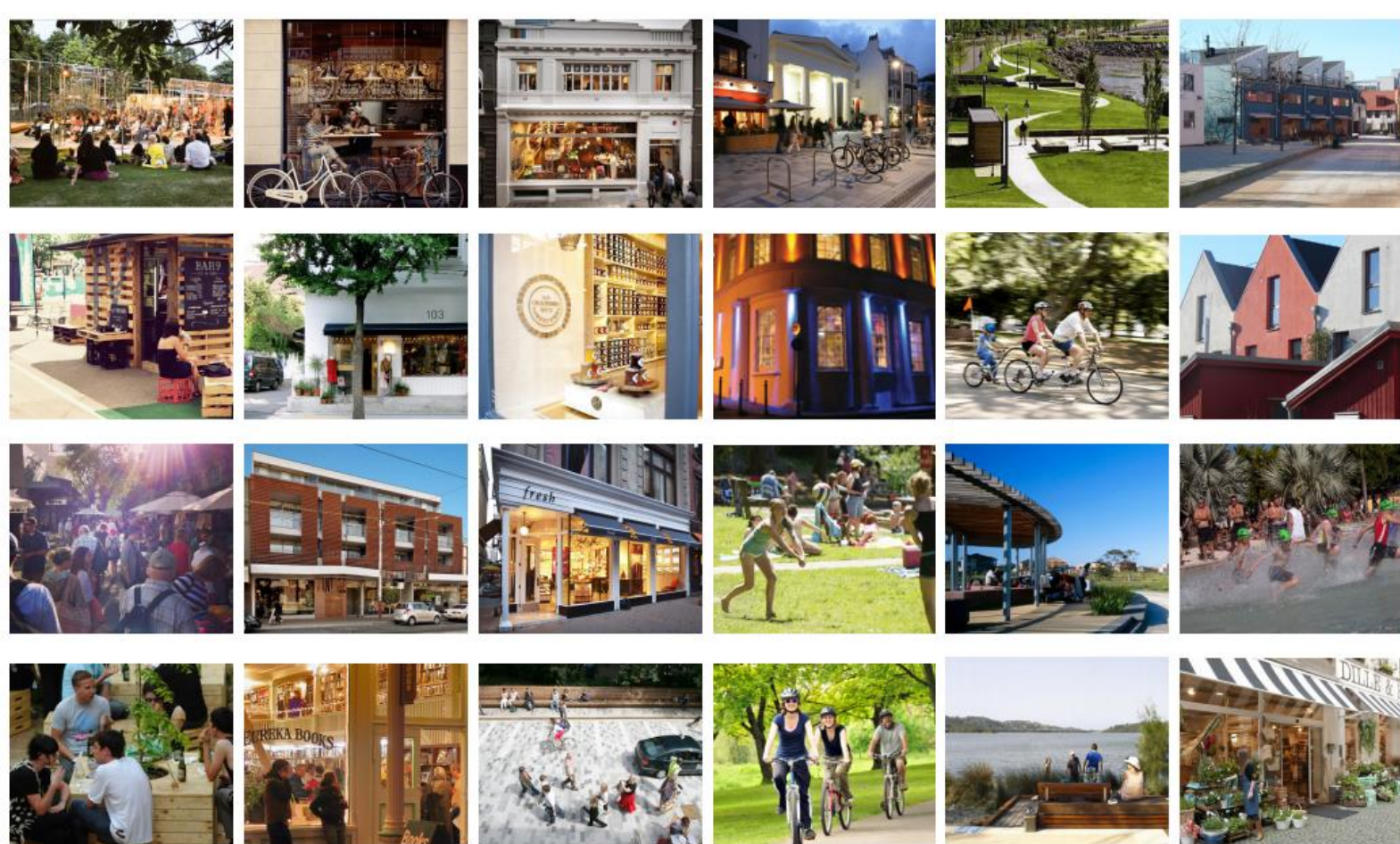


Shellharbour Business Centres and Surrounding Residential Lands Study



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EXECUTIVE SUMMARY

Shellharbour has a growing population and with its diversity of household types, this presents both challenges and opportunities for Council in a range of areas including planning for housing, retail, business and employment. Vibrant centres provide a community heart by catering for essential activities related to employment, business, shopping, services and entertainment and are therefore important in supporting local economies and social fabric. Centres are also playing an increasing role in the provision of housing and this is recognised in key strategic planning documents at both a regional and local level, in particular, the Illawarra Shoalhaven Regional Plan, the Shellharbour Local Strategic Planning Statement and the Shellharbour Local Housing Strategy.

