomes of the Community Strategic Plan (CSP);
- The strategic directions from existing endorsed structure plans and settlement strategies (Nowra-Bomaderry Structure Plan (NBSP), Jervis Bay Settlement Strategy (JBSS) and Milton-Ulladulla Structure Plan (MUSP)); and
- Future direction for the remaining settlements within the Shoalhaven Local Government Area (LGA) where no strategy or plan existed.

The GMS was adopted by Council as a Version 1 (GMS V1), with a Version 2 to follow that would outline future actions and policy guidelines to be prepared with the community, specifically for those areas outside the existing strategy areas that were identified as having potential for future growth (Berry, Kangaroo Valley, Wandandian, Fisherman's Paradise and Lake Tabourie) subject to further investigation/consideration.

The GMS V1 was endorsed by the NSW Government in 2014 and as such is acknowledged in, and forms a supporting document to, the *Illawarra-Shoalhaven Regional Plan (ISRP)*. The GMS V1 can be viewed on Council's website at:

http://shoalhaven.nsw.gov.au/LepRegisterDocuments/Msc/115/GrowthManagementStrategy_Version1.pdf

1.2 ROLE OF THE GMS

The purpose of the GMS is to attempt to manage the social and economic implications of future longer term growth in the Shoalhaven LGA while protecting and preserving the region's environmental values. The GMS is not a legal planning document but rather one that provides direction and guidance for future growth. It provides options for future urban development of the City, taking into consideration the natural values of the area.

As such, the GMS **can**:

- Set the strategic direction of the Shoalhaven LGA for the next 20 years;
- Recommend planning changes and other actions to be specifically investigated or considered;
- Assist with determining:
 - How and where new housing supply is provided;
 - How best to protect areas of environmentally sensitive or culturally significant land from inappropriate development;
 - How best to adapt to a changing environment;
 - Ways to improve the health, lifestyles and prosperity of all residents of Shoalhaven;
 - The best approaches to attract new residents and investment; and
 - How best to plan for and prioritise new infrastructure and renewal.

It is important to note that the GMS **does not** rezone or change the use of land within the LGA; rather, it identifies locations for further investigation for potential future development, subject to further detailed investigations through a public and transparent process as required by the *Environmental Planning and Assessment (EP&A) Act 1979*

2. PURPOSE OF THIS DISCUSSION PAPER

The purpose of this discussion paper is to initiate a discussion within the local community, and provide the opportunity for open dialogue between Council and community to determine whether or not the policy directions outlined in the GMS V1 are still valid, and if further refinement of these policies is required.

We are asking the community to think about **how** the Shoalhaven LGA should grow in the future. In particular, Council is requesting the community to consider the following:

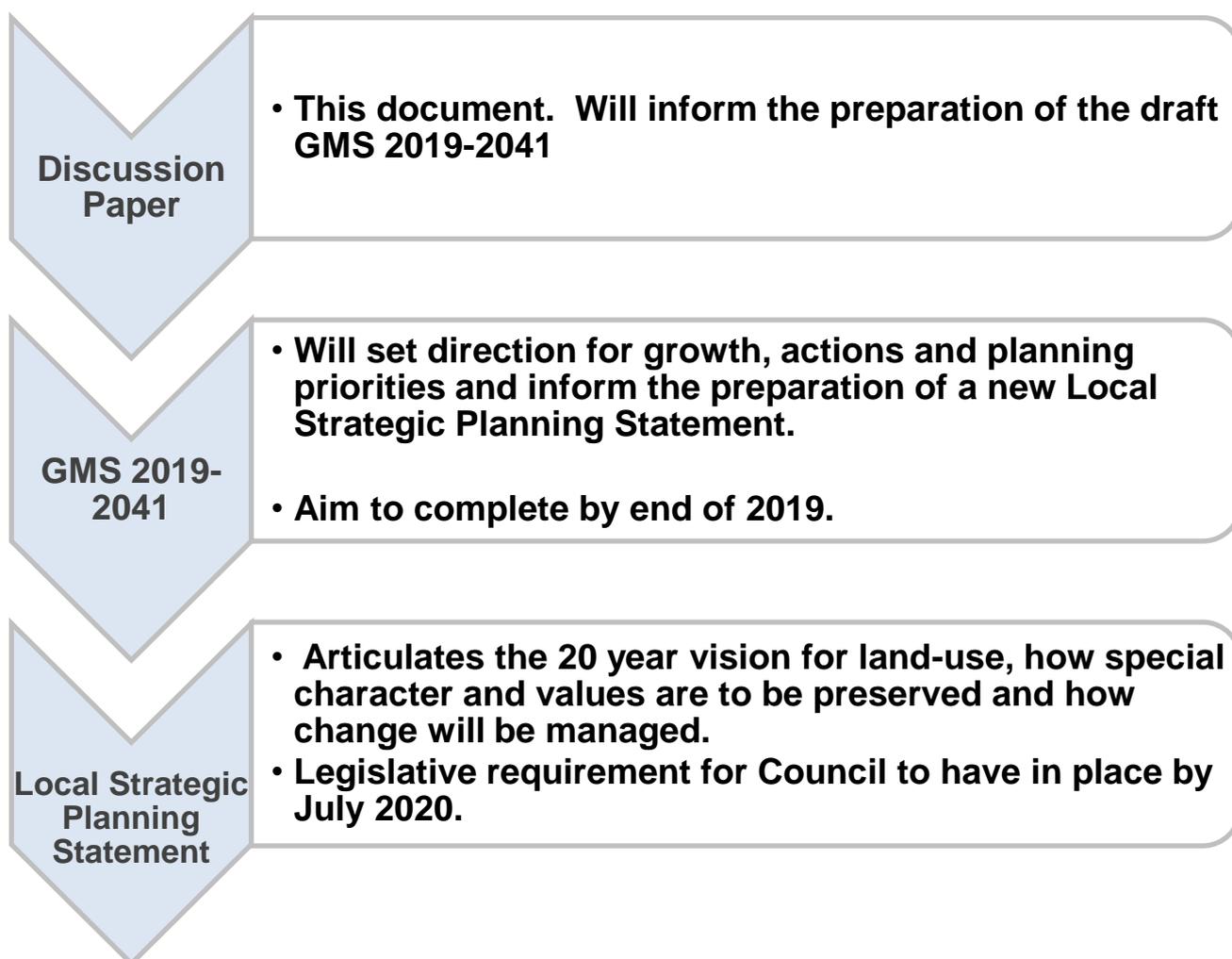
- **Where and how should growth occur?**
- **Which areas should be protected and why?**
- **What trade-offs are acceptable to achieve desired outcomes?**

Discussion Questions

There are a number of discussion questions throughout the document that ask you to think about the information presented in this discussion paper. These questions have been collated in a feedback form located at the end of this document.

The feedback gathered from the community and stakeholders will inform the preparation of the draft GMS 2019 – 2041, which will be presented for the community for review and comment. The GMS will then in turn inform the preparation of a Local Strategic Planning Statement for Shoalhaven, which is a new requirement resulting from recent amendments to the *EP&A Act*.

The diagram below outlines the separate components of the GMS and Local Strategic Planning Statement process.



WHAT IS A LOCAL STRATEGIC PLANNING STATEMENT?

Introduced by NSW government through recent amendments to *EP&A Act* as recognition of the importance of strategic planning by councils, Local Strategic Planning Statements will set out:

- the 20-year vision for land use in the local area
- the special characteristics which contribute to local identity
- shared community values to be maintained and enhanced
- how growth and change will be managed into the future.

The statements will be a succinct and easy to understand document that will allow community members to contribute to and understand the future direction of land use in their area.

The statements must identify the planning priorities for an area and explain how these are to be delivered. They must also show how Council will monitor and report on how the priorities will be implemented.

The statements will shape how the development controls in the local environmental plan (LEP) evolve over time to meet the community's needs, with the LEP the main tool to deliver Council and community's plan.

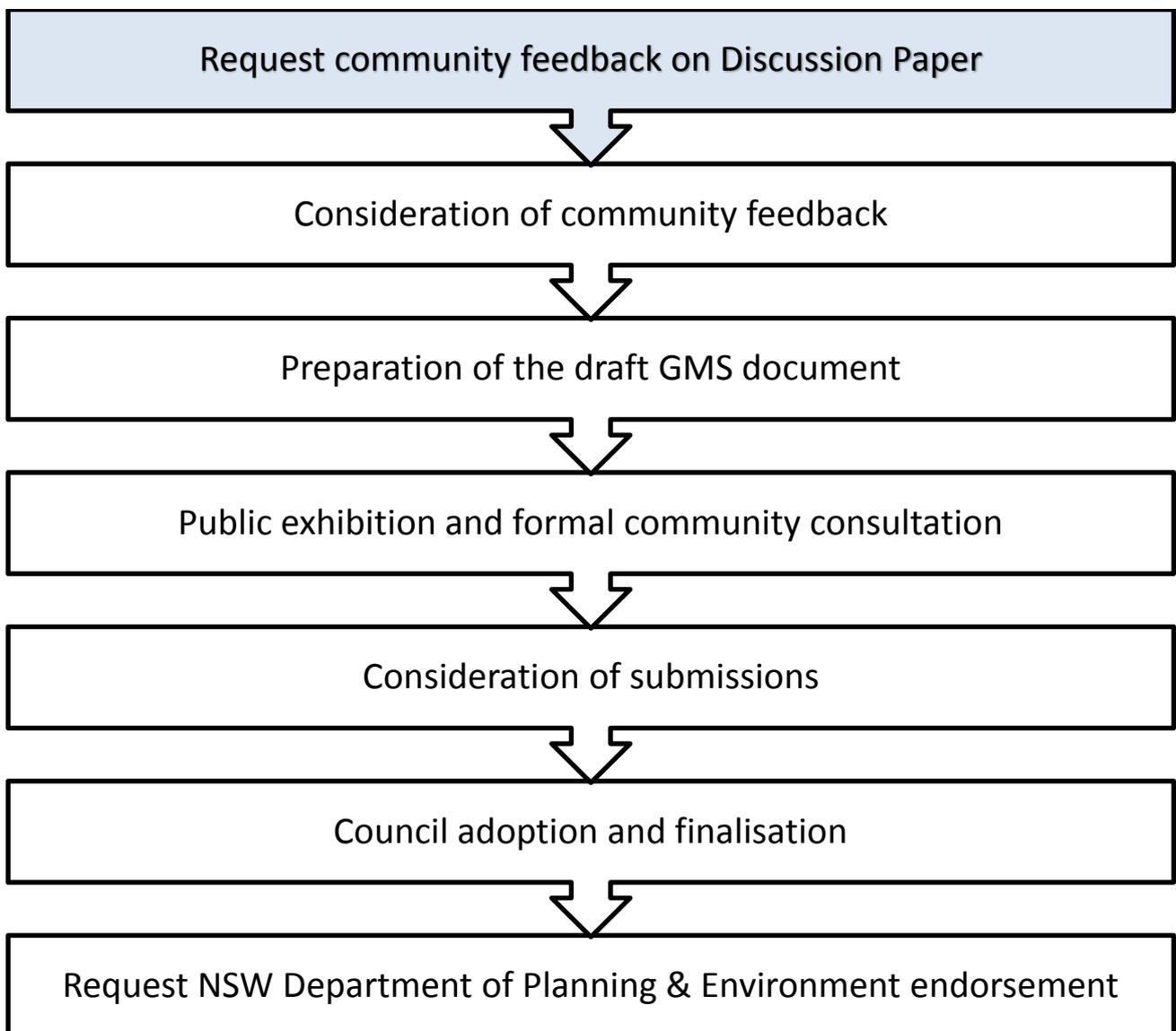
For more information, go to [the Department of Planning and Environment's website](#).

3. THE GMS PROCESS

This discussion paper provides an overview of where we are now in terms of population, forward planning, growth areas and the local economy, and then looks forward to where we might be in 2041 and how we might get there.

As shown in the diagram below, this discussion paper is the first step in the process. There will be further opportunities for the community to be involved in the process as the review of the GMS progresses.

3.1 STEPS IN THE GMS PROCESS



4. WHERE ARE WE NOW?

The Shoalhaven LGA is comprised of a network of 49 towns and villages, with the majority of the existing population located along the coastal fringe in the major centres of Nowra-Bomaderry, Milton-Ulladulla, Huskisson-Vincentia, St Georges Basin District, Culburra Beach and Sussex Inlet. The LGA is characterised by spectacular coastal landscapes, floodplains, rural pasture lands and an extensive network of National Parks, conservation reserves and bushland that supports significant biodiversity values.

Much of the LGA is also impacted by natural hazards including flooding, coastal erosion/inundation, bushfire and acid sulfate soils. As such, future growth needs to be appropriately managed and located in a way that manages risk, is ecologically sustainable and that does not erode the natural characteristics and values of Shoalhaven.

Shoalhaven's natural amenity and lifestyle draws large numbers of new residents and businesses to the area each year, making it one of the fastest growing LGAs in NSW. The region has a significantly higher than average proportion of residents aged 55 and over due to an ongoing in-migration of retirees and out-migration of youth. This places increasing demand on services and infrastructure such as:

- Appropriate and affordable housing;
- Transport networks;
- Recreation opportunities;
- Shopping and community facilities;
- Health services and medical care.

Shoalhaven is also very popular with holiday-makers and day-trippers being the most visited area in NSW outside of Sydney, contributing to significant seasonal fluctuations in population levels and placing additional demands on services and facilities during holiday periods.

The most recent Census was undertaken by the Australian Bureau of Statistics (ABS) in 2016 and the usual resident population of Shoalhaven City at that date was 99,650, living in 54,520 dwellings with an average household size of 2.31. The ABS estimated resident population in 2017 had risen to 103,012.

The following table provides a snapshot of the 2016 Census data for the Shoalhaven LGA, compared to Regional NSW, NSW as a whole, and Australia.

