

PLANNING PROPOSAL – PP058

Shoalhaven Local Environmental Plan 2014 Housekeeping 2022

Prepared by
City Futures

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1 Introduction

This Planning Proposal (PP) seeks to amend Shoalhaven Local Environmental Plan (SLEP) 2014 to improve the operation and accuracy of the Plan. The amendment responds to a range of instrument and mapping issues that have arisen since the previous housekeeping amendment commenced.

It is requested that Council be given delegation for plan making functions for this PP. The evaluation criteria for delegation is located at **Attachment A**.

1.1 Subject Land

The PP applies to the whole of the City of Shoalhaven (**Figure 1**).

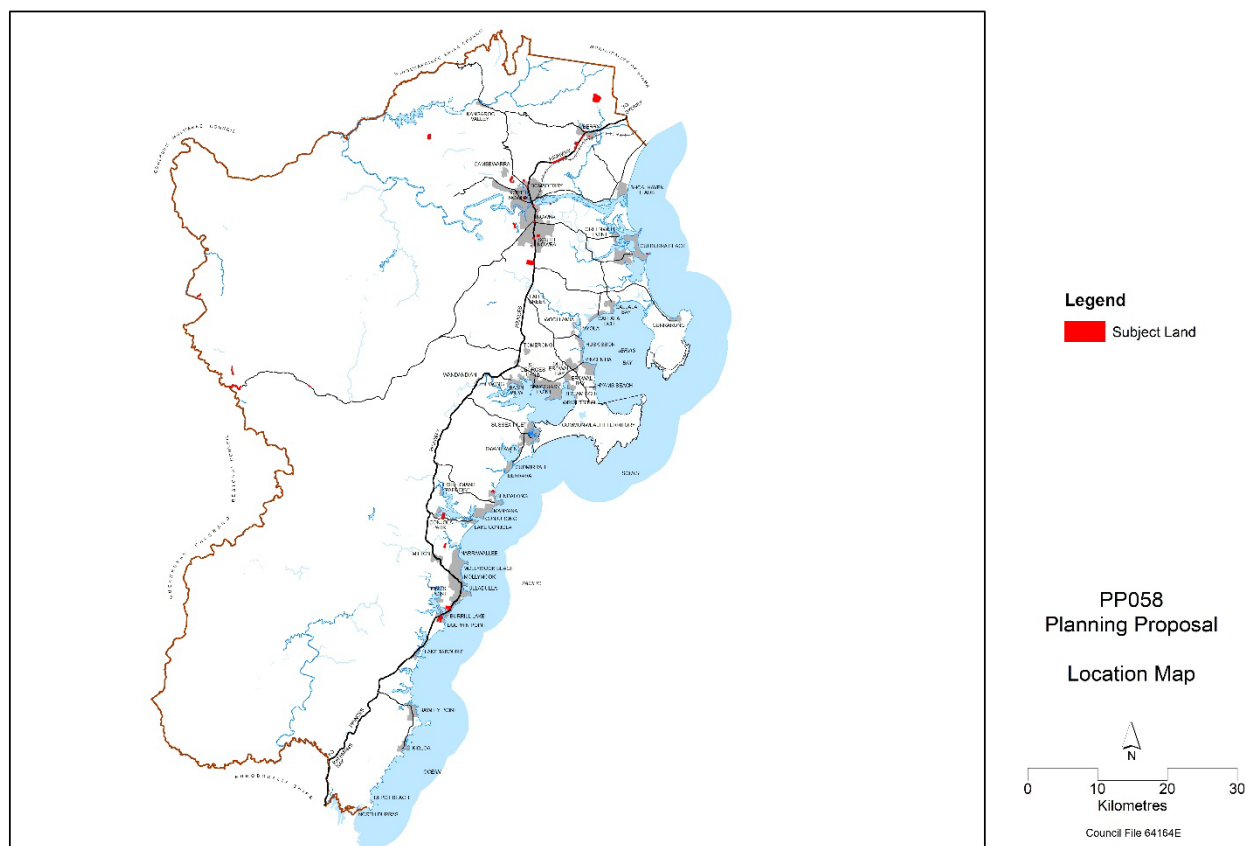


Figure 1: Subject Land

1.2 Background

SLEP 2014 commenced on 22 April 2014. The process essentially consolidated existing planning controls into the one LEP in the NSW Government's Standard Instrument LEP format.

On 3 June 2014, Council's Development Committee resolved to commence the process to make necessary housekeeping amendments to SLEP 2014 and report these for consideration as required. In line with this, reviews to SLEP 2014 are continuously undertaken to ensure accuracy and operation are upheld and improved, and positive outcomes for the community are delivered in line with applicable strategic documents.

On 12 September 2022, Council resolved (MIN22.602) at its Ordinary Meeting to submit this PP to the NSW Department of Planning and Environment for a Gateway determination. Refer to **Attachment B** for a copy of the Council Report and Minutes.

2 Part 1 – Intended Outcome

The intended outcome of this PP is to amend a number of clauses and maps in SLEP 2014 in order to correct identified anomalies or inconsistencies within the LEP and improve the Plan's operation. These anomalies or inconsistencies have arisen since the Plan's commencement in 2014 and have been identified through staff feedback, development assessment processes, the registration of new land titles, landowner requests and as resolved by Council.

A detailed explanation and justification for each proposed amendment is included in Section 3 (Part 2: Explanation of Provisions) of this PP.

3 Part 2 – Explanation of Provisions

To achieve the proposed objectives, the PP proposes to amend SLEP 2014 via a number of instrument and mapping amendments as shown in the following sections.

3.1 Changes to Existing Provisions – Instrument Only

One (1) item has been identified that requires administrative amendments to SLEP 2014. These amendments are explained in **Table 1** with proposed changes identified in red.

Table 1: Instrument Amendments – Administrative Anomalies

Item	Clause	Proposed Amendment
1.	Schedule 2 Exempt Development	<p>Issue and Justification: Schedule 2 of SLEP 2014 contains provisions for different types of exempt development. Provisions for solid fuel heaters (including oil-fired appliances) make reference to Australian Standards that have now been superseded.</p> <p>Proposed Amendment: Ensure the references to the relevant Australian Standards are up to date. The relevant section of Schedule 2 should be amended as follows:</p> <p>Solid fuel heaters (including oil-fired appliances)</p> <p>(1) Must be tested to comply with AS/NZS 4012:49992014 <i>Domestic solid fuel burning appliances—Method for determination of power output and efficiency</i> and AS/NZS 4013:49992014 <i>Domestic solid fuel burning appliances—Method for determination of flue gas emission</i>.</p> <p>(2) Must be installed in accordance with AS/NZS 2918:20042018 <i>Domestic solid fuel burning appliances—Installation</i>.</p> <p>(3) If a boiler or pressure vessel—must be installed in accordance with AS/NZS1200:20002015 <i>Pressure equipment</i>.</p> <p>(4) Flues and chimneys must not terminate in such a position as to constitute—</p>

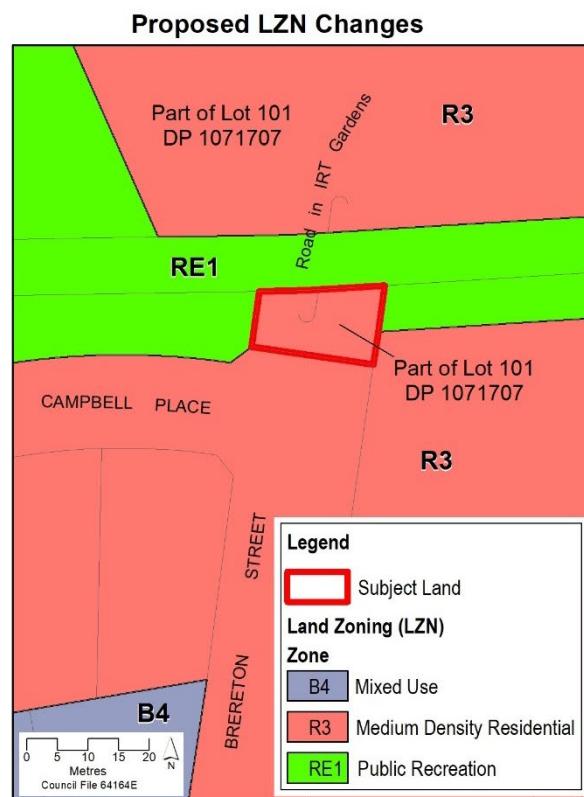
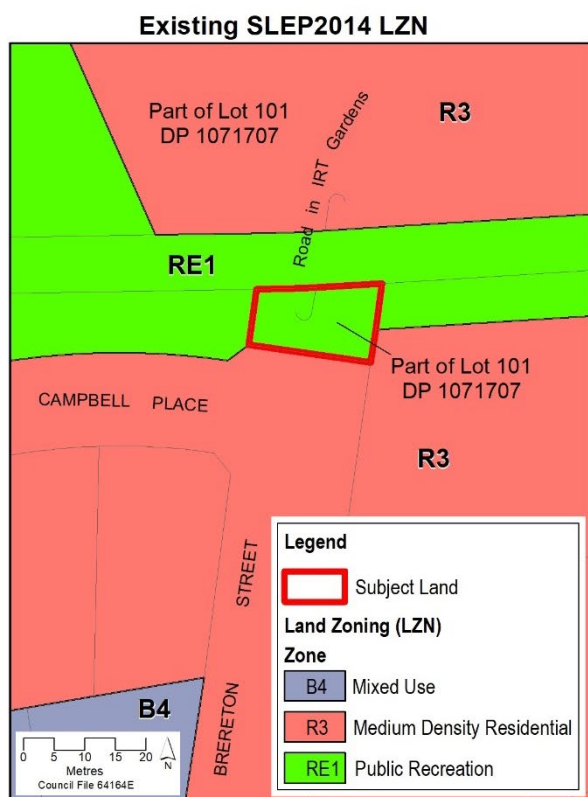
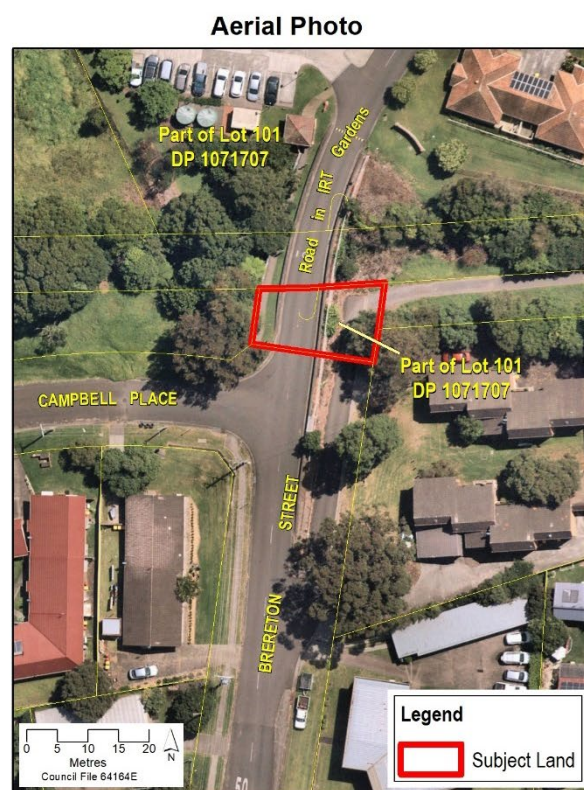
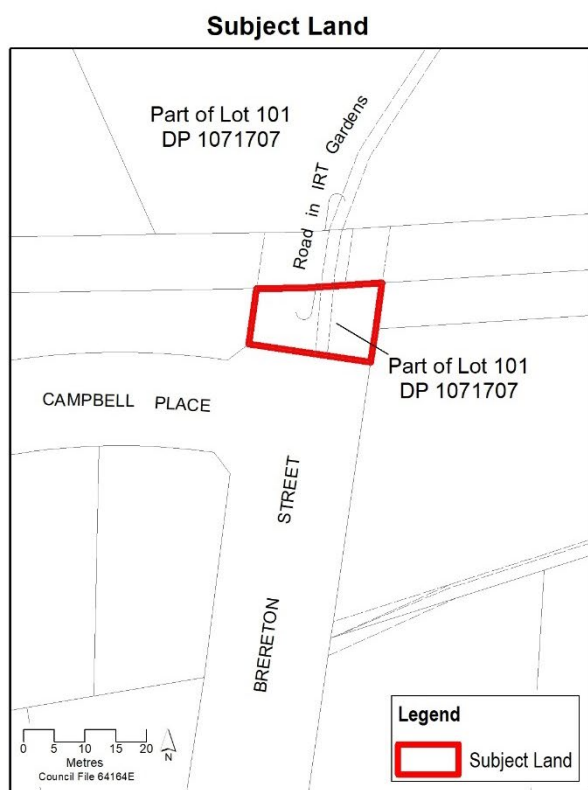
		<ul style="list-style-type: none"> (a) a risk of fire to nearby combustibles, or (b) a risk of penetration of the flue gases through nearby windows or other openings, fresh air inlets, mechanical ventilation inlets or exhausts, or the like. (5) Flue and chimney heights must be at least 1.0m above the height of any structure or topographical feature within a 15m radius of the chimney with a maximum chimney height of 2m above the ridge of the roof on which it is installed.
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3.2 Changes to Existing Provisions – Mapping Only

Thirty (30) items have been identified that require mapping amendments to SLEP 2014. These include amendments to the Land Zoning (LZN), Lot Size (LSZ), Height of Building (HOB), Clauses (CLS), Terrestrial Biodiversity (BIO), Land Reservation Acquisition (LRA), Scenic Protection Area (SCP) and Heritage (HER) maps. These are outlined in **Tables 2-10**.

Table 2: Mapping Amendments – Land Zoning

1. Part of Lot 101 DP 1071707, 4 Brereton St, Nowra



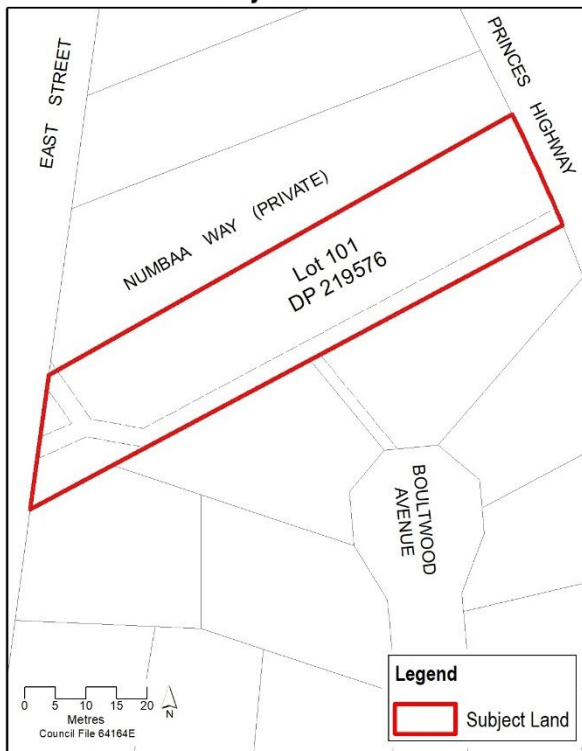
Issue and Justification: The subject lot is privately-owned and the majority of the lot is zoned R3 Medium Density Residential. However, a smaller fragmented portion of the subject lot is zoned RE1

Public Recreation. The RE1 zone is not considered appropriate for privately-owned land that is not intended to be used or acquired for public recreation. The fragmented portion of the lot should be rezoned to be consistent with the rest of the lot.

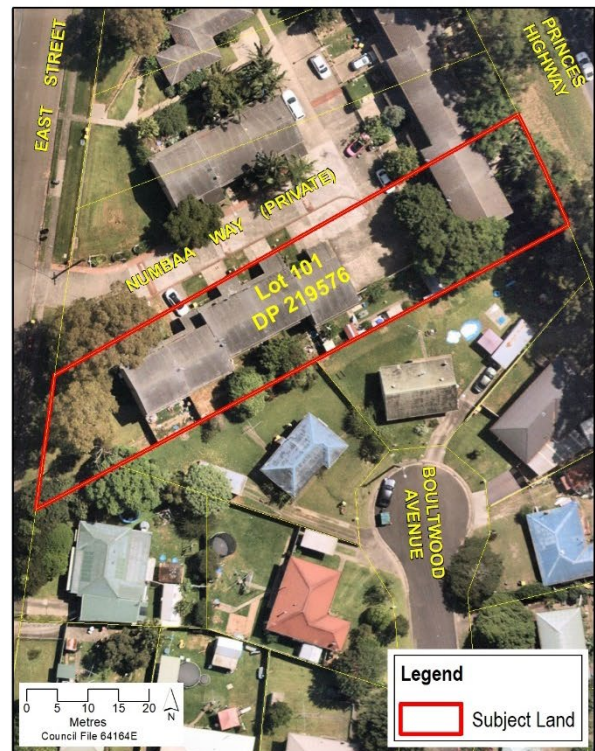
Proposed Amendment: Rezone the smaller portion to R3 Medium Density Residential for consistency with the rest of the lot and zone of adjoining land.

2. Lot 101 DP 219576, East St, Nowra

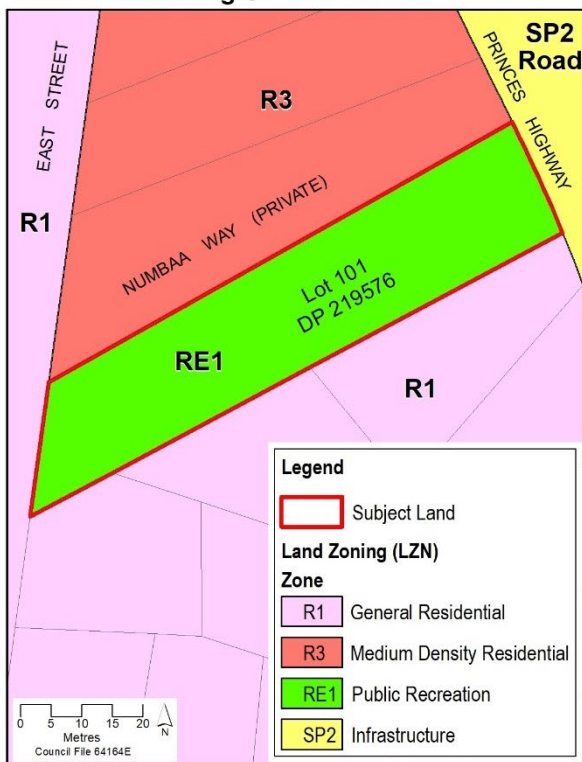
Subject Land



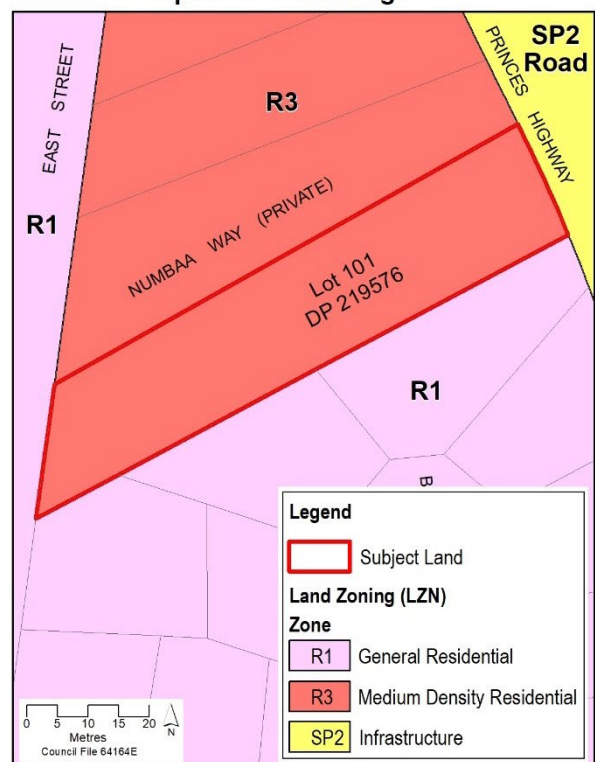
Aerial Photo



Existing SLEP2014 LZN



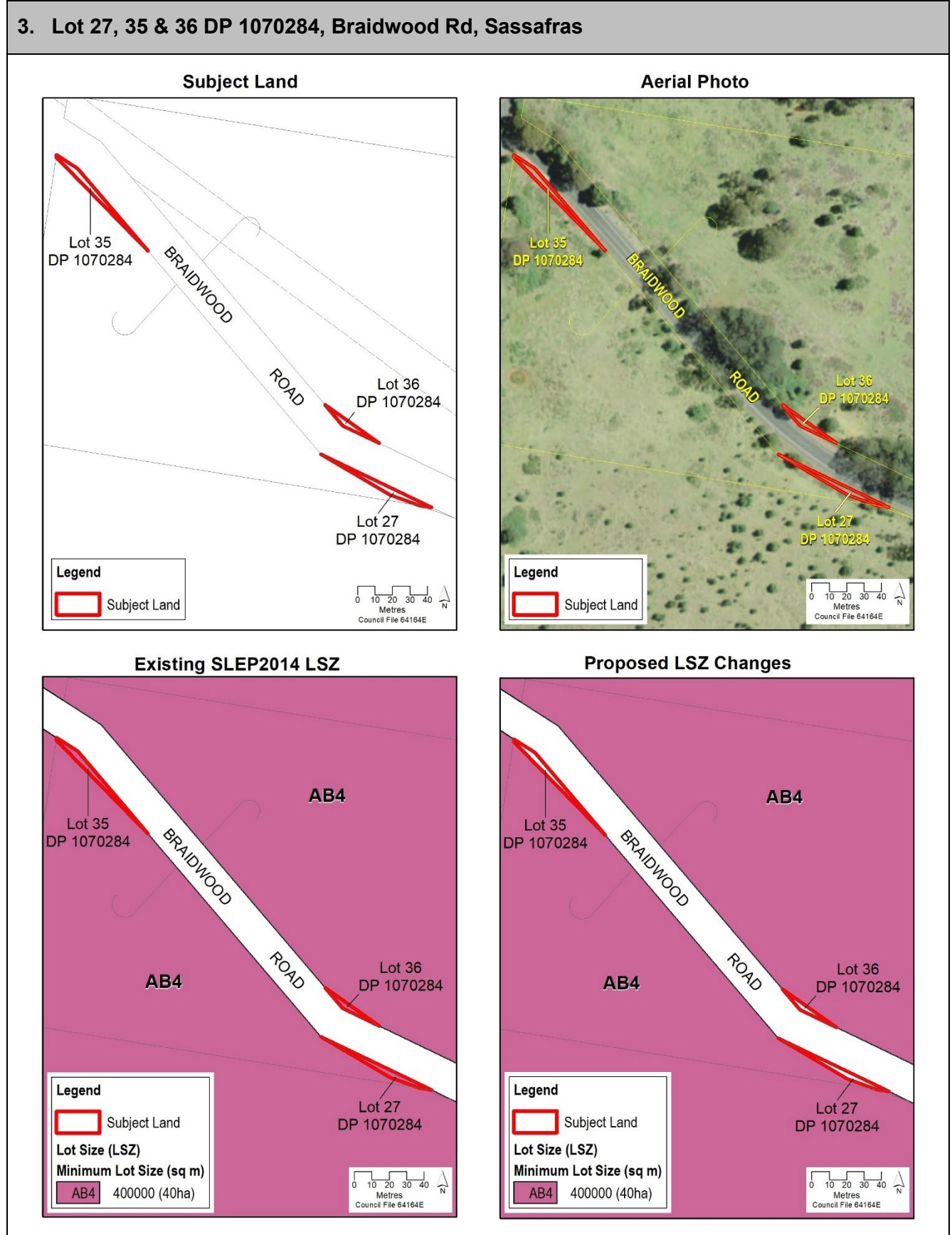
Proposed LZN Changes



Issue and Justification: The subject lot is currently zoned RE1 Public Recreation. This zoning was likely applied as the lot is in the ownership of Council. However, given the current medium density residential use of the land, this zoning is not considered appropriate.

Proposed Amendment: Rezone to R3 Medium Density Residential for consistency with the current use of the land and adjoining associated development.

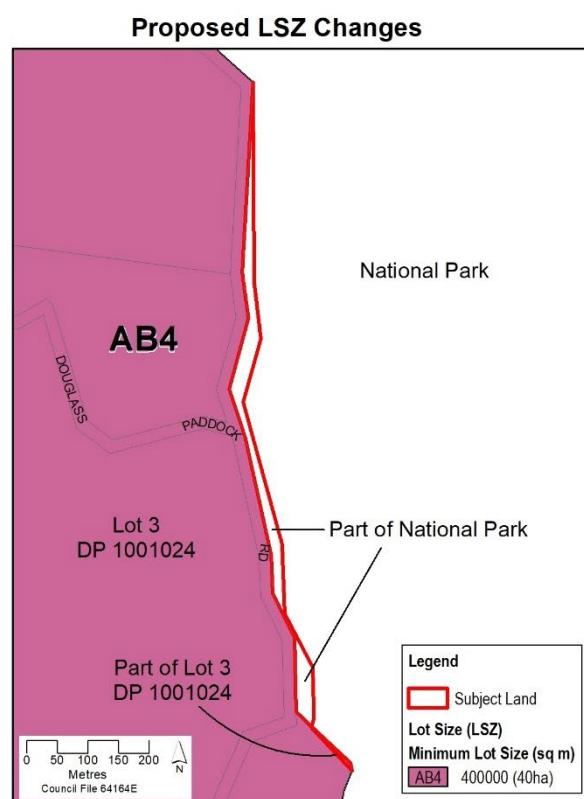
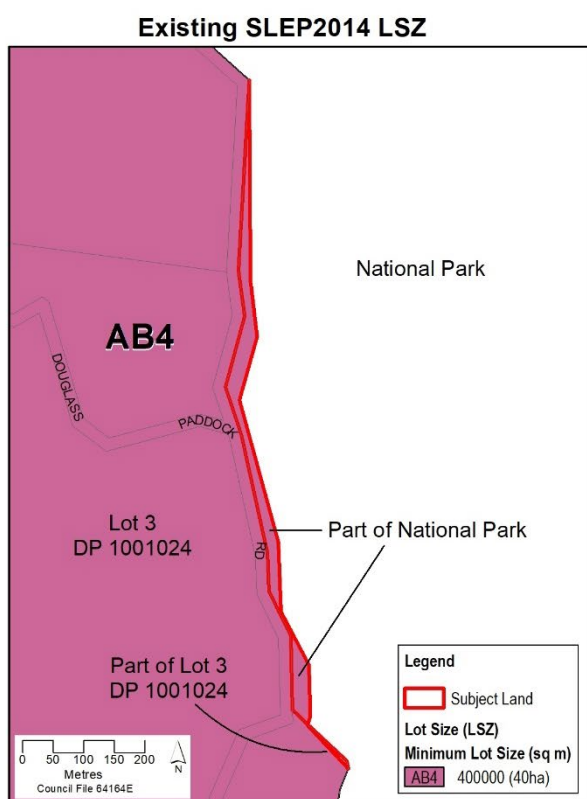
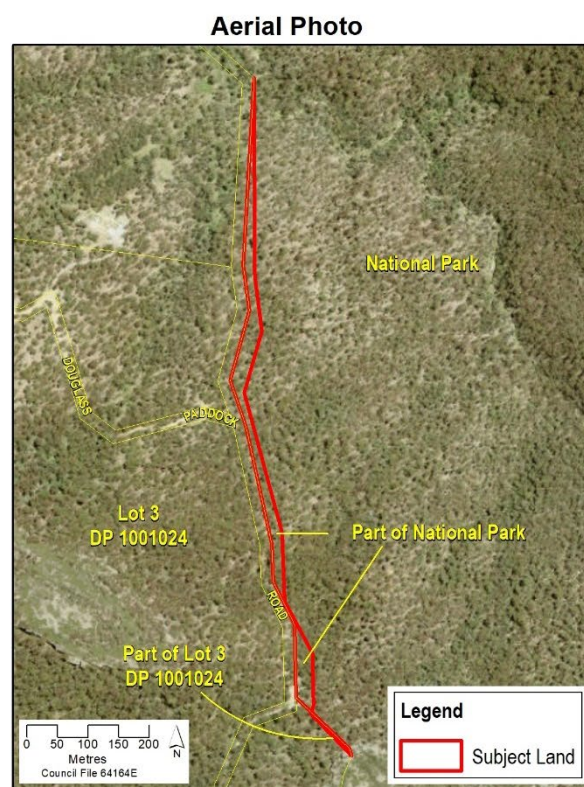
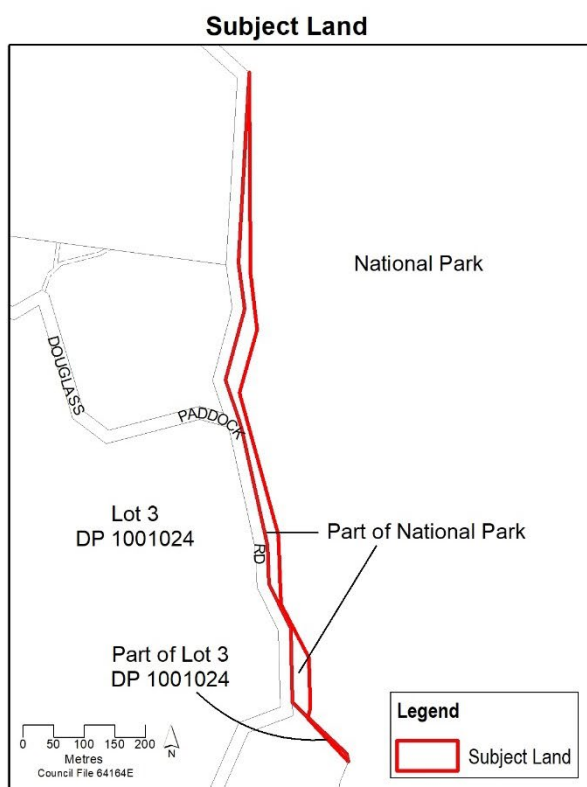
Table 3: Mapping Amendments – Minimum Lot Size



Issue and Justification: These lots have been declared a Controlled Access Road/Public Road and are zoned SP2 Infrastructure (Road) with a minimum lot size (LSZ) of AB4 (40 ha). However, the minimum lot size is not required for this zone/use.

Proposed Amendment: Remove the minimum lot size from each lot.

4. Lot 3 DP 1253398 and Douglass Paddock Rd (UPN 106636), Coolumburra; and part of National Park (UPN 60932)



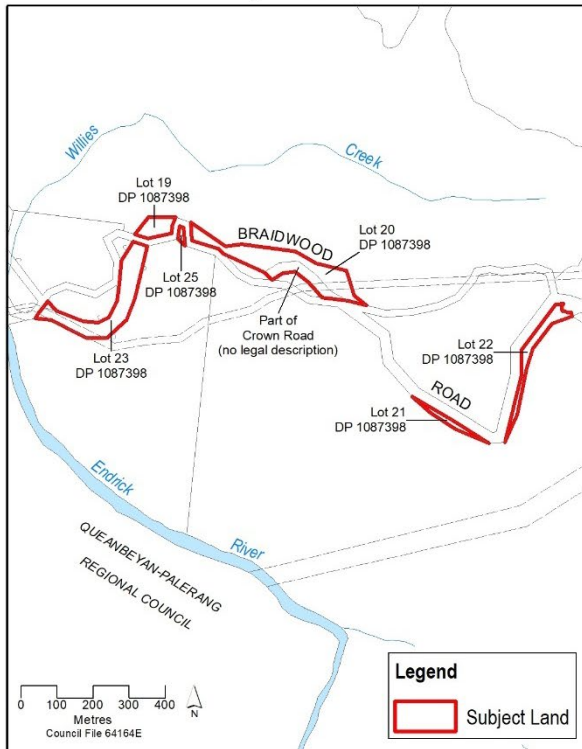
Issue and Justification: This amendment seeks to tidy up the minimum lot size (LSZ) layer where it doesn't align with current lot boundaries. LSZ AB4 (40 ha) should apply to Lot 3 DP 1253395 and

to Douglass Paddock Rd (UPN 106636) as it is appropriate for the zoning and private ownership. LSZ AB4 should not apply to the adjacent National Park (UPN 60932). The minimum lot size layer should be snapped to the relevant lot boundaries as appropriate.

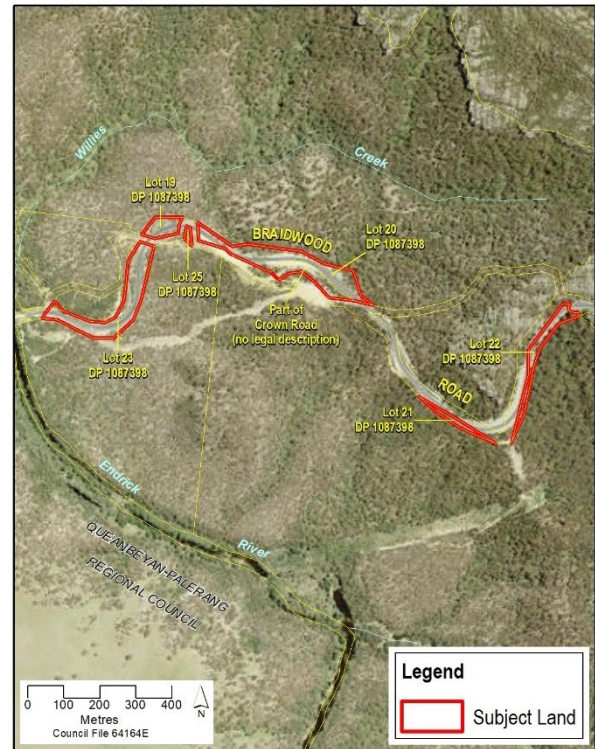
Proposed Amendment: Extend LSZ AB4 to the entirety of Lot 3 DP 1253395 and remove the LSZ AB4 from the National Park (UPN 60932).

5. Lots 21, 22, 23, 25, 35 DP 1087398, Braidwood Rd, Sassafras; Lots 19 & 20 DP 1087398 and part of Crown Road (UPN 104932), Braidwood Rd, Coolumburra

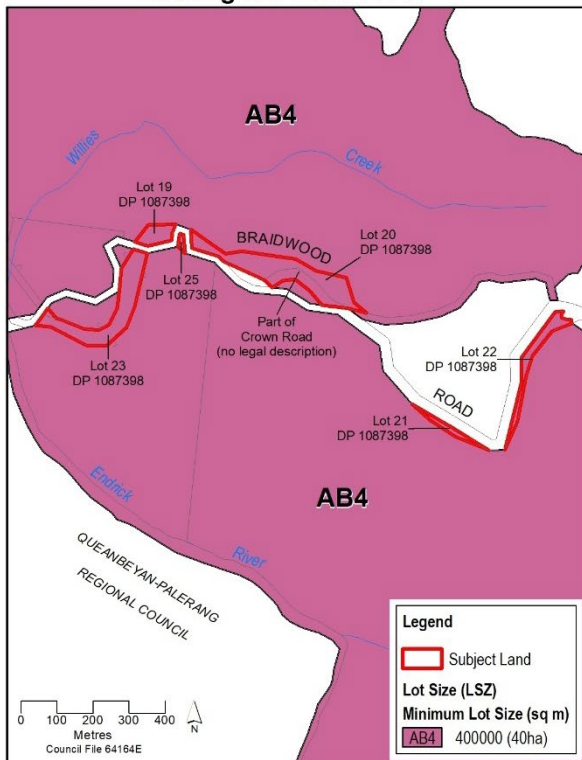
Subject Land



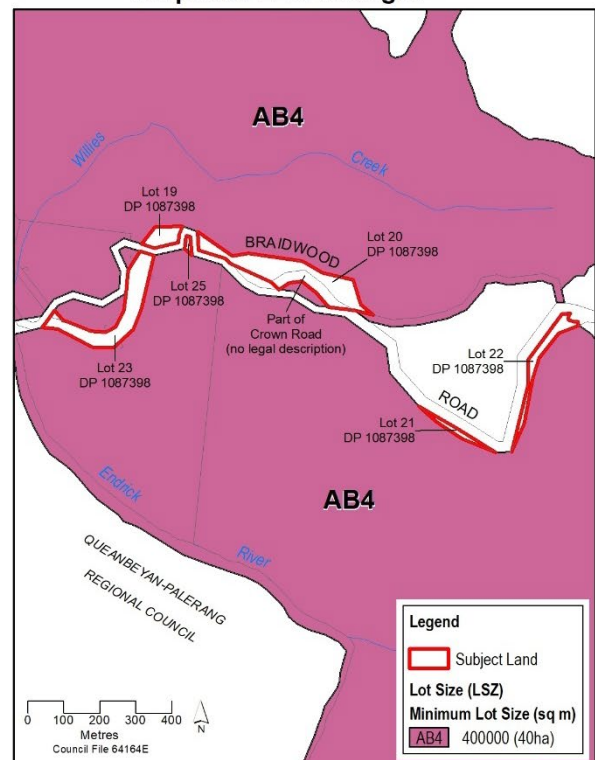
Aerial Photo



Existing SLEP2014 LZN



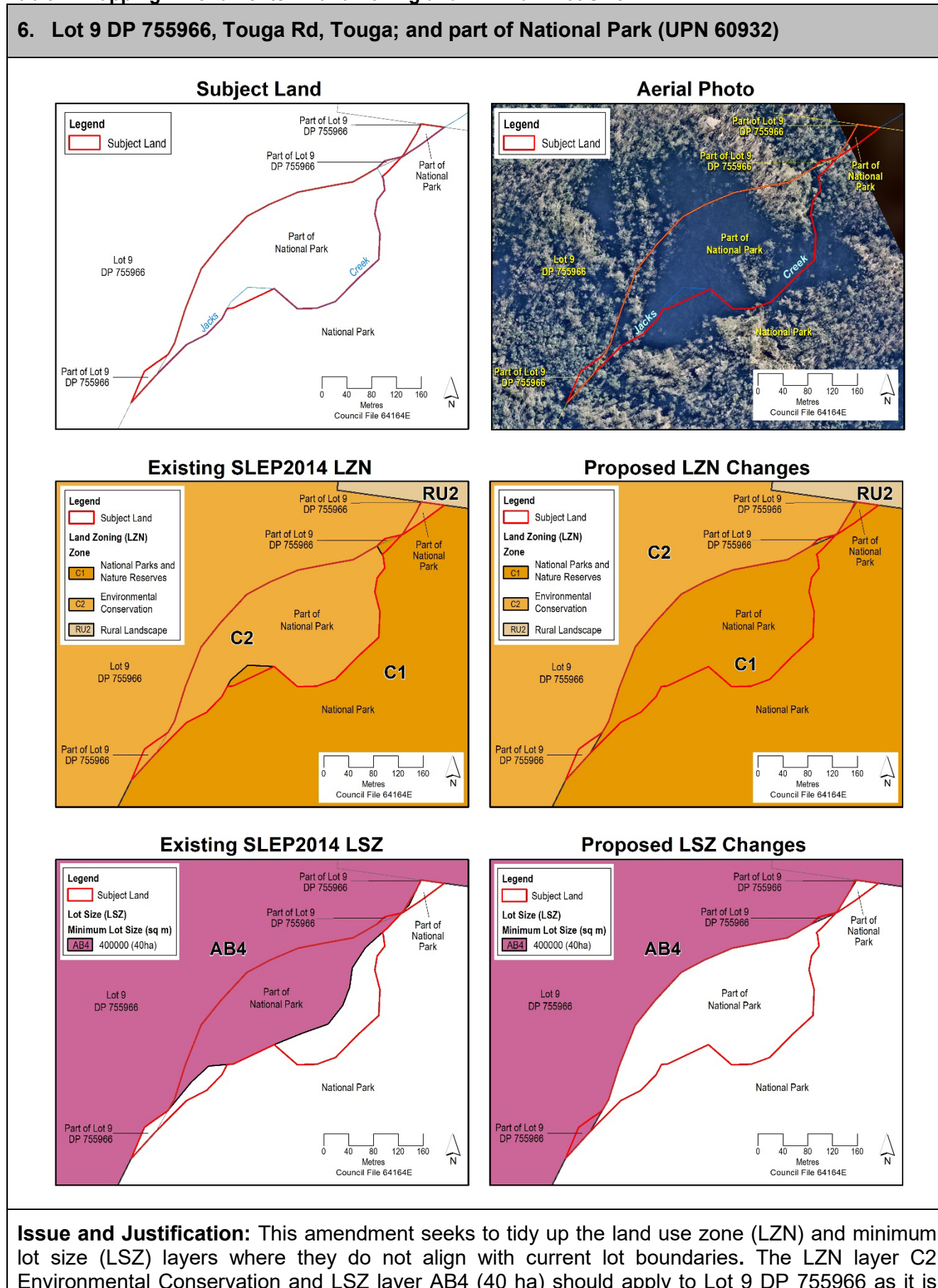
Proposed LZN Changes



Issue and Justification: These lots are zoned SP2 Road and each has been dedicated as public road. These lots currently have a minimum lot size of LSZ AB4 (40 ha). However, the minimum lot size is not required for this zone/use.

Proposed Amendment: Remove the minimum lot size from each lot.

