

ADOPTED
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● Eurobodalla Settlement Strategy

Directions for Eurobodalla Shire 2006-2031



This document was prepared by:

Strategic Planning Unit

Eurobodalla Shire Council

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Eurobodalla Settlement Strategy

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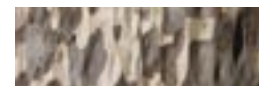
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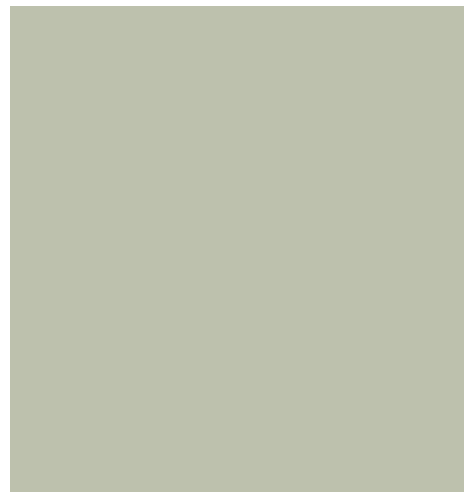
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Context



1.1 A sustainable Nature Coast

The south-east coast of New South Wales has been termed a lifestyle region. It accommodates a range of activities, including agriculture, forestry and knowledge-based employment in rural and coastal environments with easy access to Canberra and Sydney. The area is also attractive to retirees from the ACT, Sydney, Melbourne and regional NSW and Victoria.

Eurobodalla Shire Council markets the area as the Nature Coast and, as demonstrated by community visioning and wellbeing surveys and community workshops carried out by IRIS Research in 2004/05, Council has a mandate to preserve the nature coast image. The challenge is to retain the qualities of the natural, cultural and built environments that attract residents and visitors and that set the area apart from other coastal areas. The Eurobodalla Settlement Strategy responds to that challenge.

Eurobodalla Shire Council is committed to the concept and principles of sustainable development and the implementation of Local Agenda 21. This strategy implements Council's Sustainable Living Policy by providing guidance in planning for and maintaining a sustainable and healthy economy, community and environment.

The Eurobodalla Settlement Strategy is also part of our Management Plan. Our aim is to effectively manage the pressures of development on land, water, atmosphere, human resources, and biodiversity. Our aim is consistent with the Australian Capital Region State of the Environment Report 2000 in that we will work with the community towards achieving social, economic and ecological wellbeing.

To assist decision-making, including identifying land use zones and appropriate development types, the following principles are considered in addressing the cumulative impacts of development activities on natural and built environments:

Box 1.1 the principles of sustainable development

The precautionary principle - *where there are threats of serious or irreversible damage to the community's ecological, social or economic systems, a lack of complete scientific evidence should not be used as a reason for postponing measures to prevent environmental degradation. In some circumstances this will mean actions will need to be taken to prevent damage even when it is not certain that damage will occur.*

The principle of intergenerational equity - *the present generation must ensure that the health, integrity, ecological diversity, and productivity of the environment is at least maintained or preferably enhanced for the benefit of future generations.*

The principle of conserving biological diversity and ecological integrity - *aims to protect, restore and conserve the native biological diversity and enhance or repair ecological processes and systems.*

The principle of improving the valuation and pricing of social and ecological resources - *the users of goods and services should pay prices based on the full life cycle costs (including the use of natural resources at their replacement value, the ultimate disposal of any wastes and the repair of any consequent damage).*

The principle of eliminating or *reducing to harmless levels any discharge into the air, water or land of substances or other effects arising from human activities that are likely to cause harm to the environment.*

The principle of encouraging a strong, growing and diversified economy - *promotes local self reliance, and recognises and strengthens the local community and its social capital in ways that safeguard the quality of life of future generations.*

The principle of providing credible information in open and accountable processes - *encourage and assist the effective participation of local communities in decision making.*

Central to principles of sustainable development is the argument that there are limits to urban growth. Unfettered urban sprawl is inefficient and brings with it a range of social inequities. This strategy recognises that the carrying capacity of the natural environment and the resources that are needed to sustain settlements are finite. Carrying capacity means the extent to which land can sustainably accommodate population and development. The concept of urban containment, setting clear and defined boundaries around urban areas and making best use of existing urban areas (through increased densities where appropriate and urban renewal), addresses this issue. Urban containment is becoming all the more relevant when seen in the context of 'peak oil risk'

and the need for humans to coalesce and travel in a way that minimises oil consumption.

Rural land has three productive components. It is a source of food and fibre (an economic resource), accommodates biodiversity (an environmental resource) and a place for people to live (a social equity resource). There is a need to balance all three of these components in planning for and managing rural lands in a sustainable manner.

Similarly, it is acknowledged that there are variables that may affect various assumptions made in this strategy that are beyond the control of state and local government. For instance, the global impacts of resource depletion or unforeseen levels of international migration may affect local population predictions. This strategy has been prepared using the best and most recent available information but remains subject to external influences.

The strategy is also framed by growing concern over the likely impacts of climate change. It is widely accepted by the scientific community that climate change is occurring as a result of higher concentrations of greenhouse gases in the earth's atmosphere. These gases, the most significant of which is carbon dioxide, are leading to increased trapping of infrared radiation, causing the lower atmosphere to warm and change weather patterns. Greenhouse gases are latent within the atmosphere – we are currently feeling the effects of emissions released into the atmosphere over the past 50 years. Society now has an obligation to reduce greenhouse gas emissions and mitigate the effects of climate change so that future generations are able to enjoy a healthy and productive planet. Measures such as sustainable building design and protection of biodiversity should be seen in this context – that the well-being of future humans is dependent upon how we act now and how we act locally to confront a global issue.

The Department of Local Government provides the following definition of a sustainable community. Eurobodalla Shire Council is striving to achieve sustainability and this strategy is a major step towards meeting that goal.

Box 1.2 A sustainable community

A sustainable community is difficult to define. It is not a static end product but more a state of becoming. People who live in sustainable communities have a sense of belonging and a strong sense of place. A sustainable community can be recognised by its confidence, self-reliance and ability to assume responsibility for its future.

The core components of a sustainable community include:

- *Social cohesion; a socially mixed community where neighbourhoods are characterised by diversity of income, age, culture and housing tenure, etc and there are opportunities to move freely through life's cycles without the need to relocate.*
- *Functional economy; diverse employment opportunities exist which underpin a quality of life matched with community prosperity expectations.*
- *Robust environment; ecologically balanced with impacts from human activity capable of being accommodated without degradation.*
- *Sound infrastructure; facilities and services are matched to community needs.*

Source: Department of local Government, *a new direction for local government: a position paper* October 2006



Approach

Council has developed an approach to drafting strategies and plans that is based on four planks. Specific research and simulation modelling is proposed in the following areas:

Employment lands: to establish the siting and capacity of employment lands (commercial and industrial) in the shire, then the targeting of business and industry that can be retained or expanded. ABS employment multipliers will be applied to those industry types to enable the calculation of jobs created or available per household. Current thinking is 0.5 jobs per household are notionally required to increase average household income, sustain the local economy and minimise leakage of expenditure.

Residential lands: through the research behind the Coastal Environmental Capacity Planning Project and Strategic Environmental Assessment, the environmental constraints on land will be defined to identify land capable of residential (urban and rural) development. Lot sizes and appropriate dwelling sizes and densities can then be established for those lots. Based on ABS dwelling occupancy trends, an indicative population capable of being supported by residential land stocks can be calculated. It is intended to match dwelling size to occupancy size for new developments.

Natural resource: the Coastal Environmental Capacity Planning Project and the Southern Rivers Catchment Management Authority (SRCMA) catchment action plan, the state government river water quality objectives, the draft water sharing plan and council's Integrated Water Cycle Management Plan have enabled the definition of the natural resource capacity of riparian systems and vegetation in the shire. That capacity informs the extent to which urban and rural water supplies can be harvested and the extent of clearing for human settlement, in turn establishing a population capable of being supported by those natural systems.

Infrastructure: based on those supported population profiles, local government provided infrastructure, services and facilities will be sized, designed and placed to respect the land and water natural capacity and the opportunity to employ the population to support the payment for infrastructure, facilities and services. Structure plans will guide the sizing and siting of community infrastructure and facilities. Development servicing plans guide the sequence of land release and the sizing of infrastructure required by new developments.

Indigenous Values

Aboriginal people inhabited the Eurobodalla Shire well before settlement by Europeans. In many ways the natural features that attracted and sustained those early Aboriginal peoples now also attract and sustain our modern Eurobodalla community. While the local Aboriginal community may only represent 4.2% of our resident population, it is appropriate that we respect the values they place on our land, water and biodiversity, and the special places that sustain their lives, history and culture. Those values and places have also influenced the setting of development for the future and conservation of areas for their environmental and cultural heritage significance.

The local Aboriginal land councils and elders groups have contributed the following draft statement to give context to Eurobodalla Shire Council's strategic plans.

Box 1.3 draft Aboriginal statement

Eurobodalla Shire Council recognises that the original occupants and inhabitants of this land lived in the area for more than 40,000 years. There were a number of clans and tribes speaking several languages and these people exercised traditional rights over the area including the ownership of sacred and significant sites.

The original inhabitants and occupants of the land relied on the sea, the lakes and the land to provide much of their food and sustenance for life. Numerous middens are still found in the area giving recognition to the gathering of the traditional owners and inhabitants in this area.

Eurobodalla Shire Council acknowledges that the Aboriginal culture continues to strengthen and enrich our community and that the area is now occupied by people who are drawn from many different lands, who share the values of tolerance and respect of one another.

1.2 Aims and objectives

Broadly, the aims of the Eurobodalla Settlement Strategy are to conserve biodiversity, respect our diverse cultural background, stimulate economic and community development, and provide efficient public services. The approach is one that takes into account land capability and the carrying capacity of the land to determine appropriate land uses. It is also about generating social capital - cohesion, trust and human support systems through community economic development and a sustainable pattern of settlement.

The strategy reinforces and makes explicit the policy positionings of Council and the NSW Government which in turn are a response to contemporary local and wider community expectations. The Eurobodalla Settlement Strategy is aligned with the South Coast Regional Strategy, prepared by the Department of Planning, Illawarra and South Coast Regional Office.

There are many factors that have influenced the content of this strategy. Some of these factors are:

- High population growth: As the population increases we need to provide housing, employment and services in a way that protects the natural environment, makes efficient use of services, and provides good lifestyle opportunities for existing and future residents.
- The need for housing choice: Eurobodalla has a high (and increasing) proportion of retirees and single-person households. It is important to provide options for housing that responds to the needs of these and other demographic or socio-economic groups, as well as to provide accommodation for the many visitors to Eurobodalla. It is important that accommodation today satisfies affordability needs and can be adapted to

satisfy demographic change tomorrow.

- The need to protect coastal ecosystems and scenic values: Values that need to be protected include, but are not limited to, riparian vegetation, wetlands and salt marshes, vulnerable flora and fauna, agricultural land, Aboriginal cultural heritage and many more. Protecting significant coastal and natural values means making better use of existing developed areas.
- The need for employment opportunities: Eurobodalla is an attractive holiday, retirement and investment location. It is important to reinforce and strengthen the role of existing commercial centres and to ensure that adequate industrial land is available. We also need to recognise the interdependency of towns and surrounding rural areas as there is continual transfer of services and products between urban centres and the agricultural sector.
- The lack of alternative transport modes: Private car is the dominant mode of transport in Eurobodalla. It is important that regional services are co-located in existing centres and that local services are available in smaller settlements within walking and cycling distance. The goal is to reduce dependency on motor vehicles for access to convenience goods and essential services.
- The need to provide infrastructure: Council and the NSW Government must plan for the provision of water, waste, communications, health and energy infrastructure for existing and incoming residents. Infrastructure should be designed and constructed in such a way that it can be modified or augmented to accommodate future needs, thereby reducing energy, resource and financial costs.

At the core of this strategy is the belief that containing new development and

accommodating population growth within compact well-planned settlements will bring social, cultural, economic and environmental benefits. The objectives then are to:

- balance urban growth within ecological, natural resource and servicing constraints,
- strengthen the role of the major centres of Batemans Bay, Moruya and Narooma and reinforce the existing commercial hierarchy to ensure that neighbourhoods are centred around services and civic facilities,
- restrict commercial development outside of settlement centres, except where land has been identified for such uses and servicing plans are in place,
- provide opportunities for greater diversity in retail and commercial businesses by supporting active and vibrant town and village centres and protecting the viability and safety of main streets,
- protect and manage change so that the character and identity of our settlements is retained,
- consolidate growth in existing urban and rural residential areas to prevent new unsustainable settlement patterns developing, such as ribbon development
- limit coastal sprawl and maintain separation between settlements,
- provide efficient infrastructure and services by managing land release and development fronts to ensure orderly and economic development,
- facilitate community economic development and protect existing

commerce and industry,

- protect and enhance the cultural, social, heritage, ecological and visual characteristics of each locality,
- provide a greater range of housing choices to address the needs of various lifecycle stages and socio-economic categories,
- improve access to and within settlements and at the same time respect the physical and social character of those settlements. and safety for pedestrians and cyclists, and
- preserve sensitive and valued environmental attributes and provide certainty to the community by respecting values associated with adjoining bushland, the rural landscape, natural ecosystems, tourism uses and agricultural activities.

1.3 The NSW planning system

Significant changes have been made to government policies affecting natural resource management, and environmental and land use planning. A wider range of issues need to be considered than ever before when making decisions about how to use land and resources. New legislation, such as the Native Vegetation Act 2003, the Threatened Species Conservation Act 1995 and recent amendments to the Environmental Planning and Assessment Act 1979, mean that Eurobodalla's planning schemes, the Rural Local Environmental Plan (LEP) 1987 and the Urban LEP 1999 must be updated and merged into a new plan that addresses contemporary issues.

The state planning framework consists of the Environmental Planning and



Assessment Act, State Environmental Planning Policies (SEPPs), Regional Environmental Plans (REPs) and regional strategies. Above everything is the State Plan – a new direction for NSW, released in November 2006. Relevant State policies include:

- NSW Coastal Policy
- Coastal Design Guidelines
- South Coast Regional Strategy
- Southern Rivers Catchment Action Plan

The Department of Planning has completed a number of studies that have been used to inform the South Coast Regional Strategy, a document to replace the Lower South Coast Regional Settlement Strategy. These studies have also been

used to assist in preparing the Eurobodalla Settlement Strategy. These studies include the Illawarra and South Coast Employment Lands Strategy, the Baseline Study of Demographic and Economic Trends in the Illawarra and South Coast Region, the Illawarra and South Coast Retail Centres Study, and the Agricultural Diversification Study.

The South Coast Regional Strategy will guide development in Eurobodalla Shire (and Shoalhaven and Bega Valley local government areas) for the next quarter of a century. The strategy directs new development to regional growth centres and their surrounding settled areas as a means of preventing sprawl across undeveloped land. Wollongong and Canberra are identified as regional cities supported by the major regional growth centres of Nowra-Bomaderry, Batemans Bay and Bega.

The South Coast Regional Strategy estimates that 10,700 new dwellings are needed for the Shire over the period 2006-2031. It is projected that about 70% of these new dwellings will be accommodated within existing vacant urban zoned land. Much of Eurobodalla's existing vacant urban land is within or adjoins the major towns of Batemans Bay, Moruya and Narooma. The draft strategy also identified five Urban Expansion zoned compartments as 'sensitive urban lands'. An independent panel was appointed by the Minister for Planning to review the suitability of these areas for urban development. The findings of the panel are presented in Chapter 5 Resource Use. The strategy supports a greater mix of housing types to be concentrated in settled areas. It encourages medium density and infill housing in close proximity to services and facilities.

Council has worked co-operatively with the Department of Planning during the preparation of the South Coast Regional Strategy and has aligned the directions of the Eurobodalla Settlement Strategy with those of the regional strategy.

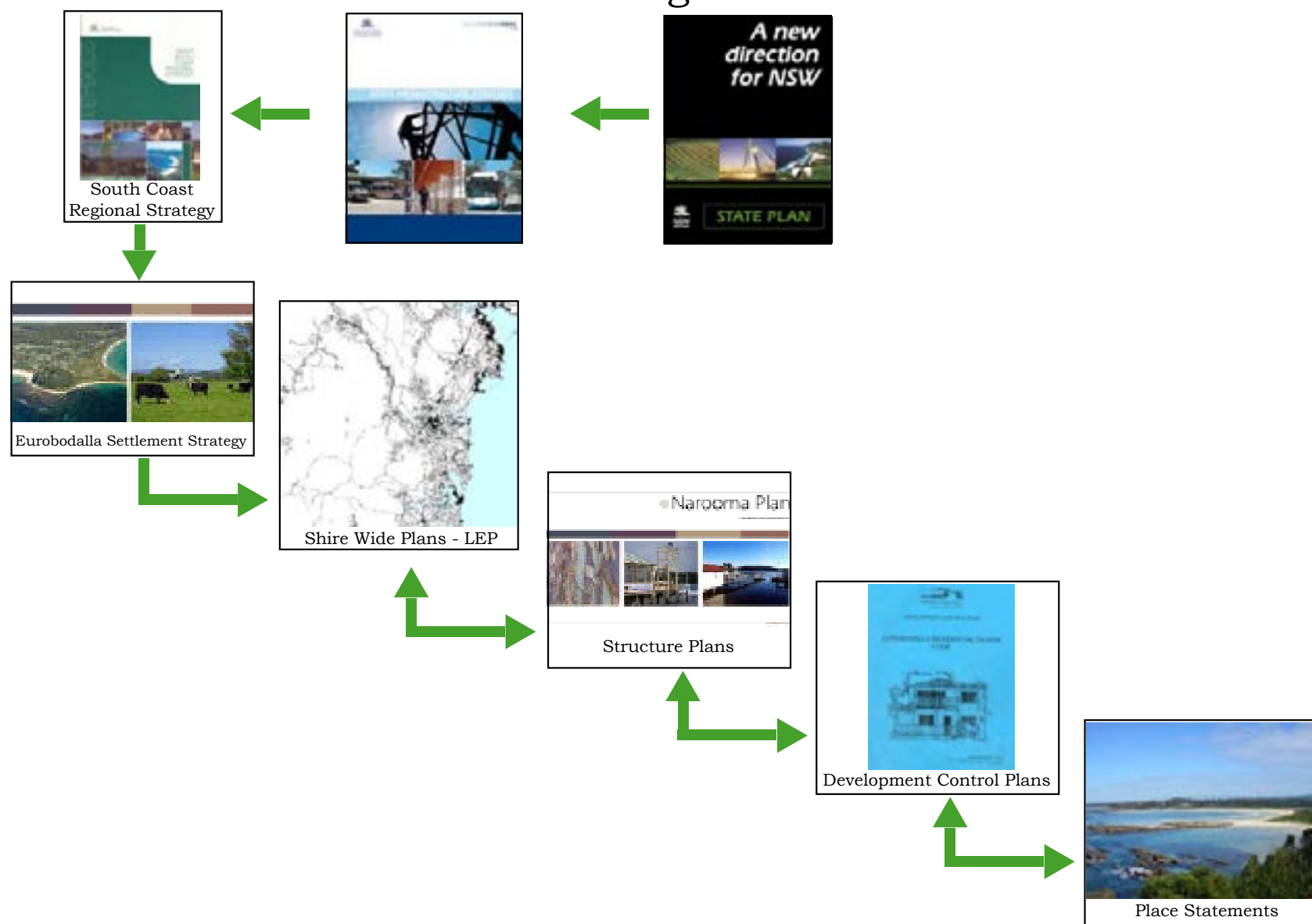
There will be ongoing refinement of Council plans and strategies upon the delivery of Settlement Planning Guidelines, an affordable housing strategy and a Regional Conservation Plan for the south coast by state agencies.

The First Order Objectives of the Southern Rivers Catchment Management Authority are supported by Eurobodalla Shire Council. These objectives state the community's values about the desired state and functioning of the area's natural resources.

Box 1.4 – First Order Objectives of the Southern Rivers CMA

1. *To support cohesive, profitable and productive communities committed to the ecologically sustainable management of natural resources*
2. *To manage the range of ecological communities to:*
 - *Support and enhance primary productions, and*
 - *Protect and enhance biodiversity and healthy functioning ecosystems by supporting and encouraging all land/water managers' contributions to conservation management*
3. *To maintain and improve the health of rivers, lakes, wetlands, estuaries and coastal waters by balancing resource use and conservation needs and treating the causes of degradation*
4. *To maintain or improve soil stability and health through improved land management practices that, where possible, enhance the social and economic wellbeing of the region*
5. *To increase the recognition and understanding of the:*
 - *Cultural diversity and heritage of the whole community,*
 - *Cultural landscapes and practices of Aboriginal people, and*
 - *Natural significance of the region*

Planning Scales



Standard Instrument (Local Environmental Plans) Order 2006

The NSW planning system has been under review for several years. State Environmental Planning Policies are being revised and regional environmental plans are being repealed. In March 2006 the Standard Instrument (Local Environmental Plans) Order 2006 was made. This order sets out a template for new LEPs with which every local government authority must comply. Many provisions of SEPPs and REPs are to be included in these new LEPs. A new set of ministerial directions, under section 117 of the Environmental Planning and Assessment Act, has also been issued to give guidance for the specific provisions of LEPs. Given the high rate of growth in Eurobodalla and consequent development pressures, the NSW Minister for Planning has instructed Eurobodalla Shire to prepare and exhibit a new LEP for gazettal within 3 years of the making of the Standard Instrument (Local Environmental Plans) Order 2006.

Below are key features of the template sourced from a fact sheet issued by the Department of Planning and a list of the standard land use zones.

Box 1.5 Elements of the Standard Instrument (LEPs)

Standard zones - there are 34 standard zones to which councils can add permissible uses and objectives in response to local needs. These zones are given in the table below.

Standard clauses - the template includes a number of standard clauses for inclusion in new principal LEPs. Standard clauses are either compulsory or optional.

Compulsory clauses cover common planning issues such as exempt and complying development and heritage conservation. Optional clauses cover

matters such as building height, lot sizes, and preservation of trees and vegetation. If council adopts an optional clause its wording cannot be altered or added to.

Several clauses require councils to insert their own development standards, prepare maps specific to their local area, or add additional criteria to tailor particular provisions to their local environment.

Standard definitions - The dictionary contains 241 standard terms. Only the terms used by a council in its LEP will appear in the dictionary for that council's plan.

Land use table - A land use table sets out the types of development that are permitted and prohibited in each of the standard zones. Each of the 34 standard zones has a set of mandated permitted and prohibited land uses that apply to ensure consistency across the state. Councils can add to the mandated permitted and prohibited uses to tailor the types of development permitted in zones to the needs of their local area.

Standard format - The template provides a consistent format for all new principal LEPs in NSW. Provisions common to each LEP will be located in the same place under the same numbering in all LEPs.

Table 1.1: Standard Zones in the Standard Instrument (Local Environmental Plans)

RU1 Primary Production	B7 Business Park
RU2 Rural Landscape	IN1 General Industrial
RU3 Forestry	IN2 Light Industrial
RU4 Rural Small Holdings	IN3 Heavy Industrial
RU5 Village	IN4 Working Waterfront
RU6 Transition	SP1 Special Activities
R1 General Residential	SP2 Infrastructure
R2 Low Density Residential	SP3 Tourist
R3 Medium Density Residential	RE1 Public Recreation
R4 High Density Residential	RE2 Private Recreation
R5 Large Lot Residential	E1 National Parks and Nature Reserves
B1 Neighbourhood Centre	E2 Environmental Conservation
B2 Local Centre	E3 Environmental Management
B3 Commercial Core	E4 Environmental Living
B4 Mixed Use	W1 Natural Waterways
B5 Business Development	W2 Recreational Waterways
B6 Enterprise Corridor	W3 Working Waterways

Existing land use zones that are contained in the Rural and Urban LEPs, given below, need to be transferred to the standard zones in such a way as to satisfy the objectives of the South Coast Regional Strategy, the Eurobodalla Settlement Strategy and structure plans for Batemans Bay, Moruya and Narooma.

Table 2: Land use zones in the Rural LEP 1987

Zone 1(a) Rural (Environmental Constraints and Agricultural) Zone
Zone 1(a1) Rural (Environmental Constraints, Water Catchment Protection and Agricultural) Zone
Zone 1(c) Rural Small Holdings Zone
Zone 5(c) Proposed Arterial Road Zone
Zone 5(f) Existing Arterial Road Zone
Zone 6(a) Public Open Space Zone
Zone 7(a) Environment Protection (Wetlands) Zone
Zone 7(f1) Environment Protection (Coastal Lands Protection) Zone
Zone 7(f2) Environment Protection (Coastal Lands Acquisition) Zone
Zone 8 National Parks and Nature Reserves Zone
Zone 10 Urban Expansion Zone

Table 3: Land use zones in the Urban LEP 1999

2ec Residential – Environmental Constraints
2g Residential – General
2t Residential – Tourism
3a Business
4a Industrial
5b Arterial Road
5b1 Local Road
5c Main Road
5d Car Park
6a1 Public Open Space
6c1 Private Recreation

The South Coast Regional Strategy, the Eurobodalla Settlement Strategy, the Narooma Plan and forthcoming structure plans for Batemans Bay and Moruya will lay the foundation for our new LEP. The application of land use zones and specific provisions to be included in the new LEP are identified in these strategies and plans. This strategy is predicated upon data collected by the Australian Bureau of Statistics (ABS) for the 2001 Census of Population and Housing. The new LEP will utilise this information plus new data released for the

2006 Census of Population and Housing.

Specific controls to be included in new Development Control Plans (DCPs) are also identified in this strategy and in structure plans. Structure plans are a place-based approach whereby each settlement is engaged to identify its vision for the future – what development takes place and where it is allowed. Localised development controls are then tailored to match the vision. These controls focus on certain aspects of development such as building styles, materials, fabric and the like. In consultation with the communities of villages and hamlets place statements will be prepared. These statements will describe the existing character and desired future character (vision), and prescribe a means of achieving that vision. These statements will act as policy guidance for proposed new development and the assessment of development applications.

1.4 Community consultation

Public consultation commenced with the distribution of a brochure to all ratepayers, relevant government agencies and community groups in 1998. The brochure announced the review of the Rural LEP and was accompanied by a series of discussion papers to stimulate debate about land use planning. The papers were entitled:

1. Environmental Hazards and Management,
2. Infrastructure and Service Costs,
3. Tourism, Employment and Economic Development,
4. Dwellings in Rural Areas,
5. Rezoning Land for Urban or Rural Residential Purposes, and

6. Detailed Planning Guidelines (Development Control Plans).

Approximately 70 submissions were received, most of which suggested avenues for research and critiqued the discussion papers. Some submissions requested that land be rezoned, principally to rural small holdings, so that rural residential subdivision may be permitted. Similar ad hoc requests have continued to be received since this preliminary consultation phase.

It was originally intended to prepare a revised Rural LEP, however, changes made to the state planning system and the requirement placed upon Council to prepare a new comprehensive LEP meant that it was more efficient to prepare land use strategies as a first step towards a new LEP. A draft Rural Lands Strategy and draft Urban Settlement Strategy were therefore prepared and released for public comment in 2005.

A discussion paper summarising issues & proposed directions for the draft Urban Settlement Strategy was exhibited for comment late in 2004. In addition a Community Reference Group was established to participate in the preparation of the strategy which met on three occasions during 2004. The reference group comprises representatives of various community and business groups. The role of the reference group is to test the directions of the strategy and to bring the opinions and aspirations of the wider community to the table.

Both the draft Urban Settlement Strategy and the draft Rural Lands Strategy were workshopped with elected councillors and Council's Scientific Advisory Panel before being made available for public comment.

In 2004 and 2005 IRIS Research carried out community visioning and wellbeing surveys on behalf of Eurobodalla Shire Council. The purpose of this research was to determine 'where we are now', 'where do we want to be in 20 years' and 'how



will we get there'. The process included visioning, satisfaction and wellbeing telephone surveys of residents and non-resident ratepayers. This was followed by eight resident workshops held in the main centres and three stakeholder workshops for community organisations, government agencies and other interest groups, including business organisations.

The results of this exercise are contained in a report called Eurobodalla Shire Community Consultation Report 2005. The following is an extract from the report. It contains statements and quotes that are attributed to participants in the research. The report is a source of valuable community opinion that will be used to inform all aspects of planning for the Shire over the next two or three decades.

Box 1.6 Results of IRIS Research community visioning exercise

Planning and Development

There were two main concerns at the forefront of all discussions regarding future development in Eurobodalla Shire; overdevelopment and 'bad development'. Concerns were driven by a strong community commitment to preserving both the environment and the character of the Shire.

Residents and stakeholders accepted the inevitability of population growth. However, they questioned whether this needed to occur at the expense of the natural environment and the ambience of the area. It was a consistent theme amongst workshops that Eurobodalla Shire has a chance to learn from many other inappropriately developed coastal areas, and they routinely questioned; "why can't we do growth differently...?"

Community Vision

"For my Shire Eurobodalla and my town Moruya, we should have crystal clean drinking water with good pressure and no restrictions needed. Clean beautiful beaches and a town area with plenty of open spaces that are clean and green with a river that flows past the town that has both bird and fish life thriving in its unpolluted waters. Also a town that doesn't have to hear the roar of trucks passing through it twenty-four hours a day and a public transport system of bus, train and air available to the citizens. Finally a modern, centralised specialist hospital within the shire and smaller complemented health services in the towns. This is my dream, may progress go easy on us. Thank you for giving me the opportunity to express my views."

"A Shire that develops sensitively and distinguishes itself from other parts

of coastal Australia by daring to be different. Developing whilst giving environmental protection the highest priority.”

“A place where generations of families are able to live where the kids don’t have to leave the area to pursue education, work and leisure activities if they don’t want. A place that is well planned where the natural environment is the basis of all that is done. Where all that the council does truly reflect what the community wants.”

In order to explore beyond the immediate issues and determine future expectations for the community, residents and stakeholders were asked to participate in an exercise of community visioning during the consultation workshops. The primary aim of this exercise was to capture the core values, principles and expectations of the community in order to inform and direct future planning strategies of Eurobodalla Shire Council.

Workshop participants were requested to individually complete a worksheet which asked them to address the following exercise;

...“If you wish to create a better place to live, you first have to envisage that place. We want people to think creatively and optimistically about the future they want to see for their town, village or generally for the Shire.”

Participants were asked to describe their personal vision of the kind of town, village or shire the people of 2025 will be grateful to live in.

The five most dominant visionary principles to emerge were (in order of importance);

1. that the natural environment would be preserved and valued,



2. residents would enjoy accessible and high quality, health and hospital facilities,
3. the built environment would not feature “high rise” buildings,
4. efficient management of water supplies and sewerage would occur, and
5. the public transport system would be efficient and abundant.

This outcome reflects the focus on environmental concerns and issues which underpinned workshop discussions. Participants envisaged a future where the shire has preserved its unique, natural environment and residents respect and cherish the natural environment. Where beaches and waterways remain clean and are complemented by an abundance of untouched bush areas. And where development has been carefully controlled and planned with a visionary approach to have minimal impact on the environment.

In 2005 Council prepared a Land Use Strategies Consultation Plan to set out the processes for community consultation for the draft Rural Lands Strategy and draft Urban Settlement Strategy. Consultation actions included a series of public meetings and workshops across the Shire to inform the community about the intent of the land use strategies, presentations to the Youth Council, a number of information days at key public locations, the production of fact sheets which are available on Council's website and a 3 month exhibition period during which over 300 submissions were received. Brochures outlining the Consultation Plan and giving details of dates and venues for public meetings/workshops and information days were mailed to all residents and ratepayers in October and November 2005. Fact sheets have been released that summarise issues discussed at the workshops and matters raised in submissions. Results of all community consultations, including workshops, were displayed on Council's website as Community Collections.

Consultations with state agencies and a peer review of each of the strategies were also carried out. The draft Urban Settlement Strategy was reviewed by Professor Brendan Gleeson of Griffith University in Queensland and the draft Rural Lands Strategy was reviewed by Mr Ian Sinclair, principal of the consultancy firm Edge Land Planning.

As a result of consultations and the peer reviews, it was decided to merge the land use strategies into a single settlement strategy. At the same time, the strategy has been adjusted and inaccuracies corrected in response to comments from government agencies, the peer reviews and community consultation. The draft Urban Settlement Strategy contained settlement snapshots giving details of infrastructure capacities and land availability. It also presented four growth scenarios that enabled Council to ascertain community acceptance of increased

housing densities. The response to these scenarios and snapshots is now being used to inform town structure plans and to determine the extent and location of density increases. The draft Rural Lands Strategy identified proposed investigation areas, such as rezoning rural residential land to urban residential, expanding business zones, applying rural village zones and to facilitate tourism development. The results of these investigations are complete and, where appropriate, are shown in this final strategy as proposed rezonings to occur through the new LEP.

1.5 Strategy format

The Eurobodalla Settlement Strategy opens with a description of our community – current demographic attributes and forces that are bringing change, such as ageing and the sea change phenomenon.

A sequence of chapters then address Natural Hazards, the Natural Environment, Settlement Patterns, Economic Development, Rural Industry, Heritage and Infrastructure. Each of these topics is categorised within the relevant State of Environment reporting heading to be consistent with Council's Management Plan.

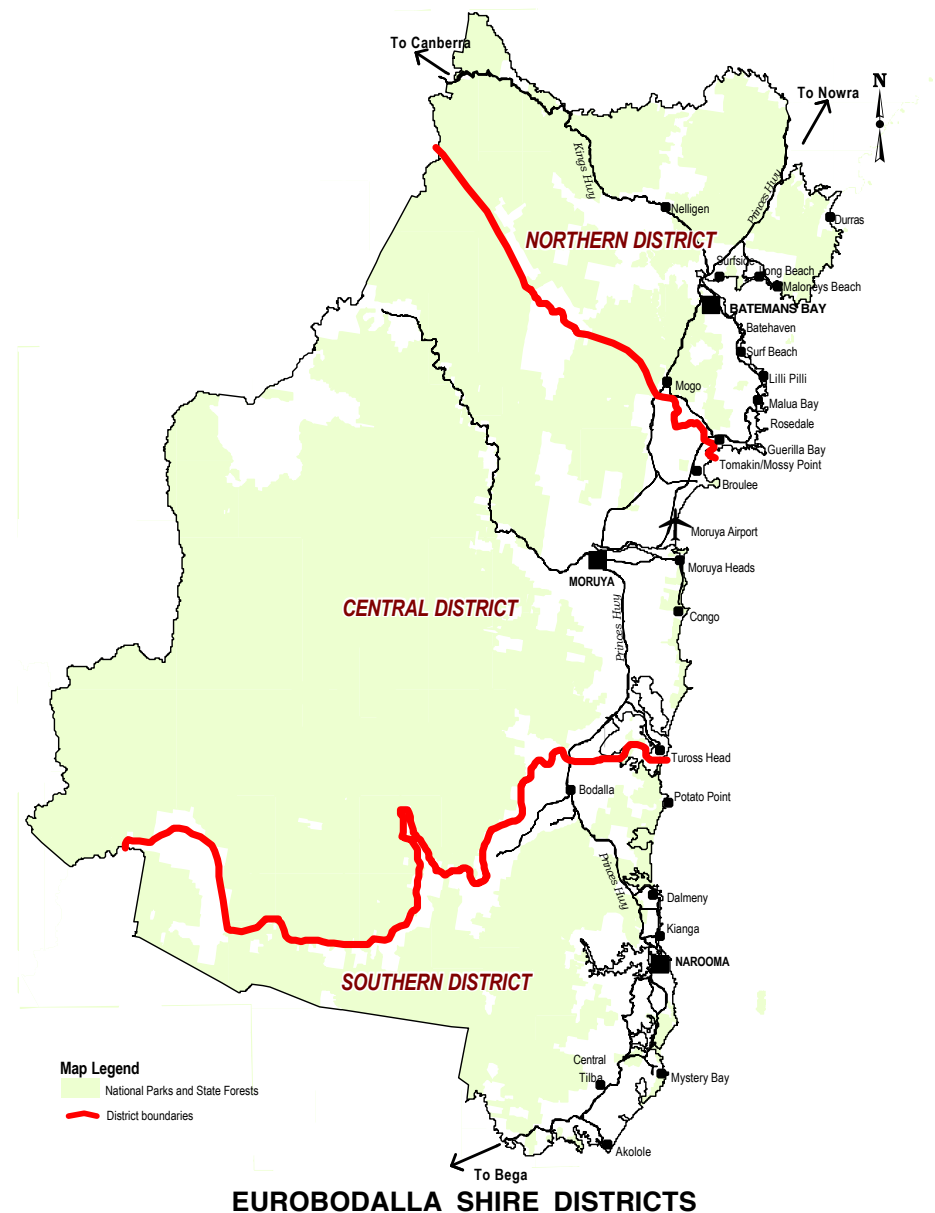
Each topic is assigned directions, responses and actions. Directions are broad goals and are the policy positions of Council and/or the NSW Government. A response indicates how Council responds to the directions. Actions are the means to implement directions and responses, such as provisions of the new LEP or of development control plans. Through an iterative process directions, responses and actions contained in the settlement strategy and the Management Plan will be aligned. Actions that refer to SEPPs may be superseded by the repeal of those instruments as part of planning system

reforms that eventuate during the preparation of the new LEP. Actions may also require further research to be carried out in order to determine the best approach to achieving a particular direction or response.

