



NSW GOVERNMENT
Department of Planning

Settlement planning guidelines

August 2007 | South Coast Regional Strategy

Settlement planning guidelines: south coast regional strategy
© State of New South Wales through the Department of Planning
August 2007
www.planning.nsw.gov.au
Publication number 07_036B
ISBN 978-0-7347-5931-3

Disclaimer: While every reasonable effort has been made to ensure that this document is correct at the time of printing, the State of New South Wales, its agents and employees, disclaim any and all liability to any person in respect of anything or the consequences of anything done or omitted to be done in reliance upon the whole or any part of this document.

Contents

1	Introduction	2
	Purpose of these guidelines.....	2
2	Guidance to councils.....	3
	Housing and dwelling targets.....	3
	Urban release.....	4
	Staging and sequencing	5
	Rural residential development	6
3	Settlement planning principles.....	7
	Urban design.....	7
	Centres, towns and villages	9
	Heritage.....	11
4	Employment lands	12
	Employment lands principles (refer to Appendix 1)	12
5	Land and housing monitor.....	13
	Monitoring framework.....	13
	Rural residential monitoring	14
	Employment lands monitor (refer to Appendix 2)	14
6	Review	15
	Appendices	16
	Appendix 1	16
	Appendix 2	21

List of tables

Table 1.	Key functions and character elements of centres	9
Table A1.	Regionally significant employment land	16

1 Introduction

These Settlement Planning Guidelines (the Guidelines) support the South Coast Regional Strategy (the Regional Strategy) by providing guidance for councils on the identification, delivery, management and monitoring of housing and employment land within the Region over the next 25 years. Specifically, the Guidelines clarify the Department's requirements for councils to:

- adopt appropriate housing targets including appropriate housing mix;
- establish a process to identify where and how these targets will be met;
- adopt appropriate settlement planning principles in the development of new urban areas and the renewal of key towns and centres;
- implement employment lands principles for industrial and commercial lands to guide land use planning decisions on these lands; and
- complete annually, the South Coast Land and Housing Monitor which includes the monitoring of overall development, land availability and employment lands monitoring.

Whilst these Guidelines are specifically focused on settlement planning issues, implementation of settlement and growth initiatives will need to consider the overarching objective of protecting and managing the South Coast's important environmental assets, as outlined in the Regional Strategy.

The Guidelines should be read in conjunction with the South Coast Regional Strategy.

Purpose of these guidelines

These Guidelines provide a framework that will ensure that Bega Valley, Eurobodalla and Shoalhaven councils manage settlement within their respective council areas which will contribute to the delivery of an appropriate amount and mix of housing across the Region to cater for future demand taking into account demographic change and shifting housing needs. Under these Guidelines, councils are to deliver annually (due February each year) on two main areas:

- Mapping - Maps are to be provided (both electronically and hard copy) that identify spatially the land availability/capacities for each local government area (LGA) to meet the housing targets that are required to meet regional demand. These maps will identify current and planned new urban release areas that will predominantly cater for the demand for detached housing as well as the towns and centres that will be the focus for medium density housing. The mapping will be supported by a priority and sequencing plan and an overview of the processes and controls councils will put in place to achieve the yields and housing mix targets that are outlined in these Guidelines. While the initial mapping work will be detailed, the subsequent annual returns will only require an update to the maps to take account of development activity.
- Monitoring program - The monitoring program will enable councils to track the supply of new dwellings to meet projected demand to ensure that supply is not a constraint to development. The Land and Housing Monitor will record and monitor historical data on lot production and dwelling constructions, estimate capacity for new residential lots and dwellings to monitor supply and forecast the annual greenfields lot release. Rural residential and employment land monitoring form part of the monitoring program and data will be provided in the format provided in the CD accompanied to these Guidelines.

2 Guidance to councils

Housing and dwelling targets

As identified in the Regional Strategy, the population of the South Coast has been projected to increase by 60,000 people over the next 25 years requiring an additional 45,600 dwellings. A breakdown of the proportion of demand for additional dwellings expected across a number of categories is as follows:

Shoalhaven

Families with children	25%
Couples without children	37%
Group households	2%
Lone persons	36%
Total households/dwellings	26,300

Eurobodalla

Families with children	17%
Couples without children	42%
Group households	2%
Lone persons	39%
Total households/dwellings	10,700

Bega Valley

Families with children	13%
Couples without children	41%
Group households	3%
Lone persons	43%
Total households/dwellings	8,600

Existing housing stocks within each of the South Coast council areas are heavily biased towards detached housing (Shoalhaven: 89%; Eurobodalla: 85%; Bega Valley: 82%). Given that the vast majority of additional households will be couples or singles, councils should be moving towards an improved housing mix to make more efficient use of existing and future housing stocks; to improve diversity and economic activity around town centres; to improve housing affordability and to provide more housing choice.

Targets for housing mix for new dwellings within major regional centres / major towns and averaged across local government areas are as follows:

Within centres	60% detached / 40% medium density
Across the whole LGA	70% detached / 30% medium density

Note. For the purposes of the above dwelling targets the medium density requirements include dual occupancy and medium density.

The above dwelling targets are to guide councils in the development of housing policies and planning provisions that achieve an improved housing mix that better caters for the needs of existing and future households – that is a higher proportion of medium density housing that is suited to the ageing population and can satisfy

the high demand for tourist accommodation. It is expected that councils' strategies and plans will achieve a shift in dwelling splits that move towards these targets.