Shoalhaven City 2016

↔ No significant change since previous Census (less than ±0.5%) ▲ Increased since previous Census ▼ Decreased since previous Census

Median age

48 ▲(2)

Regional NSW	43 ▲
New South Wales	38 ↔
Australia	38 ▲

Aboriginal and Torres Strait Islander Population

5.5% ▲(0.9%)

Regional NSW	5.5% ▲
New South Wales	2.9% ↔
Australia	2.8% ↔

Couples with children

22% ▼(-1.3%)

Regional NSW	25% ▼
New South Wales	32% ↔
Australia	30% ↔

Older couples without children

17% ▲(1.4%)

Regional NSW	13% ▲
New South Wales	10% ▲
Australia	10% ▲

Lone person households

27% ↔(0.3%)

Regional NSW	26% ↔
New South Wales	22% ▼
Australia	23% ↔

Medium and high density Housing

9% ↔(0.1%)

Regional NSW	17% ▲
New South Wales	33% ▲
Australia	27% ▲

Median weekly household income

\$994 ▲(\$180)

Regional NSW	\$1,166 ▲
New South Wales	\$1,481 ▲
Australia	\$1,431 ▲

Median weekly mortgage repayment

\$346

Regional NSW	\$366
New South Wales	\$456
Australia	\$409

Median weekly rent

\$284

Regional NSW	\$278
New South Wales	\$384
Australia	\$339

Households renting

24% ↔(-0.4%)

Regional NSW	26% ↔
New South Wales	30% ▲
Australia	29% ▲

Households with a mortgage

25% ▼(-1.4%)

Regional NSW	29% ▼
New South Wales	30% ▼
Australia	32% ▼

Overseas born

13% ↔(0.2%)

Regional NSW	11% ↔
New South Wales	28% ▲
Australia	26% ▲

Language at home other than English

4% ▲(0.6%)

Regional NSW	6% ▲
New South Wales	25% ▲
Australia	21% ▲

University attendance

2% ↔(0.1%)

Regional NSW	3% ↔
New South Wales	5% ▲
Australia	5% ▲

University qualification

12% ▲(1.9%)

Regional NSW	14% ▲
New South Wales	23% ▲
Australia	22% ▲

Trade qualification (certificate)

26% ▲(1.7%)

Regional NSW	24% ▲
New South Wales	18% ↔
Australia	19% ▲

Unemployment rate

6.7% ▼(-1.0%)

Regional NSW	6.6% ↔
New South Wales	6.3% ↔
Australia	6.9% ▲

Participation rate (population in labour force)

47% ▼(-1.3%)

Regional NSW	55% ▼
New South Wales	59% ↔
Australia	60% ▼

Public transport (to work)

1% ↔(0.1%)

Regional NSW	2% ↔
New South Wales	16% ▲
Australia	11% ▲

SEIFA index of disadvantage 2016

964

Regional NSW	970
New South Wales	1,001
Australia	1,002

Homeless persons estimated 2016 *

279

* Source: ABS, 2049.0 Estimating Homelessness, 2016

4.1 AGEING POPULATION

The continuing in-migration of retirees seeking a coastal lifestyle ('sea-changers') and out-migration of youth have resulted in a significantly higher median age in Shoalhaven compared to the median age of Regional NSW and the median age of NSW as a whole. The median age is predicted to increase as the "baby boomer" generation continues to retire over the next decade. The change in the City's age structure over the past decades is demonstrated in the age-sex pyramids for 1991 and 2016 in Figure 1 below.

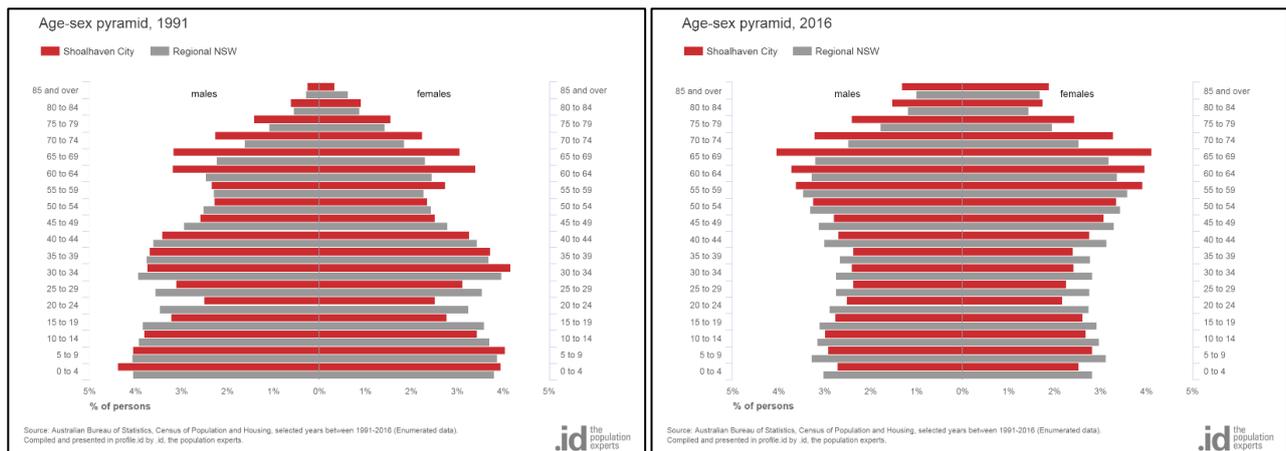


Figure 1: Change in age structure from 1991 (left) to 2016 (right).

This increasing age of the population is placing additional demand on the provision of appropriate and affordable housing, transport, recreation, shopping and community facilities and services such as health and medical care.

Households in the LGA are expected to continue to become increasingly dominated by singles and childless couples, primarily made up of the 65+ age group. This has significant implications for the mix of housing and range of services needed in the area. For example, the current housing stock caters more for larger households, with 87% of all dwellings being detached and only 19% being 1 and 2-bedroom dwellings.

4.2 DISADVANTAGED POPULATION

The Socio-Economic Indexes for Areas (SEIFA), a product developed by the ABS that ranks areas in Australia according to relative socio-economic advantage and disadvantage, ranks the Shoalhaven lower (i.e. more disadvantaged) in comparison to Regional NSW and NSW as a whole, which have higher SEIFA indexes. Shoalhaven scores at or near the bottom 40% for all indicators, putting it in the lowest 40% of areas for disadvantaged.

4.2.1 PUBLIC TRANSPORT

Public transport options within Shoalhaven are limited. Buses travel between the larger towns and service the extended urban areas of Nowra and Ulladulla, however, the services are infrequent and not well patronised. The rail link north to Wollongong and Sydney is well utilised but the lack of electrification south of Kiama results in a less than optimal service and overcrowding has been identified as an issue. A direct bus route from Sydney to Melbourne makes a number of stops throughout the City. When compared to other non-metropolitan regional areas the Shoalhaven is disadvantaged due to a lack of a passenger airport service and rail links throughout the City. Passenger air services require connecting travel by road or rail to Sydney Airport, some two to three hours to the north. This lack of public transport ranks highly as an issue in Council's regular community surveys.

4.2.2 UNEMPLOYMENT

In 2016 15% of all Shoalhaven young people aged 15-19 were unemployed and 11% of all young people aged 20-24 were unemployed, much higher than the State average of 18% and 11% respectively. The unemployment rate for indigenous people is 2.5 times greater than for Shoalhaven as a whole (source: ABS 2016).

4.2.3 INCOME

The median gross weekly household income in Shoalhaven is around 75% lower than for Greater Sydney, and lower even than Regional NSW. Shoalhaven has a higher than State average of persons with a disability, single parent households and low income households, as well as a lower participation rate in the work force. This is related to the older age structure in the LGA, as well as the more disadvantaged demographic profile overall.

4.2.4 HOUSING STRESS

Shoalhaven has the highest level of housing stress in the Illawarra-Shoalhaven Region. Although housing in the Shoalhaven LGA is still lower in cost compared with much of the Illawarra, the incomes of local people are also much lower due largely to a very high level of older people on pensions and benefits, the influx of lower income households from Sydney seeking cheaper accommodation, and high levels of overall social disadvantage in the LGA (*Shoalhaven Affordable Housing Strategy 2017*).

4.2.5 HOMELESSNESS

Visible homelessness has emerged as a local issue; there were an estimated 279 homeless persons in Shoalhaven in 2016 (source: ABS 2016).

4.2.6 HEALTH

Many doctors' practices within Shoalhaven are under pressure and a number currently have their books closed to new patients. Shoalhaven District Hospital (including the Shoalhaven Cancer Centre) and Nowra Private Hospital in the north and Milton Hospital in the south provide a base level of health services to the area, however, a number of services are

operated as outreach services from Wollongong. For other services, patients must travel or be transferred to Wollongong or Sydney.

Illawarra Shoalhaven Local Health District Health has prepared a Strategic Directions document to set a clear direction for the organisation that focuses on serving the community and forward planning. They have also recently released for public comment a master plan for Shoalhaven District Memorial Hospital which considers the types of buildings that are needed to best support the health care needs of the local population through to 2027. Further detailed planning and design, as well as capital funding, would be required before any redevelopment or expansion projects can proceed.

4.3 SUPPLY OF RESIDENTIAL ZONED LAND

The NSW Department of Planning and Environment (DP&E) is responsible for administering a monitoring program called the *Illawarra-Shoalhaven Urban Development Program (UDP)* that looks at the current and future provision of housing supply for the region. Table 1 below summarises the most recent information relating to potential dwelling yield for the Shoalhaven LGA based on the data from the *UDP*.

WHAT IS A DWELLING?

A dwelling is defined in Shoalhaven LEP 2014 as a room or suite of rooms occupied or used or so constructed or adapted as to be capable of being occupied or used as a separate domicile. Thus a 'dwelling house' contains one dwelling, a 'dual occupancy' contains two dwellings and 'multi-dwelling housing' contains 3 or more dwellings.

4.3.1 GREENFIELD LAND SUPPLY

Greenfield land is the rezoning of non-urban land, such as rural land, for residential purposes and includes land that has already been zoned ready for development and land yet to be rezoned. The table below show the current and future supply of greenfield residential zoned land.

Table 1 Supply of current and future greenfield residential zoned land in Shoalhaven

Number of lots	Currently zoned and serviced	Currently zoned and to be serviced in next 5 years	Currently zoned and to be serviced in 5+ years	Investigation areas (not yet zoned or serviced)	Total of potential greenfield lots
Location					
Nowra-Bomaderry	467	1,856	3,005	5,006	10,334
Jervis Bay & St Georges Basin	150	0	0	0	150
Ulladulla	840	0	0	0	840
Rest of LGA	324	1,030	0	0	1,354
Total for Shoalhaven LGA	1,781	2,886	3,005	5,006	12,678

Note: This table is based on hypothetical dwelling yields that may not be fully achieved due to servicing constraints, environmental issues etc.

This table includes figures for several investigation areas that were identified as part of the NBSP but require further investigation to determine their suitability for residential development. These areas are:

- Crams Road long term investigation area (current planning proposal process underway)
- Bamarang investigation area (not currently being investigated)
- Meroo Meadow long term investigation area (not currently being investigated)

There are also other planning processes that are currently underway that may result in additional greenfield residential zoned land in various locations throughout the LGA. These include:

- *Hitchcocks Lane, Berry*
Council is currently working on a Planning Proposal that seeks to rezone land at Hitchcocks Lane on the southern edge of Berry to allow low density residential development (approximately 150 lots).
- *Halloran Planning Proposals*
Council is currently working on a Planning Proposal that seeks to rezone land in the Callala Bay and Currarong localities for residential (approximately 700 lots) and environmental purposes. Council is also working on a separate Planning Proposal that seeks to rezone land in Culburra Beach for residential, commercial, industrial, recreation and environmental purposes (dwelling and job numbers to be determined).

- *Bayswood Residential Subdivision*

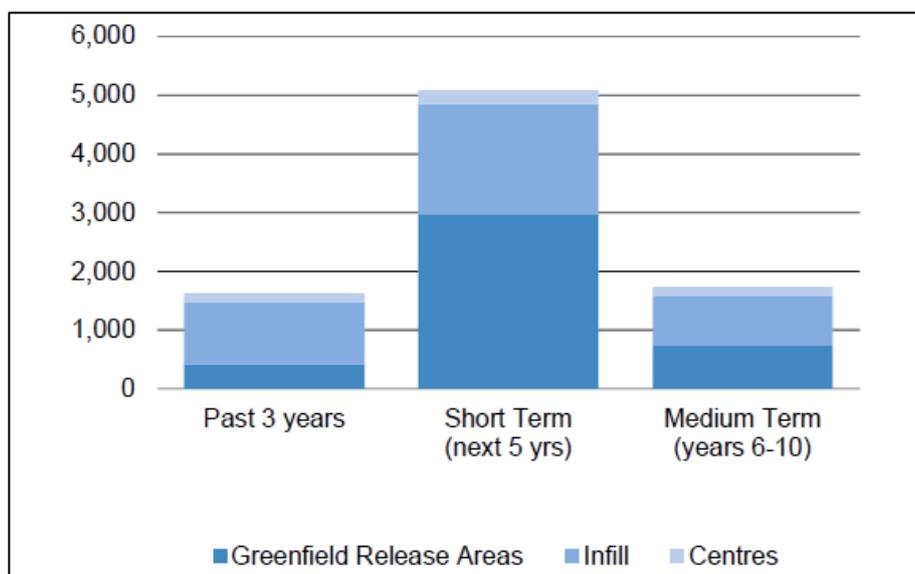
The NSW State Government are currently considering a modification to the existing major project approval to rezone the undeveloped business-zoned land at Bayswood Vincentia (northeast and southeast of the Vincentia Marketplace) to residential to enable further residential development. This application is currently under consideration, with the outcome and final number of lots yet to be determined.

The table above shows that, overall, the Shoalhaven LGA is well-placed to provide greenfield residential land into the future. However, there is uncertainty as to whether the predicted yields be achieved due to possible factors beyond Council’s control such as land tenure, potential unidentified site constraints, servicing issues, and the like. It should also be noted that all of the longer term supply of land is located in the Nowra-Bomaderry area.

4.3.2 INFILL RESIDENTIAL DEVELOPMENT

Additional housing supply will also come from infill development, which is the development of vacant land or the re-development of under-utilised land within existing urban areas. This includes the construction of dual occupancies and multi-dwelling housing developments such as villas, townhouses and apartment buildings.

Dwelling yields for infill development are difficult to forecast and are generally based on market demand and historical trends. The average number of dwellings provided throughout Shoalhaven through infill development over the past three (3) years is 403 dwellings per year. If this rate continues, the additional number of dwellings provided through infill development by 2041 could potentially be 7,200. It is important to note, however, that this number may be limited by a range of factors such as the availability of suitable land, market demand and economic feasibility. Figure 2 below shows the DP&E’s forecast dwelling supply for Shoalhaven for the next 10 years and combines greenfield and infill/centres dwelling supply.



Note: Centres data is infill development within identified centres in the UDP

Figure 2: Dwelling supply in the Shoalhaven LGA for the medium-term.

4.4 SUPPLY OF RURAL-RESIDENTIAL ZONED LAND

Council often receives enquiries from rural landowners who wish to rezone their land to enable rural-residential development.