Council seeks to ensure that centres and their immediate residential surrounds have up to date planning controls which can cater for a range of future development options and particularly, which respond to both the housing and employment needs of the Shellharbour community. As such, this has led to the preparation of the Shellharbour Business Centres and Surrounding Residential Lands Study (SBCSRLS), which seeks to address a range of business centres and their immediately surrounding residential areas, as a means of informing any changes to Council's Local Environmental Plan and Development Control Plan.

The SBCSRLS has undertaken a review of the LEP provisions of the current Business zones of each of the following centres, as well as the residential areas immediately surrounding some of these Business zones:

- Shellharbour City Centre B3 Commercial Core and surrounding residential;
- Shellharbour City Centre B4 Mixed Use;
- Albion Park B2 Local Centre and surrounding residential;
- Warilla B2 Local Centre, B5 Business Development and surrounding residential;
- Warilla Grove B2 Local Centre, B5 Business Development and surrounding residential;
- Oak Flats B2 Local Centre and surrounding residential;
- Oak Flats B4 Mixed Use;
- Shellharbour Village B2 Local Centre and surrounding residential; and
- Albion Park – Terry Street B1 Neighbourhood Business and surrounding residential.

Recommendations

As a result of the analysis undertaken as part of the SBCSRLS, strategic recommendations have been made in providing for greater housing diversity within the selected business centres and surrounding residential lands. This is primarily in relation to LEP amendments related to:

- Zones and/or Permissible uses;
- Floor space ratios;
- Heights; and
- Active street frontages.

Commensurate provisions for high level public realm improvements, appropriate transitions between building heights and densities and the like have also been recommended for potential inclusion in the DCP and/or through other measures (where relevant). These recommendations as outlined below have also been made being cognisant of the findings of the Shellharbour Employment Land Study (SELS) which is being undertaken concurrently with this study, in relation to floor space requirements for employment lands.

Shellharbour Business Centres and Surrounding Residential Lands Study Recommendations	
Category/Issue	Recommendation
Specific Business Centre Recommendations	
Shellharbour City Centre B3 and B4 Zones and Surrounding Residential Zones	
LEP Recommendations	<ol style="list-style-type: none"> 1. Increase the building height from 15m and 18 m to 18m and 25m respectively in that part of the existing B3 zone in the study area identified on Maps 3 and 5. 2. No FSR provision, to continue to apply.
B3 Commercial Core Zone Public Domain Recommendations	<ol style="list-style-type: none"> 1. Council to consider preparing an active transport study for the Shellharbour City Centre, which addresses improved pedestrian and cycle connectivity. This could include: <ul style="list-style-type: none"> • the provision of footpaths along Lamerton Crescent and Benson Avenue; • specific urban design measures to reduce reliance on private vehicles and decrease the car-oriented design of the city centre; • improved pedestrian connectivity from Stockland Shellharbour and other surrounding B3 Commercial Core land to surrounding development, including B5 Business Development zoned land to the west.
Albion Park B2 Zone and Surrounding Residential Zones	
LEP Recommendations	<ol style="list-style-type: none"> 1. Zone land that is currently R2 within the study area to R3 with a corresponding FSR increase from 0.5:1 to 0.7:1 as shown on Maps 6 and 7, as a means of facilitating a greater diversity of housing and densification within walking distance to the Albion Park B2 zone. The existing FSR and Building Heights applicable to the R3 zone should apply as follows: <ul style="list-style-type: none"> • FSR – 0.7:1 (Map 7) • Building Heights to remain at 9m
Albion Park B1 (Terry Street) Zone and Surrounding Residential Zones	
LEP Recommendations	<ol style="list-style-type: none"> 1. Apply the following parameters to the current B1 zone extent: <ul style="list-style-type: none"> • Increase FSR from 0.5:1 to 0.7:1 (Map 9) • Building heights to remain at 9m 2. Zone land that is currently R2 within the study area to R3 as shown on Map 8, as a means of facilitating a greater diversity of housing within walking distance to the Terry Street B1 zone. The following parameters should apply: <ul style="list-style-type: none"> • FSR – 0.7:1 (Map 9) • Building heights to remain at 9m
Warilla B2 and B5 Zones and Surrounding Residential Zones; and Warilla Grove B2 and B5 Zones and Surrounding Residential Zones	
LEP Recommendations	<ol style="list-style-type: none"> 1. Consider increasing the densities for the existing B5 zoned land and the proposed new B4 zonings as per the Warilla Town Centre Plans recommendations for both Warilla (Map 10) and Warilla Grove (Map 13), to have an FSR of 1.8:1 (Maps 11 and 14) and a building height of 15 metres with a suitable 12 metre transition height where adjoining residential zoning (Maps 12 and 15).

