

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

INITIAL DISCUSSION PAPER

COMMUNITY ENGAGEMENT REPORT

JULY 2019



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 emerging.

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This document has not been endorsed by the elected Council and as such does not necessarily reflect their views. It is an overview of what we were told during the community engagement on the initial discussion paper for the update of the Growth Management Strategy.

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1. Summary of Growth Options

Summary

In November 2018, we published a discussion paper to help inform the preparation of an updated Growth Management Strategy. This paper explored where and how growth could occur and which areas and values should be protected. The paper provided information on Shoalhaven's changing community and the opportunities and challenges the City is likely to experience over the next 20 years.

We also asked for your feedback on a draft Shoalhaven Character Assessment Report. The NSW Department of Planning, Industry & Environment engaged RobertsDay (an urban design company) to prepare this report which identifies the existing and potential future character of our towns, villages, and neighbourhoods.

The response to these documents was generally positive and a large amount of feedback was provided on a broad range of matters. We spoke with many people between November 2018 and January 2019 and collected 166 submissions. This report captures and summarises your feedback to act as an information source. We will use this report as a reference check for our future strategic planning exercises, using your feedback to inform our update of the Growth Management Strategy and development of the broader Local Strategic Planning Statement. This report does not commit to any specific outcomes.

You indicated an overall preference for many of our future homes to be provided in the Nowra-Bomaderry, Jervis Bay-St Georges Basin, and Milton-Ulladulla areas. There was also some comfort with additional homes being provided through managed infill-development in existing neighbourhoods and carefully selected new release areas. The responses about the type of housing we need to provide were clear, with strong support for initiatives to decrease the cost of housing and deliver compact, adaptable and accessible housing close to shops and services. You also told us growth needs to align with infrastructure planning, and highlighted areas where new and improved community infrastructure is required.

We heard your concerns about the overdevelopment of our towns, villages and neighbourhoods and how the design of new residential developments has affected the unique character of these places. You have told us the areas where we need to improve our planning controls to protect a place and its character, and those places where new development should enhance character.

You also highlighted the importance of Shoalhaven's productive, natural, and heritage landscapes and their liveability and economic values. You have asked us to carefully manage new urban development to protect these values and avoid urban sprawl.

You told us economic growth should be a priority in our future work, with a focus on job creation, industry innovation, and adaptability. You asked us plan to strengthen commercial centres by increasing their trading strength and vibrancy. You also identified the need to plan for changes in the way we will work as technology evolves, the digital economy strengthens, and new industries emerge. At the same time, you stressed the importance of managing tourism in a sustainable manner.

Introduction

We are updating the existing Growth Management Strategy. This Strategy is a strategic land-use policy document guiding the long-term growth of Shoalhaven. It sets the policy framework for protecting Shoalhaven's social, economic, and environmental values while meeting the needs of its growing community. At its basic level, the Strategy examines the number and type of homes our community needs, suitable locations for new development, and the protection of environmentally sensitive and culturally significant land.

The current version of the Strategy was completed in 2012 and endorsed by the NSW Government in 2014. It now needs updating to reflect:

- Updated population information,
- Completion of actions in the current Strategy and other settlement strategies,
- Changes to planning legislation, and
- New information about environmental constraints.

To help us update the Strategy, we asked for feedback on an initial discussion paper. This paper explored where and how growth could occur and which areas and values should be protected. Our consultation took place between November 2018 and January 2019 and included a public exhibition, information sessions, and a survey.

We spoke to many people during the exhibition period and received 166 submissions providing a large amount of feedback on a broad range of matters. We have summarised the response in this Community Engagement Report, identifying common themes and presenting the feedback in a balanced way. We know the feedback is not representative of broader community views as we were more successful at engaging certain groups. The diversity of places and people also generated alternative views. This means this report provides a broad, and sometimes, differing range of opinions.

This report does not recommend any future land-use planning policies or actions, it merely records and presents the feedback we received. The opinions, views and comments in this report are not the views of elected Council or Council Officers nor do they reflect Council's commitments.

We will use this report and the detailed feedback as a reference, considering it as we update the Growth Management Strategy and develop the broader Local Strategic Planning Statement. Together these documents will be the main policies influencing strategic land-use planning priorities and decisions for the next 20 years. They will direct future changes to planning and development controls and other planning tools, such as development contributions, to ensure we continue to meet the community's needs into the future.

We will undertake more community engagement activity once we've prepared draft documents, providing you further opportunities to comment and have input.

Engagement Activities

From November 2018 to January 2019, we asked for your thoughts on the future of our City. We undertook a variety of activities to promote discussions and allow you to provide us with your ideas and priorities. Table 1 summarises our engagement activity.

Activities	Outcome
<p>Project Website</p> <ul style="list-style-type: none"> • Project overview • Discussion Paper • Online survey 	<ul style="list-style-type: none"> • 1,100 visits • 50 online surveys completed
<p>At Council's Buildings</p> <ul style="list-style-type: none"> • Discussion Paper • Enquiry service 	<p>Council staff available during the exhibition.</p>
<p>Advertising</p> <ul style="list-style-type: none"> • Emails: <ul style="list-style-type: none"> ○ Community Consultative Bodies ○ Industry representatives ○ Registered Community members • Newspaper <ul style="list-style-type: none"> ○ South Coast Register ○ Milton Ulladulla Times • Social Media 	<ul style="list-style-type: none"> • 166 submissions • 6 submissions from community groups • 4 submissions from industry groups/consultants • Newspaper adverts on 7 & 21 Nov 18. • 62 community members registered through the Get Involved webpage.
<p>Information Sessions</p> <ul style="list-style-type: none"> • Berry (29 November 2018) • Nowra (26 November 2018) • Huskisson (6 December 2018) • Sussex Inlet (3 December 2018) • Ulladulla (27 November 2018) 	<p>68 attendees</p>

Table 1 Summary of community engagement activities

The questions in the survey and asked throughout the discussion paper were provided as discussion points on the matters where we sought your feedback. We received 50 responses to this survey, 38 of which were completed online. The questions were optional and not all responses answered every question. They were not intended to be used as a poll.

Attitudes to Growth

We know it is hard to talk about growth and new development. The need to provide new homes affects people and places differently and has a range of consequences, both positive and negative. These include environmental impacts, changes to local character, and the capacity of existing infrastructure to accommodate additional demand. This needs to be balanced against the ability to provide housing and employment to meet the needs of a growing and changing community.

All places change with time. The discussion paper identified the need to provide about 14,800 new homes for a growing and diverse community anticipated to increase by about 27,600 people over the next 20 years. The discussion paper also examined the types of homes we need to improve housing affordability and to accommodate changing household or family sizes. We want to prepare for this change and influence it in a positive manner, and we want your help. The updated Growth Management Strategy will guide how we manage and accommodate this anticipated growth into the future.

Most of the submissions we received did not express a position on the broader growth of Shoalhaven, concentrating instead on more specific or local matters. These matters are examined later in this report. However, the submissions indicated a strong preference for:

- Preserving environmental values, including the avoidance of rezoning land with environmental values, and
- Maintaining rural land, with no further rezoning of land for rural-residential development.

The discussion paper presented four conceptual options for the direction of future growth, each with their own set of considerations (see Appendix 1):

1. Modified Growth Management Strategy: Development is focussed in locations identified for growth (Nowra-Bomaderry, Jervis Bay-St Georges Basin, Milton-Ulladulla) and supported by new homes in other settlements as identified in the earlier version of the Strategy.
2. Northern Centric: Development is focussed around Nowra-Bomaderry.
3. Growth Centres: Development is focussed in locations identified for growth (Nowra-Bomaderry, Jervis Bay-St Georges Basin, Milton-Ulladulla) and supported by additional greenfield releases in these areas.
4. Consolidated Growth: Increased density within existing centres, with no more greenfield releases.