Rural-residential development is the use of rural land primarily for residential purposes. This type of land use/development may be located on the fringe of urban centres, and generally of a size from 2000-10,000m² with access to reticulated water and sewerage; or may be located within a rural environment, ranging in size from 1-10 hectares and being reliant on rainwater collection and on-site effluent disposal.

There are a range of positive and negative impacts associated with rural-residential development, as summarised Table 2 below.

Table 2: Potential impacts of rural-residential development in the Shoalhaven LGA.

Positive impacts	Negative impacts
<ul style="list-style-type: none"> + Provides lifestyle choice in areas of high amenity. + Allows for small scale primary production, e.g. plant nurseries. + Provides space for businesses or hobbies with large space requirements, e.g. room to store large equipment, paddocks for horses or livestock, hobby farms and the like. 	<ul style="list-style-type: none"> - Clearing of native vegetation. - Changes in soil stability, increased erosion, decreased biodiversity. - Weed invasion. - Cumulative impact of effluent disposal systems. - Predation of wildlife by domestic pets. - Risk to life from bushfire. - Increased cost to service outlying areas due to dispersed nature e.g. rubbish collection. - Visual impact on landscape. - Loss of productive agricultural land. - Land use conflict between agricultural and residential activities.

Council's last comprehensive review of rural land, including the supply of rural-residential land, was undertaken in the 1990s. The review resulted in the Rural Plan amendments to the *Shoalhaven LEP 1985* in 1999, when a number of rural areas were re-zoned to enable rural-residential subdivision and development.

Given the length of time that has elapsed since this review, and the prevalence of enquiries from rural landowners wishing to have their land rezoned to enable future subdivision for rural-residential development, it is timely to undertake a review of the existing stock of rural-residential zoned land throughout Shoalhaven.

A desktop analysis has been undertaken of land currently zoned:

- RU4 Primary Production Small Lots;
- R5 Large Lot Residential;
- E4 Environmental Living, and
- Those areas zoned R2 Low Density Residential that were previously zoned 2(a2) and 2(a3) under *Shoalhaven LEP 1985*.

It is important to note that this analysis was undertaken on the basis that:

- Concessional lots or the former 'special lifestyle areas' under *Shoalhaven LEP 1985* are not included.
- Potential new lots are based on a theoretical maximum number of lots based on existing lot sizes and minimum lot sizes under the provisions of the *SLEP 2014*. Actual yields may be lower due to site constraints.

Table 3: Existing and potential lot yield of rural-residential zoned land

Type	Zoned area (ha)	Existing number of lots	Potential new lots	Total lots (existing & potential)
Rural residential	5390.53	2417	1043	3460
Urban fringe rural residential	462.19	922	136	1058
Total	5852.72	3339	1179	4518

The above analysis indicates that Shoalhaven is well-supplied with rural-residential style lots, with nearly 6,000ha of land being used or available for this type of development. In addition, the above desktop analysis indicates the potential for an additional 1179 lots, which are yet to be realised and could satisfy the demand for additional rural-residential lots for a number of years. Further, the NSW Government has not traditionally supported rural residential development due to it being an inefficient use of land and the range of issues associated with it.

Discussion Question

1. Do you agree with a continued policy of no further rezoning of land for rural-residential style subdivision and development? What are the reasons for your option?

4.5 SUPPLY OF EMPLOYMENT LANDS

The supply of well-located and appropriately zoned land for employment uses is important to sustain and grow the economy of the City. Shoalhaven's supply of employment land is spread throughout the City, as can be seen in Table 4 below. It is important to note that there is uncertainty as to how much of the undeveloped land can actually be developed given a number of constraints that may exist such as land tenure (for example land returned to Local Aboriginal Land Councils through the land claim process) and environmental constraints such as significant vegetation or flooding risk.

The *Shoalhaven Economic Development Strategy 2017-2026* outlines a 10 year vision for Council's involvement in economic development. Building on the area's competitive advantages across core economic drivers, the Strategy proposes directions across a range of industry sectors and Council activities that also align with Council's broader commitments to its resident and business communities through its *Community Strategic Plan (CSP)*.

An audit of the current and future supply and demand of business zoned land (B1-B5, B7) may need to be undertaken to determine future provision of commercial land. However, Council will not be considering back-zoning commercial land as there is a need to protect existing zoned land for the future.

Table 4: Supply of business, industrial and village zoned land by locality

Locality	Industrial zones (Hectares)	Business zones (Hectares)	RU5 Rural Village (Hectares)
Kangaroo Valley			31.8
Berry	8.4	4.5	
Shoalhaven Heads	1.6	4.1	
Bomaderry	104.3	46.3	
Cambewarra Village		0.4	
West Nowra	5.1		
Cabbage Tree Lane		1.8	
Nowra	1	95.2	
Worrigeer		7.9	
South Nowra	332.5	134.7	
Yerriyong		42.9	
Greenwell Point	2.1	3.9	
Culburra Beach	2.2	18.7	
Callala Bay		1.2	
Callala Beach		0.2	
Currarong		0.1	
Tomerong			98.1
Woollamia			13.7
Huskisson	23.6	16.9	
Vincentia		14.8	
Erowal Bay		0.5	
Sanctuary Point	14.1	3.7	
St Georges Basin	9.8	25.4	
Basin View	15.7	0.5	
Wandandian/Bewong			31.2
Sussex Inlet	60.3	8.9	
Fishermans Paradise			38.9
Manyana		1.1	
Lake Conjola			84.2
Conjola Park			24.9
Milton	3.9	4.9	
Narrawallee		0.6	
Mollymook Beach		1.5	
Mollymook		8.9	
Ulladulla	74.1	39.7	
Burrill Lake		2.7	
Lake Tabourie			50.1
Bawley Point		2	63
Kioloa			91.5
Depot Beach			7.3
North Durras			16.1
Totals	658.7	494	550.8

4.5.1 RETAIL HIERARCHY

Council recently commissioned a consultant to prepare a retail hierarchy review for the Nowra Bomaderry urban area. The report will be publicly exhibited in the near future. The principles in the final adopted report will inform the GMS for Nowra Bomaderry and possibly be applied to other areas. This may result in a review of permissible uses in the business zones, or of the location of those zones, and/or the possible inclusion of additional provisions in the SLEP 2014 and SDCP 2014 to protect the primacy of town centres.

Discussion Question

2. *Should a review of business zoned land be undertaken by Council in the future, do you consider that:*
 - a. *The existing business zones are flexible enough, or are they too flexible?*
 - b. *The existing business zones are in the right location and are of appropriate size for each settlement?*
3. *Should town centres be protected by limiting what types of commercial uses can be developed in fringe commercial areas?*

4.5.2 RU5 RURAL VILLAGE ZONE

As can be seen in Table 4 above, the existing RU5 Village zone applies to a number of small rural villages: Kangaroo Valley, Tomerong, Woollamia, Wandandian/Bewong, Fishermans Paradise, Lake Conjola, Conjola Park, Lake Tabourie, Bawley Point, Kioloa, Depot Beach and North Durras.

The village zone has traditionally been a very flexible zone that permits a diverse range of land uses, including business premises, depots, offices, retail premises and the like. This reflects the varied pattern of development in the villages in the past, as well as their limited potential for further outward expansion.

While Kangaroo Valley and Wandandian continue to support a variety of uses, land in the remaining villages is predominantly residential and unlikely to be developed or utilised for employment related uses. As such, there may be a need to consider whether zone RU5 remains appropriate, or whether an alternate zone (for example, a residential zone) better reflects the current and likely future land use in these villages. Another option is to review and update the range of permitted land uses in zone RU5 in the *SLEP 2014*.

Discussion Question

4. *Should a review be undertaken of the areas currently zoned RU5 Village to determine if the zone is still appropriate?*
5. *Should a review be undertaken of the permissible land uses in the RU5 Village zone?*

4.5.3 EMPLOYMENT USES IN OTHER ZONES

There are a range of other employment uses that could be acceptable outside of business zones, which could assist with increasing the creation of small businesses and employment in Shoalhaven. Council could consider allowing more flexibility in the residential zones and rural land with lower land capabilities (RU2 Rural Landscape). An example could be permitting a yoga studio in a residential zone (recreation facility (indoor)).

Discussion Question

6. *Should a wider range of business uses be permissible in residential zones, for example, allowing childcare centres, seniors living, medical centres, community uses, recreation facilities (indoor) in the R2 Low Density Residential zone?*
7. *Should a wider range of business uses be permissible in the RU2 Rural Landscape zone, for example childcare centres, function centres?*

4.5.4 SUPPLY OF INDUSTRIAL ZONED LAND

Having an adequate supply of appropriately located and serviced industrial land ensures that Shoalhaven is in a position to provide sites for new and relocating businesses that provide important employment for the region. The value of wages earned by employees in manufacturing in Shoalhaven was \$197.9 million per annum based on the 2016 Census data, making up 6.8% of all wages and salaries earned in Shoalhaven. An adequate supply of industrial land ensures that the price of industrial land remains competitive and does not become a deterrent for businesses considering establishing themselves in the area.

Shoalhaven has a bank of regionally significant industrial land at South Nowra in and adjoining Flinders Estate, and at Albatross Aviation Park, which should service the area for the next 20 plus years.

In managing the supply of employment land into the future, Council will need to consider whether future industrial development should continue to be dispersed throughout the City, or whether it should be consolidated around existing major industrial areas such as Bomaderry, South Nowra and Ulladulla. There is a need to consider the environmental constraints, availability of services, ability to provide lots at appropriate sizes and access to transport links.

An audit of the current and future supply and demand of industrial land may need to be undertaken to determine future provision of industrial land.

Discussion Question

8. *Would you rather see future industrial zoned land provided in centralised locations, such as Bomaderry, South Nowra and Ulladulla, or smaller industrial zones maintained throughout the LGA, or both?*

4.6 RELATIONSHIP TO OTHER COUNCIL LAND USE PLANNING STRATEGIES

4.6.1 STRATEGIES

Although the GMS V1 reflected and provided a summary of Council's adopted structure plans and strategies, it did not revisit the content, actions or future directions of any of the following:

- Milton Ulladulla Structure Plan (MUSP) - completed 1996
- Jervis Bay Settlement Strategy (JBSS) - completed 2003
- Sussex Inlet Settlement Strategy (SISS) - completed 2007
- Nowra Bomaderry Structure Plan (NBSP) - completed 2006

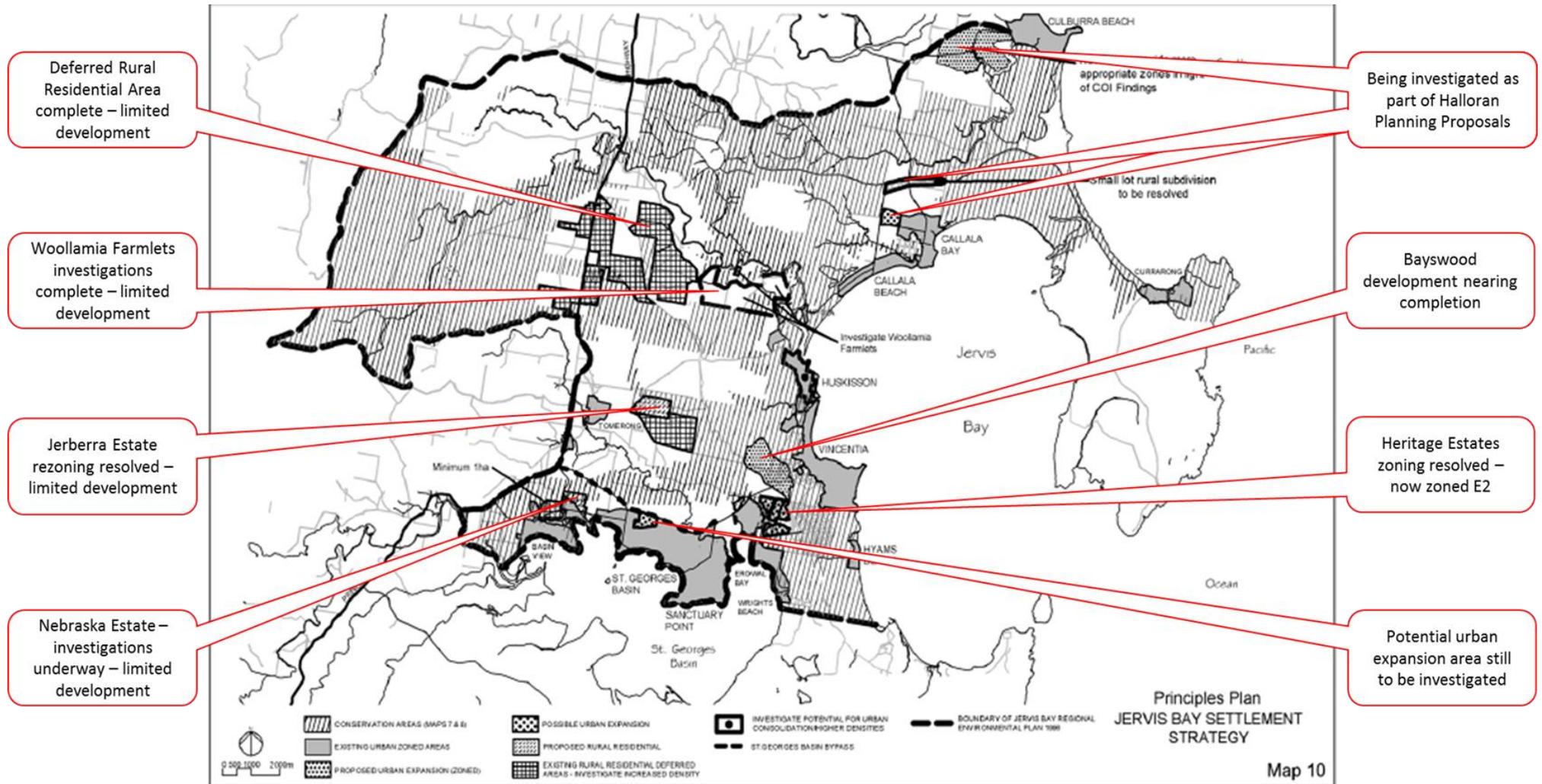
Due to the length of time that has elapsed since the completion of the JBSS and the MUSP, and the extent to which the actions from these strategies have been resolved, it is timely to review the content of each of these strategies. As such, it is considered appropriate and Council has resolved to incorporate the review of the JBSS and MUSP into the GMS 2019-2041 to consolidate any outstanding actions and consider the future direction of these areas and the wider LGA concurrently.