Shellharbour Business Centres and Surrounding Residential Lands Study Recommendations	
Category/Issue	Recommendation
	<p>2. Consider increasing the building height of the Warilla Grove B2 zone from 12 metres to generally reflect the commentary in section 3.6.1.1, in conjunction with the following:</p> <ul style="list-style-type: none"> Wrapping the shopping centre and creating street frontages/edges with residential blocks to achieve a positive addition to the Commercial Core; Creation of new activated retail food court, open courtyard and shared landscaped zone opposite new library; Provision of ground floor entry/retail activation off Shellharbour Road; Providing setbacks to the fifth and sixth floors of the taller blocks to assist in ameliorating the heights of these buildings within this context; Stepped forms of the buildings to assist in reducing perceptions of building mass and overdevelopment; Landscaping setbacks to assist in screening the ground level car parking; Achieve active frontages and provide awnings along Shellharbour Road to enhance the pedestrian experience and encourage greater levels of pedestrian activity to and from the Warilla Grove mall site; and As part of any future planning proposal for Warilla Grove the proponents will need to carefully consider what these complexes should look like. Inputs into these considerations should include: <ul style="list-style-type: none"> Existing relevant DCP provisions applicable to Warilla and Warilla Grove; The Warilla Town Centres Plan as relevant; Appropriate elements of existing development/streetscape; and Existing natural features
	<p>3. Consider introducing an active street frontage in the LEP for part of the Shellharbour Road and Woolworths Avenue frontages (Map 13).</p>
	<p>4. Consider permitting Residential flat buildings in those parts of the Warilla Grove B2 zone to generally reflect the proponent's concept (refer Figure 9), as follows:</p> <ul style="list-style-type: none"> Along Veronica Street frontage and around the corner on the southern Woolworths Avenue frontage; and Along the western end of the Woolworths Avenue frontage; providing the land's roles as a viable centre and employment source are suitably maintained. This would allow greater flexibility for a range and diversity of residential products to be developed within this B2 zone, as well as provide a transition in building heights and uses at the edges of zone changes. This is to ensure blanket height changes do not occur and there is a transition within the surrounding built-form.
	<p>5. Zone land that is currently R2 within the study area to R3 as shown on Map 10, as a means of facilitating a greater diversity of housing within walking distance to the Warilla B2 and B5 zones. The following parameters should apply:</p> <ul style="list-style-type: none"> FSR – 0.7:1 (Map 11)