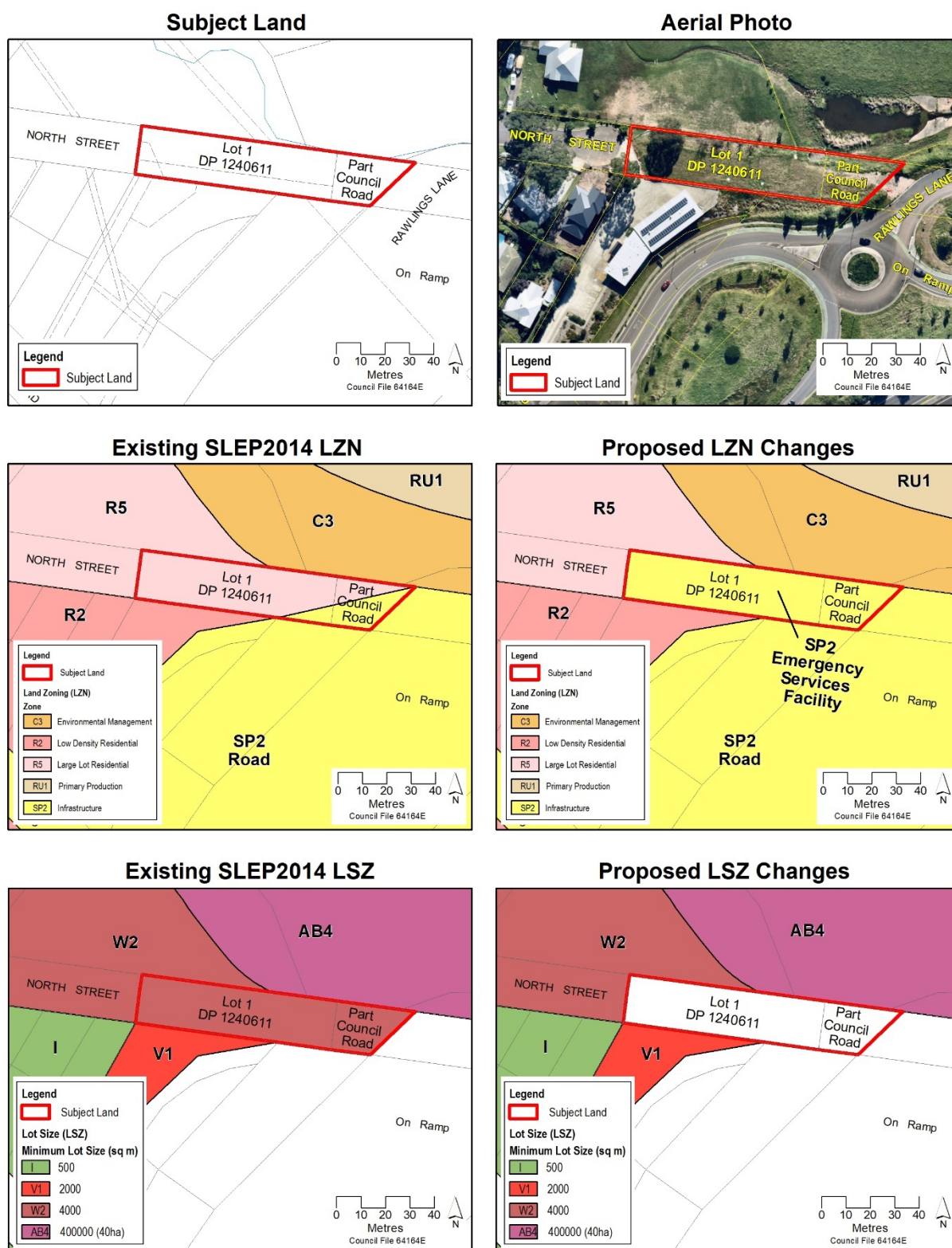
Table 4: Mapping Amendments – Land Zoning and Minimum Lot Size



appropriate for the zoning and private ownership, whereas the adjacent National Park (UPN 60932) should be zoned C1 National Parks and Nature Reserves with no minimum lot size. The LZN and LSZ layers should be snapped to the relevant lot boundaries as appropriate.

Proposed Amendment: Extend LZN C2 and LSZ AB4 to the entirety of Lot 9 DP 755966; apply LZN C1 to the National Park (UPN 60932) and remove LSZ AB4 from this lot.

7. Lot 1 DP 1240611 and Part of Council Road (UPN 121501), North St, Berry



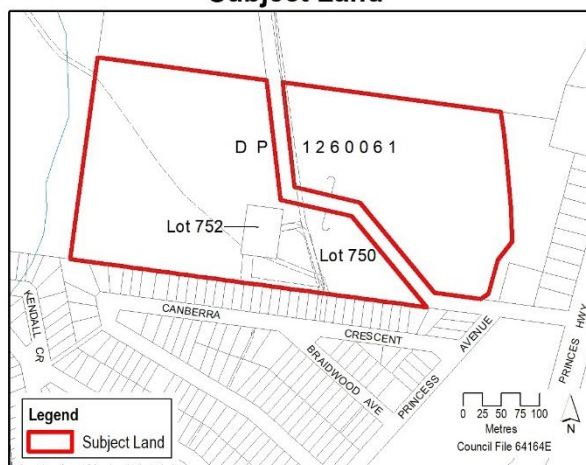
Issue and Justification: Lot 1 DP 1240611 is currently zoned part R5 Large Lot Residential and part SP2 Infrastructure (Road) with a minimum lot size of W2 (4000 m²). Construction of the Rural Fire Brigade Station (Emergency Services Facility) has been approved for the lot and as such a more

appropriate zone is required. Additionally, small portions of the R5 zone and minimum lot size layer W2 extend into the adjacent road reserve (UPN 121501) which should be tidied up.

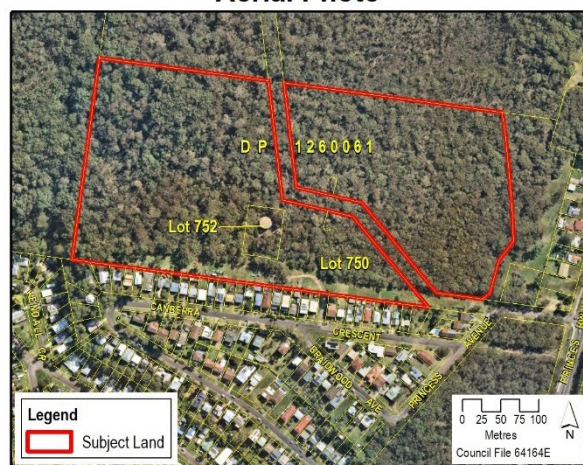
Proposed Amendment: Rezone Lot 1 DP 1240611 to SP2 Infrastructure (Emergency Services Facility) and remove the minimum lot size layer. Rezone the R5 portion of the road reserve (UPN 121501) to SP2 Infrastructure (Road) and remove the minimum lot size layer.

8. Lot 750 & 752 DP 1260061, Canberra Cr, Burrill Lake

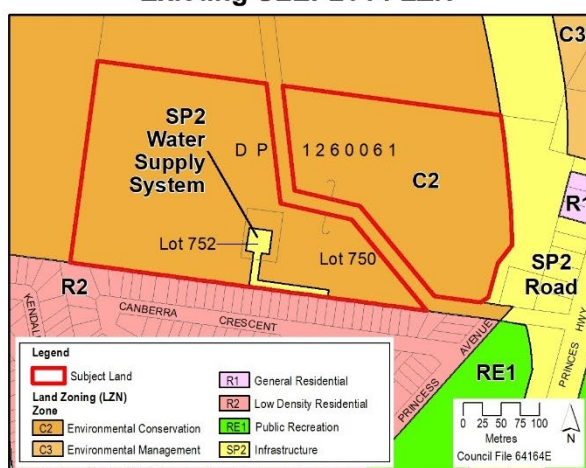
Subject Land



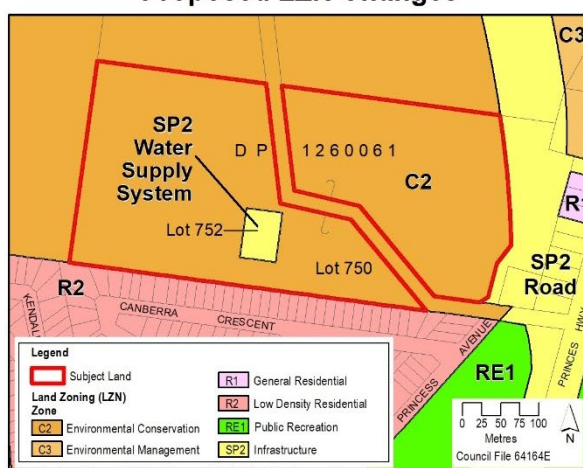
Aerial Photo



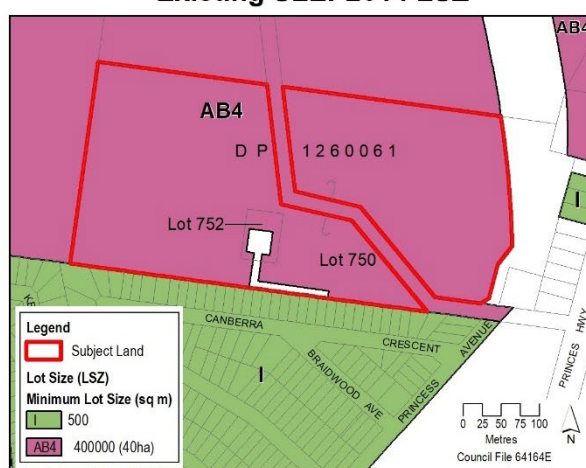
Existing SLEP2014 LZN



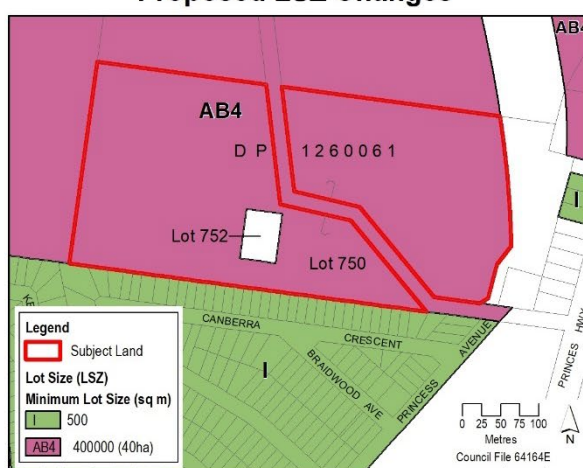
Proposed LZN Changes



Existing SLEP2014 LSZ



Proposed LSZ Changes



Issue and Justification: Lot 752 DP 1260061 contains the Burrill Lake water reservoir. This lot was created through a recent subdivision and Council has resolved (MIN21.665) to acquire the lot. Part of the lot is zoned SP2 Infrastructure (Water Supply System) and part C2 Environmental Conservation with a minimum lot size of AB4 (40 ha).

Part of Lot 750 DP 1260061 is zoned SP2 Infrastructure (Water Supply System). This part of the lot was originally intended to be an access handle for the Burrill Lake water reservoir, however this zoning is no longer required as there are easements to provide access to the water reservoir.

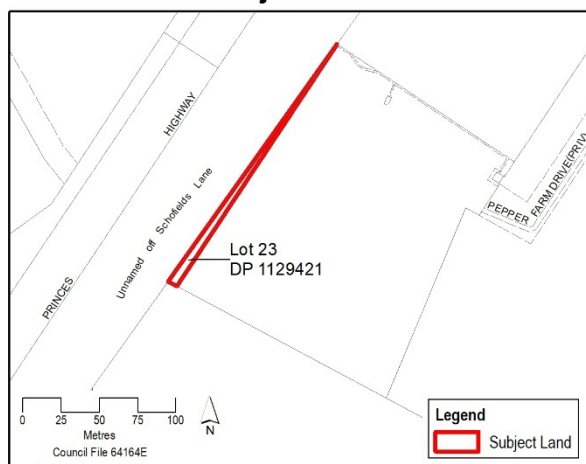
The zoning and minimum lot size layers should be updated to reflect the current uses and boundaries for each lot.

Proposed Amendment: Rezone all of Lot 752 DP 1260061 to SP2 Infrastructure (Water Supply System) to reflect its current use and remove the minimum lot size layer.

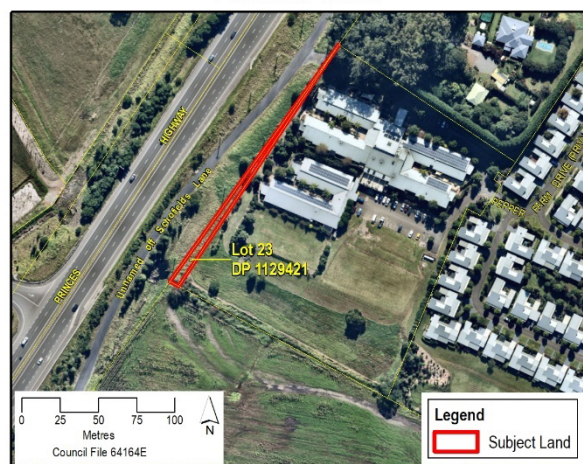
Remove the SP2 Infrastructure (Water Supply System) zoning from Lot 750, rezone this section to C2 Environmental Conservation and apply the minimum lot size AB4 for consistency with the rest of the lot.

9. Lot 23 DP 1129421, Princes Hwy, Berry

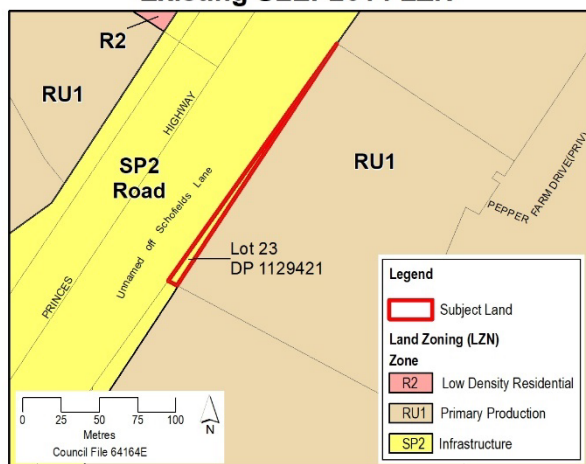
Subject Land



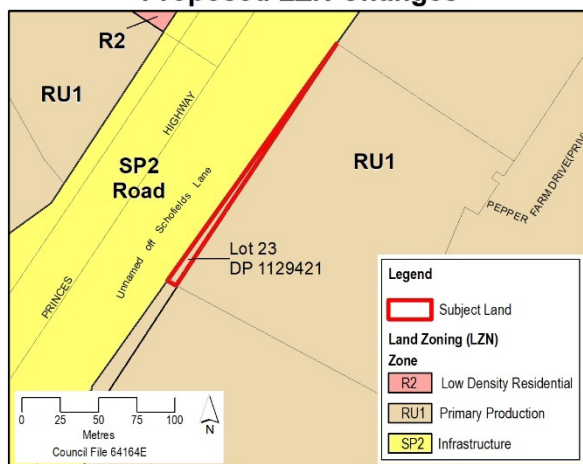
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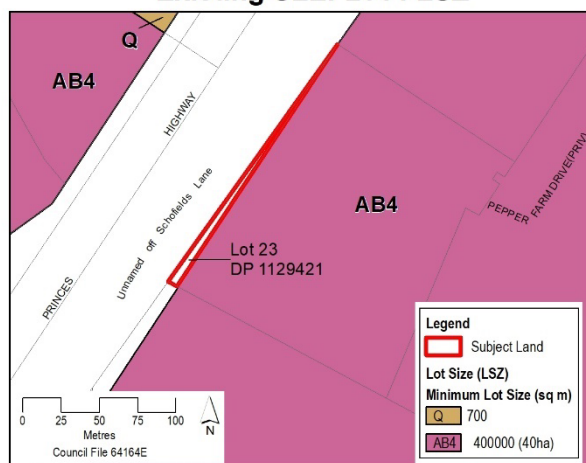
Existing SLEP2014 LZN



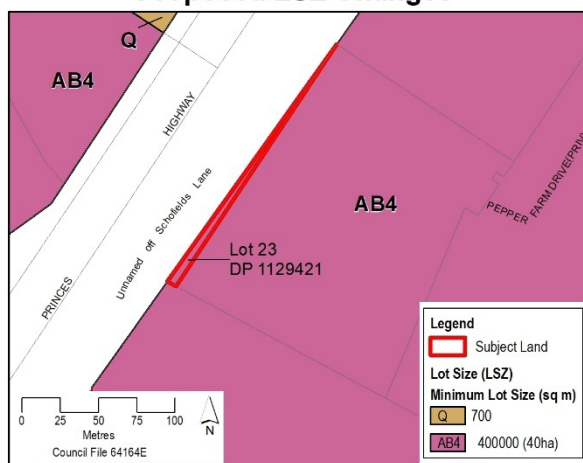
Proposed LZN Changes



Existing SLEP2014 LSZ



Proposed LSZ Changes



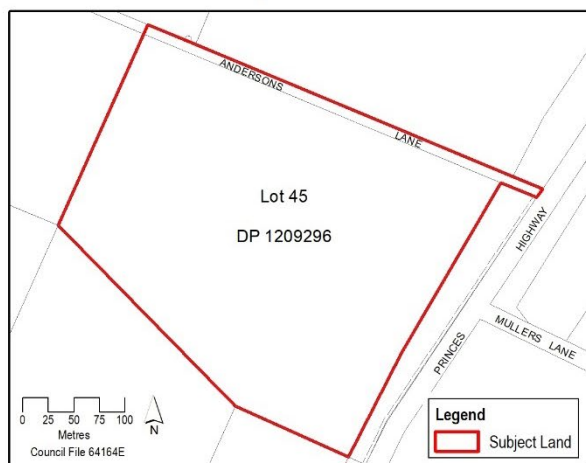
Issue and Justification: This lot is in private ownership and is zoned SP2 Infrastructure (Road), however Transport for NSW (TfNSW) has confirmed this land is not required for road widening or a similar purpose. The zoning should be amended for consistency with the adjoining lot which is also in private ownership. The subject lot is currently not assigned a minimum lot size but this should be

also added for consistency with the proposed RU1 Primary Production zone. *Note: adjoining lot is addressed in Mapping Item 18.*

Proposed Amendment: Rezone Lot 23 DP 1129421 to RU1 Primary Production and apply minimum lot size AB4 (40 ha).

10. Lot 45 DP 1209296, UPN 114463, Andersons Lane, Jaspers Brush

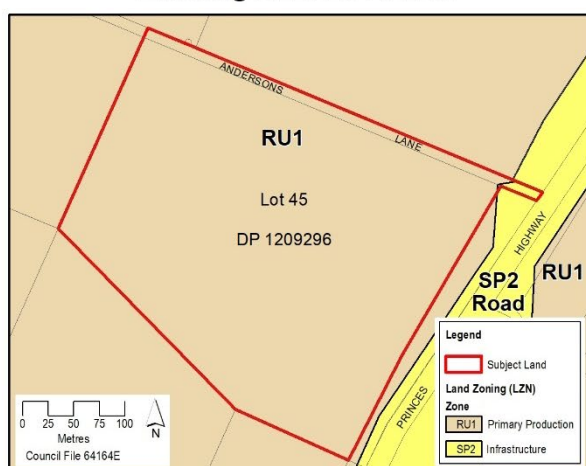
Subject Land



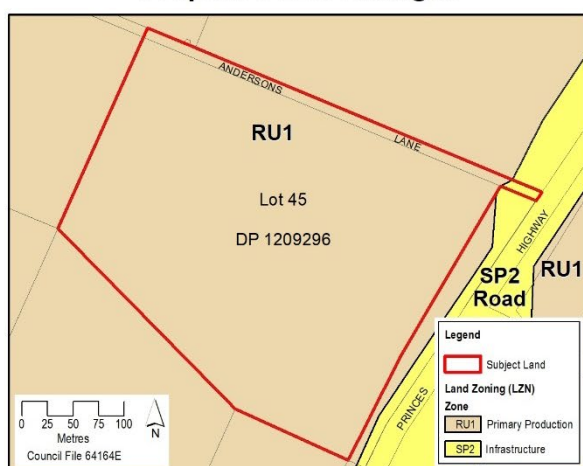
Aerial Photo



Existing SLEP2014 LZN



Proposed LZN Changes



Existing SLEP2014 LSZ



Proposed LSZ Changes

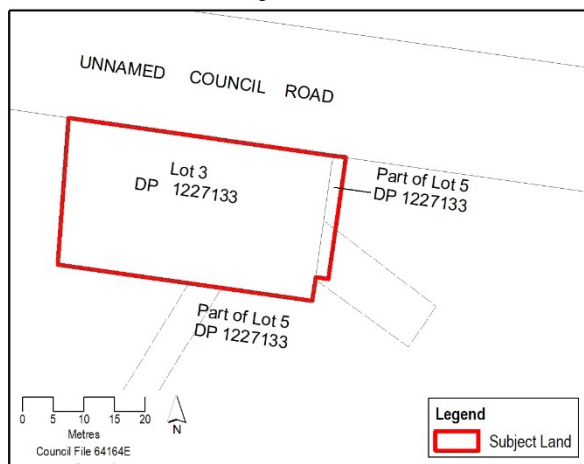


Issue and Justification: A small portion of Lot 45 DP 1209296 is zoned SP2 Infrastructure (Road), however TfNSW has confirmed this land is not required for road widening or a similar purpose. The zoning should be amended and an appropriate minimum lot size applied for consistency with the remainder of the lot. The zoning and minimum lot size layers should also be tidied up on Andersons Lane (UPN 114463) so that they align neatly with the zoning and minimum lot size layers on adjacent lots.

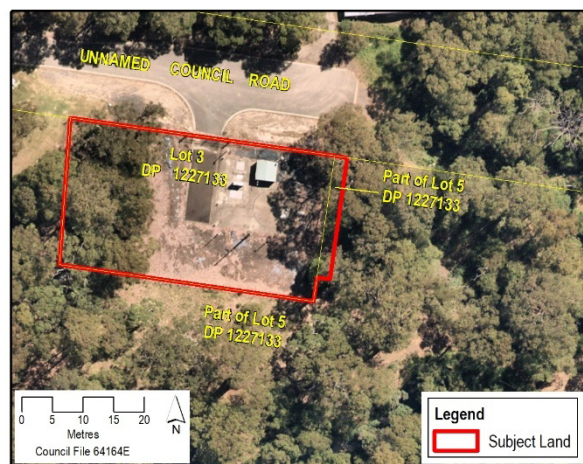
Proposed Amendment: Rezone this small portion of Lot 45 DP 1209296 to RU1 Primary Production and apply the minimum lot size AB4 (40 ha). Tidy up the zoning and minimum lot size layers on Andersons Lane (UPN 114463) so that they align neatly with the zoning and minimum lot size layers on adjacent lots.

11. Lot 3 & Part of Lot 5 DP 1227133, The Links Rd, Nowra Hill

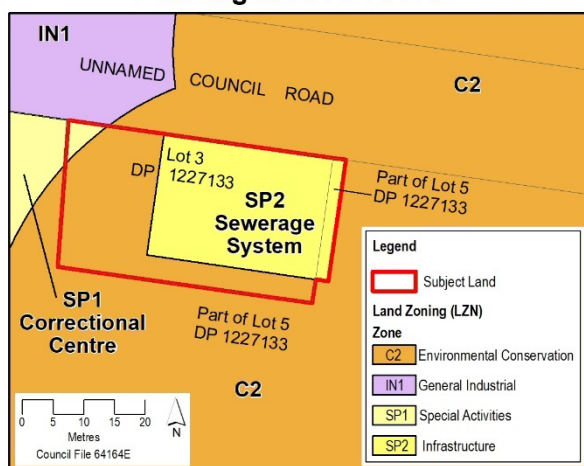
Subject Land



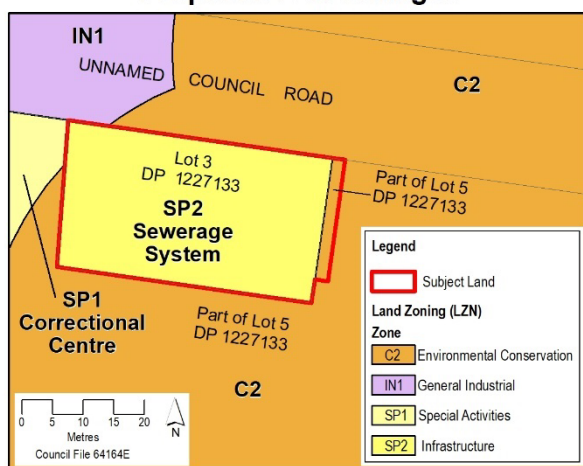
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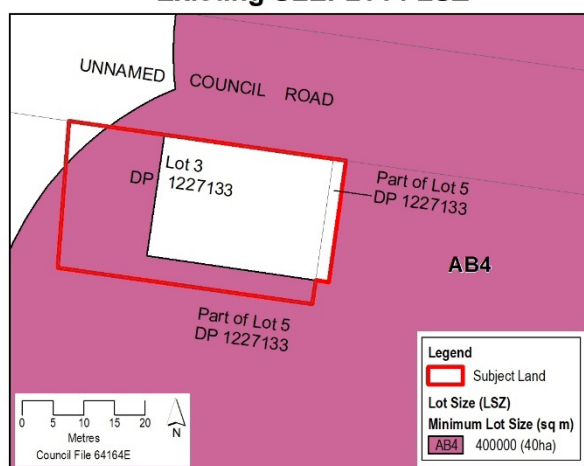
Existing SLEP2014 LZN



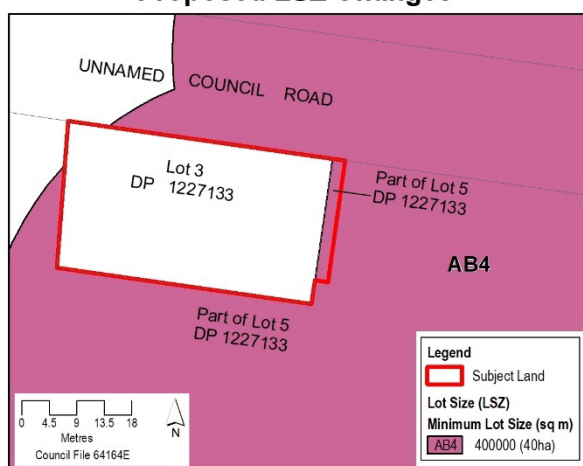
Proposed LZN Changes



Existing SLEP2014 LSZ



Proposed LSZ Changes



Issue and Justification: Lot 3 is currently zoned SP2 Infrastructure (Sewerage System), SP1 Correctional Centre and C2 Environmental Conservation. The C2 component of the land has a minimum lot size of AB4 (40 ha). Lot 3 is the location of a sewer pumping station which serves the nearby correctional facility. The zoning of Lot 3 should more accurately reflect its use.

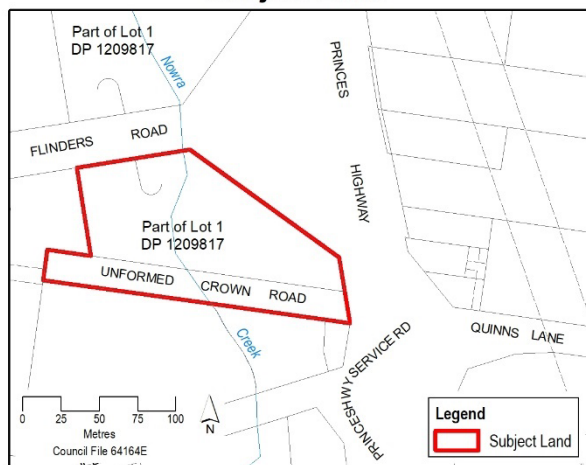
Lot 5 is zoned C2 Environmental Conservation but has a small portion of the SP2 Infrastructure (Sewerage System) zone which 'spills over' from Lot 3. This portion of SP2 is not required on this lot. Any infrastructure on Lot 5 that is related to the sewer pumping station is contained within easements which were created to address the existence of this infrastructure.

Proposed Amendment: Rezone the entirety of Lot 3 to SP2 Infrastructure (Sewerage System) and remove the minimum lot size from the entire lot as is appropriate in that zone.

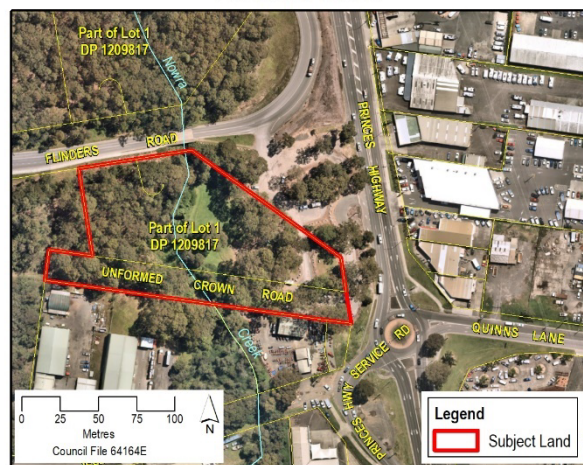
Rezone the SP2 portion on Lot 5 to C2 Environmental Conservation and apply the minimum lot size of AB4 (40 ha) for consistency with the rest of the lot.

12. Lot 1 DP 1209817 and Part Crown Road (UPN 104083), Princes Hwy, South Nowra

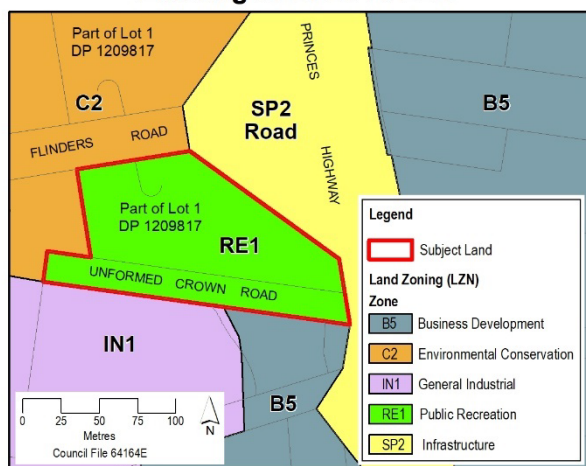
Subject Land



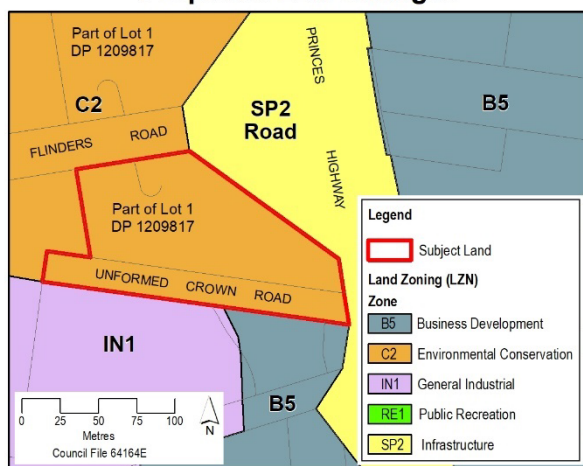
Aerial Photo



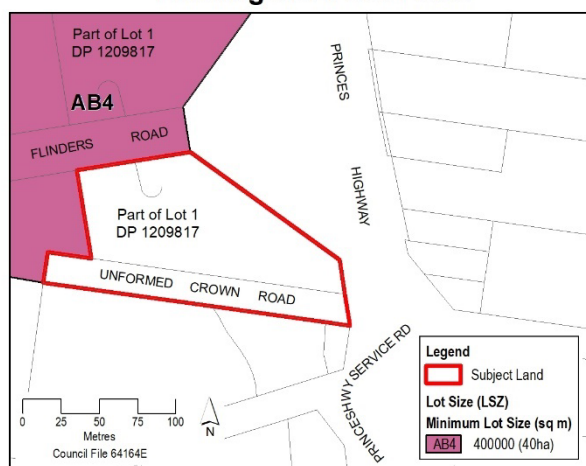
Existing SLEP2014 LZN



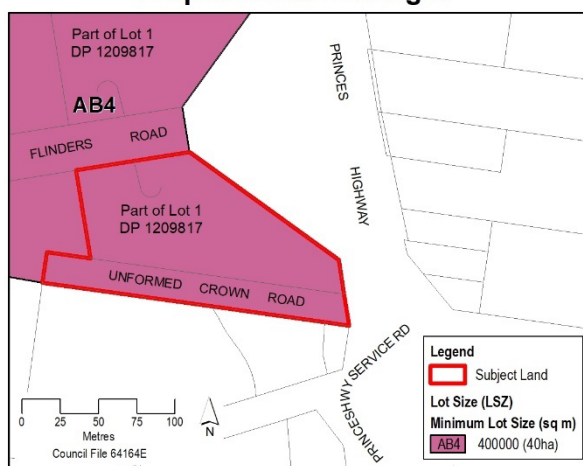
Proposed LZN Changes



Existing SLEP2014 LSZ



Proposed LSZ Changes



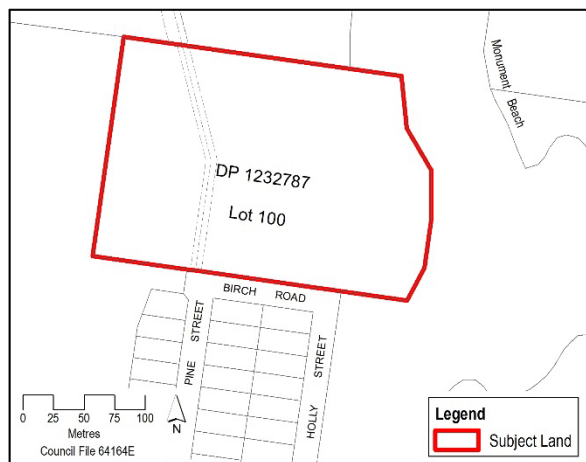
Issue and Justification: Lot 1 DP 1209817 is predominately zoned C2 Environmental Conservation, but a smaller, fragmented part of the lot is zoned RE1 Public Recreation and is currently the location of South Nowra Rotary Roadside Park. The land is now in private ownership and as such the RE1 zone is no longer considered appropriate. C2 is an appropriate zone for consistency with the rest of

the lot and to recognise the environmental values that have been identified within and near to the subject land. Recreation areas remain a permitted use in the C2 zone.

Proposed Amendment: Rezone the RE1 portion of Lot 1 DP 1209817 to C2 Environmental Conservation and apply the minimum lot size AB4 (40 ha) for consistency with the rest of the lot. Additionally, a corresponding amendment should be made to rezone the RE1 portion of the adjacent road casement UPN 104083 to C2 and apply LSZ AB4.

13. Lot 100 DP 1232787, Birch Rd, Bendalong

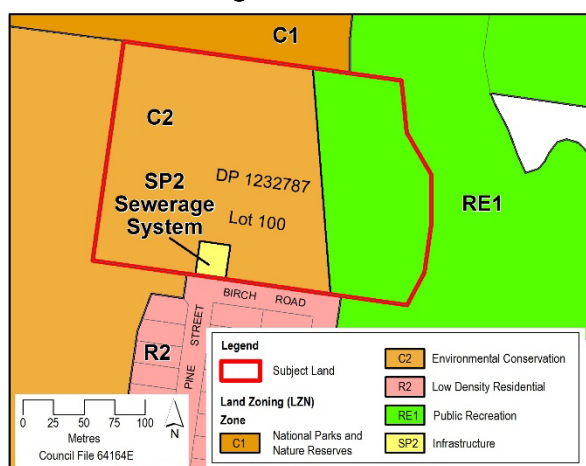
Subject Land



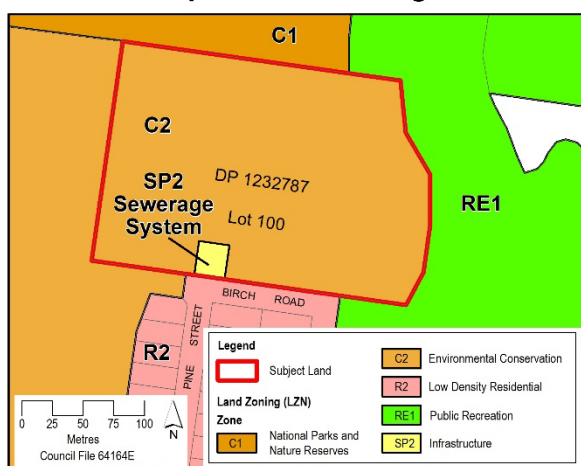
Aerial Photo



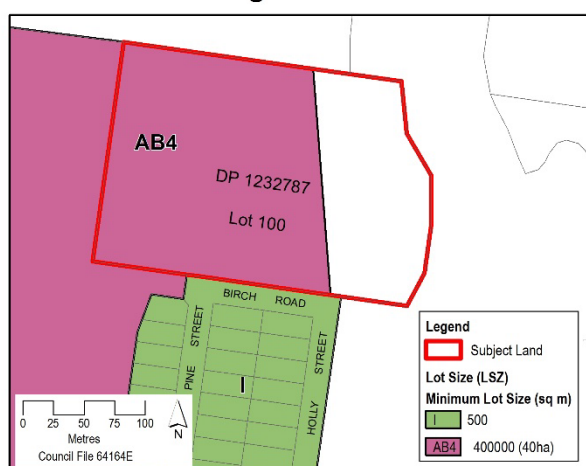
Existing SLEP2014 LZN



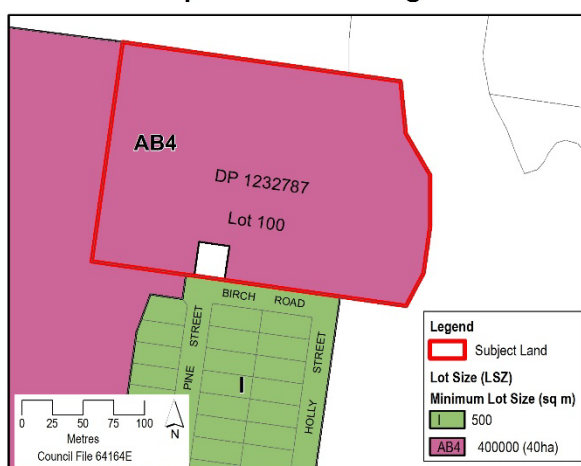
Proposed LZN Changes



Existing SLEP2014 LSZ



Proposed LSZ Changes



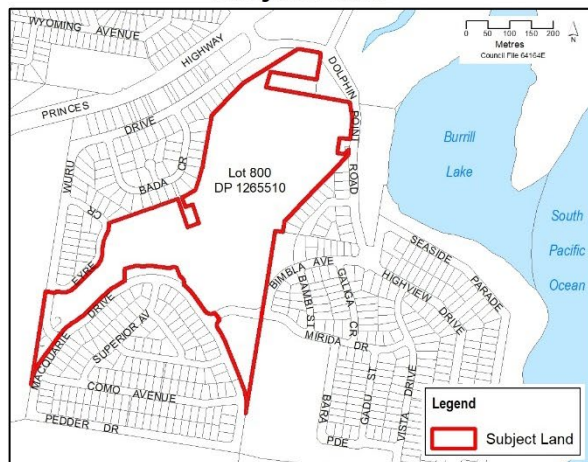
Issue and Justification: The subject lot is currently zoned part C2 Environmental Conservation, part SP2 Infrastructure (Sewerage System) and part RE1 Public Recreation. The lot is in private ownership and Council has no intention to acquire the RE1 portion of the land, therefore this portion should be rezoned to a zone more suitable for privately-owned land. The SP2 zone applies where a

sewer pumping station is located and Council is in the process of acquiring this portion of the land. The SP2 zoned land currently has the minimum lot size AB4 applied, but this is not required in that zone and should be removed.

Proposed Amendment: Rezone the portion currently zoned RE1 Public Recreation to C2 Environmental Conservation and apply the minimum lot size AB4 (40 ha) to this portion for consistency with the rest of the lot. Remove the minimum lot size AB4 from the SP2-zoned land.

14. Lot 800 DP 1265510, Macquarie Dr; Part of Council Roads (UPN: 1002383 and UPN: 120317), Burrill Lake

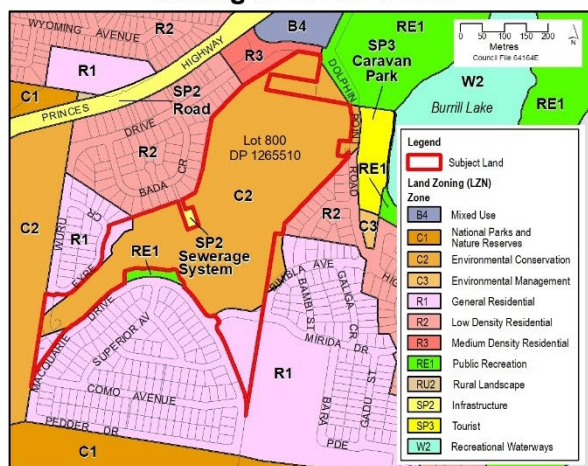
Subject Land



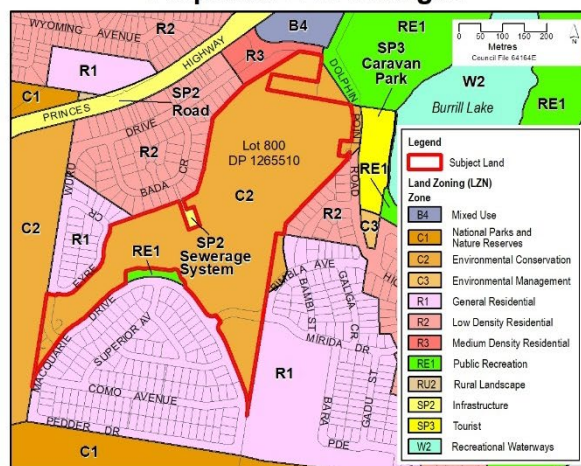
Aerial Photo



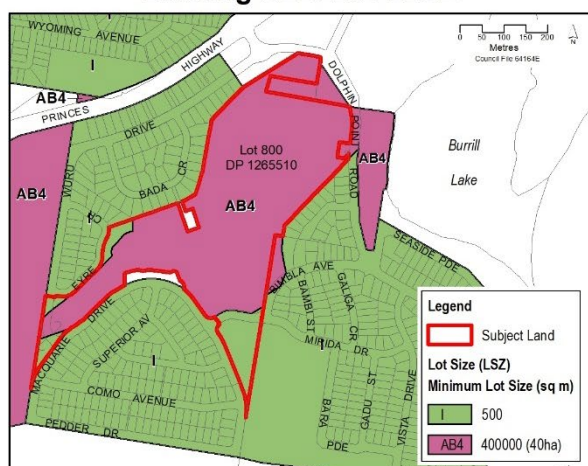
Existing SLEP2014 LZN



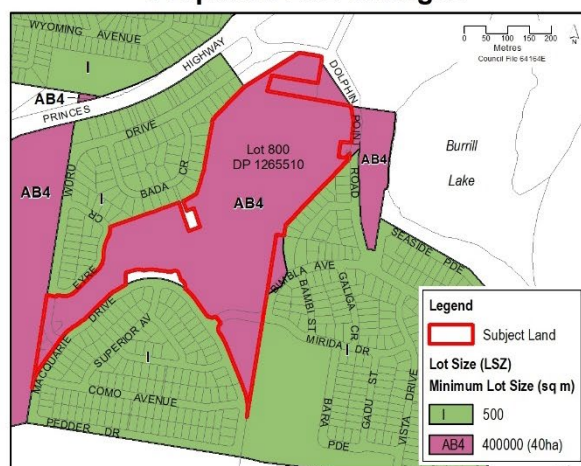
Proposed LZN Changes



Existing SLEP2014 LSZ



Proposed LSZ Changes



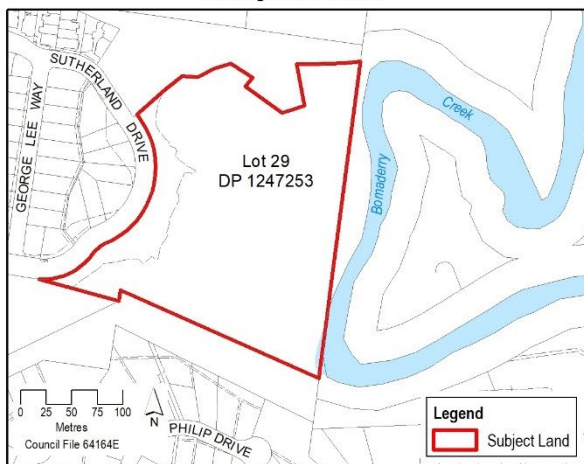
Issue and Justification: As part of a recently registered subdivision (SC21/1058), Lot 800 DP1265510 was dedicated to Council as a Public Reserve. The land is categorised as a natural area (wetland) and most of the lot is currently zoned C2 Environmental Conservation, however some of the lot remains zoned R1 General Residential with a minimum lot size of I (500sqm). The R1 portions

and the corresponding minimum lot size should be amended to reflect the purpose and intended use of the land.