A summary of actions and outcomes from the JBSS and MUSP is provided in **Attachment A**. Further information, including copies of the existing JBSS and MUSP documents, can be found at:

- JBSS: <https://shoalhaven.nsw.gov.au/My-Council/Policies-plans-strategies/Planning-register?View=msc&id=M0218&amendment=0>
- MUSP: <https://shoalhaven.nsw.gov.au/My-Council/Policies-plans-strategies/Planning-register?View=msc&id=M0272&amendment=0>

Figure 3 gives a snapshot of the major actions coming out of the JBSS. A number of the major actions have been completed or are current projects.

Figure 3: Jervis Bay Settlement Strategy Overview



Given that the MUSP was completed in 2006, its outcomes and directions were largely implemented through the Milton-Ulladulla LEP amendment in 2003. However, the MUSP contains Principles that were developed in consultation with the community, which may still be relevant. The Principles provide the foundation to the planning of the southern Shoalhaven in general, and to the future urban structure of Milton and Ulladulla in particular. These Principles are as follows:

- *Principle 1: Keeping Our Lifestyle*
- *Principle 2: Balancing Natural and Built Environments*
- *Principle 3: Making Money Locally*
- *Principle 4: Sharing with Visitors*
- *Principle 5: Moving Around the Area*
- *Principle 6: Maintaining a Supportive and Co-Operative Community*

These six (6) Principles are provided in detail in **Attachment B**.

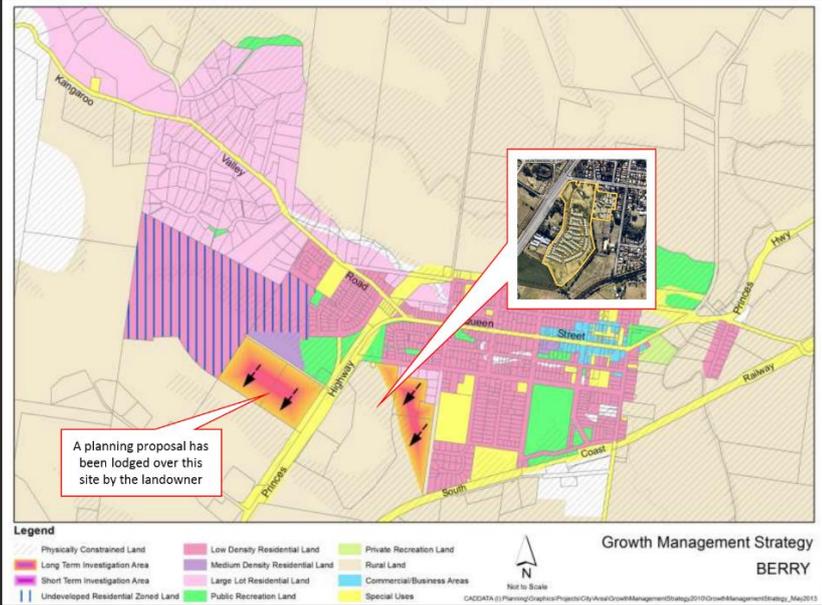
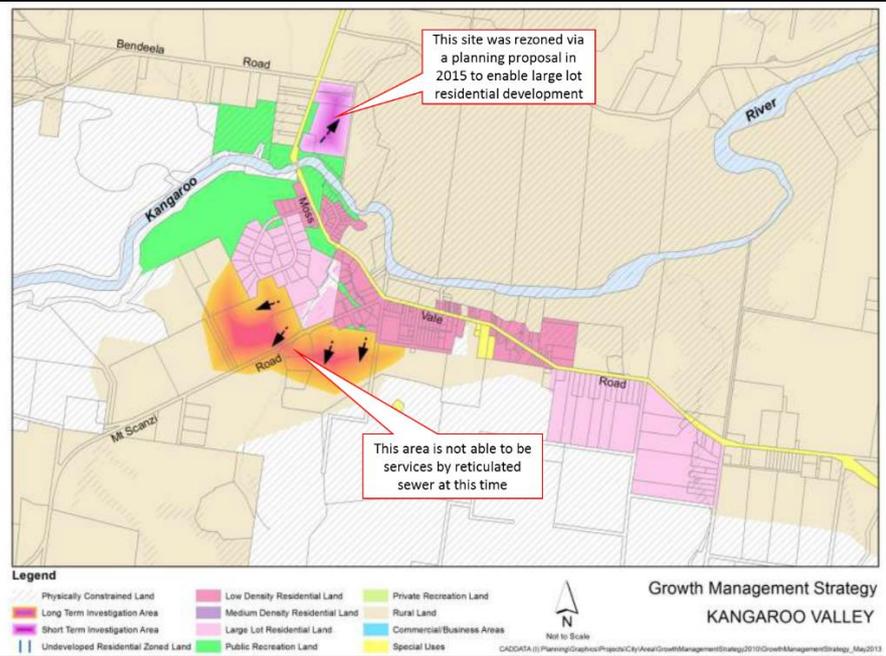
Discussion Questions

9. *Should Council incorporate specific Objectives Actions, or Planning Principles from the JBSS and/or MUSP into the GMS 2019-2041?*
10. *Do you think the six (6) Principles for Milton-Ulladulla are still relevant?*
11. *What aspects of these strategies are most important to you?*

4.7 GMS V1

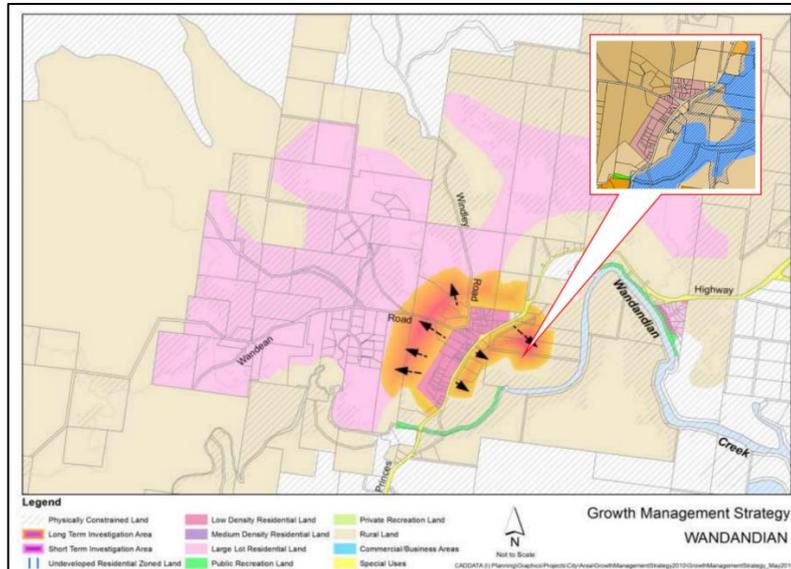
Given the length of time that has elapsed since the finalisation of GMS V1, planning controls for some of the village areas identified for future growth have progressed, and additional information has become available. Thus, there is a need to revise the opportunities for some of the village areas identified for future growth or investigation. Table 5 below provides an update on the areas outside the existing major strategies or plans that were identified for future growth in the GMS V1.

Table 5: Update on areas that were identified for future growth in GMS V1.

<p>Berry</p>	 <p>A planning proposal has been lodged over this site by the landowner</p> <ul style="list-style-type: none"> • A planning proposal (PP) was lodged and is now being progressed for the area west of the Princes Highway, along Hitchcocks Lane, which was identified as a “Long Term Investigation Area”. • Further information about this PP can be found at DP&E’s website: http://letracking.planning.nsw.gov.au/proposal/details.php?rid=5343 or by contacting Council’s Strategic Planning team • Some of the land to the east of the Princes Highway that was identified as a “Long Term Investigation Area” has been developed for the purposes of seniors living/retirement village use as has some of the adjoining land.
<p>Kangaroo Valley</p>	 <p>This site was rezoned via a planning proposal in 2015 to enable large lot residential development</p> <p>This area is not able to be serviced by reticulated sewer at this time</p> <ul style="list-style-type: none"> • Land to the north of Kangaroo River, on the northern edge of the village, was rezoned to R5 Large Lot Residential via a PP in 2015.

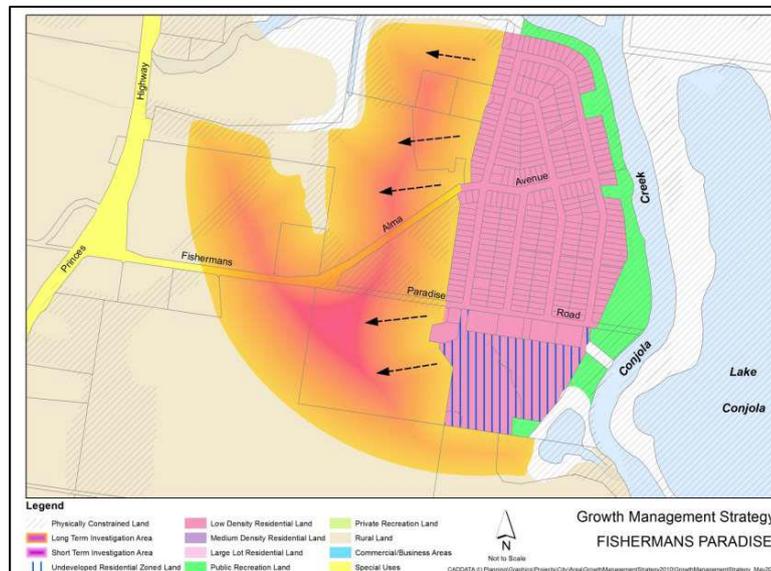
- Land along Mount Scanzi Road, identified as a “Long Term Investigation Area” is not able to be connected to reticulated sewer at this time and is identified as a longer term investigation area.
- This area is to be maintained as a long-term option; however, careful consideration will need to be given to the provision of effluent disposal given that the site is located within the Sydney Drinking Water Catchment.

Wandandian



- New flooding and climate change data indicates that land to the east of the Princes Highway, shown as “Long Term Investigation Area”, is now identified as flood liable.
- As such, this area is proposed to be removed, but the land to the west of the Highway can be retained.

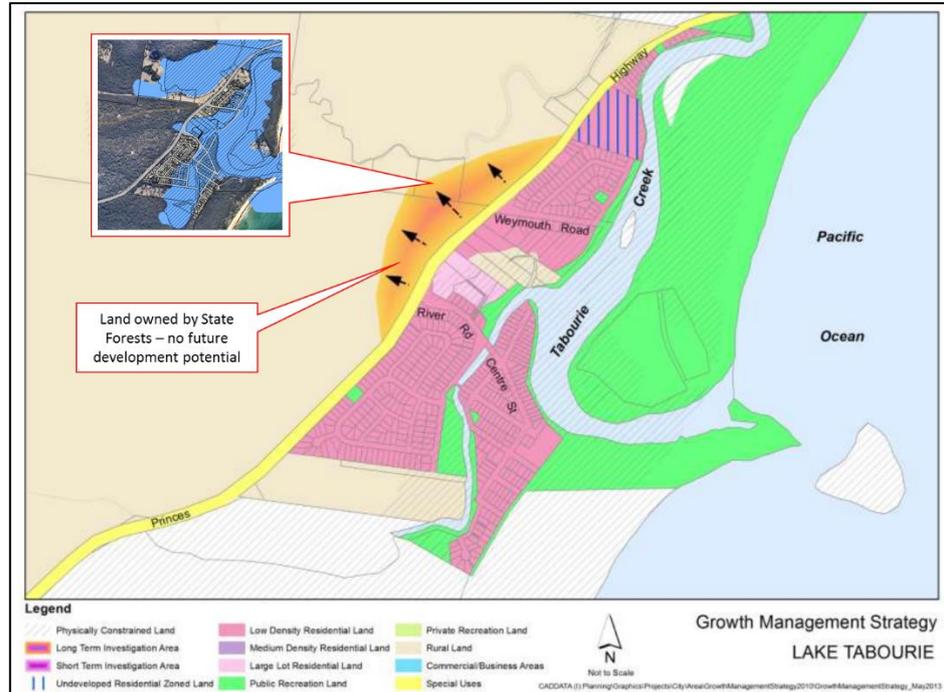
Fishermans Paradise



- No change.
- Long term investigation areas will be driven by market demand.
- At present, there is no demand for additional land to be rezoned in this area, as there is an area of approximately 8.1ha of zoned land with development potential that is yet to be realised.

- The capacity of the Lake Conjola Sewerage Scheme will be a consideration in any proposal to develop this land.

Lake Tabourie



- Northern area to the west of the Princes Highway is now identified as being constrained by flooding.
- Southern area to the west of the Princes Highway is owned by State Forests, who have requested the removal of this land from future investigation.
- Proposed to delete Lake Tabourie from the “Long Term Investigation Area” due to the lack of development potential.

Discussion Question

12. Do you think the current Long Term Investigation Areas for these villages are still appropriate?

5. WHERE DO WE WANT TO BE?

The GMS gives us the opportunity to consider **where** we want to be in the future and **how** this can be achieved. The first step is to work out **what** we want that future to look like by setting out values and a framework for growth.

5.1 VALUES – WHAT DO WE VALUE IN SHOALHAVEN?

The following vision statement is from Council's existing *Community Strategic Plan (CSP)*.

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

Community vision statement (CSP 2018)

Discussion Questions

13. Do you think this vision statement captures what we value in Shoalhaven?

14. What would you change or add to this statement so that it can be used to inform the reviewed GMS?

5.2 STRATEGIC FRAMEWORK

The GMS fits into the existing wider regional and local strategic planning framework and will need to be consistent with the higher-level direction contained in the following relevant documents for Shoalhaven:

ILLAWARRA-SHOALHAVEN REGIONAL PLAN

The *Illawarra-Shoalhaven Regional Plan* is the NSW Government's strategy for guiding land use planning decisions for the Illawarra-Shoalhaven Region for the next 20 years

1. The Regional Plan sets out five goals for the Illawarra- Shoalhaven Region:
2. A prosperous Illawarra-Shoalhaven.
3. A variety of housing choices, with homes that meet needs and lifestyles.
4. A region with communities that are strong, healthy and well-connected.
5. A region that makes appropriate use of agricultural and resource lands.
6. A region that protects and enhances the natural environment

FIGURE 3: ILLAWARRA - SHOALHAVEN REGIONAL PLAN STRATEGY MAP



INTEGRATED STRATEGIC PLAN (COMMUNITY STRATEGIC PLAN)

The *CSP* is the community's plan for Shoalhaven. It has a minimum ten-year timeframe and should reflect the community's aspirations (needs and wants) for Shoalhaven. The *CSP's* themes and key priorities are set out below:

1. Resilient, safe and inclusive communities

- 1.1 Build inclusive, safe and connected communities
- 1.2 Activate communities through arts, culture and events
- 1.3 Support active, healthy liveable communities

2. Sustainable, liveable environments

- 2.1 Improve and maintain road and transport infrastructure
- 2.2 Plan and manage appropriate and sustainable development
- 2.3 Protect and showcase the natural environment

3. Prosperous communities

- 3.1 Maintain and grow a robust economy with vibrant towns and villages

4. Responsible governance

- 4.1 Deliver reliable services
- 4.2 Provide advocacy and transparent leadership through effective government and administration
- 4.3 Inform and engage with the community about the decisions that affect their lives

5.3 DEMOGRAPHIC FORECAST TO 2041

The recently updated population forecast for Shoalhaven takes us to 2041. These data indicate that between 2016-2041, the population of Shoalhaven is forecast to increase by 27,643 persons (27.16% growth), at an average annual increase of 0.97%. This is summarised in Table 6 below, together with the change in number and occupancy rates of dwellings, which suggest that a proportion of people who are likely to retire in Shoalhaven will be living in dwellings that are currently being used as holiday homes/weekenders and thus increasing the dwelling occupancy rate.