Figure 1 provides the feedback of the 46 submissions addressing the growth options. The overall response from the community did not indicate a clear preference for any of the four options, with Growth Options 1 and 3 receiving marginally more support. This indicates a preference for new homes to be provided in identified growth centres,

with opportunities for additional homes provided by a combination of managed infill-development and carefully selected new release areas.

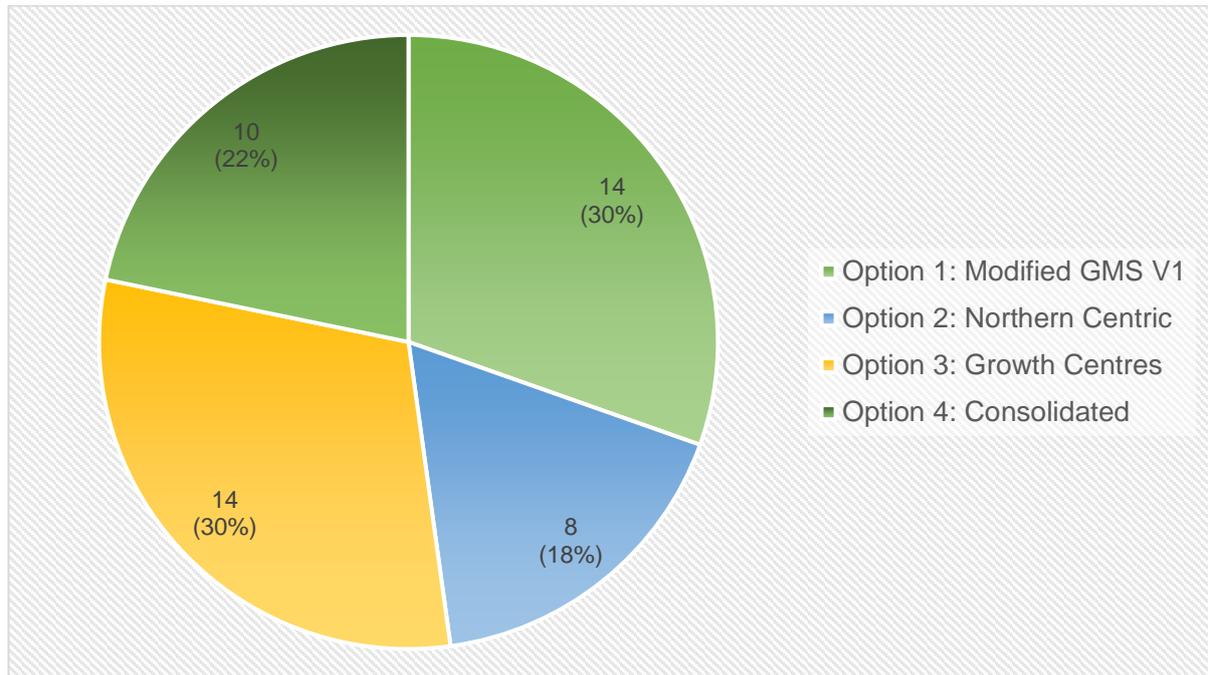


Figure 1 Community response to Growth Options

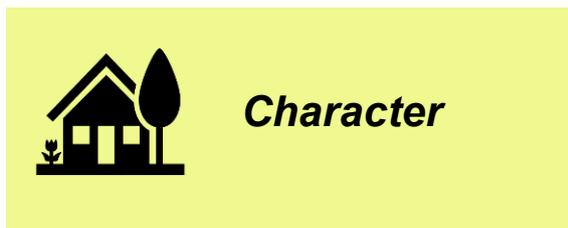
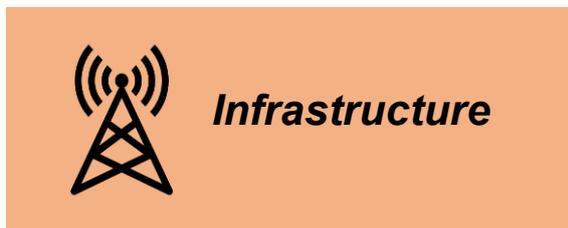
There was a very strong representation from the Berry community about excluding additional land to the west of the Princes Highway from future investigations. Fifty-one (51) people objected to this suggestion expressing a strong desire to retain Berry's existing urban footprint. A smaller number of submissions provided an alternative position, recognising Berry's suitability for new homes given its proximity to Nowra and Wollongong and its public transport services. This indicates the need for ongoing community engagement on attitudes towards the growth of Berry.

The responses about the type of housing we need to provide were clear, with strong support for initiatives to decrease the cost of housing and deliver compact, adaptable and accessible housing close to shops and services.

We received several requests from rural landowners seeking consideration for future rezoning to allow additional subdivision of their land. These submissions will be considered as we update the Growth Management Strategy.

What we heard

We received feedback in a variety of ways, including written submissions, online surveys, and feedback forms. In total we received 166 submissions on the discussion paper. The submissions contained similar matters and priorities, allowing us to group comments into the following twelve (12) general themes.



The following figure identifies how the submissions correspond with each of the themes. This figure also demonstrates the priority or importance of each issue, telling us how much the community who responded value the natural environment, rural land, and the character of its towns, villages and settlements.

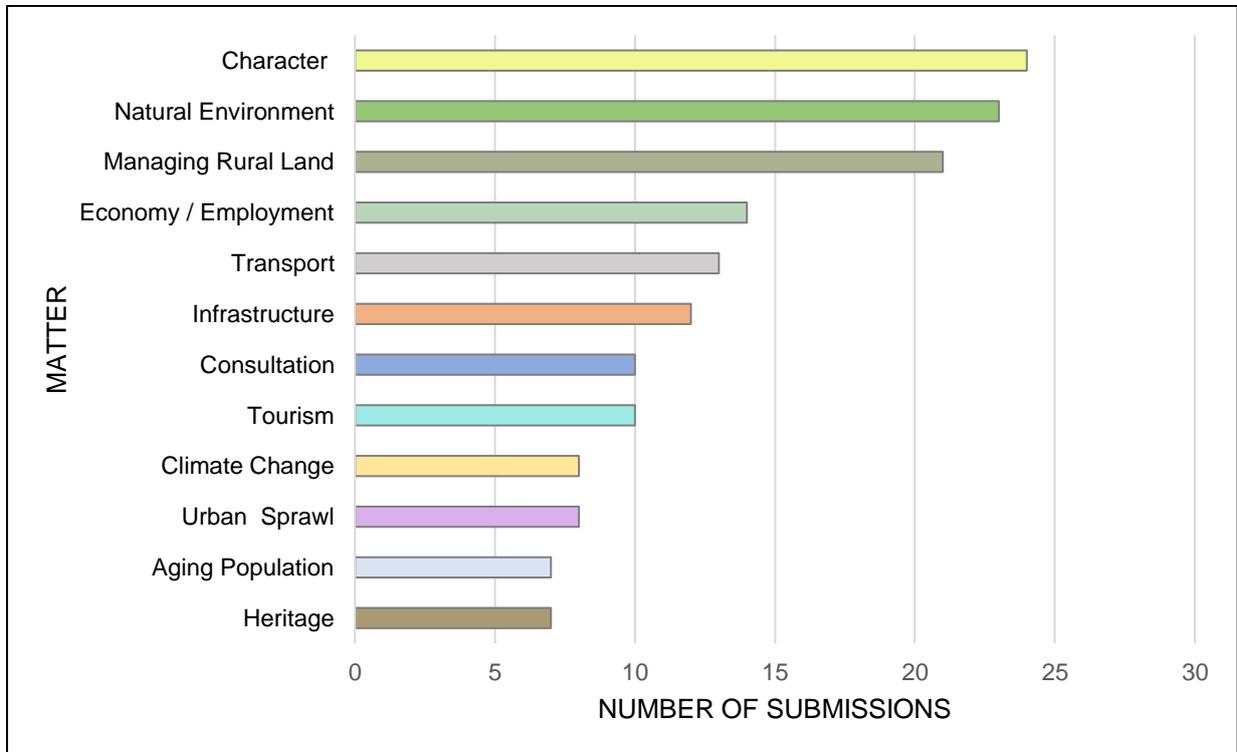


Figure 2 Number of submissions received for each theme

Theme 1: Character

We received 24 submissions on local character, or the appearance and feel of the City or a place. This indicates a strong community position on the importance of how a place looks and feels and support for maintaining and enhancing the character of our towns, villages, and neighbourhoods. You indicated concerns with:

- The overdevelopment of our towns, villages and neighbourhoods, and
- The design of new residential developments and how they have affected the unique character of many towns and villages.