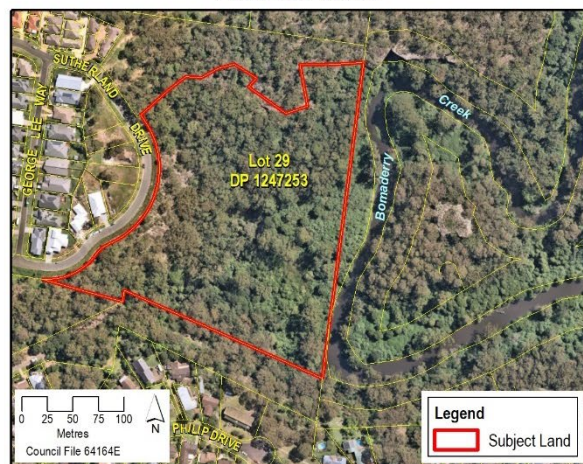
Proposed Amendment: Apply the C2 Environmental Conservation zone and minimum lot size AB4 (40ha) to the entirety of Lot 800 DP 1265510. Tidy up zoning and minimum lot size layers in the road reserve at Bimbla Av and Wuru Dr for consistency with Lot 800.

15. Lot 29 DP 1247253, Sutherland Dr, North Nowra

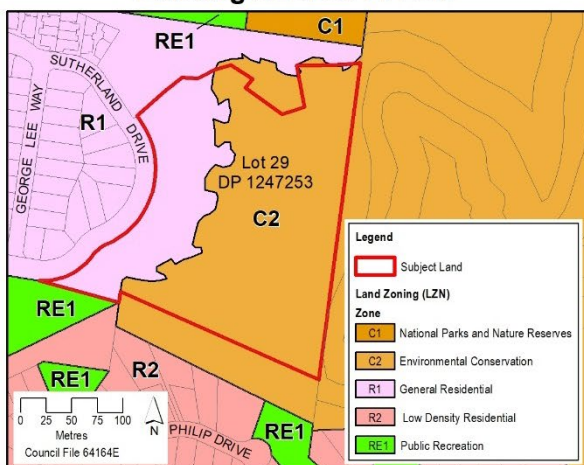
Subject Land



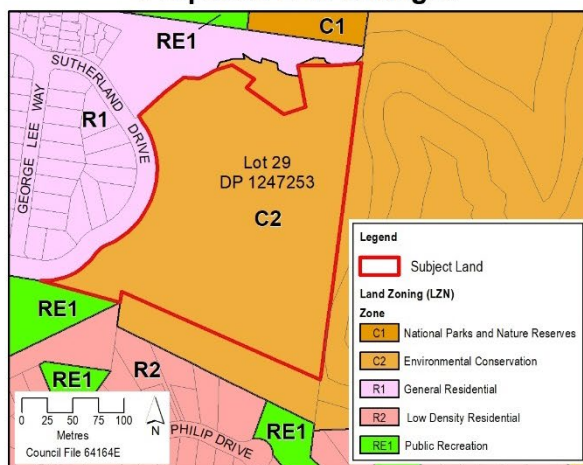
Aerial Photo



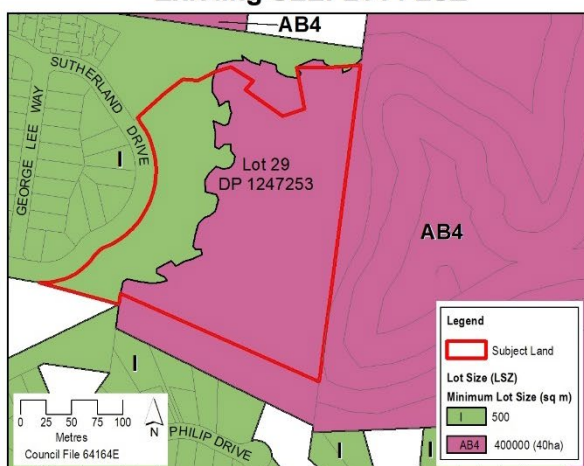
Existing SLEP2014 LZN



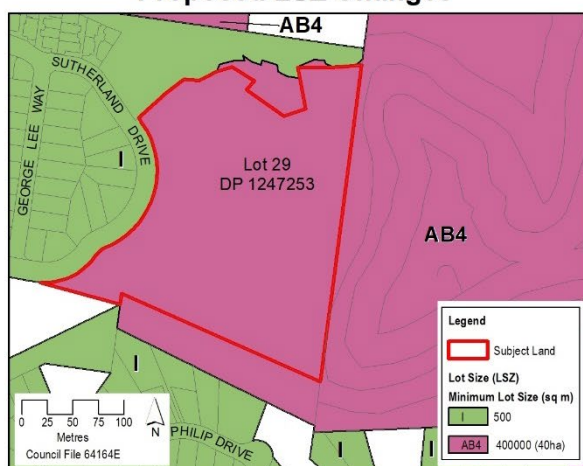
Proposed LZN Changes



Existing SLEP2014 LSZ



Proposed LSZ Changes

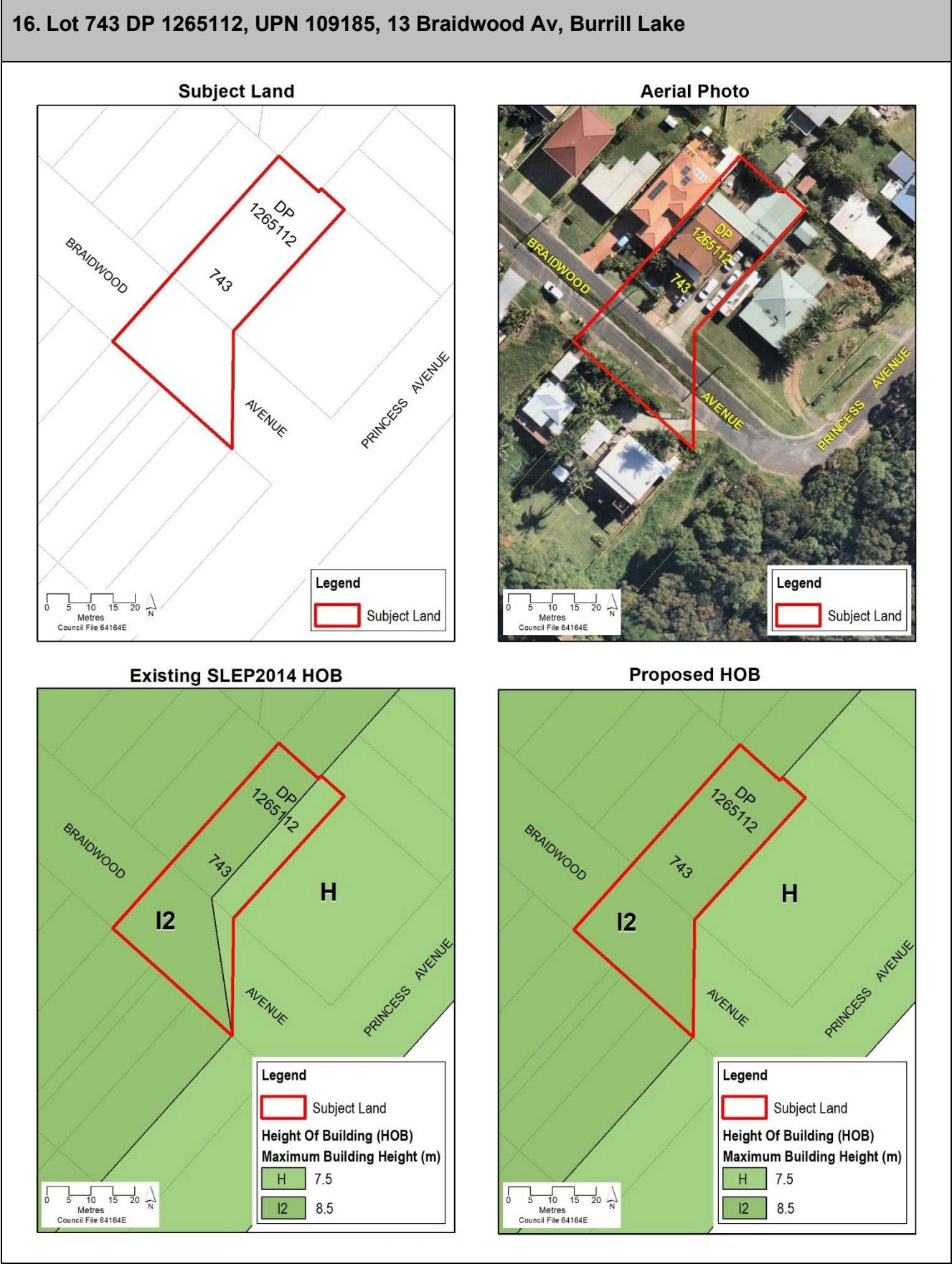


Issue and Justification: Lot 20 DP 1247253 was dedicated to Council as a Public Reserve and categorised as a natural area (bushland) following registration of plan of subdivision DP 1247253. The lot is mostly zoned C2 Environmental Conservation which reflects the ecological value of the land. The remaining portion of the lot zoned R1 General Residential should now be rezoned due to

change of ownership, intended future use of the land and to reflect the objectives of s36C and s36E of the *Local Government Act 1993*.

Proposed Amendment: Apply the C2 Environmental Conservation zone to the entire lot and also apply the minimum lot size AB4 (40ha) which is appropriate for that zone.

Table 5: Mapping Amendments – Height of Buildings

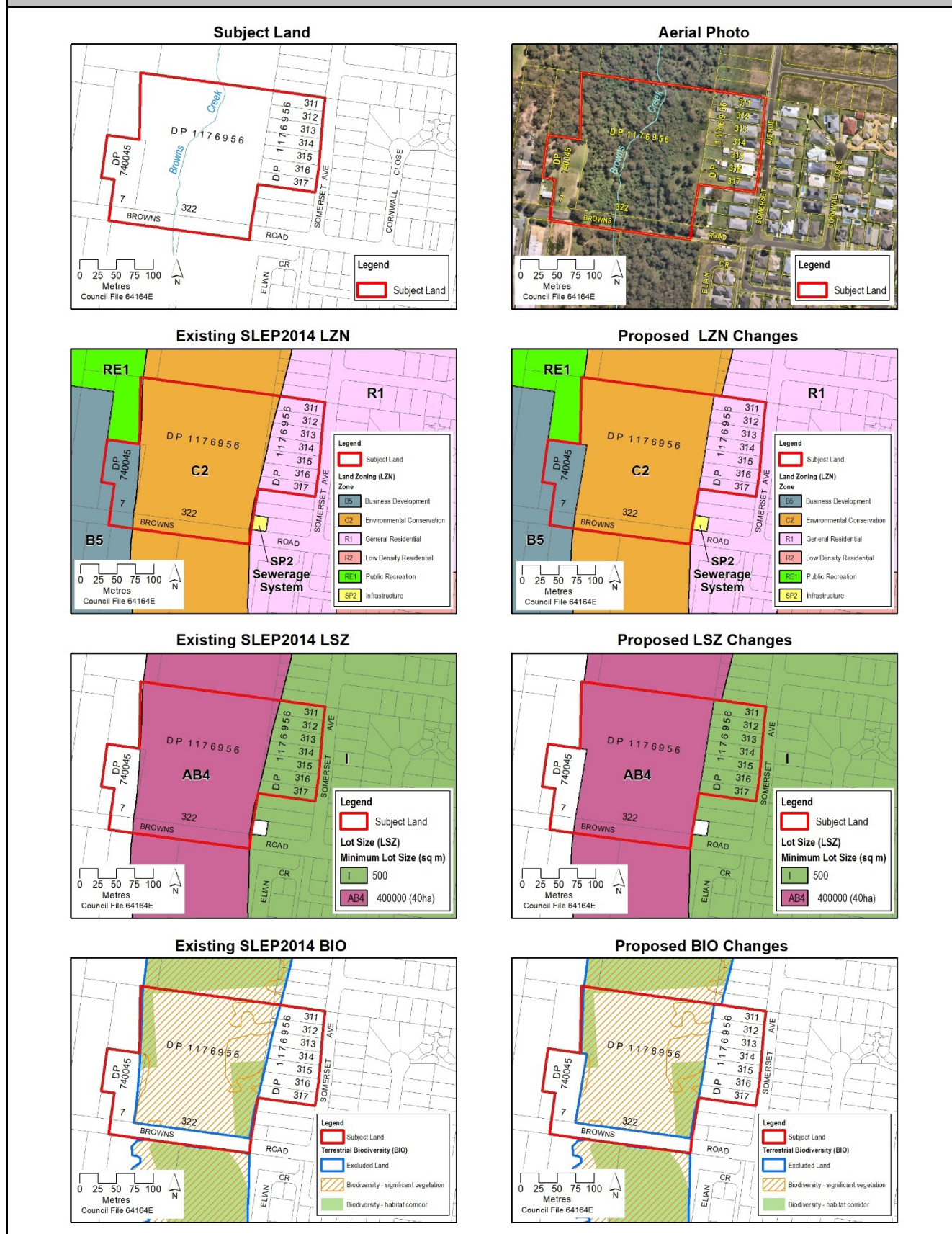


Issue and Justification: Following a recent subdivision, the subject lot currently has two Height of Buildings layers: I2 (8.5m) and H (7.5m). The majority of the lot is I2 (8.5m) and the lot should have a clear and consistent Height of Buildings layer.

Proposed Amendment: Apply the Height of Buildings layer I2 (8.5m) to the entire lot. Additionally, tidy up the Height of Buildings layers that occur in the road reserve along Braidwood Av (UPN 109185) to neatly align with the property boundary of the subject lot.

Table 6: Mapping Amendments – Land Zoning, Minimum Lot Size and Terrestrial Biodiversity

17. Lot 322 DP 1176956, Lot 7 DP 740045, UPN 119268, Browns Rd; Lots 311-317 DP 1176956, Somerset Av, South Nowra



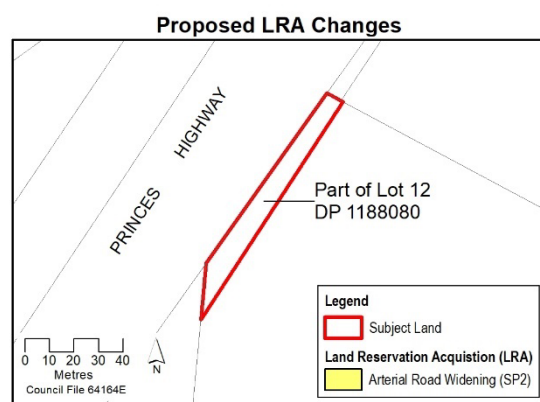
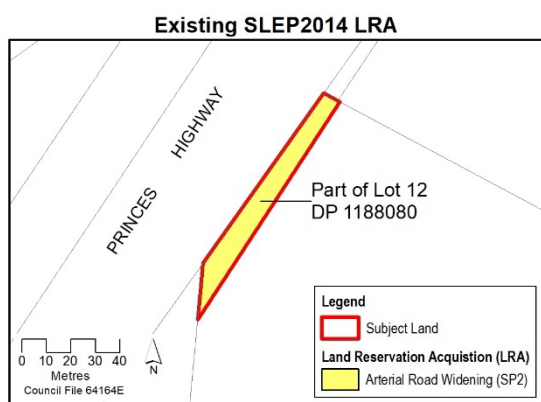
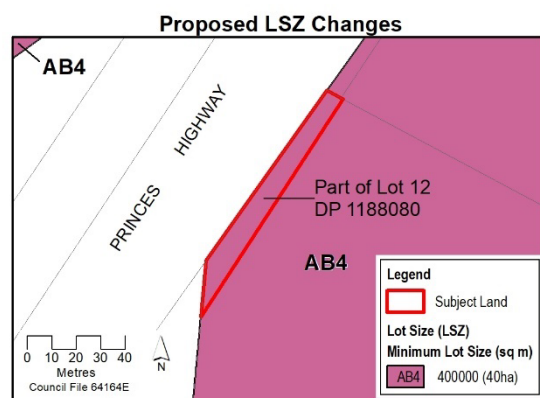
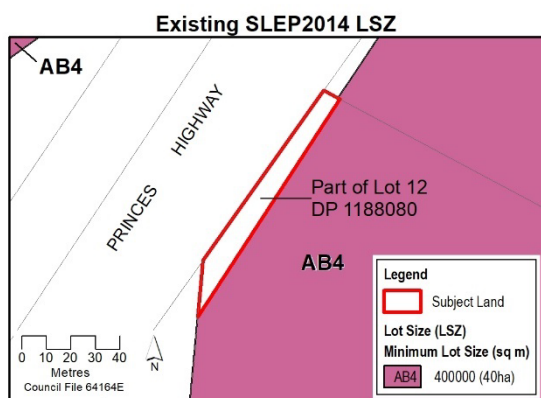
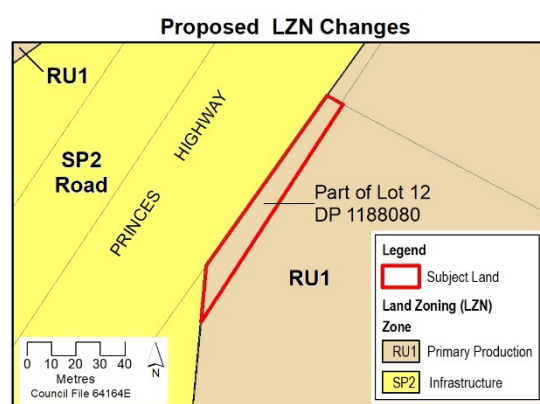
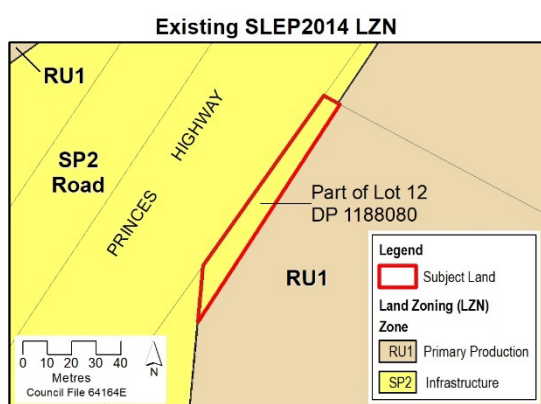
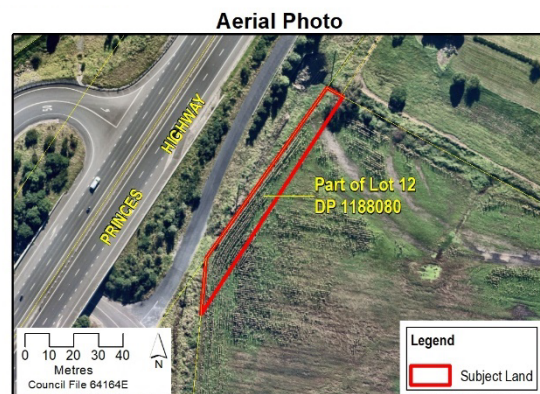
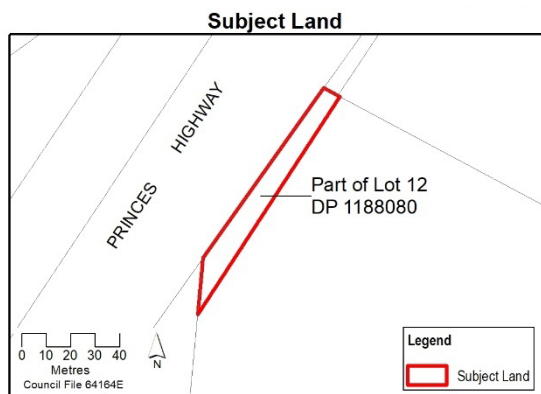
Issue and Justification: Currently Land Zoning, Minimum Lot Size and Terrestrial Biodiversity layers are slightly misaligned with the relevant lot boundaries, resulting in 'slithers'. This can create a degree of uncertainty as to the intended permissible uses for the land. Tidying up these slithers by snapping the relevant layers to the lot boundary will create greater certainty for landowners without compromising strategic planning objectives.

Proposed Amendment:

- Lot 322 DP 1176956: Remove slithers of RE1 Public Recreation and R1 General Residential layers from the lot and ensure the following existing layers are snapped to the lot boundary: C2 Environmental Conservation, Minimum Lot Size (AB4) and Terrestrial Biodiversity (habitat corridor, significant vegetation, excluded land).
- Lot 7 DP 740045: Remove slithers of Terrestrial Biodiversity (habitat corridor, significant vegetation, excluded land) layers and Minimum Lot Size (AB4) from lot and snap existing B5 Business Development layer to lot boundary.
- Lots 311-317 DP 1176956: Remove slithers of C2 Environmental Conservation, Minimum Lot Size (AB4) and Terrestrial Biodiversity (habitat corridor, significant vegetation, excluded land) layers from each lot, and ensure existing R1 General Residential and Minimum Lot Size (I) layers are snapped to lot boundary.
- Tidy up layers in road reserve on Browns Rd (UPN 119268) by aligning C2 Environmental Conservation and Minimum Lot Size AB4 layers with the property boundaries of Lot 322 DP 1176956.

Table 7: Mapping Amendments – Land Zoning, Minimum Lot Size and Land Reservation Acquisition

18. Lot 12 DP 1188080, 46 Clarence St, Berry

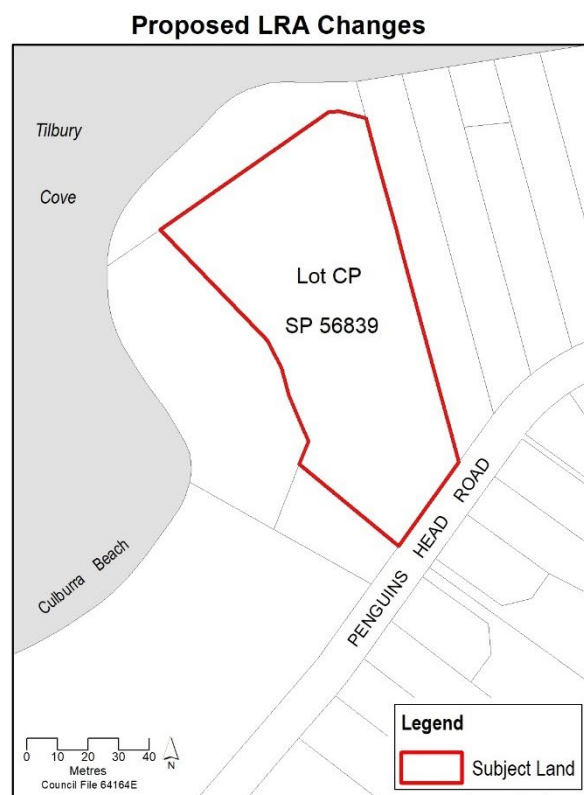
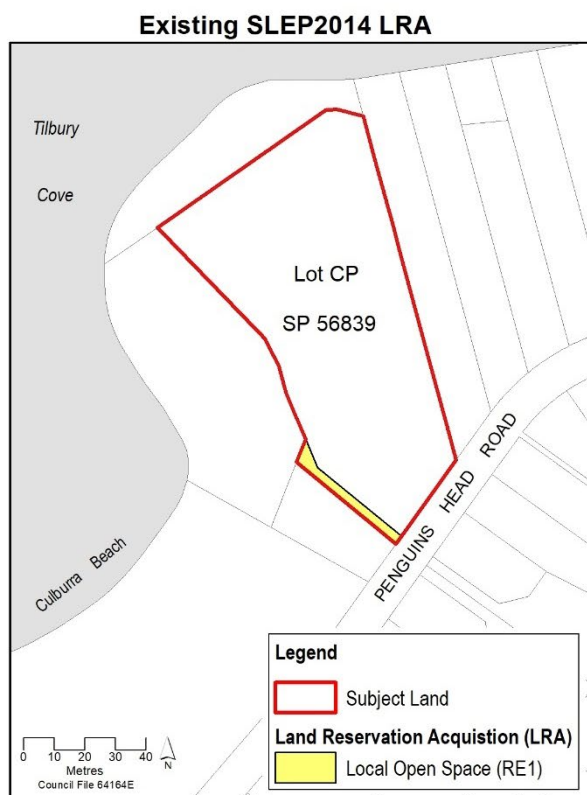


Issue and Justification: Some of this land is zoned SP2 Infrastructure (Road) and has been identified on the Land Reservation Acquisition (LRA) Map as being required for Arterial Road Widening (SP2). However, TfNSW has confirmed this land is not required for the road. *Note: adjoining lot is addressed in Mapping Item 9.*

Proposed Amendment: Remove the LRA layer, rezone the SP2 zone to RU1 Primary Production and apply minimum lot size AB4 (40ha) for consistency with the rest of the lot.

Table 8: Mapping Amendments – Land Reservation Acquisition

19. Lot CP SP 56839, 210 Penguins Head Rd, Culburra Beach



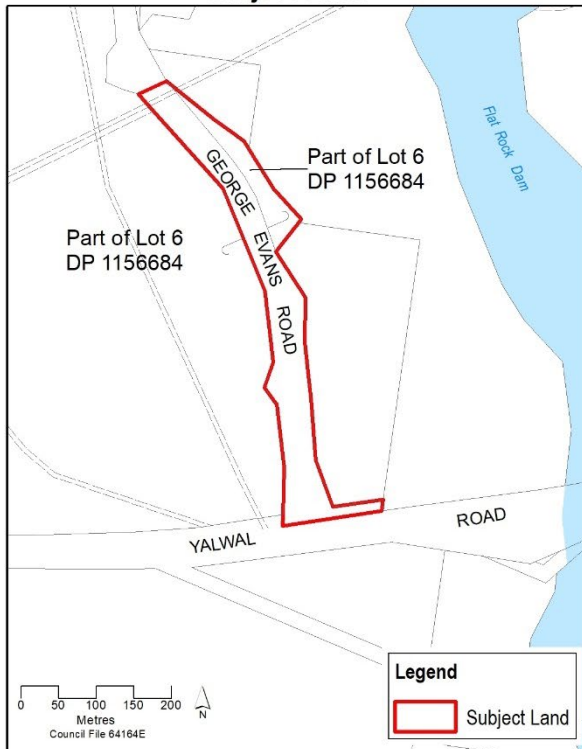
Issue and Justification: The Land Reservation Acquisition (LRA) layer currently applies to a portion of the subject land. Under SLEP 1985 this part of the land, together with land to the west, was zoned

6(d) Open Space - Recreation (Reserve) Zone with the intention that it was to be acquired for public open space. At a point in the past, Council acquired the adjoining land but not the subject land where the LRA layer currently applies. Public access to the beach and public reserve is now provided via a right of way over nearby land (owned by Council) and Council does not intend to acquire land from the subject site. A previous housekeeping amendment (PP011) resolved the land use zoning for the subject land but the LRA layer remains. The LRA layer can now be removed.

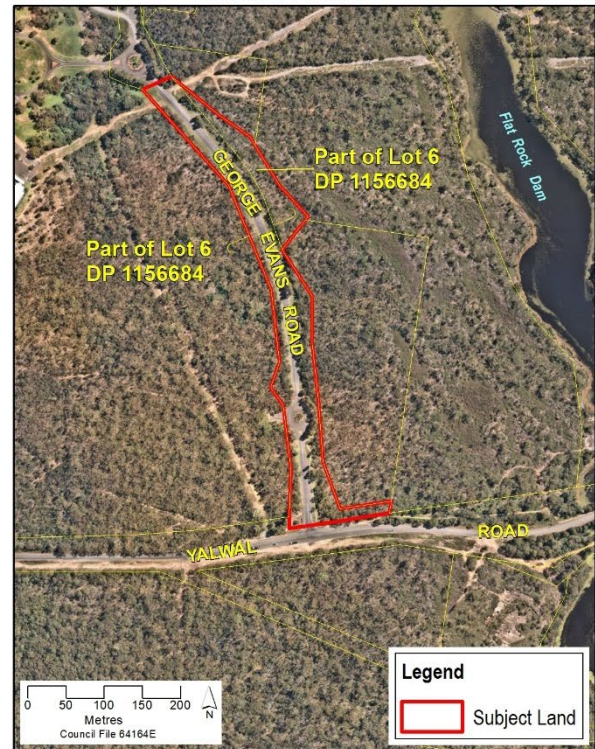
Proposed Amendment: Remove the LRA layer from Lot CP SP 56839.

20. Part of Lot 6 DP 1156684, 69 George Evans Rd; Part of Council Road UPN 116113 and UPN 89415, Mundamia

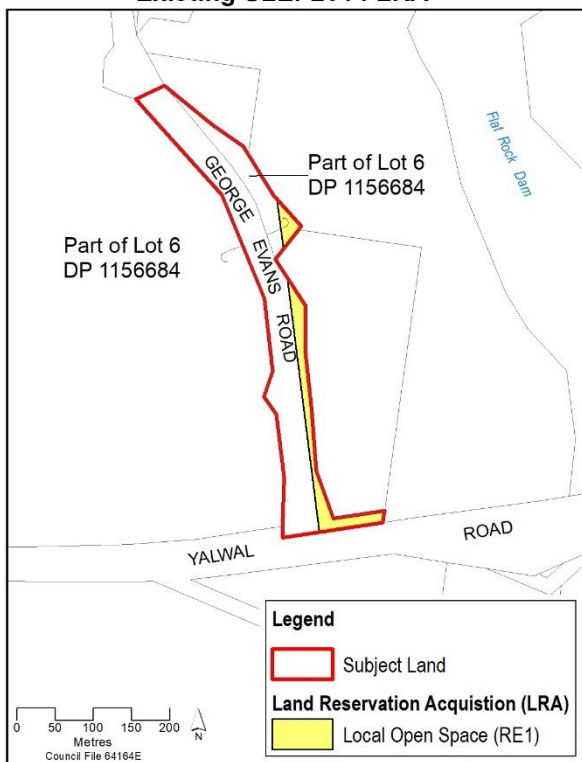
Subject Land



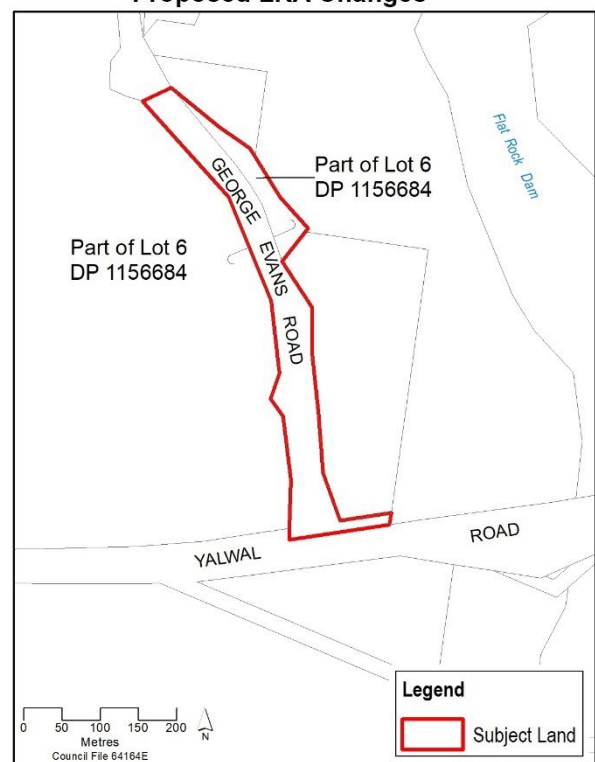
Aerial Photo



Existing SLEP2014 LRA



Proposed LRA Changes

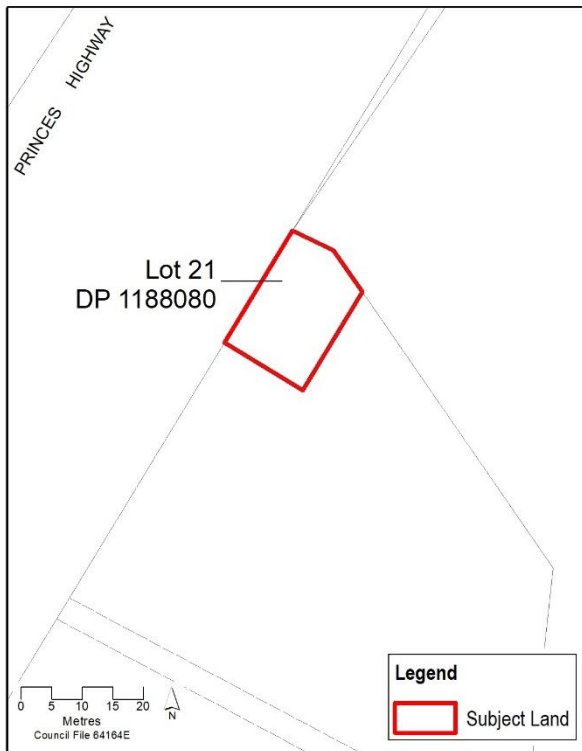


Issue and Justification: The Land Reservation Acquisition (LRA) mapping layer currently applies to part of the subject land. This small portion was originally part of a larger area of land which, under SLEP 1985, was zoned Recreation 6(d) (Open Space – Reserve) and later transferred to the LRA layer under SLEP 2014 as a “best fit” arrangement. A previous housekeeping amendment (PP022) removed the LRA layer from most of the affected land on neighbouring lots as the land was no longer intended to be acquired for future public recreation areas. However, a small portion of the original LRA layer remains in Lot 6 DP 1156684 as well as in the road reserve along George Evans Rd (UPN 116113) and Yalwal Rd (UPN 89415). This portion of the LRA layer should also be removed.

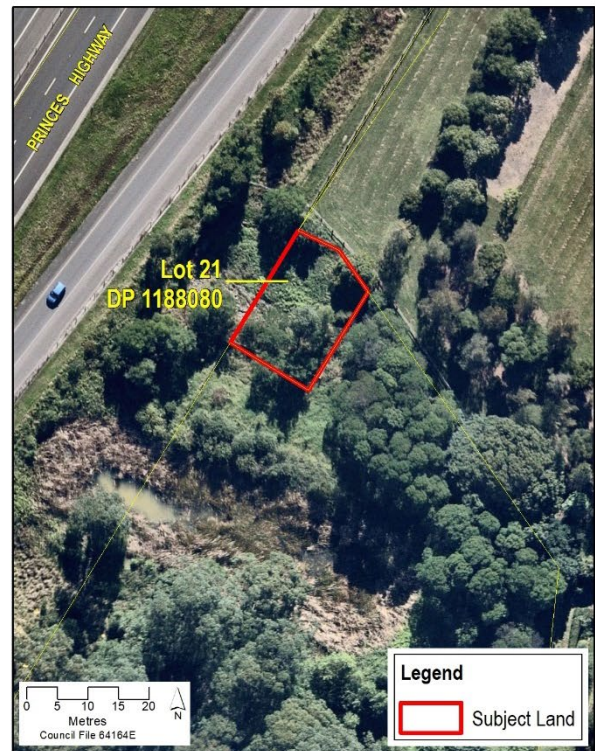
Proposed Amendment: Remove the LRA layer from Lot 6 DP 1156684 and from George Evans Rd (UPN 116113) and Yalwal Rd (UPN 89415).

21. Lot 21 DP 1188080, Princes Hwy, Berry

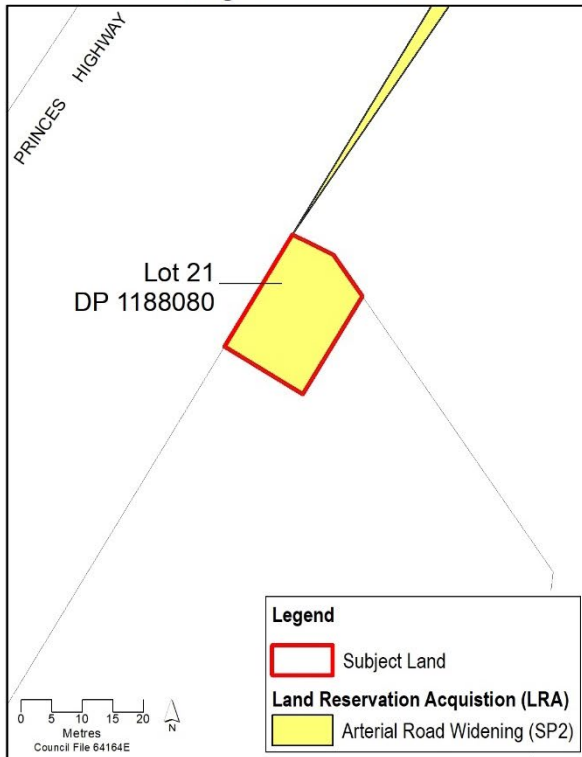
Subject Land



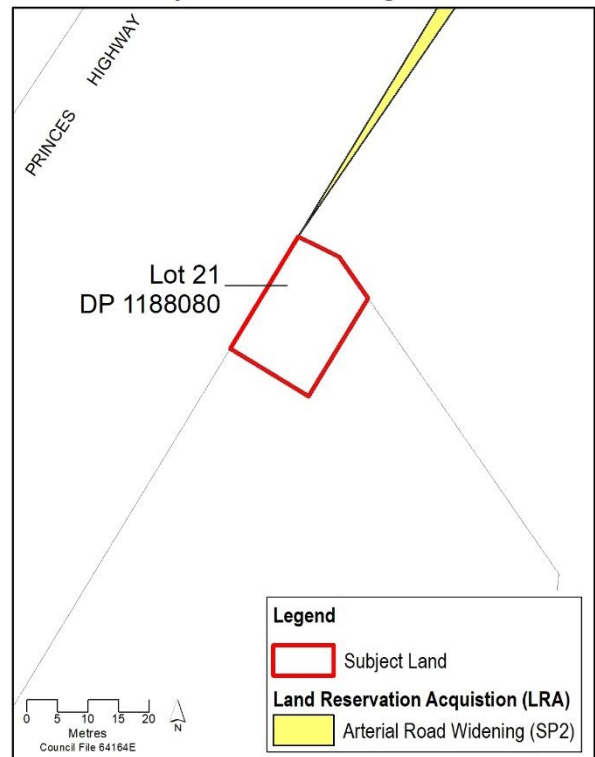
Aerial Photo



Existing SLEP2014 LRA



Proposed LRA Changes

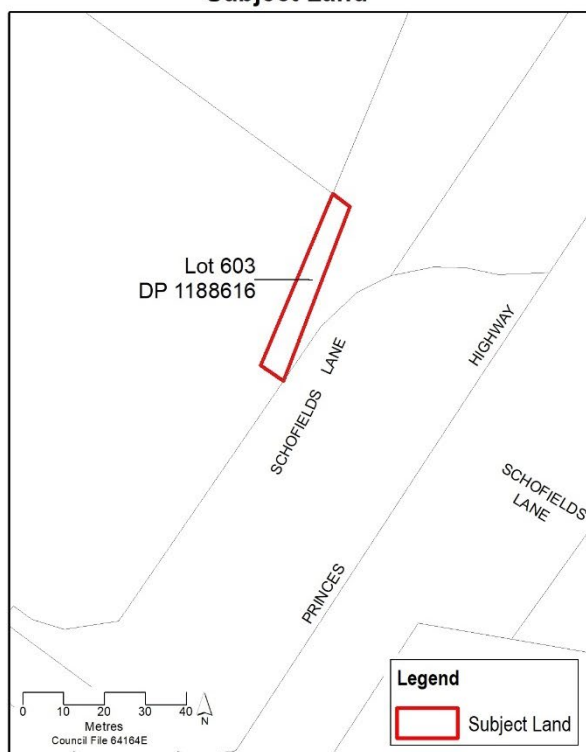


Issue and Justification: The Land Reservation Acquisition (LRA) mapping layer, associated with land intended to be acquired for future road development, currently applies to the lot. However, as this land is now in the ownership of TfNSW (nee RMS/RTA) the LRA layer is no longer required.

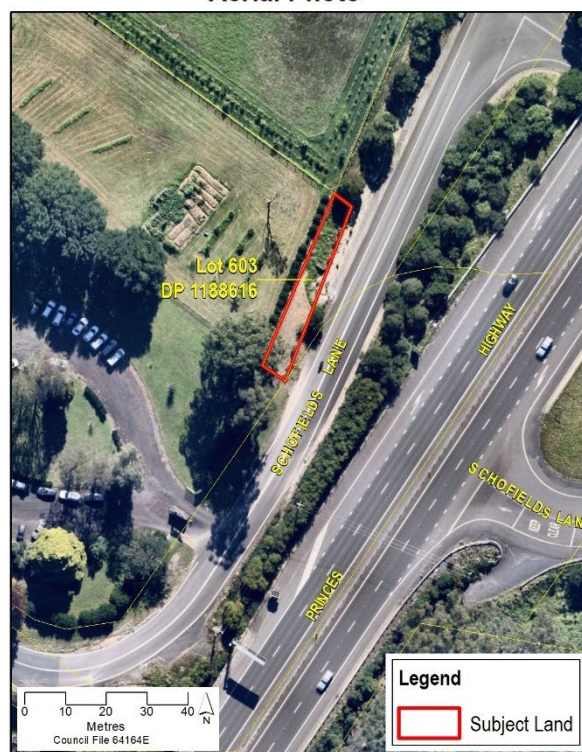
Proposed Amendment: Remove the LRA layer from the lot.