Whilst the above targets suggest the same overall housing mix for each local government area and centre, variation to the housing mix within individual centres or subregions that reflect local characteristics may be considered provided the overall objective of an improved housing mix is achieved across the local government area.

Urban release

The South Coast is characterised by many separate settlements ranging from small villages with less than 200 people (e.g. Hyams Beach and Tilba Tilba) up to the major regional centres of Nowra–Bomaderry, Batemans Bay and Bega.

Whilst the dispersed nature of settlements is part of the charm of the South Coast, the Regional Strategy maintains that continued expansion of smaller villages and creation of new ones has the potential to place a strain on services and infrastructure, contribute to social isolation and car use and degrade surrounding sensitive environments.

The Regional Strategy has a focus on providing a more appropriate mix of dwellings to cater for the projected household types through increased densities and maximising growth around existing well serviced centres. The current status of land availability for each of the three councils in the South Coast Region is as follows:

- Bega Valley shire, whilst well supplied with vacant zoned land will need to focus on prioritising urban release, managing the servicing of new release areas and increasing densities around centres.
- Eurobodalla is also well supplied with vacant land that is zoned for new urban release. A modest shortfall in existing capacities will need to be accommodated through medium density development and investigation opportunities within and adjoining the major centres of Batemans Bay, Moruya and Narooma in particular.
- Whilst the Shoalhaven has considerable supplies of vacant urban zoned land, council will need to identify additional opportunities to satisfy housing demand. In particular opportunities for medium density development within town centres should be investigated along with new urban release areas in the Nowra area.

Councils will need to ensure that strategies, local environmental plans (LEPs) and development control plans (DCPs) include provisions that enable housing targets to be achieved. The Regional Strategy supports the settlement opportunities that are/will be included in the following endorsed documents:

Nowra–Bomaderry Structure Plan

This plan is a growth strategy for the Nowra and Bomaderry areas looking at urban expansion lands, urban consolidation opportunities, servicing and infrastructure, environmental outcomes, dwelling supply and demand and urban structure. It also identifies additional residential and employment lands that also deliver access, environmental, heritage, tourism and social outcomes for the area.

Sussex Inlet Settlement Strategy

This Strategy covers the wider Sussex Inlet area including Sussex Inlet itself, Cudmirrah, Berrara and Swanhaven. It addresses a wide range of issues such as housing demand and choice, community facilities and the natural environment with flood prone land a major issue for consideration.

Jervis Bay Settlement Strategy

The strategy contains a series of objectives and actions designed to achieve quality, well managed development and sustainable natural resource management outcomes.

Milton–Ulladulla Structure Plan

This plan identifies additional residential and employment lands and also considers access, environmental, heritage, tourism and social outcomes for the area.

Eurobodalla Settlement Strategy

This Strategy seeks to reinforce the patterns of settlement across the local government area and to appropriately manage residential and rural zonings and densities. The Strategy considered demographic and population profiles, access to services and amenities and the need to achieve sustainable communities. This Strategy was endorsed by the Department of Planning in May 2007.

The Settlement Strategy is also supported by a number of Structure Plans that provide a more detailed strategic framework to guide the preparation of the local environmental plan as it relates to specific localities and places within Eurobodalla.

- The **Narooma Plan** provides the future vision for Narooma and outlines principles and controls to guide future development to ensure that the unique aspects of the town are protected and enhanced.
- The **Greater Batemans Bay Structure Plan** sets out the strategic planning framework for protection of the environment, urban design, commercial development and major transport priorities. It also guides the scale, pattern and broad location of development.
- The **Batemans Bay Town Centres Structure Plan** defines the form and scale of built form, street scaping, development location and uses. It also reinforces the role and provision of traffic management, parking, access and open space.
- The **Moruya Structure Plan** sets out the planning framework for protection of the environment, traffic movement and connectivity of the settlement, and the scale, pattern and broad location of development including provision for new housing and business for Moruya.

Bega Structure Plan

The Bega Town Centre Structure Plan identifies the commercial core and areas for town centre support, residential support and open space. The plan also considers Bega's role as a rural service centre and addresses issues of creating a compact centre, accessibility and parking, landscaping and the public domain.

Eden–Boydton Structure Plan

The Structure Plan specifically addresses the relationship between Eden and the emerging settlement of Boydton. It identifies future land to cater for employment, residential, environmental and recreational needs.

Bermagui and Merimbula Structure Plans

These plans will provide an overview of urban land supply and demand for the settlements and may result in recommendations for zone adjustments and additional employment land.

Staging and sequencing

The South Coast Regional Strategy requires that infill housing and new residential subdivisions located adjacent to existing well serviced centres and towns will be given priority in land release planning. It also requires a land release staging program to be developed to ensure the orderly release of new housing.

Councils need to develop a staging plan to identify priority areas and lands within their local government area having consideration to the principles of sustainability, infrastructure capacity, and proximity to existing well serviced centres. These

priority areas are to be mapped for ease of identification and to assist with the ongoing monitoring program. Councils should also ensure that a lack of supply is not a constraint to development. The priority program should link to the housing and land monitoring regime to facilitate this.