Several submissions remarked how new residential areas in Berry, the Bay and Basin area, and around Milton-Ulladulla have had little regard for the unique history, architecture, streetscape and character of local settlements.

"We want to share the area with visitors and have businesses that are profitable; however, I believe that if the charm of the area is not retained the appeal to visitors will be lost"

"People live here because of the relaxed beach lifestyle. Building it up is going to destroy the reason people love living here"

"Keep the character of our villages - the reason we moved down here away from Sydney"

"It is essential to preserve the bushland appearance around the entry to Sussex Inlet to protect the town's character"

"Pay more attention to the protection of Shoalhaven's natural charms and acknowledge its uniqueness"

"Need to keep the character of existing villages, particularly Berry's historic village feel"

"There appear to be suggestions that higher-density housing is the predicted pattern for our local villages. This is not what the community wants or needs"

"There is potential for limited growth in some of the villages, provided that it respects existing character and is not unreasonably subject to constraints"

You have asked us to:

- Manage development pressure in our historic and coastal towns and villages.
- Require development proposals to respect and enhance local character.
- Improve our development controls to enhance the quality of new buildings.
- Identify and protect the value of the natural landscape.

Theme 2: Natural Environment

Shoalhaven's natural environment featured in 23 submissions. This highlights the value you place on Shoalhaven's coastline, beaches, rural vistas, and national parks. You confirmed these features are major drawcards for residents and visitors alike, and how vitally important they are for supporting our economy.

You highlighted sustainable development and the protection of the natural environment as a priority, asking us to place greater emphasis on these matters when developing strategic land-use planning documents.

You shared your concerns about vegetation and tree canopy loss in our urban areas, particularly in those places where the natural environment is a unique and defining characteristic. The submissions indicate widespread support for the restoration and enhance of the urban tree canopy, recognising the benefits of improving biodiversity and managing urban heat. You also asked us to adopt a stronger stance when assessing proposals to remove trees.

"There must be better planning to retain and/or replace the bushland and habitat corridors we are losing in our villages"

"Shoalhaven is a beautiful place to live, as it has such a diversity of [...] geographic features within it, e.g., [...] mountains, rivers, beaches and lush agricultural flood plains, bushlands and National Parks"

It is vitally important that habitat corridors are identified and retained in areas subjected to development to enable persistence of biodiversity in the face of development.

"Shoalhaven is defined by its natural environment. Undulating topography, natural bushland, coastline, waterways, lakes and rural hinterlands create a stunning setting that has a rich diversity of landscapes."

"We don't need more houses or shops, we need more open, natural spaces. Put the bush first and development second"

"The presence of vegetation makes urban areas far more liveable and is beneficial to human health."

"Embrace our unique biodiversity and ensure it is protected"

You have asked us to:

- Manage development to protect and enhance the natural environment.
- Limit development in areas of high environmental value.
- Improve the urban tree canopy.

Theme 3: Managing Rural Land

We received 21 written submissions about the future of Shoalhaven's rural land and resources. You provided a variety of feedback. Most of the submissions called for the continued protection of rural land for its resource value and scenic value. Some submissions asked us to explore opportunities to improve our rural economy, while other submissions asked us to consider additional rural-residential development.

In our survey, we asked how important rural and agricultural land is to you, and whether you agreed with a continued policy of no further rezoning of land for rural-residential subdivision and development. Of those people who answered the questions, 78% agreed on the importance of rural land, and 76% supported the position of limiting rural-residential rezoning. This response indicates the value you place on rural land and how important it is for us to continue to protect it.

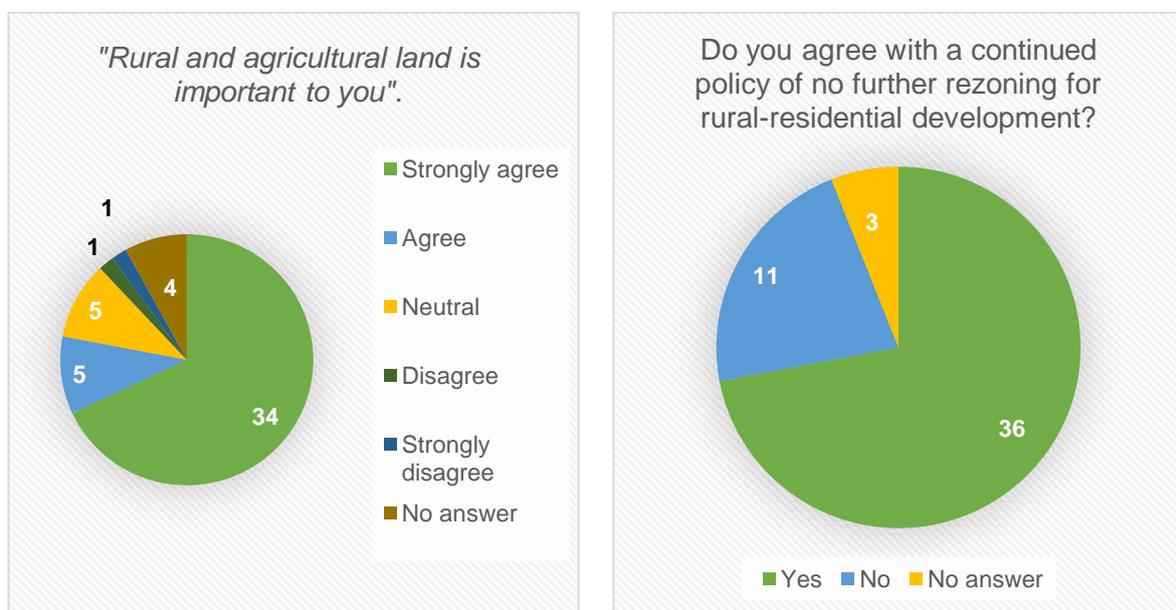


Figure 3 Community response on rural land

The submissions in favour of protecting rural land highlighted how the loss of productive rural land could affect our economy, sustainability, and tourist appeal. Concerns were raised about potential environmental impacts and the high cost of delivering infrastructure and services to new developments.

You asked us to investigate opportunities to promote agriculture-based tourism and retail activity to enhance the viability of our rural economy. This included a review of the minimum permissible lot sizes to encourage a range of smaller agricultural enterprises.

The submissions promoting additional rural-residential development stated it as a desirable land use, offering a good lifestyle and an attractor for a higher socio-economic demographic. You shared your views about this type of development having an economic benefit for the region, particularly the Nowra-Bomaderry area.

"I do not want to see the area become a large collection of rural housing blocks."

"Rural and agricultural land near the coast is a great attraction to people wanting to escape the city. It instantly gives a sense of relief and relaxation."

Other than the floodplains most of the agriculturally zoned land is not very productive. It is better off being managed intensively in small holdings than pretending that it can serve as productive agricultural land."

"Would like to see more rural small holding areas like those zoned RU4 and R5."

"It is essential we move to more compact, sustainable urban forms and preserve as much land as possible for agriculture and sustaining the ecology."

"Rural-residential is not an efficient or effective use of land."

"Shoalhaven Rural zoned lands support wildlife corridors and forests that are important natural tourist attractions and sustain primary industries, vistas, biodiversity and water quality"

"Demand is high for [rural lifestyle] blocks bringing potentially much needed high-end development to increase the economic base for the Shoalhaven."