22. Lot 603 DP 1188616, Schofields Lane, Berry

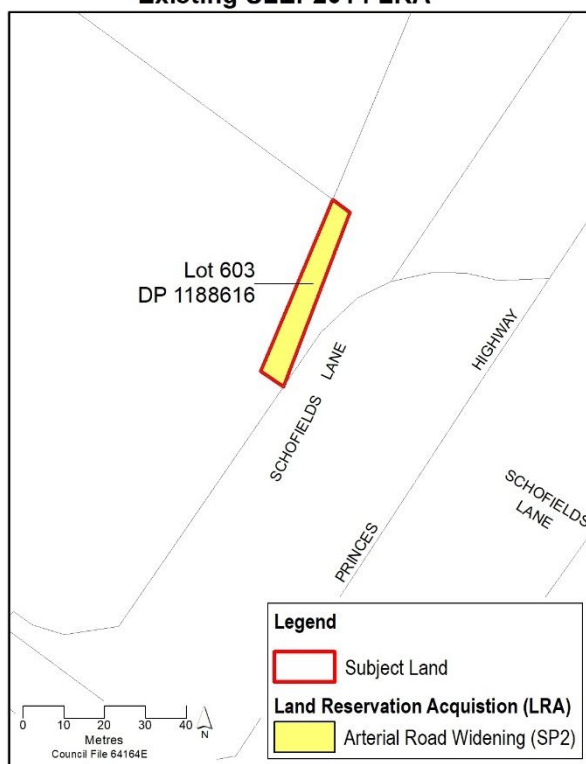
Subject Land



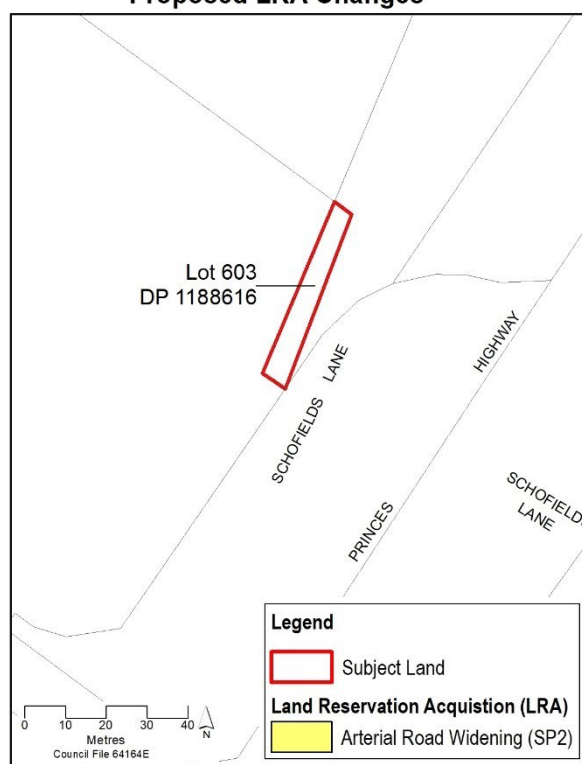
Aerial Photo



Existing SLEP2014 LRA



Proposed LRA Changes

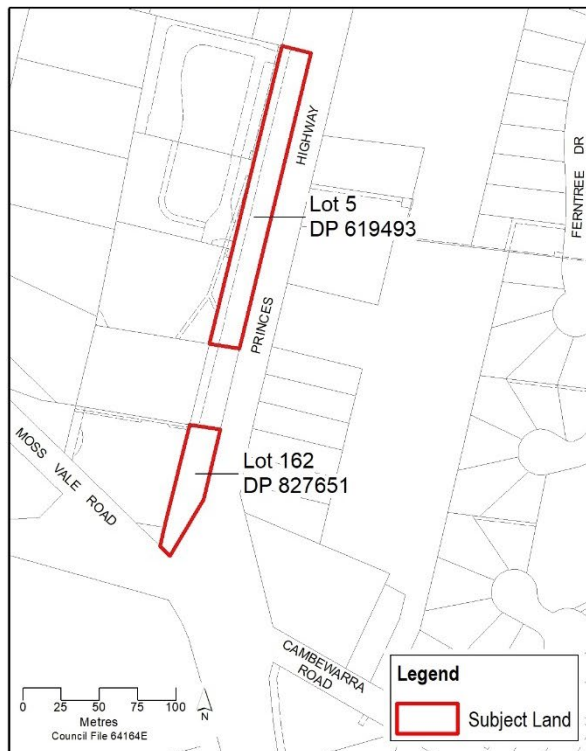


Issue and Justification: The Land Reservation Acquisition (LRA) mapping layer, associated with land intended to be acquired for future road development, currently applies to the lot. However, as this land is now in the ownership of TfNSW (nee RMS/RTA) the LRA layer is no longer required.

Proposed Amendment: Remove the LRA layer from the lot.

23. Lot 5 DP 619493 and Lot 162 DP 827651, Princes Hwy, Bomaderry

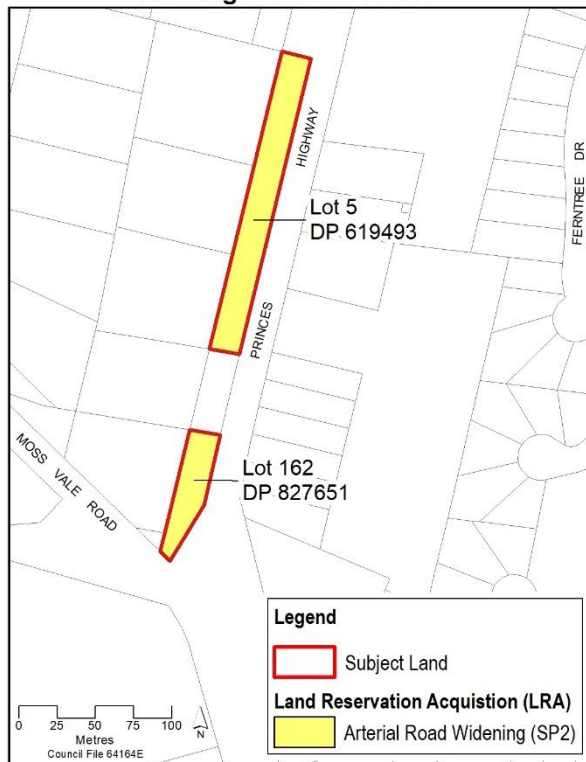
Subject Land



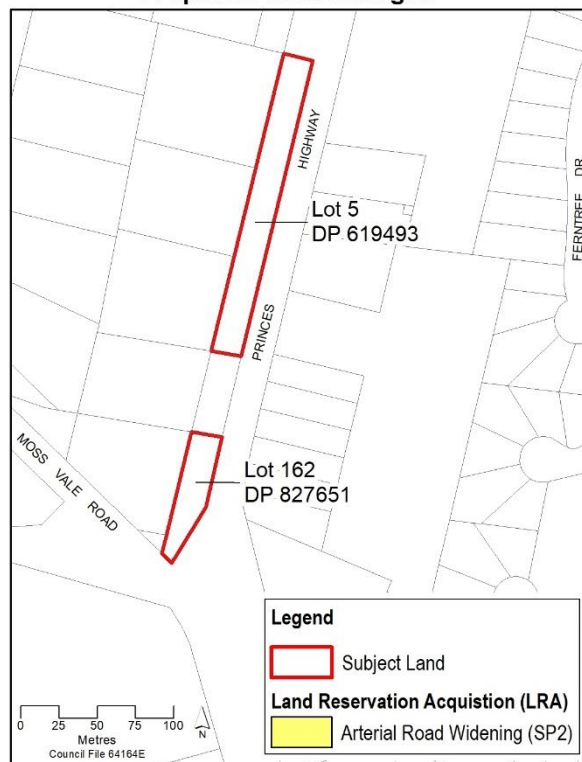
Aerial Photo



Existing SLEP2014 LRA



Proposed LRA Changes

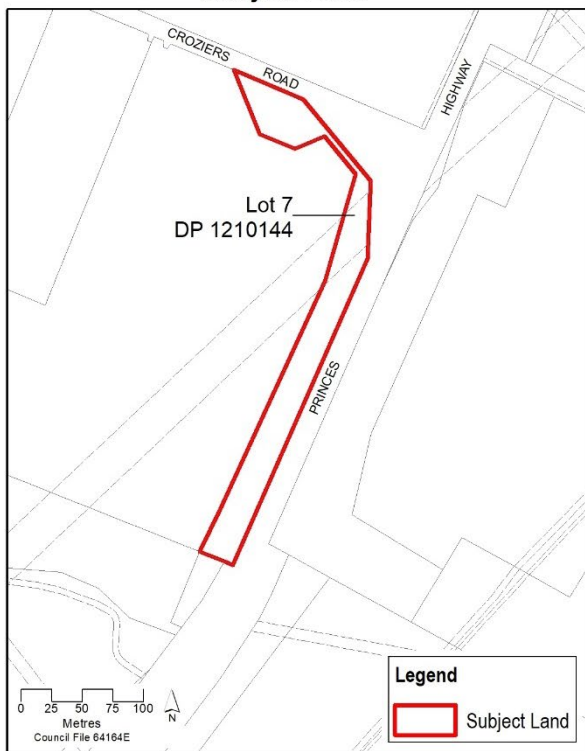


Issue and Justification: The Land Reservation Acquisition (LRA) mapping layer, associated with land intended to be acquired for future road development, currently applies to the lots. However, as this land is now in the ownership of TfNSW (nee RMS/RTA) the LRA layer is no longer required.

Proposed Amendment: Remove the LRA layer from each lot.

24. Lot 7 DP 1210144, Princes Hwy, Jaspers Brush

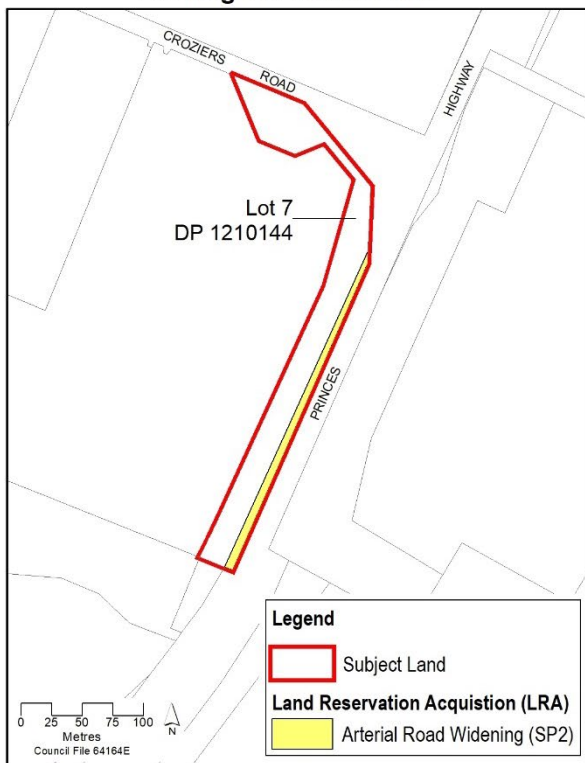
Subject Land



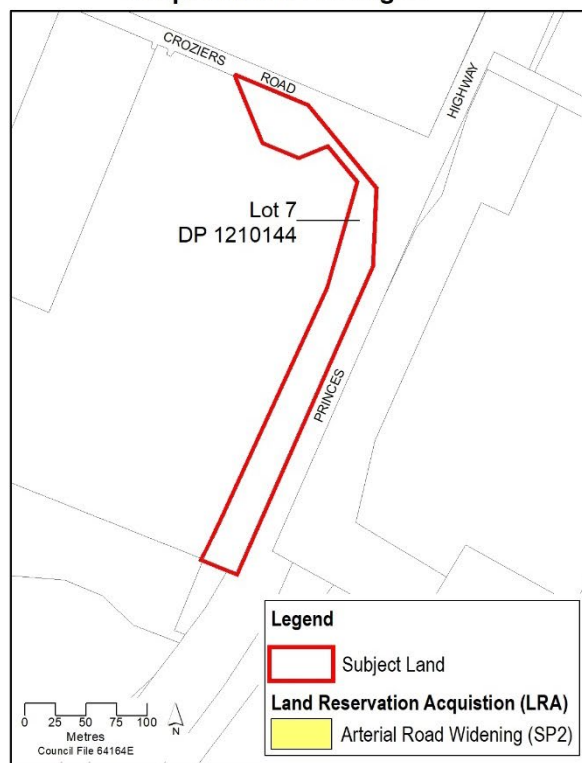
Aerial Photo



Existing SLEP2014 LRA



Proposed LRA Changes

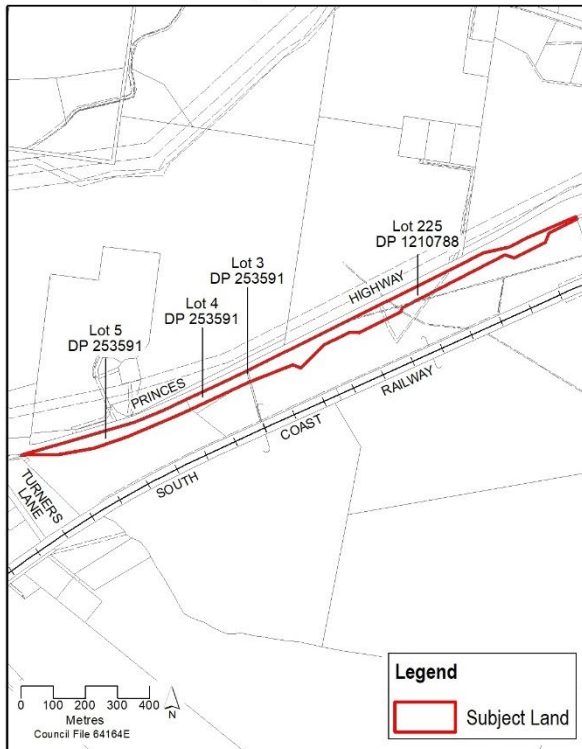


Issue and Justification: The Land Reservation Acquisition (LRA) mapping layer, associated with land intended to be acquired for future road development, currently applies to part of the lot. However, as this land is now in the ownership of TfNSW (nee RMS/RTA) the LRA layer is no longer required.

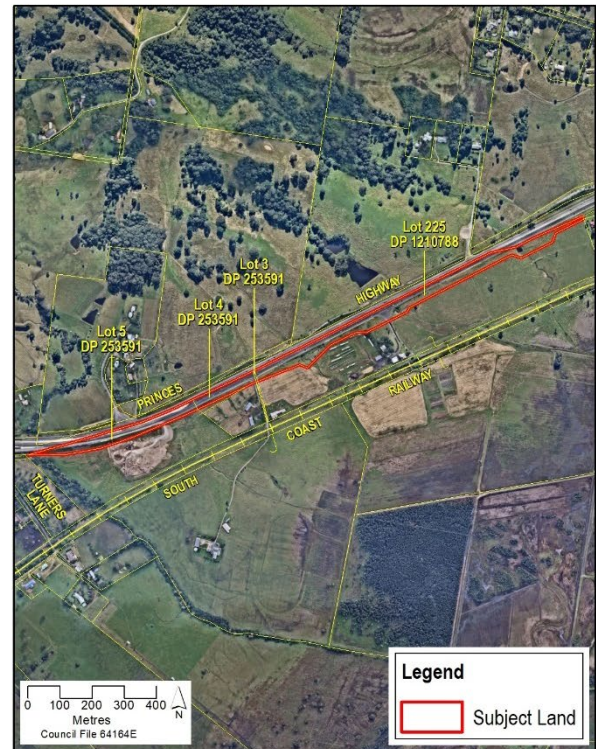
Proposed Amendment: Remove the LRA layer from the lot.

25. Lots 3-5 DP 253591 and Lot 225 DP 1210788, Princes Hwy, Jaspers Brush

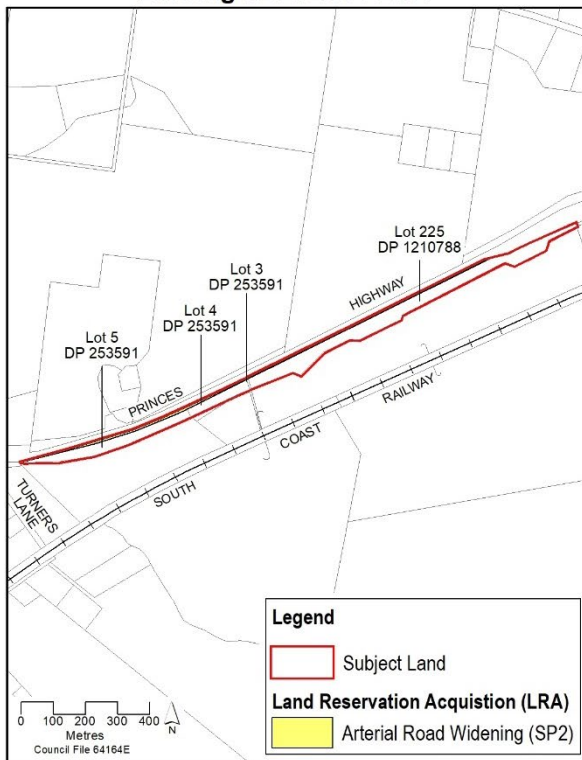
Subject Land



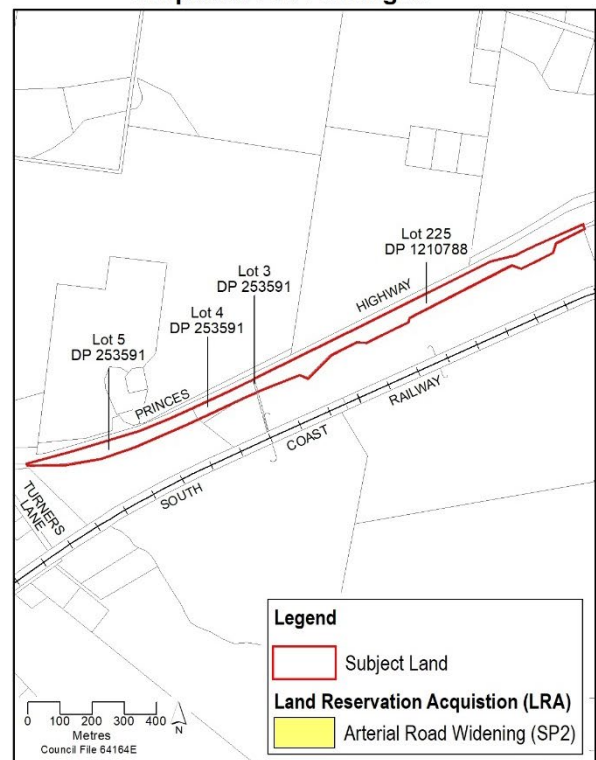
Aerial Photo



Existing SLEP2014 LRA



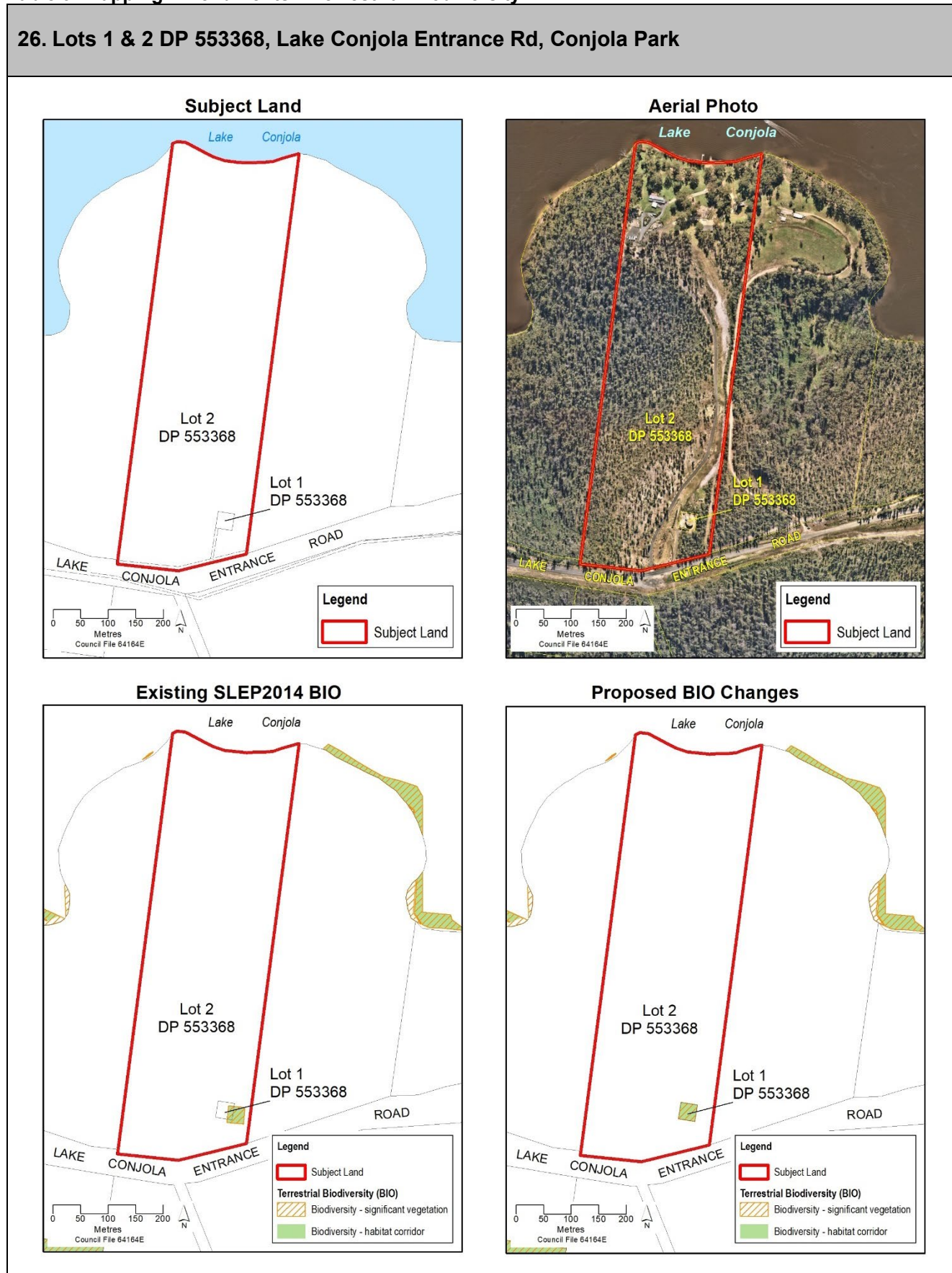
Proposed LRA Changes



Issue and Justification: The Land Reservation Acquisition (LRA) mapping layer, associated with land intended to be acquired for future road development, currently applies to part of the lots. However, as this land is now in the ownership of TfNSW (nee RMS/RTA) the LRA layer is no longer required.

Proposed Amendment: Remove the LRA layer from each lot.

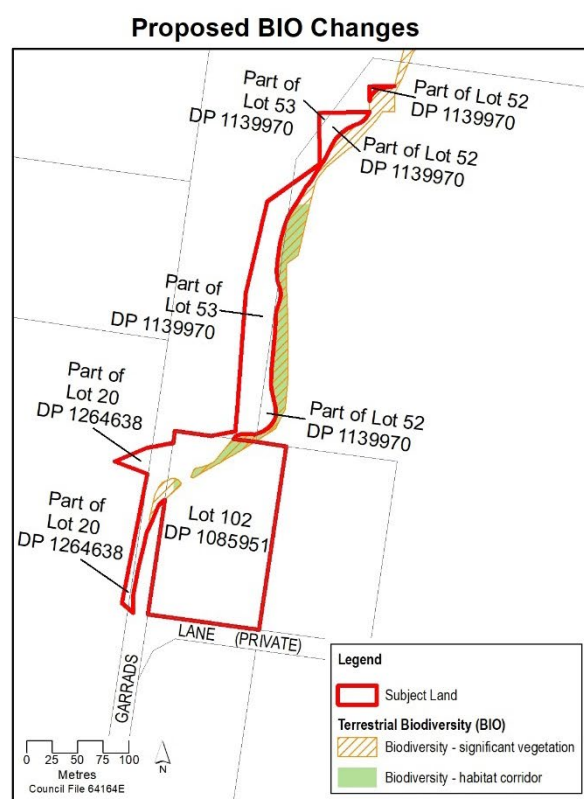
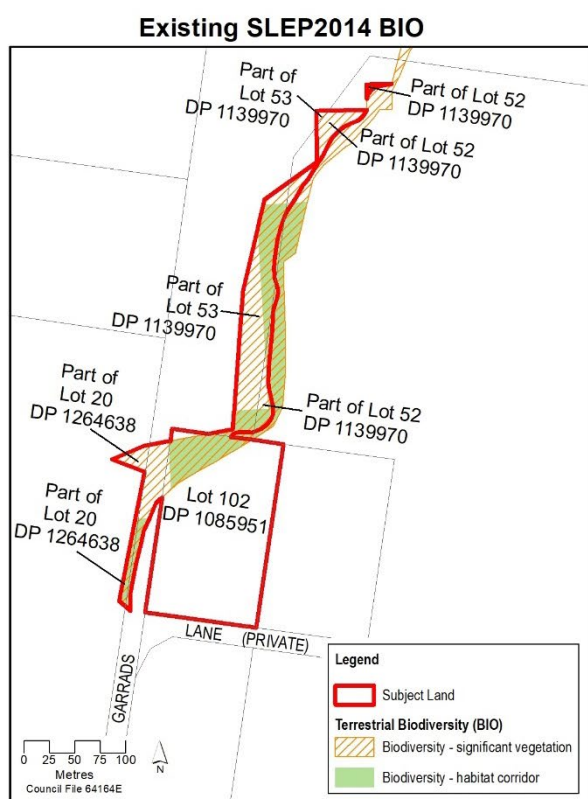
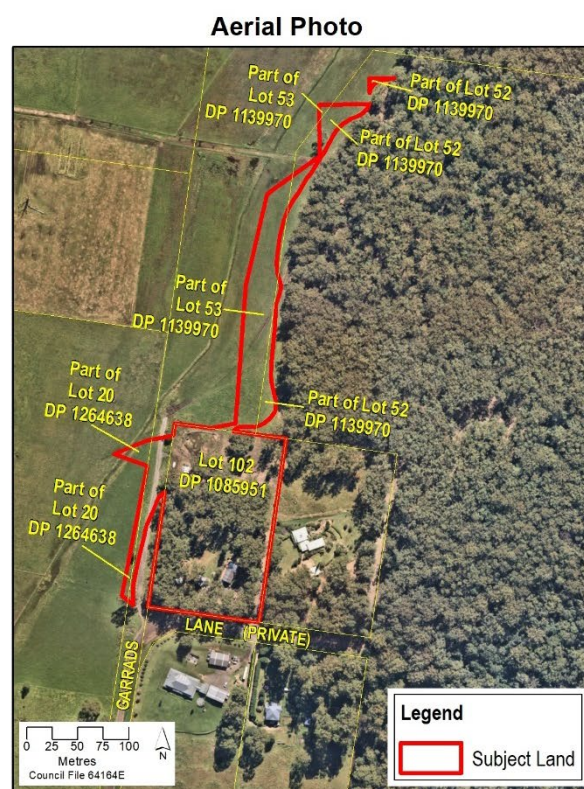
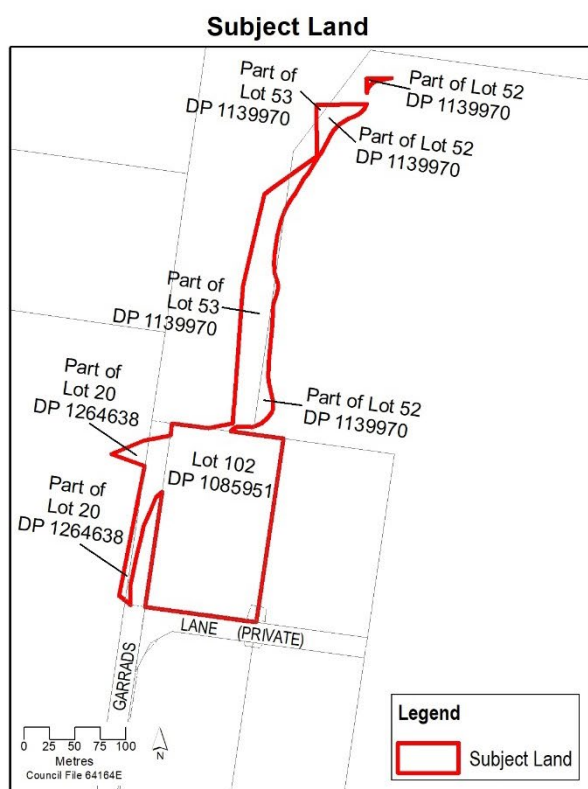
Table 9: Mapping Amendments – Terrestrial Biodiversity



Issue and Justification: Terrestrial Biodiversity layers (habitat corridor, significant vegetation) have shifted outside of cadastre boundary (for Lot 1 DP 553368). These layers should be realigned with the relevant lot.

Proposed Amendment: Realign Terrestrial Biodiversity layers to ensure they fit entirely within Lot 1 and are removed from Lot 2.

27. Lot 102 DP 1085951, 249 Garrads Lane (Priv); Part of Lot 52 & 53 DP 1139970, Garrads Lane; Part of Lot 20 DP 1264638, 205A Garrads Lane, Milton.

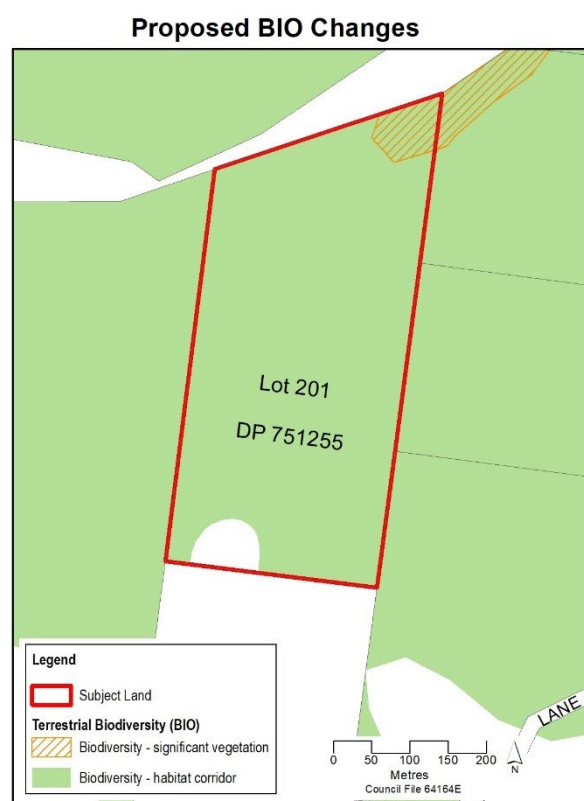
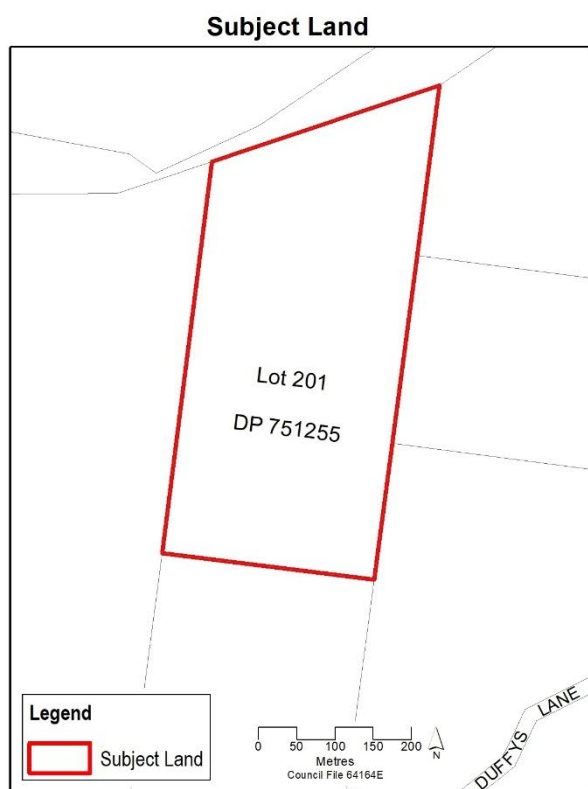


Issue and Justification: Council received a request from the landowner at Lot 102 DP 1085951 for removal of the Terrestrial Biodiversity (TB) layers (habitat corridor, significant vegetation) from the lot as much of the land where these layers apply is already cleared. Some, but not all, of the land

where the existing TB layers apply has been identified as containing vegetation classified as an Endangered Ecological Community (EEC) under the *Biodiversity Conservation Act 2016*. Upon consideration of the request, it would be acceptable to refine but not entirely remove the TB layer so that this layer still captures the EEC where it has been identified but excludes cleared areas. As part of the refinement of the TB layers, it is considered to be appropriate to also follow the same approach on adjacent lots.

Proposed Amendment: Refine TB layer to generally exclude cleared areas but retain the TB layer over identified EEC areas.

28. Lot 201 DP 751255, 232 Duffys Lane, Budgong



Issue and Justification: Council received a request from the landowner at Lot 201 DP 751255 for removal of the Terrestrial Biodiversity (TB) layer (habitat corridor) to reflect the cleared area near the southwest corner of the lot, in a similar manner to the approach taken to other properties nearby.

Upon consideration of the request, it would be acceptable to remove TB layer (habitat corridor) from the cleared area only, but retain existing TB layers over the remainder of the lot. It is also worth noting that there are Category 2 streams either side of the cleared area. A 40m buffer from the western branch encroaches into the cleared area, therefore a portion of this cleared area may still be covered by the terrestrial biodiversity clause 7.5(2)(b) in SLEP 2014.

Proposed Amendment: Refine TB layer (habitat corridor) to generally exclude the cleared areas of the lot.

Table 10: Mapping Amendments – Miscellaneous

29. Lots 7, 8, 9 & 10 DP 271072, Gladioli Vsta (Priv), Bomaderry

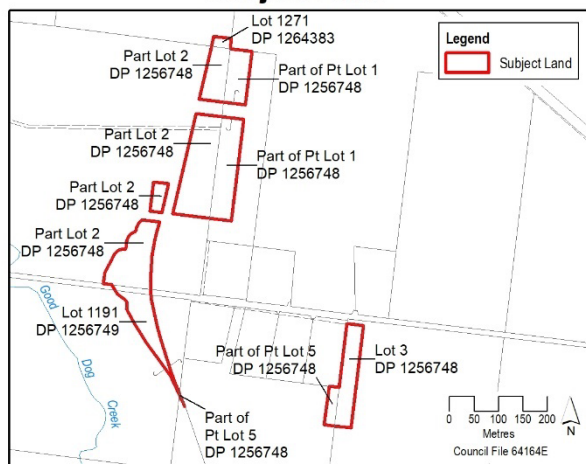


Issue and Justification: The Clauses layer (CL 7.21) extends slightly into the subject lots creating a 'slither' at their northern boundaries. This slither of the Clauses layer is not required on the subject lots and should therefore be removed to provide greater certainty for landowners.

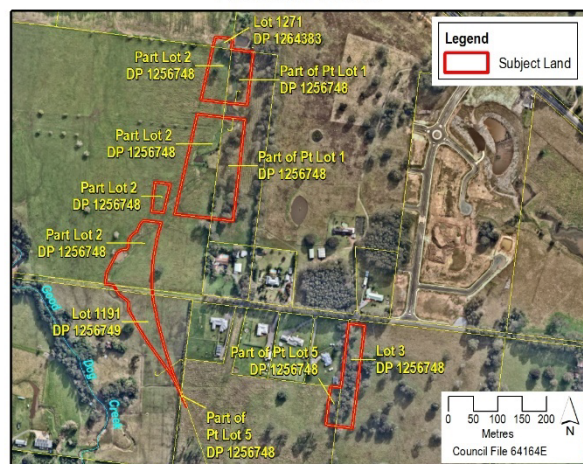
Proposed Amendment: Remove the Clauses layer (CL 7.21) from Lots 7-10 DP 271072.

30. Lots 1, 2, 3, 5 DP 1256748, Lot 1271 DP 1264383, Lot 1191 DP 1256749, and Part Public Road (UPN: 22523), Taylors Lane, Cambewarra

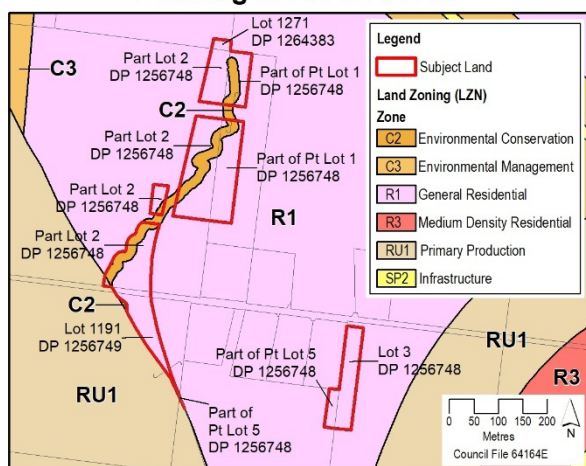
Subject Land



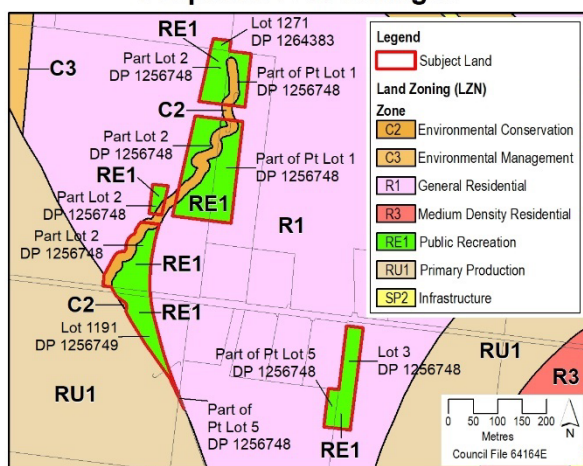
Aerial Photo



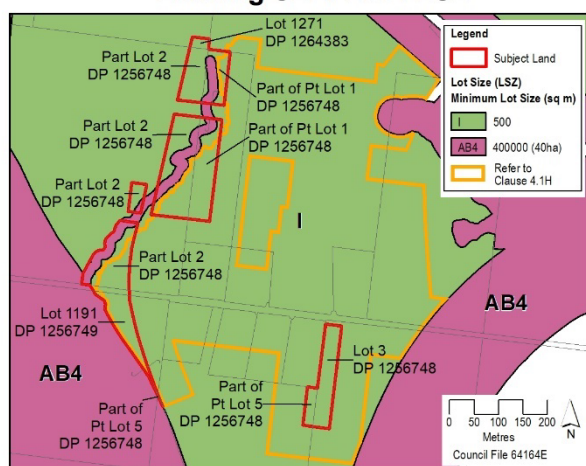
Existing SLEP2014 LZN



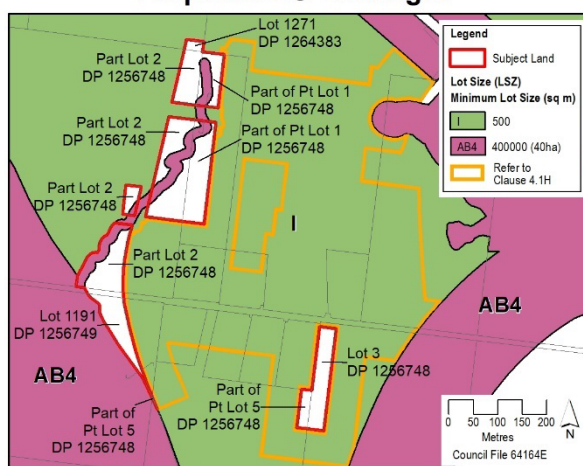
Proposed LZN Changes

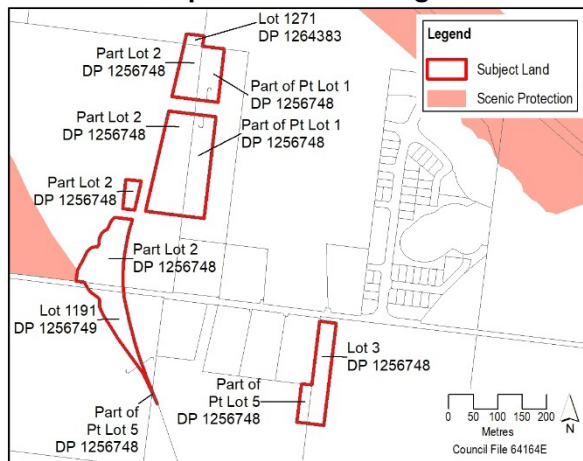


Existing SLEP2014 LSZ



Proposed LSZ Changes





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is not located on Lot 2, therefore the Heritage mapping layer is not required. The Heritage mapping layer and details listed under Schedule 5 of SLEP 2014 will remain applicable to Lot 7. There are also small portions of RU1 Primary Production and the Scenic Protection Area (SCP) layer on Lot 2 DP 1256748. These layers are very minor in extent and can be amended for consistency with the rest of the lot.

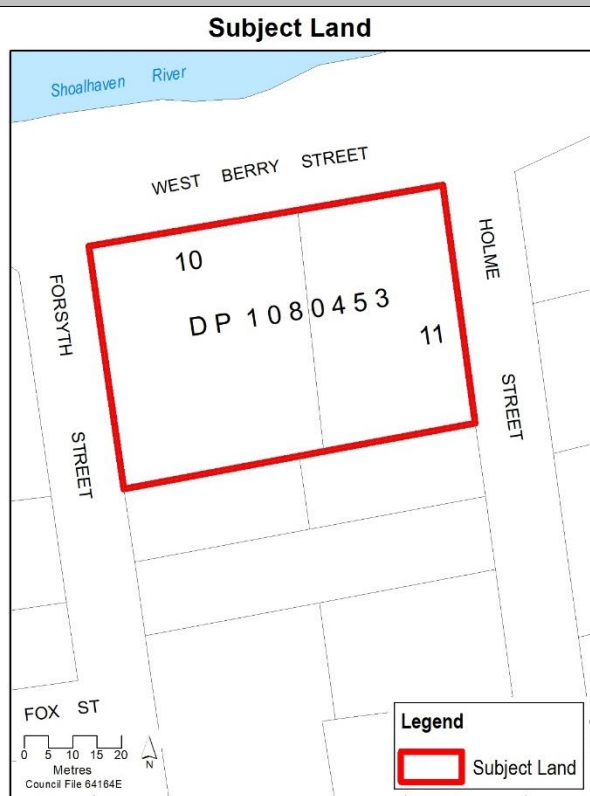
Proposed Amendment: On each lot, rezone the R1 General Residential portion to RE1 Public Recreation and remove the minimum lot size layer from the land to be rezoned RE1, which includes modifying LSZ Clauses 4.1H boundary. Remove Clauses layer (Sch 1.5) from each lot. Additionally in relation to Lot 2 DP 1256748, rezone RU1 portion to C2 Environmental Conservation, remove SCP layer, remove Heritage layer.

3.3 Changes to Existing Provisions – Instrument and Mapping

Five (5) items have been identified for amendment that relate to both the instrument (Schedule 5 of SLEP 2014) and the associated heritage mapping (HER). These amendments are outlined in **Table 11**, with proposed changes to the instrument identified in **red**.