Shellharbour Business Centres and Surrounding Residential Lands Study Recommendations	
Category/Issue	Recommendation
	<ul style="list-style-type: none"> Building heights remain at 9 metres
	<p>6. Zone land that is currently R2 within the study area to R3 as shown on Map 13, as a means of facilitating a greater diversity of housing within walking distance to the Warilla Grove B2 and B5 zones. The following parameters should apply:</p> <ul style="list-style-type: none"> FSR – 0.7:1 (Map 14) Building heights remain at 9 metres
Warilla Grove Mall Site Public Domain Recommendations	<p>1. Identify direct pedestrian connections:</p> <ul style="list-style-type: none"> between any apartment or shop top housing complexes and the Warilla Grove mall; between existing/future development on the Warilla Grove mall site and bus stops on Shellharbour Road; between existing/future development on the Warilla Grove mall site and existing pedestrian crossings over roads surrounding the site; and between existing/future development on the Warilla Grove mall site and Keith Fletcher Park/Warilla Library. <p>2. Identify any required new pedestrian connections from within the Warilla Grove mall site to locations external to the site – for example, such as providing improved pedestrian connections to the B2 Local Centre at George Street, Warilla via Beverley Avenue.</p> <p>3. Identify opportunities for car park shading at the Warilla Grove mall site, whilst retaining adequate parking capacity.</p> <p>4. Retain and implement the existing, specific Shellharbour DCP provisions for the Warilla Grove mall site.</p> <p>5. Achieve active frontages and provide awnings along Shellharbour Road to enhance the pedestrian experience and encourage greater levels of pedestrian activity to and from the Warilla Grove mall site.</p> <p>6. Provide for a food court and outdoor dining precinct at the Warilla Grove mall site which provides opportunities for people to meet and interact at their Local Centre.</p> <p>7. Provide a community space and focal point on the subject Warilla Grove mall land located directly opposite Warilla Library at Keith Fletcher Park.</p> <p>8. New proposed development at Warilla Grove mall addresses respective street frontages, providing active facades including awnings and opportunities for casual surveillance.</p>
Warilla Grove Mall Site Traffic and Parking Measures Recommendations	<p>1. Consideration should be given to the likely future parking demand/utilisation of the site. Future demand will need to account for the circumstances of residential development adjoining a retail shopping centre.</p> <p>2. The management of vehicle queuing for any existing/proposed development should occur entirely within the Warilla Grove mall site. This can be achieved through careful placement of internal car park vehicle conflict points to allow sufficient queuing space.</p> <p>3. Internal car park vehicle conflict points within the Warilla Grove mall site should be minimised where possible, to improve safety for pedestrians.</p> <p>4. Consideration should be given to maintaining the existing site entry point to the Warilla Grove mall site at Shellharbour Road/Queen Street signalised intersection. This will potentially reduce traffic entering from Veronica Street.</p>
Oak Flats B2 Zone and Surrounding Residential Zones	

Shellharbour Business Centres and Surrounding Residential Lands Study Recommendations	
Category/Issue	Recommendation
LEP Recommendations	1. Zone land that is currently R2 within the study area to R3 as shown on Map 16, with an associated FSR increase from 0.5:1 to 0.7:1 (Map 17) and retaining a building height of 9 metres.
Oak Flats B4 Zone	
LEP Recommendations	<p>1. Protect the ability for the redevelopment of the Oak Flats B4 Mixed Use Zone for mixed use transit oriented development in the longer term, as a means to intensify development around the Oak Flats Train Station and build a critical mass to support the development of a local mixed use zone which serves both the immediate local neighbourhood and commuters.</p> <p>This should associate with the following LEP changes for part(s) of the B4 Mixed use zone to be determined, at Oak Flats:</p> <ul style="list-style-type: none"> • FSR: increase from 1:1 to 3.5:1 (Map 19) • Height: increase from 15 metres to 29 metres (Map 20) <p>2. Account for the longer term operational needs of the Lake Illawarra Police Station as part of any LEP changes for the land.</p> <p>3. Facilitate opportunities to develop the large area of vacant land to the east of the existing commuter car park for mixed use development, recognising that there will be some flooding constraints which would need to be overcome.</p>
B4 Mixed Use Zone Public Domain Recommendations	<p>1. Identify pedestrian connections:</p> <ul style="list-style-type: none"> • Between any new development and the Oak Flats train station; • Between existing/future development and the northern side of Pioneer Drive, linking to bus stops on New Lake Entrance Road; • Between existing/future development and Central Avenue; • Across Stanford Drive, just south of the Pioneer Drive roundabout; • From the east side of Stanford Drive to the east side of Central Avenue; and • Enabling safe crossing of New Lake Entrance Road east of Pioneer Drive.
Shellharbour Village B2 Zone and Surrounding Residential Zones	
LEP Recommendations	No changes are recommended for Shellharbour Village.
Other General Recommendations	
Transitioning Building Heights and Setbacks Recommendations for DCP inclusion	1. Council to consider that for blocks with permissible storey heights of 6 to 8 storeys, 3 metre setbacks could be required for storeys above levels 4 and 6 respectively to reduce the dominance of built form on adjoining streets. This could be further refined to limit heights to 6 storeys with setbacks on secondary street frontages.
Residential development feasibilities	1. Consider including high level development feasibilities for relevant planning proposals, to ensure that the planning provisions are reflective of market trends.

