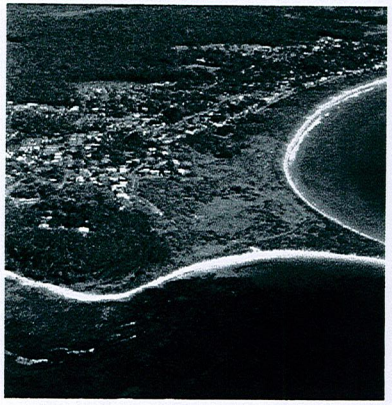
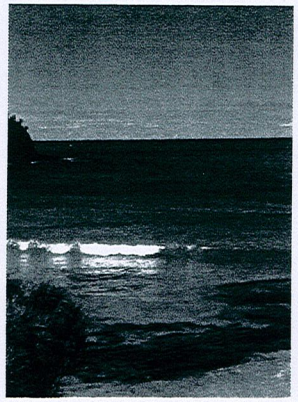
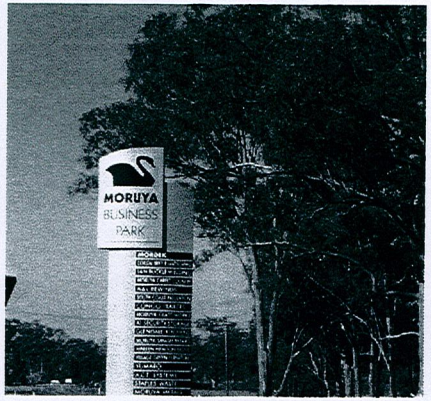
ADOPTED
5 December 2006

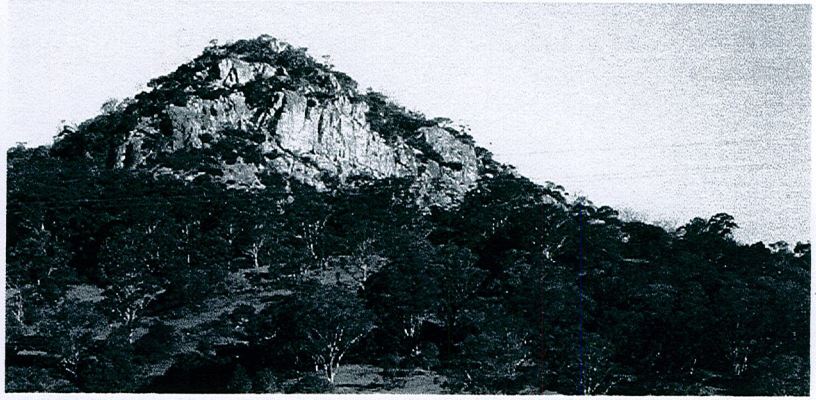
Eurobodalla Settlement Strategy

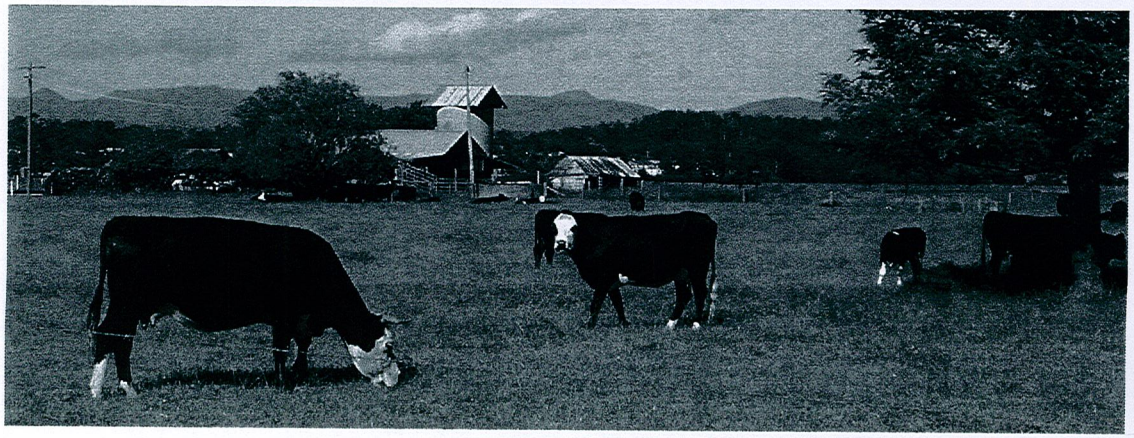
Directions for Eurobodalla Shire 2006-2031