It should be noted that detailed forecasting for Shoalhaven is currently being prepared by Council's demographic profile consultant, which will be used to inform the content of GMS 2019-2041 when available.

It is important to note that Council's forecasting is prepared by a specialist demographic firm who use a different methodology to the NSW Government. This results in fairly different population and dwelling projections with DP&E forecasting predicting annual growth rate of 0.5%, with the population reaching 109,700 people by 2036 (a forecast increase of only

around 6,000 people). The ISRP is based on this lower level of population growth and states that 8,600 new dwellings are required to 2036 and that this level of growth can be accommodated within existing zoned areas and identified investigation areas. Council’s forecasting predicts an increase in population of 20,130 people to 2,036 (with an additional 6,278 people by 2041), which will require 11,825 new dwelling by 2036 (with additional 2,970 new dwellings required by 2041).

WHY ARE COUNCIL’S FIGURES DIFFERENT FROM THE NSW GOVERNMENT’S FIGURES?

The NSW Government use a top down approach to their population forecasting where they look at the overall population growth of the State and then divide that up by local government area. They produce a range of outcomes looking at low, mid and high future growth.

Council’s forecasting uses a bottom up approach which looks specifically at Shoalhaven and considers the historic growth rate of the area, the land available for development, Council’s strategic planning, migration and immigration patterns and the like as a basis for population forecasting.

Both these approaches are valid approaches for preparing population forecasts. The table below gives a comparison of the two approaches for Shoalhaven. The current population of Shoalhaven in 2017 was 103,012.

	Forecast year					
	2016	2021	2026	2031	2036	2041
Council’s Population Forecast	101,777	106,572	111,232	117,041	123,142	129,420
NSW Government’s Population Forecast	99,600	102,750	105,550	107,900	109,700	N/A

Note: The NSW Government mid range population projects have been used in the table above. For more information on the NSW’s Government’s population projections, please visit the [NSW Department of Planning and Environment website](#).

Table 6: Forecast for population, households and dwellings and occupancy for the Shoalhaven LGA, 2016-2041 , prepared by .id, the population experts, September 2018.

Shoalhaven City	Forecast year					
	2016	2021	2026	2031	2036	2041
Population	101,777	106,572	111,232	117,041	123,142	129,420
Change in population (5yrs)		4,795	4,660	5,809	6,101	6,278
Average annual change		0.92%	0.86%	1.02%	1.02%	1.00%
Households	42,743	45,312	47,703	50,328	52,932	55,554
Dwellings	54,651	57,562	60,426	63,480	66,476	69,466
Dwelling occupancy rate	78.21	78.72	78.94	79.28	79.63	79.97

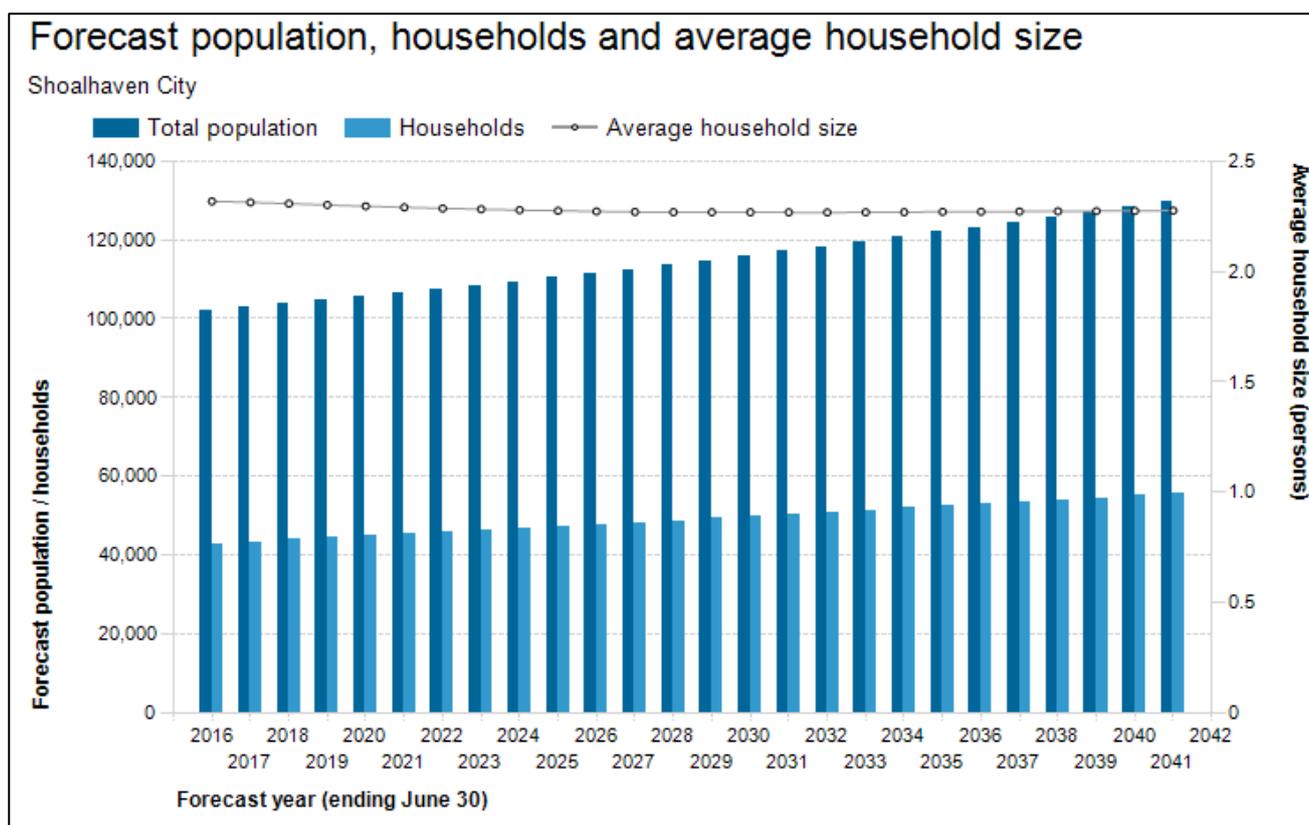


Figure 3: Population and household forecasts, and average household size 2016 to 2041, prepared by .id , the population experts, September 2018.

See Council’s forecast website for more detail <https://shoalhaven.nsw.gov.au/Discover-Shoalhaven/Community-Statistics>

5.4 ILLAWARRA-SHOALHAVEN URBAN DEVELOPMENT PROGRAM

The *Illawarra-Shoalhaven Urban Development Program (UDP)* is the NSW Government's program for managing land and housing supply in the Illawarra-Shoalhaven region. The UDP monitors residential land planning, servicing and development for the region, as well as the supply of existing housing in urban areas.

The *UDP* data indicates strong growth in the Shoalhaven housing market, with an average of 540 new dwellings per year reported since 2014/15. Based on the existing supply of zoned land, and current and future construction rates, DP&E consider that Shoalhaven will be able to accommodate the projected population growth to 2041. However, longer term options for future growth do need to be considered.

5.5 URBAN RELEASE AREAS

The majority of future land supply for Shoalhaven is currently located within the five urban release areas (URAs) located in the Nowra-Bomaderry area, as shown yellow in Figure 4 below. It is predicted that these five URAs will accommodate an additional 9,800 residential lots, which represent approximately 77% of all new lots throughout the LGA. Of the five URAs, two have now been released for development, which means development applications for the subdivision and development of the land can proceed.

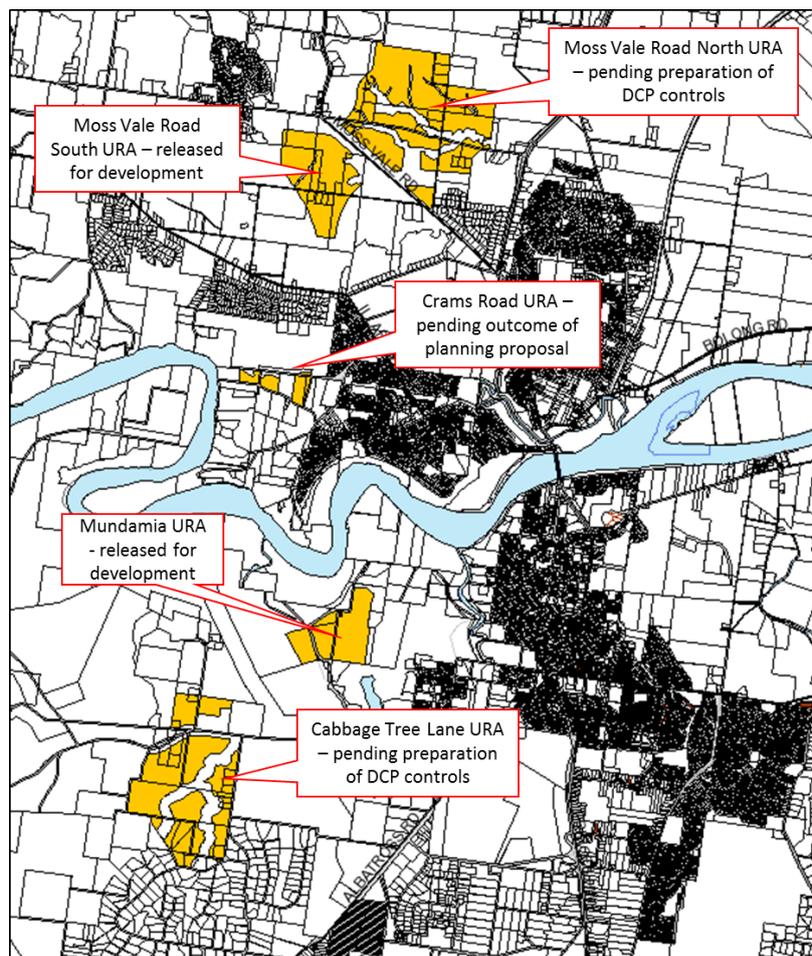


Figure 4: Location of URAs in the Nowra-Bomaderry area.

As well providing housing for Shoalhaven's growing population, the URAs will provide ongoing construction jobs, which is particularly important for the area as the construction industry is the third biggest employer in Shoalhaven.

5.6 MAINTAINING ENVIRONMENTAL VALUES

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

5.7 PROMOTING AGRICULTURE

The Shoalhaven LGA is rich with agricultural land and natural resources that make a significant contribution to the region, with approximately 87,304ha of land zoned for agricultural and primary production purposes. At 2017, the gross output value of agricultural production to the Shoalhaven economy was estimated at \$185.45 million; however, it is important to also recognise the significant contribution that agricultural land makes to other aspects of Shoalhaven that cannot be quantified in a strictly economic sense, including:

- Food security;
- Cultural connection to the land;
- Efficient resource management;
- Aesthetics and amenity; and
- Tourism.

Agricultural land also supports a range of other value-adding industries, such as milk and cheese factories, wineries, and abattoirs, which further support the Shoalhaven economy through local and regional exports. In addition, a 2016 report by the Rural Bank, *Australian Farmland Values 2016*, placed a value on Shoalhaven's agricultural land of \$14,957 per hectare, making it the second-most valuable farmland in NSW, second only behind Maitland, and some of the most valuable farmland in Australia. A copy of this report can be found at: https://www.ruralfinance.com.au/uploads/aga_documents/australian-farmland-values-report-2016.pdf. Thus, it imperative that Shoalhaven's existing planning controls and future planning continue to reinforce the importance of retaining agricultural land throughout the LGA.

Discussion Questions

15. How important are rural/agricultural lands to you?

5.1 FUTURE DIRECTIONS

The continued growth of Shoalhaven brings opportunities for further development in several areas:

- *Use of renewable energy.* Council could become a leader in this area by committing to the use of renewables as an organisation and encouraging the use of renewables by the community.
- *Inclusive and accessible places.* It is important that the built environment accommodates Shoalhaven's ageing population and those with disabilities. This includes providing appropriate forms of housing, accessible services and inclusive public spaces.
- *Creating local jobs* by supporting existing centres, attracting and appropriately locating industries and protecting agricultural land.

Discussion Questions

16. Are there any other particular future directions that you would like Council to consider embracing?

5.2 CHARACTER STATEMENTS AND DESIRED FUTURE CHARACTER

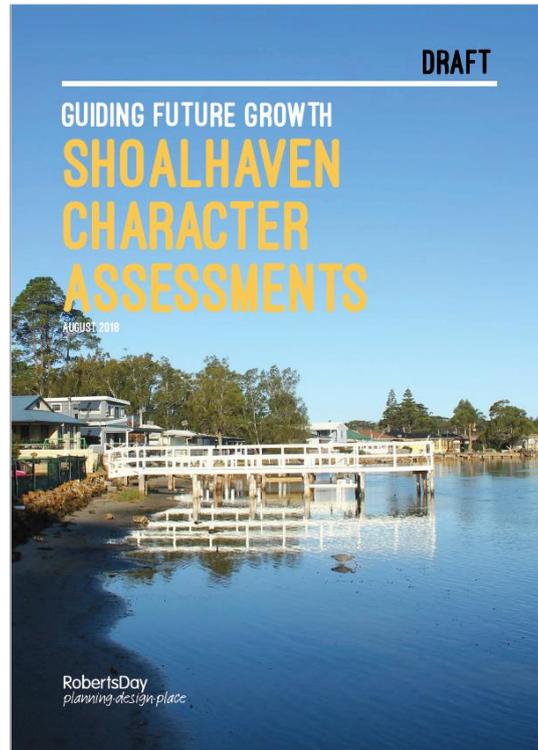
The NSW Government is increasingly recognising the impact that continued growth can have on the character of local communities and is actively seeking to encourage the retention and enhancement of local character. DP&E is in the process of preparing a number of policy documents to provide guidance to councils to support and enhance the character and identity of their communities.