Where sufficient zoned lands exist such as the case in Bega Valley, it is suggested that the provision of water and sewerage services be used to control the rollout of development. Where another agency has the responsibility for provision of services, councils will need to consult with the utility agency to obtain data on servicing capacity and surplus, and to determine the expected timing of the infrastructure. This information will feed into the prioritisation of new urban releases - areas with existing service capacities may be scheduled for release ahead of areas that will require additional or augmented servicing infrastructure.

Where a 'supply gap' requires the rezoning of more land or the upzoning of existing urban lands, the local plan making process can be used to manage the amount and rate of new land release. Councils are free to explore other mechanisms that may be appropriate to manage the land release priority scheme.

Rural residential development

There are already significant opportunities for rural 'lifestyle' living throughout the South Coast, particularly through the more than 19,000 hectares of zoned rural residential land in the region (Shoalhaven 2,877 ha; Eurobodalla 9,207 ha; Bega Valley 6,990 ha). In addition, dwellings on traditional rural properties can create conflict with surrounding working farms. In general, unplanned rural residential allotments are undesirable because of their potential for:

- land use conflict with adjacent rural uses;
- land speculation causing inflated agricultural land prices;
- fragmentation of rural lands;
- natural resource impacts from clearing, construction and on-site effluent disposal; and
- social isolation and demand for extension of urban services and infrastructure

The South Coast Regional Strategy allows limited opportunities for additional rural residential development that are identified as part of an endorsed growth management strategy, settlement strategy or structure plan. With the existing extent of supply and the environmental, accessibility and landuse conflicts that arise from rural residential development, additional rural residential zonings will need compelling reasons to justify. Any proposals for rural residential development should be located on cleared lands that are not considered suitable for rural or conventional urban uses and should be close to existing centres and towns where services and infrastructure may be more readily accessed.

3 Settlement planning principles

Urban design

The South Coast Regional Strategy highlights the two main urban design considerations for settlement in the region as protecting the existing character and promoting sustainability.

The incorporation of Neighbourhood Planning Principles into relevant development control plans supported by appropriate provisions in the Principal LEP will achieve more sustainable urban developments. The main elements of Neighbourhood Planning Principles are:

- a range of land uses to provide the right mix of houses, jobs, open space, recreational space and green space;
- easy access (including public transport where viable) to major town centres with a full range of shops, recreational facilities and services along with smaller village centres and neighbourhood shops;
- jobs available locally and regionally, reducing the demand for transport services;
- streets and suburbs planned so that residents can walk to shops for their daily needs;
- a wide range of housing choices to provide for different needs and different incomes. Traditional houses on their own block will be available along with smaller, lower maintenance homes, units and terraces for older people and young singles or couples; and
- conservation lands in and around the development sites, to help protect biodiversity and provide open space for recreation

Councils are required to consider appropriate urban design and land use objectives to address a range of issues including those outlined below. Whilst the following issues are relevant for all development, the application and relevance of urban design principles will vary depending on the project or type of development. For example, a sense of neighbourhood and sustainability are particularly relevant for new release areas, whereas adaptability, coastal character, heritage and scale are especially important in urban renewal/infill development.

Water and energy efficiency

Councils' plans, particularly for the design of residential subdivisions need to address energy saving principles such as solar and thermal design as well as seeking to incorporate water sensitive urban design through appropriate landscaping and lot size and orientation controls. Other measures may include site planning, drainage design, rain water tanks, infiltration systems, paving, landscaping and waste water reuse. Subdivision plans should also encourage features such as bioswales (grass swales with biofilters) and permeable surface treatments. Such controls will build on the water and greenhouse gas reduction targets identified under the BASIX scheme.

Accessibility

Urban design needs to enable all people to move around and participate fully within the community. The provision of equitable access involves more than providing ramps and toilets for people in wheelchairs, it also includes the provision of appropriate lighting and colour contrast for people with visual impairment, tactile

indicators to assist people who are blind, appropriate signage and the provision of information in various formats to assist people who are hearing impaired and those with an intellectual disability.

Crime prevention

The objective of Crime Prevention Through Environmental Design (CPTED) is to design, manage or manipulate the environment to reduce the opportunity for crime to be committed. The four main design and management principles of CPTED are surveillance (encouraging community use and the ability for people to watch over spaces), accessibility (restrict access to certain areas), reinforcing territory (fostering a community sense of ownership) and defensible space (areas appear well cared for and protected).

Community development (social capital)

Social capital describes the social structures that encourage community relationships and involvement. The built environment encourages community development through an appropriate mix of households; the relationship between public and private spaces; discouraging gated communities; accessibility to community facilities and open space; creating places that provide a focus for community interaction; providing appropriate facilities in public places to encourage various groups to interact in a positive way; and safety.

Adaptable Housing

Adaptable housing is based on a flexible floor plan that enables inexpensive modifications or extensions to suit the changing needs of residents. Housing should be designed to be 'adaptable' so it can be used by everybody, irrespective of their age, level of mobility, health or lifestyle.

Coastal character

The *Coastal Design Guidelines for NSW* (Coastal Council of NSW 2003) provide a framework for land use decision-making through an understanding of the functions and relationships between settlements and design principles for defining development footprints, connecting open spaces, protecting natural edges, reinforcing street patterns and appropriate buildings in a coastal context.