This strategy is also supported and represented by spatial mapping using data held in Council's Geographic Information System. These maps include land use zones, the results of Strategic Environmental Assessment (identifying environmental constraints) and the siting of major infrastructure. Mapping is split into northern, central and southern districts.

The strategy is to compliment a number of other Council plans and strategies. Together these documents map the future for Eurobodalla Shire through identifying physical and social infrastructure needs and capacities. These documents include but are not limited to:

- Integrated Water Cycle Management Strategy
- Social Plan
- Cultural Plan
- Estuary management plans
- Bike Plan
- Footpath Strategy
- Public Transport Strategy
- Narooma Plan
- Disability Access Action Plan



As a blueprint for the preparation of the new LEP, the strategy sets out the directions and pathways for a sustainable pattern of land uses over the 25 year period 2006 to 2031. It is also intended to facilitate sustainable land management practices. Where rezonings of land are proposed in this strategy and described in text and/or mapping, the areas of land to be rezoned are approximate - the exact boundaries will be determined during preparation of the new LEP.

In summary the key aims of Eurobodalla Shire Council that drive strategic natural resource, land use and infrastructure planning are:

Box 1.7 Key aims of Eurobodalla Shire Council

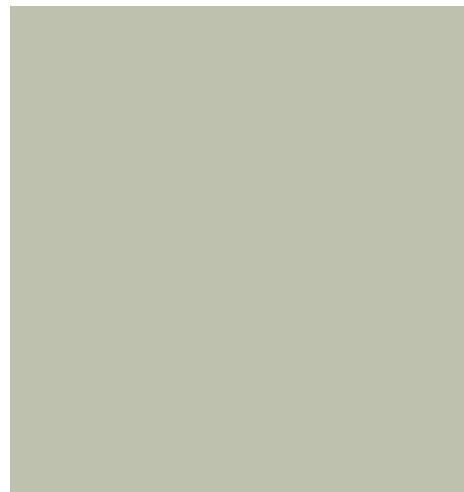
- place best uses by locality (to make things happen) rather than allow a range of uses (let it happen),
- reduce our draw on natural resources per capita (water, land),
- reduce fuel and energy consumption and the emission of greenhouse gases to mitigate the effects of climate change,
- reduce our wastes generated per capita (domestic and construction waste and carbon emissions),
- reduce our reliance on cars for transport within and between urban centres in the Shire,
- reduce travel by necessity to destinations outside the Shire for health, education and retail services,
- contain the urban footprint within defined boundaries,

- better align dwelling size to occupancy rates,
- provide affordable housing choice to accommodate the growing population and changing demographic and socio-economic profile,
- plan for, site, size and design public infrastructure and facilities that are adaptable to the changing demographic, modular in capacity and are financed under the principle of intergenerational equity,
- encourage the movement of uses in urban centres to areas or precincts where infrastructure capacity exists or is capable of expansion,
- provide certainty for siting of development by identifying environmental constraints, such as flood and bushfire risk,
- set aside lands with key natural or cultural heritage values to optimise ecosystem functionality and viability,
- aggregate, regenerate and link valuable and vulnerable landscape systems that support under-represented ecological communities,
- maintain and improve the health of natural systems that support agriculture,
- increase the range of goods and services available locally and reduce retail leakage,
- increase population and employment opportunities to support a self-sustaining local economy,
- manage public fiscal liabilities for infrastructure for residential developments outside existing urban areas,

- recognise the right to farm for existing and future agricultural enterprises and match the management of rural land to its zoned use,
- land release is guided by infrastructure capacity and sequencing, and
- facilitate through land use planning and facility design the opportunity for members of our community to age successfully.

Our community

Key Challenges



2.1 Age profiles

Eurobodalla Shire is at a pivotal point in planning for its future. The last few years have seen an increase in new residents who are now enjoying the lifestyle benefits of living on the Nature Coast. It is expected that this growth will continue and that the population will increase by approximately 15,000 persons over the next 25 years. All future development must be well-located, environmentally sustainable and of good design so that the attributes that make the area special to residents and visitors are retained.

The progressive ageing of the population in Eurobodalla will have consequences in terms of housing and infrastructure provision. Higher density housing will need to be located where there are concentrations of persons aged over 65 and in close proximity to services. As the population ages there will be greater numbers of single person households and it is expected that the current occupancy rate in 2001 of 2.33 persons per dwelling will fall to around 2 persons per dwelling in 2031.

There are increasing pressures already being felt to upgrade or modify infrastructure which has not been built with consideration of ageing

populations. The Productivity Commission in its report Economic Implications of an Ageing Australia concluded that the delivery of human services now represents 49% of total local government expenditure. Councils now face budgetary pressures due to an ageing population and demands to provide health and aged care, home support services, subsidy of medical services, community transport and a range of cultural and recreation services.

The Productivity Commission estimates that nationally the number of people in high and low care residential aged housing is likely to increase by 78% by 2024/25. This is likely to be higher in coastal areas where positive net migration of older persons is occurring. Migration is likely to pose problems in designating sufficient land for new developments in a timely fashion and ensuring that new facilities are integrated with existing service delivery. The commission also found that local government will face increasing pressure relating to the suitability of infrastructure, much of which was constructed without particular consideration for ageing populations.

These pressures need to be balanced against the needs of younger people in the area. Council is actively catering to younger people through the provision of youth cafes. The trend towards a significantly ageing population also means that more active measures need to be taken to attract younger families and labour force participants to the Shire to ensure local economic vitality.

Understanding the composition and characteristics of the Shire's community is necessary to be able to efficiently size, design and locate employment opportunities, housing types and densities, and infrastructure. In this section, an overview of the age structure of the population in 2001 is discussed. The ageing of the population up to 2031 is also graphically illustrated.

Table 2.1 Age structure in Eurobodalla LGA, 2001

	Males	Females	Persons	% of LGA	% of NSW
0-4	888	879	1767	5.3	6.6
5-14	2329	2256	4585	13.8	14.0
15-24	1545	1415	2960	8.9	13.3
25-34	1352	1454	2806	8.5	14.4
35-44	2102	2287	4389	13.2	15.2
45-54	2323	2376	4699	14.2	13.4
55-64	2185	2273	4458	13.5	9.3
65-74	2133	2124	4257	12.8	7.0
75+	1421	1663	3084	9.3	6.0
OS visitors	51	79	130	0.4	1.0
Total	16329	16806	33135	100%	100%

Source: Australian Bureau of Statistics, Census of Population & Housing 2001

The population age profile of Eurobodalla is characterised by similar proportions of people in most age ranges. However, more than 22% of the population are 65 years and over, a figure well above the proportion for the state of 13%. Further, 19% of people are aged 0-14 years, indicating that a significant proportion of the population are within the dependent age groups. In contrast, recent analysis of the sea change phenomenon estimates that growth in the numbers of persons less than 50 years in age will continue.

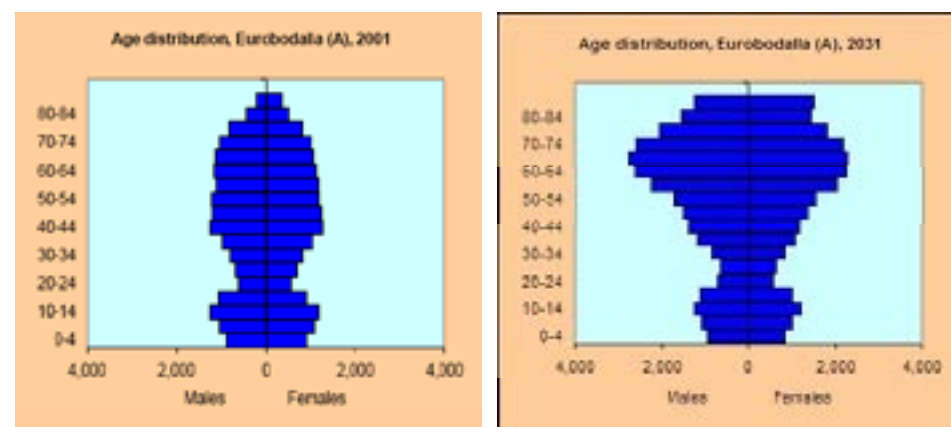
The age distribution across the three districts is relatively even, with similar proportions in the dependent age groups.

Table 2.2 Age structure across districts, 2001 (%)

	Northern	Central	Southern	% of LGA
0-4	5.5	5.5	4.8	5.4
5-14	13.0	16.1	13.1	13.9
15-24	9.3	8.7	8.0	9.0
25-54	36.3	37.3	34.4	36.0
55-64	13.9	12.6	13.8	13.5
65+	22.0	19.9	25.8	22.2

Source: Australian Bureau of Statistics, Census of Population & Housing 2001

Figure 2.1 Age distribution, 2001 and 2031



Source: Department of Planning, Transport and Population Data Centre, 2005

The National Strategy for an Ageing Australia developed by the Australian Government declares that local government is well positioned to have a positive and crucial impact on the growing older population through its:

- intimate knowledge of the local community and identification of the diversity of older people,
- provision of infrastructure and facilitation of developments which ensure

the physical health and economic environment is conducive to the overall wellbeing of older people,

- planning and provision of services and programs that are flexible and locally appropriate to the needs of older people,
- community participation in local decision-making and development of community networks, and
- advocacy on behalf of the local community with other government and non-government organisations.

These community-focussed roles entrench local government's relationship with older people in the community and place it in a unique position to recognise, understand and respond to the growing older population.

A conference was held in Batemans Bay in November 2005 titled Local Government Planning for an Ageing Population. Several resolutions were made at the conference that respond to the national strategy. These included celebrate and recognise the contribution and importance of elderly members of the community and ensure their wellbeing, plan and integrate accommodation and facilities for older people in settlements via new zones in the LEP, and design public facilities and dwellings to be accessible and adaptable.

Eurobodalla Shire Council is actively working with the Greater Southern Area Health Service to bring forward the delivery of a single regional health facility with associated local rehabilitation services and local community health services. Council is promoting a focus on helping the current and future population to 'age successfully'. It is anticipated that a healthy ageing population, accessing community and health services and having capacity to pay for critical and

elective care, may draw less on public funding for services and infrastructure.

It is anticipated that a regional hospital housing acute health and specialist health facilities will be located at a site yet to be determined. Supporting this will be community and allied health services in each of the major centres. It is presumed that access to community facilities is on the basis of 45 minutes travel by car (within shire or outside boundary) to a regional facility, 20 minutes travel by car (within shire) to a district facility, 10 minutes travel by car to a local facility and up to 10 minutes travel by foot/bicycle to a neighbourhood facility. Optimal locations for aged care housing will be identified in structure plans for the major centres.

As well as the ageing trend other important population issues are emerging in Eurobodalla Shire that inform strategic planning. Notably issues of household



structure and declining occupancy rates, high proportions of non-resident property owners and large volumes of seasonal visitors, the number of children and their spatial distribution, and household mobility. It is important that any imbalances that exist or are developing are addressed through transport and housing strategies. A housing strategy is being prepared to inform structure plans for the major towns which takes into account existing and forecast demographic trends. The strategy will identify the types of housing that are required to satisfy demand over the next 25 years, including low-cost housing.

There is a growing body of research that demonstrates that the way in which our settlements are structured and the built environment itself influences mental health, physical health and safety. The layout of our towns affects the way we move around and our choice of transport mode. Grid patterns contribute to 'walkable' neighbourhoods, are known to provide a greater degree of connectivity, are easier to 'read' or navigate through and encourage higher levels of social interaction and physical activity.

Recent research carried out at the University of British Columbia has concluded that increasing the mix of land uses and densities, improved connectivity in the layout of streets and providing opportunities for walking or cycling rather than driving can reduce obesity levels. Good urban design can be used to facilitate a healthy community, as well as supporting the local economy and reducing greenhouse emissions. Providing commercial and public buildings that are accessible and accord with disability standards, parks, open space and recreational opportunities that are located to be easily accessible by foot or bicycle, and providing pathways for exercise and to provide a safe alternative form of transport to motor vehicles are some of the ways in which a healthy and active community can be sustained. Wider carriageways may in the future enable the installation of light rail or tramways.

2.2 Population projections

Population growth estimates have been prepared by the Department of Planning Transport & Population Data Centre. The tables below give growth projections at 5 year intervals from 2001 to 2031 for each district and for the Shire, and average annual growth over the same period.

Table 2.3 Population growth projections, district and LGA

	Northern	Central	Southern	LGA
2001	16456	9931	7270	33657
2006	17965	10842	7937	36743
2011	19372	11691	8558	39622
2016	20818	12563	9197	42579
2021	22284	13448	9845	45576
2026	23723	14317	10481	48521
2031	25082	15137	11081	51300

Source: Department of Planning, Transport & Population Data Centre, 2006,

Average annual population growth slows over time as the increase is over a larger base population and as the retirement trend to the south coast abates. Based on these projections, the population of Eurobodalla Shire in 2006 is estimated to be 36,743 persons. This is expected to grow to 51,300 in 2031, a growth of 14,557 persons or 39.6% over the 25 year period.

Table 2.4 Average annual population growth 2001-2031, LGA

	2001-06	2006-11	2011-16	2016-21	2021-26	2026-31
Average annual growth	1.77%	1.52%	1.45%	1.37%	1.26%	1.12%

Source: Department of Planning, Transport & Population Data Centre, 2006

These population growth projections are used in this strategy to determine land and dwelling needs for urban areas.

2.3 The Sea Change Phenomenon

Population movements to rural coastal areas have been occurring for some time, however, the pace of the relocation of urban and inland migrants is increasing. It has been termed the 'sea change phenomenon' and a national taskforce has been established charged with examining the implications of rapid growth in coastal areas and how these can be addressed. Some extracts from reports produced by the taskforce are provided below.

In NSW rapid population growth is evident along the entire coastline, particularly in areas that offer an attractive quality of life and appealing environment. This movement is expected to continue for the next 10 to 15 years as the 'baby boomer' generation retires and seeks a better lifestyle than the cities can offer. It is also due in part to rising land and house prices in capital cities and the consequent ability to cash in and purchase land closer to beaches and bush.

Local government faces significant challenges in ensuring that the growth is sustainable and able to be serviced. Eurobodalla is classified as a coastal lifestyle destination and characterised by leisure communities and tourism. Unemployment is higher than in metropolitan areas, particularly for youth. Employment opportunities are generally limited to service sectors such as tourism and retail. In Eurobodalla, youth unemployment is currently 23.1% compared to an Australian average of 13.8%. The result is that many young people leave the area on entering the labour force to seek more stimulating work or to gain higher education.



The sea change phenomenon is bringing with it higher expectations for services and demands for improved standards. There are scarce resources to meet continuing demands for physical infrastructure, such as roads, mains water supply, sewerage and power. There is also a lack of essential social services, such as public transport, health care, emergency services and education facilities.

As population growth occurs there is also growth in the volume of tourists visiting coastal areas. Across Australia there has been a dramatic increase in the level of international and domestic tourism which is forecast to become our major export earner by 2007. Eurobodalla is a key tourist destination and caters to peak volumes of visitors that are estimated to at least triple the resident population during summer months. Infrastructure must be adequate for periods of peak demand and to cater to high seasonal visitation. Anecdotally, the numbers of people actually within the boundaries of the Shire during the

Christmas and New Year period rises to around 120,000. Most infrastructure is being designed to meet the 85th percentile of peak daily demand to accommodate visiting or non-resident populations. This means that this infrastructure is adequate 85% of the time; a standard endorsed by Council.

Rapid population and tourism growth is having a significant social impact on existing communities and can affect community identity. Affluent retirees tend to drive house prices upwards which alters the ability for local people to purchase land and houses. They are priced out of the property market. There is the risk that our communities will become polarised as the gap widens between affluent newcomers and existing residents. Ensuring that there is an adequate supply of affordable housing is a challenge for local government. The Eurobodalla Residential Design Code contains a requirement that when designing all new multi-unit housing the socio-economic and demographic characteristics of the local community are taken into consideration to ensure that the proposed development is appropriate to that locality. Structure plans will also designate specific areas for medium density and multi-unit housing where accessibility to commercial and civic services is available. By making provision for a range of dwelling types and sizes, the development community can provide housing to meet a range of lifecycle needs and socio-economic profiles.

Redevelopment of older housing is also changing the face of settlements with an increasing trend towards the construction of project homes. Local character or 'sense of place' is in some cases being overwhelmed by the scale and pace of new residential and tourism development. There is also tension between residents and the high seasonal influx of visitors that is seen as a threat to community cohesion and amenity.

The National Sea Change Taskforce released a second report in January 2006, entitled Meeting the Sea Change Challenge: Best Practice Models of Local and Regional Planning for Sea Change Communities. This report identifies the challenges facing governance, the environment, community wellbeing, economy and tourism, and infrastructure provision. Best practice principles and strategic responses are enunciated for each of these topics, followed by recent examples of how government and communities have addressed the challenges.

The Eurobodalla Settlement Strategy implements many of the best practice principles identified by the taskforce, some of which are given in Box 2.1 below.

Box 2.1 Sea Change Taskforce, examples of Best Practice Principles

- The strategy has been developed in collaboration with state agencies, in particular the Department of Planning (DoP), the Department of Natural Resources (DNR) and the Department of Environment and Conservation (DEC). Other agencies have participated in specific elements of the strategy, such as the Coastal Capacity Planning Project which enabled compilation of environmental data and subsequent development of the constraints analysis tool, Strategic Environmental Assessment.
- The strategy is a comprehensive framework that covers coastal management and protection, environmental conservation, land use planning and community wellbeing at the local scale, recognising fundamental ecological limits by minimising urban footprints and impacts on natural systems.
- Further exposure to coastal hazards are prevented, including potential sea level rise, and existing exposure to coastal hazards is reduced where possible.

- Potential landuse conflict between conservation, tourism, residential and agricultural/fishing industries is minimised through the recognition of the significance of existing activities.
- The strategy seeks to protect and enhance the unique character and sense of place of coastal and hinterland settlements and surrounding landscapes.
- Social equity and diversity is maintained by ensuring that new housing opportunities and services cater to people of diverse incomes and stages of life.
- The strategy fosters economic development strategies that build on local assets, character and resources, closely supported by proposed planning regulations that only permit developments that are consistent with existing settlement scale or the desired future character of the community.
- Infrastructure investment decisions regarding type, location and timing, must be determined in the context of local and regional planning frameworks, and support desired future settlement patterns and environmental capacity.

Source: National Sea Change Taskforce, 2006

2.4 Employment

Trends in employment in Eurobodalla are shown in the table below. The figures show employment in each of the principal employment sectors, together with the total workforce available in each of the census years.

Table 2.5 Employment by industry sector, 1991-2001

Industry	1991		1996		2001	
	No.	%	No.	%	No.	%
Agriculture, forestry & fishing	475	6.3	502	5.7	475	4.7
Mining	21	0.3	21	0.2	14	0.1
Manufacturing	462	6.1	646	7.4	655	6.5
Electricity, gas & water	121	1.6	72	0.8	69	0.7
Construction	852	11.3	758	8.6	969	9.6
Wholesale trade	387	5.1	341	3.9	365	3.6
Retail trade	1443	19.2	1719	19.6	2148	21.2
Accommodation, cafes & restaurants	806	10.7	937	10.7	1069	10.6
Transport & storage	210	2.8	233	2.7	296	2.9
Communications services	118	1.6	141	1.6	117	1.2
Finance & insurance	248	3.3	212	2.4	198	2.0
Property & business services	510	6.8	577	6.6	697	6.9
Government, admin & defence	370	4.9	450	5.1	483	4.8
Education	476	6.3	654	7.5	763	7.5
Health & community services	625	8.3	1010	11.5	1106	10.9
Cultural & recreational services	151	2.0	195	2.2	279	2.8
Personal & other services	256	3.4	302	3.4	416	4.1
Non-classifiable economic units	18		64		47	
Not stated	592		195		172	
total	8141		9029		10338	
Total (excl NEC/NS)	7531	100.0	8770	100.0	10119	100.0
Total in labour force	9979		10785		11894	

Source: Australian Bureau of Statistics, Census of Population & Housing 2001

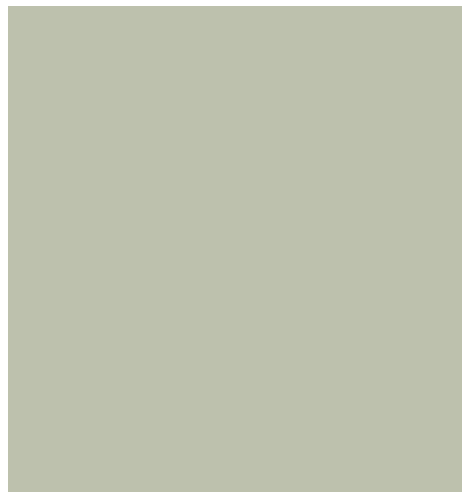
Average growth in employment in the Shire between 1996 and 2001 was 15.3%.

This increase was not uniform across all sectors of the local economy and the two sectors that are dominant in rural areas suffered declines in percentage terms. Agriculture, forestry and fishing fell from representing 6.3% of the total employed labour force in 1991 to 5.7% in 1996 and further to 4.7% in 2001, although the absolute number of employees has remained roughly constant. Similarly, mining fell from 0.3% of the employed labour force in 1991 to 0.1% in 2001.

The sectors that have expanded at above average levels (construction, transport and storage, and personal/cultural services) and in absolute terms (wholesale/retail, government services, personal/cultural services and construction) are located predominantly in urban locations. Rural land is required, however, to be utilised for industrial activities and the need for additional industrial land is addressed in this strategy.

Natural Hazards

Climate and Greenhouse



3.1 Climate change

3.1.1 Introduction

Global changes to climate are the result of higher concentrations of greenhouse gases that trap infrared radiation in the Earth's atmosphere, causing the lower atmosphere to warm.

A report prepared for Kiama Council by the CSIRO in March 2005 predicts that the Kiama region is likely to experience increases in temperature of between 0.5 and 1.5 degrees Celsius by 2030. Decreases in rainfall are likely with the most pronounced decreases in winter and spring, coupled with expected increases in evaporation due to higher temperatures, fewer cool spells and more warm days and hot spells. These projected climatic changes can reasonably be expected to occur in Eurobodalla Shire. The report also predicts that there is likely to be a marked increase in the intensity and frequency of extreme daily rainfall events, with modelling indicating that there will be a decrease in rainfall extremes in winter and increases in summer.

The CSIRO report for Kiama Council predicts the following impacts of climate change on the south coast of NSW:

- warmer conditions, changing rainfall patterns, the fertilising effect of increased atmospheric carbon dioxide levels, higher demand for water and fewer frosts would affect agricultural productivity and the types of crops able to be grown locally,
- higher evaporation rates would mean less water for dams and catchments, reinforcing the need to use water more efficiently,
- significant changes in local biodiversity due to higher temperatures, increases in atmospheric carbon dioxide and decreased rainfall, causing an increased incidence of bushfires and changes in pests,
- more hotter, drier days and increases in forest biomass are likely to cause larger, more intense bushfires,
- an increase in the frequency, duration and intensity of heat waves would increase the risk of health-related problems and may assist the spread of some diseases, and
- effects on the design and performance of infrastructure, buildings and other physical assets. Coastal areas in particular may be affected by sea-level rise, increased temperatures and changed storm events.

3.1.2 Directions

- planning for land uses is to take into consideration the potential impacts of climate change on settlements and physical or human infrastructure
- management of land is to reduce greenhouse gas emissions and mitigate the impacts of climate change

3.1.3 Response

- respond to identified risks by maintaining natural processes and systems, and avoiding exposure to risks associated with climate change
- accommodate the potential impacts of climate change in the design and siting of buildings and infrastructure

3.1.4 Actions

Action NH1: apply a restrictive zone to prohibit development in high-risk areas and limit the types of development allowed in high to moderate risk areas by zoning that land for recreation, open space or public uses to reduce the potential impacts of hazard events

Action NH2: prepare a development control plan specifying design and siting controls for development in hazard affected areas based on the assessed risk in moderate and lower risk areas

Action NH3: defer to the NSW Government Seniors Living Policy for the placement of aged housing – aged housing is to be prohibited in rural areas or areas subject to natural hazard

Action NH4: revise and strengthen controls relating to energy efficiency in the Residential Design Code and other development control plans to mandate the sourcing of renewable energy, for example, the installation of photovoltaic cells and solar hot water systems

Action NH5: lobby fuel producers and distributors to introduce bio-fuels

3.2 Flooding and ocean inundation

3.2.1 Introduction



The potential for flooding or ocean inundation has been mapped for most urban areas of Eurobodalla local government area. Mapping has been based on vulnerability and hazard assessment, having regard to the possibility of sea level rise and the increasing severity of storm events resulting from global warming and climate change. Restrictions are placed on building and construction based on the extent of flooding that may result from a 1 in a 100 year event and, in some cases, from an extreme event.

Development on land that has been identified as affected by flooding or ocean influences may be subject to special building requirements or restrictions that are intended to minimise potential damage to development and the environment. Development requirements may vary depending upon the location of the site and the nature of the proposal. For instance, minimum flood heights for dwellings vary according to the extent of flooding or ocean inundation that may occur. Some development, such as habitable rooms

within a dwelling, may be required to have a minimum floor height above the 1 in 100 year or extreme flood event. This 'freeboard' is usually 500mm above the flood height and is intended to accommodate severe storm events and any sea level rise associated with such storms in combination with high tidal ranges and ocean swells. This is the application of the 'precautionary principle' in the context of climate change and any associated unforeseen or unpredicted catastrophic events, such as cyclonic storms or events that may occur due to seismic processes, such as tsunamis.

A flood processes and risk management study has been carried out for the Moruya River floodplain. This has informed a development control plan that applies to the flood-affected area. A coastline hazard management plan has been prepared for Batemans Bay which takes into account flooding and coastal inundation. Flood levels have also been mapped for the township of Narooma. Similar studies will need to be undertaken for other flood-affected areas of the Shire, including around the villages of Nelligen and Mogo.

3.2.2 Directions

- ensure that only flood compatible development and activities are carried out on flood affected lands
- enable areas subject to natural hazard to remain unencumbered by activities that would be environmentally detrimental and pose unacceptable community risk.

3.2.3 Response

- allow only development on flood liable land that would be compatible with and respect the level of hazard and risk acceptable to the community

- support the carrying out of agricultural activities best suited to floodplains where such activities will benefit from natural flooding processes
- encourage the innovative use of flood liable land where such uses enhance the local and regional economy
- avoid the placement of infrastructure that is required to support development in high risk areas
- minimise the potential exposure of acid sulphate soils that can be caused by activities or development on flood affected lands

3.2.4 Actions

Action NH6: undertake outstanding flood risk studies in areas that are potentially flood prone, for example, for land in the vicinity of Mogo and Nelligen

Action NH7: implement a management plan for flood liable land incorporating hazard and risk regimes, taking into account the potential effects of climate change, within which appropriate development is identified and restricted

Action NH8: require applicants for new developments in potentially flood affected areas to carry out research to determine the extent of flood risk and potential impact of the development on flood behaviour and to submit this information to Council

3.3 Bushfire management

3.3.1 Introduction

Most rural areas of Eurobodalla Shire, excluding areas that are predominantly



grassland, are identified as bushfire prone lands on mapping prepared by Council and certified by the NSW Rural Fire Service. Where land is determined to be bushfire prone, development is subject to the requirements of the guideline Planning for Bushfire Protection, issued by the former PlanningNSW and the NSW Rural Fire Service (and under review at the time of adoption of this strategy). In addition, Council has identified and mapped the level of bushfire hazard that applies across the Shire, ranging from low, medium, high to very high. This mapping is based on vegetation type, aspect and slope and was prepared in accordance with scientific research carried out by the CSIRO.

The Planning for Bushfire Protection guideline requires an asset protection zone around all new developments in order to protect life, property and the environment from bushfire hazards. It includes building design and siting

controls that assist to reduce the risk of bushfire to life and property. However, associated land clearing can have negative impacts on environmental protection goals, meaning that balance needs to be achieved between the competing objectives of bushfire protection and conservation of the environment. The potential conflict between land clearing for bushfire protection and the need to preserve endangered ecological communities needs to be resolved. Bushfire management shall have regard to environmental objectives and observe development buffers to national parks and nature reserves.

3.3.2 Directions

- manage bushfire hazard to protect life and property within the context of preserving the biodiversity, scenic values and natural landscapes of the Nature Coast

3.3.3 Response

- minimise the risk to life and property in the event of bushfire
- minimise the impact of bushfire protection measures on the natural environment, scenic amenity and natural heritage
- ensure that masterplanning for subdivisions and the location of building envelopes and asset protection zones simultaneously meet both bushfire protection and environmental protection objectives
- recognise that some land is not suited to human occupation or development due to the risk posed by bushfire hazard and the ecological impacts of land clearing associated with reducing that hazard



3.3.4 Actions

Action NH9: prohibit development on land that has been assessed as being subject to very high bushfire hazard on Council's GIS and restrict development on land that is subject to high bushfire hazard to non-habitable buildings, such as machinery sheds

Action NH10: apply a buffer to all development adjoining State Forest and National Park within which appropriate development will be determined on merit based upon the level of existing and future threat posed by the bushland

Action NH11: liaise with the NSW Rural Fire Service to redress the potential consequences of clearing for bushfire protection on the environment. Asset protection zones should not be located within areas of high conservation value

such as environmentally constrained land, vulnerable vegetation, endangered ecological communities, wetlands, threatened species habitat, identified wildlife corridors or riparian zones

Action NH12: include considerations for the assessment of development on rural lands in the new LEP based on the guideline Planning for Bushfire Protection

3.4 Acid Sulphate Soils

3.4.1 Introduction

The term acid sulphate soils refers to soils that contain iron sulphides which, when exposed to oxygen generate sulphuric acid. The majority of potential acid sulphate soils were formed by natural processes and usually occur in low lying parts of the coastal floodplains, rivers and creeks. Due to flooding and erosion sulphidic sediments may also be found in coastal sediments, usually below the water table. Any lowering of the watertable or physical disturbance of the soil will result in the exposure of the iron sulphate sediments to oxygen causing oxidation and acid sulphate soils. These soils and water runoff have a detrimental effect on natural ecosystems.

The ABS in a recent publication Land Management: Eurobodalla Shire 2003-2004 noted that acidity is an issue affecting 30% of land holders that responded to a survey. Around 6% of land (4,038 hectares) was impacted by acidity during the year ending 30 June 2004. Salinity was also an issue for 61 landholders with 89 hectares being affected.

3.4.2 Directions

- prevent and minimise the environmental consequences caused by the exposure of potentially acid sulphate soils

3.4.3 Response

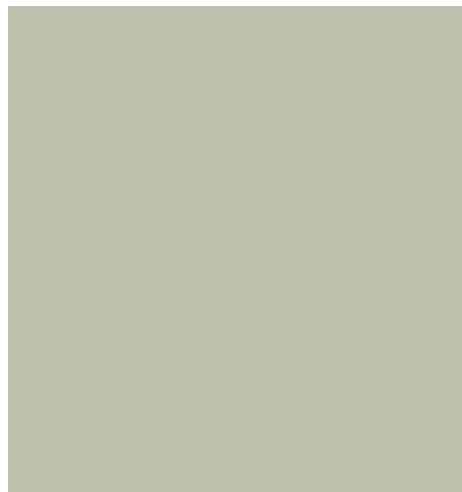
- manage the disturbance of potential and/or actual acid sulphate soils to minimise impacts on natural waterbodies and wetlands and on agricultural, fishing, aquaculture, urban and infrastructure activities
- require special assessment of certain development requiring consent on land identified as being subject to risks associated with the disturbance of potential and/or actual acid sulphate soils.

3.4.4 Actions

Action NH13: insert the provisions of the Eurobodalla Acid Sulphate Soils policy into the new LEP to give statutory effect to those provisions

● Natural Environment

Air Quality, Catchment Quality & Conserving Biodiversity



Introduction

Eurobodalla Shire retains an extremely high proportion of intact terrestrial and aquatic ecosystems such as estuaries, rivers, wetlands and forests that have high conservation values. Eurobodalla covers an area of 342,900 hectares of which 136,300 hectares (39.75%) is national park; 110,500 hectares is state forest (32.22%); 11,500 hectares is crown or public reserve (3.4%); 14,600 hectares is rivers or estuaries (4.25%); and 70,000 hectares is private freehold land (20.42%).

While there is a large established reserve network in the Shire, most of the national parks and state forests are located in the steeper range country in the west of the Shire. Most of the land within the Shire's eastern coastal lowlands is private freehold property. Approximately 13% of native vegetation within the whole Eurobodalla Shire has been cleared since 1750. However, over 50% of native vegetation on private lands within Eurobodalla Shire has been cleared. Maps indicating the extent of vegetation change between 1750 and 1997 are contained in the ACR State of Environment Report 2000. It is in these private coastal lowlands that there is most pressure on the environment from development demands.

The quality of water in rivers and estuaries in the Eurobodalla is also very high. Waterways also have important biodiversity, habitat and ecosystem service values. The economic base of the Shire, including the tourism, boating, oyster and fishing industries, as well as the Shire's domestic water supply, are dependent on the maintenance of high quality water and waterways.

Council has prepared Estuary Management Plans for the major estuaries within the Shire; the Clyde River/Batemans Bay, the Tomaga River, the Tuross River estuary and Coila Lake, and Wagonga Inlet. Preparation of an estuary management plan for the Moruya/Deua River commenced in 2006. These detailed plans provide specific strategies and actions for addressing the main issues related to protection and management of each of these estuaries. Many of the environmental protection controls in this strategy correlate with estuary plans.

Ecological triage approach

Environmental protection in this strategy is founded upon the ecological triage approach. This approach focuses effort into maintaining healthy ecosystems rather than on attempting to restore highly degraded or critically endangered ones. It is based on the view that prevention is better than cure: that is, it is easier and more cost effective to maintain natural ecosystems and prevent their degradation than it is to fix environmental degradation or restore degraded ecosystems. Thus, this strategy does not just focus on threatened species or ecosystems but rather recognises and aims to retain the conservation value of all ecosystems.

Landscape ecology approach

Environmental protection in this strategy is also based upon an holistic

landscape approach rather than a piecemeal approach. It seeks to maintain the basic fabric of landscapes over an effective area for optimal provision of ecosystem services, to maintain species and structural diversity within each ecosystem or landscape, and to maintain and enhance landscape connectivity and heterogeneity. It also aims to limit threats to natural ecosystems such as disturbance and nutrient inputs, as well as limit further fragmentation of existing landscapes and ecosystems.

4.1 Strategic Environmental Assessment

Council co-ordinated the Eurobodalla Coastal Environment Capacity Planning Project between 1999 and 2001. This involved assessment of the Shire's natural resources including vegetation ecosystems, threatened ecological communities, fauna habitat and corridors, bushfire hazard, soils and hydrology. The results of this project have been used to develop the directions for environmental protection in this strategy.

Strategic Environmental Assessment (SEA) is used as a planning and decision making tool to undertake environmental constraints analysis and to determine the suitability of land for development. The SEA involves computer-based analysis of land to determine absolute constraints to development and to rate development suitability. The technique uses data layers from Council's Geographic Information System (GIS) gathered in the Coastal Environment Capacity Planning Project. It is a transparent, repeatable environmental assessment system with low levels of subjectivity.

Application of SEA

SEA enables Council to take a more proactive approach to land use planning, decision making, subdivision design and design of other developments in order to minimise environmental problems such as erosion, runoff, sedimentation and pollution of waterways, and loss of ecosystems resulting from developments. It is used to assess environmental constraints on lands prior to subdivision or development.

SEA also assists Council to work with the Rural Fire Service and development proponents so that planning for bushfire protection and siting of bushfire asset protection zones is done in the early stages of development planning to ensure balance is achieved across often competing and conflicting priorities.