The recommendations in this study aim to provide a comprehensive framework for amending Council's planning controls to meet increased demand for greater housing diversity and choice. This is designed to meet the needs of the Shellharbour community for people of all life stages and ages, including the provision of smaller, more affordable housing types.

Council is required to conduct a five – yearly review of the Shellharbour Local Housing Strategy (SLHS) in terms of the evidence base and housing stock, against the broader aims of the Illawarra Shoalhaven Regional Plan to ensure that the SLHS is aligned with housing needs.

In such reviews it may be appropriate to revisit the SBCSRLS locality study areas to explore opportunities to meet housing demand as it evolves over time.

TABLE OF CONTENTS

EXECUTIVE SUMMARY.....	I
1 INTRODUCTION.....	1
1.1 Project Background and Context.....	1
1.2 Purpose and Objectives.....	3
1.3 Project Methodology	3
1.4 Study Area	4
1.5 Background Documentation	4
1.6 Relationship to Shellharbour Employment Lands Study	4
1.7 Report Structure.....	6
2 PLANNING AND POLICY REVIEW.....	7
2.1 The Illawarra Shoalhaven Regional Plan (ISRP)	7
2.2 Shellharbour Community Strategic Plan	8
2.3 Shellharbour Local Strategic Planning Statement	9
2.3.1 P1 – Deliver greater housing diversity and affordability to meet the changing needs of the community	10
2.3.2 P2 – Quality urban design enhances our local character and delivers liveable places	11
2.4 Shellharbour Local Housing Strategy	11
2.5 Shellharbour LEP 2013	11
2.6 Shellharbour DCP	12
2.7 Town Centre Plans	12
2.8 Shellharbour LGA Retail/Commercial Centres Study 2008	12
2.9 Shellharbour Economic Development Strategy 2019-2022	13
2.10 Justification for Change - Achieving Housing Diversity within Centres and Surrounds	13
3 PLANNING, ECONOMIC AND URBAN DESIGN CONEXT	17
3.1 General Land Use Assessment	17
3.2 LEP Amendments	17
3.3 Shellharbour City Centre	17
3.3.1 Shellharbour DCP – Specific Shellharbour City Centre Provisions.....	17
3.3.2 Shellharbour City Centre Analysis	18
3.3.3 Public Domain Considerations	19
3.4 Albion Park	24
3.4.1 Albion Park Town Centre Plan.....	24
3.5 Terry Street B1 Neighbourhood Business and Surrounding Residential.....	29
3.6 Warilla and Warilla Grove	32
3.6.1 Warilla Town Centres Plan	32
3.6.2 Public Domain and Traffic Management Considerations.....	39
3.7 Oak Flats.....	46
3.7.1 Oak Flats B2 Zone.....	46
3.7.2 Oak Flats B4 Zone.....	51
3.7.3 Public Domain Considerations	52
3.8 Shellharbour Village	56
3.8.1 Shellharbour Village Centre Plan.....	56
3.9 Development Trends.....	59
3.10 Relevant Ministerial Directions – Section 9.1	59
3.11 Relevant state environmental planning policies	60
3.12 Relevant provisions of the Illawarra Shoalhaven Regional Plan (ISRP)	61
3.13 Constraints	61
3.14 Existing Character/Desired Future Character	61
3.15 Availability of/access to services/facilities.....	62
3.16 Traffic and parking impacts	62
3.17 Visual impact	62
3.18 Night time economy.....	62
3.19 Measures to address and manage transitions between different zones, heights and/or densities.....	63