Neighbourhood character

Neighbourhood character is formed by the relationship of building groupings, streets, landscape features and public places to each other. In some places one characteristic may form the dominant image such as a foreshore, significant vegetation or an historic architectural theme.

Sustainable development

Sustainable urban development focuses on mixed use neighbourhoods that support a variety of higher densities and that service the daily needs of most residents within a safe walking distance. Streets are interconnected and cater for all road users including, pedestrians, cyclists, cars and buses. Urban design responds to the site context and local character and includes well defined public spaces which promote community activity and safety. The economy of centres is supported by local employment opportunities and adaptable housing that is suited to home employment. Overall the objective is to develop safe, attractive, energy efficient and liveable neighbourhoods that foster a sense of community and that promote better social, economic and environmental sustainability.

Biodiversity

The South Coast Regional Strategy identifies a number of actions that will influence the location, scale and design of new residential or rural residential development. These include:

- no new urban development on high conservation value lands;
- no new rural residential zones, and the review of existing planning controls, within the catchment of identified coastal lakes;
- protection of regionally significant habitat corridors;
- the use of 'Strategic Assessments of Riparian Corridors' methodology when planning new urban areas;
- recognition of high hazard areas in zoning; and
- maximising the achievement of principles and outcomes from existing natural resource management policies.

The Regional Strategy also requires councils to consider the Regional Conservation Plan prepared by the Department of Environment and Climate Change. This plan guides the achievement of conservation objectives within the South Coast Regional Strategy.

Centres, towns and villages

The South Coast Regional Strategy includes a commercial centres hierarchy that indicates the focus for economic growth and employment in the region. Infill housing and new residential subdivisions will be prioritised around these centres as they are able to offer higher order services to future residents. Increasing the population around these centres will also help create the critical mass that will support the development of a broader range of services and job opportunities.

Within this framework, the major regional centres of Nowra–Bomaderry, Batemans Bay, Bega and the major towns of Ulladulla, Moruya, Narooma, Merimbula and Vincentia (serving the Jervis Bay and St Georges Basin area) are nominated to accommodate the majority of future growth. The Regional Strategy also allows some small expansions around existing villages and rural towns that will support the role of the town in serving surrounding communities (Rural Landscape and Rural Communities section).

The following table provides some statements about the economic role of the key regional centres and highlights the important character elements that will guide the scale, structure and built form of future development within these centres.

Table 1. Key functions and character elements of centres

Centre – category	Key functions	Key character elements
SHOALHAVEN LOCAL GOVERNMENT AREA		
Nowra–Bomaderry – major regional centre	Nowra–Bomaderry is the major regional centre and will remain the primary commercial, retail, administrative and employment centre for the region with a focus on the consolidation of the existing Nowra CBD. Consolidation of residential development through mixed use development in the CBD is encouraged, while opportunities exist for increased densities in greenfield releases and other existing centres such as Bomaderry and North Nowra.	The Shoalhaven River provides recreation facilities and scenic view corridors to natural features which are to be retained. Increased linkages between the CBD and the River are encouraged. New development will be conscious of maintaining views to the escarpment, the historical layout of town and the open space network surrounding the river and creeks, which provide character and diversity.

Centre – category	Key functions	Key character elements
Ulladulla – major town	Ulladulla CBD will be maintained as the primary regional shopping and business centre for the southern Shoalhaven with a focus on tourism and service provision. Mixed-use development involving a higher density residential component is encouraged. Milton is a smaller neighbouring centre that has an economic focus on tourism and provision of retail and other services.	Consolidation opportunities and increased densities around Ulladulla will aim to strengthen the focus of the Harbour. Milton CBD will be maintained and developed as a heritage themed centre linked with restaurants, cafes, galleries and other hospitality services. Development in each settlement will reflect the heritage and cultural landscape and will maintain the existing distinction between settlements.
Vincentia district – major town Jervis Bay and St Georges Basin	Vincentia district has been identified as a major town and is the shopping and business centre for the Jervis Bay and St Georges Basin District, providing a range of employment, and recreational opportunities, as well as further residential opportunities. Tourism is the major industry in the District and the Jervis Bay Marine Park, provides eco-tourism opportunities. The Vincentia district is made up of a number of existing settlements and future residential and commercial development will be focused on an emerging centre at Vincentia.	The challenge for the future is to achieve a balance between the provision of living opportunities, the conservation of the District's natural values and ecosystems whilst encouraging the ongoing development of the tourism industry.
EUROBODALLA LOCAL GOVERNMENT AREA		
Batemans Bay – major regional centre	Being a major regional centre Batemans Bay will provide the majority of growth within the region. It has high quality shops and services with good accessibility to Canberra and Sydney. Batemans Bay also has the largest portion of the population of the Eurobodalla and the greatest capacity for development including commercial, industrial and tourism. The Clyde River is an important estuary as it provides fishing and boating opportunities for locals and tourist and supports an extensive oyster farming industry on the South Coast.	Although highly urbanised, Batemans Bay has beautiful coastal bushlands and stunning waterbodies interspersed with distinct villages that meander in a linear fashion along the coastline making it attractive to tourists. This unique setting offers strong links between the villages of the area and the natural environment. A major challenge for the town centre is to plan and manage growth so that the natural qualities of Batemans Bay are conserved and enhanced.
Moruya – major town	Moruya, an inland major town is the administrative hub of the Eurobodalla, surrounded by active farms and bushland, creating a rural setting and connection with the land. Council offices, the hospital and TAFE are major employment generators for the area. Shops, markets, services and community facilities are conveniently located, most within walking distance of the town's centre.	The river is central to the character of Moruya and strong visual and physical links exist between the town and the river. The river, heritage buildings, Aboriginal sites and artworks and open spaces all add to the charm of Moruya and are to be considered and maintained with any future development.
Narooma – major town	Narooma is a relaxed coastal major town with stunning natural beauty. It is the main centre for the Southern District of the Eurobodalla providing public and commercial services to surrounding smaller settlements. Given its stunning natural features, it is expected that the future economic and	Narooma's tourism assets include its main street, which twists its way along the ridge, the built character of the area and the remnants of the fishing and timber industries. Narooma is surrounded by an area of high environmental values, including a stunning coastline, estuaries, coastal