Table 11: Instrument and Mapping Amendments – Heritage

1. Lot 10 & 11 DP 1080453, 10 West Berry Street and 3 Holme Street, Terara Schedule 5 Heritage Item No. 475: “Solway House”

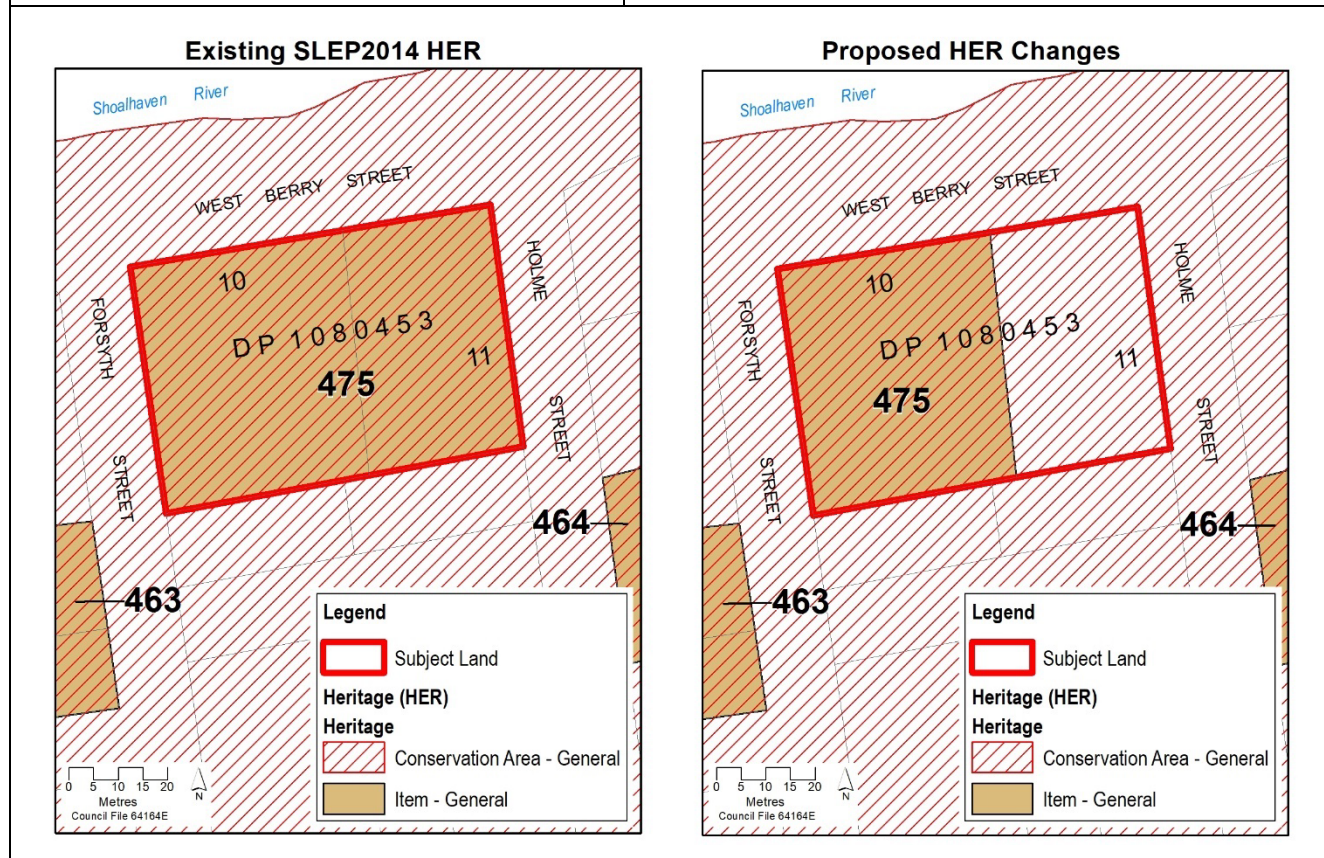


Issue and Justification: Both lots are identified under Schedule 5 of SLEP 2014 as the location of heritage item No. 475 ‘Solway House’. However, following a boundary adjustment in 2005 Solway House is now located wholly within Lot 10 DP 1080453. The land that is now Lot 11 DP 1080453 was previously the location of a vegetable garden but this vegetable garden no longer exists, and in any case does not form part of the heritage significance of Solway House. Lot 11 DP 1080453 does not

possess heritage significance associated with Solway House and the property description for item 475 under Schedule 5 of SLEP 2014 should be amended accordingly. However, Lot 11 DP 1080453 will remain within the Terara Village Heritage Conservation Area.

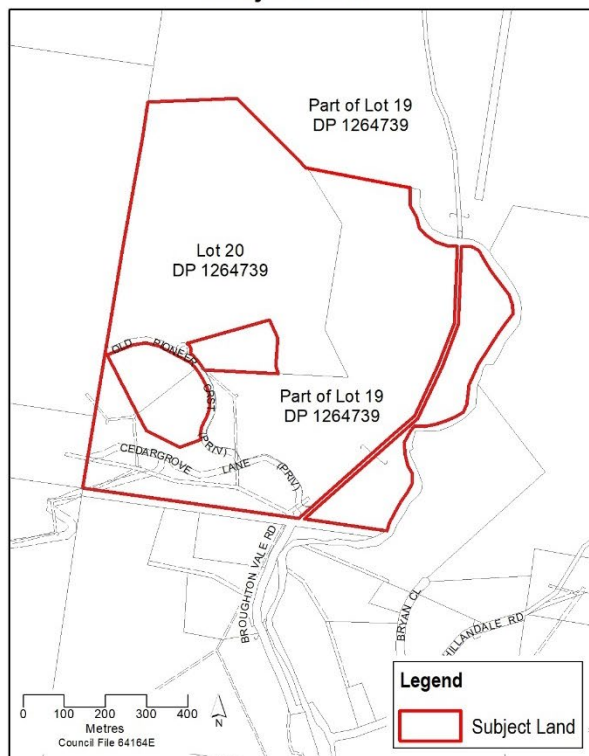
Proposed Amendment: Update the property description for item 475 under Schedule 5 SLEP 2014 to remove Lot 11 DP 1080453 and update Heritage Map (Sheet HER_019C) to remove the Heritage overlay from Lot 11 DP 1080453.

Existing Schedule 5	Proposed Schedule 5
<p>Item No: 475</p> <p>Item: “Solway House”—late Victorian Brick Residence and Store</p> <p>Address: 10 West Berry Street and 3 Holme Street</p> <p>Locality: Terara</p> <p>Property Description: Lots 10 and 11, DP 1080453</p> <p>Significance: Local</p>	<p>Item No: 475</p> <p>Item: “Solway House”—late Victorian Brick Residence and Store</p> <p>Address: 10 West Berry Street and 3 Holme Street</p> <p>Locality: Terara</p> <p>Property Description: Lots 10 and 11, DP 1080453</p> <p>Significance: Local</p>

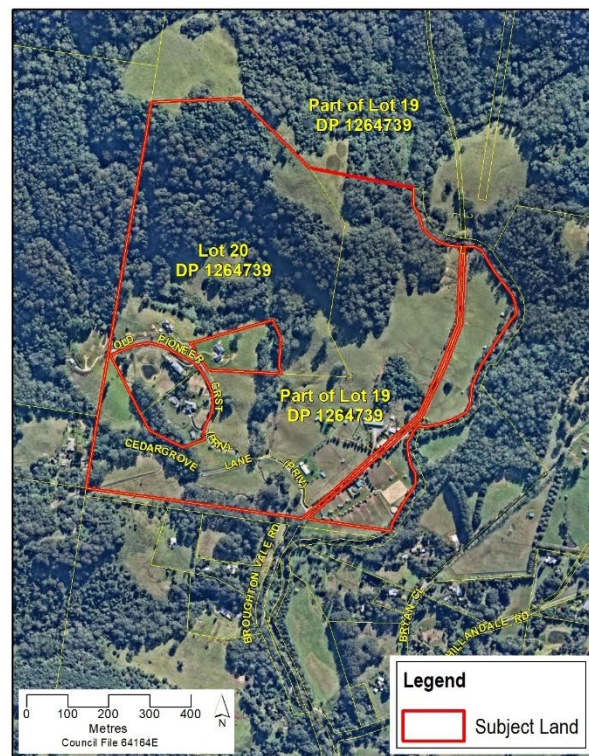


2. Lot 19 & 20 DP 1264739, Old Pioneer Cst (Priv), Broughton Vale Schedule 5 Heritage Item No. 143: Broughton Vale Cemetery

Subject Land



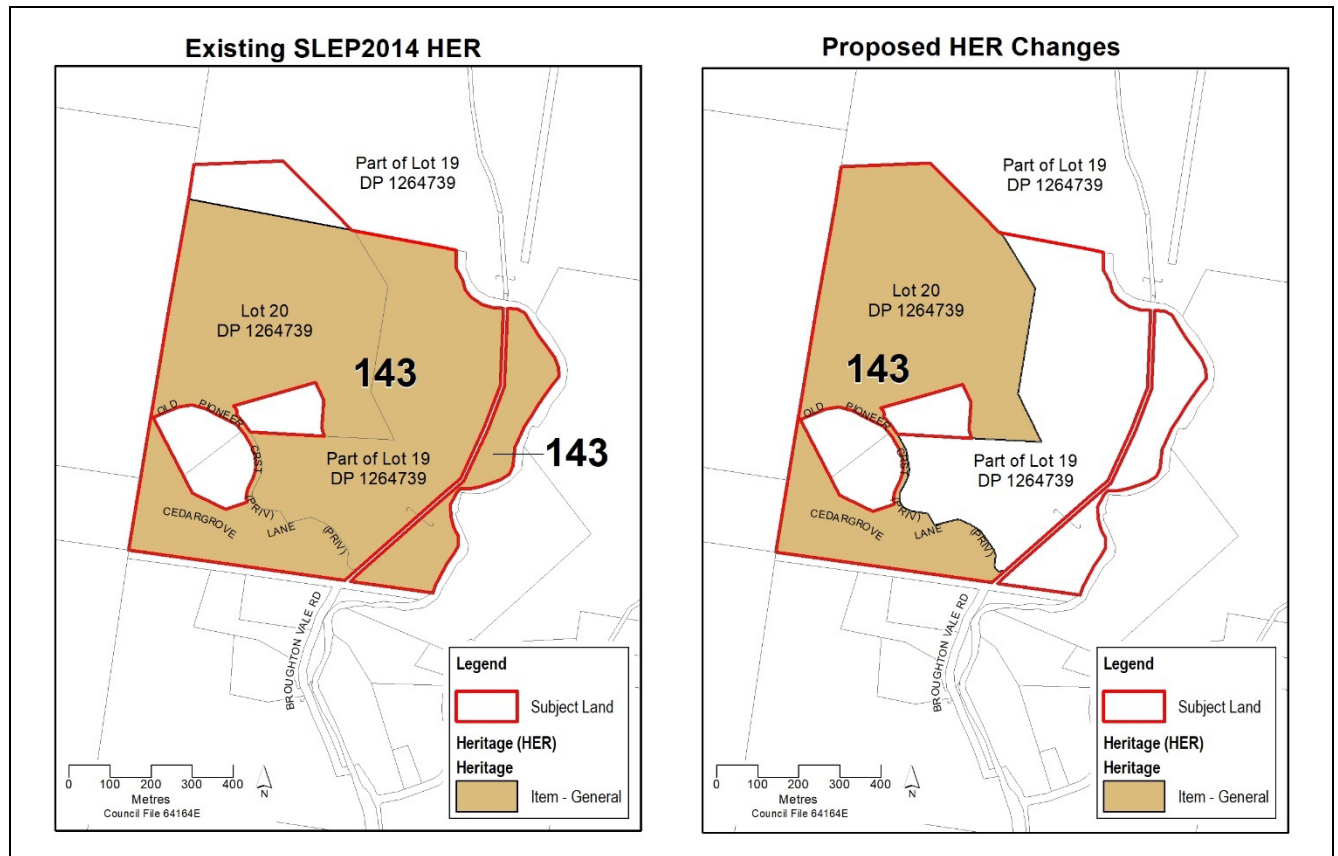
Aerial Photo



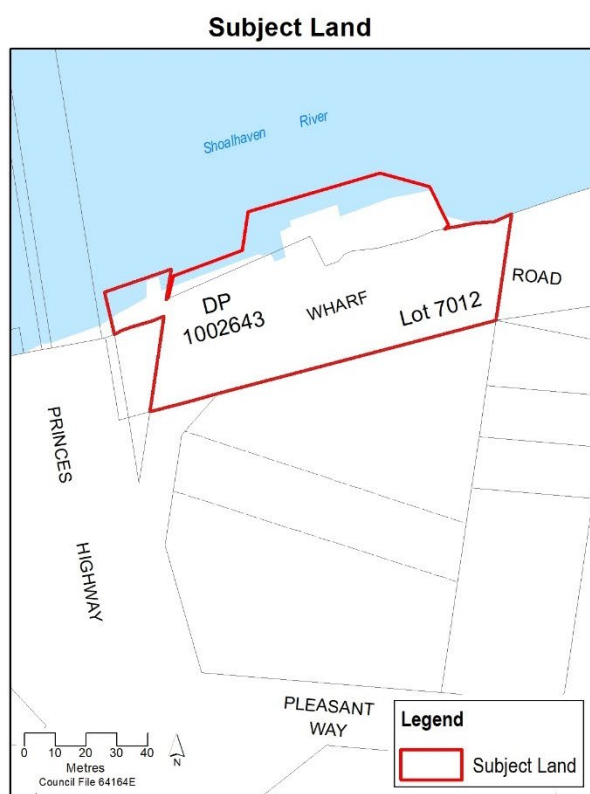
Issue and Justification: Under Schedule 5 of SLEP 2014, Broughton Vale Cemetery (Item 143) is currently identified as being located at Lot 1934 DP 1100783 and the corresponding Heritage Map layer reflects this information. However, following subdivision in 2020, this information is no longer accurate and needs to be updated. The Heritage Map currently affects part of Lot 19 & 20 DP 1264739 but this is based on the boundary of the former Lot 1934 DP 1100783. Broughton Vale Cemetery is located wholly within Lot 20 DP 1264739. Therefore, Schedule 5 of SLEP 2014 and the Heritage Map should be amended accordingly.

Proposed Amendment: Update the address and property description for item 143 under Schedule 5 SLEP 2014 and update Heritage Map (Sheet HER_018) to remove this layer from Lot 19 DP 1264739 and extend across the entirety of Lot 20 DP 1264739.

Existing Schedule 5	Proposed Schedule 5
<p>Item No: 143</p> <p>Item: Broughton Vale Cemetery</p> <p>Address: 350 Broughton Vale Road</p> <p>Locality: Broughton Vale</p> <p>Property Description: Lot 1934, DP 1100783</p> <p>Significance: Local</p>	<p>Item No: 143</p> <p>Item: Broughton Vale Cemetery</p> <p>Address: 350 Broughton Vale Road Old Pioneer Crst (Priv)</p> <p>Locality: Broughton Vale</p> <p>Property Description: Lot 1934, DP 1100783 Lot 20 DP 1264739</p> <p>Significance: Local</p>



**3. Lot 7012 DP 1002643 and Part Waterway, Wharf Rd, Nowra
Schedule 5 Archaeological Site No. A7: Nowra Wharf
Schedule 5 Heritage Item No. 407: Former Nowra Sailing Club site and Timber Wharf**



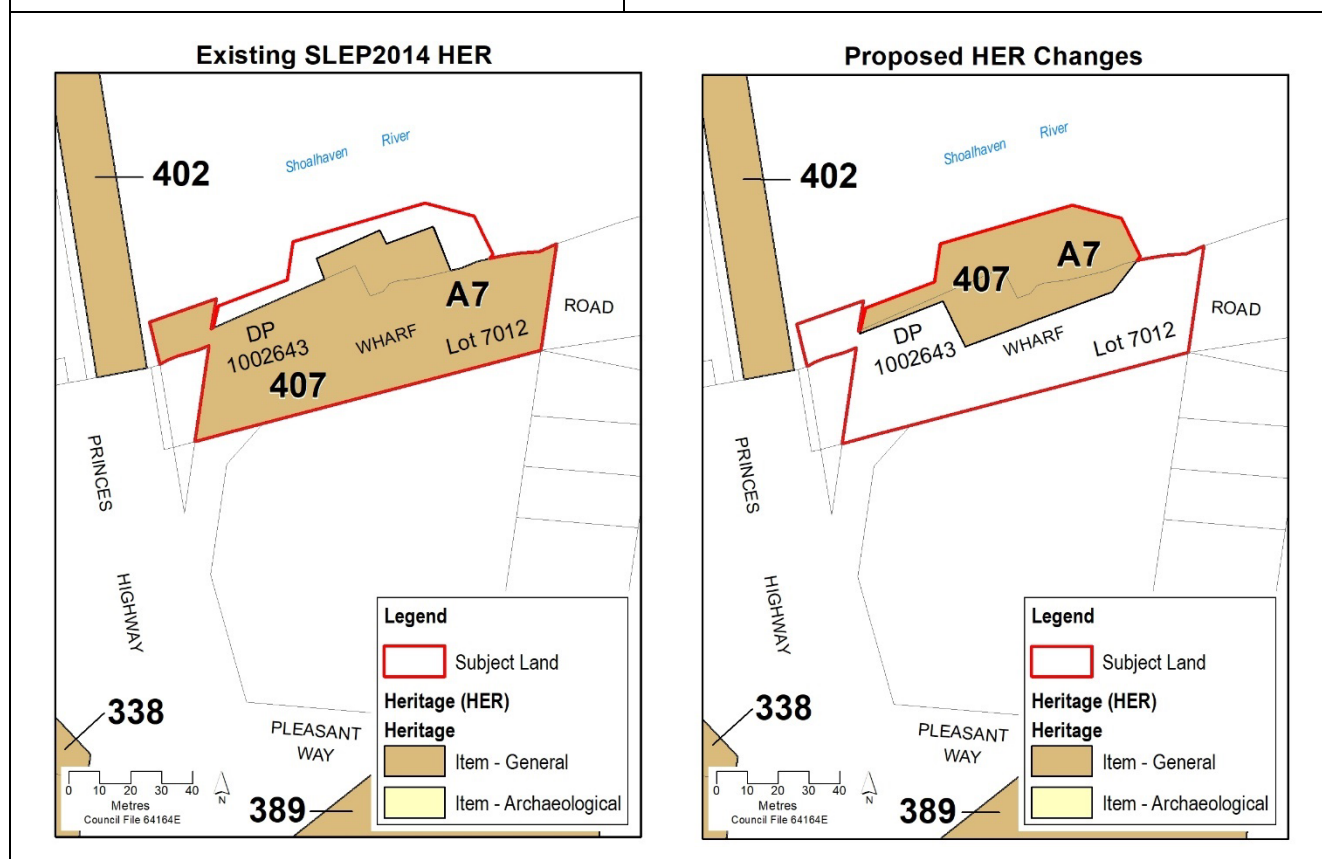
Issue and Justification: The Heritage Map and item descriptions for Heritage Item 407 and Archaeological Site A7 under Schedule 5 in SLEP 2014 are to be modified as a result of a Council resolution (MIN21.604). The intention of this resolution, as it relates to Heritage Item 407 and Archaeological Site A7, is to identify the Public Wharf and curtilage and exclude the foreshore reserve.

In light of the above resolution, advice was sought from Louise Thom Heritage (**Attachment E**) to help identify an appropriate revised description of the heritage item, define the extent of its curtilage, and to revise the Heritage Map accordingly.

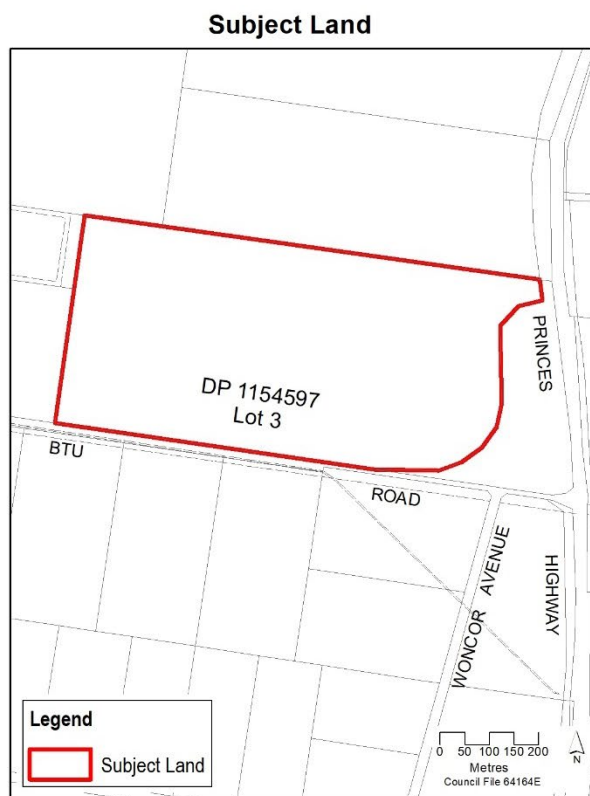
Proposed Amendment: Update the item descriptions for Items 407 and A7 under Schedule 5 in SLEP 2014 and amend the relevant Heritage Map (HER_013E).

Existing Schedule 5	Proposed Schedule 5
<p>Item No: A7</p> <p>Item: Nowra Wharf</p> <p>Address: 6 Wharf Road</p> <p>Locality: Nowra</p> <p>Property Description: Lot 7012, DP 1002643 and adjacent waterway</p> <p>Significance: Local</p>	<p>Item No: A7</p> <p>Item: Nowra Wharf, former Illawarra Steam Navigation Co store and wharf and former Nowra Sailing Club</p> <p>Address: 6 Wharf Road</p> <p>Locality: Nowra</p> <p>Property Description: Part Lot 7012, DP 1002643 and adjacent waterway</p> <p>Significance: Local</p>

<p>Item No: 407</p> <p>Item: Former Nowra Sailing Club site and Timber Wharf</p> <p>Address: 6 Wharf Road</p> <p>Locality: Nowra</p> <p>Property Description: Lot 7012, DP 1002643 and adjacent waterway</p> <p>Significance: Local</p>	<p>Item No: 407</p> <p>Item: Former Nowra Sailing Club site and Timber Wharf Nowra Wharf, former Illawarra Steam Navigation Co store and wharf and former Nowra Sailing Club</p> <p>Address: 6 Wharf Road</p> <p>Locality: Nowra</p> <p>Property Description: Part Lot 7012, DP 1002643 and adjacent waterway</p> <p>Significance: Local</p>
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4. Lot 3 DP 1154597, 50 BTU Rd, Nowra Hill



Issue and Justification: A Heritage Assessment of the subject site, prepared by Louise Thom Heritage, found that: *the site of the former Torpedo Workshop at 50 BTU Road, Nowra Hill is considered to have heritage value for its historic, technological and research potential and is rare in the Shoalhaven. 50 BTU Road, Nowra Hill has heritage value at a local level and is recommended to be included in the heritage schedule of Shoalhaven Local Environmental Plan 2014 as a heritage item of local significance (see Attachment F).*

At its Ordinary Meeting on 1 February 2022 (MIN22.102), Council resolved to:

Endorse the progression of an amendment to Schedule 5 of Shoalhaven LEP 2014 to include 50 BTU Road, Nowra Hill as an item of environmental heritage, as part of the next appropriate housekeeping amendment.

Proposed Amendment: As per Council resolution MIN22.102 and the recommendation of the Heritage Assessment Report, the Former BTU Torpedo Workshop, 50 BTU Road, Nowra Hill should be listed in Schedule 5 of SLEP 2014 as a heritage item of local significance. The listing should cover the whole site to protect the significant layout as well as significant structures of the original WWII facility. Update the Heritage Map (Sheet HER_013F and HER_14C) with the heritage layer applied to the entire site.

Proposed Schedule 5

Item No: 552

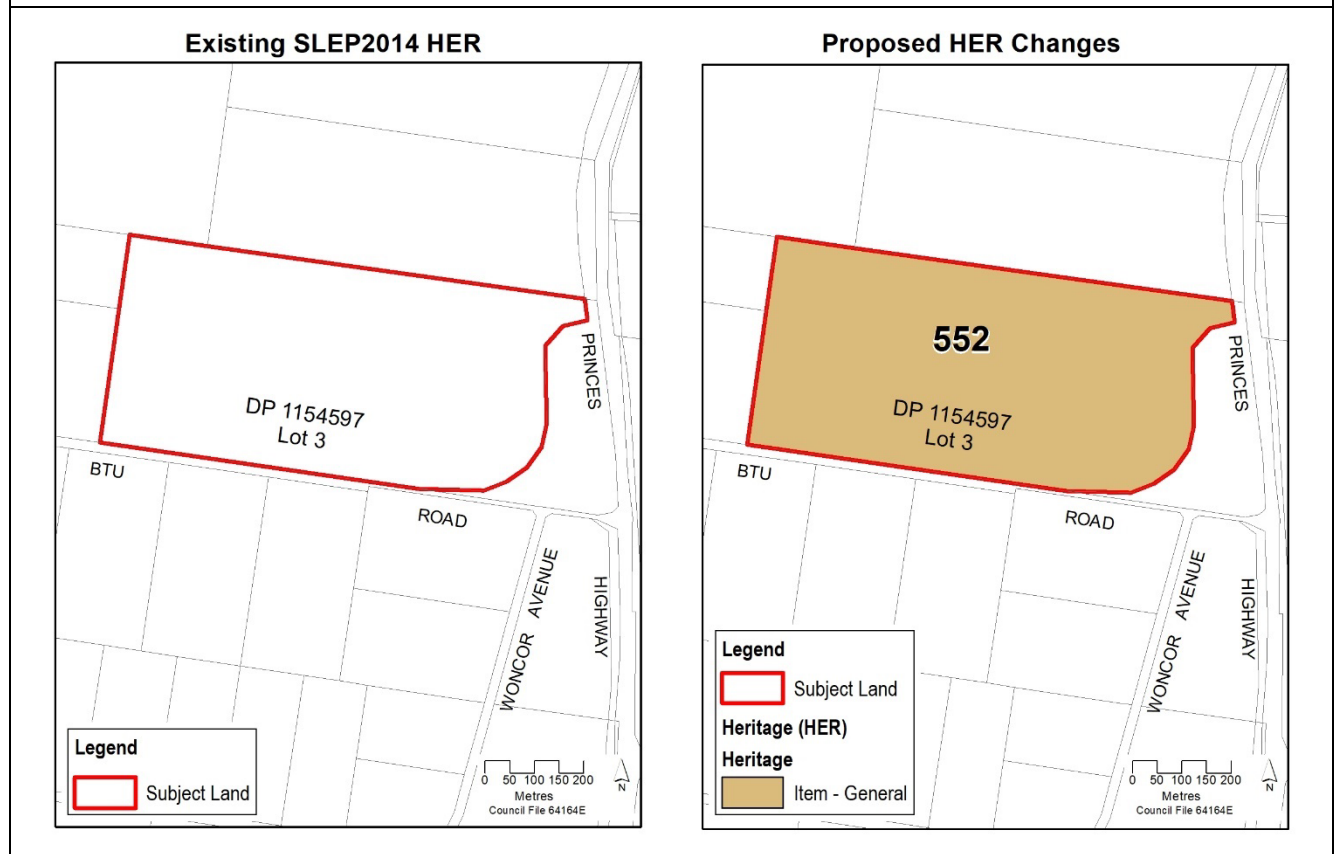
Item: Former BTU Torpedo Workshop: WWII structures including Maintenance Workshop, 4 Torpedo Bunkers, 1 War Head Bunker and 1 Compressor House and their layout on the site.

Address: 50 BTU Road

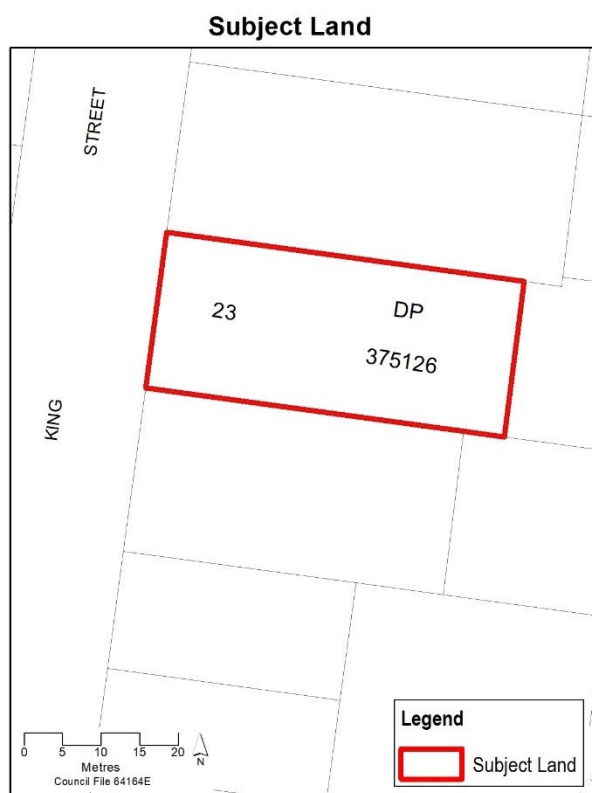
Locality: Nowra Hill

Property Description: Lot 3 DP 1154597

Significance: Local



**5. Lot 23 DP 375126, 10 King Street, Berry
Schedule 5 Heritage Item No. 44**



Issue and Justification: Heritage Item 44 under Schedule 5 of SLEP 2014 is described as a turpentine tree of significant height and age located at Lot 23 DP 375126. However, this tree was removed in 2005 when works associated with development consent DA05/1696 were carried out. As the tree the subject of the heritage listing no longer exists, the heritage listing should be removed.

Proposed Amendment: Remove the heritage item from Schedule 5 of SLEP 2014 and remove the associated mapping.

Proposed Schedule 5

Item No: 44

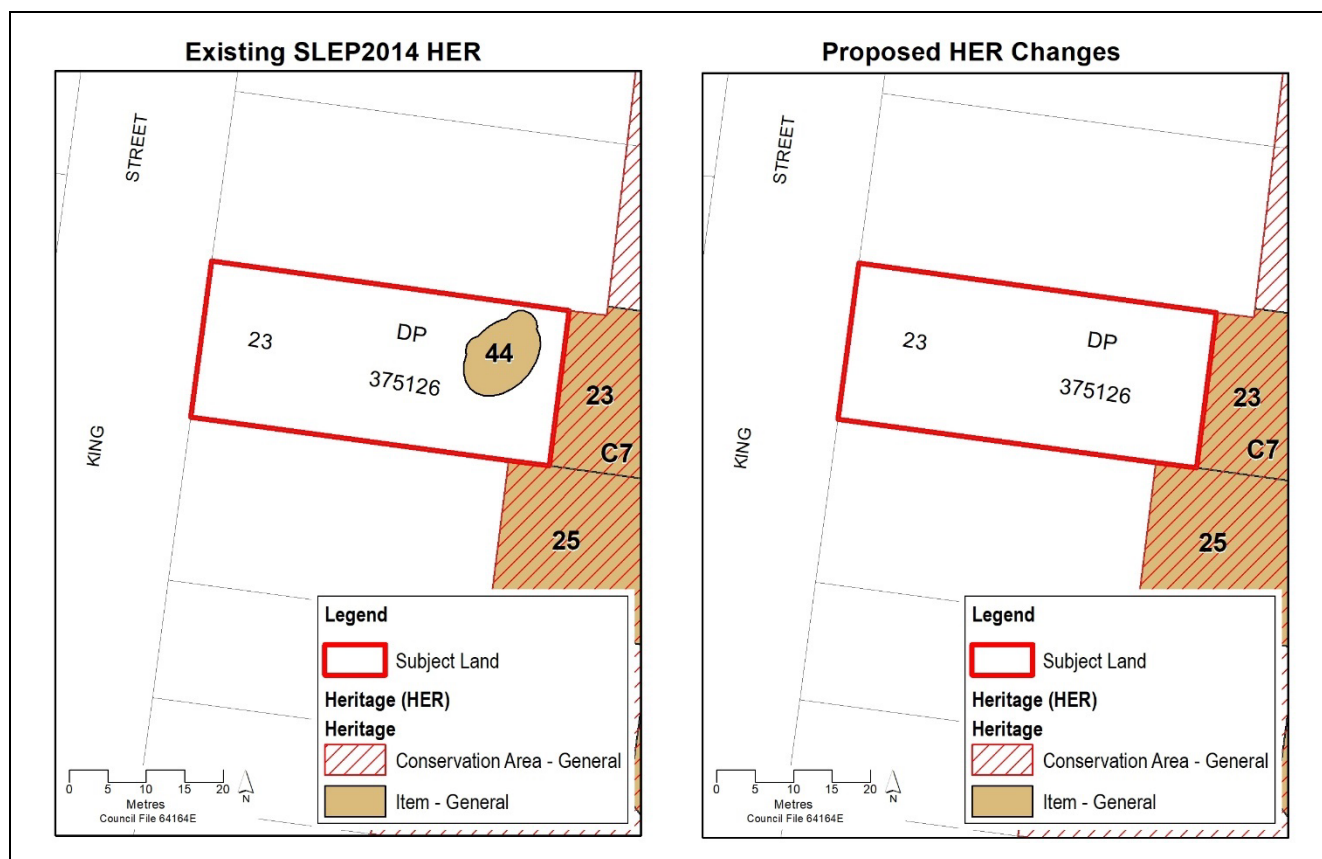
Item: ~~*Syncarpia glomulifera* (Turpentine tree)~~

Address: ~~10 King Street~~

Locality: ~~Berry~~

Property Description: ~~Part of Lot 23, DP 375126~~

Significance: ~~Local~~



4 Part 3 – Justification

4.1 Need for the Planning Proposal (Section A)

4.1.1 Is the Planning Proposal a result of any strategic study or report?

While most of these amendments are not the result of a strategic study or report, they are consistent with Council's policy position and will help achieve the expected outcomes of SLEP 2014. The proposed amendments cover a range of mapping and instrument related matters, which have been identified as housekeeping issues that need to be addressed to ensure that the SLEP 2014 operates as originally intended or to improve its operations. Instrument and Mapping Items 3 and 4 of this PP are each supported by a Heritage Assessment or professional heritage advice (**Attachment E** and **Attachment F**).

4.1.2 Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Yes. The PP is the best and only means of addressing the instrument adjustments, mapping errors and anomalies that have been identified within SLEP 2014.

There is no other way to achieve the required outcomes.

4.2 Relationship to strategic planning framework (Section B)

4.2.1 Is the Planning Proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

Yes. The PP is consistent with the objectives and actions of the Illawarra-Shoalhaven Regional Plan (ISRP) 2041. The plan applies to the whole Shoalhaven Local Government Area (LGA) and aims to grow the economy, provide affordable housing, secure agricultural land, build infrastructure and protect the natural and cultural environments.

The proposed amendments will better align SLEP 2014 with the aims of this plan and cater for future development more effectively by way of improving the efficiency and operational integrity of the instrument which will enable for more streamlined processes.

4.2.2 Is the Planning Proposal consistent with the local council's Community Strategic Plan, or other local strategic plan?

Shoalhaven 2027

The PP is consistent with Council's Community Strategic Plan, Shoalhaven 2027, and the relevant themes and actions below:

- Theme 1: Resilient, safe and inclusive communities
 - 1.3 Support active, healthy liveable communities.
- Theme 2: Sustainable, liveable environments
 - 2.1 Improve and maintain road transport infrastructure;
 - 2.2 Plan and manage appropriate and sustainable development;
 - 2.3 Protect and showcase the natural environment.
- Theme 3: Prosperous communities
 - 3.1 Maintain and grow a robust economy with vibrant towns and village.
- Theme 4: Responsible governance

4.1 Deliver reliable services;

4.3 Inform and engage with the community about the decisions that affect their lives.

Shoalhaven 2040 Local Strategic Planning Statement

The Shoalhaven Local Strategic Planning Statement (LSPS) sets out the vision and priorities for land use planning in Shoalhaven over the next 20 years. The PP is consistent with the Shoalhaven LSPS and the relevant planning priorities outlined in the LSPS, including:

- Planning Priority 10: Protecting the environment
- Planning Priority 13: Protecting and enhancing neighbourhoods
- Planning Priority 14: Heritage items and places
CW14.1 Administration and management of heritage items, heritage conservation areas, and archaeological sites

Other Local Strategic Plans

Given the housekeeping nature of the PP, the PP is considered consistent with Council's other Local Strategic Plans:

- Shoalhaven Growth Management Strategy
- Nowra Bomaderry Structure Plan
- Jervis Bay Settlement Strategy
- Milton Ulladulla Structure Plan
- Shoalhaven Affordable Housing Strategy

4.2.3 Is the Planning Proposal consistent with applicable state environmental planning policies?

The PP is consistent with the applicable State Environmental Planning Policies (SEPPs). A full list of SEPPs is provided at **Attachment C**.

SEPP (Resilience and Hazards) 2021

Chapter 2 of the SEPP sets out matters for consideration for development in the coastal zone. A number of residentially zoned and non-residentially zoned lots in the PP fall within the coastal zone area, as defined by the *Coastal Management Act 2016*.

There are no provisions in this SEPP that directly apply to the PP, however it is noted that the SEPP will need to be taken into consideration as part of any future development application on the land. This includes Clause 16 which requires the Shoalhaven Coastal Zone Management Plan to be considered prior to the issuing of development consent for a development application in the coastal zone.

Exempt and Complying Development Codes 2008

The SEPP sets out a number of Codes which enables certain development to be undertaken without Council approval via the exempt or complying development streams.

The Codes SEPP applies to this PP as a heritage listing or C2 Environmental Conservation zone (for example) effectively 'turn off' most forms of complying development under the SEPP. This means that development that is not exempt will require full merit assessment by Council. Other amendments in this PP that refine certain mapping layers, for example Mapping Items 17, 27 and 28, will assist in the use of Codes SEPP.

SEPP (Biodiversity and Conservation) 2021

Relevant sections in this SEPP include: Chapter 2 which seeks to protect the biodiversity values of trees and other vegetation in non-rural areas in Shoalhaven, as well as the amenity they provide; and Chapter 8 which applies to the development of land within the Sydney drinking water catchment. The SEPP will need to be taken into consideration prior to the clearing of native vegetation in non-rural areas, and when development is proposed in the Sydney drinking water catchment, as specified by the SEPP. However, there are no provisions in this SEPP that directly apply to this PP, and therefore the PP is not inconsistent in this regard.

4.2.4 Is the Planning Proposal consistent with applicable Ministerial Directions (s.9.1 directions)?

The s.9.1 Ministerial Directions are considered at **Attachment D** and those specifically relevant to this PP are discussed in greater detail below.

Direction 1.1 Implementation of Regional Plans

The Illawarra Shoalhaven Regional Plan (ISRP) applies to the Shoalhaven Local Government Area. The PP is consistent with the ISRP as discussed in Section 4.2.1 above.

The PP is therefore consistent with this direction.

Direction 3.1 Conservation Zones

This direction applies as the PP affects land within a conservation zone or land otherwise identified for environmental conservation or protection. PP058 intends to alter existing conservation zones through the following amendments:

Mapping Item 8	Rezone some land zoned C2 Environmental Conservation to SP2 Infrastructure (Water Supply System) and rezone other land zoned SP2 Infrastructure (Water Supply System) to C2 Environmental Conservation.
Mapping Item 11	Rezone some land zoned C2 Environmental Conservation to SP2 Infrastructure (Water Supply System) and rezone other land zoned SP2 Infrastructure (Water Supply System) to C2 Environmental Conservation.
Mapping Item 12	Rezone land zoned RE1 Public Recreation to C2 Environmental Conservation.
Mapping Item 13	Rezone land zoned RE1 Public Recreation to C2 Environmental Conservation.
Mapping Item 14	Rezone land zoned R1 General residential to C2 Environmental Conservation.
Mapping Item 15	Rezone land zoned R1 General residential to C2 Environmental Conservation.

Mapping Item 17	Tidying up 'slithers' including land use zone C2 Environmental Conservation and Terrestrial Biodiversity layers by snapping these layers to relevant lot boundaries.
Mapping Item 26	Realign Terrestrial Biodiversity layers to ensure they fit entirely within Lot 1 and are removed from Lot 2.
Mapping Item 27	Refine Terrestrial Biodiversity layers to generally exclude cleared areas but retain a mostly contiguous overlay that captures identified EEC areas.
Mapping Item 28	Refine Terrestrial Biodiversity layer to generally exclude cleared areas in the southwest corner of the lot.
Mapping Item 30	Rezone small area of RU1 Primary Production to C2 Environmental Conservation.

The majority of the above amendments are either neutral or beneficial in terms of contributing to land for environmental conservation.

The PP is considered to be generally consistent with this direction. Where the amendment involves the modification of development standards that apply to the land, for example by refining the Terrestrial Biodiversity layers on land in conservation zones (Items 27 and 28), these changes are considered to be of minor significance as the land in question has been cleared.

Direction 3.2 Heritage Conservation

This direction applies as the PP is proposing to amend the listing and associated mapping of heritage items within Schedule 5 of SLEP 2014 through the following amendments:

Mapping Item 30	Refine Heritage layer by removing it from Lot 2 DP 1256748.
Instrument and Mapping Item 1	Update the property description for item 475 under Schedule 5 SLEP 2014 to remove Lot 11 DP 1080453 and update Heritage Map (Sheet HER_019C) to remove the Heritage overlay from Lot 11 DP 1080453.
Instrument and Mapping Item 2	Update the address and property description for item 143 under Schedule 5 SLEP 2014 and update Heritage Map (Sheet HER_018) to remove the Heritage overlay from Lot 19 DP 1264739 and extend across the entirety of Lot 20 DP 1264739.
Instrument and Mapping Item 3	Update the item descriptions for Items 407 and A7 under Schedule 5 in SLEP 2014 and amend the relevant Heritage Map (HER_013E).
Instrument and	List Former BTU Torpedo Workshop, 50 BTU Road, Nowra Hill under Schedule 5 of SLEP 2014 as a heritage item of local significance and apply the Heritage Map (Sheet HER_013F and HER_14C) to the entire site.

Mapping Item 4	
Instrument and Mapping Item 5	Remove the heritage item from Schedule 5 of SLEP 2014 and remove the associated mapping.

The PP is generally consistent with this direction as it will strengthen the conservation of heritage items within the Shoalhaven Local Government Area. This will be achieved through ensuring Council's heritage listings and associated mapping are accurate and reflect current data on both Council's and Heritage NSW's websites. The proposed changes include both the listing and delisting of heritage items, as well as changes to the description of existing items.