3.19.1	Transitional Height Considerations – Streets	63
3.20	Existing and future residential market assessment and feasibility	64
3.21	Shellharbour Employment Lands Study	65
4	STAKEHOLDER CONSULTATION	66
5	IMPLICATIONS OF COVID-19	67
6	STRATEGIC RECOMMENDATIONS	68

LIST OF APPENDICES

APPENDIX 1: BACKGROUND LITERATURE REVIEW

APPENDIX 2: STUDY AREA EXISTING LEP 2013 MAPS

APPENDIX 3: STAKEHOLDER CONSULTATION REPORT

LIST OF FIGURES

Figure 1 – Areas for Increased Housing Activity within the Illawarra Shoalhaven Region (Source: Illawarra Shoalhaven Regional Plan)	8
Figure 2 – Integrated Planning and Reporting Framework (Source: Shellharbour City Council)	9
Figure 3 – LSPS Planning Priorities (Source: LSPS, Shellharbour City Council)	10
Figure 4 – Shellharbour City Centre Master Plan (Source: Shellharbour DCP)	18
Figure 5 – Proposed Albion Park LEP Zone Recommendations (Source: Albion Park Town Centre Plan)	25
Figure 6 – Proposed Warilla and Warilla Grove LEP Zone Recommendations (Source: Warilla Town Centres Plan)	33
Figure 7 – Proposed Warilla and Warilla Grove LEP Building Height Recommendations – no increases recommended (Source: Warilla Town Centres Plan)	33
Figure 8 - Proposed Warilla and Warilla Grove FSR Recommendations (Source: Warilla Town Centres Plan)	34
Figure 9 – Proponent’s Concept – B2 Zoned Site (Woolworths Centre) – 43-57 Shellharbour Road, Warilla (Source: Morrison Design Partnership)	35
Figure 10 – Proposed Oak Flats LEP Zone Recommendations – no zone changes recommended (Source: Oak Flats Town Centre Plan)	47
Figure 11 - Proposed Oak Flats LEP Building Height Recommendations (Source: Oak Flats Town Centre Plan)	47
Figure 12 - Proposed Oak Flats LEP FSR Recommendations (Source: Oak Flats Town Centre Plan)	48
Figure 13 – Proposed Shellharbour Village LEP Zone Recommendations (Source: Shellharbour Village Centre Plan)	57
Figure 14 – Proposed Shellharbour Village LEP Building Height Recommendations (Source: Shellharbour Village Centre Plan)	57
Figure 15 - Proposed Shellharbour Village LEP FSR Recommendations (Source: Shellharbour Village Centre Plan)	58
Figure 16 - Proposed Controls for 6 to 8 Storey Buildings in the B2, B3 and B4 zones	64

LIST OF MAPS

Map 1 - Shellharbour LGA Context (Source: PSA Consulting)	2
Map 2 – Shellharbour Business Centres and Surrounding Residential Lands Study Area (Source: PSA Consulting)	5
Map 3 – Shellharbour City Centre Study Area B3, B4 and Surrounding Residential Zones (Source: PSA Consulting)	21
Map 4 - Shellharbour City Centre Study Area FSR Recommendations (Source: PSA Consulting)	22
Map 5 - Shellharbour City Centre Study Area Building Height Recommendations (Source: PSA Consulting)	23
Map 6 - Albion Park B2 and Surrounding Residential Zones Study Area and Zone Change Recommendations (Source: PSA Consulting)	27
Map 7 - Albion Park B2 and Surrounding Residential Zones – FSR Change Recommendations (Source: PSA Consulting) ...	28
Map 8 - Albion Park (Terry Street) B1 and Surrounding Residential Zones Study Area and Recommended Zone Changes (Source: PSA Consulting)	30
Map 9 - Albion Park B1 and Surrounding Residential Zones - FSR Recommendations (Source: PSA Consulting)	31
Map 10 - Warilla B2 and B5 and Surrounding Residential Zones Study Area and Recommended Zone Changes (Source: PSA Consulting)	40
Map 11 - Warilla B2 and B5 and Surrounding Residential Zones Recommended FSR Changes (Source: PSA Consulting) ...	41