SEA has been used by Council to assess the development suitability of urban and rural land, including land zoned 2g Residential – General, 1(c) Rural Small Holdings Zone and 10 Urban Expansion Zone. Land zoned 1(a) and labelled as Further Investigation Areas for 1(c) under the Rural LEP has also been assessed. The process has been used to calculate potential lot yields in greenfield urban areas, future urban areas and rural residential compartments for Council's land monitor by excluding areas absolutely constrained and applying minimum lot sizes according to development suitability.

It is important that the results of SEA be validated. The GIS layers used to apply SEA are based on best available information. Council accepts that more accurate information may be available as determined through ground-truthing and submitted with development applications. The GIS will be updated and regularly refined on receipt of more accurate information.

Method

The process of SEA was developed out of the Coastal Environmental Capacity Planning Project and involves the application of weightings to various environmental factors. It is known as multi-criteria evaluation. The weightings were determined and agreed to by Council, relevant state agencies and consultants involved in the project. Below are descriptions of the environmental factors that are considered. The calculation of absolute constraints simply involves the layering of environmental factors or sieve analysis.

Table 4.1 SEA environmental criteria

Absolute Constraints	Weighted Factors
Slope (> 25%)	Regolith Stability
Bushfire Hazard (Extreme)	Surface Application of Effluent
Soil Wetness (>0.8 Average rainfall year) or Hydrology (Natural Drainage lines 20m buffer)	Fauna Habitat (aggregate core habitat & habitat linkages)
Riparian Vegetation (DLWC 90m buffer)	Riparian Vegetation
SEPP 14 Wetlands (Present)	Vegetation Ecosystems
Vulnerable Ecosystems (Category 1)	
Acid sulphate soils (high probability)	

Source: Eurobodalla Shire Council, Strategic Unit, 2003

Slope Constraint

The slope constraint is based on hill slope greater than 25% (14.3 degrees). The greater the slope the more likely that, when disturbed, fine grained sediment will be carried down slope to receiving waters with effects on water quality, habitat and biota. The greater the slope the more clearing is required for bushfire protection. Mapping is derived using 10 metre contour data.

Bushfire Hazard Constraint

Areas of very high bushfire hazard are classed as absolute constraints due to the risk bushfire would pose to any potential developments. The layer is based on mapping of the level of bushfire hazard on lands in the Shire, prepared by Council in conjunction with the National Parks and Wildlife Service (NPWS). It takes into account slope and vegetation type. This mapping pre-dates mapping of bushfire prone land that was required by legislative amendments in 2002 that simply states whether land is bushfire prone or not based on the presence of vegetation.

Soil Wetness or Hydrology Constraint

The soil wetness or hydrology constraint is based on mapping of areas that are unsuitable for septic absorption trenches due to soil wetness of greater than 0.8% wetness in an average rainfall year (when this data is available). The constraint is also based on natural drainage lines such as creek lines and gullies, and includes a 20 metre riparian buffer zone on each side of all natural drainage lines. The constraint aims to minimise impacts of erosion, sediment, nutrient and bacterial loads in receiving waters and thus minimise effects on water quality, habitat quality and biota. Mapping is based on 1:25,000 topographic maps.

Riparian Vegetation

The riparian constraint is based on mapping by the former Department of Land and Water Conservation (DLWC, 1997 and 1998 aerial photography). It identifies a 90 metre wide corridor along rivers and estuaries and classes vegetation cover as either dense, sparse or absent. The intent of this constraint is to establish a 90 metre vegetation buffer zone around all major waterways to protect water

quality, reduce streambank erosion and maintain biodiversity.

SEPP 14 Wetlands & SEPP 26 Littoral Rainforests

State Environmental Planning Policy (SEPP) 14 Coastal Wetlands gives statutory protection to sensitive coastal wetlands. Wetlands are sensitive ecosystems with high biodiversity, habitat and water catchment values. The SEPP 14 wetlands include mangrove and saltmarsh communities. Saltmarsh was listed as an Endangered Ecological Community in 2004 under the Threatened Species Conservation Act. Wetlands themselves are restricted from development, although impacts such as pollution and sediment runoff in wetland buffers can lead to impacts on wetlands and adjoining waterways.

There are two littoral rainforest communities protected under SEPP 26. These are located at Tomakin behind Barlings Beach and Tuross Head on the foreshore to Tuross Lake.

Vulnerable Vegetation Ecosystems

The vulnerable vegetation layer is based on the reports titled Terrestrial Ecosystems of the Eurobodalla Local Government Area (NPWS, 2000) and Vulnerable Ecosystems of the Eurobodalla Shire (EcoGIS, 2001). It identifies those native vegetation ecosystems that are most at risk due to past and present threats such as clearing and subdivision. Category 1 vulnerable ecosystems are classed as absolute constraints and include the six ecosystems under most pressure:

- No. 24 - Coastal Swamp Oak - Swamp Melaleuca Wet Heath Swamp Forest
- No. 25 - South Coast Swamp Oak Forest Complex

- No. 27 - Coastal Swamp Oak - Bangalay Swamp Forest
- No. 51 - Araluen Yellow Box - Maidens Blue Gum Acacia Herb - Grass Dry Forest
- No. 54 - Coastal Forest Red Gum Shrub / Grass Forest
- No. 189 - Coastal Alluvial Valley Floor Wetlands

The first four of these ecosystems were listed as Endangered Ecological Communities (EECs) in 2004 under the Threatened Species Conservation Act. This listing affords legal protection to these communities. These EECs have been validated through on-ground inspections and mapping contained in Council's GIS is being updated.

Acid Sulphate Soils

Acid sulphate soil is the common name given to sediment and soil containing iron sulphides (mainly iron pyrite and iron disulphide). The exposure of pyrite to oxygen in these soils by drainage or excavation leads to sulphuric acid generation. Acidic leachate can dissolve clay and release toxic concentrations of metals into waterbodies, reducing water quality and causing death of aquatic organisms.

Regolith Stability

This layer evaluates soil characteristics in terms of erodibility and sediment delivery potential, and describes four stability classes. Areas classed as unstable are unsuitable for development. Coarse grain sediment is relatively easy to retain on site. Fine-grained sediment is likely to be a problem on steep slopes near creek lines. The layer is based on mapping of soil landscapes by the former DLWC.

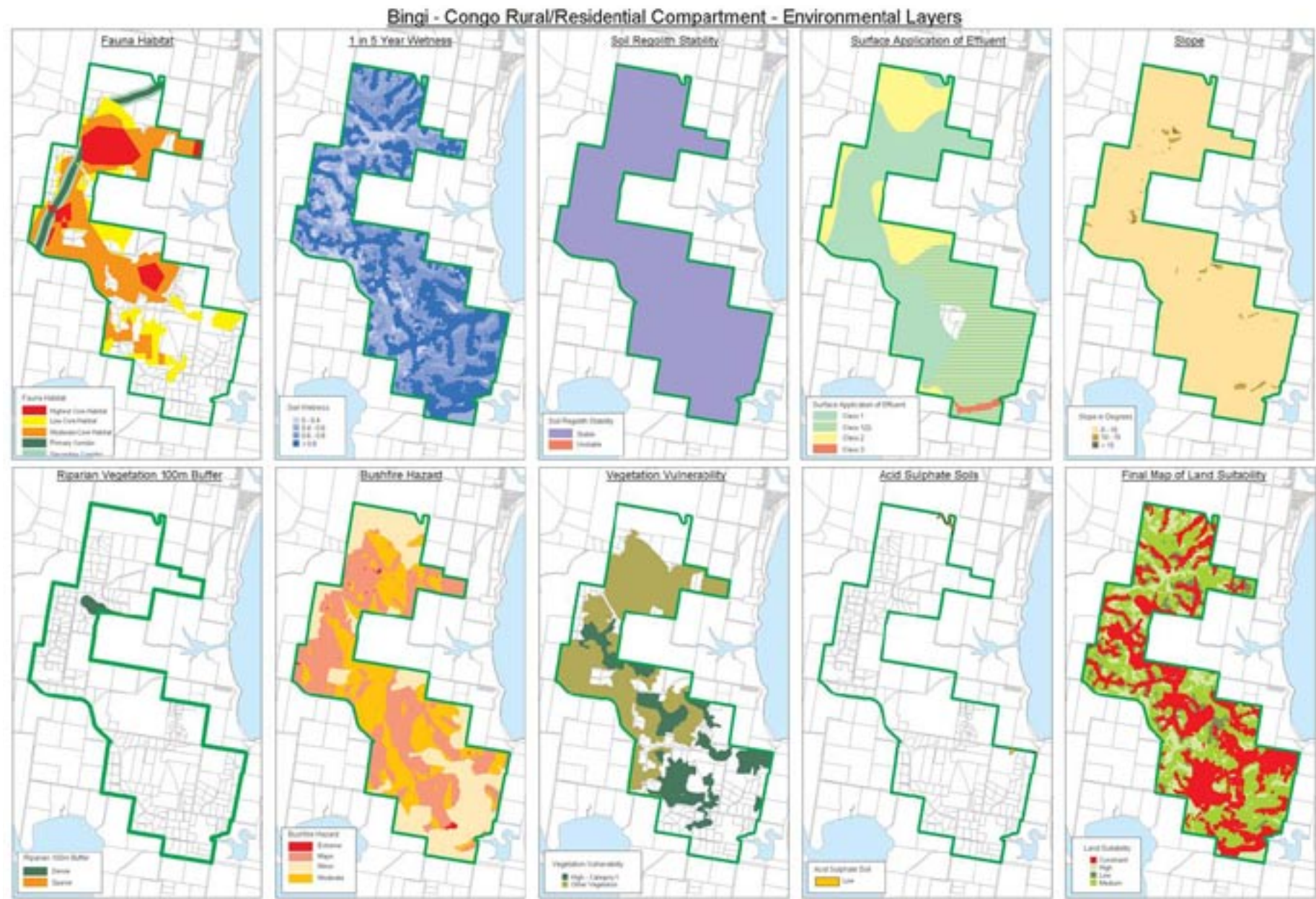
Surface Application of Effluent

This layer evaluates land and soil in terms of their capacity for absorbing effluent by surface application using domestic aerated treatment systems. It is based on soil landscapes mapping by the former DLWC. It aims to reduce the impact of nutrient and bacterial loads on receiving waters.

Fauna Habitat Linkages

This layer is made up of Aggregate Core Habitat as described in the report Fauna Key Habitats and Habitat Linkages of Eurobodalla Local Government Area (NPWS, 2001) combined with Fauna Habitat Linkages as identified in the Assessment of Fauna Key Habitat Linkages and Considerations for Management (Gaia Research, 2001). The aim of the habitat linkages layer is to assist to retain or re-establish connections of habitat across the landscape and to map potential habitat linkage corridors.

This layer does not include all fauna habitat but just those areas identified as key habitat linkages. It does not represent a comprehensive capturing of fauna habitat values on private coastal lowlands within the Shire. It is based on predictive modelling – the likelihood of the presence of certain species based on ecosystem type. Further work on verification of high value fauna habitat and corridors will be incorporated into the absolute constraints in the future (see section on Fauna Habitat).



4.2 Environmental Protection

4.2.1 Introduction

Protection of water quality

The NSW Government has developed a set of draft marine water quality objectives. These objectives are intended to maintain or improve coastal marine water quality so that:

Aquatic Ecosystems: the ecological condition of coastal marine waters is maintained or improved

Primary contact recreation: it is suitable for activities such as swimming and other direct water contact sports

Secondary contact recreation: it is suitable for activities such as boating and fishing where there is less bodily contact with the water

Visual amenity: it looks clean and free of surface films and debris

Aquaculture and human consumption of aquatic foods (cooked): for the production of aquatic foods for human consumption (whether derived from aquaculture or recreational, commercial or indigenous fishing)

In association with the Southern Rivers Catchment Management Authority, Council aims to implement strategic planning and development assessment measures that will assist to achieve these objectives. Above all else, the protection of our rivers and estuaries is necessary to guarantee potable water supplies and the safe human consumption of marine and estuarine foods.

Protection of the Coastline

Protection of the natural environment and natural processes of the coastal zone are statewide goals identified in the NSW Coastal Policy 1997. Eurobodalla's coastline has highly important ecological as well as recreational and aesthetic values. Inappropriate development in close proximity to dunal systems, beaches and coastal foreshores degrades these values. Coastal impacts associated with climate change, rising sea levels, ocean surges, tidal waves, storm waves, tsunami and ocean inundation have the potential to degrade the coastline and development in the coastal foreshore zone.

Council currently has a Foreshore Dedication Policy that aims to provide public access to major rivers, estuaries and beaches, protect foreshore environments, and conserve landscapes with scenic qualities adjacent to public resources. A strip of foreshore land for the full frontage of a property is required to be dedicated as public reserve or transferred to Council in fee simple when a development is proposed. It is currently implemented by way of the Eurobodalla Development Contributions Plan. An offsets system using bonus development rights or tradeable development rights may be implemented as a result of this strategy to achieve the same goal.

Generally a 30 metre dedication applies. At present such dedication is not required in relation to proposals for erection of a single dwelling house or dual occupancy. However, where such minor development is proposed Council may require setbacks of all buildings to ensure that the development does not jeopardise the long-term opportunity for acquisition or dedication of the foreshore land. An objective of SEPP No 71 Coastal Protection is to retain and enhance access to foreshore areas.



The NSW Government proclaimed the Batemans Marine Park in April 2006. The park extends from Bawley Point to Bermagui and covers all of the Eurobodalla Shire coastline. It extends from the mean high water mark offshore to the three nautical mile limit of NSW waters. It includes all rivers, estuaries, bays, lagoons and inlets upstream to their tidal limit, tidal lands, and saline and brackish coastal lakes.

Marine parks aim to conserve marine biological diversity, marine habitats and ecological processes. The Batemans Marine Park contains a variety of significant marine and estuarine ecosystems, including the Murramarang coast, coastal lagoons such as Durras, the Tollgate Islands, the Clyde River and Montague Island.

A draft zoning plan which nominates general use, habitat protection, special purpose and sanctuary zones has been exhibited for public comment. The draft plan also stipulates activities that are permitted or prohibited within each zone.

Endangered Ecological Communities/Biodiversity Certification

The NSW Threatened Species Conservation Act 1995 and Threatened Species Legislation Amendment Act 2004 provide for the protection of gazetted threatened species and endangered ecological communities. A number of vulnerable vegetation types found within the Shire are listed as Endangered Ecological Communities under that Act. This means that they are likely to become extinct in NSW unless the factors threatening their survival (eg land clearing, fragmentation and degradation) are ceased.

An amendment to the Act seeks to put a greater emphasis on strategic land use planning and protection of native vegetation communities and species at the landscape scale, rather than the individual population or property scale.

The amendment allows the Minister to grant biodiversity certification to an environmental planning instrument if the instrument and related policies will lead to maintenance of biodiversity values of the specific threatened species, habitats or ecological communities. The effect of biodiversity certification will be that a development consistent with the LEP will be deemed not likely to significantly effect specified threatened species or communities. Provisions



for the protection of threatened species and ecological communities are to be included in the new LEP, removing the need to address threatened species impact considerations when assessing development applications.

Provisions of the Commonwealth Environment Protection and Biodiversity Conservation Act provide an additional layer of protection where proposed development puts at risk natural ecosystems and associated biodiversity.

Coastal wetlands

Coastal wetlands including mangroves, saltmarsh and freshwater wetlands are protected under SEPP No. 14. Coastal saltmarsh and freshwater wetlands on coastal floodplains were also listed in 2004 as Endangered Ecological

Communities under the Threatened Species Conservation Act. The boundaries of wetlands within the current 7(a) Wetlands zone are generally more accurately mapped than the SEPP 14 wetland boundaries.

Yellow-bellied Glider

The Yellow-bellied Glider is a native forest-dwelling arboreal mammal listed as a vulnerable species under the Threatened Species Conservation Act. Council currently has a policy for the Conservation of the Yellow-bellied Glider in the Broulee coastal plain that aims to ensure the long-term existence of the species in that area through retention of suitable habitat. As a condition of an existing development consent, Council also has a requirement to prepare a policy for the protection of Yellow-bellied Glider on all private coastal lowlands in the Shire.

Protection of its habitat is an essential requirement for ensuring long term survival of the Yellow-bellied Glider across the lowland coastal areas of the Shire. Protection of significant areas of glider habitat, as an 'umbrella species', will also provide forest habitat for other forest-dwelling native fauna including several other threatened species.

Fauna habitat and linkages corridors

Key fauna habitats were mapped in 2001 as part of the NPWS report on Fauna Key Habitats and Habitat Linkages for the Coastal Environment Capacity Planning Project. The fauna habitat project focused on forest habitat and did not include non-forest estuarine and wetland habitats.

The project ranked habitat values as either:

- Key Habitat Low Value 1 - Local significance

- Key Habitat Medium Value 2 – Landscape significance
- Key Habitat High Value 3 – Bioregional significance

As identified in the report, the private rural lands in the Shire are extremely important habitat for the coastal lowlands fauna assemblage, which includes ground-dwelling animals not found elsewhere in the Shire. For this coastal lowlands fauna assemblage, about 47,000 hectares of the highest value core habitats are located on private lands as opposed to only 6,100 hectares under public tenure.

The report recommended that the integrity of the highest value core habitat areas of bioregional and landscape significance should be absolutely protected by the greatest possible planning protection mechanisms. The report also recognised the value of retaining the relatively continuous existing pattern of inter-connectedness of native forests characterised by large remnant patches.

The report emphasises that no fieldwork was undertaken during the course of the project and that further ground truthing and aerial photographic interpretation would assist verification of the output. Some fieldwork was undertaken for Council in rural residential areas by Gaia Research in 2001 to identify potential fauna habitat linkages in these areas.

The SEA tool includes a layer of “fauna habitat”. This layer is made up of Aggregate Core Habitat as described by NPWS (2001) combined with Fauna Habitat Linkages (Gaia Research, 2001). It aims to retain connections of habitat across the landscape thus the mapped output is habitat linkage corridors. However, fauna habitat is not currently included as an absolute constraint in SEA but as a weighted criteria represented only in the development suitability mapping. It is intended to retain and generate habitat and vegetation

connectivity through strategic planning and development assessment processes and through the implementation of offsets.

Thus, the current SEA methodology does not provide a comprehensive capturing of high value fauna habitat or habitat corridors on private coastal lowlands. The proposed Yellow-bellied Glider habitat mapping will better capture important glider habitat on private lands and act as a surrogate habitat map for some other forest-dependent fauna. However, it will not be a comprehensive capturing of high value fauna habitat.

4.2.2 Directions

- provide long term protection of water quality and natural waterways in accordance with the NSW Water Quality Objectives and estuary management planning principles
- conserve biodiversity including native flora, fauna and natural ecosystems on private lands. Conserve whole ecosystem assemblages to ensure long term survival of icon species and the systems that are likely to support those species
- conserve, manage and enhance the Eurobodalla Nature Coast values in perpetuity by ensuring that development does not harm or compromise significant environmental values

4.2.3 Response

Protection of waterways and water quality

- Maintain high water quality in estuaries, rivers, water catchments and natural drainage lines

- Minimise erosion, runoff and sedimentation from and into natural drainage lines, rivers and estuaries

Protection of coastline

- Protect beaches, dunes and headlands from development that detracts from their ecological and visual integrity
- Maintain adequate public access to and along the coastline
- Minimise the visual impacts of development that is potentially visible from the coastline, ocean and waterways,
- Protect marine biological diversity, marine habitats and ecological processes

Conservation of vegetation and ecosystems

- Protect native vegetation communities on private lands while allowing for development where appropriate
- Support the use of offsets to protect and/or restore land of high conservation value and habitat linkages
- Conserve endangered ecological communities, vulnerable ecosystems and other high conservation value vegetation
- Protect wetland communities
- Conserve and enhance riparian vegetation and riparian corridors
- Maintain ecological processes and ecosystem services in natural ecosystems on private land



Protection of riparian corridors

- Conserve and enhance existing riparian corridors
- Retain riparian functions to maintain habitat for aquatic and terrestrial species
- Rehabilitate degraded, fragmented and modified high value riparian corridors

Protection of fauna and fauna habitats

- Protect high ecological value fauna habitat on private lands,
- Maintain and restore significant fauna corridor linkages
- Adequately conserve threatened species and their habitats

Protection of visual landscape values

- Preserve scenic, aesthetic, visual, landscape and heritage values of natural

ecosystems across the Shire

- Retain the forested character of the rural and urban interface landscapes within the Shire

Planning for environmental protection

- Ensure subdivision and building design incorporates adequate environmental protection requirements
- Reduce the cumulative negative impacts on water quality, biodiversity and ecological processes of individual planning and development decisions
- Establish or facilitate conservation incentive mechanisms to encourage protection and enhancement of biodiversity, habitats and ecosystems on private lands

4.2.4 Actions

General

Action NE1: prohibit development on land assessed as being subject to absolute constraints. Such land is to be excluded from the building envelopes, asset protection zones and access ways of future developments

Action NE2: ground-truth absolute constraints to GPS accuracy and apply an environmental constraints zone to these areas upon accurate definition of boundaries. Utilise information submitted with development applications for subdivision and building to update Council’s GIS layers

Action NE3: Display details of voluntary conservation agreements, water sharing plans, property vegetation plans and property management plans on

title to land so that biodiversity and environmental management obligations are attached to the land. Details are also to be included on planning certificates associated with property conveyancing and given statutory recognition in the new LEP

Action NE4: implement a system of offsets or incentives where a development on land that does not have a property vegetation plan in place includes revegetation, contribution to an estuary management program, dedication of public open space or the ongoing maintenance of an area of community land

Action NE5: encourage the development of water sharing plans and investigate offsets or incentives, such as rate reductions, for the trading of water access rights where recycled or reclaimed water is used for irrigation

Action NE6: identify opportunities generated by the forthcoming Regional Conservation Plan to obtain biodiversity certification, or implement conservation agreements or offsets for ongoing environmental protection

Protection of Water Catchments

Action NE7: restrict development on rural lands through an appropriate land use zone in significant major water catchments that contribute to essential domestic water supply, irrigation waters and environmental flows in streams

Action NE8: apply a conservation zone and vegetation buffers to protect rivers, streams, wetlands, lakes and estuaries and other sensitive landscapes in order to achieve designated water quality objectives

Estuary Management

Action NE9: prepare an estuary processes study and estuary management plan

for the Moruya/Deua River

Action NE10: integrate key directions of estuary management plans into structure plans for Batemans Bay and Moruya (Narooma Plan completed and adopted by Council in December 2005)

Riparian Protection

Action NE11: apply riparian corridors to restrict development from the top of the streambank on either side of waterways, including creeks, rivers and estuaries based on ecological value and adjoining land use, to secure habitat protection, public access and erosion management

Action NE12: liaise with the Department of Natural Resources regarding the application of their draft policy, titled Strategic Assessments of Riparian Corridors, that proposes the following riparian corridor widths:

- 90 metres width from the top of the streambank on either side of the waterway to all major estuaries and rivers classified as environmental corridors with significant wildlife habitat, fluvial processes, stream stability and water quality values
- 40 metres width from the top of the streambank on either side of the waterway to other rivers, creeks and waterways classified as terrestrial and aquatic habitat
- 20 metres from the top of the streambank on either side of the waterway to all other natural drainage lines and creeks, as per the hydrology constraint used in SEA

Protection of the coastline

Action NE13: establish minimum setbacks from mean high water mark for coastal development based on beach and dunal geomorphology, and taking into account the potential effects of climate change including sea level rise. No development shall be located within the dunal system

Action NE14: investigate and implement the requirements of the Batemans Marine Park with regards to setbacks for development adjacent to marine and estuarine ecosystems containing key aquatic habitat

Endangered Ecological Communities/Biodiversity Certification

Action NE15: align the descriptions of vulnerable vegetation ecosystems with those of listed endangered ecological communities

Action NE16: develop a GIS layer to accurately identify endangered ecological communities within the Shire. Field verification will be undertaken to ascertain that the mapped vegetation communities are actually endangered ecological communities

Action NE17: ground-truth and map other high conservation value ecosystems, as defined by the likelihood of threatened or endangered species, and lands to be restored as habitat linkages across all greenfield existing urban zones, urban expansion zones and rural residential zones

Action NE18: seek biodiversity certification in the new LEP for greenfield existing urban zones, urban expansion zones and rural residential zones, to remove the need for species impact statements associated with future development proposals

Action NE19: Validate through ground-truthing the boundaries of SEPP No 26 Littoral Rainforests and include the provisions of this policy in the new LEP

Coastal Wetlands

Action NE20: undertake an inventory of all wetlands within the Shire to determine their exact location and boundaries, the types of wetland present, the threats to their existence, and management requirements for their protection

Action NE21: carry out ground-truthing of wetlands and liaise with the Department of Planning to rectify the mapped boundaries of SEPP No 14 coastal wetlands to ensure maps are accurate and correspond with Council's 7(a) wetland boundaries

Action NE22: include the provisions of SEPP No 14 – Coastal Wetlands in the new LEP

Yellow-bellied Glider

Action NE23: review the current Policy for Conservation of the Yellow-bellied Glider for Broulee to ensure that it is meeting conservation objectives

Action NE24: develop a GIS-based map of Yellow-bellied Glider habitat and habitat corridors on private coastal lowlands in the Shire. Identify and classify Yellow-bellied Glider habitat on private lands through field verification and ground truthing

Action NE25: develop a Policy for Conservation of the Yellow-bellied Glider on the Coastal Lowlands of the Shire to identify areas of suitable and high value habitat for the glider. No clearing will be allowed in areas of high value habitat. Include multi-aged forest patches and corridors as an absolute constraint in Council's SEA

Fauna Habitat and Linkage Corridors

Action NE26: ground truth fauna habitat across the private rural lands in the Shire. This will include on-ground verification of the NPWS fauna habitat mapping as well as field assessment of the fauna habitat values of various vegetation ecosystem types not adequately captured through mapping and protection of Yellow-bellied Glider habitat or endangered ecological communities.

Action NE27: develop GIS layers of high value fauna habitat and habitat linkage corridors in the private rural lands across the Shire, using the results of the field verification study. Include high value fauna habitat and corridors in SEA as an absolute constraint. No development or clearing will be allowed in areas identified as high value fauna habitat.

Action NE28: identify and map potential areas to restore effective linkages between remnant ecosystems for use by Landcare groups, biodiversity incentives programs and to assist subdivision design

Action NE29: require in a development control plan that future rural residential development should have underground power where possible to minimise the impact of power easements on wildlife habitat

Environment Protection Zone

Action NE30: apply an environment protection zone to all areas identified as being of high conservation value based on landscape and environmental values, rather than property boundaries

Action NE31: separate the current 1(a) (Rural (Environmental Constraints and Agriculture) Zone) into zones for environment protection and agriculture using

information contained in Council's GIS and subject to ground-truthing

Conservation incentives

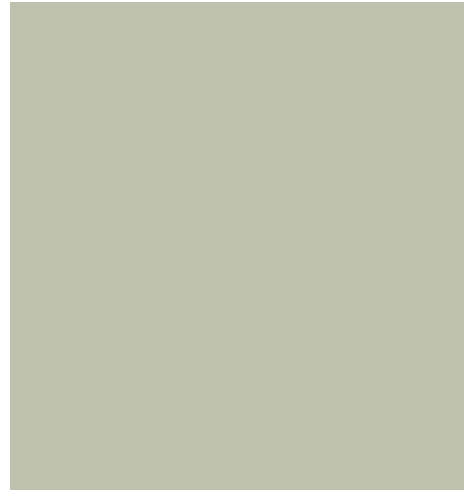
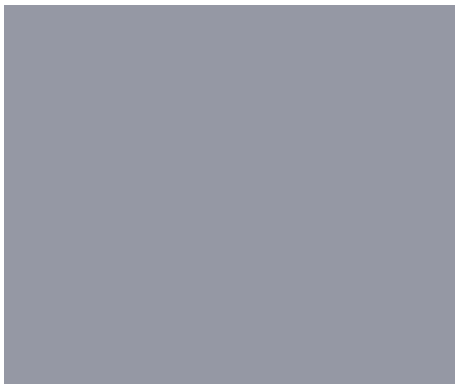
Action NE32: encourage land holders to enter into Voluntary Conservation Agreements with the Department of Environment and Conservation or Property Management Agreements with the SRCMA or Department of Primary Industries. Land subject to a Voluntary Conservation Agreement will be considered for an exemption from Council's environment levy

Action NE33: liaise with the NSW Government to determine the feasibility of establishing a system of offsets to enable landholders with low or medium development suitability to transfer development opportunities to other landholders or a public authority in areas assessed to be of high development suitability



● Settlement Patterns

Resource Use



5.1 Urban settlement hierarchy

5.1.1 Introduction

Eurobodalla has a distinct hierarchy of towns, villages and hamlets. Each settlement has its own character and identity, and is set within a natural environment. Settlements are generally separated by natural areas and have a defined urban footprint. Each settlement in Eurobodalla has its own particular environmental, social, economic and urban qualities. It is important that this diversity is retained and the natural and cultural values that create identity are protected as vacant infill and greenfields lands are developed.

The table below gives the settlement hierarchy for Eurobodalla Shire based on the definition of towns, villages and hamlets contained in the Coastal Design Guidelines for NSW, prepared by the Coastal Council of NSW, Tourism NSW and the Urban Design Advisory Service in 2003. The hierarchy of settlement types provides a framework within which ordered urban form can occur whilst respecting the current patterns of settlement and unique natural, urban and coastal landscapes.

Table 5.1 Eurobodalla's settlement hierarchy

Coastal town	Coastal village	Coastal hamlet	Inland coastal centre
Batemans Bay	Surfside	South Durras	Moruya (town)
Narooma	Catalina	Maloneys Beach	Nelligen (village)
	Batehaven	Long Beach	Mogo (village)
	Sunshine Bay	North Batemans Bay	Bodalla (village)
	Denhams Beach	Rosedale	Central Tilba (hamlet)
	Surf Beach	Guerilla Bay	
	Lilli Pilli	Mossy Point	
	Malua Bay	Moruya Heads	
	Tomakin	Congo	
	Broulee	Potato Point	
	Tuross Head	Kianga	
	Dalmeny	Mystery Bay	
		Akolele	

Source: Coastal Design Guidelines for NSW, draft Eurobodalla Urban Settlement Strategy

Characteristics of the five settlement types are described below. Issues typically challenging each type of settlement are also identified. This information has been adapted from the Coastal Design Guidelines for NSW. It is envisaged that over the next 25 years some settlements may change status within the hierarchy as vacant land is subdivided and developed and new services provided. For example, Long Beach is likely to be reclassified as a village after urban expansion land is taken up and neighbourhood shops are built.

Coastal towns

Coastal towns are the largest settlement type within Eurobodalla with the capacity to accommodate substantial growth over the next 25 year period.

Populations range from 3,000 to 20,000 people. The population of these settlements is generally increasing as they provide easy access to jobs, services, employment and a wide range of housing choices as well as access to the ocean, rivers, beaches and other natural areas. As these towns have diverse populations with a range of socio-economic groups, they offer the expectation of growth and opportunities for economic prosperity and development.

Coastal towns are generally based on an original grid street pattern adapted to the landform and the surrounding natural features. They contain a core commercial area and have centrally and conveniently located community facilities and public spaces. There is a direct relationship to the foreshore with a wide choice of uses associated with the coastal edge and visual connections to the landscape and the coast. Coastal towns have an extensive range of edge conditions, such as parks, beaches and waterfront promenades. There is often a range of smaller suburbs and suburban areas surrounding the centre, and a range of coastal residential and tourist accommodation building types.

Coastal towns offer a range of services and facilities including transport infrastructure, large employment-generating uses, education, sporting and health facilities, churches and administrative offices.

The challenge for coastal towns is to balance growth with the need to retain their existing character. This includes consideration of the scale of development relative to the existing environmental context, views, access, transport and amenity. It also requires consideration of the hierarchy of the settlement when determining the scale of public and private facilities to be made available. Applications for large development require close scrutiny of their likely impact on the surrounding natural and urban context, infrastructure and sense of place. Towns are under pressure to grow whilst also at risk from the impact

of increased traffic and the potential loss of identity created by surrounding subdivisions. The existing character of towns can easily be lost to suburban sprawl or tall buildings.

Coastal Villages

Coastal villages are small centres with a population of up to 3,000 people. Villages are located remote from other settlements or may be the outlying suburbs of larger settlements. For example, Malua Bay is a village in its own right and is also a suburb within the larger settlement of Batemans Bay.

In coastal villages the natural environment dominates in terms of views, environmental systems and vegetation types. Ecological systems surrounding and penetrating the settlement are intact. Informal boundaries exist between urban and natural areas within the village. Extensive and well established landscaping is a feature of both public and private land.

Villages are differentiated from other settlement types by having a small vibrant centre set within a distinctive and intact natural environment. They usually have a surrounding environment with high ecological integrity and a geographic location with distinctive and unique features. Entry to a village is via a distinctive access road characterised by a rural or natural setting. This leads to and through the settlement's main street which houses mixed-use commercial, retail and residential buildings. Villages generally have a cohesive small-scale building context established over a number of years through infill development, with views and vistas to the surrounding environment from public places.

Key issues currently facing coastal villages include development pressure on land that separates settlements causing ribbon settlement stretching along the coastal edge and along the main access road, and large scale tourist

developments and subdivisions that erode the compact footprint and natural setting. Large new buildings can detract from the settlements' relationship to geographic location, views and vistas of the surrounding natural environment. In some cases increases in population are causing degradation of ecological values in neighbouring natural areas. The dispersal of commercial, retail and public buildings throughout villages erodes the vitality of the main street and the village centre.

Hamlets

Coastal hamlets are the smallest settlement type with populations of around 500 people. Hamlets are isolated settlements often accessible by only one road which may be unsealed. Hamlets contain few dwellings and offer few facilities, possibly only one or two shops, such as a general store.

Hamlets are characterised by a location very close to a beach or river, reflecting their past association with a local industry, such as fishing or timber-getting, or as a setting for holiday houses or camping grounds and caravan parks. There are usually intact local indigenous ecological systems surrounding the settlement and substantial areas of native vegetation about the boundaries.

There are generally constraints to growth because of the surrounding natural environment. Hamlets have strong visual links and views to the coast and the natural environment, and reserves separating the structures from the foreshore. Hamlets have a distinctive access road set within rural and natural land or through a national park. They possess an organic urban structure that relates to the topography, the foreshore and other unique natural features and are characterised by informal, sometimes unmade, streets. Residences are often scattered and small scale with a consistent coastal architecture and often lack

an orderly subdivision pattern. There are no large-scale tourist, commercial, residential or retail developments within these settlements.

Hamlets are under pressure from larger scale development to accommodate retirees and holiday-makers looking for quieter areas away from the main tourist routes. Key issues facing hamlets include encroachment into the surrounding hinterland by new development, new houses and infill development that are out of scale with existing buildings, and the replacement of native vegetation with exotic landscape species in private gardens and reserves. Uncontrolled access to natural areas and clearing requirements for bushfire protection are causing environmental degradation and are affecting the scenic qualities of hamlets.