You asked us to:

- Manage development pressure on rural land.
- Identify opportunities to strengthen our rural economy.
- Retain the scenic values of rural vistas.
- Undertake a comprehensive review of the planning controls for rural land.

Theme 4: Economy & Employment

15 submissions commented on Shoalhaven's economy and employment opportunities. You told us economic growth should be a priority in our future work, with a focus on job creation, industry innovation, and adaptability.

You raised concerns about the strength of commercial centres, including Nowra and Ulladulla, and shared your ideas for improving the vibrancy and trading strength of certain towns and villages, especially Burrill Lake, Culburra Beach, and Mollymook. You also identified the need to plan for changes in the way we will work as technology evolves, the digital economy strengthens, and new industries emerge.

You shared your ideas to strengthen our economy, including:

- Creating jobs for young people.
- Increasing education and training opportunities to upskill the workforce.
- Attracting skilled workers and their families to Shoalhaven.
- Flexible strategies to respond to the changing ways we work.

"Business Zones should be "Free Enterprise Zones"...businesses should be as free and unencumbered as they can be."

"It is important to accommodate industrial enterprises in villages because people always prefer to work close to home."

"The nature of business is going to change so much in the next 20 years that demand for business premises will be curtailed...shops will become redundant."

"Attract more development and commerce into Nowra to achieve a larger, more sophisticated and more attractive regional centre and provide more skilled employment locally."

"Trends in the work environment need to be considered."

"A focus on a creative economy is proven to attract younger workers and families to a region, support the creation of small creative-sector businesses and help create a 'creative identity' for a town/region."

You have asked us to:

- Focus on revitalising Shoalhaven's commercial centres.
- Increase flexibility of planning controls to allow us to adapt the way we work.
- Advocate for continual improvement of the telecommunications network to support the digital economy.
- Deliver and strengthen community hubs in residential areas to provide facilities, services and local shops.

Theme 5: Transport

The transport system was raised as a key consideration in 13 submissions. Nearly all of these highlighted the inadequacy of the existing public transport network, noting the lack of connectivity between villages, Nowra City Centre, and Ulladulla Town Centre. You stated the need to expand and improve the network to meet the needs of the community and reduce traffic by offering alternative transport choices. You also highlighted the importance of connectivity in our towns, villages, and neighbourhoods, requesting larger networks of walking and cycling paths to build communities, encourage active lifestyles, and offer alternative transport choices.

You raised concerns about the ability of the road network to keep up with demand, especially as our community grows and the tourism economy strengthens, attracting more visitors to Shoalhaven. Several submissions identified the need to review the performance of ageing intersections to identify necessary upgrades.

You indicated support for providing new homes in locations aligned with infrastructure, particularly around Nowra-Bomaderry. You recognised the opportunities presented by locating higher residential densities close to existing centres including reduced travel times and support for future upgrades.

"Public transport is practically non-existent, which is an issue that could be greatly improved."

"Growth Option 2 (development around Nowra-Bomaderry) would be preferable due to the availability of better transport."

"A Consolidated Growth option will reduce car dependency and make more efficient use of infrastructure."

"Public transport services need to be expanded...Council should lobby the state government for funding."

"The roads of St Georges Basin and Sanctuary Point are mostly narrow and cannot support greater traffic flows."

"Already the increased population is leading to greater traffic volumes...and the junctions with the Princes Highway are becoming increasingly dangerous."

"PLEASE bring in more public transport and cycle paths. I can't stress the importance of this enough."

"Give Shoalhaven Heads a cycle path to Nowra and to Berry."

You have asked us to:

- Advocate for delivery of an expanded public transport network.
- Align growth with existing and planned transport infrastructure.
- Review local roads to ensure they remain safe and efficient as we grow.
- Increase walking and cycling connections within and between neighbourhoods.

Theme 6: Infrastructure

Feedback on the adequacy of infrastructure featured in 12 submissions. This includes physical infrastructure such as roads, drainage, and the National Broadband Network, and community infrastructure such as schools, parks, and community facilities.

You raised concerns about the planning and delivery of infrastructure to support the growing community, highlighting a delay or backlog in meeting current and planned demand. Some submissions called for limited growth until adequate infrastructure is delivered. You also asked us to include new and upgraded community infrastructure and facilities in our revitalisation plans for certain centres, including Nowra, Ulladulla, and Vincentia.

"There are too many houses and people, and the infrastructure isn't there to support it...this issue would need to be addressed before further housing developments were created."

"[There are] concerns held by the Berry community about lack of amenity and infrastructure planning for major developments."

"Growth should follow infrastructure upgrades....not the other way around."

"Ulladulla centre doesn't provide adequate amenity for the growth that's happening around it - need more schools etc."

"Council must be aware of the variable quality of NBN coverage across Shoalhaven. It must pressure providers...to provide NBN access even if it requires new infrastructure."

"Use of renewable energy is good but why aren't we positioning ourselves as generators of renewable energy? What is the plan to deal with rising power prices?"

"Improve services to coastal villages."

"Nowra CBD buildings/amenities could be improved so that more larger businesses will stay in CBD and not go to South Nowra."

You have asked us to:

- Advocate for improved funding and delivery of major infrastructure.
- Review and respond to the infrastructure needs of our growing community.
- Provide community infrastructure to support new residential development.
- Investigate opportunities for the development of renewable energies.

Theme 7: Consultation

Ten (10) submissions suggested improvements for how we engage the community on the development of strategic planning documents. You asked us to increase our consultation efforts by notifying as many people as possible and making the material more accessible. You also highlighted the need to undertake consultation at appropriate times of the year, avoiding the Christmas and New Year holiday period.

Several community groups asked for increased opportunities to influence the development of the updated Growth Management Strategy and Local Strategic Planning Statement, particularly about local character.

"Before a Growth Strategy can be finalised, more community liaison is required to ensure residents are aware of the outcomes of higher density developments and changes to the existing character of their village."

"The GMS information session that Council organised at the Ulladulla Civic Centre was very informative and conveyed a lot of information to the reader very quickly."

"Community engagement with Council could be drastically improved."

"The briefings held at Huskisson have come at an inopportune time when families are rushing with Christmas occasions and purchases."

"We urge SCC not to rush the process and to engage in genuine participation (as opposed to informing and consulting). There are existing (e.g. Community Consultative Bodies) and novel (e.g. door knocking, visiting high-schools and speaking to students) means by which community desires can be elucidated."

"Council also needs to ensure that comprehensive discussion takes place with the local community and recognises and respects the wishes of the local community in relation to any outcomes of those discussions."

"Community consultation required for all aspects of planning."

You have asked us to:

- Provide adequate notification of our planned engagement activity.
- Undertake engagement activities outside the Christmas/New Year holidays.
- Engage more members of the community and consider different and innovative ways to access documents and provide feedback.
- Involve local communities as much as possible when identifying the values and character of a place or area.

Theme 8: Tourism

Shoalhaven's tourism economy featured in 10 submissions focussing on the known tourist hubs of Berry, Hyams Beach, Huskisson, and Ulladulla. These submissions stressed the importance of protecting the natural and built qualities of Shoalhaven to sustain and strengthen the tourism economy. These qualities include the coastline, towns and villages, and natural areas, which all work together to attract tourists to the benefit of local businesses.

You also told us your concerns about some of the detrimental impacts of tourism such as traffic, noise, and loss of amenity, and asked us to manage tourism in a more sustainable manner to minimise the impacts on residents and the local community.

"The Tourism Shoalhaven brand relies on the naturalness qualities of the Shoalhaven."

"Employment in Ulladulla is centred on tourism, so we need to retain the character that attracts tourists in the first place."

"I think that Nowra in particular could be more of a tourist and lifestyle destination with more development particularly along the river front."

"Our natural assets are of substantial value, bringing millions of tourists through the region each year."

"What could be done better in Shoalhaven? Management of tourism. Avoid more Hyams Beach situations."