WHAT IS LOCAL CHARACTER?

Local character is what makes a neighbourhood distinctive from another. It is not just a description of the physical attributes of a place but rather how a place looks and feels, how the buildings, landscape, environment, land uses, activities, urban structures and community exist together and interact.

Shoalhaven Character Assessments, RobertsDay 2018.

Council, together with the DP&E, engaged RobertsDay Consultants to prepare character assessments that help identify the existing and desired future character for the majority of Shoalhaven's existing settlements. The draft document is also exhibited with this discussion paper to enable input and feedback from the community.



Once finalised, the desired future character statements will be used to inform the preparation of the LSPS for Shoalhaven and could be used to inform locality specific considerations for development, such as LEP or DCP controls.

Discussion Questions

- 17. Do you agree with the findings of the RobertsDay Character Assessments?*
- 18. What would you change or add to these Character Assessments?*

1. HOW DO WE GET THERE?

Once a desired future direction is decided upon, we need work out what actions are needed to get there. This section discusses possible matters for consideration to take Shoalhaven towards that future direction.

1.1 HOW DO WE MAINTAIN OUR ENVIRONMENTAL VALUES?

The environmental attributes of Shoalhaven are a major drawcard for locals and visitors alike. Shoalhaven has a large network of National Parks and reserves which ensures the protection of those sensitive environments; however, the challenge is how to protect those habitats, species and communities that are outside of these dedicated areas. To ensure the maintenance of Shoalhaven's environmental values, Council could consider the following actions:

- Avoiding rezoning of land with environmental values for development.
- Review the zoning of all Council owned and managed reserves to determine the suitability of the zone, particularly those areas categorised as 'Natural Area'.
- Review the zoning of all land located on the escarpment.
- Improve urban biodiversity including the maintenance of urban canopy on both private and public land. This could be through the tightening of controls around urban tree removal and/or an increase focus on street tree planting and landscaping controls for residential, business and industrial zoned land.

Discussion Questions

- 19. Do you agree with the suggested actions for maintaining Shoalhaven's environmental values?*
- 20. Are there other actions for maintaining Shoalhaven's environmental values that you would like Council to consider?*

1.2 HOW DO WE PROVIDE FOR SHOALHAVEN'S AGEING POPULATION?

As our population ages, we need to ensure that our City can cater for the needs of an ageing population, which includes greater access to health care and support services as well as accessible places. While Council is not responsible for the provision of a number of these services, there are a range of possible actions to facilitate their delivery, which include:

- More flexibility in the location of medical centres, seniors living and the like. For example, allow medical centres as a permissible use in the R2 Low Density Residential zone.
- Development controls that encourage adaptable housing to allow people to age in place, for example increasing the number of dwellings required to be adaptable in the medium density chapter of the DCP. This could be locality based to ensure good supply of smaller, adaptable housing close to services. For example, developments within 800m

of a commercial zone must provide adaptable housing. The cost of providing adaptive housing could potentially be offset by a reduction of car parking required.

- Require more disabled parking for developments. For example, amend the traffic and parking chapter of the DCP to require certain types of development to provide more disabled parking.
- Encourage a good supply of smaller, adaptable housing close to centres and services.

Discussion Questions

21. Do you agree with the suggested actions for providing for Shoalhaven's ageing population?

22. Are there other actions for providing for Shoalhaven's ageing population that you would like Council to consider?

1.3 HOW DO WE SUPPORT A HEALTHY ECONOMY?

1.3.1 SUPPORTING EXISTING CENTRES

It is important to recognise the significant role that Shoalhaven's retail centres play to the local and regional economy. Thus, retail land uses should generally be limited in fringe areas, such as South Nowra and along the Princes Highway in Bomaderry, with an emphasis placed on supporting existing centres wherever possible. This policy direction will be further informed by outcomes of the Nowra-Bomaderry Retail Hierarchy Review.

1.3.2 TOURISM

The Tourism sector is one of the major economic drivers in Shoalhaven, with the region attracting over 3 million visitors annually. For the 12 months ending March 2018, total visitor numbers were approximately 3.4million, which represents an increase of 12.5% from the previous year, an overall increase of 38.8% since 2012 when GMS V1 was finalised. Thus, it is important to recognise the significance of the Tourism sector and implement appropriate strategic directions from the Destination Management Operational Plan to:

- Ensure that the natural and ecological values of Shoalhaven are retained and enhanced;
- Avoid inappropriate development that may impact on these values;
- Enable the provision of sufficient infrastructure to support the increasing demands of the tourist economy; and
- Encourage and support new and existing businesses and tourism operators that complement Shoalhaven's natural values and existing economic centres; and
- Enable development that contributes to the local and regional economy without adversely impacting on the amenity of existing residents.

1.4 PLANS FOR SHOALHAVEN'S KEY SITES

The GMS could identify key sites for future development, and the community's aspirations for those sites. This would lead to a review of planning controls and management plans to determine if these aspirations can be realised. For example, Council could consider amending the relevant planning controls for the following:

- Burton Street Shops – Vincentia
- Shoalhaven Heads local shopping centre
- Bomaderry Town Centre
- Nowra District Park – east of Princes Highway
- Shoalhaven Riverfront
- Ulladulla Harbour

Discussion Questions

23. Do you agree with the list of key sites?

24. Are there other key sites you would like considered?

1.5 AFFORDABILITY

The *Shoalhaven Affordable Housing Strategy* was completed in 2017 and provides a number of strategies that Council considers likely to be effective in delivering affordable housing to the Shoalhaven LGA. These have been summarised into short, medium and longer-term actions.

1.5.1 SHORT-TERM (WITHIN 3 YEARS)

- Commencement and completion of the first affordable housing development at 42-46 Coomea Street, Bomaderry, in partnership with a Community Housing Provider.
- Investigate and identify a further two Council-owned sites for affordable housing development in the medium-longer term. Commence preparatory works on these sites.
- Development of a shared equity model in conjunction with a Community Housing Provider.
- Investigate and advocate for temporary affordable housing opportunities on undeveloped land owned by the NSW Government.
- Advocate for the NSW Government to revise state planning policy to include provisions for Shoalhaven.

1.5.2 MEDIUM-TERM (3-5 YEARS)

- Provision of affordable housing on land owned by Council or another public authority:
 - Completion of a residential Caravan Park / Manufactured Home Estate affordable housing development in the Nowra-Bomaderry area, incorporating a “Tiny Homes” component.
- Removing planning impediments:
 - Monitoring the supply of developable R1, R3 and B4 zoned land around key centres.
 - Increasing floor space ratio for multi-dwelling housing in R3 and B4 zoned land around key centres.
 - Consider the size of secondary dwellings through the review of Cl. 5.4(9) of the *SLEP 2014*.
 - Review car parking requirements with regard to:
 - Smaller 1-2 bedroom developments;
 - Multi-dwelling housing around centres; and
 - Car parking discount around the Nowra CBD.
 - Promote good quality boarding house development through the implementation of DCP controls.
- Pursue incentives to encourage the creation of land for affordable housing, and the development of affordable housing generally.

1.5.3 LONG-TERM (5-10 YEARS)

- Completion of a third affordable housing development on a site owned by Council or another public authority, preferably around Milton-Ulladulla, in partnership with a Community Housing Provider.
- Mandate affordable and low-cost dwelling types in appropriate developments / locations in R1, R3 and B4 zoned around key centres.

1.6 WHAT ARE OUR OPTIONS FOR GROWTH?

The GMS V1 was based on focusing development in the existing identified growth centres (Nowra-Bomaderry, Jervis Bay – St Georges Basin, Sussex Inlet and Milton-Ulladulla), with some growth in a limited number of other settlements that have potential to accommodate additional population in the longer term or pending detailed work.

There are some benefits to this approach (e.g. accepted by DP&E and community, provides an adequate supply of land to meet demand, areas identified are spread throughout the City and are reasonably free of constraints) and disadvantages (growth of settlements that may not have services available requiring residents to travel for work and daily needs).

The GMS 2019-2041 provides the opportunity to consider if this is still the most appropriate growth option for the future growth of Shoalhaven.

1.6.1 GROWTH OPTIONS SUMMARY

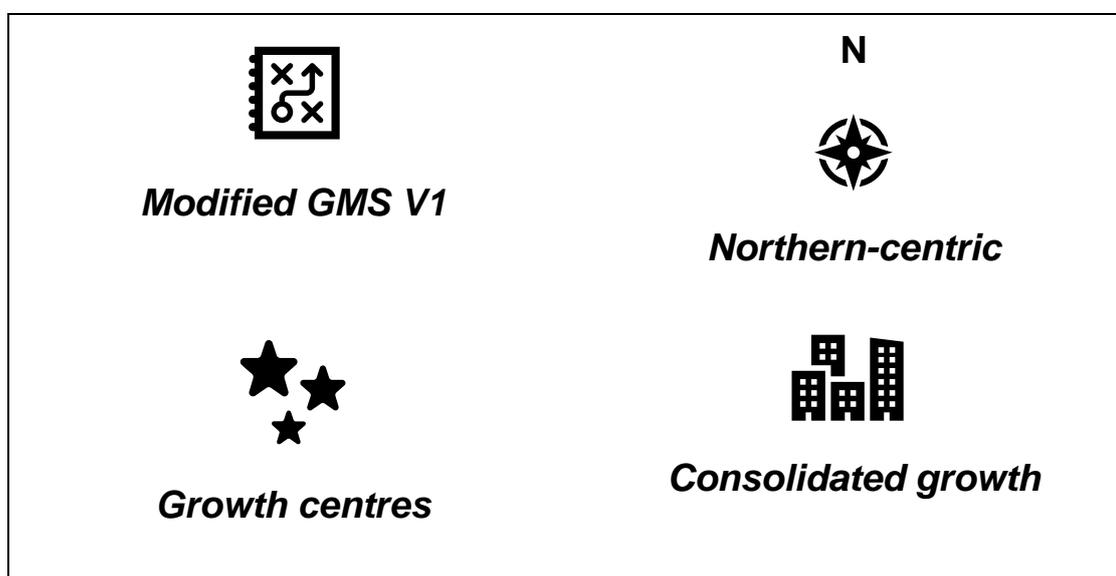
There are a number of growth options that could be considered to accommodate the growth of Shoalhaven, however, this discussion paper has identified four (4) growth options which have the potential to cater for projected growth.

These growth options are based on the provision of new dwellings to accommodate the level of population growth predicted by Council’s population forecasting, rather than the NSW Government’s forecasting as under the NSW Government forecasting, Shoalhaven has an adequate supply of zoned land to accommodate future growth. Council’s forecasting indicates that shortfall of 2,137 dwellings by 2041. Given the uncertainty around the ultimate yield from greenfield and infill development, it is prudent to ensure a long term supply of residential land. Council’s population and dwelling forecast is outlined in the table below.

Table 7: Forecast additional population and dwellings for the Shoalhaven LGA, 2021-2041 prepared by .id, the population experts, September 2018.

Shoalhaven City	Forecast year					
	2021	2026	2031	2036	2041	Total
Population increase (5 year increments)	4,795	4,660	5,809	6,101	6,278	27,643
Additional dwellings required for population increase	2911	2864	3054	2,996	2,990	14,815
Average annual change	0.92%	0.86%	1.02%	1.02%	1.00%	N/A

The four (4) growth options are shown below and summarised on the following pages.



Growth Option 1



Modified GMS V1

Under this option, development continues to be focused on the identified growth centres (Nowra-Bomaderry, Jervis Bay – St Georges Basin, Sussex Inlet and Milton-Ulladulla), with some growth in a limited number of other settlements that have potential to accommodate additional population in the longer term or pending detailed work. The settlements outside the identified growth centres will be revised based on new studies and information that has become available since GMS V1 was adopted.

Council would not consider any requests to rezone non-urban land that is not identified by the GMS for future residential development.



Benefits

- Accepted approach to growth by NSW Government and community.
- Growth is spread throughout the City, people have more choice of location.
- Areas identified for growth are relatively free of constraints, subject to further investigation.

Disadvantages

- Lack of infrastructure/services in some locations could mean development may not occur for some time.
- May impact on character of smaller settlements such as Fishermans Paradise.
- Increased population in smaller isolated areas - residents will need to travel for services, employment etc.
- These identified areas of additional residential land may not be required in these locations as there may be sufficient land supply currently zoned e.g. in existing URAs.

How would this growth option work?

Council would not consider requests to rezone additional rural zoned land for residential development other than those areas identified in the GMS which are:

Nowra-Bomaderry

As per NBSP, Council will continue to focus on the identified urban release areas as well as in infill development close to centres.

Jervis Bay - St Georges Basin

Review of the JBSS may result in the identification of more land for residential development. This could include consideration of a new urban area and implementation of the adopted Worworing Heights Precinct Plan

Milton-Ulladulla

Review of the MUSP which may result in the identification of new areas for residential development and industrial/employment lands.

Kangaroo Valley

Retain the existing area identified at Mt Scanzi Road as a long term potential option, as reticulated sewerage is not available at present and the site is within the Sydney Drinking Water Catchment.

Berry

Consider 'filling in the gap' between the existing town and the seniors living development on the eastern side of the Highway. The remaining existing boundaries of township east of the highway to be maintained. Limit future growth west of the Highway – Schofields Lane to be the southern-most boundary of any further growth in that location.

Wandandian

Focus on the western side of the Princes Highway to avoid flooding constraints. Consider rezoning a discrete part of the area to business/industrial and the remainder to a R1 General Residential zone to provide a clear delineation between industrial and residential uses.

Fishermans Paradise

No change from GMS V1.

The rest of Shoalhaven

The urban zoned footprint of all other towns and villages would remain as is. Future development would be limited to any existing unzoned land and infill development such as dual occupancies and medium density development.

Growth Option 2



Northern centric

This option focusses on the primacy of Nowra-Bomaderry which is identified as a 'major regional centre' in the *ISRP*. Under this option, Nowra-Bomaderry would continue to be the focus for growth within the City.

Council would not consider any requests to rezone non-urban land that is not identified by the GMS for future residential development.



Benefits

The benefits of this option are:

- Council can focus its planning and other resources in one location.
- Nowra-Bomaderry is already well serviced and upgrading these services is less costly than providing new services to smaller areas.
- Opportunity to provide a diverse range of housing types close to services.
- Growth of Nowra-Bomaderry may continue to allow the centre to reach a critical mass of population and jobs, which then attracts large employers and therefore supports more people. This in turn may encourage more investment by NSW Government and make expanded or improved public transport, retail options and the like more feasible.