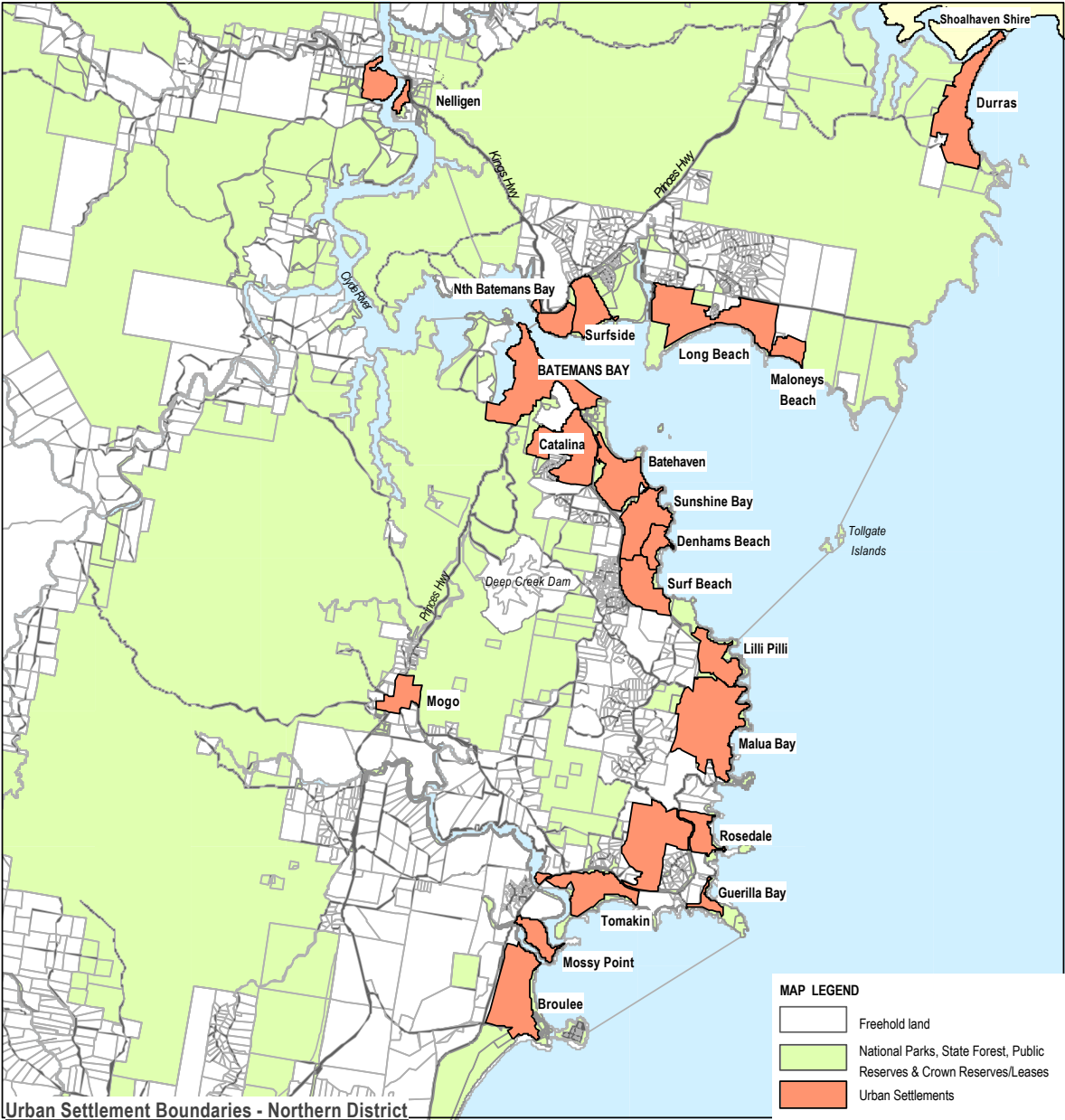
Inland coastal centres

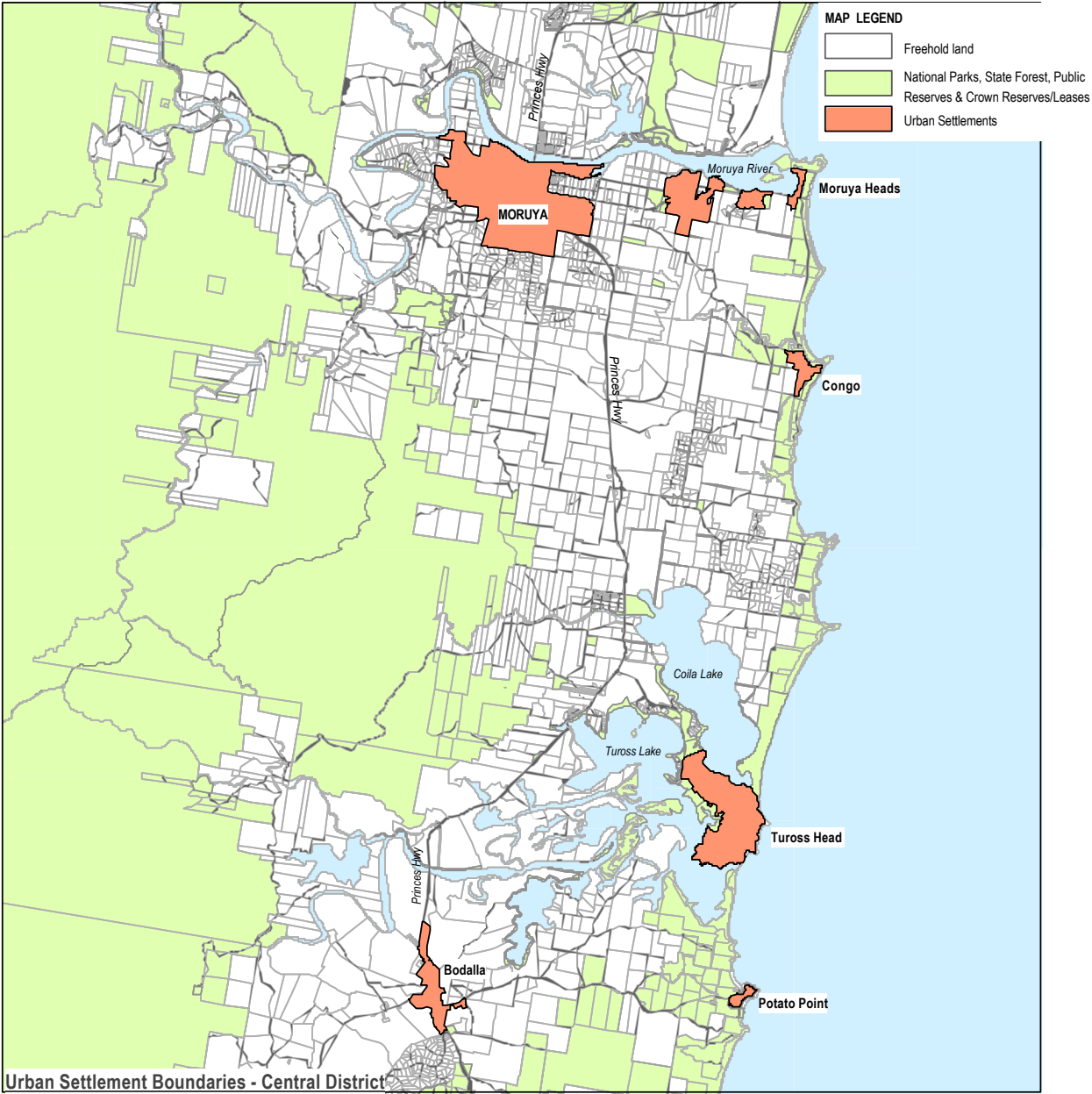
Inland coastal centres are generally typified by their location on flat land often backing onto a river or along a major historic route. Many heritage buildings remain intact and in some cases entire streets, blocks and precincts retain their original buildings and parks. The street pattern is most often a large grid with wide streets and mid-block laneways. The large streets have mature trees and wide parking bays that also perform stormwater detention and percolation functions. This helps mitigate flooding in settlements located on the river floodplain. There is a main street with a high level of pedestrian amenity and active street level uses. Buildings are consistent in height and architecture.

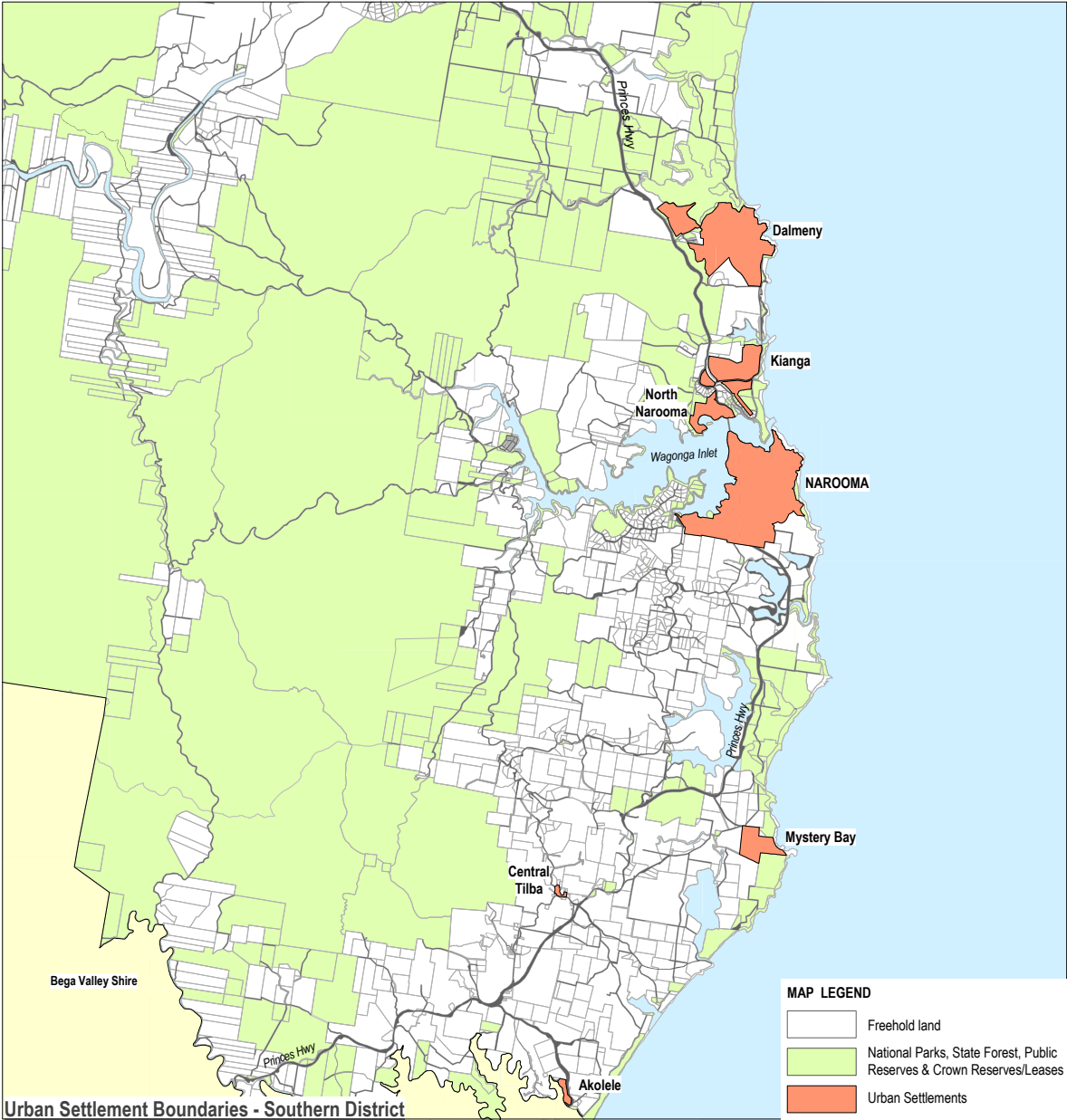
Inland coastal centres play an important role as the commercial and retail hub for surrounding rural lands and smaller settlements located on the coast that cannot readily access a larger centre. The catchment of an inland coastal centre covers a significant area and people may be travelling large distances to access

its services. The range of services varies with the settlement's size but includes educational facilities, retail and commercial services, service industries and tourist facilities in the case of inland coastal towns.

Inland coastal centres are under less pressure to grow than settlements on the coast and, in some cases, may require stimulation to ensure ongoing viability. Issues facing inland centres include natural hazards, environmental degradation, demolition of heritage structures and adverse effects of new development on access to river frontages, settlement setting and scenic values.







5.1.2 Directions

- the delivery of facilities and services, including transport services, is co-ordinated so that settlements are strengthened and equitable access is achieved allowing for alternative modes of transport
- retain the existing settlement hierarchy to ensure that character, identity and sense of place are retained
- settlements optimise the efficient use of land, services and infrastructure to minimise impacts on the surrounding environment
- settlements grow to accommodate a larger working, residential and retirement population whilst maintaining the qualities that make them sought after
- towns offer a diversity of opportunities for economic growth and lifestyle choice without compromising amenity, access or scenic qualities

5.1.3 Response

- all new major public facilities, commercial, retail and employment-generating developments are to be located in major towns to make best use of existing economic, service and social infrastructure and to reinforce the viability and vitality of those towns
- the creation of continuous linear development along the coast is prevented through land use zoning that enforces separation between settlements
- encourage compact urban settlements to ensure efficient and equitable access to services and the evolution of alternative modes of transport

- manage new development so that the existing settlement hierarchy is retained, having regard to the effects of development of greenfields urban areas and development of commercial services
- settlement character is recognised and development controls are implemented to ensure that new development, including subdivision, respects and reinforces that character

5.1.4 Actions

Action SP1: in consultation with the community, character and vision statements are to be prepared for Batemans Bay and Moruya (Narooma Plan adopted December 2005) for inclusion in structure plans for these towns and to guide the preparation of development control plans for these towns

Action SP2: in consultation with the community, place statements are to be drafted for villages and hamlets to guide the preparation of development guidelines for these settlements

Action SP3: draft place statements that have been prepared for South Durras, Guerilla Bay and Rosedale are to be exhibited for public comment and adopted as considerations for assessment of development applications in respective settlements

Action SP4: reference be made to the desired future character and present and future opportunities nominated in the Coastal Design Guidelines for NSW for each settlement type to assist preparation of settlement place statements

Action SP5: recognise and plan for settlement character, place identity and sense of place in the preparation of structure plans for the major towns, including heritage special character areas

Action SP6: the roles of Moruya as the administrative centre, Batemans Bay as the regional centre and Narooma as the historic coastal resort for Eurobodalla Shire are to be reinforced through structure planning and development controls.

Action SP7: include minimum lot sizes, maximum building heights and site coverage controls, such as maximum floor space ratios, as separate overlays in the new LEP

Action SP8: prepare style guides for inclusion in structure plans for Batemans Bay and Moruya to manage and improve urban design in these settlements and to inform development control plans

5.2 Urban settlement boundaries

5.2.1 Introduction

Most of Eurobodalla's urban settlements are separated by farmland, bushland, or landform features, giving it a distinctive character and preventing the formation of a continuous strip of development along the coastal edge. This separation protects the existing diversity of coastal places, both natural and built-up.

Separation between settlements is created by areas of rural or natural lands that are generally characterised by geographic features such as hills, waterways, wetlands or flood prone areas, beaches and their hind dunes or forests.

Separation also places a defined limit to urban settlements. The containment of urban areas to the boundaries of land use zones brings benefits such as the ability to plan for and efficiently provide infrastructure and services. The uncontrolled outward spread of urban settlements, known as urban sprawl, can lead to social isolation, the loss of productive farmland or natural ecosystems to



housing, and costly service provision.

The edges of settlements are the transition from urban to natural or rural lands. Settlement edges adjacent to the coast and other water bodies provide a variety of recreational uses as well as serving environmental functions and adding amenity. Edges range from built up urban structures through to almost untouched natural environments.

Urban coastal locations, such as town centres, offer a diverse range of benefits to the public. In many instances the success of these places is due to the level of access and the careful design of the interface between public and private, built and open space. High quality public access and uses which balance the needs

of cultural, social, commercial and environmental purposes is essential for these urban centres.

In other urban places, foreshores provide a range of functions including native vegetation and waterway protection, parks, playing fields, recreation facilities such as tennis courts or swimming pools and caravan parks. In more remote locations foreshores and settlement edges provide separation to sensitive natural areas and ensure environmental protection.

Setbacks are important within urban areas to protect foreshore and riparian zones, to separate land uses, minimise bushfire risk, protect environmentally sensitive areas and to encourage an attractive streetscape. Setbacks must take into account the topography of the land and environmental attributes.

5.2.2 Directions

- Settlements are contained within existing settlement boundaries and separation between settlements is maintained to ensure settlement character is protected and urban sprawl is avoided
- setbacks to estuary foreshores, beaches, lakes and other natural areas ensure environmental protection and add amenity to urban settlements

5.2.3 Response

- new development respects and complements the scenic setting and unique character of existing settlements
- settlement boundaries are maintained and outward expansion restricted to designated urban zones
- more intense land uses are located centrally within settlements and in

proximity to services

- separation between settlements is maintained and secured through appropriate land use zones
- adequate setbacks to environmentally sensitive areas are established to ensure ecological integrity and access to public open space is retained
- land zoned as public open space is located where it enhances access to the foreshore or bushland, and where it is important as a backdrop to the settlement

5.2.4 Actions

Action SP9: apply appropriate land use zones to open space, bushland and agricultural land that separates settlements and include objectives in the new LEP regarding the benefits of urban containment and separation between settlements

Action SP10: the existing boundaries of urban settlements as defined in structure plans and including land zoned for urban expansion are to be retained in the new LEP

Action SP11: insert provisions in development control plans for subdivisions and buildings requiring consideration and compliance with the Coastal Design Guidelines for NSW, Design Principles for Coastal Settlement

Action SP12: caravan parks are to be zoned in the new LEP such that if redeveloped for residential uses the subdivision layout and the scale and massing of buildings is to remain low density, reflecting the character of adjoining urban areas

5.3 Residential land

Introduction

Eurobodalla Shire Council maintains a Residential Land Monitor. This database was developed in 1996 with the then Department of Urban Affairs and Planning to record available land for housing and as an indicator of the need to rezone land for residential purposes. The land monitor records available zoned vacant land for all urban settlements, and aggregated for districts and the Shire. It is updated and validated annually.

Vacant land is defined as existing urban residential zoned land and land zoned Urban Expansion that is subdivided and unoccupied (not built upon) or unsubdivided. Land over which development consent has been granted but has not been enacted or where a development application has not been determined is considered available vacant land. Estimates of vacant land do not take into account the availability of land for sale or that is currently on the market. Vacant land supply comprises subdivided lots, or infill lots, and an estimate of lot yields over land that is unsubdivided. Lot yields are estimated by allowing for environmental constraints, servicing requirements and application of an average lot size.

The estimate of lot yields for unsubdivided land is based upon SEA and an analysis of the average lot size within the locality. Land that is environmentally constrained is subtracted from the total area of vacant land, then a further 25% of that land is subtracted to allow for services such as roads and easements. The remaining area of land is divided by the average lot size in the locality to give an estimate of yield.

The draft South Coast Regional Strategy identified areas zoned Urban Expansion

under the Rural LEP as sensitive urban lands due to their proximity to estuary and ocean foreshores, wetlands, waterways and the presence of large stands of vegetation. The Minister for Planning appointed an independent panel to assess the suitability of these sensitive urban lands for development and to identify alternative uses. The Urban Expansion areas assessed are located at Long Beach, Malua Bay, Rosedale, Moruya Heads and south of Narooma. The independent panel presented its findings to the Minister in October 2006. These findings are being incorporated in the final South Coast Regional Strategy. The panel supports the use of environmental constraints analysis (SEA), the resulting estimate of potential lot yields and minimum lot sizes that will assist retention of existing settlement character. These lot yields are factored into the Residential



Land Monitor used to determine vacant land supply across the Shire.

Vacant land supply has also been adjusted to allow for the Narooma Plan, that is, to rezone additional land for urban expansion at Dalmeny and to rezone urban expansion land at Kianga to a rural zone. An exchange of existing urban land for rural land immediately south of Mystery Bay hamlet is under consideration to retain the significant vegetation that exists along the entry road. This exchange will be for an equivalent land area yielding approximately the same number of allotments. Development Servicing Plans for water, sewer and stormwater infrastructure will guide the pattern and sequence of urban land releases.

The vacant land estimates are used to determine the capacity of existing urban zoned land to accommodate expected population growth. It is assumed that each vacant allotment is developed for a single dwelling. Two further assumptions are made so that dwelling requirements can be estimated. The first relates to occupancy rates. The numbers of persons per dwelling (ppd) has been falling gradually over recent census periods. In 1996 occupancy rates in Eurobodalla local government area were around 2.5 ppd. This fell to 2.33 ppd in 2001, significantly less than the NSW average of 2.5 ppd. It is assumed that occupancy rates will continue to fall as the proportion of the population aged 55 years plus continues to rise. It is assumed that by 2031 Eurobodalla will have an average occupancy rate of 2 ppd.

Similarly, the proportion of non-resident owned dwellings has been falling. In 1996 approximately 47% of dwellings were owned by persons living outside the Shire and this fell to 39% in 2001. It is assumed that this trend will continue as people retire to their holiday homes and that by 2031 around 20% will be owned by non-residents. This sector of local housing satisfies private rental demand as well as providing alternative holiday accommodation for visitors.

An allowance of 20% of total dwelling needs in 2031 is made for non-resident ownership.

The tables below indicate the likely surplus or deficit of urban land to accommodate projected population growth based on two occupancy rates (the average rate as per the 2001 census of 2.33 ppd and a rate of 2 ppd allowing for continuing decline) and on the assumption that each vacant allotment is developed for a single dwelling.

Table 5.2 Dwelling needs by district 2031 at 2.33 persons per dwelling

District	Project population 2031	Population increase 2006-2031	Dwellings needed at 2.33 ppd	Dwellings needed incl. 20% for holiday homes	Estimated vacant lots 2005	Surplus or deficit of dwellings 2031 at 1 dwg/lot
Northern	25,082	7,117	3,055	3,820	3,591	-229
Central	15,137	4,295	1,843	2,305	2,268	-37
Southern	11,081	3,144	1,349	1,685	2,125	440
Total	51,300	14,557	6,248	7,810	7,984	174

Source: Department of Planning, Transport and Population Data Centre 2006 and Eurobodalla Residential Land Monitor 2006

Table 5.3 Dwelling needs by district 2031 at 2 persons per dwelling

District	Project population 2031	Population increase 2006-2031	Dwellings needed at 2 ppd	Dwellings needed incl. 20% for holiday homes	Estimated vacant lots 2005	Surplus or deficit of dwellings 2031 at 1 dwg/lot
Northern	25,082	7,117	3,559	4,450	3,591	-859
Central	15,137	4,295	2,148	2,685	2,268	-417
Southern	11,081	3,144	1,572	1,965	2,125	160
Total	51,300	14,557	7,279	9,100	7,984	-1,116

Source: Department of Planning, Transport and Population Data Centre 2006 and Eurobodalla Residential Land Monitor 2006

Under the higher occupancy rate scenario given above, there is a surplus of 174 lots in total with minor shortfalls in both the northern and central districts. These shortfalls are greater should occupancy rates continue to fall to 2 ppd.

These anticipated shortfalls in dwelling requirements over the next 25 years may be addressed in a number of ways. The capacity of a settlement to accommodate more people can be achieved by increasing housing densities, that is, by providing more multi-unit housing in selected areas. Measures that raise occupancy rates can also assist. A further method is to rezone more land for urban residential development. Given that it is a direction of this strategy to contain settlements within existing boundaries, rezoning additional urban land would only be appropriate where it adjoins a built-up urban area, is currently zoned for rural residential development and can make use of existing infrastructure or planned infrastructure augmentation such as arterial road development and sewer upgrades. Evidence that development for urban purposes is the best use of that land must be demonstrated.

Structure plans for the major towns are being prepared to determine where density increases can occur having regard to the physical, scenic, urban, economic, social and natural constraints of each settlement. The Narooma Plan was adopted in December 2005. These structure plans contain details of land availability and dwelling requirements specific to their study areas. The data used in these structure plans may not align with the district figure given above, for instance, the Batemans Bay Structure Plan only takes into consideration coastal settlements from Maloneys Beach to Malua Bay and the Moruya Structure Plan includes Bodalla.

It is important that as towns and villages grow they maintain their identity. The draft Urban Settlement Strategy contained four future housing density



scenarios. The purpose of this approach was to gauge community opinion about potential density increases. Tables were included in the draft strategy for each settlement, district and the whole Shire that indicated the likely surplus or deficit of dwellings under each scenario and under differing occupancy rates.

The scenarios were based on:

- A. the current proportions of single and multi-unit dwellings being maintained,
- B. doubling the proportion of multi-unit dwellings permitted under current zoning arrangements,
- C. density increases of 5% for villages and 15% for towns (no change for hamlets), and
- D. density increases of 5% for hamlets, 15% for villages and 30% for towns

Community feedback generally supported scenario C, minimal density increase. Given that there is a need to increase densities to offset the anticipated shortfall in dwellings, it is appropriate that villages and hamlets currently characterised by low density development maintain that character and that density increases occur close to commercial centres and near the major towns.

It is expected that growth will be unevenly spread across the Shire and that demand for different types of housing may vary between settlements. Appropriate densities will be determined through structure plans.

5.3.2 Directions

- settlement character is maintained through appropriate placement of multi-unit and medium density housing, the application of minimum lot sizes, and protection of scenic and environmental attributes
- population growth and investment housing needs are accommodated within existing settlement boundaries
- urban residential land is developed in an orderly sequence that responds to the market and is able to be serviced economically

5.3.3 Response

- Ensure that land sited for future urban development is located so that it can be adequately serviced with reticulated water, sewer, stormwater disposal and roads in accordance with development servicing plans
- All vacant greenfields urban land is to be subject to SEA to determine the suitability of the land for development
- Medium density development is to be located in areas where existing

housing stock is obsolete and/or in close proximity to commercial centres

- The layout and lot sizes of greenfields subdivisions are to reflect the character of the existing adjoining settlement

5.3.4 Actions

Action SP13: vacant urban residential land within and adjacent to Batemans Bay, Moruya and Narooma structure plan areas is given high priority for release. Vacant urban land in or adjacent to isolated villages and hamlets is of low priority for release

Action SP14: Development Servicing Plans for water, sewer and stormwater infrastructure are to be adjusted to reflect lot yields resulting from the application of SEA, to prioritise the release of new urban areas and to apply on a per hectare basis

Action SP15: the Residential Design Code Subdivision Guidelines are to be revised to strengthen provisions requiring new subdivisions over greenfields urban land to be sensitively designed to continue the characteristics of the adjoining urban settlement, such as scenic settings, street layout and lot sizes. Where physically separate from an existing settlement, new subdivisions should be planned as new settlements with separation distances maintained

Action SP16: deficits in dwelling needs in the northern and central district are to be addressed through increased housing densities in appropriate locations as identified in structure plans for Batemans Bay and Moruya. These areas should be located in close proximity to commercial services, where renewal of housing stock is desirable and having regard to heritage and settlement character

Action SP17: investigate ways in which ageing population trends can be balanced by increases in younger age cohorts to counter declining household occupancy rates

Action SP18: apply appropriate land use zones to land zoned Urban Expansion in the new LEP in accordance with structure plans for Batemans Bay, Moruya and Narooma and with the findings of the independent panel's review of sensitive urban lands (as endorsed within the South Coast Regional Strategy)

Action SP19: apply minimum lot sizes to land zoned Urban Expansion as follows:

Urban Expansion area	Minimum lot size
Long Beach	700 square metres
Malua Bay	700 square metres
Rosedale	1,200 square metres
Moruya Heads	1,500 square metres
Narooma	1,200 square metres

For Urban Expansion land elsewhere (Catalina, Moruya, Dalmeny and Kianga) and vacant existing urban zoned land, lot sizes shall be determined according to the average existing lot size in the locality and settlement character, and included in the new LEP

Action SP20: rezone suitable rural residential land located at North Batemans Bay to urban residential through the new LEP to extend land supply in the northern district and to make best use of vacant rural residential land that is in close proximity to commercial and civic services

Action SP21: rezone vegetated land zoned urban residential on approach to Mystery Bay to open space or environment protection and, in exchange, rezone an equivalent area of rural land adjoining the settlement to the south to urban residential

Action SP22: rezone rural land adjacent to and south of the Urban Expansion zone at Dalmeny to urban residential in the new LEP, as prescribed in the Narooma Plan

Action SP23: rezone Urban Expansion land to the west of Kianga and straddling the Princes Highway to a rural zone in the new LEP

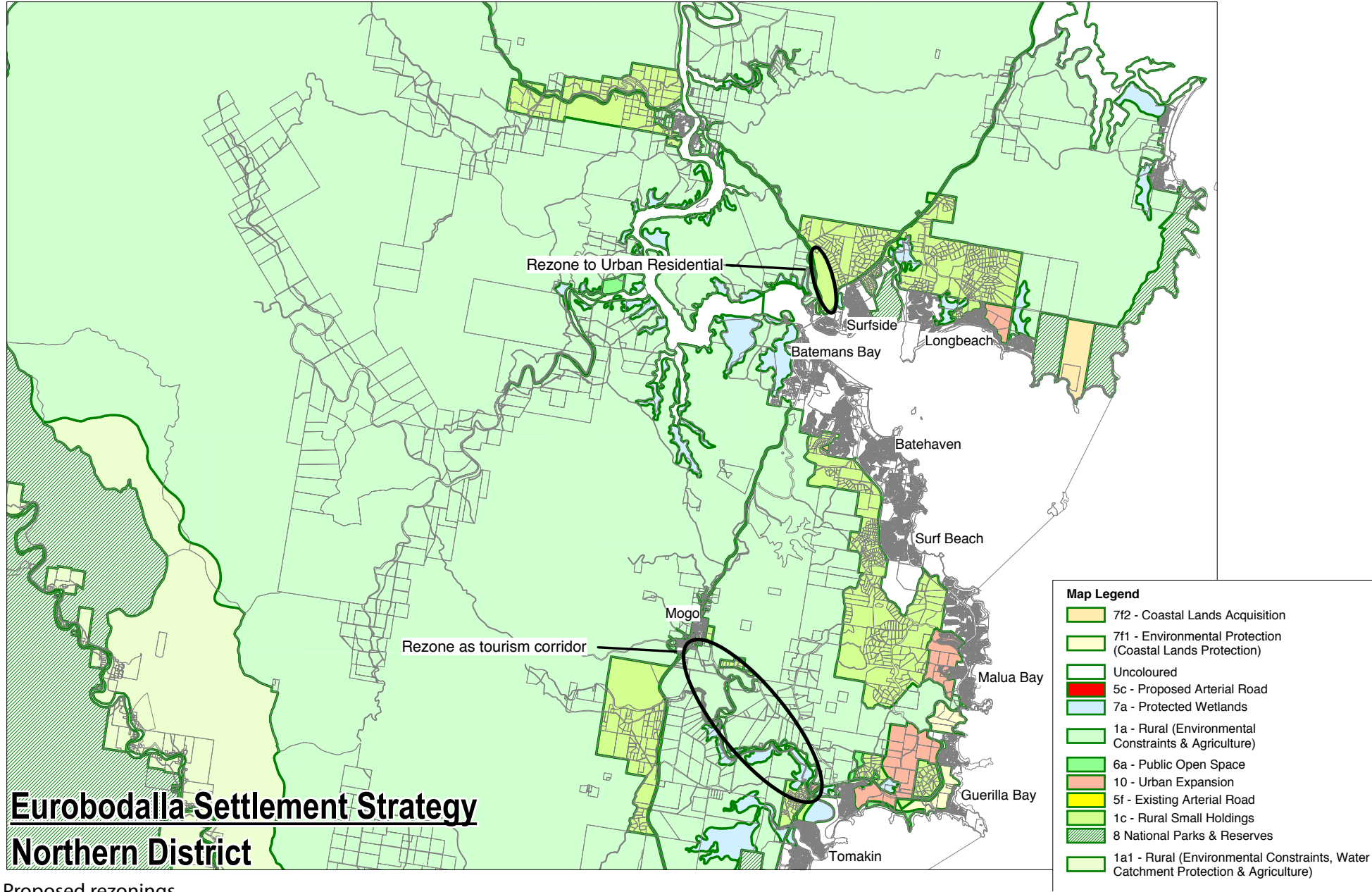
Action SP24: rezone suitable rural residential land at the south western corner of and immediately adjoining Urban Expansion land at the southern edge of Moruya to an urban expansion zone

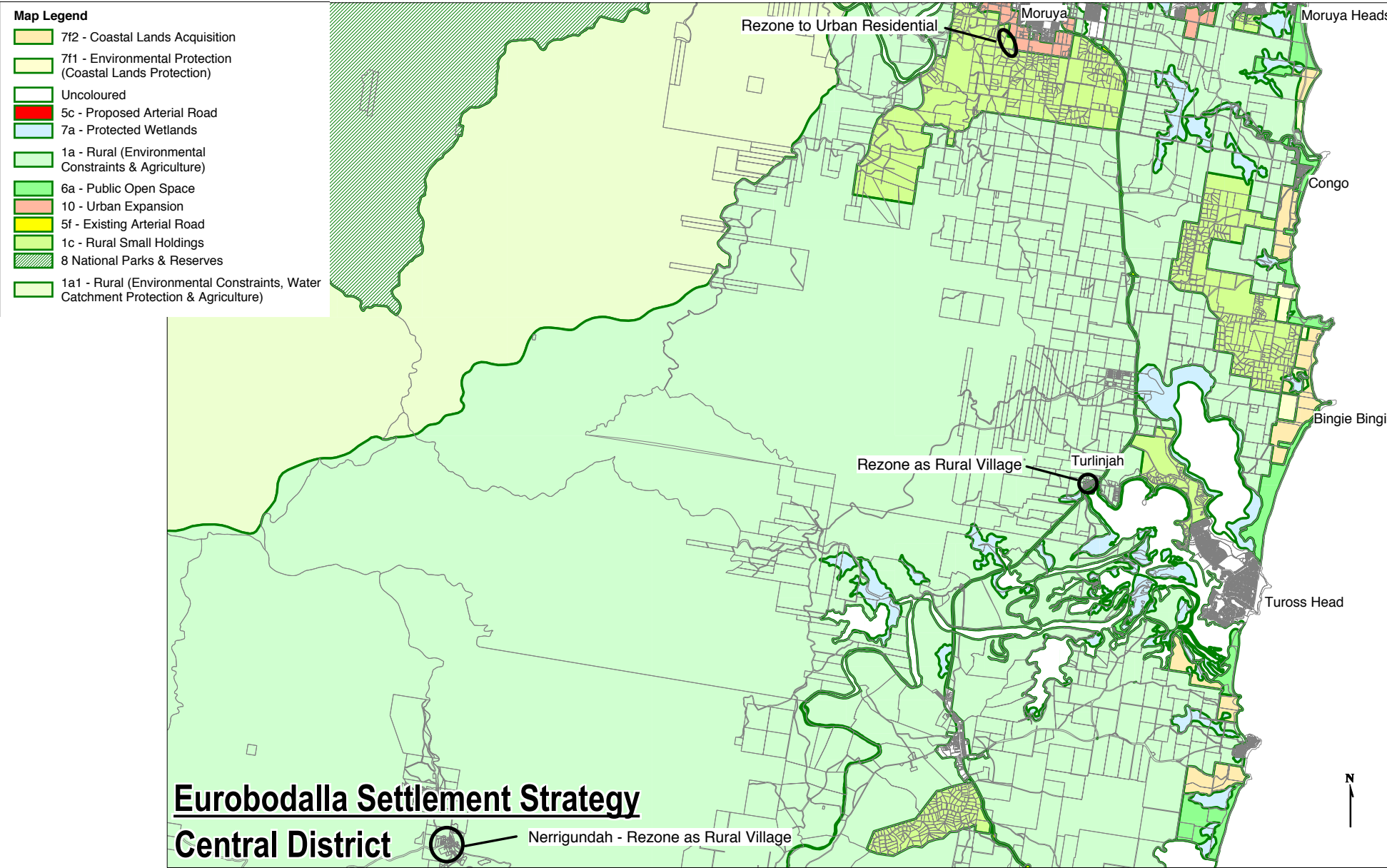
5.4 Rural residential land

5.4.1 Introduction

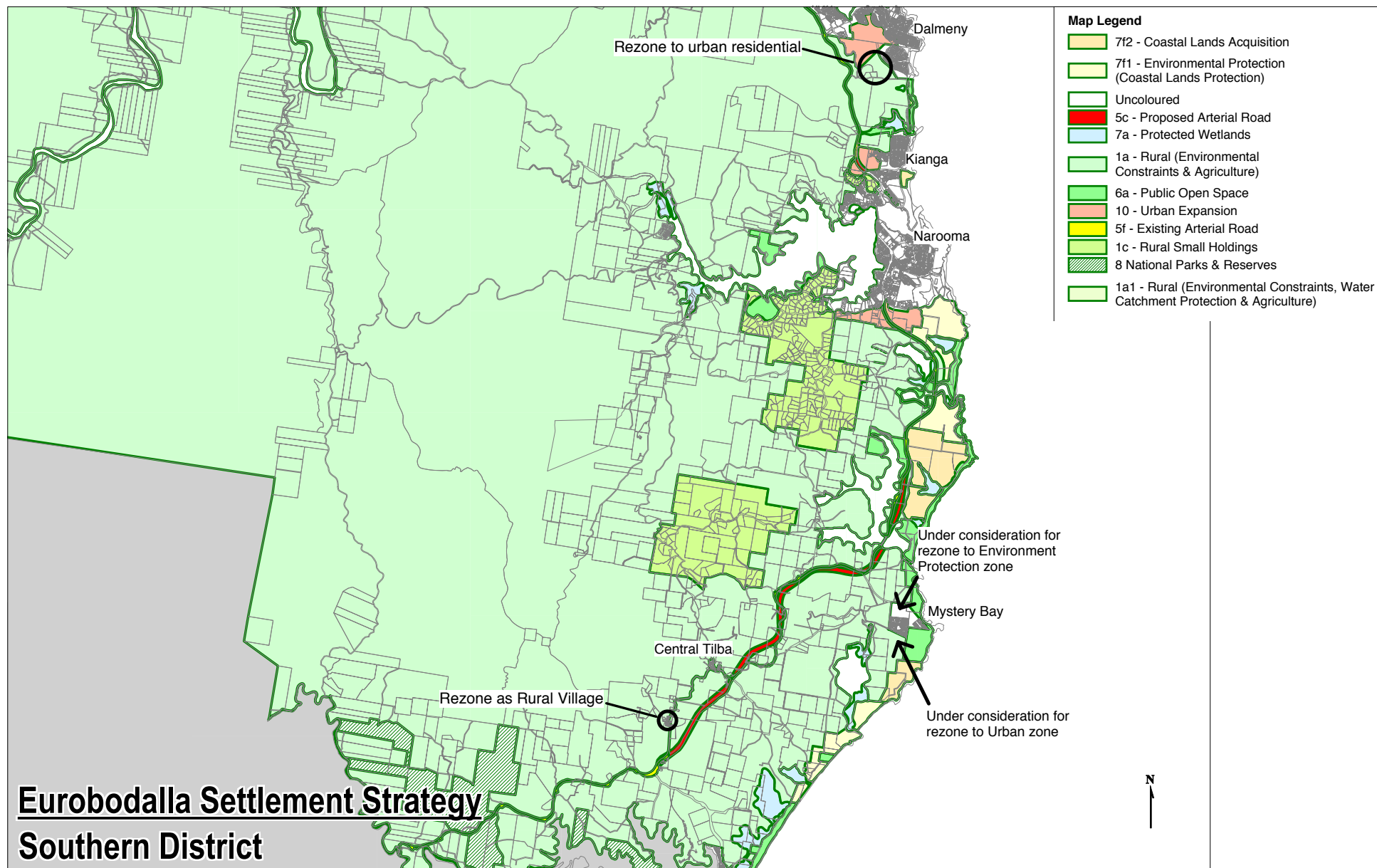
A market analysis of rural residential lands in Eurobodalla Shire was undertaken as part of the Coastal Environmental Capacity Planning Project in 2001 (Caddey Searl and Jarman, 2001).