Centre – category	Key functions	Key character elements
	employment base will be focused on continued tourism opportunities.	lakes and significant vegetation ecosystems. New development must maintain and be sympathetic to these features.
BEGA LOCAL GOVERNMENT AREA		
Bega - major regional centre	Bega, an inland major regional centre, is the administrative, commercial, educational and specialist medical centre of the Bega Valley. Bega is also the primary retail and service centre for residents of towns and villages in the northern part of the Bega Valley.	There is scope for significant expansion of Bega's current boundaries with investment in water, sewer and service capacity. Bega is a typical 'country town' in terms of its buildings and street pattern and it is important for any new or redevelopment to retain this characteristic, particularly its layout and built form.
Merimbula – major town	Whilst Merimbula is the largest town in the Bega Valley with a large seniors population it is also a 'boutique town' with an economic focus on tourism that has grown out of its early days as a fishing port. Its location on the coast has helped Merimbula develop as an important urban tourist and entertainment centre. Merimbula is also the primary service centre for the adjoining Pambula settlements.	New development needs to accommodate and incorporate the strong historical link to Merimbula's former port functions as well as its natural environment, including foreshore boardwalks. There is new residential capacity at Mirador Estate and Lakeside but further growth is constrained by its sensitive coastal location and limitations on road, water and sewer infrastructure.

Heritage

Heritage, particularly Aboriginal cultural heritage is an important factor when planning any new settlement areas in the South Coast. European heritage, adding to town character and supporting tourism, is an important consideration when undertaking infill development in existing centres, particularly in centres and villages such as Berry, Kangaroo Valley, Milton, Moruya and Central Tilba. The 'Design in Context - Guidelines for infill development in the historic environment' produced by the Royal Australian Institute of Architects NSW Chapter and the NSW Heritage Office of the Department of Planning (2005) can assist councils in ensuring that new development respects the existing heritage character of urban areas.

Councils should consider outcomes of the Aboriginal Cultural Landscape Assessments being developed by the Department of Environment and Climate Change and the Aboriginal Cultural Landscape Mapping Project undertaken by the former Department of Natural Resources through the Comprehensive Coastal Assessment process.

4 Employment lands

To provide an understanding of regional employment issues and to assist with the preparation of the Illawarra and South Coast Regional Strategies, an Employment Lands Study was undertaken which comprised:

Stage 1. An audit of employment lands (understanding supply).

Stage 2. A review of employment land trends and requirements (demand).

Stage 3. An implementation strategy for land use change (policy implementation).

The Study included the 6 coastal councils of Bega Valley, Eurobodalla, Shoalhaven, Kiama, Shellharbour and Wollongong and also provided land use data for Wingecarribee Council.

The two major initiatives that arose from the above study were a set of employment lands principles to protect important employment lands and an Illawarra and South Coast Employment Lands Database to monitor the availability of lands for investment and economic development.

Employment land is broadly defined as any area of land that could be used for employment generating activities including land zoned for industrial, commercial and retail activities.

Employment lands principles (refer to Appendix 1)

Stage 3 of the Employment Lands Study produced a set of Principles for Employment Land in the Illawarra and South Coast to help guide land use planning decisions. The Principles aim to help ensure that employment land is protected and managed for future industrial and commercial development, and to provide greater certainty to the development industry, investors and the community.

The Employment Lands Principles support and expand on the outcomes and actions in the South Coast Regional Strategy. Any proposal that may reduce or impact on the employment land capacity within the region, including any proposed rezonings, or subdivisions, will have to address and be consistent with these principles.

5 Land and housing monitor

The South Coast Land and Housing Monitor will be a process for monitoring overall development, the types of development and land availability that will provide a context for setting and reviewing settlement policy within the region. It will also assist with tracking the release and servicing of new urban areas and infill redevelopment. This will help bring increased certainty to the planning process and ensure the orderly release of land and appropriate housing to meet the needs to future communities.

Monitoring framework

The housing targets and land release priority system discussed above are based on an understanding of regional housing demand and supply gained through the preparation of the South Coast Regional Strategy. The South Coast Housing and Land Monitor will enable these development potentials to be continually monitored to ensure that a sufficient supply of new dwellings exists to meet variations in local demand.

Demand

The Department of Planning will monitor population growth and demographic change which underpins dwelling demand.