Those items that are inconsistent with the direction tend to be the result of administrative errors or physical changes (e.g. subdivision) that have altered the heritage significance of the subject land and are either justified by a heritage assessment report or are considered to be of minor impact.

Direction 3.3 Sydney Drinking Water Catchments

This direction applies as Mapping Items 3, 5 and 6 in this PP relate to land within the Sydney Drinking Water Catchment. These amendments make changes to the minimum lot size for consistency with the applicable land use zone or to be better aligned with cadastral boundaries. These amendments are not inconsistent with the direction and are of minor significance. Preliminary consultation has been undertaken with WaterNSW, in line with the requirements of this direction (see **Attachment G**). Refer to Section 4.4.2 of the PP for more information.

Direction 4.1 Flooding

This direction applies as the PP seeks to alter planning provisions for land that is identified as flood prone. In addition, Mapping Items 1, 11 and 17 (in the table below) propose to rezone land from a Special Use, Special Purpose, Recreation, Rural or Environmental Protection Zone to a Residential, Business, Industrial, Special Use or Special Purpose Zone, which is considered inconsistent with the direction.

Mapping Item 1	Rezone part of the lot from RE1 Public Recreation to R3 Medium Density Residential.
Mapping Item 11	Rezone land from SP1 Special Activities and C2 Environmental Conservation to SP2 Infrastructure (Sewerage System).
Mapping Item 17	Tidy up slithers, including rezoning some C2 Environmental Conservation land to R1 General Residential.

Given the housekeeping nature of the PP, the provisions that are inconsistent are considered to be of minor significance. Any future development carried out on the future residential lots will require development consent, which will require consideration of environmental constraints, such as flooding, as part of the development assessment process.

Direction 4.2 Coastal Management

This direction applies as the PP affects land within the coastal zone, as defined under the *Coastal Management Act 2016*. Additionally, Mapping Items 19 and 27 (set out in the table below) apply to land affected by coastal hazards and coastal wetlands, respectively.

Mapping Item 19	Remove the LRA layer from Lot CP SP 56839. (Coastal hazards)
Mapping Item 27	Refine TB layer to generally exclude cleared areas but to retain a contiguous TB overlay that captures identified EEC areas. (Lot 53 coastal wetlands)

However, the relevant amendments:

- Do not make changes relevant to/inconsistent with the *Coastal Management Act 2016*, NSW Coastal Management Manual and associated Toolkit, NSW Coastal Design Guidelines 2003 or any Coastal Zone Management Plan certified by the Minister or under the *Coastal Protection Act 1979*.
- Do not seek to amend any maps under chapter 2 of the *State Environmental Planning Policy (Resilience and Hazards) 2021*.
- Do not rezone land to enable increased or more intensive development on applicable land specified in the direction.

The PP is therefore not inconsistent with this direction.

Direction 4.3 Planning for Bushfire Protection

The direction applies as the PP affects land across the LGA that is (or is in proximity to) land mapped as bushfire prone land. The PP:

- Has regard to *Planning for Bushfire Protection 2019*.
- Does not result in controls that place inappropriate developments in hazardous areas.
- Does not prohibit bushfire hazard reduction within an APZ.

Consultation is expected to be undertaken with the NSW Rural Fire Service following receipt of a Gateway determination, and prior to undertaking community consultation.

The PP is not inconsistent with this direction.

Direction 4.4 Remediation of Contaminated Land

This direction applies as the PP relates to various land across the City, some of which may be potentially contaminated. The PP is not inconsistent with this direction as the proposed changes are of a housekeeping nature and any development assessment process for future development would consider these matters (as relevant).

Direction 4.5 Acid Sulfate Soils

This direction applies as the PP affects land that has a probability of containing acid sulfate soils as shown on the Acid Sulfate Soils Map.

The PP is considered consistent as it:

- Does not propose to introduce provisions to regulate works in acid sulfate soils.
- Does not proposed to intensify land uses on land identified as having a probability of containing acid sulfate soils on the Acid Sulfate Soils Planning Maps.

The PP is therefore not inconsistent with this direction.

Direction 5.1 Integrating Land Use and Transport

This direction applies as the PP proposes to create, alter or remove a zone or provision relating to urban land, including land zoned for residential, business, industrial, village or tourist purposes.

The PP is not inconsistent with this direction as the proposed changes are of a housekeeping nature and are not inconsistent with the aims, objectives and principles of *Improving Transport Choice – Guidelines for Planning and Development 2001*, and *The Right Place for Business and Services – Planning Policy 2001*.

Direction 5.2 Reserving Land for Public Purposes

The direction requires the approval of the Secretary or his delegate of the Department of Planning and Environment for planning proposals that seek to create new zonings or reservations of land for public purposes. The direction applies as the PP seeks to create, alter or remove existing zonings or reservations of land for public purposes. These rezonings are of a housekeeping nature and respond to changes in land ownership or intended future uses of the land. Further consultation will be undertaken with relevant public authorities as part of the Gateway process. The PP is not inconsistent with this direction.

Direction 5.3 Development Near Regulated Airports and Defence Airfields

This direction requires PPs to ensure the effective and safe operation of regulated airports and defence airfields and ensure development does not compromise aircraft operations or is adversely affected by aircraft noise.

The direction isn't clear what 'near' means. There are a few items in this PP that could be considered 'near' HMAS Albatross air station, however, these amendments are of a housekeeping nature only and do not impact on the operations of any nearby airfield. As such, it is considered that the PP is not inconsistent with this direction.

Direction 6.1 Residential Zones

This direction applies as the PP affects land within an existing residential zone. The PP is generally consistent with the objectives of this direction. The amendments are of a housekeeping nature and seek to address anomalies and improve the operation of SLEP 2014.

The following mapping changes may be considered inconsistent with this direction, specifically part 2(b), although the departure is of minor significance as discussed below:

Mapping Item 7	Rezone R5 Large Lot Residential land to SP2 Infrastructure (Road).
Mapping Item 14	Rezone R1 General Residential land to C2 Environmental Conservation and apply minimum lot size AB4 (40ha).
Mapping Item 15	Rezone R1 General Residential land to C2 Environmental Conservation and apply minimum lot size AB4 (40ha).
Mapping Item 17	Tidy up slithers, including rezoning some R1 General Residential land.

Mapping Item 30	Rezone R1 General Residential land to RE1 Public Recreation.
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Whilst the PP contains provisions which will reduce the permissible residential density of land in a general sense, this only relates to a handful of lots across the City and the land generally cannot be developed for that purpose. Given there are significant residential development opportunities available across Nowra-Bomaderry and Milton-Ulladulla in infill areas and endorsed Urban Release Areas, the departure is considered of minor significance. Additionally, much of the land is being rezoned from residential for the purpose of established and/or dedicated public recreation and services, which will contribute to improving the quality of life of surrounding residents. There are also a number of other items in this PP which increase the amount of residentially-zoned land.

Direction 7.1 Business and Industrial Zones

This direction applies as the PP affects land within an existing or proposed business or industrial zone. The PP is generally consistent with the direction as it:

- Gives effect to the objectives of Direction 1.1, including encourage employment growth in suitable locations, and protect employment land in business and industrial zones;
- Retains the area and locations of existing business and industrial zones;
- Does not propose to reduce the total potential floor space area for employment uses, related public services or industrial uses in existing business or industrial zones.

Amendments to existing business or industrial zones are of a housekeeping nature and any inconsistency with 1(b) in this direction is considered to be of minor significance.

Direction 9.2 Rural Lands

This direction applies as the PP affects land within an existing or proposed rural or conservation zone and makes changes to the existing minimum lot size on land in those zones. In keeping with the housekeeping nature of this PP, these amendments generally address anomalies or inconsistencies in the application of land use zones or the minimum lot size or respond to changes in the ownership or intended purpose of the land. Some amendments remove rural and conservation zones but other items increase land with rural or conservation zones. These amendments are considered to be of minor significance and are set out in the table below.

Mapping Item 4	Remove minimum lot size from land zoned C1 National Park
Mapping Item 6	Remove minimum lot size from land zoned C1 National Park
Mapping Item 8	Rezone some land from C2 Environmental Conservation to SP2 and remove minimum lot size, and rezone other land from SP2 to C2 and apply minimum lot size
Mapping Item 9	Rezone land zoned SP2 to RU1 Primary Production and apply minimum lot size (40ha)

Mapping Item 10	Rezone land zoned SP2 to RU1 Primary Production and apply minimum lot size (40ha)
Mapping Item 11	Rezone some land from C2 Environmental Conservation to SP2 and remove minimum lot size, and rezone other land from SP2 to C2 and apply minimum lot size
Mapping Item 12	Rezone land zoned RE1 Public Recreation to C2 Environmental Conservation and apply minimum lot size (40ha)
Mapping Item 13	Rezone land zoned RE1 Public Recreation to C2 Environmental Conservation and apply minimum lot size (40ha)
Mapping Item 14	Rezone land zoned R1 General Residential to C2 Environmental Conservation and apply minimum lot size (40ha)
Mapping Item 15	Rezone land zoned R1 General Residential to C2 Environmental Conservation and apply minimum lot size (40ha)
Mapping Item 17	Tidy up slithers including land zoned C2 and minimum lot size layers
Mapping Item 18	Rezone land zoned SP2 to RU1 Primary Production and apply minimum lot size (40ha)
Mapping Item 30	Rezone land zoned RU1 Primary Production to C2 Environmental Conservation

The PP is generally consistent as it:

- Is consistent with the applicable strategic plans (see section 4.2.2).
- Does not result in controls that infringe upon a farmer's right to farm.
- Does not prohibit the use of rural zoned land for the purpose of agriculture and primary production.

4.3 Environmental, Social and Economic Impact (Section C)

4.3.1 Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

The likelihood that critical or threatened species, populations or ecological communities, or their habitats will be adversely affected as a result of the PP is very low. The PP proposes to make amendments to SLEP 2014 that are of a housekeeping nature. Mapping Items 27 and 28 propose to refine Terrestrial Biodiversity mapping layers but these items are unlikely to adversely impact on threatened species or their habitat as the intent is to remove the TB layer from cleared areas only and not from areas with identified endangered ecological communities. Mapping Item 17 seeks to tidy up Terrestrial Biodiversity layers but is very minor in impact. Other proposed amendments, such as Mapping Items 12-15 seek to extend land zoned C2 Environmental Conservation which may arguably result in beneficial outcomes for threatened species, ecological communities and habitats.

Any future use of the land will consider environmental impacts as part of the development assessment process.

4.3.2 Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?

Other environmental impacts are not anticipated, and any future development would consider environmental impacts as part of the development assessment process.

4.3.3 How has the Planning Proposal adequately addressed any social and economic effects?

The PP is likely to have positive social and economic effects due to SLEP 2014 operating in a more efficient manner which will better align the objectives of the instrument with appropriate development. Resolution of a range of mapping anomalies may also result in positive social and economic benefits through the ability to utilise the Codes SEPP for certain development.

4.4 State and Commonwealth Interests (Section D)

4.4.1 Is there adequate public infrastructure for the Planning Proposal?

The PP does not create additional requirements for public infrastructure. It facilitates development in areas that already have an urban zone; the public infrastructure requirements have or will be considered as these areas are considered for development.

4.4.2 What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?

Council will consult with relevant State and Commonwealth authorities in accordance with the conditions of the Gateway determination. The PP will be updated prior to public exhibition, if required, to incorporate the view of any public authority.

Consultation with WaterNSW occurred during the preparation of the PP. WaterNSW provided a response, see **Attachment G**. WaterNSW has not raised any objection regarding items 3 and 5. Whilst WaterNSW supports the intent of item 6, it has requested consultation with National Parks and Wildlife Service regarding the appropriate boundary for the zoning and minimum lot size for that item. The consultation is underway, and it would be appropriate for the Gateway determination to require formal consultation with the National Parks and Wildlife Service in this regard. WaterNSW will be sent another referral during the public exhibition period as a follow up to the initial referral.

5 Part 4 – Mapping

There are a number of mapping amendments identified within this PP. These are shown in **Part 2 – Explanation of Provisions (Section 3 of this PP)**.

6 Part 5 - Community Consultation

Council proposes to exhibit the PP in accordance with the requirements of Schedule 1 of the *Environmental Planning and Assessment Act 1979* and any other requirements as

determined by the Gateway determination. It is intended that an exhibition period of 28 days would apply.

The exhibition would include public notification and a package of exhibition material on Council's website.

All stakeholders, including relevant Community Consultative Bodies and any directly affected landowners, will be advised of the public exhibition arrangements.

7 Part 6 – Project Timeline

The anticipated timeline for the PP is as follows:

Table 12: Project Timeline

Task	Anticipated Timeframe
Commencement date (date of Gateway determination)	October 2022
Completion of Gateway determination requirements	January 2023
Public exhibition	February/March 2023
Consideration of submissions	April/May 2023
Post exhibition consideration of PP	June/July 2023
Finalisation and notification of Plan	August/September 2023

ATTACHMENTS

Attachment A – Evaluation Criteria for the Delegation of Plan Making Functions

Local Government Area:

Shoalhaven City Council

Name of draft LEP:

Shoalhaven Local Environmental Plan 2014
PP058 – 2022 Housekeeping Amendment

Address of Land (if applicable):

The PP applies to all land in the Shoalhaven Local Government Area.

Intent of draft LEP:

The intent of the Planning Proposal is to amend a number of clauses in SLEP 2014 and related mapping, to correct identified anomalies or inconsistencies within SLEP 2014 that have arisen since its commencement in 2014.

Evaluation criteria for the issuing of an Authorisation (Note: where the matter is identified as relevant and the requirement has not been met, council is attach information to explain why the matter has not been addressed)	Council Response		Department Assessment	
	Y/N	Not relevant	Agree	Not agree
Is the Planning Proposal consistent with the Standard Instrument Order, 2006?	Y			
Does the Planning Proposal contain an adequate explanation of the intent, objectives, and intended outcome of the proposed amendment?	Y			
Are appropriate maps included to identify the location of the site and the intent of the amendment?	Y			
Does the Planning Proposal contain details related to proposed consultation?	Y			
Is the Planning Proposal compatible with an endorsed regional or sub-regional strategy or local strategy endorsed by the Director-General?	Y			
Does the Planning Proposal adequately address any consistency with all relevant S9.1 Planning Directions?	Y			
Is the Planning Proposal consistent with all relevant State Environmental Planning Policies (SEPPs)?	Y			

Minor Mapping Error Amendments				
Does the Planning Proposal seek to address a minor mapping error and contain all appropriate maps that clearly identify the error and the manner in which the error will be addressed?	Y			

Heritage LEPs				
Does the Planning Proposal seek to add or remove a local heritage item and is it supported by a strategy / study endorsed by the Heritage Officer?	Y –Instrument and Mapping Item 4 supported by Heritage Assessment; N - Instrument and Mapping Item 5 (10 King St) - no heritage report			
Does the Planning Proposal include another form of endorsement or support from the Heritage Office if there is no supporting strategy/study?	N			
Does the Planning Proposal potentially impact on item of State Heritage Significance and if so, have the views of the Heritage Office been obtained?		N/A		

Reclassifications				
Is there an associated spot rezoning with the reclassification?		N/A		
If yes to the above, is the rezoning consistent with an endorsed Plan of Management (POM) or strategy?		N/A		
Is the Planning Proposal proposed to rectify an anomaly in a classification?		N/A		
Will the Planning Proposal be consistent with an adopted POM or other strategy related to the site?		N/A		
Will the draft LEP discharge any interests in public land under Section 30 of the Local Government Act, 1993?		N/A		
If so, has council identified all interests; whether any rights or interests will be extinguished; any trusts and covenants relevant to the site; and, included a copy of the title with the Planning Proposal?		N/A		
Has the council identified that it will exhibit the Planning Proposal in accordance with the Department's Practice Note (PN09-003) Classification and reclassification of public land		N/A		

through a local environmental plan and Best Practice Guidelines for LEPs and Council Land?				
Has council acknowledged in its Planning Proposal that a Public Hearing will be required and agree to hold one as part of its documentation?		N/A		
Spot Rezoning				
Will the proposal result in a loss of development potential for the site (i.e. reduced FSR or building height) that is not supported by an endorsed strategy?		N/A		
Is the rezoning intended to address an anomaly that has been identified following the conversion of a principal LEP into a Standard Instrument LEP format?		N/A		
Will the Planning Proposal deal with a previously deferred matter in an existing LEP and if so, does it provide enough information to explain how the issue that lead to the deferral has been addressed?		N/A		
If yes, does the Planning Proposal contain sufficient documented justification to enable the matter to proceed?		N/A		
Does the Planning Proposal create an exception to a mapped development standard?		N/A		
Section 73A matters				
<p>Does the proposed instrument:</p> <p>a. Correct an obvious error in the principal instrument consisting of a misdescription, the inconsistent numbering of provisions, a wrong cross-reference, a spelling error, a grammatical mistake, the insertion of obviously missing words, the removal of obviously unnecessary works or a formatting error?;</p> <p>b. Address matters in the principal instrument that are of a consequential, transitional, machinery or other minor nature?;</p> <p>c. Deal with matters that do not warrant compliance with the conditions precedent for the making of the instrument because they will not have any significant adverse impact on the environment or adjoining land?</p> <p>(NOTE – the Minister (or delegate) will need to form an Opinion under section 73(A)(1)(c) of the Act in order for a matter in this category to proceed).</p>		<p>N/A</p> <p>N/A</p> <p>N/A</p>		

Any other relevant documentation e.g. letters of support from State Government agencies.

Attachment B – Council report and resolution (MIN22.602) supporting the PP

CL22.395 Proposed Planning Proposal - 2022 Housekeeping Amendment - Shoalhaven Local Environmental Plan 2014 (PP058)

HPERM Ref: D22/322371

Department: Strategic Planning

Approver: Carey McIntyre, Director - City Futures

Attachments: 1. 2022 Housekeeping Planning Proposal (PP058) (under separate cover)

Reason for Report

The reason for this report is to seek a resolution to progress the 2022 Housekeeping Amendment Planning Proposal (PP058) which seeks to make a range of amendments of a housekeeping nature to Shoalhaven Local Environmental Plan (LEP) 2014.

Recommendation (Item to be determined under delegated authority)

That Council:

1. Submit Planning Proposal PP058 to the NSW Department of Planning and Environment for an initial Gateway determination and, if favourable:
 - a. proceed to formal public exhibition in accordance with the terms of the determination/legislative requirements; and
 - b. receive a further report following the conclusion of the public exhibition to enable its finalisation.
2. Advise key stakeholders, including relevant Community Consultative Bodies and any directly affected landowners, of the public exhibition arrangements.

Options

1. As recommended.

Implications: This is the preferred option. Since the commencement of the LEP, anomalies and minor issues continue to be identified that need to be resolved on an ongoing basis. The matters in this PP relate to LEP instrument and mapping issues that were generally identified in the 2021 calendar year. This PP will enable the matters to be resolved to ensure the LEP remains accurate and up to date.

2. Adopt an alternative recommendation.

Implications: Depending on its nature, an alternative recommendation could delay the resolution of the identified housekeeping matters.

3. Not proceed with the PP.

Implications: This is not the preferred option as the identified housekeeping matters will not be resolved.

Background

Shoalhaven LEP 2014 commenced on 22 April 2014 and is continuously updated to ensure that it aligns with strategic documents, is improved/corrected where necessary, relevant matters are resolved, and positive planning outcomes are delivered for the community. As a

result, Council has an ongoing process of housekeeping (annual) amendments to improve the operation and maintain the accuracy of the LEP.

Proposed 2022 Housekeeping Amendment

The intended outcome of the PP is to make a number of amendments to both the written instrument and maps in Shoalhaven LEP 2014 in order to correct identified anomalies or inconsistencies in the Plan and improve its operation. The amendments identified include:

- One (1) item that requires minor administrative amendments to the LEP written instrument.
- Thirty (30) items that require amendments to the LEP maps, covering a variety of minor mapping issues relating to: Land Zoning, Lot Size, Height of Building, Terrestrial Biodiversity, Clauses, Land Reservation Acquisition, Scenic Protection Area and Heritage.
- Five (5) items that relate to both the LEP instrument (Schedule 5) and the associated Heritage mapping.

The proposed amendments will help to improve the overall operation of the Plan. The proposed PP is included at **Attachment 1** and contains the detail of the proposed LEP amendments. **Table 1** below summarises the key matters/issues, along with the relevant locations, for convenience.

Table 1: Summary of the 2022 Housekeeping PP key issues

Issue / Proposed Amendment	Location (and Mapping Item No.)
Mapping	
Private land currently zoned RE1 Public Recreation that should be rezoned to a more appropriate land use zone given it is not in public ownership.	<ul style="list-style-type: none"> • Nowra (1) and (2) • South Nowra (12) • Bendalong (13)
Council-owned land that should be rezoned to reflect the intended purpose of that land.	<ul style="list-style-type: none"> • Berry (7) • Burrill Lake (14) • North Nowra (15) • Cambewarra (30)
Applying or removing the minimum lot size layer for consistency with the relevant land use zone.	<ul style="list-style-type: none"> • Sassafras (3) • Coolumburra (5)
Resolving/tidying up minor anomalies in various mapping layers to ensure consistency with the intended land use and provide greater certainty for landowners.	<ul style="list-style-type: none"> • Coolumburra (4) • Touga (6) • Burrill Lake (8) and (16) • Berry (9) and (18) • Jaspers Brush (10) • Nowra Hill (11) • South Nowra (17) • Conjola Park (26) • Bomaderry (29) • Cambewarra (30)

Removal of land reservation acquisition (LRA) layer where no longer required.	<ul style="list-style-type: none"> • Culburra Beach (19) • Mundamia (20) • Berry (21) (22) • Bomaderry (23) • Jaspers Brush (24) (25)
Refinement of terrestrial biodiversity layers.	<ul style="list-style-type: none"> • Milton (27) • Budgong (28)
Instrument and Mapping	
Amendments to heritage mapping layers and item descriptions under LEP Schedule 5 to ensure information is accurate and up to date. Includes removal of heritage listing (Item 5).	<ul style="list-style-type: none"> • Terara (1) • Broughton Vale (2) • Berry (5)
Refinement of heritage mapping layer and item description under LEP Schedule 5.	<ul style="list-style-type: none"> • Nowra wharf (3)
Addition of new heritage item to LEP Schedule 5 and associated mapping.	<ul style="list-style-type: none"> • 50 BTU Rd, Nowra Hill (4)

Following initial Council endorsement, the PP will be submitted to the NSW Department of Planning and Environment (DPE) for Gateway determination. Should a favourable determination be received, as detailed in the Project Timeline in the PP (**Attachment 1**), it is anticipated that the resultant LEP amendment would be finalised by mid/late 2023.

Community Engagement

Should the PP receive a favourable Gateway determination, it will be publicly exhibited in accordance with the relevant legislative and Gateway requirements. The Gateway determination will specify the minimum exhibition period and any government agencies who should be consulted. Early engagement has occurred with WaterNSW in accordance with the relevant Section 9.1 Ministerial Direction, and its response is attached to the PP.

Any directly affected landowners will be advised of the exhibition arrangements in writing, as will all Community Consultative Bodies (CCB's) and relevant stakeholders.

The PP will be reported back to Council following the formal exhibition to enable final consideration.

Financial Implications

There are no immediate financial implications for Council. The amendment to the LEP will be resourced from the existing Strategic Planning budget.

FOR ACTION

ORDINARY MEETING

12/09/2022

TO: Strategic Planner (Carter, Richard)

Subject:	Proposed Planning Proposal - 2022 Housekeeping Amendment - Shoalhaven Local Environmental Plan 2014 (PP058) - Gateway determination - Public exhibition
Target Date:	12/10/2022
Notes:	
HPERM Reference	64164E
Related Report	D22/322371
Item Number	CL22.395

RESOLVED* (Clr Wells / Clr White)

MIN22.602

That Council:

1. Submit Planning Proposal PP058 to the NSW Department of Planning and Environment for an initial Gateway determination and, if favourable:
 - a. proceed to formal public exhibition in accordance with the terms of the determination/legislative requirements; and
 - b. receive a further report following the conclusion of the public exhibition to enable its finalisation.
2. Advise key stakeholders, including relevant Community Consultative Bodies and any directly affected landowners, of the public exhibition arrangements.

FOR: Clr Findley, Clr Kotlash, Clr Norris, Clr Butler, Clr D'Ath, Clr Copley, Clr Ell, Clr Christen, Clr White, Clr Wells, Clr Watson, Clr Kitchener and Clr Gray

AGAINST: Nil

CARRIED

Attachment C – SEPP Checklist

SEPP	Name	Applicable	Relevant	Not inconsistent
65	Design Quality of Residential Apartment Development	✓	✗	n/a
--	Building Sustainability Index: BASIX 2004	✓	✗	n/a
--	Exempt and Complying Development Codes 2008	✓	✓	Refer to s4.2.3
--	Housing 2021	✓	✗	n/a
--	Primary Production 2021	✓	✗	n/a
--	Resources and Energy 2021	✓	✗	n/a
--	Resilience and Hazards 2021	✓	✓	Refer to s4.2.3
--	Industry and Employment 2021	✓	✗	n/a
--	Transport and Infrastructure 2021	✓	✗	n/a
--	Biodiversity and Conservation 2021	✓	✓	Refer to s4.2.3
--	Planning Systems 2021	✓	✗	n/a
--	Precincts – Eastern Harbour City 2021	✗	✗	n/a
--	Precincts – Central River City 2021	✗	✗	n/a
--	Precincts – Western Parkland City 2021	✗	✗	n/a
--	Precincts – Regional 2021	✓	✗	n/a

Attachment D – s9.1 Ministerial Direction Checklist (28 February 2022 Version)

Direction		Applicable	Relevant	Not inconsistent
1 Planning Systems				
1.1	Implementation of Regional Plans	✓	✓	Refer to s.4.2.4
1.2	Development of Aboriginal Land Council land	✗	✗	n/a
1.3	Approval and Referral Requirements	✓	✗	n/a
1.4	Site Specific Provisions	✗	✗	n/a
1 Planning Systems – Place-based				
1.5	Parramatta Road Corridor Urban Transformation Strategy	✗	✗	n/a
1.6	Implementation of North West Priority Growth Area Land Use and Infrastructure Implementation Plan	✗	✗	n/a
1.7	Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	✗	✗	n/a
1.8	Implementation of Wilton Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	✗	✗	n/a
1.9	Implementation of Glenfield to Macarthur Urban Renewal Corridor	✗	✗	n/a
1.10	Implementation of Western Sydney Aerotropolis Plan	✗	✗	n/a
1.11	Implementation of Bayside West Precincts 2036 Plan	✗	✗	n/a
1.12	Implementation of Planning Principles for the Cooks Cove Precinct	✗	✗	n/a
1.13	Implementation of St Leonards and Crows Nest 2036 Plan	✗	✗	n/a
1.14	Implementation of Greater Macarthur 2040	✗	✗	n/a
1.15	Implementation of the Pyrmont Peninsula Place Strategy	✗	✗	n/a
1.16	North West Rail Link Corridor Strategy	✗	✗	n/a
1.17	Implementation of the Bays West Place Strategy	✗	✗	n/a
2 Design and Place				
3 Biodiversity and Conservation				
3.1	Conservation Zones	✓	✓	Refer to s.4.2.4
3.2	Heritage Conservation	✓	✓	Refer to s.4.2.4
3.3	Sydney Drinking Water Catchments	✓	✓	Refer to s.4.2.4
3.4	Application of C2 and C3 Zones and Environmental Overlays in Far North Coast LEPs	✗	✗	n/a
3.5	Recreation Vehicle Areas	✗	✗	n/a
4 Resilience and Hazards				
4.1	Flooding	✓	✓	Refer to s.4.2.4

Direction		Applicable	Relevant	Not inconsistent
4.2	Coastal Management	✓	✓	Refer to s.4.2.4
4.3	Planning for Bushfire Protection	✓	✓	Refer to s.4.2.4
4.4	Remediation of Contaminated Land	✓	✓	Refer to s.4.2.4
4.5	Acid Sulfate Soils	✓	✓	Refer to s.4.2.4
4.6	Mine Subsidence and Unstable Land	✗	✗	n/a

5 Transport and Infrastructure				
5.1	Integrated Land Use and Transport	✓	✓	Refer to s.4.2.4
5.2	Reserving Land for Public Purposes	✓	✓	Refer to s.4.2.4
5.3	Development Near Regulated Airports and Defence Airfields	✓	✓	Refer to s.4.2.4
5.4	Shooting Ranges	✗	✗	n/a
6 Housing				
6.1	Residential Zones	✓	✓	Refer to s.4.2.4
6.2	Caravan Parks and Manufactured Home Estates	✓	✗	n/a
7 Industry and Employment				
7.1	Business and Industrial Zones	✓	✓	Refer to s.4.2.4
7.2	Reduction in non-hosted short-term rental accommodation period	✗	✗	n/a
7.3	Commercial and Retail Development along the Pacific Highway, North Coast	✗	✗	n/a
8 Resources and Energy				
8.1	Mining, Petroleum Production and Extractive Industries	✗	✗	n/a
9 Primary Production				
9.1	Rural Zones	✓	✗	n/a
9.2	Rural lands	✓	✓	Refer to s.4.2.4
9.3	Oyster Aquaculture	✗	✗	n/a
9.4	Farmland of State and Regional Significance on the NSW Far North Coast	✗	✗	n/a

**Attachment E – Review of mapping and description for Heritage Item 407 (General):
Former Nowra Sailing Club site and Timber Wharf and Heritage Item A7
(Archaeological): Nowra Wharf.**

Amendment to Shoalhaven Local Environmental Plan 2014

Review of mapping and description for Heritage Item 407 (General): Former Nowra Sailing Club site and Timber Wharf and Heritage Item A7 (Archaeological): Nowra Wharf.

Brief

A resolution by Shoalhaven City Council (MIN21.604) was made as follows:

That Council exclude Lot 263 DP 755952 and the adjacent Crown foreshore reserve as a heritage item in the proposed amendment to the Shoalhaven Local Environment Plan 2014.

Part of the intention of the above resolution is that the amended heritage listing and mapping in relation to existing heritage items 407 and A7 should exclude everything on the foreshore with the exception of the Public Wharf and curtilage.

In the light of the resolution above, we would like to ask you to assist with identifying an appropriate description of the heritage item and the extent of its curtilage.

Background

A report prepared in May 2020¹ provided an assessment of the significance of the site of former Illawarra Steam Navigation Co. store and wharf, Nowra Wharf, Sandstone ramp and sea walls, former Boatshed Restaurant and site of former boatshed, slipway and jetty. The report assessed their heritage significance as follows:

Nowra wharf, the site of the Nowra Sailing Club, the former Boatshed Restaurant and their setting provide important historical evidence of the early growth of Nowra and the reliance upon the Shoalhaven River for transport of goods and passengers. The original location of Nowra Wharf and the offices of the Illawarra Steamship Navigation Company on the south side of the Shoalhaven River from 1884 played a vital role in the historical development of Nowra at the end of the 19th century and the early 20th century. The former Boatshed Restaurant building has historical value as the surviving remains of Elyard's jetty, boatshed and residence, constructed between 1892 and 1906, which provided essential river transport for goods and boat hire for tourists.

The former Wharf and Sailing Club have strong association with the Illawarra Steamship Navigation Company which had its offices and a store at the wharf and was a prominent shipping company that serviced the south coast of New South Wales, Australia from 1858 to the early 1950s.

¹ Heritage assessment of the former Boatshed Restaurant, 10 Wharf Road, Nowra. Lots 263 and 383 DP 755952, Review of significance of Nowra Wharf, Update of heritage data sheet for Item 407 by Louise Thom Heritage dated 8/5/2020 for Shoalhaven City Council

The former Boatshed Restaurant is associated with Walter Raleigh Elyard, a saw miller and boat builder who was a known identity on the Shoalhaven River and in for his role in local affairs, as an Alderman on Nowra Council and in the Shoalhaven Agricultural Society and his association with the Graham family through his marriage to Rebecca Graham, daughter of James Graham.

There is potential for archaeological evidence relating to the former jetty and boatshed constructed by Walter Elyard. This evidence may shed light on boat building and maintenance activities of the period from 1892 to 1926. There is potential for the boatshed building to be left under the dining area addition behind the crib lock wall. There is potential for maritime archaeology to be found along the river front that relates to the Illawarra Steamship Navigation Company. The stone retaining wall along the river bank was reportedly backfilled with rubbish which has potential to provide information about daily life in 1908.

The Nowra Wharf including the stone retaining wall and slipway, former Sailing Cub site, former Boatshed Restaurant and the site of the former Elyard's jetty and boatshed and their setting are rare as a surviving grouping of riverside structures in their original location which demonstrate the historical development of Nowra that was made possible by river transport.

The Nowra Wharf, former Sailing Cub site and former Boatshed Restaurant and their setting are a good example of a grouping of interdependent riverside structures that facilitated river transport at the end of the 19th century and in the early 20th century.

Existing description in SLEP2014

Schedule 5 Environmental heritage

Part 1 Heritage items

Locality	Item	Address	Property description	Significance	Item no
Nowra	Former Nowra Sailing Club site and Timber Wharf	6 Wharf Road	Lot 7012, DP 1002643 and adjacent waterway	Local	407

Part 2 Archaeological Sites

Suburb	Item	Address	Property description	Significance	Item no
Nowra	Nowra Wharf	6 Wharf Road	Lot 7012, DP 1002643 and adjacent waterway	Local	A7

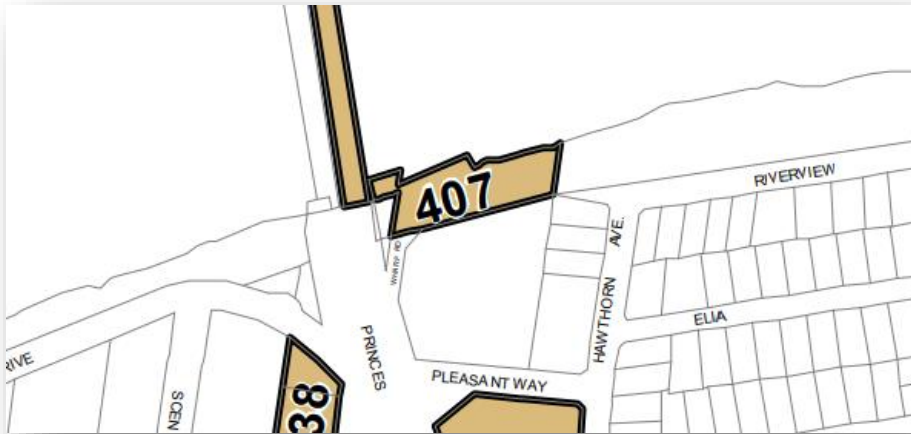


Figure 1. SLEP 2014 Heritage Map HER_013E



Figure 2. The area highlighted yellow is Lot 7012 DP 1002643 which is currently on schedule 5 as a heritage item and an archaeological site.

Mapping analysis based on significance



Figure 3. Mapping of zones in Lot 7012 and Lots 263 and 383 and the adjoining waterway. See Table 1 for key to zones.

Table 1. Key to areas shown in Figure 3.

Zone	Description	Explanation
Area A	Heritage Curtilage of Site of former Illawarra Steam Navigation Co. store and wharf, Nowra Wharf, Sandstone ramp and sea walls,	The curtilage is based upon historic documents researched in the 2020 heritage assessment and discussions held with Senior Maritime Archaeologist Brad Duncan, Heritage NSW. According to Mr Duncan there is a very high potential for archaeology in and around the surviving wharf structures. The reclaimed land to the east is included for its potential as an archaeological site. The sea wall is included as part of the Nowra Wharf curtilage as seen in an aerial photograph from 1937 (Fig.21 in the 2020 Assessment)
Area B	Heritage Curtilage of former Boatshed Restaurant and site of former boatshed, slipway and jetty	This area has been assessed as significant however Council has determined not to include it at this time.
Area C	Remainder of Lot 7012.	The remainder of Lot 7012 has been dramatically modified and does not contribute to the heritage significance of the item.

Recommendations

Table 2. Recommendations for each area.

Zone	Description	Recommendation
Area A	Heritage Curtilage of Site of former Illawarra Steam Navigation Co. store and wharf, Nowra Wharf, Sandstone ramp and sea walls,	Retain as curtilage for heritage item 407 and archaeological item A7.
Area B	Heritage Curtilage of former Boatshed Restaurant and site of former boatshed, slipway and jetty	If feasible and supported by SCC, include this area at a later date.
Area C	Remainder of Lot 7012.	Remove from heritage listing

Revised Description in Schedule 5 of SLEP 2014
Schedule 5

Part 1 Heritage items

Locality	Item	Address	Property description	Significance	Item no
Nowra	Nowra Wharf, former Illawarra Steam Navigation Co store and wharf and former Nowra Sailing Club	6 Wharf Road	Part Lot 7012, DP 1002643 and adjacent waterway	Local	407

Part 2 Archaeological Sites

Suburb	Item	Address	Property description	Significance	Item no
Nowra	Nowra Wharf, former Illawarra Steam Navigation Co wharf, sandstone ramp and sea walls	6 Wharf Road	Part Lot 7012, DP 1002643 and adjacent waterway	Local	A7

Changes to heritage map.

Restrict shading of item 407 and A7 to zone shown as Area A in Figure 3.

Other recommendations

1. The significance of Elyard's boatshed, residence and wharf and sea wall, should be made the subject of interpretation to capture the history of the place and make it known to the public. The site is adjacent to Bens Walk which provides an opportunity for interpretive information easily accessed by pedestrians.
2. The State Heritage Inventory Data Sheet should be updated to reflect the changes in the heritage schedule. The statement of significance in the May 2020 report should be amended according to the new description in the heritage schedule and adopted as the statement of significance for item 407 and A7.

Louise Thom
Heritage consultant
14 January 2022

Attachment F – Heritage Assessment: Former BTU Torpedo Workshop

Former BTU Torpedo Workshop

Heritage Assessment, Timber Mill, 50 BTU Road, Nowra Hill



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Cover: Top Image: Torpedo Maintenance Workshop 1943 (Sgt. Smith)

Bottom Image: The Torpedo Workshop building in 2021

This Page: Top: Moving torpedoes on the site, torpedo storage bunker in the background.

Bottom: Torpedo storage bunker at 50 BTU Road today.

FORMER BTU TORPEDO WORKSHOP, 50 BTU RD, NOWRA HILL – HERITAGE ASSESSMENT			
ISSUE	DESCRIPTION	DATE ISSUED	SENT TO
A	Version 1	1/10/2021	Peta Brooks, Strategic Planner, Shoalhaven City Council

ISSUE	DESCRIPTION	DATE ISSUED	SENT TO
A	Version 1	1/10/2021	Peta Brooks, Strategic Planner, Shoalhaven City Council



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1. Executive Summary

The Base Torpedo Unit (BTU) was initially formed as part of the RAAF Air Station Nowra as part of the General Reconnaissance (Torpedo) Squadron in 1942. The BTU was responsible for training of personnel and for the maintenance, and research and development of torpedoes to be used on aircraft such as the RAAF Beaufort Bombers and USSAC and Netherlands East Indies Air Force B26 aircraft. The maintenance, storage, research and development of torpedoes was undertaken at the Torpedo Workshop which was based at the site now known as 50 BTU Road, Nowra Hill. The term Torpedo Workshop was used to describe the function of the BTU dedicated to the physical handling of torpedoes, being storage and maintenance. The buildings and structures at the Torpedo Workshop are referred to by their function, for example the Torpedo Maintenance Workshop or the Torpedo Storage Bunkers. 50 BTU Road, Nowra Hill is therefore referred to in this report as the former Torpedo Workshop, which refers to the whole site.

The Torpedo Workshop was laid out in three zones. The Torpedo Maintenance Workshop and its ancillary buildings were located in Area “A” of the site, whereas the Torpedo Storage Bunkers were scattered throughout the bush away from the workshop area in area “B”. There was a ‘dummy’ workshop building in Area “C”. A camp with accommodation, mess and recreation facilities was located to the south across BTU Road. Structures surviving from the Torpedo Workshop at 50 BTU Road include four Torpedo Storage Bunkers, one War Head Bunker, the Compressor House and the framework of the Torpedo Maintenance Workshop. Shown on a site plan in Figure 20 . There are more structures on adjoining sites but they have not been included in this assessment.

The former Torpedo Workshop site contains rare evidence of the maintenance and storage of torpedoes during WWII. The size of the facility together with the number of torpedo storage buildings surviving on the site is not known to occur elsewhere in NSW. The former Torpedo Workshop as part of the BTU is rare in the Shoalhaven as a training facility, maintenance workshop and a research and development unit for torpedoes.

The former Torpedo Workshop site has historic significance as a torpedo maintenance facility used in World War Two, representing a change in policy when Japan entered the war and became an immediate threat in the Pacific and on the home front. The site has significance as an important part of the network of defence sites on the NSW east coast. The BTU played an integral role in the training of RAAF personnel and in provision of torpedoes for use with the RAAF Beaufort Bomber aircraft. The former Torpedo Workshop site has research potential in its ability to provide evidence of the now defunct WWII practice of storage of torpedoes. The design of torpedo dump buildings, together with the site layout of the surviving structures has the potential to reveal information about the logistics of torpedo operations and about changes in the approach to ammunition storage and movement during WWII.

The site of the former Torpedo Workshop at 50 BTU Road, Nowra Hill is considered to have heritage value for its historic, technological and research potential and is rare in the Shoalhaven. 50 BTU Road, Nowra Hill has heritage value at a local level and is recommended to be included in the heritage schedule of Shoalhaven Local Environmental Plan 2014 as a heritage item of local significance.

Shoalhaven Council should hold discussions with the owner of 50 BTU Road to determine if any significant WWII structures are proposed for alteration or removal. In the event that harm to these structures is likely then Council should consider placing an Interim Heritage Order on the site so that the LEP can be amended to include the place as a heritage item.

2. Introduction

2.1. Report Objectives

This report is intended to provide Shoalhaven City Council with a preliminary heritage assessment of the Former Torpedo Workshop, 50 BTU Road, Nowra Hill. This heritage assessment will show that the place is likely to be of heritage significance and should be included in the heritage schedule of the Shoalhaven Local Environmental Plan.

2.2. Methodology and Structure

This assessment of the heritage significance of 50 BTU Road, Nowra Hill follows the guidelines of the document *Assessing Heritage Significance* by Heritage NSW, 2001. It is also guided by the document *Local Government Heritage Guidelines*, also published by Heritage NSW, 2002.

The assessment of heritage significance is founded in the principles of the Australia ICOMOS Burra Charter.

2.3. Authorship

This report was prepared by Louise Thom, Heritage Consultant. All photographs unless otherwise specified were taken by Louise Thom. A site inspection was undertaken by Louise Thom on 28 September 2021 in the company of Rodney Jones, Acting Site Manager, Boral.