"Look at policing holiday accommodation in residential zones."

"Protecting the natural environment will retain the tourism value of the area. Destroying what we have through over development will drive the tourists and jobs away."

"Berry village is a key tourist site and will become even more important when the proposed adventure park is built along North Street."

You have asked us to:

- Manage development to protect and enhance the quality of natural and built environments.
- Consider opportunities to support the tourism economy.
- Better manage the impacts associated with tourism activity.

Theme 9: Climate Change

Comments about Climate Change were provided in 8 submissions. You asked us to make climate change, and adapting to its impacts, a key consideration in our strategic planning exercises. You highlighted the need for future growth and development to respond to the anticipated impacts of sea-level rise, flooding, and more frequent and intense bushfires.

"Climate change should be a primary consideration of the GMS in order to prevent disadvantage to residents through poor planning."

"With expected sea level rise, we shouldn't be adding to our inevitable problems by putting more houses and people next to the beaches."

"In the case of Sussex Inlet the existing retail zone is of suitable size however it is flood prone and overtime it may be necessary to plan for partial retreat."

"Surely the [GMS] cannot be completed or accepted until climate change (global heating) impacts across the city are addressed and the community advised of future problems."

"The greatest challenge for the time period covered by this Strategy, climate change, is not even mentioned [in the Discussion Paper]."

"Denial of the crisis WILL NOT SOLVE THE PROBLEM. Please remember that indefinite growth is NOT POSSIBLE on a finite planet, especially faced by the destructive climate disruption already locked in by excessive human consuming of the planet resources."

"Any strategy looking to the future is doing a disservice to the community if it does not consider what a future carbon-constrained world may look like...and how communities must be designed to adapt to more extreme weather."

You have asked us to:

- Consider climate change and adapting to its impacts in our strategic planning.

Theme 10: Urban Sprawl & Density

Eight (8) submissions raised concerns about the continued expansion of the urban area into rural lands and bushland. You identified this expansion, or urban sprawl, was not desirable or sustainable and is a significant threat to the unique qualities of Shoalhaven. These qualities include scenic and rural landscapes, bushland, and historic villages and are responsible for attracting new residents and visitors.

You asked us to consider alternative forms of residential development to reduce the roll-out of low-density, detached homes on greenfield sites proliferating in other parts of NSW (Central Coast, Shell Cove, and Western Sydney). These alternatives included more in-fill development in existing places (the redevelopment of older sites to provide more homes) and more compact homes in major centres such as Nowra and Ulladulla.

"Do not allow the spread of housing to become one continuous ribbon along the highway from Berry to Bomaderry. Look to European villages - higher density then long expense of rural. Then back to the next village with higher density. Stop creeping development into rural land and coastal land."

"We need to move away from greenfield development and liaise with the community about infill."

"Overseas experience indicates that protecting agricultural lands around historic towns is given high priority."

"Berry is being ruined by the Shellharbour type sprawl [...]."

"[...] ribbon or sausage string development should be avoided at all costs allowing each centre to remain as discreet entities with their own characters."

"Future development in Sussex Inlet should be limited to the existing urban footprint."

"I would like to see the enforcement of planning regulations...to prevent loss of rural land to suburban sprawl."

You have asked us to:

- Locate new homes to manage the loss of rural and environmental land.
- Provide opportunities for the construction of a greater diversity of homes, especially compact homes, in established centres.
- Advocate for better planning controls at a State Government level to improve the design and approval methods for residential development.

Theme 11: Ageing Population

Our proposed actions to support the ageing population were commented on in 7 submissions. You noted the potential costs of providing infrastructure and services and other implications such as increasing accessibility of existing infrastructure. You also asked us to prioritise planning for an older population in our strategic planning work, by:

- Planning for accessible, easily maintained homes in existing neighbourhoods to allow ageing in place.
- Improving transport options.
- Making our neighbourhoods accessible.
- Providing space for community services and building social networks.

"There needs to be a long-term focus upon public transport that is accessible for older people, consideration of provision of accessible corner-shops within walking distance, rather than more Coles, Woolworths etc. These types of businesses [...] provide import social contacts for community members."

"What about improving home care services or finding ways to strengthen community relationships so that [older people] have a network to rely on."

"[We need] flexibility to adapt the existing housing of the aging population to accommodate sub-division within their houses, and other possibilities for aging in place (not just nearby)."

"Link aged care with the environment, rural centres that are 7 stars, completely sustainable."

"Small adaptable housing that is scattered throughout low density residential areas is generally attractive to the elderly e.g. duplexes on corner lots, multiple villas on large lots and designed to provide an alternative to formal over 55's retirement villages."

"We won't have the funds to provide for the needs of the ageing population if we focus on preserving heritage place and character."

"[We need to consider] ways to keep our elders engaged in inputting value to our community."

You have asked us to:

- Prioritise planning for an ageing population.
- Improve accessibility and mobility for all residents in new developments, public places and between town and village centres.
- Provide a wider variety of housing options for older people and those with a disability.

Theme 12: Heritage

Seven (7) submissions addressed the need to manage the potential impacts of growth and development on heritage items and places. Several submissions focussed on the heritage values of Berry and recent examples of development detracting from these values. You also identified the heritage values of the area west of Nowra CBD were at risk from development pressure through the potential loss of older homes through higher-density redevelopment.

You also highlighted the value of heritage places from a tourism perspective, noting the attraction of Shoalhaven's towns and villages rich with cultural heritage. You asked Council to place a greater emphasis on the heritage significance of our older towns and villages and adopt a more rigorous approach to heritage assessment through the development application process.

"I think the Council should adopt a Historic Urban Landscape assessment tool [...] as it integrates policies and practices of conservation of the built environment into the wider goals of urban development."

"[Heritage] should be an important consideration in informing growth areas, particularly for infill development."

"More importance should be placed on the heritage streetscape of Nowra especially around the showground / Worrigeer St / Shoalhaven St area. This area is under significant pressure for subdivision and medium density housing [...]."

"There should be greater emphasis on heritage [...]."

"[Council] needs to tighten regulations to ensure heritage, character and scenic amenity are protected. Any proposed new land uses or businesses within residential zones should be consistent with the existing heritage character of residential zones."

"Berry is one of the heritage tourism resources of the Shoalhaven area and its value will be eroded by continued expansion."

"I would like to see better heritage assessment in Shoalhaven."

You have asked us to:

- Prioritise the value of places rich in cultural heritage.
- Review planning controls to better protect heritage values and require new development to contribute to these values.
- Place greater emphasis on heritage significance through the development assessment process.

Shoalhaven Character Assessment Report

Identifying and understanding the character of our towns, villages, and neighbourhoods helps us understand how each of these places looks and feels, how the community uses it, and how the buildings, landscape, environment, and activity interact. A good understanding of these elements is essential to inform our future planning for a place, helping to maintain or improve its character.

To assist with our identification of character, the DPIE engaged RobertsDay (an urban design company) to prepare the draft Shoalhaven Character Assessment Report. This report, prepared by experts and based on a consistent approach, identifies the existing and potential future desired character of our towns, villages, and neighbourhoods.

We received 42 submissions focussing on a range of towns, villages and settlements. Figure 4 records the number of submissions for each place.