The three main council data collection requirements of the Housing and Land Monitor are as follows:

Historical

Collecting historic data on lot production and dwelling constructions will allow us to monitor overall housing supply and track the shifts in housing mix required under the Regional Strategy. Specifically, councils are required to collect:

- annual net greenfield lot production for the previous five years
- annual dwelling commencements across greenfields and existing residential areas for the previous 10 years. This is to be broken down into the number (and %) of detached, dual occupancy and medium density dwellings. This data may be obtained from first inspection notifications or other mechanisms as councils deem appropriate.

Capacity

Estimating capacity for new residential lots and new dwellings across the range of housing types will enable us to monitor overall supply and evaluate the performance of settlement policies in achieving a better housing mix. Councils are required to:

- report on the total existing dwelling stock – broken down into the number (and percentage) of detached, dual occupancy and medium density dwellings;
- report on the current number of vacant residential lots;
- estimate the lot capacity of unsubdivided residential lands (including urban expansion and transition zones); and
- estimate potential dwelling capacity including new greenfields dwellings, infill dwellings and higher densities through redevelopment potential.

Forecast

Forecasting the annual greenfields lot release will enable us to track short term land supply and influence the timing of land release identified under the staging and sequencing plan. Councils are required to:

- estimate the annual greenfield lot release projected over five years. Whilst it is acknowledged that there is no firm methodology for making these estimates, council should use consultation with the development industry, servicing plans, historic trends or other relevant information to make realistic estimations; and
- record the remaining lot capacity for greenfield release areas beyond the five-year forecast period.

Councils are requested to provide an annual report (due February each year) in the format provided in the CD accompanied to these Guidelines. The report is also to contain maps to identify the release areas which should also correspond to the required land release priority maps.

Rural residential monitoring

The South Coast Region currently has a large supply of rural residential zoned land and the Regional Strategy does not encourage additions to this existing supply. To ensure that the status of these lands continues to be understood, the ongoing supply and take up rates of rural residential lands are to be monitored as part of the Land and Housing Monitor.

Annual monitoring of rural residential lands (local government area wide) will include:

- total area (ha)
- total number of lots
- total vacant lots
- total potential additional lots under existing zoning.

Employment lands monitor (refer to Appendix 2)

Stage 1 of the previously discussed Employment Lands Study produced the 'Illawarra and South Coast Employment Lands Database'. The database can be queried in various ways to analyse employment land stock on a regional and local basis by local government area. The data can be used to help guide policy development and land use planning decisions, and to respond to enquiries from the private sector about employment land availability. To continue to be a useful resource the database needs to be regularly updated to incorporate changes that have occurred to employment land stocks as a result of rezonings, subdivisions and development.

As councils are the custodians of local employment lands data, a consistent approach to managing the data is required. A 'Data Collection and Reporting Protocol' has been prepared in consultation with the region's councils to guide data collection and management by councils, the Department of Planning, and other State Government agencies such as the Department of Premier and Cabinet and the Department of State and Regional Development.

The Protocol will be implemented initially as a trial to update the database. The Protocol will be evaluated and revised, if necessary, by the Department of Planning in consultation with participating councils following this trial.

6 Review

As outlined within these Guidelines, monitoring of new housing, housing capacities, rural residential lands and employment lands will be undertaken annually. Where a pressing issue arises from the monitoring, these Guidelines may be revised to ensure that identified housing and employment targets are met or to address changes in policy.

In addition, a comprehensive review of these Guidelines will be undertaken as part of the five yearly review of the Regional Strategy. This will assist councils with their five-year review of local environmental plans.

Appendices

Appendix 1

Illawarra and South Coast Employment Lands Principles

General Principles

1. Ensure an adequate supply of employment land to encourage sustainable regional economies and promote the Regional Strategy centres hierarchies.
2. Cluster businesses and industries with similar environmental impacts and business synergies to reduce land use conflicts, improve business efficiency and identity.
3. Consolidate major trip generating businesses around public transport nodes to provide the economies of scale required to support public transport infrastructure. Where this is not appropriate, consider extending or 'retrofitting' transport nodes, maximising developer contribution.
4. Ensure new urban/greenfield release provides adequate supply and mix of employment land that is flexible in use to meet long term employment demand.
5. Ensure the subdivision of employment land is associated with an application for an end use to avoid adhoc and speculative subdivision of the land.
6. Support Regional Strategy commercial centres hierarchies with mechanisms to promote this hierarchy at a regional and local government area level.
7. Preserve lands of regional significance for employment generating use, identified in Table A1 (below), including the ports, rail corridors, airport lands and highway intersections that service them. Proposals for rezoning of employment lands must give consideration to the regional significance of the site for employment.

Table A1. Regionally significant employment land

Employment precinct	Local government area
Albatross Naval Base and Aviation Technology Park, Nowra–Bomaderry Major Regional Centre, Ulladulla Harbour, Flinders Industrial Park, South Ulladulla	Shoalhaven
Moruya Airport, Batemans Bay Major Regional Centre, Batemans Bay Marina	Eurobodalla
Merimbula Airport, Bega Major Regional Centre, Port of Eden	Bega Valley

Guiding Principles for Industrial and Commercial Lands

Heavy Industrial

1. Preserve large parcels and clusters of heavy industrial land, particularly adjacent to main roads and rail infrastructure.
2. Protect heavy industrial employment clusters from encroachment by incompatible land uses.
3. Preserve and enhance the buffers that protect the impact of heavy industry on incompatible surrounding uses. Compatible zones and uses may be identified and encouraged within the buffer areas to enable the full economic value of the land to be realised.
4. Preserve a supply of heavy industrial land to support the long term need for employment lands at a reasonable cost to industry, and identify appropriate interim land uses that do not compromise the identified long term use.