Proposed rezonings



Proposed rezonings

The consultants were asked to review recent land take up for rural residential development, determine the suitability of remaining vacant zoned land, gauge market opinion of current lot sizes and available services and make a recommendation in this regard, identify common features of saleable land and suggest appropriate localities for consideration as rural residential. The brief also requested the consultant consider market acceptance of a mix of lot sizes and alternative subdivision methods such as community title and clustered housing. The study produced the findings given below.

A strong market choice exists for smaller 5000 m² to 1 hectare lots with a high level of service infrastructure in the northern district. New subdivisions should be designed in such a way that infrastructure can be efficiently provided to allow for future urban expansion of that land.

There is broad market acceptance for cleared and timbered lots of 2 to 10 hectares in the central and southern districts provided that electricity and gravel roads are available. These are required predominantly for hobby farm and recreational use in addition to a dwelling. Recent research by the Australian Bureau of Statistics indicates that of a total of 2,327 rural holdings in Eurobodalla Shire, 91% of these accommodate a residential or lifestyle use, covering around 20,235 hectares of land or 6% of total land cover.

The study recommended that varying lot sizes be provided with future releases of land to cater for broad opportunities of land usage and to satisfy the widest level of enquiry. This would necessarily have regard to environmental constraints and to reflect site characteristics.

The report on Vulnerable Ecosystems of Eurobodalla Shire (EcoGIS, 2001) concluded that further investigation of rural lands for rural residential

development may not be warranted if conservation of biological diversity is a planning goal for the landscape. The negative environmental impacts of “rural sprawl”, as the cumulative effect of rural residential development has been termed, are not consistent with this goal.

Council has carried out an audit of rural residential land to estimate vacant lot supply having regard to environmental constraints and suitability for development. The table below gives the vacant lot capacity of rural residential land based on suitability for development and having applied the range of appropriate lot sizes nominated in Chapter 5.

Table 5.4 Development suitability and land availability

Level of suitability	Total area of vacant land	Lot yield @ minimum lot size	Lot yield @ maximum lot size
High	636 ha	636 @ 1ha	318 @ 2ha
Medium	2,011 ha	1006 @ 2ha	402 @ 5ha
Low	469 ha	94 @ 5ha	47 @ 10ha
Total	3,116 ha	1735 lots	767 lots
Absolute constraints	2,442 ha	Nil	Nil

Source: Eurobodalla Shire Council, Strategic Unit, 2005

Using the average dwelling starts over the period 2002/03 to 2004/05 as a measure of demand enables supply to be estimated. There were an average of 103 dwelling commencements per annum over the period with starts evenly spread across the northern, central and southern districts. This equates to 7.5 years supply of rural residential land based on maximum lot sizes or 17 years supply if all lots were developed to the minimum lot size.

Land that adjoins an existing urban area can be subdivided to a minimum of 5,000 square metres and the potential for this to occur has not been taken into

account. Lot yields may also be increased by the use of lot size averaging, that is, subdividing to an average of 2 hectares in high suitability areas for instance, or by the clustering of dwellings. The total area of absolutely constrained land has been excluded from the lot yield estimate as this land is considered not suitable for development.

In 1987 certain rural areas were labelled as Further Investigation Areas for 1(c) Rural Small Holdings. Although this was not a statutory zone under the Rural LEP, it was shown as hatched on the maps accompanying the LEP and was noted on planning certificates issued as part of the conveyancing activities associated with the sale and purchase of land. This labelling has subsequently lead to an expectation by landowners that this land will at some stage be rezoned to permit subdivision for rural residential development. Given the results of the market analysis, difficulties in servicing rural residential land and the environmental impacts associated with the development of this land, it is not intended to rezone any further rural land for rural residential purposes.

5.4.2 Directions

- make best use of available rural residential land having regard to environmental constraints, market demand and proximity to urban settlement
- facilitate the orderly and economic development of land by ensuring that rural residential land is developed to an appropriate dwelling density
- facilitate sustainable rural settlements having regard to the carrying capacity of the land and the capacity of Council to extend or augment essential infrastructure

- recognise indigenous values associated with the land and protect significant sites, values and landscapes

5.4.3 Response

- Rural residential subdivision is to:
 - provide a means of stewardship of the land and contribute to effective environmental management
 - contribute to community development and the active use of neighbouring and surrounding rural lands
 - contribute to the rehabilitation of degraded rural land or to the preservation of land that is environmentally sensitive
 - offer a range of lifestyle choices so long as there is nil cost to the community in terms of environmental impact, infrastructure servicing or the ongoing viability of agriculture
 - maintain the rural character of the locality
- clustering of rural residences, development envelopes and asset protection zones in areas of higher development suitability is encouraged in rural subdivision master plans to protect those areas of lower development suitability

5.4.4 Actions

Action SP25: remove labelling and notation regarding further investigation for rural small holdings from land use maps and planning certificates. This land is to be zoned rural or environmental constraints as appropriate

Action SP26: prohibit development on land assessed to be subject to absolute constraints and apply minimum lot sizes to land zoned rural residential and

assessed to be of low, medium or high suitability for development as shown in the table below. The minimum lot size for any given subdivision proposal is to be determined on merit depending upon the extent of environmental constraints and any parcel may need to contain a range of lot sizes when subdivided where constraints vary across the land

Suitability for development	Lot sizes
Low	5 hectares to 10 hectares
Medium	2 hectares to 5 hectares
High	1 hectares to 2 hectares

Action SP27: land zoned rural residential that adjoins an existing urban zone may be subdivided to a minimum lot size of 5,000 square metres subject to certain criteria. Elsewhere, minimum lot sizes are to be determined according to the suitability of the land for development (as per SP26), except where the majority of subdivided lots in the immediate vicinity are less, the land is of high suitability for development and the scenic qualities and rural character of the area will not be adversely affected. Insert this as policy in a revised development control plan for rural residential subdivision and apply a rural transition zone to land suitable for subdivision to a minimum of 5,000 square metres

Action SP28: permit dual occupancy development in the rural residential zone only where soil types and topography can cater to increased effluent disposal and there are no adverse effects on water catchments, scenic qualities or rural character

Action SP29: prohibit the subdivision of land occupied by dual occupancy development to less than the minimum lot size as determined by development suitability

Action SP30: include objectives in the new LEP for the rural residential zone to ensure retention of the rural character

5.5 Rural villages

5.5.1 Introduction

There are a number of small villages throughout the Shire that are currently zoned 1(a) (Rural (Environmental Constraints and Agricultural) Zone. Examples are Turlinjah, Tilba Tilba and Nerrigundah. There are also small parcels of land surrounding these settlements and south of Moruya and near Nelligen that do not qualify for dwellings due to not meeting the 'existing parcel' or 'holding' definitions. These small parcels resulted from early historic subdivisions and often remain unoccupied.

Application of a rural village zone and relaxation of dwelling entitlement regulations in areas where agriculture will not be adversely affected will extend land supplies without compromising environmental protection objectives. This may stimulate development in these small settlements and surrounding larger settlements on the proviso that these lands and villages will not be serviced with reticulated water and/or sewer. Additional dwellings may strengthen rural villages by enabling rural workers to live in those villages and to farm nearby freehold or leasehold land.

5.5.2 Directions

- provide a wide range of rural living opportunities
- stimulate the economic base of rural villages

5.5.3 Response

- facilitate the residential development of small historic subdivisions within and adjoining rural villages and adjoining urban settlements

5.5.4 Actions

Action SP31: investigate a rural village zone to apply to small rural settlements, such as Turlinjah, Tilba Tilba and Nerrigundah, to enable dwellings to be developed on small allotments and stipulating that these areas will not be serviced with reticulated water and/or sewer

Action SP32: facilitate dwelling entitlements on existing historic small subdivided allotments where they adjoin urban settlements and where economic development and environmental protection objectives are supported

5.6 Rural dwellings

5.6.1 Introduction

The current system of determining whether a dwelling is allowed to be approved on a property is based upon the concepts of an 'existing parcel' and a 'holding'. These are defined in the Rural LEP as follows:

An existing parcel means the total area of a parcel of adjoining or adjacent land:

- that was owned by the same person or persons on 9 August 1963, and
- that is still owned by the same persons or persons whether or not being the person or persons referred to in paragraph (a),

and includes any such parcel of land to which additional adjoining or adjacent land has been added since 9 August 1963.

A holding means the total area of any adjoining or adjacent land held in the same ownership on 11 December 1987.

Administering this system of dwelling entitlements is cumbersome, time-consuming and open to challenge. It generally involves a search of rates records as far back as 1963. In the case of a holding the area of land must be at least 40 hectares to qualify for a dwelling although this may be varied using SEPP No 1 Development Standards. Once a dwelling is approved on an existing parcel or a holding it has exhausted that entitlement and only then qualifies for a dual occupancy development on the same allotment. Subdivision of the land is prohibited although consolidation of allotments is possible to give some leeway on where a second dwelling is sited.

To simplify the system of determining whether an area of land has a dwelling entitlement, a performance standards approach is recommended that specifies certain criteria that must be met. These standards will specify desirable environmental, economic and social attributes, against which dwelling compatibility would need to comply. This method will be carried out within a catchment planning framework, including identification of distinctive social and economic characteristics, agricultural activities, infrastructure provision and proximity to existing urban or village areas. The method relies significantly on the ability to identify land capability and suitability for development.

Multiple occupancy of rural land allows for alternate lifestyles and the accommodation of relatives on a property. It is important that the development of additional dwellings does not detract from scenic amenity and does not place additional demands for infrastructure upon Council. It is also imperative that

dual occupancy is developed in such a way that the design is coastal and/or rural in style, materials and fabric. All buildings on a rural property should be compatible and complementary. The siting and size of these buildings must also take into account environmental constraints, including biodiversity, bushfire hazard and the ability to safely dispose of effluent.

Opportunities for rural living are offered by allowing dwellings set amongst rural landscapes. These are different to but supplement those offered in rural residential zones. Relaxation of the method of determining whether a property possesses a dwelling entitlement using a merit assessment will extend the supply of land for those seeking a rural lifestyle as well as facilitating a source of funds to agricultural landowners.

It is also proposed to address land in the ownership of Aboriginal communities, including Local Aboriginal Lands Councils, through the merit assessment method. Land awarded to Aboriginal communities through successful land claims often does not possess a dwelling entitlement due to not meeting the definition of existing parcel or holding. It is fair that dwelling entitlements be determined in an equitable manner regardless of ownership.

5.6.2 Directions

- provide opportunities for rural living and lifestyle choice
- provide accommodation for rural workers and their families where this supports agricultural endeavour and/or prevents further fragmentation of agricultural lands through multiple occupancy or rural land
- provide the indigenous community with equal opportunities to develop land in their ownership and to pursue residential development

- provide a range of rural housing opportunities to meet the needs of the community in terms of size, type, tenure, cost and location
- encourage a clustered rural settlement pattern which does not involve subdivision, strata title or any other form of separate land title and is designed to promote a sustainable, self reliant communal living structure whilst encouraging the collective repair and enhancement of the local environment and living with the environment

5.6.3 Response

- ensure that rural dwellings are developed only where water quality, scenic rural landscapes, agricultural activities and the natural environment are not adversely effected, and where the land is in close proximity to an existing urban area of village
- Facilitate the development of rural dwellings where this supports rural industry and sustainable agriculture and/or provides rural living opportunities
- Limit community expectations and the exposure of Council regarding upgrading the status or condition of rural unsealed public roads

5.6.4 Action

Action SP33: apply a minimum lot size of 40 hectares for the development of a rural dwelling and establish a matrix of criteria to determine the suitability of that land for the development of a dwelling. Allotments may be consolidated to achieve the minimum 40 hectares threshold

Action SP34: develop a set of criteria to ensure that rural dwellings are developed only where water quality, scenic rural landscapes, agricultural activities and the natural environment are not adversely affected, and where the land is in close proximity to an existing urban area or village. SEA is to be applied to determine the suitability of the land for development

Action SP35: test the merit-based dwelling entitlement (as per SP 33 and SP 34) method to identify any unintended consequences and the extent to which existing dwelling entitlements may be affected

Action SP36: investigate an offsets mechanism whereby to qualify for a dwelling on land assessed to be of low or medium suitability for development the owner must enter into an agreement, to be on the title to the land, to conserve an area of high conservation value or to undertake ongoing restoration or maintenance works of an area of public land

Action SP37: permit attached rural dual occupancy only where both dwellings are physically attached and have the appearance of a single house with similar roof pitch, external finishes and design features.

Action SP38: permit detached dual occupancy only where the second dwelling is of minimal visual impact, is ancillary to the main dwelling, is compatible in terms of design and materials and is capable of accommodating rural workers or for use as rural tourist accommodation, such as for farmstays

Action SP39: include the provisions of SEPP No.15 Rural Landsharing Communities in the new LEP for the assessment of multiple occupancy applications and investigate the use of management agreements on title for multiple occupancy of rural land and community title subdivision

5.7 Affordable housing

5.7.1 Introduction

Affordable housing is defined by the Department of Housing as not having to spend more than one third of household income on housing. Affordability has become an issue in Eurobodalla as the value of land and housing has risen in line with a national property boom.

Increasing housing prices create affordability challenges for people in the private rental market and those who would like to buy a home in the area. Insufficient affordable housing in Eurobodalla is a result of the high cost, strong demand and limited supply of homes on the coast, lower wages available in rural areas and the large percentage of Eurobodalla residents on pensions or other forms of income assistance. Although there is adequate land zoned for residential use, much of this land is not yet being released for development. As the table below shows there are significant proportions of households in Eurobodalla Shire earning low amounts of income that are marginally above average weekly rents or mortgage repayments.

Table 5.5 Weekly household income, 2001

Income	Family households	Non-family households	Total households	Percent
Neg./Nil	47	45	92	0.7%
\$1-\$199	92	614	706	5.5%
\$200-\$299	223	1210	1433	11.2%
\$300-\$399	1659	392	2051	16.0%
\$400-\$499	1130	351	1481	11.6%
\$500-\$599	696	227	923	7.2%
\$600-\$699	871	153	1024	8.0%
\$700-\$799	524	114	638	5.0%
\$800-\$999	865	131	996	7.8%
\$1,000-\$1,199	639	114	753	5.9%
\$1,200-\$1,499	573	13	586	4.6%
\$1,500-\$1,999	465	41	506	3.9%
\$2,000 or more	260	7	267	2.1%
Partial income stated	790	14	804	6.3%
All incomes not stated	249	312	561	4.4%
Total	9083	3738	12821	100.0%

Source: ABS Census of Population and Housing, 2001

Traditionally the NSW government has addressed affordable housing, by building and managing low cost homes and units and by providing subsidies for living expenses. Currently, there are 344 public housing dwellings in Eurobodalla Shire. The Department of Housing is looking to better align housing stock to projected needs and expects that vulnerable groups such as the young, Aboriginal people, the elderly and people with disabilities will rise proportionally in coming years. The department seeks to increase the numbers of one and two bedroom dwellings and refurbish or convert older dwellings to reflect contemporary living requirements.

The state government is placing greater expectations on local government to ensure housing is available to cater for all socio-economic groups. Some of the ways in which local government can address the affordability issue through planning are:

- Increasing housing densities - this reduces pressure to develop greenfields lands. Increasing densities in appropriate locations helps decrease the cost of servicing, which is reflected in Council's rates and household transportation costs. Areas more appropriate for higher densities include those areas where shops and other services are accessible by foot and where such homes would not be out of character with the community.
- Providing housing choice - currently Eurobodalla's housing supply is made up primarily of detached single family homes. As our population ages and the number of single person households increases the need for greater housing choice also increases. Providing smaller homes, such as apartments and granny flats in centrally located areas, without views and other amenities that cause higher housing prices, will help assist long term affordability. They may also be a point of entry to the market for new home buyers.
- Integration through design – this helps to ensure that affordable housing is attractive and blends in with the communities in which it is built. Design issues include the style of the buildings, quality of materials, heights, lot coverage and landscaping. Adaptable or modular housing can be modified or embellished to satisfy changing demands.
- Other methods include offering planning incentives to developers to develop to higher densities if an element of affordable housing is provided,

planning agreements under section 94 to facilitate private provision of low cost housing and joint projects of Council with other state or non-government organisations.

5.7.2 Directions

- ensure that a range of housing opportunities are available in urban settlements and rural areas to satisfy demographic and socio-economic demands

5.7.3 Response

- facilitate a range of housing styles, types and sizes across the Shire to cater for an ageing population, declining occupancy rates and all socio-economic profiles
- stimulate the market to renew older housing stock in areas that are suited to redevelopment at higher densities, having regard to scenic and heritage attributes

5.7.4 Actions

Action SP40: prepare an affordable housing strategy and implement the findings through structure plans for major towns, the new LEP and development contributions plans

Action SP41: include principles in a development control plan to encourage the development of modular housing and other building design options that can be adapted to various stages of life

Action SP42: identify opportunities in structure plans for major towns to expand medium density zones in places close to transport and commercial services

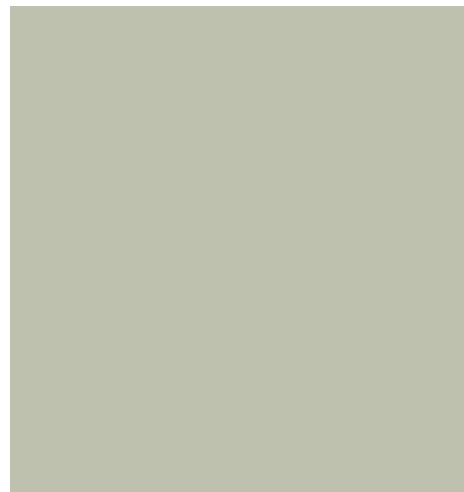
Action SP43: include financial or market incentives and bonus density programs in structure plans and/or development control plans to facilitate higher density development in designated localities

Action SP44: include considerations in the new LEP to apply to development applications for the redevelopment of caravan parks containing permanent occupants concerning the likely impacts on the availability of low-cost accommodation and available alternative accommodation



● Economic Development

Resource Use



6.1 Commercial centres

6.1.1 Introduction

The purpose of identifying the hierarchy of commercial centres is to determine the appropriate mix of retail development to match the size and type of settlement. It also assists to determine whether there is a need to expand or reduce business zones in line with expected population growth. Reinforcing the current role and function of commercial centres helps to maintain settlement character, provides certainty to the community and business, and encourages vibrancy and vitality in settlements. Co-locating major commercial and civic functions in the major towns ensures that these services are accessible to the greatest number of people and facilitates multi-purpose trips, reducing the use of unsustainable modes of transport and the frequency of trips.

Eurobodalla Shire's three main towns have distinctive characteristics. Batemans Bay is at the top of the hierarchy, operating at the regional centre level, containing a main town centre, and also subsidiary neighbourhood centres at Batehaven, Surf Beach and Malua Bay. Vacant sites exist at Sunshine Bay and Broulee. Narooma and Moruya represent the next level in the hierarchy, operating largely at the district centre level.

Narooma has a dispersed pattern of commercial development, with the plaza in the south, the retail area on the river flat, and the extended intervening retail and commercial development along the Princes Highway. In effect, Narooma has no clear town centre. Dalmeny represents a subsidiary centre to Narooma.

Moruya also sits below Bateman's Bay in the hierarchy, although unlike Narooma, it has a relatively compact town centre. Tuross Head is the main subsidiary centre to Moruya.

Smaller villages, neighbourhoods and settlements occupy the lower levels in the hierarchy, that of neighbourhood centres ranging from basic local provision down to isolated retail developments of the general store variety.

Descriptions of the role and function of each type of centre within the hierarchy are given below.

Regional Centre

Regional centres have a trade area that covers several local government areas. There is an emphasis on providing higher order comparison shopping and there is a high representation of national brands. Regional centres also have a high representation of civic, community and business functions, such as state government offices.

Sub-regional Centre

Sub-regional centres are typically anchored by a department store or two discount department stores plus two or more major supermarkets. They also provide a range of other shops mainly with a focus on lower order specialty merchandise, clothing, personal and household goods and retail services. These centres are often the location of a range of non-retail activities, including offices,



medical, civic and community services.

District Centre

District centres are based around at least two supermarkets as the main tenants but also have a range of speciality shops and non-retail services such as banks, community services, offices and the like. District centres have a catchment that generally extends to include nearby villages and hamlets.

Urban Neighbourhood Centre

An urban neighbourhood centre is defined to be a centre serving a sub-catchment within a larger urban area. By definition it is not the primary

retail centre within the town catchment. Urban neighbourhood centres are categorised into small, medium and large depending upon catchment, site area and floorspace.

Village Neighbourhood Centre

A village neighbourhood centre is defined to be a neighbourhood centre serving a defined and separate community that is not contiguous with other urban areas. Village neighbourhood centres are distinguished from Hamlet neighbourhood centres on the basis of population size. They may be medium or large in size, equating to the two larger urban neighbourhood centres.

Hamlet Neighbourhood Centre

Hamlet neighbourhood centres are defined to be a neighbourhood centre serving a defined separate community that is not contiguous with other urban areas. Hamlet neighbourhood centres are distinguished from Village neighbourhood centres on the basis of population size. They equate to a small urban neighbourhood centre.

Bulky Goods Retail Centre

New types of retailing are being developed that have different site requirements and generally involve large-scale formats located outside traditional retailing areas due to lower rents and larger available site areas. These centres are comprised of multiple retailers including hardware outlets, furniture shops, appliances and the like, and a small number of periphery retailers such as takeaway foods. Catchment size can be very large and trade is drawn widely and thinly from the regional population.

Tourist Neighbourhood Centre

These are defined to be a shopping centre focussed on the tourist trade, including passing traffic. No specific parameters are allocated to these centres though they may be small or medium in size. They usually include a convenience, hamlet, village or urban neighbourhood component. The majority of floorspace is non-local convenience shopping.

Convenience Shops

Convenience shops may consist of a single general store/mixed business with or without a small number (no more than 4) associated specialty retailers. They are permissible within the general residential zone only where not associated with specialty retailers.

General store

This consists of a single retail outlet running as a mixed business or general store not exceeding 250 square metres in floorspace. It is permissible within the general residential zone.

Table 6.1 Centre types, floor space, range of shops and LEP zones

Centre type	Floor space/range of shops/LEP zones
Regional	More than 80,000m ² . Contains at least 2 supermarkets and a department store. B3 Commercial Core and/or B4 Mixed Use
Sub-regional	Approximately 40,000 – 80,000m ² . Contains 2 supermarkets and a discount department store. B3 Commercial Core and/or B4 Mixed Use
District	Approximately 20,000 – 40,000m ² . Contains 2 supermarkets. B3 Commercial Core and/or B4 Mixed Use
Large urban neighbourhood Centre	Approximately 3000 – 5000m ² Anchored by supermarket generally 1000 – 2500m ² . Provides a full weekly convenience offer. B2 Local Centre
Medium urban neighbourhood Centre	Approximately 1400 – 3000m ² Anchored by supermarket generally 450-1500m ² . Provides a basic weekly convenience offer. B1 Neighbourhood Centre or B2 Local Centre
Small urban neighbourhood Centre	Approximately 600 -1400 m ² . General Store/Mixed Business/ Small supermarket anchor generally 200-700m ² . Provides a “top up” convenience offer. B1 Neighbourhood Centre.
Large village neighbourhood centre	Approximately 3000 – 5000m ² Anchored by supermarket generally 1000-2500m ² . Provides a full weekly convenience offer. B2 Local Centre.
Medium Village neighbourhood Centre	Approximately 1400 – 3000 m ² Anchored by supermarket generally 450-1500m ² . Provides a basic weekly convenience offer. B1 Neighbourhood Centre or B2 Local Centre.
Hamlet neighbourhood Centre	Approximately 600 -1400 m ² . General Store/Mixed Business/ Small supermarket anchor generally 200 - 700m ² . Provides a “top up” convenience offer. B1 Neighbourhood Centre.
Bulky Goods retail centre	Minimum 15,000 – 20,000 m ² site area. Large format retail tenants range from 250 – 3,000m ² and up to 8,000m ² . B4 Mixed Use
Tourist neighbourhood Centre	Floor space will be variable. The majority of floorspace will be devoted to passing trade/tourist destination uses. B2 Local Centre or B4 Mixed Use.
Convenience shops	250 - 600m ² including mixed business up to 300m ² and no more than four specialty shops. Provides a “basic supplies” offer. B1 Local Centre
General store	250m ² maximum mixed business. Provides a “very basic supplies” offer. No zoning needed though could be B1 Neighbourhood Centre.

Estimates of existing floorspace of the commercial centres within Eurobodalla Shire are given below. The table also identifies the current status of each business zone in the centres hierarchy as well as the preferred level now and in the future based on location and potential population. Significant areas of vacant business zoned land exists at Long Beach, Sunshine Bay, Broulee and Tuross Head. It is envisaged that general stores will be developed as population growth generates demand within villages and hamlets, and operate across most residential areas.



Table 6.4 Eurobodalla centres hierarchy

Centre	Estimated 2006 floor area (m ²)	Current level in hierarchy	Preferred level in hierarchy	Preferred future level in hierarchy
Batehaven	4,315	Large Urban Neighbourhood	Large Urban Neighbourhood	Large Urban Neighbourhood
Bateman's Bay	65,308	Regional	Regional	Regional
Bodalla	400	Tourist Neighbourhood	Tourist Neighbourhood / Convenience	Tourist Neighbourhood / Convenience
Broulee	1,090	Hamlet Neighbourhood	Hamlet Neighbourhood	Medium Village Neighbourhood
Central Tilba	2,600	Tourist Neighbourhood	Tourist Neighbourhood	Tourist Neighbourhood
Dalmeny	1,405	Hamlet Neighbourhood	Hamlet Neighbourhood	Medium Village Neighbourhood
Durras	150	General Store	General Store	Convenience Shops
Kianga	200	n/a – cafes only	General Store	Convenience Shops
Lilli Pilli	350	n/a – cafes only	General Store	General Store
Long Beach	Nil	n/a	Convenience	Small Urban Neighbourhood
Maloney's Beach	250	General Store	General Store	General Store
Malua Bay	1,500	Medium Village Neighbourhood	Medium Village Neighbourhood	Medium Village Neighbourhood
Mogo	4,200	Tourist Neighbourhood	Tourist Neighbourhood / Medium Village Neighbourhood	Tourist Neighbourhood / Medium Village Neighbourhood
Moruya	27,000	District	District	District
Moruya Heads	30	General Store	General Store	Convenience Shops
Mossy Point	200	General Store	General Store	General Store
Narooma	15,400	District	District	District
Nelligen	150	General Store	General Store	General Store

Centre	Estimated 2006 floor area (m ²)	Current level in hierarchy	Preferred level in hierarchy	Preferred future level in hierarchy
Rosedale	Nil	Nil	General Store	Medium Urban Neighbourhood
Sunshine Bay	Nil	Nil	Small Urban Neighbourhood	Small Urban Neighbourhood
Surf Beach	1,080	Small Urban Neighbourhood	Small Urban Neighbourhood	Small Urban Neighbourhood
Surf Beach industrial zone	Nil	Bulky Goods retail	Bulky Goods retail	Bulky Goods retail
Surfside	755	Convenience Shops	Convenience Shops	Convenience Shops
Tomakin	100	General Store	General Store	Convenience Shops
Tuross Head	2,620	Large Village Neighbourhood	Large Village Neighbourhood	Large Village Neighbourhood

6.2.1 Directions

- The core retail functions of the three major towns, Batemans Bay, Moruya and Narooma, are strengthened so that the range of goods and services can be expanded in a commercially viable environment
- Protect and reinforce the existing hierarchy of commercial centres, and town and village main streets as the commercial hearts of settlements
- Manage retail development so that new development does not cause adverse economic or social impacts on existing centres
- Ensure that all new commercial development is situated within existing settlement boundaries and within identified business zones
- facilitate the provision of weekly and occasional needs in one of the three larger centres and daily needs in each hamlet or village

- commercial centres are to be a focus for social interaction and cultural activities

Response

- ensure that the vitality and viability of town centres is maintained and enhanced through guiding these centres towards a more dense and compact form and encouraging mixed uses
- locate major commercial, civic, recreational and institutional functions in or near the major centres and co-locate major trip-generating activities
- generate a wider range of employment opportunities and business growth in appropriate locations close to housing, transport and services
- improve the design quality of the urban environment and ensure that commercial development is of a scale and design that complements the character of the surrounding neighbourhood
- preserve and reinforce the function of the main street by preventing any threat to business viability
- protect community investment in infrastructure and provide a framework for public domain improvements
- maintain investor confidence in commercial centres and seek opportunities to retain escape expenditure
- manage and improve traffic and parking supply within town centres
- neighbourhood centres are not to compete with the functions and services provided by the major towns

- neighbourhood business is to be of a scale that satisfies the daily needs and conveniences of the surrounding population, is complimentary to the major towns and does not undermine the higher order functions of those towns
- facilitate increased use of alternatives to the private motor vehicle through improved access, better public transport and walking/cycling pathways connecting to commercial centres

6.1.4 Actions

Action ED1: apply appropriate business zones in the new LEP to commercial centres in accordance with the preferred future level in the centres hierarchy

Action ED2: alter business zones in the new LEP in specific localities as follows:

- Batehaven: expand to the north of Edwards Road
- Broulee: reduce on Train Street
- Dalmeny: expand to cover vacant land to the east
- Long Beach: identify site for a small neighbourhood centre
- Malua Bay: expand along Kuppa Avenue
- Narooma: expand as identified in the Narooma Plan
- Tomakin: identify site for a small neighbourhood centre
- Tuross Head: rezone business zone on Anderson Avenue to residential
- Maintain all other existing business zones in the new LEP.

Action ED3: continue to permit general stores in urban residential zones in the new LEP except in the large lot residential zone

Action ED4: apply maximum floor areas and building heights to retail and commercial development in the new LEP

Action ED5: prepare revised development control plans to guide building

design, landscaping and commercial layout in business zones

Action ED6: increase housing densities in areas immediately adjacent to commercial centres to address choice, affordability and aged care needs as identified in structure plans

Action ED7: provide incentives to development through structure plans and/or development control plans to contribute to public domain improvements, such as streetscaping, provision of car parking and pathways

6.2 Industrial lands

6.2.1 Introduction

The provision of industrial land takes place against the background of continued population growth in the region and the changing needs of our residents and visitors. There is a need for a whole-of-shire approach to employment lands to ensure that their location matches demographic characteristics as well as access to markets and the labour force. It is also Council's intent to increase the job per household ratio and levels of disposable income by facilitating additional employment opportunities and economic growth.

The existing industrial areas are now characterised by a predominance of retail or semi-retail activities. Many of the businesses now operating within the industrial zones are a varied mix of retail and manufacturing/warehousing and in some cases purely retail. The limited number of properties within the Batemans Bay industrial area, for example, where such properties enjoy highway exposure are now dominated by retail functions and are operating as an extension of the town centre commercial precinct. With commercial land able to attract higher rents and value, many businesses are finding it increasingly difficult to

establish in these areas and are turning to industrial zoned land. Factors such as, increased traffic movements, expectations of higher servicing and increasing rent levels also impact on existing businesses within the industrial area, who in turn may seek to re-locate or struggle to continue operating.

Council recently prepared an Industrial Lands Audit. In this and the draft Illawarra and South Coast Employment Lands Study, there is a recognition to augment existing industrial land to cater for expansion within the Shire as a whole. A range of criteria underpin the growth and location of future industry and its location:

- encouragement of local economic and value added industry,
- greater emphasis on 'green' industry,
- encourage industry sympathetic to the 'nature coast' resource base,
- focus on attracting new technology businesses,
- identify expansion areas that minimise environmental impact and utilise existing infrastructure capacities,
- the land is located to best serve existing and future whole of Shire demographics, and
- the land displays existing topographical and landscape qualities that require minimal structural disturbance to accommodate development.

Not unlike demand for other land uses, industrial land demand is very much a factor of both local, regional and state market influences. In turn, the market is driven by business and commercial activity which is located locally or derives its economic viability from the local area. Therefore the types of land use activities

and how those activities operate can reflect how the community is structured (its demographic characteristics) and which businesses best serve its needs.

Research has recently been undertaken into the availability of land that is suited to industrial zoning. Land in the vicinity of the Batemans Bay and Narooma industrial areas that can be serviced is limited due to environmental constraints. Investigations into the feasibility of extending the North Moruya and Dalmeny industrial areas have been carried out. These investigations have included environmental, servicing and visual assessments. An area to the west of the existing North Moruya industrial estate and a small area adjoining the Dalmeny industrial area have been found to be suitable. The land at North Moruya is central to the Shire and has recently been serviced with a reticulated sewerage system.

Council is initiating development of a resource recovery park at the North Moruya industrial estate – to stimulate the co-location of other businesses that can turn recyclable materials into a resource. Negotiations are also underway to facilitate the development of industrial land at Surf Beach. It is proposed to develop mixed use activities, comprising light industry, bulky goods warehousing and retail and some residential uses on this site which is in a central location for the northern district and with exposure to the arterial road network.

Industrial areas may be categorised as regional or district. North Moruya Industrial Estate is the regional industrial area serving the Shire and beyond. It accommodates uses such as manufacturing, industrial, engineering, waste, servicing, transport, and warehousing and distribution. There are district industrial areas at Batemans Bay, Moruya, Bodalla, Dalmeny and Narooma which house services such as light manufacturing, servicing, technology, transport



logistics and aviation-related business. These district areas also accommodate retail components to existing businesses.

6.2.2 Directions

- ensure that adequate serviced land is available for employment generating businesses and that these areas are best located to serve the needs of industry and the community
- ensure there are opportunities for diverse and emerging employment generating businesses
- ensure existing and future employment activities can continue and establish unencumbered by conflicting land uses on adjoining land
- ensure that the location of areas for the expansion of industrial land has minimal environmental impact, requires minimal structural alteration to accommodate the built form and makes optimal ongoing use of existing infrastructure
- ensure that all industry is compatible with the environmental conservation,

settlement character and lifestyle amenity values associated with the Nature Coast

6.2.3 Response

- support and embrace opportunities for employment generating businesses that are compatible with community needs and expectation, have high flow-on effects throughout the local economy and can seed related businesses
- encourage the integration of local industrial businesses with other sectors of the community and the region
- support existing and encourage new businesses that are of minimal environmental impact, and are energy, water and waste efficient
- provide additional serviced industrial land in a location to best serve the changing demographic of the Shire
- establish a resource recovery park that demonstrates conservation of resources through efficient waste management practices and acts as a catalyst for the creation of feeder businesses

6.2.4 Actions

Action ED8: prepare a development control plan specifying energy efficiency, waste management and water conservation standards for industrial development

Action ED9: determine appropriate buffers to industrial zoned land to prevent conflict with adjacent land uses, such as residential and open space. Incorporate these buffers in the new LEP

Action ED10: expand the North Moruya industrial area utilising existing infrastructure and to provide a centrally located industrial area for the shire by rezoning adjoining land to the west

Action ED11: expand the Dalmeny industrial area as indicated in the Narooma Plan and zone for light industry and business services by rezoning Urban Expansion land to the east

Action ED12: introduce separate industrial zones in the new LEP to apply as follows:

- a zone that allows light industry, business services and transport intermodal facilities to apply to the existing industrial areas of Batemans Bay, Surf Beach, Moruya West, Bodalla, Dalmeny and Narooma
- a warehousing, manufacturing and assembly zone to apply to the existing North Moruya industrial estate and to the proposed expansion of that estate

6.3 Tourism

6.3.1 Introduction

Tourism in the Eurobodalla is focussed on the relatively untouched coastal landscape including the beaches, picturesque backdrop of forested ranges and interspersed dairy pastures. The region is branded as the Eurobodalla Nature Coast, a description integral to the overall attraction and perception of the area as a worthwhile tourist destination.