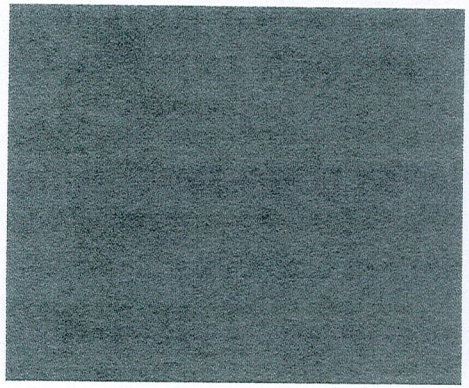


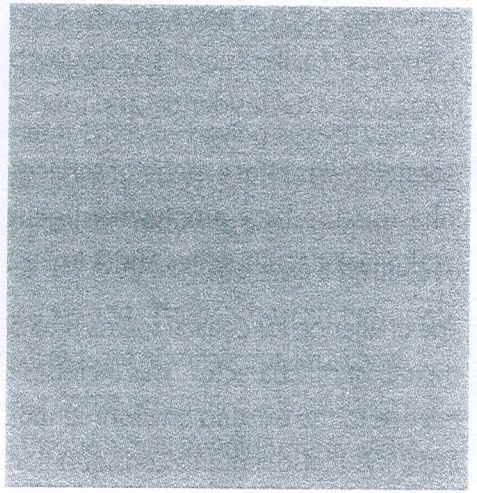




Settlement Patterns

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 abut 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.

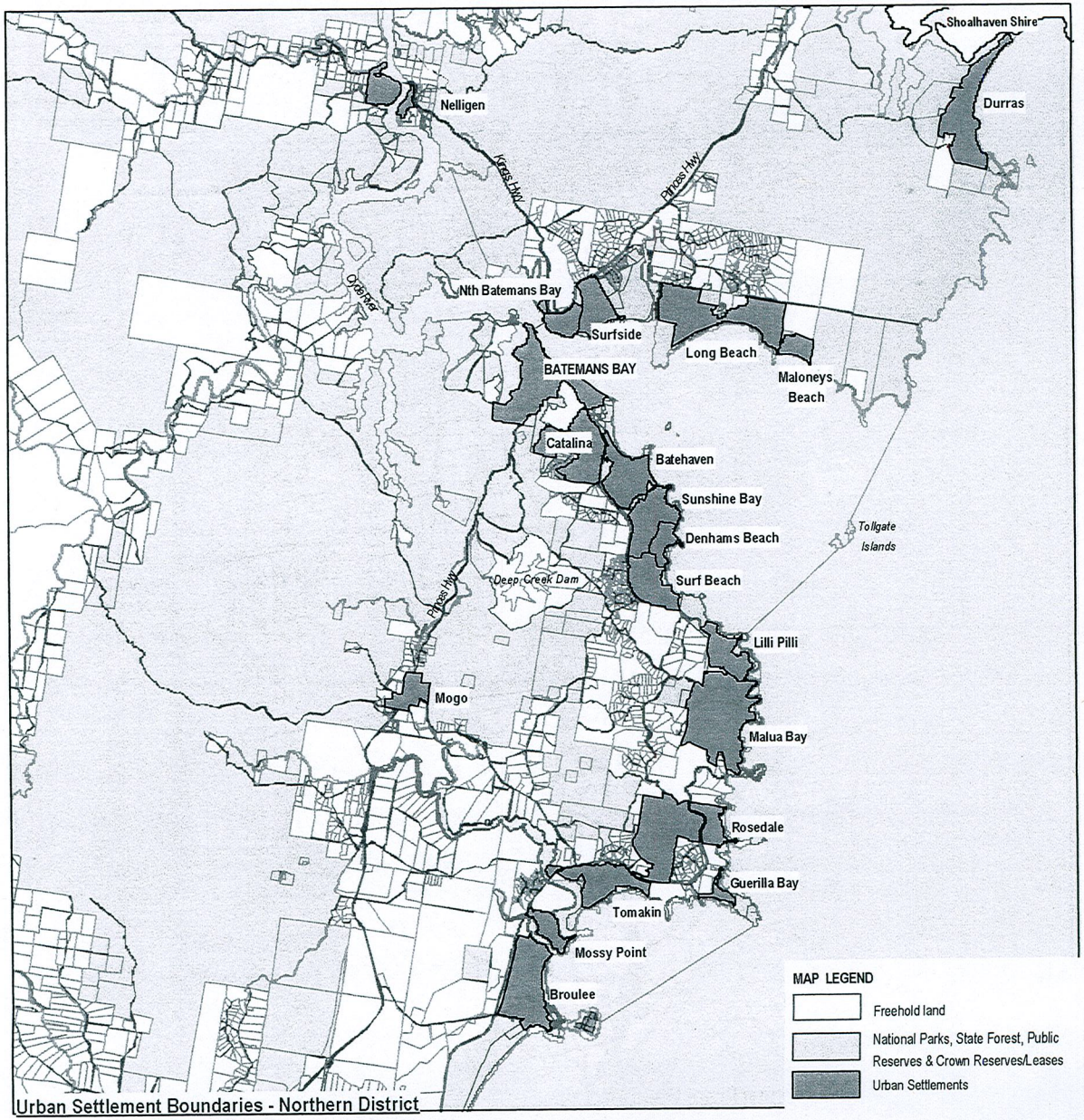
Hamlets are under pressure from larger scale development to accommodate retirees and holiday-makers looking for quieter areas away from the main tourist routes. Key issues facing hamlets include encroachment into the surrounding hinterland by new development, new houses and infill development that are 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.



Urban Settlement Boundaries - Northern District

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 that 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).