Louise Thom Has over 25 years' experience as a heritage professional and is a full member of Australia ICOMOS.

2.4. Report limitations

This report is by necessity limited to the study area – 50 BTU Road, Nowra Hill Lot 3 DP 1154597. At a later stage the heritage assessment should be expanded to include the three original Commonwealth acquired lots which made up the rest of the BTU site. This will be explained in more detail in the historical background.

This report does not include an assessment of historical archaeology or Aboriginal archaeology.

2.5. Acknowledgements

Thanks to Cris George for providing a wealth of information about the history of the BTU. Thanks to Edward Trickett and Rodney Jones from Boral for facilitating my visit to the site.

2.6. Terms and Acronyms

RAAF	Royal Australian Air Force
BTU	Bombing and Torpedo Unit
No.6 OTU	No.6 Operational Training Unit
USAAC	United States Army Air Corp
RNAS	Royal Navy Air Station
NAS	Naval Air Station
RAN	Royal Australian Navy

2.7. Location

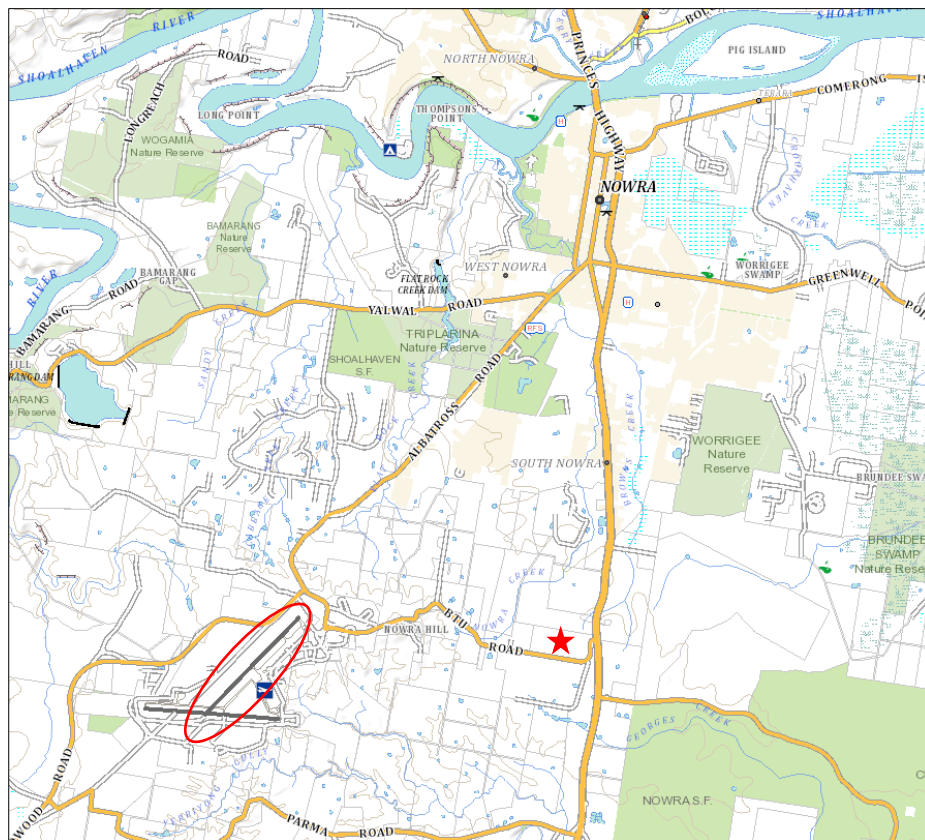


Figure 1. Location, site marked by a red star. HMAS Albatross is indicated with a red circle. (SIX Maps, 2021)

2.8. Study Area

This report will focus on Lot 3 DP 1154597 as shown in Figure 2. Details of the land originally purchased by the Commonwealth is contained in the history section of this report.



Figure 2. Lot 3 DP 1154597 on the north side of BTU Road, Nowra Hill (SIX Maps, 2021)

3. Heritage Status

3.1. Heritage Items in the vicinity

Intimately connected with the former Torpedo Workshop is the airbase now known as HMAS Albatross, a naval air station. HMAS Albatross is listed on Shoalhaven Local Environmental Plan 2014 schedule of heritage items. The description in schedule 5 reads:

HMAS Albatross—military defence complex and aviation museum

489A Albatross Road Nowra Hill, Lot 102, DP 842713; Lot 2, DP 1002996

Local 418

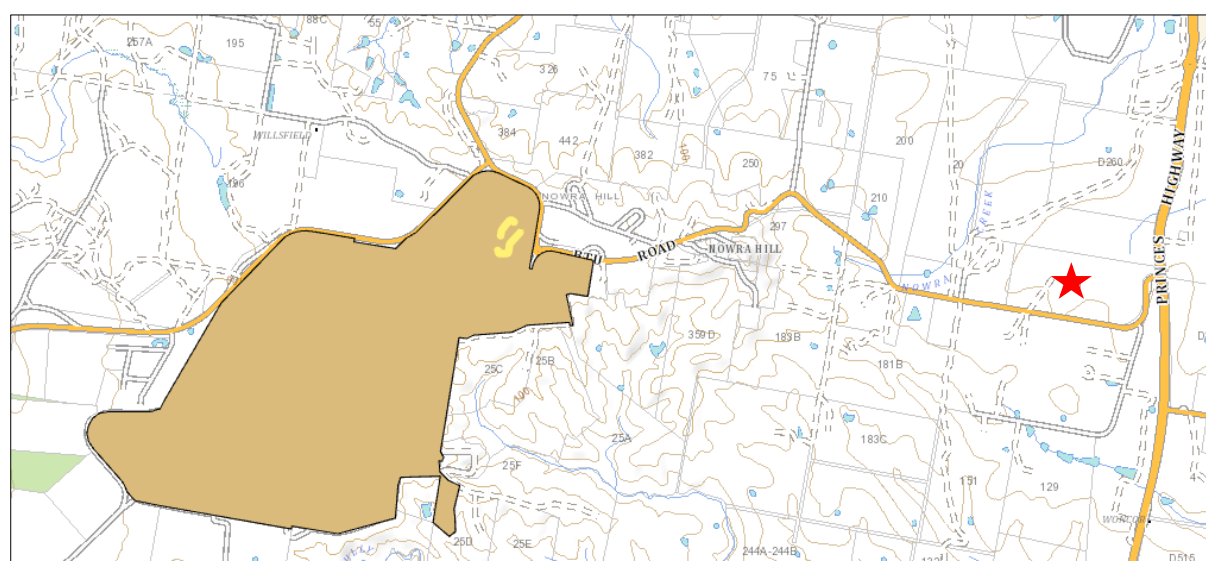


Figure 3. HMAS Albatross shown on the heritage map of Shoalhaven LEP 2014. 50 BTU Road is marked with a red star. (ePlanning Spatial Viewer)

4. Historical Background

4.1. General historical background

Aboriginal people of the Shoalhaven region have always lived in the area. Using knowledge passed down from their ancestors the Salt Water people lived comfortably off the land, the rivers and the sea until the arrival of the European settlers. After this time the life of Aboriginal people changed dramatically. The earliest European settler of significance was Alexander Berry who set up his estate on the side of Coolangatta Mountain (Cullunghutti) in the 1822-6, with a large convict and Aboriginal work force. The Berry family eventually moved the Aboriginal community from Coolangatta to Roseby Park (Orient Point).

Early European History

George Bass had sailed past the mouth of the Shoalhaven River in 1797 but it wasn't until 1805 that government surveyor James Meehan and Lieutenant Kent inspected the Shoalhaven Valley, noting the Cedar in the area. Cedar getters started harvesting in the area from 1811.

Shoalhaven was originally noted for the timber that encouraged logging to supply the need for sleepers for the early railways. Later wool and wheat, as well as fresh vegetables and fruit were shipped to Sydney from Jervis Bay Harbour. Goods were hauled from as far away as the Highlands and Jervis Bay was considered a rival port to Sydney Harbour. Dairying became the mainstay of agriculture in the late 19th century and continued throughout the 20th century.

Second World War, 1939–1945

On 3 September 1939 Prime Minister Robert Gordon Menzies announced the beginning of Australia's involvement in the Second World War.

Approximately one million Australian men and women served in the Second World War. Campaigns were fought against Germany and Italy in Europe, the Mediterranean and North Africa, as well as against Japan in South-East Asia and the Pacific. The war with Germany ended in May 1945 and the war with Japan in August the same year. The Royal Australian Navy (RAN) participated in operations against Italy after its entry into the war in 1940. (Australian War Memorial)

Japan entered the war in 1941 and within a year had occupied most of South-East Asia and large areas of the Pacific. When Japan bombed Darwin in March 1942 all RAN ships deployed in the Mediterranean returned to defend Australia. The Australian government responded with economic, domestic and industrial policies which gave added powers to the government for defence of Australia. The Australian government also sought the aid and friendship of the United States in defending itself. Military bases were subsequently built or expanded in Australia to accommodate the armed forces of the United States. The United States signed a Lend-Lease agreement which allowed the USA to supply food, stores and other services and Australia to reciprocate with goods and services. Included in this was work done by the Civil Constructional Corps. (Robertson and Hindmarsh Pty Ltd, 2004-2006)

Allied victories helped loosen Japan's hold on South-East Asia in 1943 and in 1944 the Australian Army began campaigns against isolated Japanese garrisons from Borneo to Bougainville. Meanwhile

the RAAF still had airmen fighting in Europe and the Middle East in the Bomber Command's offensive, of which 3,500 were to lose their lives.¹ (Australian War Memorial)

In 1941 the Women's Auxiliary Australian Air Force (WAAAF) was established along with the employment of female telegraphists, which led to the Women's Royal Australian Naval Service (WRANS) in 1942. (Australian War Memorial)

On 22 December 1941 the War Cabinet decided that torpedoes would be manufactured on Australian shores. This decision reflected an expansion of precision mechanical engineering across Australia throughout the Second World War. (Skinner, 2021)

4.2. Nowra

RAAF Base Nowra

Small aircraft aviation in Nowra was centred at a place known as 'McDonalds Paddock' from as early as 1930. The civil airfield officially opened in 1935 for aero club activities and commercial aircrafts with limited passengers. (George, 2021)

In 1938 a survey of the Shoalhaven was made by the Department of Civil Aviation for the Royal Australian Air Force (RAAF) Advance Operational Base. The location chosen was known as 'Brown's Hole' on Braidwood Road and would replace the 1935 airfield which was deemed to be unsuitable. The Commonwealth acquisition of 357 acres took place in June 1939 and an additional 118 acres was added when war was declared. Although the site was developed for use by the RAAF permission was also given to Nowra Municipal Council to use the airfield for civil use. A camp for 734 personnel was constructed and the RAAF Nowra became operational in May 1942. (Royal Navy Research Archive) The cost of the construction of the Air Station was estimated to be £229,860, and was approved by the Minister for Air 10 Oct 1941. (Royal Australian Air Force, 1942)

The conversion from the civil air base was originally intended to accommodate two General Reconnaissance Squadrons however from a strategic and training viewpoint the Nowra/Jervis Bay area offered the best facilities for a Torpedo Bomber Squadron. One General Reconnaissance Squadron and the Torpedo Bomber Squadrons were to be based at Nowra with a Marine Section and Torpedo Dropping Range located at Jervis Bay for training exercise. (RAAF)

The establishment of the air base was intended to facilitate the provision of Torpedo Bomber training, which commenced on 13 August 1942. The No. 2 Beaufort Course consisting of 10 crews with 12 aircraft from the General Reconnaissance (Torpedo) Squadron also commenced training in August 1942. The air station operated RAAF Beaufort Bombers and USSAC and Netherlands East Indies Air Force B26 aircraft. Later the Bomber and Torpedo Unit (BTU) was formally established. See sections 4.4 and 4.5 for more detail about the BTU. (RAAF)

¹ RAF Bomber Command. *During the Second World War, Britain's Royal Air Force was divided into a number of functional and geographic commands in line with an organisation that had first been implemented in 1936. Bomber Command was based in Great Britain and was responsible for bombing targets in enemy-controlled Europe. At the height of its operations in late 1944 Bomber Command comprised over 80 operational squadrons. These squadrons were organised into several groups on the basis of their role, the type of aircraft they operated, and the locations of the airfields from which they operated. In 1939 these groups were numbered 2-5 and by the end of the war Bomber Command comprised 1, 2, 3, 4, 5, 6 (Canadian), 8 (Pathfinder), 100 (Special Duties), and 91, 92 and 93 (Training) groups. Approximately 10,000 Royal Australian Air Force personnel served with Bomber Command and 3,486 were killed.* (Australian War Memorial)

In 1943 the No. 6 Operational Training Unit was established to provide better coordination of air training. Heavy rain had caused flooding and damage to runways in October 1942 and May 1943 resulting in substantial drainage works. Eighteen aircraft hide-outs and joining taxi-ways were completed in September 1943 with funds from the reciprocal U.S. lend-lease arrangement. (RAAF) In 1944 as the war against Japan escalated the Admiralty began deploying mobile naval air support units to provide aviation repair and servicing facilities for the British Pacific Fleet (BPF). Initially the units would be installed on the mainland and then called forward as the front line moved closer. Nowra and Jervis Bay RAAF stations were chosen to become Royal Navy (RN) support units. (Royal Navy Research Archive)



Figure 4. Nowra c. late 1945. View of the SE dispersal with Corsairs, Avengers and Hellcats parked in rows. The Igloo and small Bellman hangar are clearly visible. (Royal Navy Research Archive)

Royal Naval Air Station Nowra (RNAS)

In 1944 the British Admiralty directed certain forces to the South West Pacific Area which then required shore-based facilities for the Royal Navy and its Fleet Air Arm in Australia. It was proposed to have a Fleet Air Arm and Torpedo Bombing and Fighter Training base at Nowra and a Torpedo and Dive Bombing Training Base at Jervis Bay. The Royal Navy inspected the RAAF Station Nowra in July 1944 and planned a substantial upgrade to the station including 5 Bellman hangers, hardstands, resealing runways and accommodation for an additional 600 personnel.

The RAAF Station Nowra was transferred to RN control in September 1944 with the personnel from Mobile Naval Air Base I (MONAB I) arriving in December /January and the last of the RAAF left in

January 1945. The Station was commissioned as HMS NABBINGTON, Royal Naval Air Station Nowra. (Royal Navy Research Archive)

4.3. History of 50 BTU Road, Nowra Hill

Located in the Parish of Nowra in the County of St Vincent the subject lot is located in Nowra Hill, a suburb located to the south west of Nowra on the western side of the Princes Highway. On the Parish Map the land is referred to as portions 16 and 20. These portions, along with portion 21, were purchased by David Galloway in 1889. (CT 923-23)

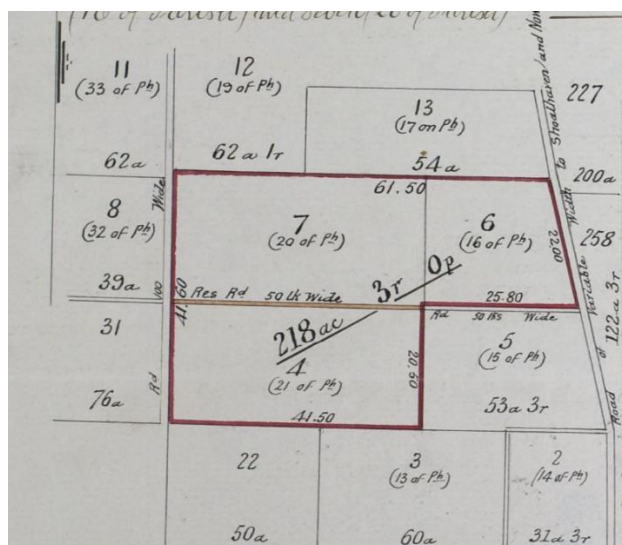


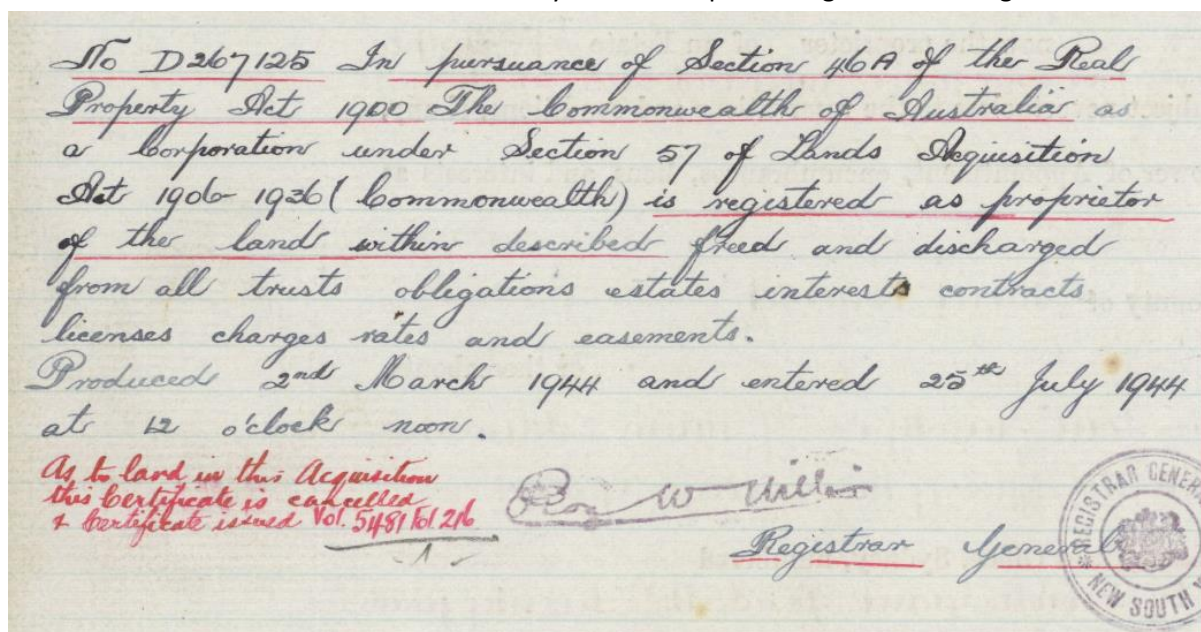
Figure 5. Extract diagram from Certificate of Title Vol.931 Fol. 23. Numbered lots 6 and 7 refer to portions 16 and 20 on the Parish Map and contain the subject lot. (NSW Land Registry Services, 2021)

David Galloway was the son of Alexander Galloway who owned portion 28 of the Parish of Nowra also located at Nowra Hill. Alexander Galloway died in 1885 at his residence at Nowra Hill. (Shoalhaven Telegraph, 1885) David Galloway was a dairy farmer who was also living at Nowra Hill at this time, most likely in the family home elsewhere, rather than at portion 20 or 16. Galloway owned the land until 1893 when he sold it to a farmer from Jaspers Brush, Charles Knilands. It is unlikely Galloway undertook any development of the land in the short four years of his ownership.

Charles Knilands was an established farmer from Jaspers Brush with a large family. He owned lands at Jaspers Brush and Broughton Vale, it is unclear why he purchased land at Nowra Hill. The portions he purchased are those shown in Figure 5. 135 acres (CT948-145) and 83 acres (CT 948-128) both purchased on 19 November 1889. Charles Knilands died at Jaspers Brush at 80 years of age, after an illness. He was survived by a widow and grown-up family.

In November of 1920 the Shoalhaven Telegraph advertised the sale of 'Town Block and Paddocks at a Milton Road Grazing Property'. Auctioneers, Stewart and Morton received instructions from Mrs. Knilands to sell 219 acres of land fronting Milton Road and Nowra Hill Road. The advertisement described the land as fenced, well-watered, generally cleared and a good grazing run. (The Shoalhaven Telegraph, 1920) The auction must not have been successful as the land remained in the ownership of Mrs. Knilands until in 1939 when the land was transferred to Richard Knilands, one of the sons of Charles and Martha Knilands.

In 1944 the Commonwealth acquired the 219 acres owned by Richard Knilands. The land transfer is dated 2 March 1944 a copy of the notation is shown in Figure 6. The land had been occupied by the Torpedo Workshop of the RAAF Air Station Nowra for the two years preceding the acquisition. Contrary to the real estate description in the advertisement from 1920 the land was not 'generally cleared'. The land was chosen as it was heavily timber and provided good camouflage from the air.



(Air Board, 1942) Figure 6. Certificate of Title Vol. 948 Fol. 128 showing the acquisition by the Commonwealth in 1944.

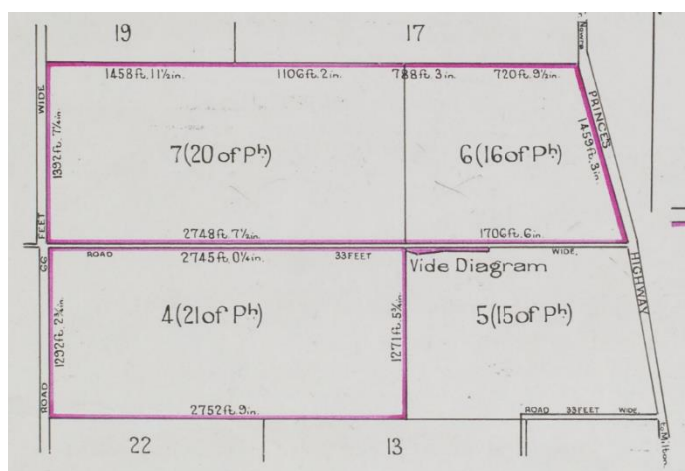


Figure 7. Parcels of land acquired by the Commonwealth in 1944 (Certificate of Title Vol. 5481 Fol. 216)

In 1963 Portions 16 and 20 (Lot 6 and Lot 7) were purchased by a timber company, Davis and Herbert Pty Ltd of Tomerong who established a sawmill on the site. John "Toby" Davis came from a family with sawmills at Shallow Crossing, Yerriyong, Woollamia, Cockrow Creek, Kangaroo Valley, Lake Conjola and Tomerong. He had his own mill at Tomerong until 1962. John Herbert had been working in the timber industry in New Guinea and when he returned, he and Davis formed a partnership. The purchase of the former Torpedo Workshop site at Nowra Hill facilitated creation of one of the company's main saw mills, employing up to 100 people. Every year the company would host a woodchop in the lead up to the Royal Easter Show. In 2005 the company sold the sawmill to Boral Limited. (South Coast Register, 2016)

4.4. No.1 Mobile Torpedo Unit, Mobile Torpedo Section and Base Torpedo Unit

The RAAF, Nowra Air Station was established as an Air Operational Training Base on land suited to the purpose because of its elevation. An integral part of the Station was bomber training for personnel. Intimately associated with this was the maintenance and repair of torpedoes used by the bombers, which necessarily took place away from the main air field.



Figure 8. Interior of lecture room at the Base Torpedo Unit, RAAF Air Station, Nowra (Australian War Memorial)

The RAAF, Nowra Air Station, Operations Book provides an insight into the movement of personnel, vehicles and aircraft at the Air Station. Table 1 provides a selection of entries that show the formation of the Mobile Torpedo Unit and its subsequent name changes and restructuring within RAAF, Nowra Air Station. Before 7 September 1942 all torpedo facilities came under two sections – Torpedo Workshops and Torpedo Range Section. The Torpedo Workshops were responsible for all Torpedo running and aircrew training and were commanded by Wing Commander N.C. Walker.

Table 1. Notes from RAAF Air Station Operations Record Book May 1942 to October 1944 (Royal Australian Air Force)

Date	Log Entry	Notes
7-5-1942	RAAF Station Nowra formed with a strength of 51. Wing Commander N.C. Walker Specialist Torpedo Engineer.	First mention of specialist torpedo engineer at the Station.
1-6-1942	Mobile Torpedo Unit formed at this station. Notation: <i>A Mobile Torpedo Section is being added to R.A.A.F. Station Nowra from 1-6-42 as a temporary measure and will be detached for duty at another location. (see Organisation memo. 118/42 File 151/2/360.)</i>	Formation of Mobile Torpedo Unit.
4.6.1942	Name of No.1 Mobile Torpedo Unit changed to Mobile Torpedo Section of RAAF Station Nowra.	Name change to Mobile Torpedo Section

Date	Log Entry	Notes
7-6-1942	F/O Campey proceeded on duty to North Eastern Area with Mobile Torpedo Section.	This is the first mention of the North Eastern Area in the context of the Mobile Torpedo Section. This is presumed to be a reference to the location of the Torpedo Workshop 4 km to the north east of the Air Station.
16 & 17 /6/1942	Chief Gunner Andrews (USN) and Lieutenant Drake (U.S.N.) commenced duties in the torpedo section.	This entry shows that United States Navy officers and airmen were working in the Torpedo Section.
21/6/1942	USA Aircraft B26-1532 arrive. Total of 16 US officers on base and 62 US enlisted men. Aircraft to remain whilst personnel trained in torpedo dropping	Torpedo training for US
7-9-42	Base Torpedo Unit established under command of Squadron Leader J.O.P. Dibbs. Movement of personnel to the BTU	Formal establishment of Base Torpedo Unit to control and administer all activity and personnel associated with torpedoes.
8/9/42	More personnel to BTU	Movement of personnel throughout September to BTU.
6 June 1943	Aircrew Training moved out of BTU into No. 6 Operational Training Unit (no.6 OTU)	Torpedo maintenance stayed with BTU and was referred to as the Torpedo Workshop. Responsibility for Air training given to No. 6 OTU.
25/10/43	Air Board member Mr Jones visited BTU	Official delegation came to inspect the BTU.
Nov 43	The account of vehicles, lists separately BTU 24 vehicles.	The monthly account of transport vehicles on the Station has a separate list for the BTU.
Feb 44	No of BTU vehicles reduced to 8	Reduction in assigned vehicles
15/10/44	RAAF Station Nowra Disbanded	

The work of the BTU Torpedo Workshop took place in a location approximately 4 km to the east of the RAAF air station at a property now known as 50 BTU Road and 19-21 Nowra Hill Road, Nowra Hill. (Latitude -34.939905 Longitude 150.596993) Land on the southern side of BTU Road was where training facilities and living quarters were located.

4.5. Base Torpedo Unit (BTU)

The BTU

The No.1 Mobile Torpedo Unit was formed at the RAAF Station, Nowra on 1 June 1942. Just 3 days later its name officially changed to Mobile Torpedo Section located in the 'North Eastern Area'. The Base Torpedo Unit was established on 7 September 1942 under the command of Squadron Leader J. O. P. Dibbs, this time a restructure accompanied the name change. The Base Torpedo Unit (BTU) became highly active throughout September with the transfer of personnel to the Unit.

Established as part of the RAAF Station Nowra, the Base Torpedo Unit carried out training as well as being responsible for the maintenance and repair of torpedoes. Material sourced from the National Archive of Australia also refers to the BTU having a role in research and development. (Royal Australian Air Force, 1942)

The Base Torpedo Unit provided the RAAF maintenance personnel and aircrew with maintenance and training. The training was supported offsite by target ships in Jervis Bay, recovery vessels and the vehicle fleet which transported torpedoes and personnel to Jervis Bay.

Whilst the Unit was to maintain and supply 18-inch torpedoes for use in Beaufort Torpedo Bombers the facility also worked with the US Navy who had 21-inch torpedoes.

After the RAAF disbanded the RAAF Air Station in October 1944 the BTU Torpedo Workshop continued to play a role at the site by conducting trials of Australian manufactured torpedoes. With the establishment of the Royal Navy Air Station HMAS Nabbington the BTU provided torpedo maintainer training for Mark 13 torpedoes used by the RN's Grumman Avenger aircraft as well as British torpedo used by the Fairey Barracuda. The Royal Navy operated from Nowra until March 1946. (George, 2021)

After the Royal Navy vacated in 1946 the BTU Torpedo Workshop took on a caretaker role in preparation for a handover to the Department of Navy in 1947. (George, 2021)

Establishing the Torpedo Workshop

By March 1942 it was evident that an area removed from the aerodrome was required for the establishment of a torpedo workshop. The decision to create a General Reconnaissance Torpedo Squadron also involved additional building facilities for the maintenance of torpedoes located nearby but separate from the aerodrome. The area now known as 50 BTU Road, Nowra was requisitioned for the Torpedo Workshop.

The workshop buildings and store houses for torpedoes, will be located in heavily timbered country approximately 3 ½ miles east of the aerodrome. To provide access from the aerodrome a new road will be required, this road will provide alternate access to the aerodrome. (Air Board, 1942)

The land was commandeered by the RAAF under the provisions of the National Security (General) Regulations, with the intention to later submit a proposal for the acquisition of the land. The Commonwealth did not formally acquire the land until two years later.

A revised budget was submitted to the War Cabinet seeking an additional £48,174 for a Torpedo Workshop which included the provision of fit out to existing buildings for the marine section of the GR Torpedo Squadron at Jervis Bay. The funds were approved by the Air Board on 13 March 1942, the cost of buildings was estimated to be £20,325 and engineering services £25,555. (Air Board, 1942)

The construction of the Torpedo Workshop

Referred to as the Workshop Section, the following buildings were established from March 1942.

- Maintenance Workshop
- Compressor House
- Dummy Store
- Gyroscope, tools and consumable store,
- Administration building,
- Emergency Power House
- Torpedo Store (8 in total)
- Inflammable Store
- War Head Dump (4 in total)
- Combined latrine.

The area was divided into 3 areas referred to as area “A”, area “B”, and area “C”. Areas A and B accommodated all buildings except for the dummy store which was to be located in area C. The accommodation camp was not established until a later date. The site was heavily timbered, and the establishment crew were under strict orders to ensure it retained as much natural cover as possible. No lopping or felling trees was permitted without the approval of the “camoufleur”. Access ways between buildings were formed on the best natural surface and under no circumstance was gravel permitted.

The Maintenance Workshop was the largest, most costly building on the site. It was 120’ x 60’ (36.5m x 18.2m) with timber framed walls and was erected in area A. The lower section of the walls to clerestory window sill height was double framed and sheeted and filled with earth with a timber sill top, see Figures 9 and 10. Note the trees in close proximity to the building and the camouflage paint.



Figure 9. Exterior of the torpedo maintenance workshop (Sgt. Smith)

The building had a concrete floor slab and steel trussed roof with asbestos cement roof sheeting which was pre-coloured for the camouflage team. Fixed glazing was provided with sliding blackout screens and ventilation openings were light baffled. Compressed air, water, electricity was provided and there were hoists and tracks.

The Compressor House was a reinforced concrete construction with a roof of concrete. Whilst the plans are not available for this assessment the description of the structure prepared by the Director of Works and Buildings is as follows:

Reinforce concrete construction in accordance with plan on drawing No. 41/42/2051. Roof to be of reinforced concrete, inverted T beam construction with approximately 3'0" depth of earth filling between beams, and 6" burster slab poured over same at level of top of beams. See engineering services schedule for installation of compressor, storage bottles, overhead hoists, electrical installation, etc. Building to be located in area "A" and situated no nearer than 250 feet from any other building. (Air Board, 1942)

The dummy store building was to be constructed in area C to the same specification as the maintenance workshop but without windows.



Figure 10. Personnel at BTU circa 1942. The torpedo workshop is on the left of the picture, the other building is possibly the latrines. (Sgt. Smith)

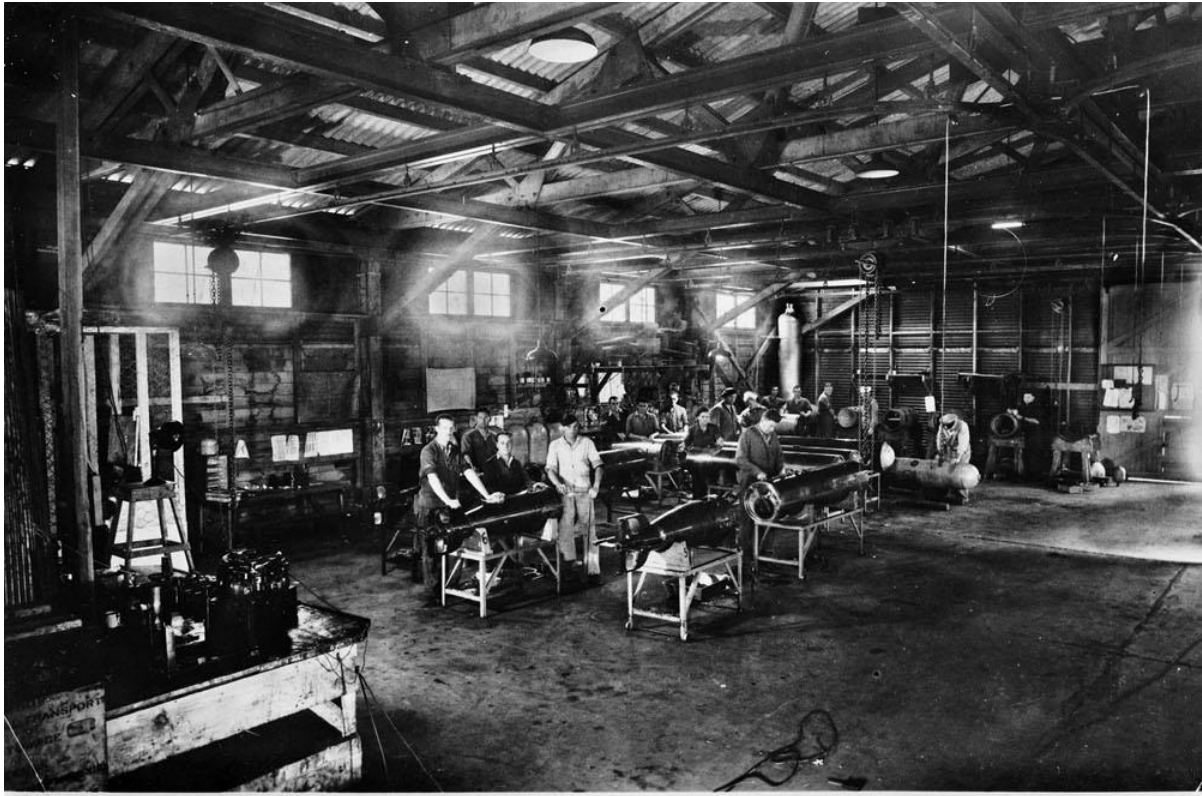


Figure 11. The interior of the torpedo maintenance workshop circa 1942-1943 (Sgt.Smith)



Figure 12. Inside the torpedo maintenance workshop at the BTU Torpedo Workshop circa 1942-1943 (Sgt.Smith)

The Gyroscope, Tool and Consumable Store was a timber framed building with a wooden floor and a corrugated asbestos cement roof, located in area A. The Gyro room had high fixed glazed windows with blackout screens and wall and ceiling linings. The room had to be as air tight as possible, so it had an air lock entry. The tool and consumable store rooms were also timber framed but unlined.

The Administration Building was also located in area A but a distance from the maintenance workshop. It was a timber framed building with an asbestos cement hipped roof. It was lined internally with a hardboard dado to 4' and had standard windows with blackout screens.

The Emergency Power House was a reinforced concrete building with steel sheet sliding door. The building was located in area A and proposed to be protected by an 8' earth mound. The structure was to have power, lights and light baffled vents.

Torpedo Store – there were 8 of this type of building constructed to the same specification as the emergency powerhouse. They were also intended to be covered by earth mounds. They had steel sliding doors and ventilation ducts with light baffled vents at the apex of vertical end walls. Power was provided to operate overhead hoists. The Torpedo Stores were located in areas A and B, dispersed to provide maximum protection and cover.



Figure 13. Moving torpedo on a trolley circa 1943. (Sgt. Smith)

Inflammable Store – this was a reinforced concrete building similar to the torpedo store but with a central partition and 2 pairs of sheet steel double doors. Vents above the doors were light baffled and the building was to be protected by an earth mound. The inflammable store was located in area B, 200 feet away from the nearest building.

War Head Dump – these 4 buildings are similar to the torpedo dumps, but smaller at 20'0" long internally. No runway hoists were provided, and they were located in area B at a minimum of 1000 feet from other building and at least 300 feet from each other.

Latrines – The building was 13'0" x 10'0" and in close proximity to the workshop.

Water supply – Water was provided through an extension to the Main from the aerodrome to a 5000 galvanised corrugated iron tank on a stand, which then provided gravity fed water to buildings as required.

Provision of accommodation at the Torpedo Maintenance Section

By November 1942 it was becoming clear that transporting personnel on a daily basis back to the aerodrome each evening for sleeping and messing was time consuming and an inefficient use of vehicles. It was therefore proposed to erect a small camp at the Torpedo Maintenance Section providing sleeping, messing, ablution and latrine facilities for 55 personnel. The camp buildings were to be erected from the standard prefabricated “C” series camp buildings. All buildings were located within the boundaries of the existing Torpedo Section land. Camp buildings included Officers, Sergeants and Airmen sleeping quarters; Laundry, ablutions and latrines; Lecture Hut; Guard houses and sentry box. (Air Board, 1942) It is believed the camp was built on the lot south of BTU Road.

The role of the BTU and Torpedo Workshop in WWII

RAAF Air Station Nowra was established at an important time during the Second World War. The Battle of the Coral Sea and the Battle of Midway along with Japanese submarine attacks on Australia created a threat that had to be addressed with urgency. The torpedo training role of RAAF Nowra was essential if Australia was to mount a successful defence. There were however some challenging issues to overcome. Parts and torpedoes for the Beaufort aircraft were difficult to source. Airmen faced unfamiliarity with the aircraft due to it only being used by RAAF since 1941. The US Navy torpedoes were bigger than the aircraft had been designed to release. Throughout 1942 the USN and the RAAF persisted with the two types of torpedoes despite the USN Mark 3 failing on a regular basis. The RAAF 8 and 100 Squadrons dropped 56 torpedos in attacks against enemy shipping. Only nine of these were claimed to be “hits”. The cost of these operations was 7 aircraft lost and 26 aircrew killed or Missing in Action. In June 1943 RAAF decided that the Beaufort’s torpedo role would be discontinued. RAAF Air Station Nowra’s personnel and aircraft were reduced and the aircrew training function ceased by mid-1944. By then RAAF Nowra Base Torpedo Unit and 6 Operational Training Unit had trained 145 Beaufort flight crews and 450 torpedo maintainers. (George, 2021)

The BTU subsequently played an important role in the last year of the war in the Pacific, by providing bomber training to RAN and USN personnel and maintaining the torpedoes used by the RAN in their role with the British Pacific Fleet until the decisive victory in August 1945.

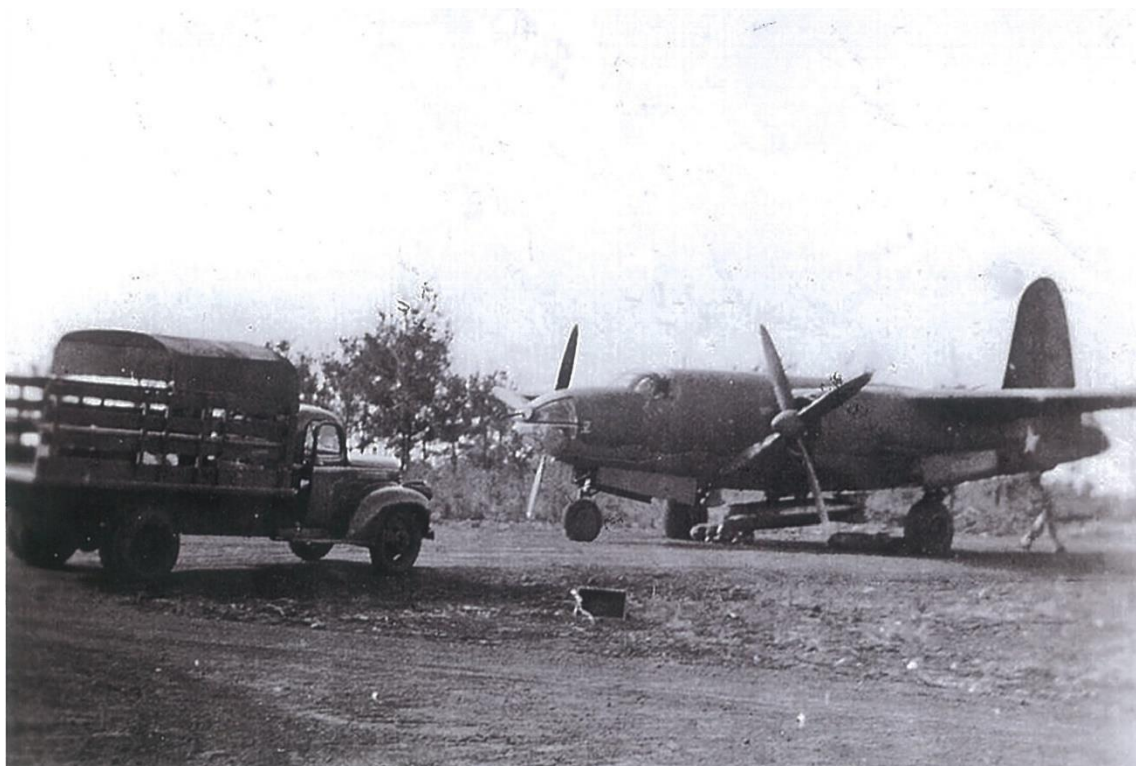


Figure 14. United States Army Air Corp, 22 Bombardment Group B26 Martin Marauder armed with a Mark 13 torpedo. (Dannecker, 1942-1944)



AUSTRALIAN WAR MEMORIAL

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Figure 15. Employees of the Commonwealth Aircraft Corporation fitting a practice torpedo into the bomb bay of a Beaufort Bomber, Melbourne June 1942. (Australian War Memorial)

4.6. 50 BTU Road after 1963

When Toby Davis and John Herbert bought the property in 1963 the site took on a new function as a saw mill, under the trading name Herbert and Davis Pty Ltd. In May 2005 the sawmill was sold to Allen Taylor and Company Limited trading as Boral Timber.

Over the years modifications have been made at the site which are summarised in the table below. The changes in the site can be seen in the series of aerial photographs in Appendix One.