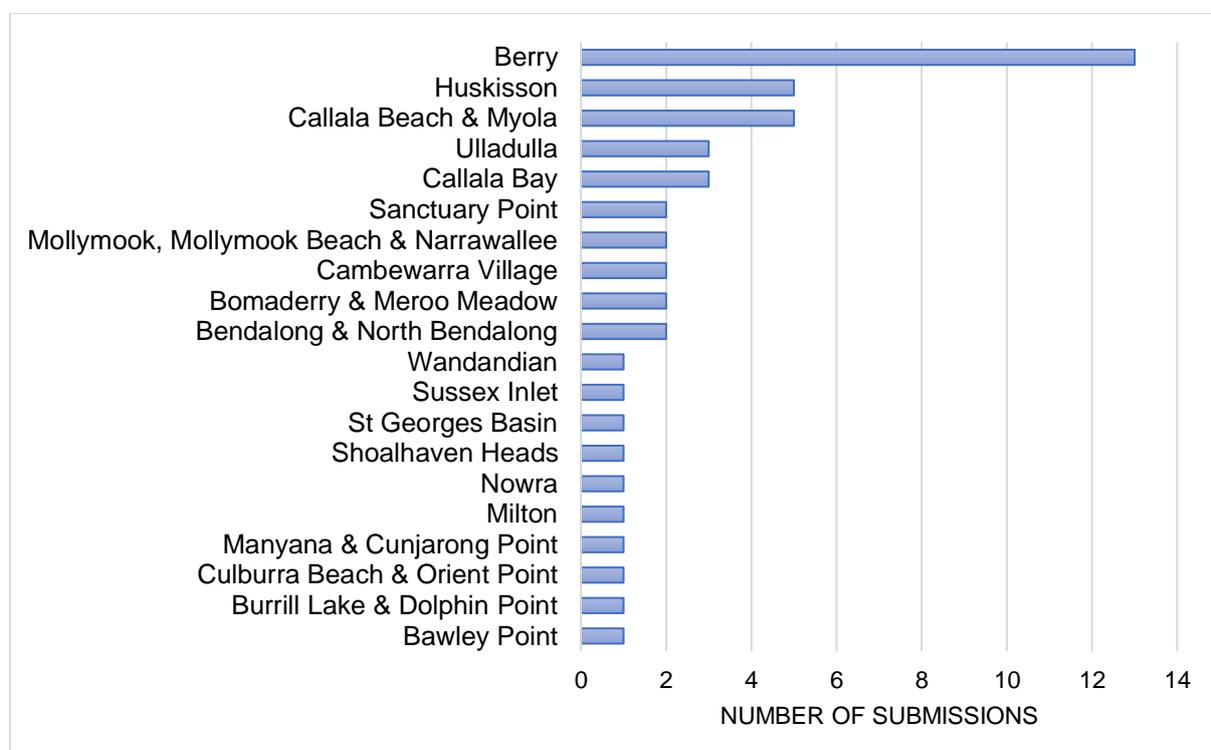


Figure 4 Number of submissions received by location

One key issue raised was the lack of community participation during the preparation of the report. We acknowledge DPIE and their consultants did not consult on the document. We therefore promoted the report as a start of the discussion about defining and identifying local character, recognising good and bad build forms, and planning improvements to public places. We have summarised the remainder of the feedback in the following chapters, focusing on those locations mentioned heavily in submissions.

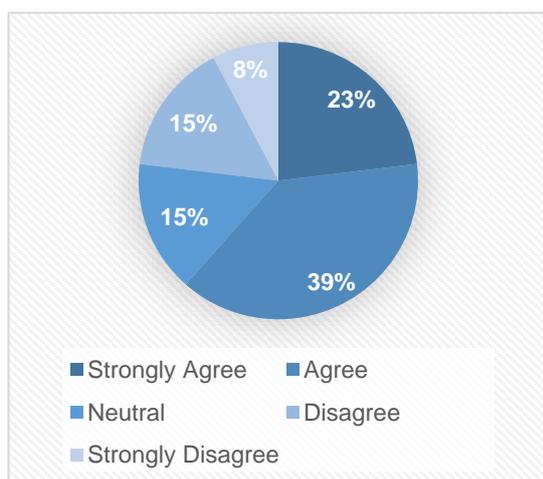
Berry

Your submissions highlighted Berry's many values: its unique history, heritage character, charming village atmosphere, and rural vistas and heritage landscapes. You told us these values are enhanced by the vibrancy of community and tourist activities.

You set out your concerns about recent development missing opportunities to contribute to Berry's character and the potential for this to continue with future development. You also identified your concerns about the capacity of existing infrastructure, such roads, sewer, drainage, to limit the delivery of extra homes.

The feedback indicates that 54% of respondents agree with the RobertsDay existing character statement and 50% agree with the future character statement.

Existing Character Statement



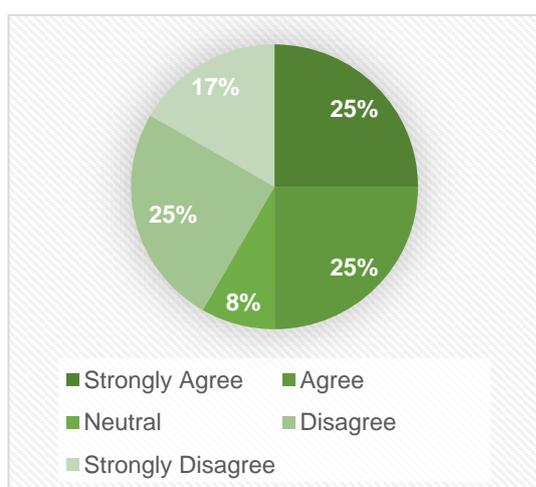
"It is a landscape of outstanding natural beauty and should be preserved as such."

"New development must be sympathetic to heritage and rural character."

"Berry is a great attraction for tourists and visitors and will be spoilt by too much change."

"[The statement is] selective and ignores the eclectic collection of homes that have developed in the town."

Future Character Statement



"Future development should not include higher densities or sausage string development."

"More emphasis on heritage and protecting the tree canopy."

"Berry needs to be sensitively managed in terms of building height, form and materials."

"Faux heritage in large numbers makes a mockery of the valuable legacy of buildings that exist in the town centre."

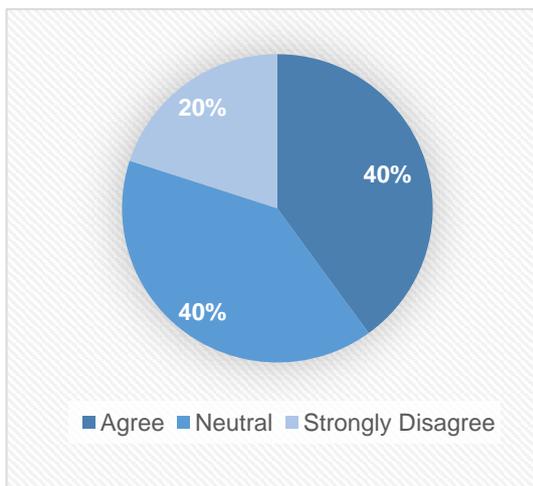
Huskisson

Your submissions provided a mixed response. You want to see a greater emphasis placed on the view corridors from the town centre to Jervis Bay, and the valuable contribution the mature trees make to the character and amenity of the town.

You told us you would like to see a greater recognition of the old fibro and weatherboard homes throughout the town and raised concerns about the gradual erosion of character through the loss of these older homes to redevelopment.

You also note Huskisson is a tourist town promoted as the “Gateway to Jervis Bay”; however, urged us to recognise this is not just a place for tourists and the vibrancy and character of the town is also important to residents.

Existing Character Statement

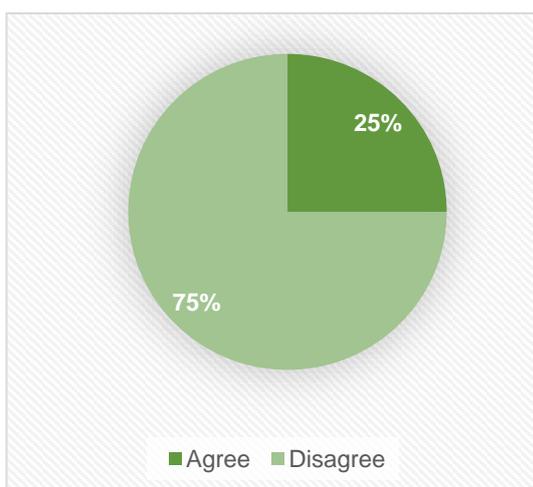


“Elements to improve’ should seek to avoid future characterless developments...”