Key attributes for tourism in Eurobodalla include:

- an extensive range of ecosystems and protected areas,

- agricultural landscapes with rolling hills of green pasture,
- beaches with close proximity to densely populated parts of eastern Australia,
- well developed tourism infrastructure, and
- significant financial investment in marketing by local and regional tourism bodies.

Direct benefits of tourism to the Shire include economic growth, job creation, enhanced farm incomes, business development, improvements in services and infrastructure, and the use and the restoration/re-use of historic buildings.

Tourism NSW estimated in 2001 that Eurobodalla has the second highest number of visitor nights in the state and that the industry generated around \$208 million in expenditure in that year. This figure does not include the indirect impacts of tourism on the local economy – the flow-on financial benefits.

Given the importance of the industry to the local economy it is necessary to identify ways to sustain and stimulate tourism developments in appropriate locations. A paper prepared for this strategy, Rural Tourism: Planning and Development Trends, suggests ways in which rural tourism can be facilitated using land use controls and incentives. The paper looked at the locational preferences and attributes of the industry.

The Nature Coast is traditionally a beachside holiday destination and the bulk of accommodation and recreation facilities are located along the developed coastal strip. However, of the 116 tourism-related developments approved by Council in the period 1993-2003, 55% were located in rural areas. Just over half of these were for accommodation, some with ancillary developments such as

studios and recreation. The level of growth in accommodation, particularly in self-contained cabins, is expected to continue.

Other trends identified in the study suggest there is a preference for locations close to the coast, close to vulnerable and riparian vegetation ecosystems, and close to national parks. Accommodation facilities have the potential to offer educational and interpretative experiences relating to these environmental features. It is therefore important for rural tourism to remain low key and to contribute to visitor appreciation of the Shire's unique natural, agricultural and cultural values.

Considerable effort is put towards reducing the seasonality of the tourism industry. The conferences and events sector of this industry is particularly targeted for the flow-on financial effects and the repeat visitation that the sector generates.

In 2005 accommodation capacity across the Shire was estimated to be approximately 2,330 rooms. This comprises self-contained accommodation, tourist parks, hotels/motels, boutique accommodation (e.g. bed and breakfasts) and other undefined accommodation. This does not include the short term rental of dwellings for holiday accommodation. Latest estimates from Tourism NSW suggest that this latter category may represent up to 30% of the total market. Short term camping and caravan sites are also not included in these figures.

The property market currently favours residential development as being more lucrative than tourism accommodation or commercial development. This is leading to the conversion of large tourism establishments, such as motels and caravan parks, to permanent residential. This loss in tourism accommodation

coincides with increasing visitor numbers to the Shire. Council therefore supports the development of tourism facilities in identified locations where demand may be satisfied and environmental attributes are preserved.

6.3.2 Directions

- provide for tourist-related facilities and associated accommodation in rural areas where such facilities relate to and integrate with the character of the area
- ensure that tourist development in rural areas is developed sustainably, has minimal impact on the rural landscape character and is consistent with environmental protection objectives
- ensure that tourism development respects the authenticity of landscapes and settlements, and does not dominate or change the character of settlements
- support the retention and development of tourist accommodation and facilities

6.3.3 Response

- facilitate nature-based tourism by implementing the recommendations of the Far south coast nature tourism and recreation plan and the Eurobodalla Nature Coast Tourism Development Strategy
- facilitate tourism activities in rural areas that add value to and are complementary to rural industry, the natural environment and rural landscapes
- provide clear direction on acceptable development to potential investors,

developers and Council

- facilitate tourism development in locations close to urban centres to maximise accessibility and using existing infrastructure
- promote tourism facilities that are of regional significance in terms of scale and economic benefits
- ensure a range of accommodation types and recreational experiences are made available to cater for differing tastes, pursuits and socio-economic profiles

6.3.4 Actions

Action ED13: apply a tourism zone to regional tourist attractions that may include recreation facilities and associated resort style accommodation in the new LEP

Action ED14: apply the following criteria for the development of tourist facilities in rural areas through a development control plan:

- Based on environmental and topographic constraints, buildings are clustered with an average site area per accommodation unit of 5,000m²
- The development is designed to be water, waste and energy efficient, and self-reliant in terms of water supply and re-use
- The location is in close proximity to an existing or zoned urban area ensuring that the facility provides an effective transition between urban and rural land
- No development is permitted on environmentally sensitive land, including

within foreshore and riparian corridors and within the Batemans Marine Park, and there is to be nil negative effect on water quality within the catchment or on nearby streams, creeks or rivers

Action ED15: create a tourism corridor in the new LEP to capitalise on existing and emerging land uses and the availability of services along the Tomaga River, between Mogo and Tomakin

Action ED16: liaise with the Department of Primary Industries to identify opportunities for tourism development in State Forest compartments where harvesting activities have ceased

Action ED17: facilitate research and educational tourism activities, such as heritage and discovery centres, and identify appropriate sites for such activities

Action ED18: facilitate the development of low-impact and nature-based tourism, such as for environmental education, ecotourism, craft, agricultural tourism, farmstays, health retreats, farm gate sales and the like

Action ED19: include assessment considerations in the new LEP to ensure that building design and facility layout is responsive to and protects landscape, environmental and cultural values

Action ED20: include the provisions of SEPP No 71 Coastal Protection in the new LEP to remove requirements for the NSW Government to be the determining authority for tourism development or to give concurrence for such development in the coastal zone

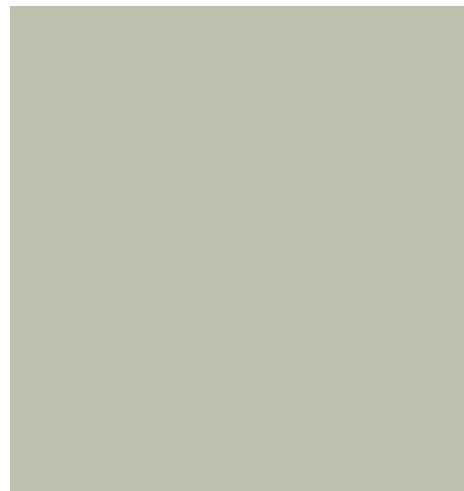
Action ED21: introduce a system of offsets where environmental or heritage conservation measures are proposed, such as to grant variations to provisions of the development control plan and to facilitate specific tourism development

Action ED22: prepare a development control plan to guide rural tourism development, including building design, amenity and service standards

Action ED23: facilitate cultural tourism associated with places and landscapes of indigenous, non-indigenous and natural heritage value to provide visitors with opportunities to experience and understand those values

Rural Industry

Resource Use



7.1 Agriculture

7.1.1 Introduction

The agricultural industry is a significant contributor to the local economy of Eurobodalla through value of production and employment. The total value of agriculture production for the year ended 30 June 2001 was \$12.5 million. This was comprised of the following:

Table 7.1 Value of agricultural production

Sector	Value of production (\$m)
Crops	1.9
Livestock slaughterings and other disposals	3.2
Livestock products	7.4
Total	12.5

Source: Australian Bureau of Statistics, NSW Regional Profiles, 2003

Livestock products includes dairying which historically has taken place on the fertile floodplains of the Moruya and Tuross rivers. Other pockets of dairying occur near Central Tilba and Batemans Bay, on patches of moderately fertile land or where pastures have been improved.

However, employment in agriculture, forestry and fishing is declining as a proportion of total jobs, from 6.3% in 1991 to 4.7% in 2001. This is a result of industry restructuring, improvements in processes and farm technology.

Land used for agricultural production is concentrated around the Moruya and Tuross River valleys, along the coastal strip south to Narooma and in the hinterland of Batemans Bay. The ABS in Land Management: Eurobodalla Shire 2003-2004 identified the following statistics relating to agriculture:

Table 7.2 Land cover and agricultural activity

	Land under crops	Beef cattle farming	Other agricultural activities	Total
No. of holdings	63	262	118	357
Land cover (ha)	208	30,383	8,713	35,545
Land cover (%)	1	83	24	100

Source: Australian Bureau of Statistics, Land Management: Eurobodalla Shire 2003-2004, 2005

Ideally, agriculture within Eurobodalla Shire should comprise productive, profitable and diverse enterprises that supply fresh high quality products and services to the local community and beyond. Agricultural production is supported by the community who recognise their reliance on agriculture for food, the contribution agriculture makes to the shire’s pleasing rural landscape, the alternative it offers to urban development and its employment and tourism opportunities. The Council and community support zonings and controls that protect land for agricultural production thereby providing long-term security for the Shire’s producers. Conversely, there is Council and community recognition that agriculture is undergoing a transitional phase, where traditional farming practices and core industry staples are under threat. To survive this transition

farm businesses need to adopt programs such as diversification and value adding. The ABS has identified that of the 2327 agricultural holdings across the Shire, large numbers of owners are planning activity changes over the next 5 years as shown in the table below.

Table 7.3 Planned activity changes

Total no. of holdings	2,327
No changes planned	67%
Plan to purchase more land	2%
Plan to subdivide	11%
Plan to sell all or part of the holding	13%
Plan to change the activity on the holding	11%
Other plans	7%

Source: Australian Bureau of Statistics, Land Management: Eurobodalla Shire 2003-2004, 2005

The ABS study also found that for 55% of land owners surveyed, local government is seen as a potential source of management assistance and information.

The Southern Councils Group and the then DIPNR commissioned an Agricultural Diversity Study for the Illawarra and south coast region. The study acknowledged that there is a movement away from the traditional agricultural classification of land (classes 1 to 5) towards a system that measures the productivity and economic value of the land. Significant agricultural land can therefore include improved pastures and land that is potentially productive through the use of new technologies. Recommendations of that study are included as actions below.

In April 2005 Council facilitated an Agricultural Futures Forum attended by

local farmers, representatives of community organisations and state agencies, councillors and staff. The purpose of the forum was to give interested parties the opportunity to provide direction about sustainable agriculture in the Shire.

The findings of that forum are also included as actions. Additional forums are to be held as part of an ongoing consultation process with the farming community. In a similar vein, consultations over the Farmland Protection Project have been carried out on the NSW north coast. The project aims to protect land used for primary production in the face of pressure to subdivide that land for residential use. Although employment in agriculture and the industry's contribution to the Eurobodalla economy is less than on the north coast, the view that retiring farmers treat land subdivision as superannuation while others see the conversion of productive land to housing as threatening their viability is just as real an issue.

Under the Rural LEP rural land is unable to be subdivided unless it can be demonstrated to the satisfaction of the Director-General of the Department of Primary Industry that the subdivision will be of benefit to the ongoing agricultural use of the land. This provision is to protect agricultural land from further fragmentation and from potentially conflicting residential land uses being established in close proximity to farming operations. Rural land use conflict can be avoided by not allowing fragmentation of productive or potentially productive agricultural areas.

This strategy intends to assist the retention of agricultural pursuits that manage the land and waterways in accordance with intended uses as defined within the zone, as well as to facilitate mechanisms to sustain the productivity and health of the land.



7.1.2 Directions

- ensure that productive farmland is protected from eroding influences, such as urban and rural residential development, that potentially threaten farming operations
- ensure that the aesthetic values of the rural landscape remain a major asset to residents and an important element of the nature coast backdrop
- ensure that planning processes and controls are not an impediment to emerging and diverse agricultural pursuits

7.1.3 Response

- protect a broad range of lands and maintain access to those lands to cater for a range of agricultural industries and practices that are important

currently and may be in the future

- prevent the sterilisation of agriculturally productive land through inappropriate zoning or development
- establish a system of assessment criteria to protect the visually significant landscape values caused by agricultural activities
- develop measures to sustain agricultural operations and improve agricultural opportunities and incentives
- facilitate multiple use of facilities or resources on rural land to support a range of land use activities, such as tourism and education, where this is compatible with agricultural operations
- pursue the retention of existing agricultural land holdings and where possible the amalgamation and/or consolidation of adjacent land holdings where this provides economic benefits to an agricultural operation
- Explore methods of providing additional dwelling entitlements through the merit-based approach where this is likely to support the agricultural enterprise and not likely to compromise other economic, social or environmental attributes

7.1.4 Actions

Action RI1: apply separate zones in the new LEP to intensive agriculture (e.g. horticulture, forestry, turf farms), rural industries, (e.g. abattoirs), broadacre farming (e.g. dairying and livestock) and environmentally constrained land

Action RI2: identify and map priority agricultural lands. Factors to be considered in that mapping are land classifications, soil types, visual and rural landscape

amenity, existing productive enterprises, large contiguous tracts of suitable land and improved pastures

Action RI3: prepare a development control plan to identify appropriate building design for rural dwellings and farm buildings in visual amenity and environmentally sensitive areas. Include controls for low level stock crossings and other contributors to sediment loads in rivers and estuaries

Action RI4: develop guidelines with state agencies and representative organisations to assist property management for environmental outcomes in terms of weed management, flora and fauna protection, and production processes having regard to health, dust, noise and odour impacts

Action RI5: maintain provisions in the new LEP to permit the subdivision of agricultural land only where the proposed subdivision will not adversely affect the continued agricultural use of the land

Action RI6: determine appropriate buffers between adjoining different land uses, to prevent conflicts with adjacent rural residential and urban land uses, and include in the new LEP

Action RI7: promote sustainable agriculture through the diversification of agricultural activities and value-adding to produce, such as organic farming, growers markets, farm gate sales, demonstration facilities and associated dining

Action RI8: investigate opportunities to establish an association to provide advice, assistance and marketing to agricultural producers

Action RI9: prepare a development contributions plan to apply to rural residential subdivision to contribute to costs associated with noxious weed control

Action RI10: prepare and distribute brochures with planning certificates (as part of property conveyancing) and with rates notices to rural inhabitants explaining Council policy on provision of infrastructure and services in rural zones

Action RI11: prepare a 'lifestyles expectation' map for distribution and display indicating the level of services provided, including telecommunications, to rural land. Include details of proximity to agricultural activities, rural industry, schools and bus routes

Action RI12: lobby the Department of Primary Industries to amend legislation to allow 'right to farm' provisions in the new LEP

Action RI13: apply a rate rebate where a property vegetation plan, property management plan, voluntary conservation agreement or water sharing plan is in place

Action RI14: investigate the feasibility of implementing a system of offsets to assist environmental protection measures and maintenance of rural landscapes

Action RI15: investigate the feasibility of supplying treated effluent to productive agricultural operations as a means of irrigation and compost products to help sustain soil health

Action RI16: promote the clustering of residences, such as within a rural residential compartment, to accommodate the farmers and farm workers that utilise surrounding rural land

Action RI17: defer to the amended Native Vegetation Conservation Act for development control of land clearing and remove requirements for Council's consent for land clearing in the new LEP



7.2 Aquaculture

Introduction

With increasing pressure on wild fish stocks, the commercial farming of fish, molluscs, crustaceans and aquatic plants – known as aquaculture – is a growing industry in NSW. Within Eurobodalla Shire, aquaculture is dominated by Sydney Rock Oyster production. Oyster cultivation and harvesting, both in terms of production and contribution to tourism, contributed approximately \$5Mil to the local economy in 2000/01.

As a marine based industry, aquaculture is primarily administered by the Department of Primary Industries through NSW Fisheries. However, most aquaculture within Eurobodalla is estuarine and coastal lake based and its development is controlled through local planning instruments. The Shire is

working with the industry and the community to ensure aquaculture develops in a sustainable manner – both environmentally and economically.

Eurobodalla Shire offers a clean growing environment for most forms of aquaculture. It does not suffer from a number of diseases that have caused losses among aquaculture industries elsewhere in the state and overseas. Strict national and state level controls have been established to quarantine the industry from the more exotic diseases. Further, the south coast offers reliable supplies of high quality water, and does not have problems with heavy industrial pollution. Management controls, in the form of estuary management plans, are in place to protect estuaries, coastal areas and ground water systems from contamination by sewage, agricultural pesticides and fertilisers and urban runoff.

Both Eurobodalla Shire and the state regulatory agencies are conscious of the need to ensure that the development of the aquaculture industry proceeds in a manner that does not jeopardise ecological sustainability. The introduction and management of practices and standards such as those contained in SEPP 62 Sustainable Aquaculture (although this does not apply to Eurobodalla Shire) provide for the sustainable growth of this sensitive industry. Council manages sewerage and stormwater discharges, and regularly tests water quality to monitor any effects on the health and productivity of aquaculture ventures.

7.2.2 Directions

- promote opportunities and facilitate the development of diverse aquaculture enterprises having regard to environmental impacts

7.2.3 Response

- ensure that marine and estuarine waterways are protected to provide

an ecologically diverse and healthy environment for the established aquaculture industry and future aquaculture opportunities.

- ensure that the aesthetic value of the estuarine landscape with its diverse marine ecosystems remains in harmony with the aquaculture industry, as a major asset to residents and an important component of the nature coast
- ensure that planning processes and controls give support to emerging and diverse aquaculture pursuits
- manage sewerage and stormwater discharges and future development adjacent to waterways to protect the health and productivity of aquaculture ventures



7.2.4 Actions

Action RI18: include the provisions of SEPP 62 - Sustainable Aquaculture in the new LEP and include assessment criteria for the consideration of impacts on the aquatic, estuarine and land environments, having regard to requirements imposed by the Batemans Marine Park

Action RI19: develop a sustainable aquaculture strategy to provide an integrated approach to industry start-up and management

7.3 Resource Extraction

7.3.1 Introduction

The Shire and the south coast region requires a secure supply of extractive resources and minerals at affordable prices. The recovery of these resources also needs to be undertaken in an ecologically sustainable manner. The strategy needs to ensure that adequate resources are identified, protected and available currently and into the future. Council has in place a number of sites under operation for extraction of natural resources, operating under private and state agency ownership.

To varying degrees all development depends on the continuing supply of extractive materials. The availability of materials greatly influences construction and maintenance costs in the region, especially major infrastructure projects such the road network. Continuing population growth, increasing demand for resources and the potential for land use conflict present a challenge in structuring planning requirements to achieve desirable outcomes for these industries. Environmental considerations, pressures to develop, and the sensitive and diverse ecosystems of the area add to the complexity of this issue.

It is essential that the principles of sustainability be incorporated into planning requirements for the extractive resources industry. By their very character, extractive operations have the potential to destroy natural features and to degrade ecological systems. This environmental impact needs to be balanced against the community need for extractive material. Appropriate management at the establishment and during the life of the use, will be required to ensure any potential impacts are minimised.

An extractive industry, the operation which 'wins' the extractive resource, employs methods such as excavating, quarrying, dredging or tunnelling and in turn processes the resource by methods including washing, crushing, sawing or separating. Extractive industries range in size from very large operations extracting many hundreds of tonnes of material annually and employing large workforces, supplying regional markets, to small owner-operator pits worked intermittently supplying a specific local demand. Local extractive resources include both sharp and river sand, gravel, binding and sealing clay's, hard rock aggregate, armour rock and unprocessed materials such as fill for road making. Dredging of rivers for sand is undertaken to manage sediment loads in channels to improve navigation and to maintain water quality for extraction for urban supply and rural irrigation. Dredging activities can also improve estuarine water quality and benefit oyster production but needs to be balanced against potential adverse effects on fish habitat, such as sea grasses, and recreational opportunities.

Demand for these resources is affected by world resource pricing, the state of the construction industry and government funding of infrastructure projects. Although it is not possible to predict exactly what the demand will be, it is reasonable to assume that some extraction operations will take place into the future and that demand will continue.



7.3.2 Directions

- protect identified existing and potential extractive industry sites and major haul routes associated with those sites
- encourage sustainable industry practices and avoid conflicts with adjoining and neighbouring land uses

7.3.3 Response

- ensure that known and potential significant deposits of extractive material, in locations considered suitable for extraction are preserved for that purpose
- ensure that the present and future operation of natural resource facilities and major haul routes, do not impose unacceptable impacts on surrounding land uses and environmental amenity

- ensure that extractive industry sites have appropriately designed end use and rehabilitation plans in place prior to the commencement of extraction operations.
- support the further identification of source materials and the operation of extractive industries subject to environmental assessment

7.3.4 Actions

Action RI20: map significant extractive material deposits as a layer on Council's GIS and apply an appropriate zone in the new LEP to protect existing and identified potential extractive material deposits and to limit land uses within that zone

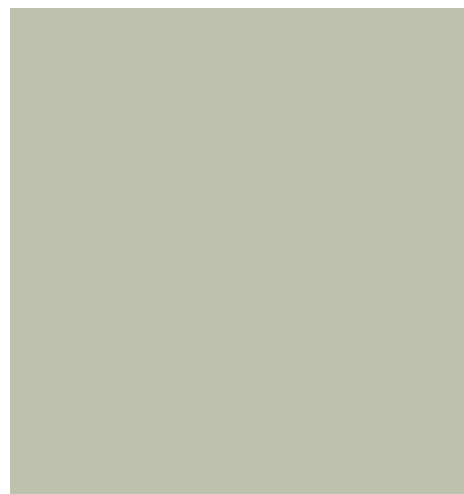
Action RI21: determine appropriate buffers to apply between mapped extractive material deposits and/or existing/potential industry operations and adjoining land uses and include in the new LEP

Action RI22: prepare a policy for sustainable management of extractive industries and include guidelines for monitoring and rehabilitation

Action RI23: determine the financial impacts of heavy haulage on the road network within and across the Shire and prepare a development contributions plan to apportion costs to industry that reduces the asset performance and life of the road network

Heritage

Community Wellbeing



8.1 Heritage conservation

8.1.1 Introduction

Cultural heritage includes buildings, sites, vegetation, landscapes and objects that contribute to the uniqueness of the Nature Coast and provide a connection back through time. This strategy recognises the important role that cultural heritage, both indigenous and non-indigenous, plays in the community and seeks the continued protection of significant cultural heritage items, places and landscapes.

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records that are tangible expressions of Australian identity and experiences. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape. These places should be conserved for present and future generations (The Burra Charter, 1999).

Eurobodalla Shire Council has commenced an Aboriginal Heritage Study to identify and protect places of importance to the Aboriginal

community. The study provides an oral history of the local Aboriginal people since first contact with Europeans and identifies sacred sites, places, objects and values. The later stages of the project will define consultation levels, appropriate means of protection of Aboriginal heritage and methods for conservation. The Department of Environment and Conservation records known sites and relics and the register is made available to Council to assist with development assessment. The information is confidential, however, to the local indigenous community.

Although the Eurobodalla Nature Coast is blessed with an array of spectacular scenic landmarks such as Wagonga Inlet, the Tollgates, Montague Island, Gulaga, Burrewarra Point and Tuross Lake, it is important to recognise that most rural parts of the Shire also make a vital contribution to the scenic amenity of the Nature Coast through their natural estuaries and green open space character.

Conservation of natural heritage is largely addressed through protection of the environment, that is, through measures that protect biodiversity, natural ecosystems and processes, habitat, flora and fauna, and landscapes that are in natural or near-natural condition. It is critical that our natural heritage is protected for its value to amenity and tourism, not to mention for the inherent right of the earth and its life-forms to co-exist with humans. Appreciation of natural heritage can also be gained by viewing the environment in terms of its contribution to local culture and even the built form of our settlements.

The Eurobodalla Shire Wide Heritage Study was completed in 1997 and made recommendations regarding the protection of cultural heritage in the Shire. Those recommendations have been adopted by Council and form the basis of the heritage conservation and management program. Tasks on the program are at various stages of implementation. A key milestone in this program was the



preparation of a study into heritage values associated with the dairying industry. The study identified sites and landscapes, recommending that conservation measures should apply to those areas.

Significantly, amendments were made to the Urban LEP in 2002 and to the Rural LEP in 2004 to update heritage conservation provisions and list additional items of environmental heritage.

8.1.2 Directions

- give equal consideration to indigenous, non-indigenous and natural/landscape heritage values
- protect and preserve significant objects, sacred sites and places that are important to the Aboriginal people of the Eurobodalla

- protect and preserve objects and places of cultural heritage significance, including landmarks that have natural and cultural heritage significance for our community
- retain scenic qualities and rural landscape character

8.1.3 Response

Indigenous land management

- engender respect and consideration for traditional Aboriginal methods for managing the natural environment
- ensure that sites that are sacred to indigenous tribes are protected and managed in accordance with traditional Aboriginal custom
- promote Aboriginal notions of care and custodianship of the land
- recognise that the land is laden with meaning and spiritual significance to indigenous peoples, and the effects of the land on human behaviour
- establish a land use framework that will ensure fairness and equity for indigenous and non-indigenous peoples
- promote Aboriginal heritage values within the Shire by identifying areas of importance to the Aboriginal community

Non-indigenous heritage

- conserve and manage objects, structures and places of historic, scientific and cultural significance in accordance with the principles of the Burra Charter

- promote the benefits of heritage conservation
- recognise the community's aspirations and expectations regarding local history and heritage values, and identify consequent obligations for local government

Natural Heritage

- conserve and manage places of natural heritage significance in accordance with the principles of the Australian Natural Heritage Charter
- ensure that new development is sited and designed to minimise adverse impacts on scenic landscape qualities
- manage human processes and actions so as to retain the natural significance of a place





8.1.4 Actions

Action H1: map and apply statutory protection measures in the new LEP to Aboriginal sacred sites, objects, values and landscapes, including the retention of natural processes that are part of the significance of a place

Action H2: insert rural landscape character assessment provisions in the new LEP to retain scenic qualities and aesthetic values through the retention of bushland backdrops to towns and villages, and the coastline

Action H3: promote the financial and societal benefits of heritage conservation to landowners, the tourism industry and business through the media

Action H4: implement the recommendations of the Eurobodalla Dairy Industry Scoping Study. Support the retention, restoration and recognition of key rural

landscapes and objects, including those associated with the dairying industry, and buildings and structures within those landscapes

Action H5: carry out heritage studies of significant historical industries, such as gold mining, forestry and commercial fishing

Action H6: prepare a natural heritage study to focus on indigenous and non-indigenous cultural connections to the natural landscape and the influence of the environment on patterns of settlement

8.2 Scenic protection

8.2.1 Introduction

Natural areas that are highly visible from public places contribute to the scenic qualities of Eurobodalla Shire and are valuable as backdrops to settlements and road networks. Valuable natural landscapes include vegetated ridgelines and slopes, estuaries, ocean beaches and headlands. Farmland and modified rural landscapes also add character and create an identity that brings benefits through tourism and for residents.

Scenic values along roads are particularly important to maintain. Such roads can be:

- coastal drives where scenic values include the foreshore, beaches, headlands, rocky outcrops and vegetation. Coastal drives generally provide access to ocean, lake and river foreshores for visitors and residents,
- bushland drives where scenic values include forests, wetlands, valleys and bridges. Many of these areas are state forest, national park or farmland,

- farmland drives where scenic values include historic bridges, farmhouses and outbuildings, wetlands, coastal lakes, mangroves and rural roads. These drives make up some of Eurobodalla Shire's most spectacular scenery and provide the transition between the larger settlements and bushland, and
- settlement entry roads which may have a combination of any of the scenic values listed above and generally feature a combination of bushland and farmland scenic values.

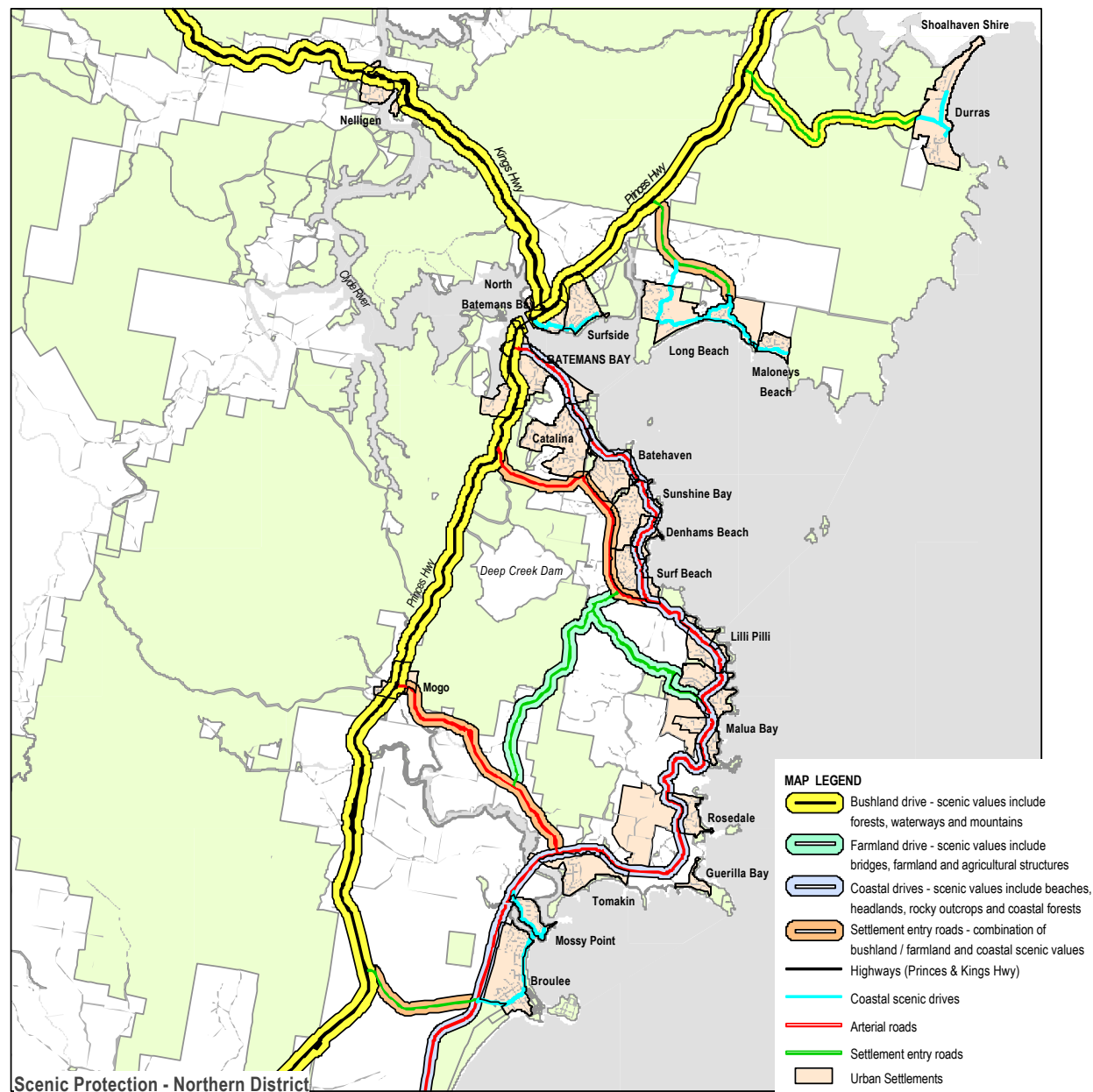
There are two types of scenic urban landscapes - roads through settlements and main streets. Main streets are the social and economic backbone of settlements, and add vibrancy and vitality to town centres. The built structures, landscape vistas and the layout of streets and towns are contributing factors to sense of place and the character of settlements. They also contribute to sense of belonging and social cohesion.

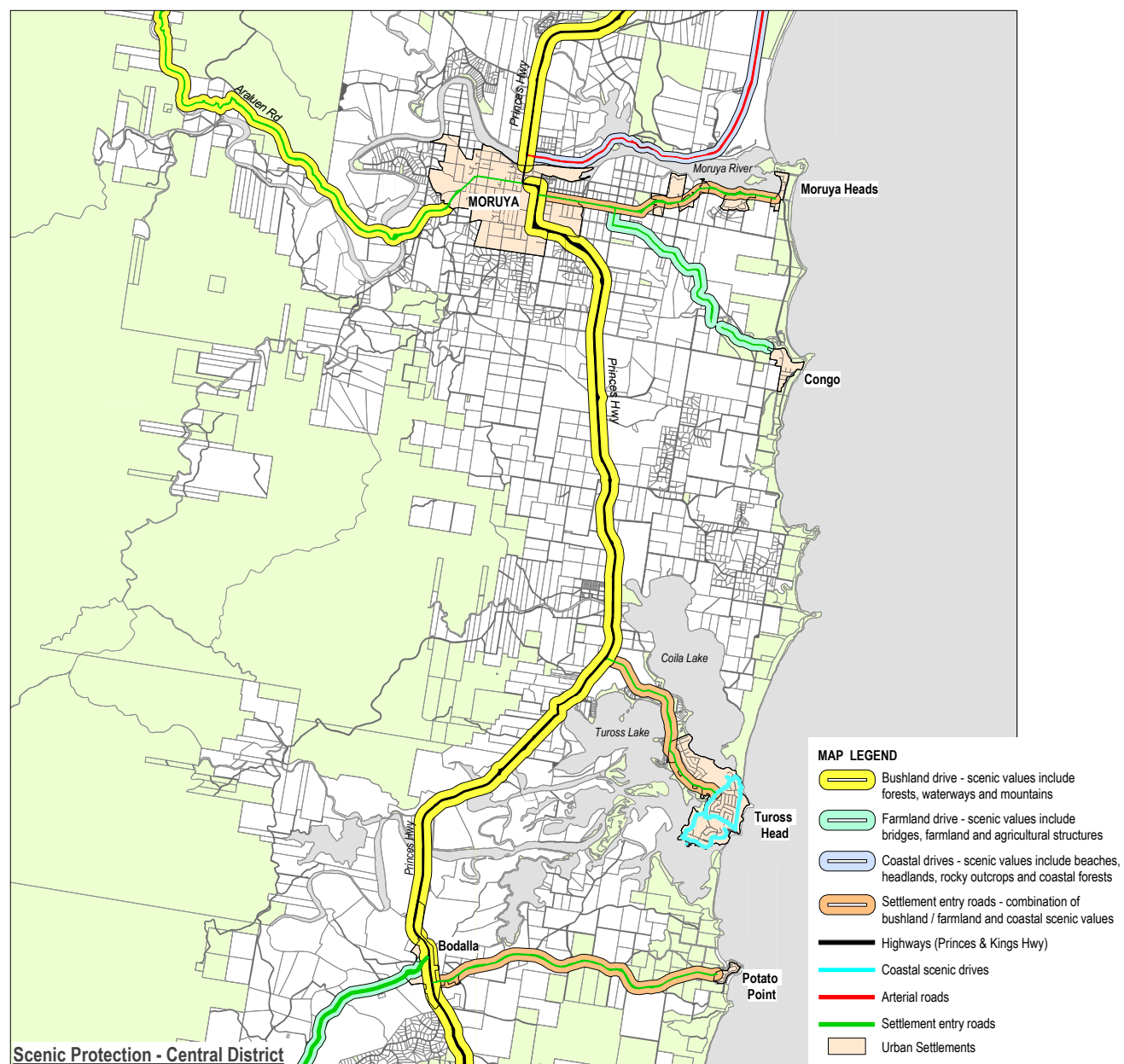
Vegetation along highways, main streets and settlement entry roads adds character and imbues each town or village with a distinct feel. This vegetation should be retained and embellished through planting using themes that are consistent with existing settlement character.