5. Any rezoning of heavy industrial land must consider its social, environmental and economic impact on the long term local land supply for heavy industry, existing employees and its economic impact to the area and the region.

Light Industrial

1. Preserve large parcels and clusters of light industrial land, particularly adjacent to main roads and rail infrastructure.
2. Protect light industrial employment clusters from encroachment by incompatible land uses both from within the cluster and its surrounds.
3. Preserve and/or enhance buffers around land zoned light industrial to minimise land use conflict and environmental impact. Compatible zones and uses may be identified and encouraged within the buffer areas to enable the full economic value of the land to be realised.
4. Preserve a supply of light industrial land to support the long term need for employment lands at a reasonable cost to industry, identifying appropriate interim land uses that do not compromise the long term use identified.
5. Provide opportunities for a mixture of on site operations including, light industrial, wholesaling and showroom and office administration that 'support and service' the zone (particularly in areas requiring local neighbourhood services such as motor mechanics and home maintenance). The amount of office space needs to be restricted and retailing of products not manufactured on site limited to those that service the locality such as cafes and newsagencies.
6. Provide for a broad range of industrial and warehouse land uses (other than offensive or hazardous industries).
7. Accommodate business parks in a separate identified employment zone specifically for Business/ Hi-Technology parks, such as B7 Business Park Zone.
8. Discourage bulky goods to be located in light industrial zones.

Business or Technology Park

1. Business parks should facilitate the need for co-location of warehousing, assembly and/or 'theme' uses such as research or technology with office administration, but should not draw away office space for business services and government from the commercial centres.
2. Ensure an adequate supply of land for business parks to anticipate future demand. Such supply should support the economic viability of the existing network of commercial centres and business parks in the Region and invested public infrastructure including public transport and community facilities.
3. Where possible, standalone office buildings should be encouraged to locate in commercial centres rather than in business parks. To support this principle, there should be a maximum percentage of office space per development encouraged in business parks (60% as a guide).
4. Applications for new business parks zones with an office component should include an economic impact on the established centre hierarchy and its utilisation of existing and proposed infrastructure.
5. Encourage the integration of all buildings, structures and landscape areas with strong visual and aesthetic appeal.

Commercial and Retail

1. Promote and support the Regional Strategy hierarchies of commercial and retail centres at both the local government area and regional level.
2. Consider a range of incentives to consolidate and support office and retail development within existing business/commercial centres such as floor space bonuses and parking space exemptions. Consider also restrictions to locating commercial and retail outside of centres including zoning and permitted land uses or caps on floor space permitted (e.g. 20% office in industrial areas).

3. Adopt long term planning policies to support and protect the use of the centre 'core' for the provision of office space and retail uses. These policies will vary by location, but may include commercial-only precincts or minimum floor space requirements (ground floor retail and level one retail/commercial).
4. Plan for the growth and development of existing centres with strategies to meet future demand including demand for large sites for shopping centres, supermarkets and customer parking.
6. Provide a mixture of compatible land uses to integrate suitable employment, residential, retail and commercial development in accessible locations so as to maximise public transport patronage and encourage walking and cycling.
7. Restrict commercial zones spreading along local and regional roads, so as to encourage businesses to consolidate within the commercial centres. Exceptions might exist for enterprise zones that support nearby centres.
8. Resist 'big box' retail development (e.g. supermarkets) adjacent or outside of existing centres unless it plays a supporting role to that centre and does not undermine the vitality, viability and social role of the centre/main street. Applications for new commercial zones should undergo an Economic Impact Assessment Study to ensure they are supportive of the Regional Strategy centres hierarchies, main street programs and employment policies. Where 'big box' development is required, seek to address the main street with shopfront activation.

Tourism, Entertainment and Hospitality

1. Encourage specific 'tourism precincts' in suitable locations such as a 'tourist trail' for visitors, and encourage suitable activities along it.
2. Acknowledge the need to provide for a variety of tourism experiences and forms of tourist accommodation, ensuring that these compliment the nature of the region as a whole and are appropriate to the location.
3. Support small scale 'bed and breakfast' enterprises within residential and rural areas.
4. Locate major entertainment venues and tourist attractions preferably adjacent to (public) transport infrastructure and within the commercial/retail centre. Where this is not feasible develop strategies to create better public access and transport linkages.
5. Support creative/cultural centres by enhancing the public domains surrounding these cultural uses and permit a mix of commercial/retail uses to benefit from their patronage. A range of funding sources should be considered including development levies and section 94 contributions plans.

Bulky Goods Retailing

1. Bulky goods retail should be recognised as retail and not a special industrial use.
2. Encourage bulky good retail stores to locate within existing commercial centres or in identified bulky goods 'clusters' to promote their retail activity and viability.
3. Discourage small retail operations within enterprise bulky goods precincts where they are not ancillary to bulky goods activities.