“The community of Huskisson are clearly linked to the natural environment with many people undertaking nature based activities.”

Huskisson is one of very few towns or villages in the Shoalhaven that actually has views of the water from the main street. This provides a tremendous atmosphere to the main street that other places lack.”

Future Character Statement



“The overall focus seems to be on visitors whilst down playing what makes the town attractive to residents.”

“No higher density development around waterfront. We MUST preserve views of Currambene Creek.”

“Promoting Huskisson as the “Gateway to Jervis bay” is clearly problematic for Huskisson and risks other areas of the bay being neglected.”

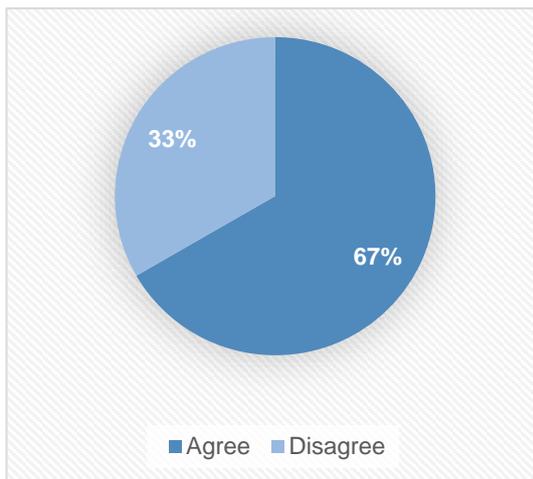
“The tall trees...provide the blending of forest to sea so beautifully through Huskisson.”

Callala Bay

Your submissions provided a mixed response. You asked us to improve the urban tree canopy to provide more shading to the streets. You also want to see a greater recognition of the community and recreation facilities throughout the village, and the contribution they make to local character.

You also mentioned the current Halloran Trust Planning Proposals requesting us to identify the future desired character of these areas to guide their development.

Existing Character Statement

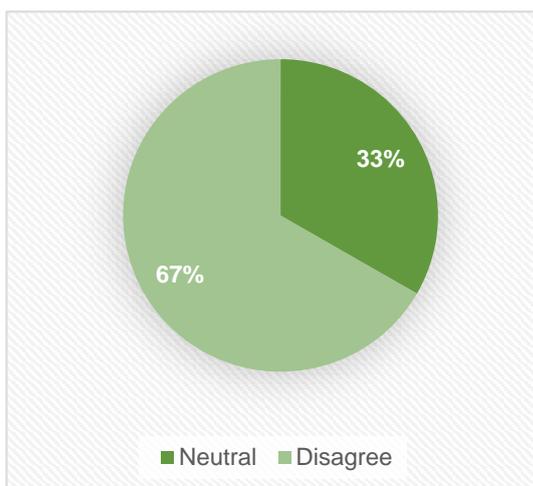


"Callala Bay has a [...] high proportion of working families (relative to e.g. Callala Beach and Myola) which is likely to increase with the new development and this impacts on both the current and desired character"

"Agree that there is an older and newer part but don't consider there is a community disconnect between the two."

"Character statement doesn't acknowledge the significance of the sports ground and associated recreation area...or the fire station and community centre precinct which is a key function and meeting place."

Future Character Statement



"[We need] more shading in the streets"

"Current local community views and preferences on local character...would be valuable information to...inform council thinking about how to translate character into planning and other decision making processes."

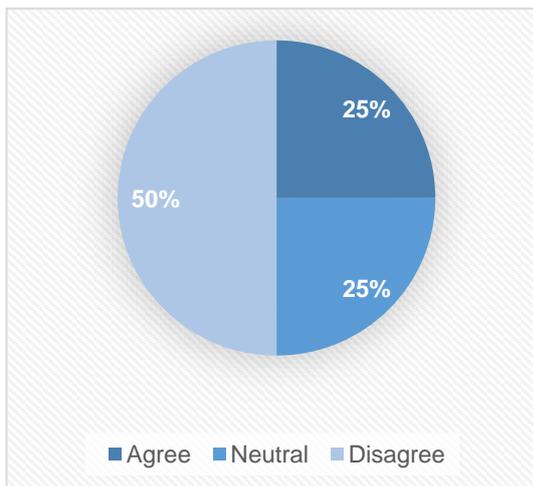
"It doesn't mention the proposed large increase in development that is part of the Halloran Trust proposal."

Callala Beach & Myola

Your submissions indicate your disagreement with the character statements. You suggested several changes to both the existing and future character statements, asking us to:

- Consider the findings of the 2018 Callala Beach Progress Association survey.
- Maintain the relaxed coastal atmosphere of the village.
- Improve the streetscape with increased tree planting.
- Provide adequate public facilities such as parks, amenities blocks, and pathways.
- Focusing on improving vegetation along the foreshore to minimise coastal erosion, and within streets to manage urban heat.

Existing Character Statement

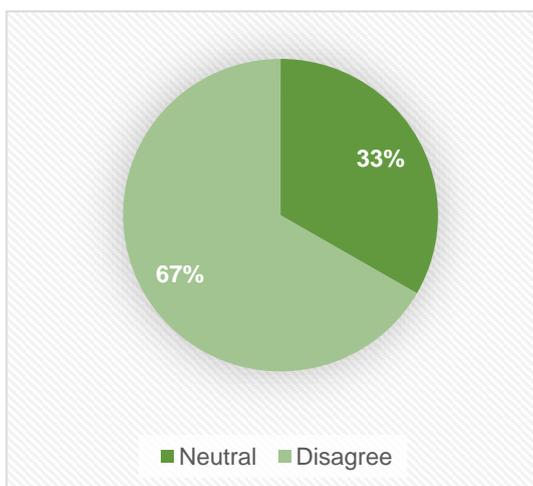


"Myola is highly sensitive to development. The spit and foreshore nature reserve is home to an abundance of native Flora and fauna."

"The current streets...are monotonous and barren. They could be significantly improved with a consistent street greening program."

"The community hall...has potential to be the seasonal entertainment hub - it could be used for more community serving events, like summer pop-up eateries, etc."

Future Character Statement



"I do not want Myola to become over popular and encounter the problems currently facing Hyams beach."

"More planting on beach reserves...and in street verges."

"We like the easy going nature, old fashioned beach holiday vibe and the sense of community that the wide streets and lack of gutters provide, but it desperately needs more street greening."

Ulladulla

You made several observations about Ulladulla but did not provide a clear indication of agreement with the RobertsDay character assessment. This prevents us from displaying the response as a graph. Instead, we have provided a snapshot of your comments including:

- Your vision for a vibrant retail centre, with new development responding to the coastal character.
- More employment opportunities through centre revitalisation, tourism ventures, and the release of more land in South Ulladulla for light industrial purposes.
- Attracting tourist accommodation and operators back to the town centre to offer an alternative to short-term rental accommodation in residential areas.

"Direct tourism growth back to urban centres."

"Don't let homes become air-bnbs where people are inadvertently destroying local tourism industries and having an effect on local amenity."

"Address the disjointed nature of the retail centre [and] empty shops - retail land needs to be consolidated."

"Change is needed to restore character and provide a vibrant place to live with life on the streets after dark."

"Ulladulla is the second retail centre of Shoalhaven and should be identified as such with a need to strengthen retailing with a higher density with a harbourfront focus."

"Height limits need to consider broader economic impact."

Other Settlements

The submissions we received on other settlements provided us useful feedback about how you feel about your neighbourhoods.

Bawley Point

"Bawley point's significance to the future is Willinga Park. This brings a new and exciting equine industry to the region."

Bendalong & North Bendalong / Manyana & Cunjurong Point

The precious surrounding natural environment is conducive to outdoor living as part of the relaxed coastal lifestyle.

"[...] highly value the laid-back, small coastal village atmosphere and unique natural setting with a string of differing beaches, diverse landscapes and the villages themselves surrounded and seemingly removed from the rest of the world by lakes, ocean, national parks and Crown / Council reserves."