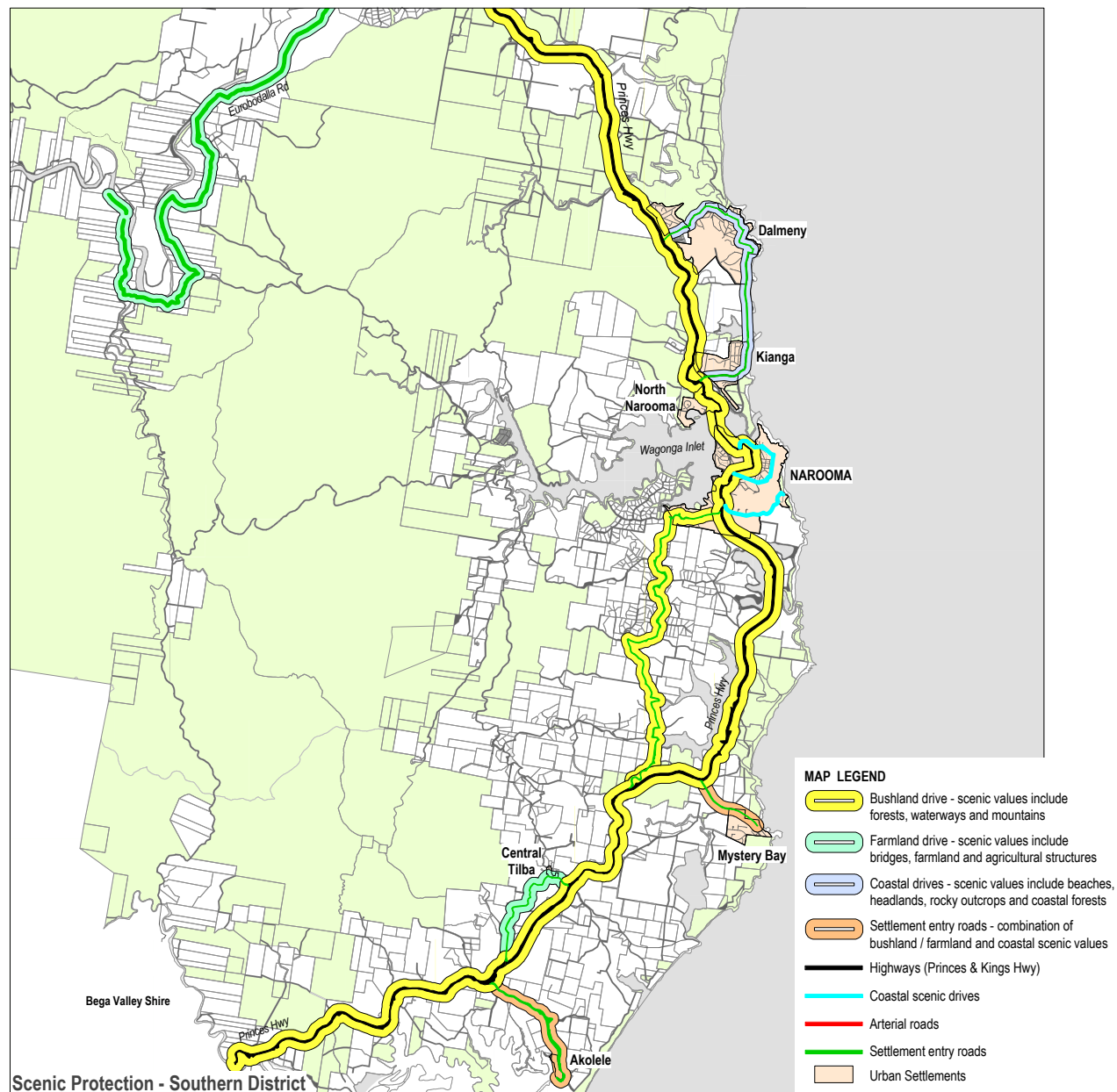
The overall setting of some urban settlements is also important. Retained native vegetation, vistas of significant landscape features and heritage buildings, and unique urban design add character and charm to a settlement. Most settlements have a setting that responds to natural features such as waterways, the ocean, cliffs, hills, flat land and/or floodplains. It is critical that the factors that contribute to settlement settings are identified and protected. These may be a combination of close or distant views, view corridors down important streets, vistas to and from the settlement, serial views (that is, how many

views are experienced in progression as one moves into, through and out of a settlement), and the character of ridgelines surrounding settlements.









Scenic Protection - Southern District

8.2.2 Directions

- ensure that the special and unique scenic characteristics and natural or rural settings of the Nature Coast are retained and protected
- recognise that areas with high scenic value are important to residents and visitors and generally also contain ecological importance

8.2.3 Response

- utilise scenic natural and coastal attributes to ascertain an appropriate design response for new buildings, subdivisions, roads and infrastructure items
- ensure that the desirability of the Nature Coast to residents and visitors continues so that the economic base of the area is protected
- ensure that biodiversity and ecological integrity is conserved through protection of scenic qualities
- retain important vegetation along highways, settlement entry roads and main streets as this vegetation contributes to scenic beauty and settlement character

8.2.4 Actions

Action H7: map the factors that contribute to settlement character and setting as part of structure planning exercises for Batemans Bay and Moruya (Narooma completed and adopted by Council in December 2005) and protect through development control plans for new subdivision and development

Action H8: protect scenic landscapes located adjacent to and along roads.

Apply a landscape protection zone in the new LEP where appropriate

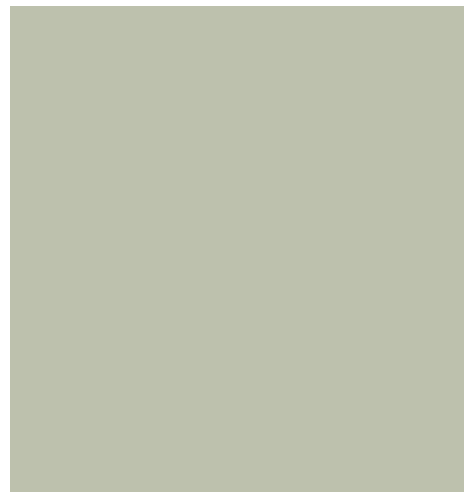
Action H9: enhance and extend settlement main streets through structure plans and development control plans

Action H10: protect the existing vegetation along highways, main streets and settlement entry roads and revegetate where necessary according to an appropriate street tree theme



Infrastructure

Community Wellbeing



9.1 Urban Services

9.1.1 Introduction

Existing available infrastructure across urban areas of Eurobodalla Shire are designed to satisfy the current needs of the resident population and visitors for 85% of the time. In 2003 Council prepared an Integrated Water Cycle Management Strategy which examined the existing capacity in water, sewer and stormwater services for all settlements. The strategy also nominates planned upgrades to these services over the next 30 years and presents water sensitive urban design suggestions for developments.

Development Servicing Plans are in place that establish the sequence of provision of water, sewer and stormwater infrastructure across greenfields urban areas – unsubdivided existing urban zoned land and land zoned Urban Expansion. These plans identify the sizing and location of treatment plants and mains distribution based on an expected sequence of land release. Where land development is proposed outside of that sequence, such as 'leap frogging', then full costs are borne by the developer to provide infrastructure capable of servicing the intervening land. This is to ensure the orderly and economic development of land

and an equitable allocation of costs across the community. Development Servicing Plans also set rates of contributions payable by developers towards provision of water, sewer and stormwater infrastructure.

The Eurobodalla Development Contributions Plan 2000-2005 enables Council to levy new residential, tourist, commercial and industrial development for funds to assist with the provision of open space and recreation facilities, community facilities, cycleways and pedestrian facilities, waste disposal facilities, car parking in Batemans Bay, Moruya, Narooma, Central Tilba, and the administration of funds collected under the plan. Separate contributions plans are in place to enable funds to be collected to upgrade the arterial road network in the northern district and to construct roads to service rural small holdings catchments. Social infrastructure, such as community centres and libraries, are provided in the major towns to service the surrounding district including rural localities.

The contributions for facilities covered by the Development Contributions Plan reflect works commitments in Council’s Management Plan. In the case of car parking and administration, all costs are fully recoverable using development contributions. For other public facilities, 10.4% of costs are to be met by contributions, the remainder funded by other Council sources. This apportionment to section 94 contributions was based on estimated population and tourism growth for the 5 year period 2000 to 2005. Contributions for residential and tourist accommodation depend upon the numbers of bedrooms in a dwelling or unit. Per person contributions are grossed up using current occupancy rates. For commercial and industrial development, per person contributions are determined by estimating the numbers of persons that will be employed for a certain floor area. Contributions for roads plans

are based on estimated traffic volumes and the costs of carrying out works. The apportionment to section 94 is determined by the additional vehicle movements that are likely to be generated by new subdivision or development.

Recent amendmends to section 94 of the Environmental Planning and Assessment Act allow for two alternative methods of levying contributions or requiring developers to provide services for which a need is generated by proposed development. The first is to levy a fixed rate of 0.5% - 1% of the development cost. The other is to negotiate a planning agreement with the developer to provide or contribute towards a specific public service or facility.

The table below indicates the type and scale of community and public facilities that are provided or planned for each type of centre.



Table 9.1 Community and Public Facility Hierarchy

Centre Hierarchy	Facilities	Primary town centre
Primary town centre, i.e. Batemans Bay	Major employment centre, full range of schools, tertiary education campus, hospital, regional recreation, bus interchange, full range of accommodation types, bulky goods centre in proximity	Administrative town centre
Administrative town centre, i.e. Moruya	Administrative centre for the Shire, full range of schools, tertiary education campus, hospital, regional sporting facility, bulky goods centre in proximity	Local town centre
Local town centre, i.e. Narooma	Primary and secondary schools, sports field, medical facilities, community agency offices, bulky goods centre in proximity	Village main street
Village main street, e.g. Malua Bay	In some locations a primary school, local sports field	Hamlet
Hamlet, e.g. Central Tilba	In some locations a primary school, local sports field in tourist main streets	

In addition to the above facilities, primary and administrative town centres have the capacity to accommodate performing arts facilities and regional sporting facilities (indoor and outdoor) as well as private facilities such as licensed clubs, cinemas and regional tourism destinations.

The tables below indicate the level of water and waste facilities provided or planned for each settlement and the road hierarchy across the Shire.

Table 9.2: Water Sewerage and Waste Hierarchy

Hierarchy	Settlement	Services
Regional	Batemans Bay, Narooma	water treatment; water filtration; waste landfill; resource recovery park; trunk mains
District	Batemans Bay, Moruya, Narooma, Tomakin, Tuross	water reservoir; sewerage treatment; trunk mains
Local	Maloneys Beach, Long Beach, Batehaven, Sunshine Bay, Surf Beach, Malua Bay, Lilli Pilli, Mogo, Broulee, Bodalla, Dalmeny, Tilba	water reservoir; sewer pump station, reticulation system
Neighbourhood	Nelligen, Durras, Rosedale, Potato Point, Mystery Bay	low pressure sewage or septage system

Table 9.3: Road Hierarchy

Hierarchy	Examples	Function
Regional	Beach Road, George Bass Drive, Tomakin Road, North Head Drive	sealed arterial roads connecting settlements; used for long haul bus or freight routes; signed shared pathways (cycle) and sealed footpaths both sides in urban areas
District	Cullendulla Drive, Broulee Road, Hector McWilliam, Potato Point Road, Dalmeny Drive, Kianga Drive	sealed collector roads connecting suburbs and villages, used for local bus routes; sealed pathway one side in urban areas; unsealed or sealed rural tourist routes
Local		sealed urban streets or rural roads
Neighbourhood		sealed or unsealed urban accessways; unsealed rural roads; unsealed pathways

Council is preparing asset management plans for each type of facility to reflect these hierarchies and indicate the standards of infrastructure and replacement cycles. The hierarchies may be altered following completion of asset management plans.

9.1.2 Directions

- place community and institutional facilities at sites accessible to users
- facilitate infrastructure and services that meet human needs for all stages of life
- the costs of infrastructure and services are to be met through a balanced and equitable mix of user fees, developer charges, and rates and charges
- optimise the use of existing services and infrastructure and promote the efficient provision of any services and infrastructure in the future
- mitigate risk and manage hazards

9.1.3 Response

- implement the principles of integrated land use and transport planning by co-locating major public facilities (commercial, institutional, recreational and civic) in major towns and in close proximity to commercial centres
- maintain at least the current rate of provision of services to all urban settlements
- provide community services and social infrastructure to match the ageing and other forecast demographic characteristics of the Shire

9.1.4 Actions

Action I1: revise the Eurobodalla Development Contributions Plan to take into account demographic trends such as the ageing of the population and the sea change phenomenon and to levy for a wider range of services across a longer timeframe

Action I2: prepare a development contributions plan to enable Council to levy a fixed rate of 0.5%-1% of the construction cost of a proposed development

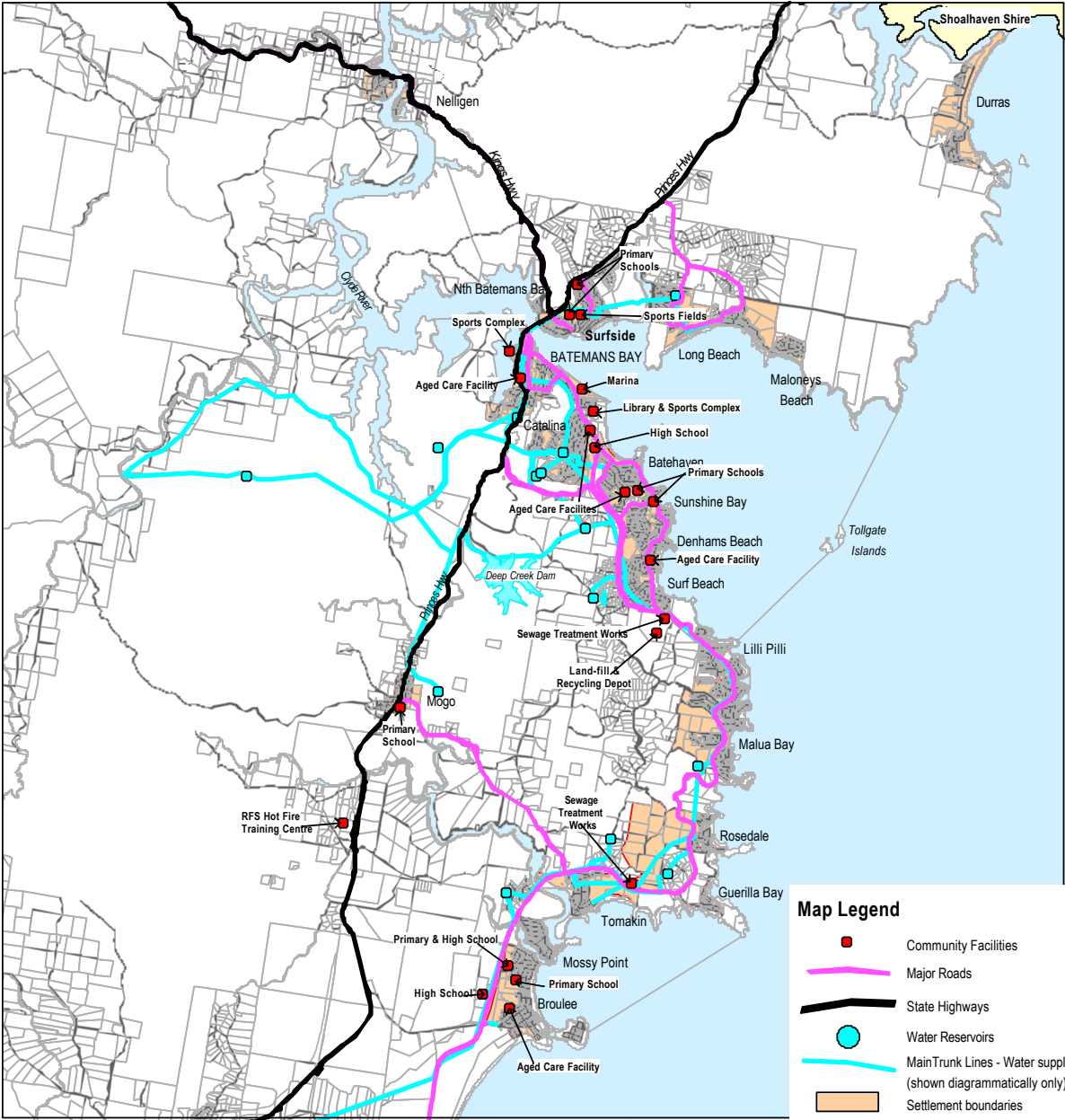
Action I3: prepare a template for a planning agreement and apply as required to major development proposals

Action I4: address social infrastructure needs, such as open space, community facilities and the like, in structure plans for the major towns (Narooma Plan completed and adopted by Council in December 2005)

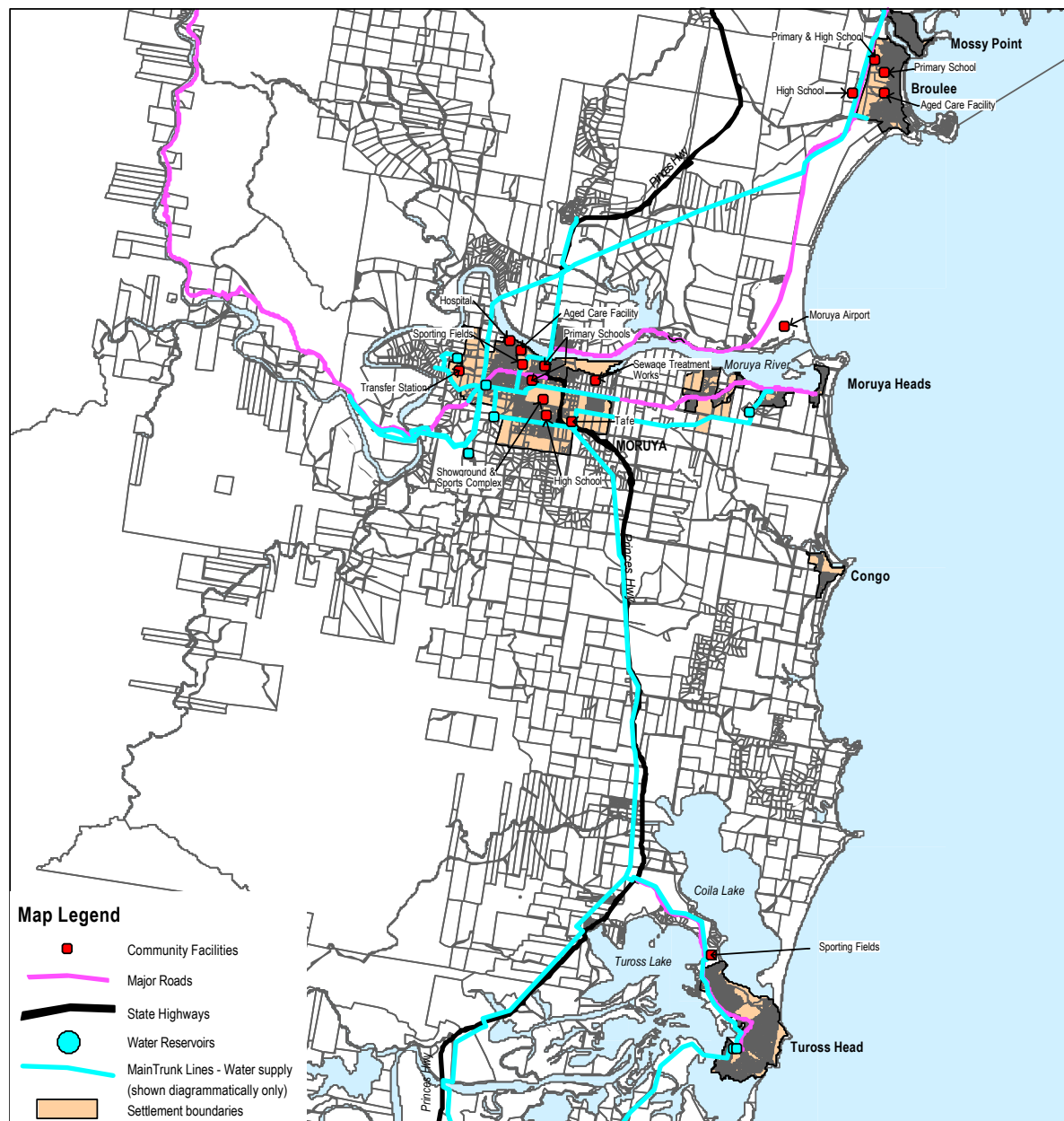
Action I5: revise development servicing plans to reflect lot yields for existing urban and Urban Expansion zones as estimated in the Eurobodalla Residential Land Monitor 2006

Action I6: implement water sensitive design through a revised development control plan for residential, commercial and industrial development, which includes the increased application of recycled water in residential and recreational facilities

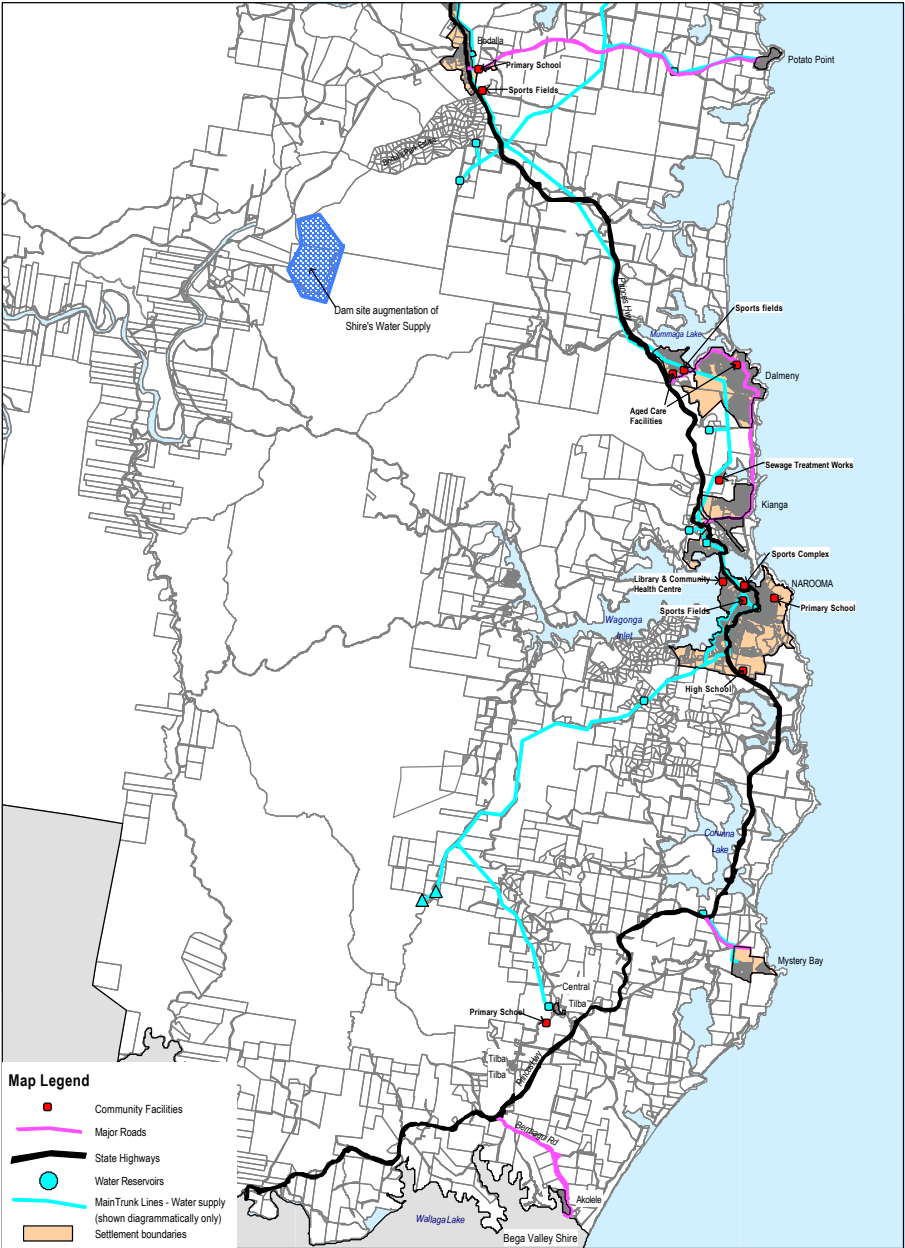




Northern District Infrastructure



Central District Infrastructure



Southern District Infrastructure

9.2 Rural services

9.2.1 Introduction

Infrastructure and servicing of rural development, particularly residential, is problematic given the dispersed and low density nature of rural land uses. Costs associated with the provision of infrastructure are disproportionately higher than those for concentrated urban development, due mainly to the greater distances to be traversed. Environmental costs and the depletion of natural environmental assets through resource consumption, can also be significantly greater.

Demand for services in rural areas can be categorised as follows:

- Highest service demand:
 - Power supply,
 - Communications and IT servicing,
 - Postal services,
 - Roads (preferably sealed), and
 - School transport.
- Desired service demand:
 - Reticulated water supply,
 - Reticulated sewerage,
 - Public Transport, and
 - Waste collection.
- Inappreciable services:
 - Bushfire protection,
 - Emergency transport access, and

- Community support services.

Increasing residential dwellings within the rural environment, (irrespective of subdivision processes or dwelling entitlement provisions), can substantially increase demand, particularly where new residents have relocated from a capital city or centre that has significantly higher standards of service provision than Eurobodalla Shire. Catering to these expectations is a current issue for most rural and regional Councils, especially those feeling the effects of the sea change phenomenon.

Power

Electricity in Eurobodalla Shire is supplied by Country Energy. Power supply can have an impact on the environment through clearing for the easement or corridor and the consequent sterilising of that land for other uses. Electricity corridors frequently dissect properties, causing fragmentation and threatening biodiversity.

Water

In limited cases, Council has, where local infrastructure permits and supply is sufficient, provided water reticulation to rural residential areas. Some rural villages already have service or are planned to have augmented supply as outlined in Councils Integrated Water Cycle Management Plan. Council also provides supply to a number of overhead standpipes, which in periods of infrequent rainfall events are an essential water source for rural residences and stock.

Council now has a policy, however, to not provide reticulated water to rural or rural residential development. Water sensitive design must be implemented to

reduce water supply needs to rural dwellings.

The NSW Government is currently facilitating the preparation of water sharing plans for agricultural operations based on maintaining environmental flows and the concept of harvestable rights. These plans will identify the volumes of water that a farming establishment can extract for irrigation purposes. There is an opportunity to identify water sharing plans in the property conveyancing process and to recognise the need to manage land and water in the context of the intended land use.

Effluent and Waste

The dispersal and treatment of household and putrescible waste is an on-site process for rural properties. Rural villages too are dependent upon on-site systems for treatment of effluent. However, the introduction of alternative village based treatment systems to augment and/or replace existing household systems is an on-going objective of the Integrated Water Cycle Management Plan. Residents of these villages are being consulted as to the range of systems available and to ascertain their preferences, given costs and environmental impacts.

Rural and rural residential development will continue to rely upon on-site treatment of waste. The capability of the land to absorb treated effluent is a factor affecting permissible lot sizes in the case of rural residential subdivision. Council assesses the suitability of land for development using SEA. This technique includes analysis of effluent disposal capability which takes into account soil type, slope and the capacity of the soil to absorb treated effluent. The existence of an adequate effluent disposal envelope as well as proximity of the land to waterways is also considered, the objective being to manage

effluent on-site without adverse sanitary impacts or adverse effects on water quality due to seepage or runoff.

Disposal of solid waste is at two waste management facilities – Surf Beach and Brou. The Brou site is zoned rural and the land is leased from NSW State Forests. There are no waste collection services to rural dwellings. A third waste collection centre exists at Moruya which does not incorporate a landfill facility.

Roads and bridges

Major roads throughout rural areas are sealed and maintained. Most other roads remain unsealed and are regularly graded. Roads to and within rural residential compartments are being gradually sealed as funds are collected through development contributions plans. However, Council intends to revisit the priority and loads on rural collector roads and examine opportunities to apply development contributions to assist with the upgrading and sealing of those roads.

The Surf Beach bypass and Princes Highway link road is currently under construction. This arterial distributor will traverse rural and rural residential land. Commonwealth funding has been secured to assist with completion of the arterial road network that services the northern part of the Shire.

It is important to set aside additional land to enable extension of road widths into the future as settlements grow and demand for extra road capacity increases. This applies to the arterial road network and all major roads. Extra widths may also serve to accommodate alternative modes of transport such as light rail and cycleways.

Timber bridges in rural areas are being replaced on the basis of need and

condition with concrete structures that can better withstand flooding. Sources of finance that may be used to fund the replacement or renewal of bridges include the infrastructure fund, rates, offsets and development contributions.

Human services

Human services or social infrastructure are generally located in the three major centres so that they are accessible to as many residents as possible living in the surrounding district. This also enables economies of scale where the use of land and resources is such that use of the facilities is maximised. Public libraries, community centres and halls, cultural facilities, health services, recreation facilities and sporting grounds are sited within towns and villages that also serve the surrounding rural population. The scale and standard of those facilities is based on settlement hierarchy and the location of new facilities will be identified in structure plans for the major centres.

Crown Land

Site-specific and generic Plans of Management are prepared for Crown land that is under the care, control and management of Council in accordance with provisions of the Local Government Act. These plans stipulate activities that may be carried out on that land. There are opportunities to utilise lease income received by Council for uses such as caravan parks on Crown land to build, maintain and service the debt associated with public facilities on Crown land in the same locality. Similarly, funds raised through offsets by arrangement through property vegetation plans and biobanking may be used to manage the environmental amenity of Crown land.

9.2.2 Directions

- optimise the use of existing services and infrastructure and promote the efficient provision of any services and infrastructure
- apportion the costs of infrastructure and services in a balanced and equitable way to existing and incoming residents
- minimise risk and mitigate threat associated with natural hazards and possible consequences of climate change

9.2.3 Response

- provide roads in rural areas to a standard that is compatible with the nature and intensity of development and the character of the area, to reduce financial liability of costs apportioned to Council and to manage land owners expectations
- new infrastructure and services are to be provided to suit the pattern of rural settlement
- design infrastructure to address the needs of an ageing population, specifically to maximise accessibility, to be adaptable to changing needs and to be affordable to the community
- new infrastructure is to be designed and existing infrastructure upgraded to accommodate natural hazards and the impacts of climate change

9.2.4 Actions

Action I7: stipulate in a development control plan for rural development that reticulated water or sewer services will not be provided to rural or rural

residential properties, including by way of incidental connections to water mains that traverse rural properties. Connections to water and/or sewer may be allowed for special purposes or tourism uses on merit

Action I8: Implement water sensitive design through a revised development control plan for rural residential subdivision, rural dwellings and other land uses

Action I9: carry out risk assessment of all existing infrastructure in rural areas to determine exposure to hazards associated with climate change

Action I10: apply a development contributions levy to any rezoning of rural or rural residential land to a more intensive use, such as urban residential, to contribute to the provision of physical and social services

Action I11: to reduce financial liability to Council associated with the provision of rural roads, revise works priorities and amend the rural roads development contributions plan to require that the costs of road infrastructure required by rural residential subdivision are fully met by the developer or landholder, for example, by way of developer agreements. Road improvements, including widening and tar sealing, within rural residential compartments may only be carried out where there are environmental and/or residential amenity benefits

Action I12: apply a special uses or infrastructure zone to sites accommodating or identified to be used for key public infrastructure items, such as waste management facilities, water reservoirs and facilities associated with water supply (including the sites identified for a new water storage facility), sewerage treatment plants, community facilities, schools, university research centres and the like

Action I13: incorporate buffers to infrastructure items in the new LEP, to prevent

noise, odour and visual nuisance, having regard to available technology. Apply buffers to offensive industries, such as quarries, abattoirs, sewerage treatment plants, waste collection centres and the like

Action I14: Include waste provisions in a development control plan to reduce waste emanating from rural, rural residential, tourism and agricultural land uses

Action I15: ascertain the short, medium and long term plans of the Roads and Traffic Authority with respect to arterial road upgrades, bypass routes and bridge duplication or renewal. Apply a special uses zone to land identified as being required for arterial road network upgrades

Action I16: ascertain the short, medium and long term plans of key service providers, such as Country Energy and Telstra, with respect to the roll-out of infrastructure across rural areas and future urban areas

Action I17: continue the use of roadside clearing and grassed verges to prevent scouring during rainfall events, dust during dry periods, to act as a bushfire break and to minimise roadkill of native fauna through improved motorist visibility

Action I18: assemble Council-owned and Crown rural land to enable the extension of employment lands to fund the acquisition of sites for public facilities in urban areas and villages

Action I19: prepare a development contributions plan to require dedication of land adjoining arterial and major roads and to provide financial assistance for acquisition and construction of extra road widths

Action I20: liaise with energy companies to bring about the increased usage and supply of renewable energy resources

9.3 Access

9.3.1 Introduction

The existing hierarchy of roads in Eurobodalla Shire reflects a pattern common to many places along the NSW coast. It provides social, economic, recreation, scenic and environmental benefits as well as being an important element of Eurobodalla's character. The hierarchy comprises:

the highway and arterial roads – the Princes Highway is located inland and parallel to the coast. Its main function is to provide motor vehicle connections within Eurobodalla Shire, and to cities and other states. Eurobodalla also has an east-west connection to the ACT and western regions of NSW being the Kings Highway, and an arterial road system travelling parallel to the coastline in the northern district. A bypass is under construction to link Surf Beach with the Princes Highway just south of the Batemans Bay town centre,

town main streets - Batemans Bay, Moruya and Narooma are all situated on waterways and have bridges on entry from the North. The highway travels through the town along each town's main street. This provides direct connection to parts of the town and provides commercial trade opportunities from passing traffic.

village settlement entry roads - each village has an entry road that connects the settlement to the highway. In villages this road is in a looped configuration and has two highway junctions. It also travels through the settlement along the main street. The character of the road from the highway to the settlement is usually highly scenic and on entering the settlement provides access and views to the ocean as well as a direct route to the commercial centre.

hamlet settlement entry roads - these roads are generally one way in and one way out, making hamlets remote and destination-specific. The character of these roads is highly scenic. In some locations, the road may also be partially made or unmade. In some cases, alternate routes exist as unsealed roads to cater for emergency access and during entry road closures.

main streets - all settlements have a primary or main street. In larger settlements the street is contained by buildings and designed to accommodate large numbers of people. In the smaller settlements the main street may be defined by only one or two shops and is the primary access to beaches and the ocean. Main streets function as the social and commercial space of a settlement.

In addition to the above roads each settlement is served by collector roads and distributor roads. The layout of these minor roads contribute significantly to settlement character. For instance, the grid pattern, adjusted for topography, typifies Moruya as a country town and makes the town easy to navigate. It is important that new subdivisions are designed to continue the existing character of Eurobodalla's settlements.

9.3.2 Directions

- ensure main streets continue to develop as vibrant and busy primary centres within the Shire, able to accommodate the full range of transport modes and provide a high level of pedestrian, retail and commercial amenity
- ensure that the existing pattern and hierarchy of streets and roads throughout the Shire is recognised as a key contributing factor to the character of settlements



9.3.3 Response

- maintain and improve the efficient functioning of the road network by reinforcing the current access hierarchy and through planned upgrades
- recognise the importance of the scenic qualities of roads and streets in planning for and designing road upgrades
- preserve pedestrian and bicycle access to desirable environments, such as coastal and estuarine foreshores, and commercial areas
- new subdivision design is to retain settlement character by maintaining and extending the existing road layout of a settlement
- avoid ribbon development along arterial roads and settlement entry roads by locating major traffic-generating developments and public facilities within existing settlements

- the role of the main street as the commercial and social core of a settlement is reinforced and enhanced

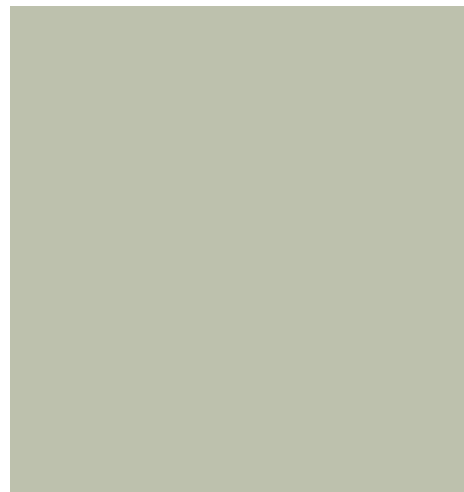
9.3.4 Actions

Action I21: through structure plans identify roads that may be potentially enhanced as boulevards to improve safety, amenity and access to and along the coastal foreshore

Action I22: amend the Residential Design Code - Subdivision Guidelines to clarify and strengthen design principles for new subdivision layouts to reflect the existing character of settlements



Financial Strategy



10 Financial Strategy

10.1 Sources of funds

There are several avenues to source funds to implement the actions identified in the Eurobodalla Settlement Strategy. These same sources may also be used to fund public services and facilities identified in structure plans for the major towns.

Anticipating the growth in property owners capable of claiming a pension rebate on rates, water and sewerage charges will rise and potentially reduce the 'purchasing power' of the rate revenue, it is expected new public services - particularly in the area of community and environmental services - will be funded by government grants, development contributions and supplemented by rate revenues. It is expected the rise in pension rebates will erode the value of rating of new properties, estimated at 300 per year.