Home-based Business

1. Support small home based business operations that are compatible with residential areas.
2. Residential zoning controls shall permit home businesses, subject to the following:
 - no more than two people should be employed at the premises, other than [those] residents
 - business activity should not result in a significant level of traffic movement; and
 - business activity should not generate high levels of noise.

3. Encourage flexible and innovative residential design ('adaptable housing') to support home based business operations.

Guiding Principles for Agriculture/Rural Lands

1. Protect and maintain resource lands that support and provide important primary and agricultural produce including agriculture, intensive agriculture, extractive industries, mining, forestry, energy generation and fishing, and manage growth to limit the impact on these existing uses.
2. Avoid fragmentation of resource land.
3. Protect rural landscapes that support tourism.
4. Minimise conflict between landuses within resource zones and within adjoining zones.

Guiding Principles for Transport and Logistics

1. Protect major Port operations, their expansion and surrounding port related land uses and working harbour services. Consider prohibiting non port-related uses in close proximity to ports.
2. Recognise the emerging role of air freight and potential demand around or near airports.
3. Consolidate major freight generating businesses and distribution centres around freight transport infrastructure to support the efficient movement of freight throughout the region.
4. Support the development of freight transport terminals in appropriate locations for the region.
5. Support redevelopment of minor ports and harbours as centres of commercial tourism and community activity as well as commercial fishing ports. Ensure that the potential conflicts between these uses are managed.

Guiding Principles for Education/Health and Government

1. Encourage the expansion of education facilities into the commercial centres for higher education and adult 'life' learning.
2. Encourage the location of major health facilities in major regional centres.
3. Encourage the location of professional offices and medical centres in mixed use zones.

Guiding Principles for Spot Rezoning

Recognising that the future employment structure of the region is likely to be very different than we see today, it is necessary to adopt a flexible approach to the implementation of these principles to ensure economic development opportunities for the region are not lost.

The following matters must be considered during the assessment of spot rezoning applications:

1. Flexible application of employment land zonings must consider the relevant principles articulated above.
2. A rezoning application must consider the compatibility of the existing zoning and it's permitted uses to the surrounding uses, balanced with:
 - the long term employment demands for the local area and availability of land to meet those needs;

- the regional significance of these lands to economic growth and employment;
and
 - long term economic viability of that site for that operation.
3. Note that long term economic viability does not refer to identifying the land value that provides the highest land value.

Definitions

- *Employment lands* – comprise all industrial and business lands unless otherwise defined
- *Industrial lands* – are lands used for industrial use with an industrial zone category
- *Business lands* – are lands used for commercial/retail use with a business zone category
- *Lands of regional significance for employment-generating use* – are precincts that will cater for the majority of the current and future (at least to 2031) employment needs of the region (Table A1).

Appendix 2

Employment Lands Data Collection and Reporting Protocol

Aims and Objectives

The specific aims and objectives of the Protocol are:

- To guide and standardise the collection, reporting and assembly of employment lands data sets obtained from participating local councils and other sources.
- To identify and define data fields to be collected and reported.
- To identify required data formats and projections.
- To provide for quality assurance and verification of data sets.

Background

The following base data forms the foundation of the Illawarra and South Coast employment lands audit:

- aerial imagery;
- digital cadastral data;
- local government area boundaries and planning zones; and
- road and rail networks.

The base data was used to identify individual land parcels which fell within employment zones (either business or industrial zoning). Approximately 8,000 employment land parcels were surveyed during the audit. For each land parcel additional information was gathered via field survey and entered to supplement the existing database. Field survey data included:

- whether the site was vacant or occupied;
- if vacant whether the site was developed or not;
- if occupied, the nature of existing land use (based on the Australian and New Zealand Standard Industrial Classification codes);
- infrastructure provision (including water, electricity, gas and telecommunications);
- whether the site was levelled or not; and
- any apparent development constraints (including the presence of cultural relics, flooding problems or environment protection).

Data Fields

Details on the data fields that participating councils have agreed to collect will be provided to councils separately.

Tasks for Trialling the Update of the Database

The proposed tasks to undertake a trial update of the database is as follows:

- undertake a quality check of the database to identify and correct any errors;
- convert database to a suitable format (e.g. personal geo-database) suitable for export of data;
- export of agreed data fields held by councils in local rates and GIS databases;

- provision of local data sets to the Department of Planning in a Shape file compatible format;
- undertake data verification and quality controls by councils and the Department of Planning;
- assembly of (i.e. 'stitching' together) local and other data sets into a regional Database by the Department of Planning; and
- identification of problems/issues associated with the trial and identification of options to address these in future updates of the Database.

Formats and Projections

Councils utilise a number of different GIS operating systems notably, ESRI, Map Info or Cad Corp. To ensure that the collection and export of data is standardised, the following formats and projections should be adopted:

- data is required in the appropriate projection (MGA Zone 55 or 56) and map coordinate system GDA 1994; and
- councils should provide information in a Shape file compatible format. This will enable local data sets to be readily assembled.

Quality Assurance and Verification of Data

The potential for human error during the collection and exporting of locally held data and assembly into the regional database needs to be minimised. This will be achieved through the use of an automated data verification system, prepared in accordance with the agreed data fields, to be implemented during the export and import and assembly of local datasets.