"Bendalong and North Bendalong are retirement areas. There are no facilities for them to be a holiday destination."

"Any development areas should have appropriate large lot sizes, green corridors, open space and maintain as much native vegetation as possible."

Bomaderry & Meroo Meadow

"Bomaderry has an old heart of weather board houses, and forest tracks along creek lines and backs onto Bomaderry Creek - which is a natural gem in itself."

"I picture something contemporary; exciting. A place where people of all ages, abilities and identities can feel safe. With spaces available for musicians, and artists, and writers, and creatives. A place of culture and colour and learning. Where people feel connected and part of something great."

Burrill Lake & Dolphin Point

"Existing shops on both sides of Burrill Lake are somewhat limited in the range of offering to both residents and tourists alike and would benefit from a newer, more diverse and landscaped offering."

Cambewarra Village

"The village is set in an attractive landscape suitable for sympathetic expansion to afford village lifestyle to a growing population."

"Cambewarra has the potential to be a mini Berry, but it needs further development to facilitate additional services and boutique shopping."

Culburra Beach & Orient Point

"Revamp of the Culburra Beach business area. Replace the existing landscape with colourful trees and shrubs...[Involve] the theme of surfing [...]."

Milton

"Milton has a far more rich mix of architectural forms and colours"

"Milton loves its Café Strip and Retail offering, but this is not sustainable without growth."

Mollymook, Mollymook Beach & Narrawallee

"We should look to consider an enforcement of a possible ban on certain housing types [that] do not reflect the character of our area at all."

Nowra

"There are amazing river views – in terms of public space there could be a network that includes the river frontage – a more formal walk/bike path that connects the town from all its corners."

Sanctuary Point

"The presence of St Georges Basin waters/estuary on 3 sides of Sanctuary Point has been ignored. Acknowledging the significant foreshore area is crucial to the character statement."

"The future character statement is bland, urban and unimaginative. It is full of clichés and does not connect the village with its natural environment."

St Georges Basin

"Residents of the St Georges Basin area feel very strongly about retaining the character of the area and improving the natural areas."

"[...] completion and approval of the Growth Management Strategy be delayed until local residents have input into the Future Character of St Georges Basin and Basin View."

Next Steps

We will use this Community Engagement Report as a reference-check for our future strategic planning exercises, using your feedback to inform our update of the Growth Management Strategy and development of the broader Local Strategic Planning Statement. These documents will identify the land-use planning priorities and actions for the City and the actions required to achieve them for matters such as:

- housing supply, diversity and affordability,
- employment and economic growth,
- environmental protection,
- preserving the character of towns and villages, and
- infrastructure and service provision.

This strategic framework will be used by Council, industry, property developers and the community to influence investment, infrastructure, planning and design decisions over the next 20 years. It will be used to direct future changes to Council's planning and development controls. It will also inform other planning tools, such as development contributions, to ensure facilities and services are provided to meet the community's needs. The NSW Government will also use these documents to inform its infrastructure planning and service delivery for things such as schools, hospitals and transport.

There will be further opportunities throughout 2019 and 2020 to get involved with the development of both the updated Strategy and Local Strategic Planning Statement. After draft documents have been prepared, more engagement activities will be planned.

The seven (7) submissions seeking the rezoning of various land in Berry, Kangaroo Valley, Lake Conjola, and Mollymook will be reviewed in more detail in our update of the Strategy.

We have passed the submissions on the draft Shoalhaven Character Assessments to RobertsDay for their consideration in the finalisation of the report. We will consider the final report as we develop the Local Strategic Planning Statement and update the Strategy. We anticipate it will provide information on the values of the built environment which we may be able to use to create planning and development controls to preserve and enhance the character of each of our towns, villages and neighbourhoods.

Appendix – Summary of Growth Options

1.6.1 GROWTH OPTIONS SUMMARY

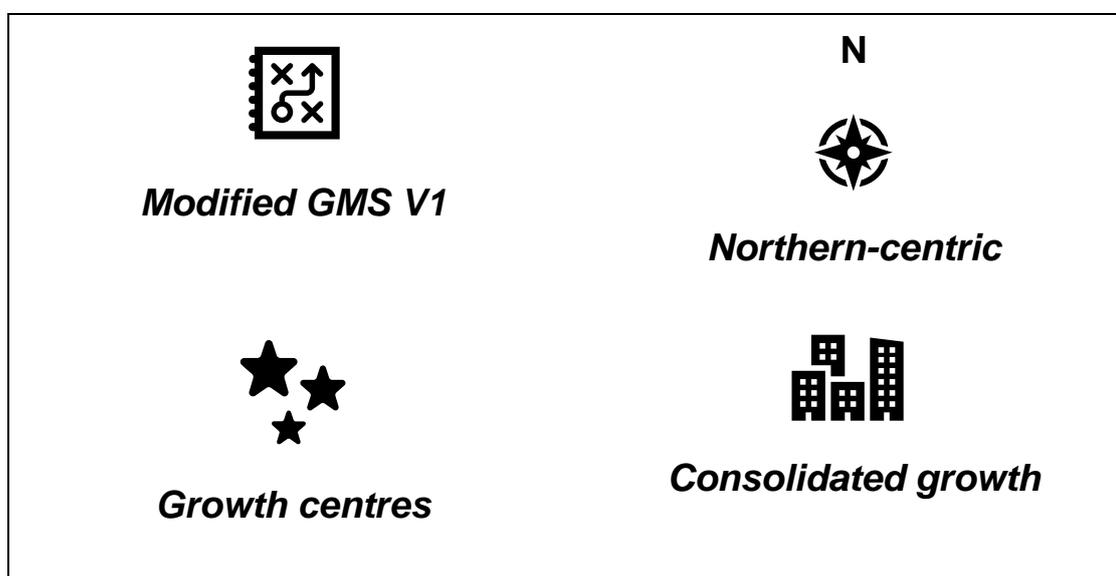
There are a number of growth options that could be considered to accommodate the growth of Shoalhaven, however, this discussion paper has identified four (4) growth options which have the potential to cater for projected growth.

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 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.

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

N



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.

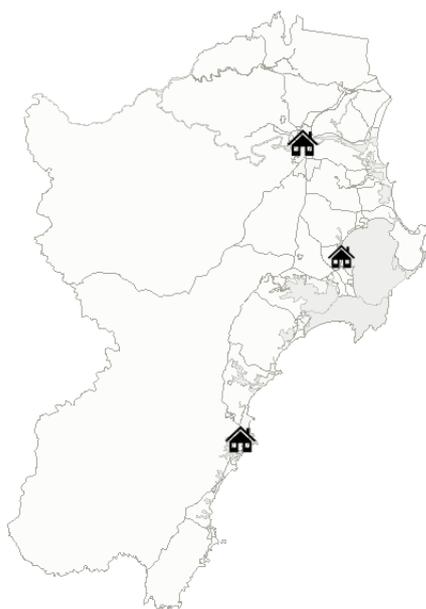
In regard to the remainder of the City, Council would not consider requests to rezone additional land for residential development. The urban footprint of each town and village would remain as is (or as currently zoned where there is an existing current supply of undeveloped zoned land). Future growth 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.

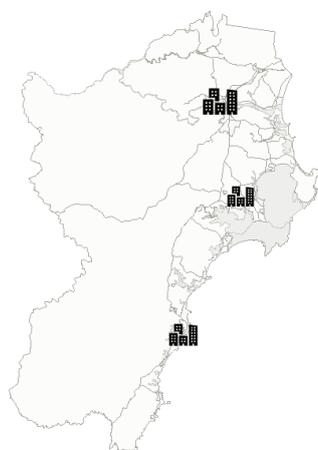
In regard to the remainder of the City, Council would not consider requests to rezone additional land for residential development. The urban footprint of each town and village would remain as is (or as currently zoned where there is an existing current supply of undeveloped zoned land). Future growth 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.