Disadvantages

Limitations to this option are:

- Focuses growth in one location,
- The geographical size of Shoalhaven,
- The spread-out nature of the remainder of the population, and
- Reliance on the Princes Highway - most of the population would need to travel to N-B for jobs and other activities, increasing pressure on the Princes Highway.

This option may or may not be favourably viewed by the community outside of N-B. It may also not be well received by the existing N-B community.

How would this growth option work?

Growth of Nowra-Bomaderry, as per the NBSP, would continue to be the priority for Council. Work on the release of the urban release areas such as Moss Vale Road North and South would continue, and investigations would be undertaken to determine the suitability of the long term investigation areas identified at Meroo Meadow and Bamarang.

Council would also focus on urban renewal and infill development to provide a more diverse range of housing in close proximity to Nowra CBD, Bomaderry's main street and the North Nowra Shopping Centre.

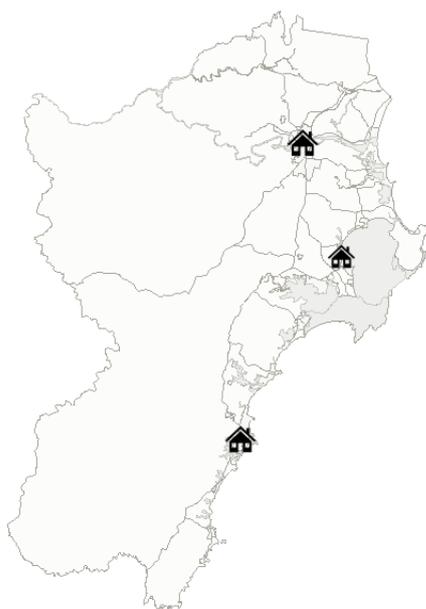
In regard to the remainder of the City, Council would not consider requests to rezone additional land for residential development. The urban footprint of each town and village would remain as is (or as currently zoned where there is an existing current supply of undeveloped zoned land). Future growth in these towns and villages would be limited to any existing undeveloped urban zoned land and infill development. e.g. dual occupancies and medium density development.

Growth Option 3



Growth centres

This option is based on limiting new or future growth (including possible re-zoning of land from non-urban to urban) to the three centres identified in the *ISRP* – Nowra-Bomaderry, Jervis Bay-St Georges Basin and Milton-Ulladulla, with other settlements to remain as currently zoned or to be considered consistent with existing strategies (i.e. Sussex Inlet). Under this option, Council has indicated a desire to possibly look at additional greenfield release potential in the broader Jervis Bay-St Georges Basin and Milton-Ulladulla areas given the current uptake of existing zoned land in these areas.



Benefits

The benefits of this option are:

- Concentration of resources into the identified existing higher order centres.
- Maintains and/or builds on current footprint for other settlements.
- Centres will still benefit from a level of concentrated growth to maintain jobs and investment.
- Potentially puts less pressure on the Princes Highway than a northern centric option.

Disadvantages

Possible limitations of this option are:

- Physical and environmental constraints may mean that insufficient land can be identified in, or immediately adjacent to, these centres to accommodate forecast population growth.
- Residents of smaller settlements may not be supportive of services being centralised in these locations.
- Owners of land identified in GMS V1 for investigation may be concerned if their land is ultimately removed as a potential expansion area in favour of other areas closer to existing higher order settlements.

How would this growth option work?

This option would focus on the 3 main growth centres.

Nowra-Bomaderry

As per NBSP, Council would continue to focus on the urban release areas and long term investigation areas, as well in infill development close to centres.

Jervis Bay - St Georges Basin

Review of the JBSS which may result in the identification of more land for residential development and the implementation of the adopted Worroving Heights Precinct Plan

Milton-Ulladulla

Review of the MUSP which may result in the identification of new areas for residential development and industrial/employment lands.

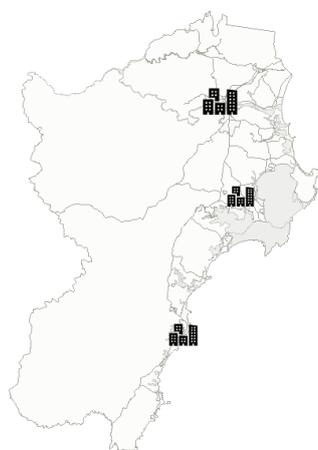
In regard to the remainder of the City, Council would not consider requests to rezone additional land for residential development. The urban footprint of each town and village would remain as is (or as currently zoned where there is an existing current supply of undeveloped zoned land). Future growth in these towns and villages would be limited to any existing undeveloped urban zoned land and infill development. e.g. dual occupancies and medium density development.

Growth Option 4



Consolidated growth

This option is based on accommodating future growth in existing centres by increasing densities, with no further greenfield rezoning, other than those already zoned or identified. Council would need to consider if the future long-term investigation areas (Meroo Meadow, Bamarang) are still relevant.



Benefits

The benefits of this option are:

- Opportunities to provide a diverse range of housing types close to services.
- Largely maintains current footprints of settlements.
- Retains natural areas.
- Reduces the need for the provision of new infrastructure.
- Prevents encroachment into agricultural and environmental land.
- May make public transport more feasible.
- May lead to revitalisation of centres through increased population living in walking distance.

Disadvantages

The disadvantages of this option are:

- Change to the character of some settlements.
- Potential community resistance to higher density forms of development.
- Need to focus on provision and embellishment of open space and services to make this form of housing more sustainable and attractive.

- Risk of poor quality urban form if detailed planning controls are not in place to ensure good design outcomes.
- Potential resistance from local development industry, which has traditionally focused on subdivision/construction of single dwellings on individual lots.

How would this growth option work?

Consolidated growth would be focused on existing centres that already have services in place to accommodate increased development. In particular, the focus would likely be on the larger settlements, including:

- Nowra
- Bomaderry
- North Nowra
- Huskisson
- Vincentia
- St Georges Basin
- Sanctuary Point
- Ulladulla
- Mollymook

However, there could be some potential for increased densities in some smaller settlements such as Berry, Shoalhaven Heads, Culburra Beach, Callala Bay, and Milton.

The GMS would identify more areas within existing settlements to be zoned for higher density residential development i.e. R1 General Residential and R3 Medium Density Residential. For example, this could include up-zoning of land within a 400m radius of business zoned areas or significant open space.

This could also involve reviewing subdivision controls and minimum lot sizes.

Under this growth option, design controls become increasingly important to ensure that the amenity, liveability, and character of centres is not negatively impacted by increased densities.

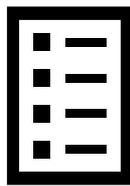
Discussion Questions

25. Which of the four Growth Options 1-4 do you prefer and why?

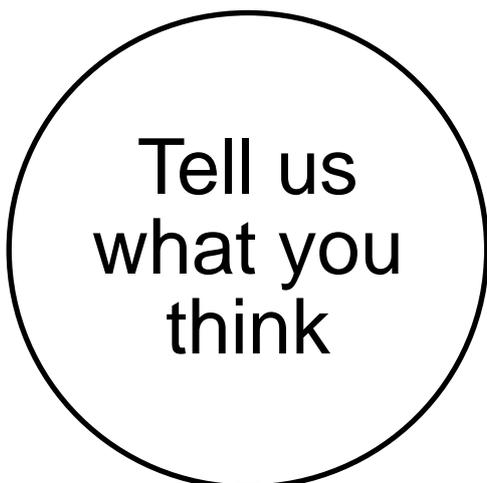
26. Is there a different growth option that you would like Council to consider?

7. WHAT CAN YOU DO?

As the people who live, work and play in Shoalhaven, we need your help to shape the future of our area. Please provide feedback on this discussion paper telling us what is important to you about Shoalhaven and how you would like it to look in the future. Council would particularly like feedback on your preferred future growth option. Your input will be used to help prepare the draft GMS document.



Fill out the Feedback Form attached to this discussion paper.



Complete the online survey via the following link:
<https://getinvolved.shoalhaven.nsw.gov.au>



Send an email with your comments to:
Council@shoalhaven.nsw.gov.au



Send a letter to:
The General Manager
Shoalhaven City Council
PO Box 42
NOWRA NSW 2541

APPENDIX A: SUMMARY OF ACTIONS AND OUTCOMES FROM THE JBSS AND MUSP

Jervis Bay Settlement Strategy			
Consideration	Actions/s	Status	Comment
Water Quality and Flow	i-vi	Ongoing	All actions relating to water quality and flow are ongoing. There is now other relevant legislation aimed at ensuring these outcomes.
Freshwater, Marine and Estuarine Biodiversity	i-vii	Ongoing	All actions relating to freshwater, marine and estuarine biodiversity are ongoing. There is now other relevant legislation aimed at ensuring these outcomes.
Land Based Biodiversity	i-xii	Ongoing	All actions relating to land-based biodiversity are ongoing. Habitat corridors have been incorporated into the <i>SLEP 2014</i> . Jervis Bay Regional Plan (JBREP) has been repealed – relevant provisions incorporated into Cl. 7.20 of the <i>SLEP 2014</i> . JBSS will be retained as a supporting document to the GMS.
Soils	i-iv	Ongoing	All actions relating to soils are ongoing. JBSS will be retained as a supporting document to the GMS.
Landscape	i-v	Ongoing	JBREP repealed – relevant provisions incorporated into <i>SLEP 2014</i> . The Objective is still relevant; however, the Actions may need re-wording if incorporated into the GMS V2.

Jervis Bay Settlement Strategy			
Consideration	Actions/s	Status	Comment
			Actions relating to landscape are ongoing. JBSS will be retained as a supporting document to the GMS.
Cultural Heritage	i, ii & v	Ongoing	JBREP repealed – relevant provisions incorporated into <i>SLEP 2014</i> . Some actions relating to cultural heritage are ongoing.
	iii & iv	Incomplete	Consider whether incomplete actions warrant inclusion in the GMS, and whether they require revision.
Bushfire	i-iv	Ongoing	All actions relating to bushfire are ongoing. New development must comply with relevant legislation.
Flooding	i-iii	Ongoing	All actions relating to flooding are ongoing. New development must comply with relevant Council policies and legislation.
Urban Stormwater Management	i-iv	Ongoing	All actions relating to urban stormwater management are ongoing. New development must comply with relevant Council policies and legislation.
Riparian Areas	i-iv	Ongoing	All actions relating to riparian areas are ongoing. Riparian corridors have been incorporated into the <i>SLEP 2014</i> . JBSS will be retained as a supporting document to the GMS.
Economic Resources	i-iii	Ongoing	All actions relating to economic resources are ongoing. The <i>SLEP 2014</i> zoning, subdivision and buffer clauses incorporate protections for extractive resources and prime crop and pasture land.
Settlement Hierarchy	i-iv	Ongoing	Settlement hierarchy for Jervis Bay region to be reviewed as part of the review of the GMS. The growth of Jervis Bay settlements into the future will be managed under the framework of the GMS 2019-2041 and revised settlement hierarchy.

Jervis Bay Settlement Strategy			
Consideration	Actions/s	Status	Comment
Residential Development	i-iii	Ongoing	Principles for future housing supply and residential settlements still considered relevant but to be reviewed as part of the review of the GMS.
	iv	Ongoing	Rezoning of the Jervis Bay District Centre is complete. Rezoning proposals are in progress at Callala Bay and Culburra Beach. Investigations into the St Georges Basin urban expansion area have not yet commenced.
	v	Ongoing	Potential land contamination is addressed as part of rezoning proposals.
Urban Renewal	i, iv & v	Ongoing	Investigations into urban renewal opportunities, promotion of mixed use development in centres and integrated housing in Huskisson are ongoing.
	ii, iii & vi	Incomplete	Review of urban consolidation planning provisions, preparation of guidelines for development in settlements and investigation of community education/consultation opportunities are incomplete.
Rural Residential Development	i	Completed	Increase subdivision in rural residential deferred areas at Woollamia has been investigated and land rezoned accordingly.
	ii	Partially complete	Land contamination issues are investigated in any new rural residential proposals.
	iii	Ongoing	
Small Lot Rural Subdivisions	i, ii, iii & iv	Partially Completed	Development potential in the Heritage Estates, Jerberra Estate and Woollamia Farmlets has been resolved and the lands have been rezoned accordingly in the <i>SLEP 2014</i> . Council resolved not to proceed with the rezoning of lots in Goodland Road. At this point, investigations into Nebraska Estate are in progress.

Jervis Bay Settlement Strategy			
Consideration	Actions/s	Status	Comment
Infrastructure Requirements	i-vi	Ongoing	All actions ongoing and still considered to be relevant. To be reviewed/updated as part of review of GMS.
Access	i-vi	Ongoing	All actions ongoing and still considered to be relevant. To be reviewed/updated as part of review of GMS.
Community Services and Facilities	i	Partially complete	Community Strategic Infrastructure Plan has been prepared.
	ii & iii	Ongoing	Ongoing review/update of contributions plan and Community Plan for services and facilities requiring upgrades or provision.
	iv	Incomplete	Implementation of Shoalhaven Affordable Housing Strategy community services actions.
Economic Development and Tourism	i, iii & iv	Incomplete	
	v	Partially complete	Investigation of strategic sites – Pine Forest, Kinghorn Point and Comberton Grange. Comberton Grange has a major project application underway and Kinghorn Point is included in a current planning proposal.
	ii	Ongoing	Promotion of economic activities compatible with marine and natural resources.
Timing, Staging and Monitoring	i, ii	Ongoing	Staging and monitoring of new development and environmental impact - managed through development & compliance policies.
	i, iv	Ongoing	Review of Jervis Bay Settlement Strategy

Milton Ulladulla Structure Plan			
Consideration	Actions/s	Status	Comment
Keeping our lifestyle	i-vi	Ongoing	All actions considered to remain relevant but to be reviewed as part of GMS review.
Balancing the Natural and Built Environment	iv, v, vii, xi	Complete	Relocation of STP and abandon ocean outfall;
	i,ii,iii,vi,viii,ix,x	Ongoing	Implemented through Council's environmental management programs and the assessment of rezoning and development proposals. All actions to be reviewed as part of GMS review.
Making Money Locally	i-iv	Ongoing	Implemented through SLEP zoning and development provisions and other Council strategies. All actions to be reviewed as part of GMS review.
Sharing with Visitors	i-vii	Ongoing	Implemented through SLEP zoning and development provisions and other Council strategies. All actions to be reviewed as part of GMS review.
Moving Around the Area	i	Incomplete	Bypass for Milton Ulladulla zoned for road but timing up to NSW Government
	ii-viii	Ongoing	
How will we get there	i-iii, vii-ix	Ongoing	

Milton Ulladulla Structure Plan			
Consideration	Actions/s	Status	Comment
	iv-vi	Complete	Development of new high school at Milton to serve southern Shoalhaven
Maintain clean and green holiday usage and a healthy coastal lifestyle	i-iv	Ongoing	Landscaping, amenity and car usage addressed in the assessment of development applications under Council's LEP and DCP.
Threat of sea level rises and climatic change with global warming	i-iv	Ongoing	Addressed in the assessment of development proposals under Council's LEP and DCP.
Long term solution to disposal of solid waste	i-vi	Ongoing	Implemented through Council's waste minimisation strategies, community education programs and management of waste management facilities.
Minimise odour generation and pollution of ocean and beaches	i	Complete	Ulladulla STP relocated and upgraded.
	ii,iii	Ongoing	Dual water supply in new areas Agricultural wastewater reuse scheme (REMS)
Ongoing community access to clean fresh water	i-iv	Ongoing	Implemented through Council's demand management strategies, community education programs, incentive schemes, land use planning & development controls.
Water quality in the ocean, estuaries and streams	i-vii	Ongoing	Implemented through Council's environmental management programs in conjunction with government agencies and community groups, land use planning & development controls.
Maintain air quality	i-iii	Ongoing	Implemented through land use planning & development controls.
Continued agricultural use without subdivision	i-iv	Ongoing	Implemented through land use planning & development controls.