Table 2. Summary of modifications at 50 BTU Road, Nowra Hill

File No.	Modifications
DA87/1057	Demolition of sawmill building No. 2 and erection of new sawmill.
BA87/1397	Metal clad sawmill to replace existing No.2 Mill
DA99/1010	Copper-chromate-arsenate (CCA) Plant
DA05/1217	Extension to No 1 Sawmill Building to house new “Line-bar saw” – no increase in number of logs milled or timber production
DA14/2117	Demolition of shed
DA06/1521	Temporary Site Office and new sewer and drainage works
DA15/2307	Demolition of 3 surplus buildings, above ground only. Includes no. 1 mill, storage shed near no.1 mill and storage shed in CCA area.
DA16/1536	Three drying kilns near CCA Plant
CC16/1514	Three drying kilns



Figure 16. No.2 Mill before it was demolished in 1987. (Shoalhaven City Council)

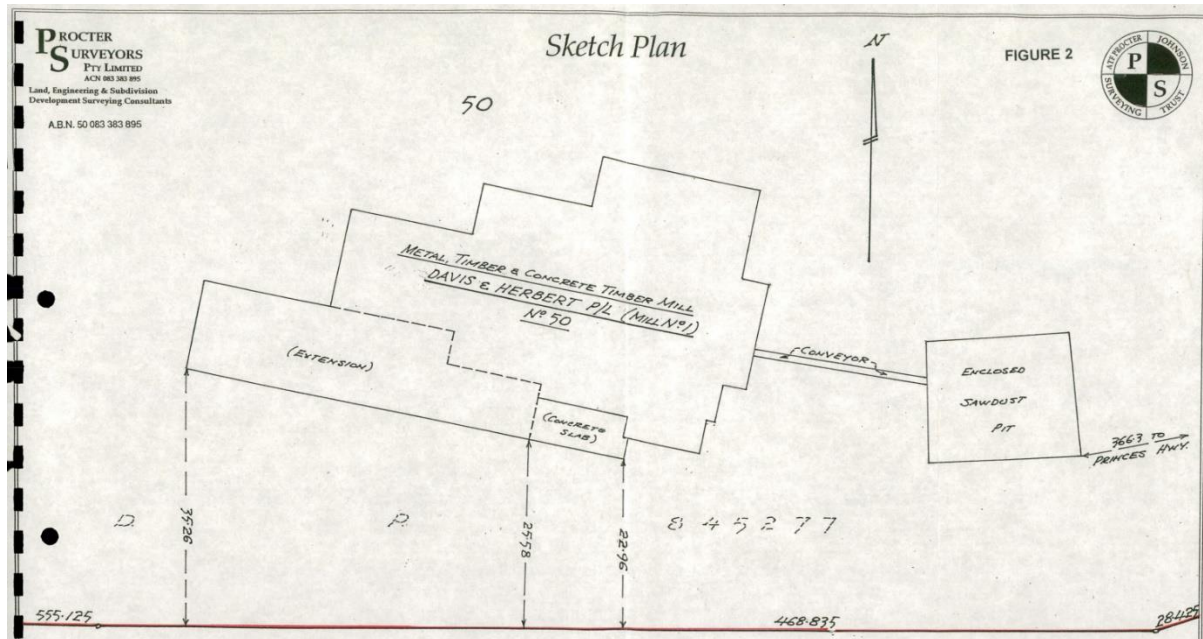


Figure 17. DA05/1217 Extension to Mill No. 1 (Procter Surveyors, 2005)



Figure 18. Interior view of sawmill no. 1 in 2005. (CowmanStoddart Pty Ltd)

5. Physical Evidence

5.1. Fabric remaining from former BTU Site at 50 BTU Road

There are 4 former Torpedo Storage Bunkers located on the west of the site. These buildings are concrete barrel vault bunkers, often described as igloos. One is located in the bush near the site of an old dam and the other three are in the western area of the site. There is one War Head Dump Bunker next to the parking area for large machinery. The Compressor House is still in-situ and is located at the chipper.

The No.1 Mill on the sawmill site was originally the Torpedo Maintenance Workshop. The building has undergone significant changes since its original function was abandoned. Since 1963 the building was used as a timber sawmill and housed the main Canadian saw. In 2005 the No.1 mill was extended to house a new “Line-bar saw”. See Figure 17. The former workshop has been extended in all directions. The No.1 Mill is no longer in use as a mill and is currently used as a storage area.



Figure 19. The current aerial photograph showing No.1 Mill, the former Torpedo Maintenance Workshop area is indicated by the red dotted line. According to RAAF records the maintenance workshop was 36.8 metres long and 18 metres wide.

The former Torpedo Workshop site itself has changed dramatically due to the clearing of trees which were left in place by the BTU when the Torpedo Section was established to provide camouflage. The camp was set up under strict instructions to keep clearing to a minimum and to even let trees grow through buildings if necessary.

5.2. Photographic Evidence (Photographs taken 28/09/2021)

Torpedo Maintenance Workshop



Figure 21. Southern view of former Torpedo Maintenance Workshop.



Figure 22. Interior of Torpedo Maintenance Workshop showing surviving structure.

The Torpedo Maintenance Workshop has been extended in all directions except the east. The original windows and double framed timber blast walls have been removed. Some timber framing is still extant on the east and west walls. All cladding including the roof has been removed or covered over. The steel structure and concrete floor is original.



Figure 23. The eastern wall of the Torpedo Maintenance Workshop



Figure 24. The western wall of the Torpedo Maintenance Workshop

War Head Dump Bunker



Figure 25. War Head Dump Bunker

Compressor House



Figure 26. The northern wall of the Compressor House



Figure 27. Southern view of the Compressor House

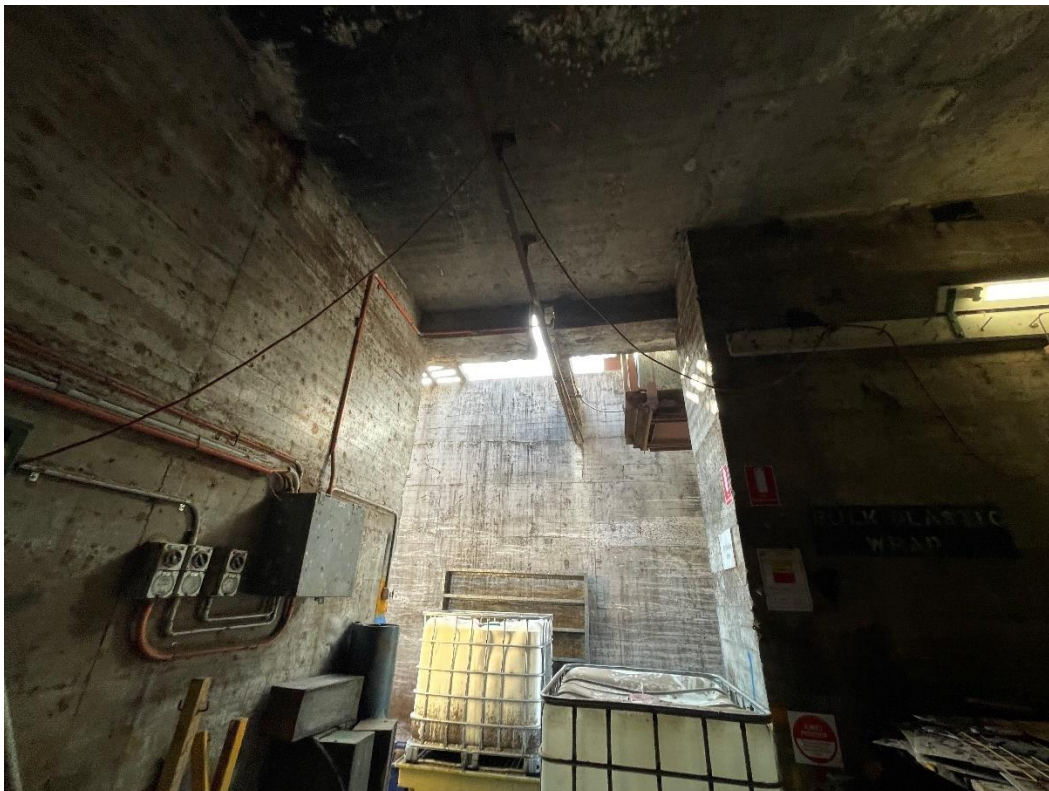


Figure 28. Internal view of the Compressor House

Torpedo Storage Bunkers



Figure 29. Torpedo Storage Bunker (marked A1 on the site plan)



Figure 30. Interior of Torpedo Storage Bunker A1



Figure 31. Torpedo Storage Bunker A2



Figure 32. Interior of Torpedo Storage Bunker A2



Figure 33. Entrance to Torpedo Storage Bunker A2



Figure 34. Torpedo Storage bunker A3



Figure 35. Detail of the entrance to Torpedo Storage Bunker A3. Steel doors would have run along the steel rail.



Figure 36. The same door detail is repeated on the other side of Torpedo Storage Bunker A3.

The other Torpedo Storage Bunker was not inspected during the view of the site as it was located in thick scrub. The 2005 survey noted its location so it is expected that the bunker is still extant.

5.3. Integrity

The Torpedo Workshop was in operation at 50 BTU Road for a period of about 5 years. During that time, the subject site was developed along with adjoining lots from the original acquisition by the Commonwealth. Physical evidence from the original Torpedo Workshop facility is still extant today. The more robust concrete structures have survived relatively intact. The Torpedo Maintenance Workshop building has undergone considerable change as it was used as the No. 1 Mill on the

sawmill site since 1963. The building retains its structure and its floor but its defining features such as the double timber blast walls filled with earth, have been removed.

The property has been used as a timber mill for 60 years, and this has introduced considerable alteration to the site. During the time of the Torpedo Workshop the site would have been much more densely wooded, without the large areas of cleared land present today.

5.4. Fabric remaining from former BTU Site on adjoining sites

Three more Torpedo Storage Bunkers are on the adjoining two lots to the west – Lot 11 and 12 DP1266190, currently occupied by the Shoalhaven Animal Shelter and Pound and owned by Shoalhaven City Council. These two lots were originally part of the Torpedo Workshop. There is also at least one War Head Dump Bunker located on the southern side of BTU Road. No inspection has been undertaken of these to establish their degree of intactness of the adjoining sites and whether any other Torpedo Workshop structures survive.



Figure 37. One of the Torpedo Storage Bunkers on the adjoining property at 19 BTU Road, Nowra Hill.



Figure 38. One of the War Head Dumps located to the south at 49 BTU Road, Nowra Hill. Opposite the subject site.

6. Comparative Assessment

Comparative themes and types

NSW Heritage has a list of historical themes which provide a thematic framework for historic research. These themes provide typologies which are useful in comparing similar places throughout the Shoalhaven and NSW. Shoalhaven Heritage Study 1995-1998 provides local themes keyed to the State Themes. (Shoalhaven City Council)

Themes relevant to the former BTU Torpedo Workshop, 50 BTU Road, Nowra Hill.

- Air Travel – Military
- Defence – Commonwealth forces
 - Torpedo training
 - Munitions (Torpedo) maintenance, storage, research and development.
- Industry – Sawmill

Themes from Thematic History, World Wars 1 & 2 Survey of Buildings sites and cultural landscapes. (Robertson and Hindmarsh Pty Ltd, 2004-2006)

- Shifting the technology of war.
- Training for war.
- Constructing defence works.
- Manufacturing war material.
- Providing for allied military forces.

Site and Building Types relating to the historic themes.

- Operational air bases
- Workshops
- Material storage
- Torpedo storage bunkers or Bomb Dumps
- Torpedo workshop
- Administration buildings.
- Defence sites in the Shoalhaven.
- Camp buildings, recreation hall, mess hall, canteen, accommodation, amenities

Local Defence Sites

Jervis Bay

General Reconnaissance Torpedo Squadron had a section based at Jervis Bay as well as at the RAAF Air Station Nowra. When the Torpedo Workshop was established, provision was made for the establishment of facilities at Jervis Bay. Testing of torpedoes occurred at Jervis Bay and the BTU had collection transport to bring the salvaged torpedoes back to the BTU workshop. The station is now a Naval Training Base called HMAS Creswell. HMAS Creswell is a Commonwealth Territory and is not within the Shoalhaven. Jervis Bay Territory is listed on the Commonwealth heritage List for natural and Indigenous values – the description states the airfield and associated infrastructure are no longer present.

Wireless Transmission Station

A reinforced concrete semi-underground bunker operated as a wireless transmission station nearby the RAAF Air Station, Nowra. It is believed to be still extant and located in Gannet Lane but was not inspected for this study. This structure is likely to have heritage value.

HMAS Albatross

The history of the existing RAN Air Station at Nowra is intimately associated with the BTU Torpedo Workshop. The BTU was responsible for torpedo training and maintenance which was one of the primary functions of the RAAF Air Station when it was established in 1942. The BTU continued this role when the site passed into RAN control in 1944. HMAS Albatross has been recognised and the site is protected on the Shoalhaven Local Environmental Plan heritage schedule for its historical values as the former RAAF Air Station and RAN Air Station. BTU was an essential part of the RAAF and RAN at Nowra between 1942 and 1947.

Comparison with NSW Defence sites

Bankstown aerodrome and former RAAF Base

Bankstown aerodrome and former RAAF Base was part of the defence of Sydney from aerial and naval attack in World War 2 by coordinating armed forces response to an enemy attack. The site includes transmission and receiving stations and underground bunker, and provided aircraft manufacturing and assembly in wartime Australia. The site is used as an airport but has retained a considerable amount of WWII infrastructure. The site is not associated with munitions or torpedoes.

Training

One of the most significant tasks of the BTU was training. The thematic history of World War Two sites has not identified any other torpedo training facilities in NSW.

Newington Armaments Depot

Newington Armaments Depot and Nature Reserve is listed on the State Heritage Register.



Figure 39. Buildings 57 and 56 at Newington, part of the US Navy installation. (NSW Heritage, 2021)

The former Royal Australian Navy (RAN) Armament Depot - Newington known as Newington Armament Depot and including the area now known as the Newington Nature Reserve, is potentially of State heritage significance as a place which demonstrates the historical and technical

development of systems and regulations of explosives handling and storage from the 1890s to 1999 and also demonstrates the importance of Sydney as a Navy Port. Newington Armament Depot and Nature Reserve is historically significant as it contains physical evidence demonstrating the history of European occupation through to the end of the 20th century. The site is a valuable tool for research relating to the early settlement.

Within the site are two precincts related to WWII, one was used by the Royal Australian Navy and the other by the United States. The site is comparable to the BTU due to the storage of munitions in underground bunkers. However, the site was not a training facility and did not have a torpedo repair and development arm as at the Nowra an RAAF or RAN Air Station.

Moruya, former RAAF No. 11 Operational Air Base

From mid-1942, No 11 Operational Base Unit was located at Moruya to provide support for RAAF aircraft utilising the airfield. The airfield was used infrequently for coastal patrols, and also as a refuelling point for aircraft in transit. In October 1944, the airfield was downgraded to an emergency landing ground. There are four concrete bunkers surviving.



Figure 40. One of four concrete bunkers at the former RAAF site in Moruya. This example is in the race course. The bunkers are described as Bomb Dumps. (NSW Heritage, 2021)



Figure 41. Former WWII Radio Operations Building – No 11 Operational Base Unit RAAF (Royal Australian Air Force) Moruya established circa 1942 (NSW Heritage, 2021)

The site is listed on the Eurobodalla Local Environmental Plan 2012 as a heritage item of local significance.

The Moruya bunkers are comparable to the BTU site as they had a similar role in storage of munitions and were associated with an RAAF Air Station. The same degree of weapon maintenance and training was not a function of Moruya RAAF.

HMAS Platypus, High St, North Sydney, NSW, Australia

In 1942, the Royal Australian Navy (RAN) Torpedo Factory, located at Neutral Bay, Sydney commenced operations. Previously, the Torpedo Depot at Garden Island across the Harbour had been the main site responsible for managing torpedo maintenance and storage. Additionally, a torpedo range established at Pittwater in Northern Sydney had responsibility for testing torpedoes from late 1943. (Skinner, 2021)

Formerly a gasworks (1877-1932), torpedo factory (1942-1999) and submarine base (1967-1999). The Torpedo Factory (formerly known as the RANTME or Royal Australian Navy Torpedo Maintenance Establishment Factory) was constructed in the early 1940s to house offices and facilities for Naval staff with a large factory for torpedo manufacture and maintenance. From 1945 the facility remained in service as a support facility for submarines based at HMAS Penguin and for the RAN destroyer fleet. (Dept of Agriculture, Water and the Environment, n.d.)

The property is listed as a heritage item on North Sydney LEP 2013.



Figure 42. The HMAS Platypus former Torpedo Factory (Harbour Trust, 2021)

The HMAS Platypus Torpedo Factory was responsible for manufacture of torpedoes on a large scale. It was not associated with the RAAF.

HMAS Rushcutter

The oldest Naval Base in Australia with a number of significant elements including a torpedo workshop which was established in an existing recruitment hall during WWII. HMAS Rushcutter is two storey building located on Sydney Harbour.

7. Significance Assessment

7.1. Significance Assessment Criteria

The following criteria have been used in the assessment of cultural heritage significance. These criteria are the standard criteria for use in NSW that have been prepared for use by the Heritage Division of the NSW Office of Environment and Heritage and adapted here to apply to Shoalhaven.²

For a place to be deemed to be significant to Shoalhaven it must meet at least one of the following criteria:

- a) an item is important in the course, or pattern, of Shoalhaven's cultural or natural history;
- b) an item has strong or special association with the life or works of a person, or group of persons, of importance in Shoalhaven's cultural or natural history;
- c) an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in Shoalhaven;
- d) an item has strong or special association with a particular community or cultural group in Shoalhaven for social, cultural or spiritual reasons;
- e) an item has potential to yield information that will contribute to an understanding of Shoalhaven's cultural or natural history;
- f) an item possesses uncommon, rare or endangered aspects of Shoalhaven's cultural or natural history;
- g) an item is important in demonstrating the principal characteristics of a class of Shoalhaven's - cultural or natural places; or - cultural or natural environments.

The item can also be significant to the Region, the State of NSW or the Nation.

a) an item is important in the course, or pattern, of Shoalhaven's cultural or natural history;

The former Torpedo Workshop at 50 BTU Road Nowra Hill has historic significance as a torpedo maintenance facility established in World War Two, representing a change in policy when Japan entered the war and became an immediate threat in the Pacific and on the home front. The site has significance as an important part of the network defence sites on the NSW east coast. The Base Torpedo Unit (BTU) played an integral role in the training of RAAF personnel and provision of torpedoes for use with the aircraft such as the Beaufort Bomber.

The BTU Torpedo Workshop demonstrates the historic relationship between Australia and its Allies the USA, who had air force and army personnel training with the RAAF at the BTU.

The former Torpedo Workshop site is historically significant as part of the RAAF Air Station, Nowra and the RAN Air Station, Nowra which provided important roles in coastal defence during WWII.

The former Torpedo Workshop contributed to the research and development of torpedoes used in aircraft such as the Beaufort Bomber.

The site of the former Torpedo Workshop demonstrates the practice of the Commonwealth requisitioning land for defence purposes during WWII under the National Security Regulations.

² See www.heritage.nsw.gov.au for more information.

50 BTU Road provides historic evidence of the timber industry and the evolving practices of timber milling since the 1960s.

b) an item has strong or special association with the life or works of a person, or group of persons, of importance in Shoalhaven's cultural or natural history.

The former Torpedo Workshop is historically associated with RAAF Air Station Nowra from 1942 to 1944 and the RAN Air Station Nowra from 1944. The Torpedo Workshop site is associated with No. 6 Operational Training Unit which provided training of personnel after the BTU was divided into a practical maintenance unit and a unit responsible for training. The Torpedo Workshop has direct historical association with the original RAAF BTU facility at Jervis Bay.

The Torpedo Workshop is associated with Royal Australian Navy HMAS Nabbington which was established at the Air station after the RAAF left the site in 1944. After the RAAF disbanded the RAAF Air Station in October 1944 the Torpedo Workshop continued to play a role at the site by conducting trials of Australian manufactured torpedoes.

The former Torpedo Workshop has historical association with Australian allies the United States Army Air Corp who commenced Torpedo training with the RAAF in mid mid-1942.

The former Torpedo Workshop is historically associated with HMAS Albatross, which continues to occupy the Air Station.

50 BTU Road is associated with Toby Davis, a well-known figure in the timber industry of the Shoalhaven.

c) an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in Shoalhaven.

The former Torpedo Workshop site demonstrates the building technology adopted for the storage of torpedoes during WWII. The site layout is specific to the maintenance and storage of the torpedoes and demonstrates unique building types and their arrangement on site.

The surviving structures from the former Torpedo Workshop are specialist building types specific for torpedo and war head storage and maintenance. They demonstrate the technical development of systems and regulations of explosives handling and storage from 1942-1947

d) an item has strong or special association with a particular community or cultural group in Shoalhaven for social, cultural or spiritual reasons.

The former Torpedo Workshop is significant for its association with veteran groups and RAAF and WAAAF personnel that served at the Air Station during WWII.

The former Torpedo Workshop site is likely to have special significance for the descendants of those in the RAAF BTU who worked in the Torpedo Workshop.

e) an item has potential to yield information that will contribute to an understanding of Shoalhaven's cultural or natural history.

The former Torpedo Workshop site has research potential in its ability to provide evidence of the now defunct WWII practice of storage of torpedoes. The design of torpedo storage buildings, together with the site layout of these buildings has the potential to reveal information about the logistics of torpedo operations and about changes in the approach to ammunitions storage and movement during WWII.

f) *an item possesses uncommon, rare or endangered aspects of Shoalhaven's cultural or natural history.*

The former Torpedo Workshop site contains rare evidence of the maintenance and storage of torpedoes during WWII. The size of the facility together with the number of torpedo storage buildings surviving on the site is not known to occur elsewhere in NSW. The former BTU and Torpedo Workshop is rare in the Shoalhaven as a training facility, maintenance workshop and a research and development unit for torpedoes.

g) *an item is important in demonstrating the principal characteristics of a class of Shoalhaven's - cultural or natural places; or - cultural or natural environments.*

The former Torpedo Workshop site retains fabric of the original facility that demonstrates the characteristics of a WWII Torpedo Workshop.

The site is representative of the practice of land acquisition by the Commonwealth for defence purposes during WWII.

7.2. Summary Statement of Significance

The former Torpedo Workshop site has historic significance as a torpedo maintenance facility used in World War Two from 1942, representing a change in policy when Japan entered the war and became an immediate threat in the Pacific and on the home front. The site has significance as an important part of the network of defence sites on the NSW east coast. The Torpedo Workshop has significance as part of the Base Torpedo Unit (BTU) which played an integral role in the training of RAAF personnel and provision of torpedoes for use with aircraft and contributed to the research and development of torpedoes. The establishment of the Torpedo workshop in 1942 demonstrates the historic relationship of Australia's Allies the USA, who had air force and army personnel training at the BTU.

The former Torpedo Workshop site contains rare evidence of the maintenance and storage of torpedoes during WWII. The size of the facility together with the number of torpedo storage buildings surviving on the site is not known to occur elsewhere in NSW. The former BTU is rare in the Shoalhaven as a training facility, maintenance workshop and a research and development unit for torpedoes from 1942 to 1947.

The site is historically associated with the RAAF Air Station, Nowra and the RAN Air Station, Nowra which provided important roles in coastal defence during WWII. The Torpedo Workshop is associated with No. 6 Operational Training Unit which provided training of personnel after the BTU was divided into a practical maintenance unit and a unit responsible for training. The Torpedo Workshop has direct historical association with the original RAAF BTU facility at Jervis Bay.

The surviving bomb dumps and torpedo dumps at the former Torpedo Workshop are specialist building types specific for torpedo and war head storage. They demonstrate the technical development of systems and regulations of explosives handling and storage from 1942-1947. The site layout is specific to the maintenance and storage of the torpedoes and demonstrates the arrangement on site of these unique building types.

The former Torpedo Workshop site has research potential in its ability to provide evidence of the now defunct WWII practice of storage of torpedoes. The design of torpedo dump buildings, together with the site layout of these buildings has the potential to reveal information about the logistics of torpedo operations and about changes in the approach to ammunitions storage and movement during WWII.

The former Torpedo Workshop is significant for its association with veteran groups and RAAF and WAAAF personnel that served at the Air Station during WWII.

The site is representative of the practice of land acquisition by the Commonwealth for defence purposes during WWII.

50 BTU Road has heritage value at a local level.

8. Curtilage

The heritage curtilage of the former BTU Torpedo Workshop, 50 BTU Road, Nowra Hill should cover the whole site to protect the significant layout as well as significant structures of the original WWII facility. Further research may reveal other structures which are currently not mapped.

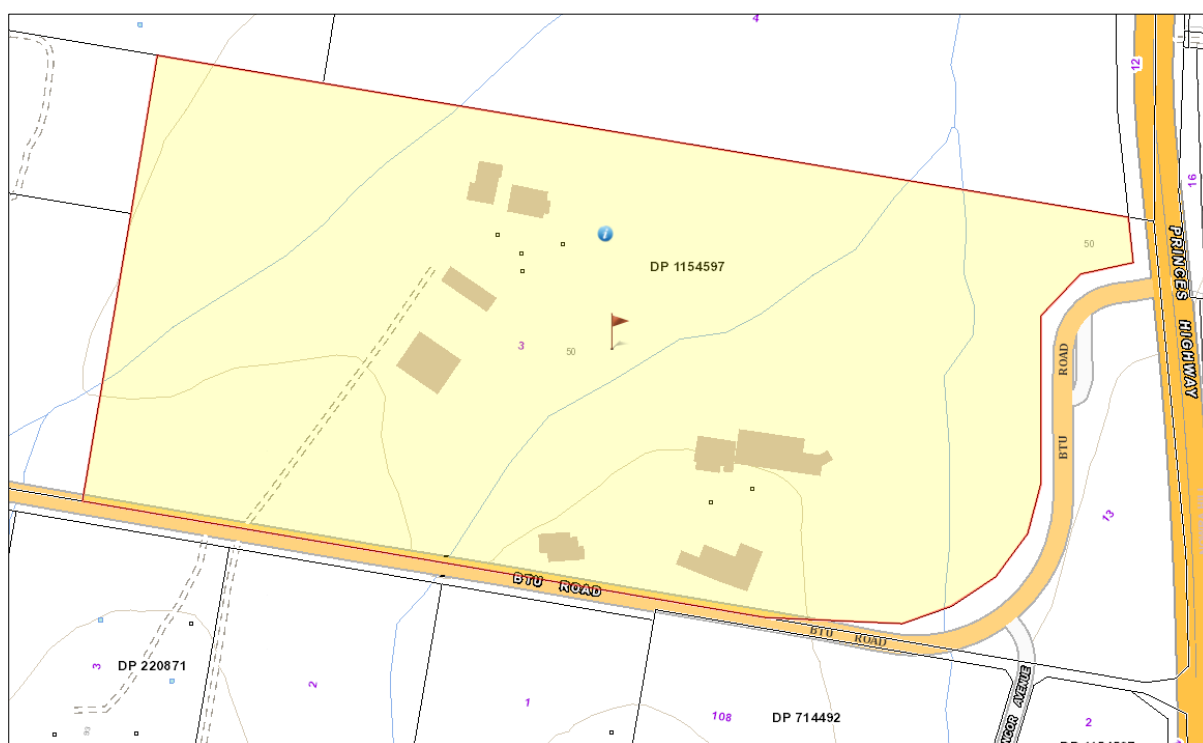


Figure 43. Recommended heritage curtilage

9. Interim Heritage Order

Shoalhaven City Council has authorisation to make an Interim Heritage Order over an item, place or area, whilst it assesses whether statutory protection is warranted via a listing in a heritage schedule of a local environmental plan.

Interim Heritage Orders can only be made where a potential heritage item:

- Is or is likely to be of heritage significance
- Is under threat of demolition or unsympathetic alteration
- Does not have statutory heritage protection under the *Environmental Planning and Assessment Act 1979* or the *Heritage Act 1977*.

The heritage assessment made in this report has found that the former BTU Torpedo Workshop at 50 BTU Road, Nowra Hill has heritage significance at a local level. The site layout and the remaining structures from the Torpedo Workshop are considered to be of local heritage significance.

Proposed demolition or damage to any of the WWII Torpedo Workshop structures would lead to a loss of significance which would trigger the need for an Interim Heritage Order.

In the first instance Council should hold discussions with the owner to determine whether there are any plans which would impact any significant structures as an Interim Heritage Order may only be made if the potential heritage item is being or is likely to be harmed.

If an Interim Heritage Order is made the following conditions apply:

- a) The Interim Heritage Order will lapse six months from the date that it is made unless the local council has passed a resolution before that date, either:
 - i. In the case of an item which, in the council's opinion, is of local significance, to place the item on the heritage schedule of a local environmental plan with appropriate provisions for protecting and managing the item; and
 - ii. In the case of an item which in the council's opinion, is of State heritage significance, nominate the item for inclusion on the State Heritage Register."

Procedures for making an Interim Heritage Order are contained within Part 5.6 of the Local Heritage Guidelines.³

Implications of heritage listing for the owner

The existing saw mill operations at 50 BTU Road would be unchanged by the heritage listing. The heritage listing will add an additional layer of assessment if any development at the mill is proposed. For example, a development application for any future works would need to be accompanied by a heritage impact assessment to determine if the proposed works would affect the heritage significance of the site. Development at the site has been ongoing since it became a saw mill in 1963, the saw mill activities and works are consistent with the proposed heritage listing.

The listing in the heritage schedule of Shoalhaven LEP is proposed to be descriptive so that it is clear which structures on the site have heritage value. This will ensure the saw mill activities on the site can continue unhindered.

Maintenance and minor works do not require the consent of Council.

Heritage listing places no legal restriction on the sale or leasing of properties.

³ The Local Government Heritage Guidelines (including the delegation of certain Heritage Council functions under the NSW Heritage Act 1977 and the authorisation to make Interim Heritage Orders)

<https://www.heritage.nsw.gov.au/search-for-heritage/publications-and-resources/>

10. Conclusion

50 BTU Road, Nowra Hill meets all seven of the heritage criteria as defined by Heritage NSW, Department of Premier and Cabinet.

The former BTU Torpedo Workshop is a rare example of a World War Two site dedicated to the research and development, maintenance and storage of torpedoes designed to be carried by aircraft such as the Beaufort Bomber. Despite the site only being in operation from 1942-1947 the site retains enough evidence to demonstrate the layout and function of the BTU Torpedo Workshop.

The site provides evidence of the important role played by Nowra in the defence of the nation during World War Two when Japan entered the war and the focus of Australian Armed Forces shifted to the Pacific and South-East Asia.

The former BTU Torpedo Workshop at 50 BTU Road, Nowra Hill is significant historically, technically, socially and for its research potential and is both rare and representative.

11. Recommendations

1. The Former BTU Torpedo Workshop, 50 BTU Road, Nowra Hill should be listed in schedule 5 of Shoalhaven Local Environmental plan 2014 as a heritage item of local significance. The listing should cover the whole site to protect the significant layout as well as significant structures of the original WWII facility. The curtilage shown in Figure 43 should be the curtilage of the heritage item.

The addition to Schedule 5 of Shoalhaven LEP 2014, Part 1 Heritage Items should read

Locality	Item	Address	Property Description	Significance
Nowra Hill	Former BTU Torpedo Workshop: WWII structures including Maintenance Workshop, 4 Torpedo Bunkers, 1 War Head Bunker and 1 Compressor House and their layout on the site.	50 BTU Road	Lot 3 DP 1154597	Local

2. Council should hold discussions with the owner to determine whether there are any plans which would impact any significant structures relating to the former Torpedo Workshop use of the site. If the significant fabric of the place is being or is likely to be harmed then Council should protect the heritage significance of the site with an Interim Heritage Order and commence an amendment to schedule 5 of Shoalhaven LEP 2014 to include 50 BTU Road, Nowra Hill as a heritage item.
3. The other lots acquired by the Commonwealth in 1944 should be inspected to determine what Torpedo Workshop fabric is still extant. These lots include Lot 11 DP1266190, Lot 12 DP1266190, Lot 1 DP220871, Lot 2 DP220871, Lot 3 DP220871, Lot 4 DP220871.

12. References

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Appendix 1

History of modifications shown in aerial photography

The following sequence of aerial photographs shows how the BTU site at Lot 3 DP has changed since it was sold by the Commonwealth and used as a sawmill.



Figure 44. 1969 Aerial Photograph

The secondary road to access the area where the CCA Plant was constructed in 1999 wasn't constructed until after 1969 and before 1975. The Torpedo Storage Bunkers in that area were accessed by an internal road on the north of the existing buildings.



Figure 45. 1979 Aerial photograph



Figure 46. 1980 aerial photograph



Figure 47. 1993 Aerial photo

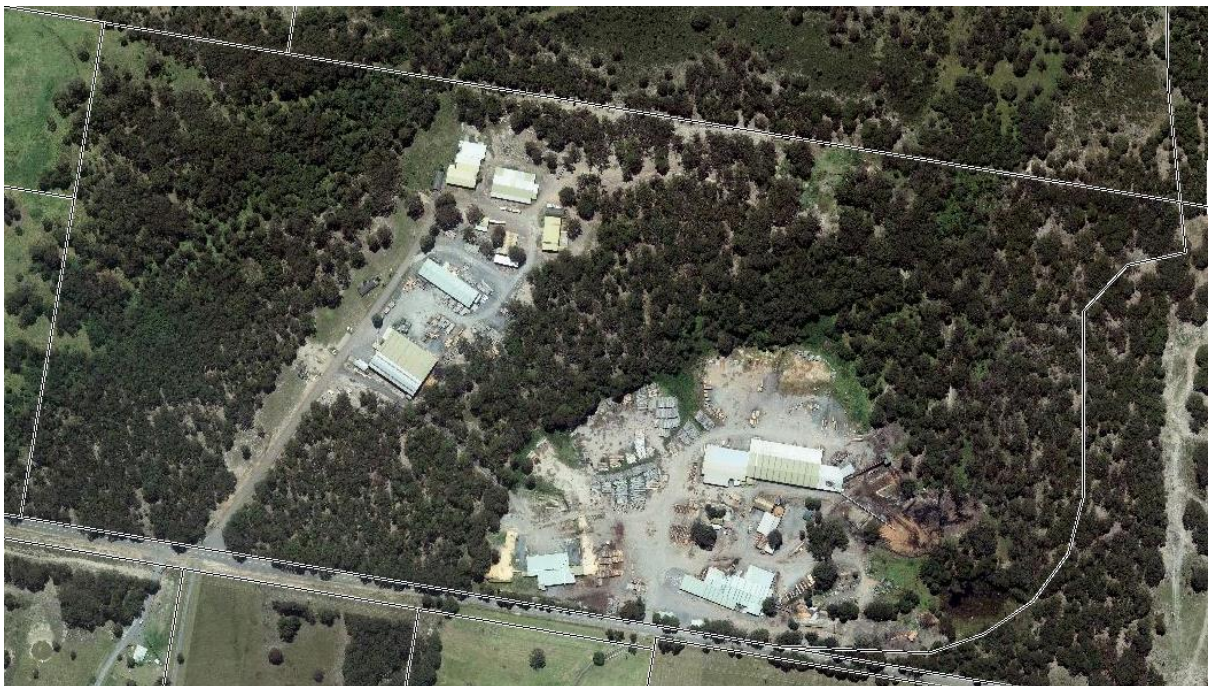


Figure 48. 2021 aerial

Attachment G – Agency Response - WaterNSW

3 August 2022

Contact: *Stuart Little*
Telephone: *0436 948 347*
Our ref: *D2022/66858*

Mr Richard Carter
Strategic Planner
Shoalhaven Council
PO Box 42
NOWRA NSW 2541

Dear Mr Carter

Pre-Gateway Agency Consultation - Planning Proposal PP058 – Shoalhaven LEP 2014 – Housekeeping 2022

I refer to your email and letter of 4 July 2022 seeking Pre-Gateway comments on Planning Proposal PP058 – Shoalhaven LEP 2014 – Housekeeping 2022. We also refer to an updated version of the Proposal, received by us on 29 July 2022, after we sought clarification of minimum lot size (MLS) boundaries for one of the Items affected by the housekeeping amendments. We now provide our comments with respect to the updated Proposal.

The Planning Proposal seeks to correct relevant clauses and maps in the *Shoalhaven Local Environmental Plan 2014* (LEP) to address identified anomalies or inconsistencies and to improve the LEP's functionality. We note that the anomalies or inconsistencies have been identified through staff feedback, development assessment processes, the registration of new land titles, landowner requests and as resolved by Council. Of the 30 amendments, Items 3, 5 and 6 include land within the Sydney Drinking Water Catchment (SDWC).

Items 3 and 5 both concern remote rural roads, seeking to remove the stated lots from the relevant MLS map as a MLS is not required for the SP2 Infrastructure zone. WaterNSW has no objection to this aspect of the Proposal.

Item 6 concerns Lot 9 DP 755966, Touga Rd, Touga, and part of National Park (UPN 60932). The Proposal seeks to adjust the zoning and MLS boundary to accord with the current lot boundaries between the National Park and Lot 9 DP 755966. Affected land in private ownership is to be afforded a C2 Environmental Conservation zoning and a 40 ha MLS while the adjacent National Park Estate land is to be zoned C1 National Parks and Nature Reserves with no MLS. WaterNSW supports the intent of this aspect of the Proposal. However, we note that the proposed zoning and MLS do not exactly accord with the property boundaries based on the cadastre layer we hold (see Attachment 1). We recommend that Council verify the cadastre and liaise with the National Parks and Wildlife Service regarding the appropriate boundary for the zoning and MLS.

Direction 3.3 Sydney Drinking Water Catchment

The Planning Proposal responds to section 9.1 Ministerial Direction 3.3 Sydney Drinking Water Catchment, noting that the Proposal applies to Mapping Items 3, 5 and 6 as these relate to land within the SDWC. The Proposal notes that the amendments are of minor significance and are not inconsistent with the Direction. We agree with this conclusion. Changing the MLS requirements and zoning for these Items as described will have minimal to no implications for water quality. The changes have minimal to no implications for application of the Neutral or Beneficial Effect (NorBE)

test on water quality to future developments and activities under Chapter 8 of State Environmental Planning Policy (Biodiversity and Conservation) 2021 (B&C SEPP). For completeness, Strategic Land and Water Capability assessments are not relevant to this Proposal given the nature of Proposal affecting minor MLS and zoning adjustments in remote locations.

Sydney Drinking Water Catchment – Chapter 8 of the B&C SEPP

The Proposal considers the SDWC provisions of Chapter 8 of the B&C SEPP. Chapter 8 requires new development in the SDWC to have a NorBE on water quality. The Proposal notes that there are no provisions in the B&C SEPP that directly apply to this PP. With respect the SDWC provisions of Chapter 8 of the SEPP, we agree with this conclusion. We make no comment on the other aspects of the SEPP.

We do not need to review the Proposal further prior to exhibition. However, we ask to be notified when the Proposal is publicly exhibited so we can have an opportunity to further examine it and understand how Item 6 has been reconciled.

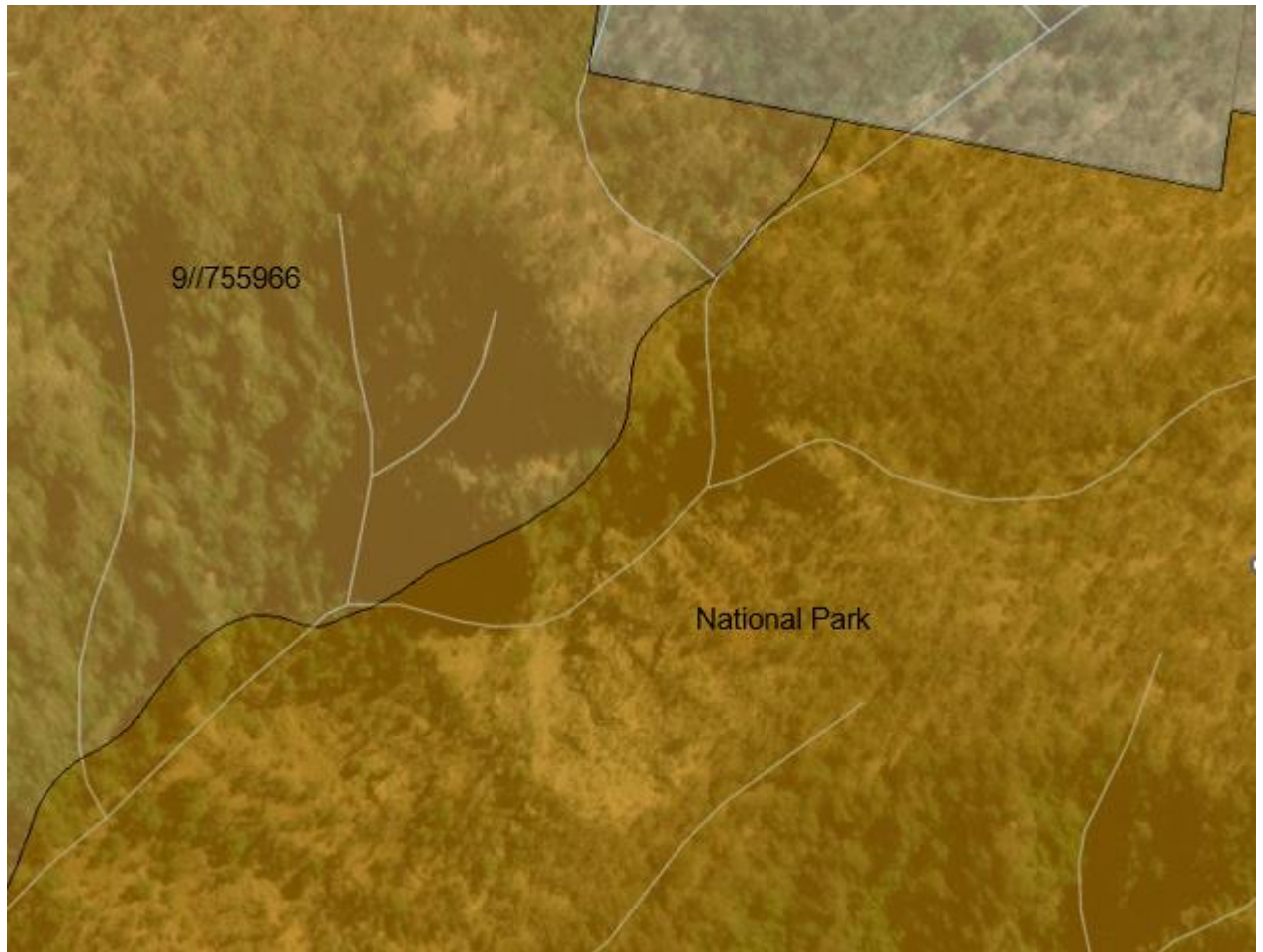
Should you have any questions regarding the above matters please contact Stuart Little (stuart.little@waternsw.com.au).

Yours sincerely

A handwritten signature in black ink, appearing to be 'Alison Kniha', with a stylized, flowing script.

ALISON KNIHA
Catchment Protection Planning Manager

ATTACHMENT 1 – MAP



Map 1 – Item 6: Cadastre (in black) showing the boundary between Lot 9 DP 755966 and adjoining National Park