Sources of funds include, but are not limited to, the following:

Council general funds

General funds are allocated in the annual review of the Management

Plan. This strategy may cause submissions to be made to the future reviews where consistent with the broad or specific objectives of the Management Plan.

State and federal programs

Submissions will be made to the NSW and Commonwealth Government where programs for funding are made available for which specific actions of the settlement strategy would qualify, for example, the state Planning Reform Program and the federal Natural Heritage Trust.

Public land assembly

Council-owned land may be assembled to facilitate development or to generate revenue through land sales for the provision of infrastructure. Commercial lease or licensing arrangements for the private use of public land, including Crown land vested in Council's care and control, may generate funds. Partnerships with the private sector may be arranged to facilitate development. Returns on development may then be used to seed other commercial acquisitions or developments, or to acquire land or facilities in strategic locations appropriate to demographic needs.

Debt

Raising debt against the income of Council may be used to fund services, studies and other actions. Servicing of some of that debt may be recouped through the leasing of crown land vested in Council's care and control, such as caravan parks, through public land assembly and sale, though development contributions for capital works and development servicing plans for water, sewer and wastewater infrastructure.

Development contributions and Planning Agreements

Recent changes to section 94 of the Environmental, Planning and Assessment Act have expanded the ways in which Council can levy new development to contribute towards the cost of providing public facilities that caters to demands created by that development. Council can now negotiate planning agreements as one-off financing mechanisms for specific infrastructure items as well as preparing contributions plans to levy standard rates for particular developments.

Development contribution plans will draw on facilities or projects adopted in current plans of management, cultural plan and estuary management plans for example, identifying nett present value (NPV) of those facilities and amortising maintenance and renewal of those assets. When those public facilities cannot be provided on site, a contribution in accord with the development contribution plan may be paid to a public authority. Contributions are made towards upgrading or expanding roads, water, sewer, stormwater, waste, buildings and other infrastructure based on the additional demands or loads placed on the infrastructure by new development.

Development incentives

More intensive use of key sites that are identified in structure plans as being capable of accommodating higher densities or heights may be facilitated in exchange for the provision of public facilities, such as car parking, on or near those sites. Incentives such as bonus rights may also be used to secure land through dedication as public open space, road, car parking or environmental protection.

Rezoning levies

Opportunities to levy developers on the rezoning of land for a higher and more intense use, from rural residential to urban for example, will be explored. This mechanism may apply as a standard rate per hectare of land rezoned to provide funds for public services and facilities, and to respond to the environmental and social impacts of population growth.

Stewardship payments

To assist with environmental conservation measures, stewardship payments in the form of offsets, bonus or tradeable development rights, rate rebates or interest-free loans may be made available to land owners to retain, revegetate and restore ecosystems and habitat linkages, and to carry out revegetation of riparian zones, fencing along stream and river banks, and rehabilitation of stock crossings or erosion scour points and the like. Similarly, payments may be available where an action is carried out on public land consistent with a plan of management or an estuary management plan. The use of offsets is subject to agreement by the NSW Government and the establishment of an administration system.

Infrastructure fund

Raised by special general rate variations, infrastructure funds are committed to the renewal and rehabilitation of existing road and bridges, civic buildings and recreation facilities. The value of the fund is increased by rate-pegging set annually by the state government.

Water cycle fund

Dividends derived from any profit on operations of water and sewer in accord

with state government guidelines are dedicated to the management of the river catchments from which water is harvested or into which wastewater or stormwater is discharged.

Environment fund

Following completion of a range of studies and plans to manage habitat and estuaries, environment rates may be used to sponsor volunteer projects, provide seed funding for rehabilitation works on rivers, estuaries and vegetation, or be used as stewardship payments to rural landholders to conserve valuable vegetation, habitat, wetland or estuarine systems. The funding could be provided to support management of those areas in accord with other incentives administered by state government such as voluntary conservation agreements, property vegetation plans, or biodiversity offsets.

Stormwater fund

Raised by a flat charge on developed urban properties, the stormwater charge is used to maintain and renew existing stormwater systems. It will also be used to improve the quality of stormwater discharged into waterways. A mix of hard and soft (or natural) infrastructure may be used. Developed urban properties will be identified by connection to water, waste services or urban properties with buildings constructed as identified by land monitor.

Triple Bottom Line (TBL) Matrix

A TBL matrix that ranks projects according to the environmental, social and financial outcomes may be used to assist the prioritisation of new projects or facilities. The matrix places equal importance on each aspect and is a means to implement the principles of sustainable development.

A TBL matrix may be used along the following lines.

- list key directions, principles or objectives of those strategies and plans, grouped into the areas of environment, social and economic,
- cross-list the set of projects or facilities identified in those strategies and plans,
- rank the anticipated outcome brought about by those projects or facilities against the directions and objectives of each particular strategy or plan,
- calculate the initial capital and recurrent costs of the top projects or facilities in accord with asset management principles,
- estimate the sources of funds to support those top-ranked projects or facilities, and
- place those projects or facilities into the draft Management Plan.

10.2 Conservation Incentive Mechanisms

There are various mechanisms including incentives and market-based instruments that can be adopted to encourage biodiversity conservation on private lands. A description of these, including any advantages or disadvantages pertaining to each, is given below.

Voluntary Management Agreements

There are a number of types of voluntary management agreements available. The timeframe and binding nature of agreements can vary, thus influencing the long-term security of the agreement. Management agreements generally can be entered into over whole or part of a property.

A secure covenant is a legally binding agreement that is registered on the title of the land and binds subsequent owners and governments either for a fixed term or in perpetuity. It also commits the landowner to certain management actions. A covenant provides the greatest legal protection to achieve conservation objectives on private land. Secure covenants are sound long-term investments for achieving sustainable biodiversity conservation on private lands.

The best example of a secure covenant in NSW is the Voluntary Conservation Agreement (VCA) which is administered by the NSW Department of Environment and Conservation (DEC). VCAs are established under the National Parks and Wildlife Act 1974 and are legally binding and perpetual on title, that is, if the property is sold then the agreement stays in place. Ecosystems included in the VCA scheme must meet high conservation value criteria. Landowners receive funds to assist them in fencing and management of the land, as well as technical extension support. Land that is secured under a VCA is exempt from Council rates.

Binding management agreements are contracts between two parties (eg government and a landowner) to manage specified land to either restrict or commit to undertaking certain activities. Property Vegetation Plans, administered by the Southern Rivers Catchment Management Authority (SRCMA) under the new Native Vegetation Act 2003, are one form of binding agreement available under NSW legislation. Funds may be available through the SRCMA to support implementation of these agreements. They are voluntary and legally binding but within a fixed term rather than perpetual. They do not result in the land becoming exempt from Council rates.

Similarly, Water Sharing Plans may be employed to initiate water trading between Council and rural land owners, using treated effluent for irrigation and

to ensure that access to sufficient water for rural land practices is available for all needs.

Council is pursuing opportunities to record land management contracts on title to land, and subsequently shown on planning certificates used during the land conveyancing process, so that these contracts are transferred to new owners of the land. This means that the contractual obligations would relate to the land and would need to be upheld irrespective of who owns the land.

Eurobodalla Council commenced a Biodiversity Incentives Program in 2004 that has provided funding to assist landowners that enter into a conservation management agreement. This has been a positive initiative, though its main weakness is that it has involved non-binding agreements that are not registered on the land title in perpetuity. The problem with non-binding agreements is that they do not ensure long-term protection as landowners can change their minds or sell their land at any time without any ongoing obligation to protect the land.

The value of secure agreements is that they can ensure long term conservation outcomes by prescribing appropriate land uses in perpetuity, as well as being linked to the title of the land thus ensuring long-term protection even if the property is sold, matching land management to land use.

Tradeable Development Rights

Tradeable or transferable development rights (TDRs) allow landowners to transfer the opportunity to develop one parcel of land to a different parcel of land. They can be used to shift development potential, such as dwelling entitlement, from unsuitable land to a more appropriate site on a different parcel of land under the same or different ownership. They can allow for rezoning, development approval or another concession in exchange for conservation of a

given area. The right to develop becomes a tradeable entity.

An issue associated with the concept of TDRs is the question of whether landowners have a “right” to develop their land. In Australia it is considered that there is no right to develop land, only the right to lodge a development application. For this reason TDRs are sometimes referred to as transferable development credits. To date there have been limited examples of TDRs in Australia. The potential of TDRs is that they provide a real market incentive for landowners by offering a commercially viable financial benefit as opposed to the relatively small financial incentive provided through most other conservation incentive mechanisms.

As this strategy aims to identify areas suitable for different levels of development and limit development on unsuitable land using SEA, a TDR mechanism could provide real market incentives to support this aim. A system based on trading of hectares of zoning could be established to enable the permissible uses attached to zoning for rural residential land with low development suitability to be transferred to rural land assessed to be of high development suitability.

Council has identified environmental constraints on land currently zoned for rural residential development and assessed the overall development suitability of all rural lands. Council has identified those rural areas that are most suited to rural residential development based on assessment of environmental constraints, low agricultural land capability, and proximity to existing infrastructure and associated developments. The use of TDRs will rely upon the accurate identification of suitable rural properties that can act as recipients of the development rights. *Most importantly, legislative amendments are required to enable TDRs and their uptake will be dependent upon the development and implementation of an administration system by the NSW Government.*

Bonus Development Rights

This mechanism allows a landowner additional development benefits in return for setting aside a part of their property for permanent conservation. It may involve the landowner being allowed to develop a part of their property with the balance of the land being reserved for conservation. Bonuses may include an additional building right on a rural property with only one dwelling entitlement, or higher density development in the developable portion of a property to offset the value of the area to be conserved. Implementation of this mechanism can also include rezoning or conservation of land being secured through a binding covenant registered on title to the land. The intent is to protect overcleared ecosystems, or to re-establish connections to existing or regenerated corridors of significant habitat, waterway or vegetation.

The benefits of bonus development rights for councils are that they can be incorporated into local planning instruments and reflected in development control plans, and they are self-funding and thus do not require a major cost outlay from councils or governments. The attraction of bonus development rights for landowners is that they provide a real market incentive (a commercially viable financial benefit) as opposed to the relatively small financial incentive provided through most other incentive mechanisms. Bonus development rights may also appeal to landowners who are not particularly supportive of conservation initiatives but who are interested in development potential and valuation of their assets.

Bonus development rights should not be applied in a blanket-approach to all parcels of remnant vegetation. The conservation value of remnant vegetation ecosystems on land proposed for bonus development rights should be assessed and bonus development rights only given for protection of significant areas of

ecosystems not afforded statutory protection under either the Native Vegetation Act or the Threatened Species Act.

The problem with the use of bonus development rights is that they would create an inequitable system with some landowners (those with high conservation value land) benefiting but not others. Their use may also cause a pattern of development in some rural areas that is undesirable given access to services and the ability to provide infrastructure.

In an urban context, bonus development rights can be in the form of building heights or floor space over and above what would normally be allowed in return for provision of a public facility such as car parking, open space, road reserve or pathways.

BioBanking

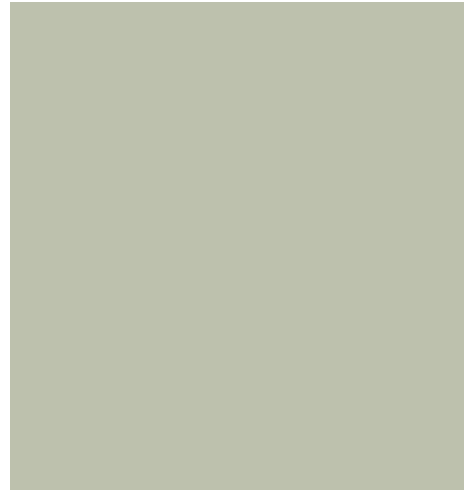
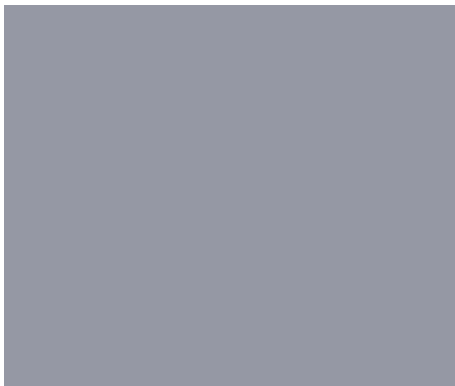
The NSW Department of Environment and Conservation (DEC) is proposing a financial system to assist the protection of biodiversity values where they would otherwise be lost or degraded due to development or through incompatible land management practices. The agency is proposing to:

- identify areas where developers will need to use offsets to maintain or improve biodiversity where it may be lost during development,
- identify where it is not appropriate to use an offset approach,
- apply a standard approach to determine how much offset is required, and
- introduce a banking system to help developers meet offset requirements by encouraging private landholders to carry out conservation management actions.

An offset is simply an action to take place to maintain or restore biodiversity on a separate piece of land to enable development to occur elsewhere. The role of the biobank would be to verify and monitor offset actions to ensure that valid biodiversity credits are being generated. The bank would lead a tender process to identify and assess conservation proposals by private land owners. It is important that the biodiversity value of the offset is equal to or greater than what is being lost due to development.

The scheme would invest in high priority conservation actions that are identified in a Regional Conservation Plan, ensuring that offsets are located where they will most effectively support conservation objectives and within the same region as the development impacts that are being offset. It is envisaged that the offset principle will apply to lands in either public or private ownership, for example, restoration of foreshore public open space as a habitat linkage may be used to offset development on a nearby farm holding. The system relies on the accurate identification of land of high conservation value or that is capable of restoration as a habitat linkage. It also relies upon the preparation of Property Vegetation Plans by land holders in association with the Southern Rivers Catchment Management Authority. Where a PVP is not in place the offset system may be used through tradeable or bonus development rights, discussed above. DEC would initially administer the biobank with private sector land managers, catchment management authorities and local government likely to have a role in the future.

● Monitoring Performance



11.1 Monitoring performance

The success of the new LEP will be measured in part by TASC (Towards Accountable and Sustainable Communities), simulation modelling, by Australian Capital Region State of Environment reporting, Australian Bureau of Statistics data and using satellite imagery.

TASC enables Council to apply international statistical classifications to measure progress towards sustainability. These classifications cover demographics, economics, education, environment, geography, health, labour, social welfare and tourism. TASC is a tool to measure the performance of planning strategies and instruments in terms of improvements in each of the listed classifications. It allows assessment of how plans have contributed to these improvements. In this way TASC builds on the notion of sustainability governance, that is, how an organisation's decisions, plans and actions can be evaluated in terms of impacts on the community.

Eurobodalla Shire Council is also proposing to develop a Sustainability Simulation Model to assess performance in implementing sustainability policy against change in the community's natural, built and human capital stocks. This model will enable impacts on capital due to changes

in resident and visitor populations to be identified and to be recalibrated at each census.

Eurobodalla is part of the Australian Capital Region for the purposes of State of Environment reporting. The region includes the ACT and local government authorities across the south east corner of NSW. A comprehensive report is prepared every four years as well as annual updates. The chapters within this strategy, like the Management Plan and the Eurobodalla Residential Design Code, are arranged according to State of Environment themes to enable ready evaluation using data contained in the report. State of Environment reporting is an effective means to monitor ecological and social change over time and therefore gauge the effectiveness of the new LEP to implement sustainable land use practices.

The Australian Bureau of Statistics has trialled a new methodology in a publication called Land Management: Eurobodalla Shire 2003-2004. This new method is known as land parcel frame and uses the spatial land parcel rather than a business enterprise to present agricultural and natural resource management information. The publication summarises land uses within river catchments in terms of area and addresses issues affecting land management, such as salinity, erosion, soil acidity, water use, weeds and pests, and native vegetation. Financial information about agricultural land uses is also presented.

The land parcel frame is to be used as an ongoing tool to measure changes in land use as well as the effectiveness of rural land management activities and funding arrangements. Council also intends to utilise high resolution satellite imagery to monitor change in settlement footprints and the landscape. This imagery is to be acquired every 5 years to coincide with and assist the review of the new LEP.

Other tools expected to be used to monitor the effectiveness of this strategy and the new LEP include:

- Change detection analysis of land use, vegetation and waterway condition through satellite and aerial imagery,
- Change in population, demographic, occupancy and employment profiles using ABS Census data,
- Change in condition and pressures on the natural, social and built environment through a comprehensive 'State of the Shire Report', merging the statutory reports of State of the Environment, the Social Plan and Condition of Public Works respectively, and
- Change in value of natural, social and built environment 'wealth' measured through International Family of Account Classifications and ABS Expenditure surveys.

The new LEP will be reviewed every five years. Elements of Council strategies and structure plans that inform the LEP will also be monitored and reviewed to update critical data and to assess the performance and currency of strategic directions. It is anticipated that each review will coincide with the release of ABS Census of Population and Housing data.

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SYNOPSIS

Reporting on the Eurobodalla Settlement Strategy – Directions for Eurobodalla Shire 2006-2031. The strategy combines the directions, responses and actions contained in the draft Urban Settlement Strategy and the draft Rural Lands Strategy into a single document. The strategy addresses the topics of natural hazards, the natural environment, settlement patterns, economic development, rural industry, heritage and infrastructure. It is framed within the context of climate change, the sea change phenomenon, ageing of the population, agricultural restructuring and sustainable urban development.

As well as being a report to the Environment, Planning and Administrative Services Committee, this is a Community Directions Report that demonstrates how Council has responded to input from the community, state agencies and peer reviews. The Eurobodalla Settlement Strategy has been adjusted to accommodate the results of consultation and peer review yet remains consistent with the South Coast Regional Strategy (due to be put to State Cabinet for adoption in the near future).

It is recommended that the Eurobodalla Settlement Strategy be endorsed by the Committee and adopted as a policy blueprint for the preparation of the new Shire local environmental plan, structure plans for major towns, subsequent development control plans, settlement place statements and other related activities of Council.

BACKGROUND

The draft Urban Settlement Strategy and the draft Rural Lands Strategy were exhibited for three months between 23 November 2005 and 23 February 2006. The results of community consultation were reported to the Committee on 2 May 2006 which included a summary of all issues raised throughout the consultation process. The Illawarra South Regional Office of the Department of Planning (DoP) co-ordinated input from state agencies. Written comments were received from the following:

- Department of Primary Industries - Fisheries,
- Department of Primary Industry – Agriculture,
- Department of Environment and Conservation,
- Department of Housing, and
- Rural Fire Service.

In addition peer reviews were carried out by Dr Brendan Gleeson (Griffith University) of the draft Urban Settlement Strategy and Mr Ian Sinclair (Edge Land Planning) of the draft Rural Lands Strategy. Both reviews recommended combining these two draft strategies into a single settlement strategy and formatting as a landscape A4 document.

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A councillor workshop was held on Tuesday 28 November 2006 and a public information session was held in the Council Chambers in Moruya on Wednesday 29 November 2006. This latter session combined the forums proposed to be held in major towns and also acted as the concluding meeting of the community reference group that participated in the preparation of the draft Urban Settlement Strategy. An extract of actions from the strategy was distributed to councillors for discussion at the workshop and is provided as an attachment to this report. Copies of the strategy have been distributed to councillors and to members of the Community Reference Group. Copies of the strategy have been placed in all public libraries and are available on Council's website.

ISSUES

Policy

Details of significant amendments to the draft land use strategies are given below, grouped into general changes and by chapter. A brief summary of each section of the strategy is also provided.

General

The draft land use strategies have been combined into a single strategy that is in a similar format to the draft Rural Lands Strategy with directions/responses/actions.

The six 'plans' of the draft Urban Settlement Strategy have been incorporated within the relevant chapter of the draft Rural Lands Strategy. In some cases, new chapters and topics have been created to accommodate the former urban plans. These six plans are the:

1. Settlement boundary and separation plan (now called Urban Settlement Boundaries),
2. Settlement hierarchy and footprint plan (now called Urban Settlement Hierarchies),
3. Centres Plan (now called Commercial Centres),
4. Connection and movement plan or Access plan (now called Access),
5. Scenic Protection Plan (now called Scenic Protection), and
6. Settlement Infrastructure Plan (now called Urban Services).

The settlement snapshots that were contained in the draft Urban Settlement Strategy have been removed. These snapshots gave data relating to population capacity under various density scenarios and planned infrastructure augmentations. It is not considered appropriate to include that level of detail in a broad shire-wide strategic document but rather through structure plans.

The mapping of Proposed Investigation Areas contained in the draft Rural Lands Strategy has now been replaced by mapping of proposed rezonings, as investigations have been completed.

Relevant information contained in the *Snapshot of the Future* that was exhibited with the draft land use strategies has been included in the Eurobodalla Settlement Strategy. This information includes the draft statement of the Aboriginal community, infrastructure hierarchies and key aims of Council for strategic policy development.

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Chapter 1 - Context

A sustainable Nature Coast – the vision for Eurobodalla Shire is described in this introductory chapter, including our commitment to the principles of sustainability and Council's approach to drafting strategies and plans. This section contains the aims and objectives of the strategy and its role within the state planning framework, that is, to inform the new LEP to be prepared within 3 years from March 2006, plus to give direction to structure plans, development control plans and settlement place statements. Consultation tasks that have been carried by Council out are also described.

Chapter 2 - Our Community – key challenges

Demographic trends and their consequences for Eurobodalla Shire are explained in Chapter 2. This includes current age profiles of our population and their expected characteristics in the year 2031, especially the extraordinary proportion of persons in the 55 years plus age group. Population projections to 2031 for the Shire and the northern, central and southern districts are given based on Department of Planning annual growth forecasts. It is expected that the Shire's population will grow from the estimated 2006 figure of 36,743 persons to 51,300 persons in 2031 – an increase of almost 15,000 or 39.6% over 25 years.

The sea change phenomenon and its impacts on service provision and settlement character are also explained. It is noted that the strategy satisfies many of the best practice principles for local government that were put forward by the National Sea Change Taskforce in its second report *Meeting the Sea Change Challenge: Best Practice Models of Local and Regional Planning for Sea Change Communities*. Employment characteristics of Eurobodalla Shire are provided, noting in particular the gradual decline in employment in the primary production sector from 6.3% of the total labour force in 1991 to 4.7% in 2001.

Chapter 3 – Natural Hazards

Climate change, flooding and ocean inundation, bushfire management and acid sulphate soils are addressed in this chapter. It remains largely unchanged from the draft Rural Lands Strategy though revised to apply to urban situations as well as rural. Actions are couched within the context of climate change as natural hazards may often be a consequence of that change. Significantly, mitigating climate change may be seen to justify most aspects of planning sustainably for urban and rural lands, for example, the need to protect biodiversity and productive agricultural land, and ensuring compact urban settlements that reduce the need for fossil fuel use to access services.

Chapter 4 Natural Environment

The Strategic Environmental Assessment method of examining environmental constraints is described, including the many environmental layers held in Council's GIS. How sieve analysis and multi-criteria evaluation are applied to determine absolutely constrained land and the level of suitability of land for development is also explained.

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The Environmental Protection section of this chapter contains directions, responses and actions for protection of water quality, the coastline, endangered ecological communities (EECs), wetlands and littoral rainforests, the yellow-bellied glider and fauna habitat linkages. Significant additions to this section include a description of the Batemans Marine Park and the need to investigate requirements for setbacks for development on land within the park, and the application of biodiversity certification to high conservation value ecosystems other than EECs. These are issues that have arisen since the preparation of the draft Rural Lands Strategy. Actions concerning setbacks for development to waterways and the ocean high water mark have been revised so that they are determined on merit. The effects of the draft policy of the Department of Natural Resources prescribing setbacks of 90m, 40m and 20m depending upon the size and ecological value of a waterway need to be further discussed with local government before being implemented.

Chapter 5 Settlement Patterns

Each of Eurobodalla's urban settlements are defined as towns, villages or hamlets in the Urban Settlement Hierarchy. Issues facing each type of settlement are noted, such as pressures to extend residential or commercial development beyond the defined settlement boundary and the ill effects of excessive bulk and scale of modern development trends on existing residential amenity. The text in this section has been modified from the draft Urban Settlement Strategy to suit the directions/responses/actions format, however, the intent of the original draft strategy is carried over and actions now relate to the preparation of structure plans, place statements and the LEP.

The thrust of the Urban Settlement Boundaries section is to set defined boundaries around urban settlements. These accommodate all existing urban zoned land under the Urban LEP and land zoned Urban Expansion under the Rural LEP. All urban development should be contained within these boundaries to prevent sprawl into the hinterland and consequent impacts on the natural environment and farmland. The *Coastal Design Guidelines for NSW* are to be a reference manual for new subdivisions and buildings in the Shire. As above, this section has been brought into the new strategy without loss of intent or direction.

The Residential Land section builds on the residential density scenarios contained in the draft Urban Settlement Strategy. Acknowledging that as a result of consultations the community expressed preference for the minimal density increase scenario, this is being acted upon through structure plans for Moruya and greater Batemans Bay (Maloneys Beach to Malua Bay). The settlement strategy focuses on the Shire and district level of land supply and dwelling requirements to meet expected population growth until 2031. The surplus or deficit of dwellings under two dwelling occupancy rates, the current rate of 2.33 persons per dwelling and a likely rate of 2 persons per dwelling, are given. A surplus of 174 dwellings is expected at the greater occupancy rate and a deficit of 1,116 dwellings under the lower rate. This is based on the assumption that only one dwelling is built on each vacant lot and does not allow for potential multi-unit development or the redevelopment of existing occupied sites at a higher density. Potential rural and rural residential dwellings are also excluded from this equation but it does allow for 20% of dwellings as holiday homes. Actions relate to some minor rezonings of rural residential land to urban to extend supply and the setting of lot sizes for Urban Expansion zoned land based on the recommendations of the independent panel's review of sensitive urban lands and the need to protect existing settlement character. Also covered are the need to increase densities to provide a range of housing types and styles, and the priority of release of urban land adjoining Batemans Bay, Moruya and Narooma over more remote greenfields areas.

The Rural Residential Land section is mostly the same as that in the draft Rural Lands Strategy. Minimum lot sizes for Rural Small Holdings zoned land are set according to the constraints of the land, suitability for development and scenic rural character. Consistent with the state government position as stated in the draft South Coast Regional Strategy, no further land is to be zoned for rural residential use and labels on maps identifying land for further investigation for that type of development are to be removed. This labelling is not statutory, that is, it is not given effect through the Rural LEP and the land remains zoned as 1(a) Rural (Environmental Constraints and Agricultural) Zone. There is therefore no obligation upon Council to proceed with rezoning this land and nor would Council be liable for any compensation to landowners for retaining the current rural zoning.

Actions of the Rural Villages section include applying a specific zone in the new LEP to the villages of Turlinjah, Nerrigundah and Tilba Tilba to enable infill development of small lots within the boundaries of these settlements. Small historic rural lots adjoining the major towns should also attract a dwelling entitlement.

A merit approach to determining whether rural land possesses a dwelling entitlement is put forward in the Rural Dwellings section as an alternative to the current method based on whether the land constitutes an existing parcel or a holding. This method would have regard to environmental and scenic impacts, proximity to urban centres and effects on agricultural operations but rely on a minimum land area of 40 hectares. It is considered that relaxing restrictions on rural dwellings may extend land supply and offer alternative rural living opportunities. The provisions of State Environmental Planning Policy No 15 Rural Landsharing Communities are to be inserted into the new LEP with an addition to the action to investigate the suitability of permitting community title subdivision of such development.

Affordable Housing is a new section that explains how local government may address the need for low cost housing to meet demographic change and socio-economic categories. Actions relate to the preparation of a housing strategy, principles to include in structure plans and development control plans, and the introduction of financial and market incentives to facilitate appropriate housing in identified localities.

Chapter 6 Economic Development

The Commercial Centres section was previously the Centres Plan in the draft Urban Settlement Strategy. It has been updated to reflect the recommendations of the *Retail Policy and Guidelines – Neighbourhood Centres* that was prepared on behalf of Council by Wakefield Planning. This report carried out the investigations identified in the draft Urban Settlement Strategy as to the suitability of business zoned land at Broulee and Tuross Head. It took the draft strategy further by estimating current floorspace in all centres, including that offered by general stores, and establishing maximum floor areas to be given over to specific types of development within each level in the commercial centres hierarchy. Directions such as to protect the viability of the three major town centres are carried over and reinforced. Actions include altering business zones in some neighbourhood shopping areas, applying the new zones identified in the LEP template and specifying maximum floor areas and building heights through the new LEP. Investigations into the need for more commercial land in Moruya has determined that rezoning land to the immediate east of the town centre is not warranted and would delay the take-up of substantial areas of vacant or underutilised business zoned land that currently exists. Existing vacant land is sufficient to accommodate projected commercial floor area requirements up to 2031.

The Industrial Land section is unchanged from the draft Rural Lands Strategy. Council has resolved to extend the north Moruya industrial estate and the industrial area at Dalmeny to address a critical shortage of industrial land across the Shire.

Tourism directions/responses/actions are largely the same as those in the draft Rural Lands Strategy. The action to create a tourism corridor running between Mogo and Tomakin to capitalise on existing and emerging land uses and the availability of services along this corridor remains. A tourism zone is included in the LEP template and this may be applied to regional tourist attractions that may include recreation facilities and resort style accommodation.

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Chapter 7 Rural Industry

The majority of actions contained in the Agriculture section are in response to the Agricultural Futures Forums held in 2005. It is imperative that productive agricultural land and existing farming operations are protected. The previous action to insert 'right to farm' provisions in the new LEP cannot be enacted due to the need for legislative change. An action is now included to lobby the Department of Primary Industries to have relevant legislation amended. The action to defer to the Native Vegetation Act 2003 with regards to land clearing has been clarified to state that requirements for Council consent to remove native vegetation are not to be included in the new LEP.

Aquaculture remains essentially the same as in the draft Rural Lands Strategy except that the action concerning inserting the provisions of State Environmental Planning Policy No 62 Sustainable Aquaculture in the new LEP now acknowledges the requirements imposed by the proclamation of the Batemans Marine Park.

Resource Extraction is also the same as the Extractive Industry section in the draft Rural Lands Strategy except that the action to prepare a policy for the sustainable management of extractive industries has been embellished so that guidelines include for the monitoring of operations as well as the rehabilitation of defunct sites.

Chapter 8 Heritage

Heritage Conservation has been adjusted to apply to urban as well as rural heritage. This section addresses indigenous, non-indigenous and natural heritage, seeking to bring these differing aspects together so that they are given equal attention. The recent amendments to both the Urban and Rural LEPs to list additional items and to update conservation provisions are noted.

Scenic Protection has been revised in format and actions are now less specific as appropriate for a broad overarching strategy document. The directions of the draft Urban Settlement Strategy are brought forward, that is, to preserve scenic values associated with coastal, bushland and farmland drives, settlement entry roads, urban landscapes and settlement settings. An important action is to protect the existing vegetation along highways, main streets and entry roads and revegetate where necessary according to a street tree theme.

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Chapter 9 Infrastructure

The Infrastructure chapter covers Urban Services, Rural Services and Access; a combination of sections from the previous draft land use strategies. The Urban Services section deals with the methods that Council uses to allocate the costs for particular types of infrastructure located in urban settlements, that is, development servicing plans and development contributions plans. It also includes tables of hierarchies for community facilities, water, sewerage and waste, and roads. Actions relate to revision of development contributions and development servicing plans to allow for expected high population growth and demands generated through ageing and the sea change phenomenon. Investigation of the feasibility of applying a fixed levy and planning agreements is also noted.

Rural Services explains the limited level and source of servicing rural areas. It is noted that social infrastructure (community centres, libraries and the like) will continue to be sited in urban centres to equitably service as much of the community in a cost efficient and sustainable way. A new action is to liaise with energy companies to bring about increased usage and supply of renewable energy resources.

Access is brought forward from the draft Urban Settlement Strategy and discusses the hierarchy of roads not from the point of view of provision and maintenance but in relation to their contribution to settlement character and access to commercial and civic services. They are classified as the highway and arterial roads, main streets and settlement entry roads. Actions relate to ensuring that new subdivision design reflects the existing layout of a settlement and opportunities to create boulevards to improve amenity.

Chapter 10 Financial Strategy

The Financial Strategy outlines the sources of funds available to Council, similar to that stated in the Management Plan, that is, public land assembly, debt, development contributions and planning agreements, and the infrastructure, water cycle, environment and stormwater funds. It also gives details of development incentives, rezoning levies, stewardship payments and the triple bottom line matrix method used to prioritise projects.

A section on conservation incentive mechanisms is also included that provides advantages and disadvantages of voluntary management agreements, tradeable development rights (TDRs), bonus development rights and biobanking. Both TDRs and biobanking are reliant upon legislative amendments to be enacted and the development of an administrative system by the state government before they can be implemented. There are several actions that make mention of offsets throughout the strategy which relate to these four methods of conservation incentive mechanisms.

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Chapter 11 Monitoring Performance

The new LEP will be reviewed every 5 years, as mandated by the NSW Government. It is proposed that the reviews coincide with the release of census data so that it can be assessed and updated against the latest and most current information. Tools to assist the review will be TASC (Towards Accountable and Sustainable Communities), simulation modelling, state of environment reporting and the use of satellite and aerial imagery to detect on-ground change.

CONCLUSION

Substantial background research has been undertaken to review the Rural LEP and, more recently, the Urban LEP. This has culminated in the Eurobodalla Settlement Strategy which is the combination of the draft Urban Settlement Strategy and the draft Rural Lands Strategy having been adjusted to accommodate submissions from state agencies, suggestions made in peer reviews and the results of consultation associated with public exhibition of these documents.

The Eurobodalla Settlement Strategy identifies specific provisions and, broadly, the allocation of new land use zones in the new Shire LEP. It also nominates matters to be addressed in structure plans for the major towns, development control plans and settlement place statements. The strategy also addresses issues that are outside the sphere of traditional land use and environmental planning and is therefore a strategic document to be used by the whole of Council. It will also cause changes to the directions and projects nominated in future versions of Council's Management Plan.

RECOMMENDED

THAT:

1. The Eurobodalla Settlement Strategy, as tabled at the meeting of the Environment, Planning and Administrative Services Committee held on Tuesday 5 December 2006, be endorsed and adopted as a policy blueprint for the preparation of the new Shire local environmental plan, structure plans for major towns, development control plans, settlement place statements, and other related activities of Council.
2. The Eurobodalla Settlement Strategy be forwarded to the Regional Director of the Department of Planning to seek the endorsement of the strategy by the NSW Government.

ALLEN GRIMWOOD
STRATEGIC UNIT LEADER
STRATEGIC PLANNING AND DESIGN

Attach

MINUTES OF THE ENVIRONMENT, PLANNING AND ADMINISTRATIVE
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PM06/145 MOTION Councillor Brown/Councillor McGillivray

THAT:

1. The Eurobodalla Settlement Strategy, as tabled at the meeting of the Environment, Planning and Administrative Services Committee held on Tuesday 5 December 2006, be endorsed and adopted as a policy blueprint for the preparation of the new Shire local environmental plan, structure plans for major towns, development control plans, settlement place statements, and other related activities of Council (including amendments).
2. The Eurobodalla Settlement Strategy be forwarded to the Regional Director of the Department of Planning to seek the endorsement of the strategy by the NSW Government.
3. Action SP31 replace the word "apply" with "investigate".
4. a list of seven minor alterations were submitted and approved as follows:
 - (a) Minor corrections to typing, tabling and mapping errors;
 - (b) Source of Box 1.2 (page 11) amended to be Department of Local Government, A new direction for local government – a position paper, October 2006;
 - (c) Action SP13 Settlement Patterns, Residential Land (page 70) – clarification that high priority urban release areas are those vacant lands within and adjacent to the Batemans Bay, Moruya and Narooma structure plan areas and that low priority release areas are those vacant lands adjacent to isolated villages and hamlets;
 - (d) Proposed rezoning map for the Central District (page 73) to circle Turlinjah and Nerrigundah and to show the settlement of Bodalla;
 - (e) Change to proposed fixed rate levy for section 94 contributions to 0.5% as per recent direction of Minister (pages 114, 116);
 - (f) Inclusion in Table 9.1 Community and Public Facility Hierarchy (page 115) of hierarchy titles in first column, i.e. primary town centre, administrative town centre, local town centre, village main street, hamlet; and
 - (g) Inclusion of additional local settlements in Table 9.2 Water, Sewer and Waste Hierarchy (page 115), i.e. Maloneys Beach, Long Beach and Lilli Pilli.

(The Motion on being put was declared **CARRIED**).

Deputy General Manager congratulated Andrew Parkinson, Allen Grimwood and his team for the efforts in preparing the report.