Milton Ulladulla Structure Plan			
Consideration	Actions/s	Status	Comment
Apparent depletion of fish stock	i-vi	Ongoing	Impacts of development on waterways managed through land use planning & development controls. DPI – Fisheries regulates fishing industry.
Protection of waterways and foreshore as prime lifestyle and visit assets	i-v	Ongoing	Implemented through land use planning & development controls.
Retain cultural heritage of the area	i-iv	Ongoing	Aboriginal and European cultural heritage sites are managed and protected under State legislation and heritage controls in the LEP.
Maintain high scenic quality for lifestyle and visitors	i-v	Ongoing	Implemented through Council's settlement strategies, land use planning & development controls e.g. character controls in the DCP.
Housing	i-iii	Ongoing	Implemented through Council's Affordable Housing Strategy, land use planning & development controls.
Need for youth and aged facilities	i-iii	Ongoing	Implemented through Council's Community Infrastructure Plan, land use planning & development controls
Retention of natural bushland and lake ecology	i-v	Ongoing	Environmentally sensitive lands are protected through Council's environmental management strategies and land use planning & development controls.
Provide for growth without affecting environment or lifestyle	i-iv	Ongoing	Implemented through Council's land use planning & development controls
Avoid, mitigate or remedy potential impacts on the environment	i-vii	Ongoing	Implemented through Council's land use planning & development controls, environmental management programs, management of STP facilities.
Princess Highway, commencing with the northern entrance to Milton	i-viii	Ongoing	Landscaping and signage at Milton and Ulladulla gateways



Principle 1 - Keeping Our Lifestyle:

- Safeguarding the livability of villages
- Enjoying a relaxed, friendly & stimulating atmosphere

Where are we now?

- Transition from holiday settlement to living community.
- Relaxed coastal, lakeside and rural lifestyle.
- Linking development threatening the identity and character of urban villages.
- Variety of residential development options.
- Previously strong population growth now slowing.
- Trend to population aging & ethnic composition change.
- Increasing number of retirement facilities in Milton-Ulladulla
- Modest growth in public sector housing.
- Continuing demand for rural-residential lifestyle.
- Utility infrastructure (eg sewerage treatment) requires significant upgrade by year 2020.

How will we get there?

- Maintain and enhance unique identities of each urban village
- Create attractive residential/workplace/commercial centre environments
- Conserve and develop the theming potential of Milton-Ulladulla's key urban heritage values.
- Conserve Milton's cultural landscape.
- Maintain and enhance district's lifestyle options: harbour-urban(Ulladulla); ocean-suburban (Mollymook and Ulladulla); forest-suburban (West Ulladulla); lakeside/forest - suburban (King's Point); lake entrance - suburban (Burrill Lake and Dolphin Point).
- Development of a range of residential options in each urban village in keeping with its lifestyle theming.

TABLE 2.2



Principle 2 - Balancing the Natural & Built Environment:

- Continuing growth but keeping the current landscape balance and environmental quality.
- Safeguarding the identity and character of villages.

Where are we now?

- Unique balance of coast, forest and pasture.
- Lacklustre quality of Ulladulla's built form.
- Significant areas of high landscape value.
- Pressure for urban expansion on agricultural land.
- A variety of coastal and forest habitats worthy of conservation.
- Strong pressure for rural residential subdivision near Milton.
- Significant pollution levels recorded in Millard's Creek and on Racecourse Beach as a result of sewer ocean outfall.
- Significant odour levels originating at the sewerage treatment plant reported in south Ulladulla.
- Significant siltation occurring at Burrill Lake entrance.
- Attractive harbour setting at Ulladulla.
- High probability of Aboriginal features located adjacent to coastal headlands, lakes and major creeks.

How will we get there?

- Maintain and enhance open space between settlements.
- Conserve key flora and fauna habitats and corridors.
- Maintain and enhance water and air quality.
- Provision of rural residential subdivision opportunities to the west outside the Structure Plan area.
- Relocation of Ulladulla Sewerage Treatment Plant and abandonment of ocean outfall in favour of land disposal effluent.
- Regime of a strict water quality control in new urban subdivisions.
- Restriction on development in Burrill Lake catchment.
- Conservation of areas with high probability of presence of Aboriginal features.
- Maintain and enhance the visual character of the district's headlands, ridgelines and creeklines.
- Conservation of the monzonite prime crop and pasture land around Milton.
- Introduction of structural landscaping (major trees such as Norfolk Island Pines) along the southern Ulladulla ridgeline

TABLE 2.3



Principle 3 - Making Money Locally:

- Diversifying business and industry based on existing lifestyle.
- Building on and protecting valued cultural assets.

Where are we now?

- Traditional industries in decline or undergoing major change.
- Decrease in the volume of fishing catch and potential decrease in commercial fleet size.
- Shift to export oriented fish catches (Southern Blue Tuna).
- Increase in dairy productivity and decline in the number of establishments.
- Dependent on highly seasonal tourism industry.
- Slow take-up of industrial estate allotments.
- Boom and bust building industry.
- Lack of employment opportunities outside the retail and hospitality sectors.
- Strong pressure to expand Ulladulla CBD southwards.
- Industry focusses on servicing needs of resident and holiday populations with almost total lack of 'export' industries.
- Public sector a significant employer in district.
- Generally low prospects for economic growth in the short term

How will we get there?

- Maintain Ulladulla Harbour as a working fishing port.
- Maintain dairy farms as intact units.
- Create a viable regional retail and service hub at Ulladulla.
- Develop an attractive business park at South Ulladulla as centrepiece for district.
- Provide for local enterprise nodes.
- Facilitate agricultural diversification without undue subdivision.
- Balance the need to introduce retail majors into the Ulladulla CBD with the objective of containing retail within the central area.
- Development of heritage based commercial centre at Milton (eg antique shops, galleries, markets, bookshops and arts & crafts).
- Milton to perform a commercial servicing role for rural-residential development to west of Structure Plan area.

TABLE 2.4



Principle 4 - Sharing With Visitors:

- Developing tourism which maintains our lifestyle.
- Attracting visitors who share our values about the special nature of Shoalhaven.

Where are we now?

- Natural features of ocean and beaches represent major visitor attractions.
- Family groups comprise main visitor segment.
- Sydney, ACT, Country NSW and Victoria represent major visitor source markets.
- Highly seasonal annual visitation pattern.
- Lack of diversity in entertainment facilities.
- Increasing congestion in the harbour at peak holiday periods.
- Greatest demand for health services at peak holiday periods.
- Trend towards quality guesthouses and B&B in Milton and Ulladulla.
- Trend towards quality holiday apartments in Mollymook.
- Lack of built visitor attractions during inclement weather.
- Majority of motels and caravan parks located adjacent to Princes Highway.
- Shortage of up-market visitor accommodation.

How will we get there?

- Development of heritage based tourism at Milton.
- Reduce dependence on caravans as major accommodation form.
- Development of quality guesthouses and B&B.
- Development of holiday apartments in Mollymook 'Golden Triangle' and adjacent to Ulladulla Harbour.
- Shift of emphasis of visitor accommodation from transit routes to primary natural attractions.
- Development of leisure retail and hospitality services in Mollymook 'Golden Triangle'.
- Development of a 'broadacre tourism' zone at South Ulladulla to cater for land intensive tourism and recreation facilities.

TABLE 2.5



Principle 5 - Moving Around the Area:

- Developing a more diverse and integrated transport system.
- Developing a transport system that specifically meets the needs of older and younger people.

Where are we now?

- Princes Highway provides spine to district's road system with an incomplete duplicate network.
- High dependence on private vehicles.
- Low bus patronage (school children and elderly).
- Taxis provide important transport mode for low income families and the elderly.
- Council's community and recreation/service courtesy mini buses important transport mode for elderly.
- Incomplete off-road movement network.
- Original road system of Ulladulla and Milton based on grid iron pattern.
- Recent residential subdivisions based on loops and culs de sac.
- Perceived lack of adequate parking at peak holiday periods.
- Traffic congestion and pedestrian conflict at peak holiday periods in CBD.

How will we get there?

- Development of by-pass for Milton-Ulladulla by 2010.
- Development of St Vincent Street as inner by-pass for Ulladulla.
- Development of pedestrian priority precinct in central Ulladulla and Mollymook's 'Golden Triangle' by year 2000.
- Development of pedestrian priority precinct in Milton by year 2010.
- Development of a road system conducive to bus routing.
- Development of an integrated cycleway system in urban areas.
- Development of coastal walkway system.
- Development of strategic riding trails linking the Pony Club with the rural district.
- Development of extended leisure boat harbour at Ulladulla.
- Explore the potential for an informal boat anchorage in Narrawallee Inlet
- Explore the potential for a local airport to the south of Burrill Lake.

TABLE 2.6



Principle 6 - Maintaining a Supportive & Cooperative Community:

- Providing coordinated services and community facilities.
- Recognising, accepting and providing for the special needs of diverse community groups (eg. youth and elderly).

Where are we now?

- Community facilities concentrated in Ulladulla and Milton.
- Lack of community foci in some of the urban villages (eg. King's Point, Burrill Lake and Dolphin Point)..
- General lack of facilities for young people.
- Demand for an indoor aquatic centre.
- Demand for a centralised sporting complex for Milton-Ulladulla.
- Lack of public meeting places (formal and informal).
- Trend to greater attendance of the district's children at non-government schools..
- High youth unemployment.
- Recreation/service clubs fulfil an important role as community foci as well as important facilities for the visitor population.

How will we get there?

- Achievement of a critical population mass to sustain a high threshold of community facility provision.
- Adoption of the social justice principles of access and equity in the provision and location of community facilities.
- Creation of strong community foci in each urban village.
- Development of an indoor aquatic centre in Ulladulla.
- Development of a sporting complex at South Ulladulla.
- Development of new high school at Milton to serve southern Shoalhaven.
- Development of retirement accommodation in close proximity to community, retail and transport facilities.
- Development of formal meeting space associated with the Ulladulla Civic Centre.
- Establishment of a system of informal regional public open spaces, formal town parks and local open space networks (passive and active).

TABLE 2.7



GMS 2019 - 2041 DISCUSSION PAPER FEEDBACK FORM

Please fill out this form and return it to Council by dropping it off at any Council admin building, library or leisure centre, mail it in to PO Box 42, Nowra 2541, or scan/photograph and email to Council@shoalhaven.nsw.gov.au

NAME (optional):

DO YOU WISH TO BE KEPT INFORMED THROUGH THE GMS/LSPS PROCESS?

YES/NO (please circle one)

IF YES, PLEASE PROVIDE EMAIL ADDRESS:

Discussion Questions

SECTION 4: WHERE ARE WE NOW?

1. Do you agree with a continued policy of no further rezoning of land for rural-residential style subdivision and development? What are the reasons for your opinion?
2. Should a review of business zoned land be undertaken by Council in the future, do you consider that:
 - a. The existing business zones are flexible enough, or are they too flexible?
 - b. The existing business zones are in the right location and are of appropriate size for each settlement?
3. Should town centres be protected by limiting what types of commercial uses can be developed in fringe commercial areas?
4. Should a review be undertaken of the areas currently zoned RU5 Village to determine if the zoning is still appropriate?

SECTION 4: WHERE ARE WE NOW?

5. Should a review be undertaken of the permissible land uses in the RU5 Village zone?
6. Should a wider range of business uses be permissible in residential zones, for example, allowing childcare centres, seniors living, medical centres, community uses, recreation facilities (indoor) in the R2 Low Density Residential zone?
7. Should a wider range of business uses be permissible in the RU2 Rural Landscape zone, for example, childcare centres, function centres?
8. Would you rather see future industrial zoned land provided in centralised locations, such as Bomaderry, South Nowra and Ulladulla, or smaller industrial zones maintained throughout the LGA, or both?
9. Should Council incorporate specific Objectives, Actions or Planning Principles from the JBSS and/or MUSP into the GMS 2019-2041?
10. Do you think the six (6) Principles for Milton-Ulladulla are still relevant?
11. What aspects of these strategies are most important to you?
12. Do you think the current Long Term Investigation Areas for these villages are still appropriate?

SECTION 5: WHERE DO WE WANT TO BE?

13. Do you think this vision statement captures what we value in Shoalhaven?
14. What would you change or add to this statement so that it can be used to inform the reviewed GMS?

SECTION 5: WHERE DO WE WANT TO BE?

15. How important are rural/agricultural lands to you?
16. Are there any other particular future directions that you would like Council to consider embracing?
17. Do you agree with the findings of the RobertsDay Character Assessments?
18. What would you change or add to these Character Assessments?

SECTION 6: HOW DO WE GET THERE?

19. Do you agree with the suggested actions for maintaining Shoalhaven's environmental values?
20. Are there other actions for maintaining Shoalhaven's environmental values that you would like Council to consider?
21. Do you agree with the suggested actions for providing for Shoalhaven's ageing population?
22. Are there other actions for providing for Shoalhaven's ageing population that you would like Council to consider?
23. Do you agree with the list of key sites?

SECTION 6: HOW DO WE GET THERE?

24. Are there other key sites you would like considered?

25. Which of the four growth options do you prefer and why?

26. Is there a different growth option that you would like Council to consider?

GENERAL COMMENTS

27. What do you like about Shoalhaven?

28. What do you think could be improved or done better in Shoalhaven?

29. Any additional comments or suggestions?