Map 12 – Warilla B2 and B5 and Surrounding Residential Zones Recommended Building Height Changes (Source: PSA Consulting)	42
Map 13 - Warilla Grove B2 and B5 and Surrounding Residential Zones Study Area and Recommended Zone Changes (Source: PSA Consulting)	43
Map 14 - Warilla Grove B2 and B5 and Surrounding Residential Zones Recommended FSR Changes (Source: PSA Consulting)	44
Map 15 - Warilla Grove B2 and B5 and Surrounding Residential Zones Recommended Building Height Changes (Source: PSA Consulting)	45
Map 16 - Oak Flats B2 and Surrounding Residential Zones Study Area Recommended Zone Changes (Source: PSA Consulting)	49
Map 17 - Oak Flats B2 and Surrounding Residential Zones Recommended FSR Changes (Source: PSA Consulting)	50
Map 18 - Oak Flats B4 Zone Study Area (Source: PSA Consulting)	53
Map 19 - Oak Flats B4 Recommended FSR Changes (Source: PSA Consulting)	54
Map 20 - Oak Flats B4 Recommended Building Height Changes (Source: PSA Consulting)	55

LIST OF TABLES

Table 1 – Summary of Key Strategic Studies and Policies	13
Table 2 – Shellharbour City Centre FSR and Building Height Analysis	19
Table 3 – Proposed Albion Park LEP Amendment Recommendations (Source: Albion Park Town Centre Plan)	25
Table 4 - Proposed Warilla and Warilla Grove LEP Amendment Recommendations (Source: Warilla Town Centres Plan) ..	32
Table 5 - Proposed Oak Flats LEP Amendment Recommendations (Source: Oak Flats Town Centre Plan)	46
Table 6 - Proposed Shellharbour Village LEP Amendment Recommendations (Source: Shellharbour Village Centre Plan) ..	56
Table 7 – Assessment Against Relevant Section 9.1 Ministerial Directions	59
Table 8 – SBCSRLS Recommendations	68

LIST OF ACRONYMS

CSP	Community Strategic Plan
DCP	Development Control Plan
FSR	Floor Space Ratio
LEP	Local Environmental Plan
LSPS	Local Strategic Planning Statement
SBCSRLS	Shellharbour Business Centres and Surrounding Residential Lands Study
SELS	Shellharbour Employment Lands Study
SLHS	Shellharbour Local Housing Strategy
TCP	Town Centre Plan

1 INTRODUCTION

The Shellharbour Business Centres and Surrounding Residential Lands Study (SBCSRLS) has been prepared to address a range of business centres and their immediately surrounding residential areas within the Shellharbour LGA, as a means of informing any changes to Council's Local Environmental Plan and Development Control Plan. The SBCSRLS responds to a well-established policy framework led by the Community Strategic Plan (CSP) and the recent adoption of the Shellharbour Local Housing Strategy. It also responds to relevant actions of the Illawarra Shoalhaven Regional Plan (ISRP).

1.1 Project Background and Context

Shellharbour City is located in the Illawarra Region of New South Wales, approximately 100 kilometres south of Sydney (refer Map 1). Shellharbour Local Government Area (LGA) is home to 72,000 people in a city that spans 147 square kilometres. Council's neighbours are Wollongong to the north, Kiama to the south and Wingecarribee LGA to the west.

Geographically, Shellharbour City is bounded by the Illawarra Escarpment in the west and the South Pacific Ocean to the east. Significant features of the city include Lake Illawarra, Macquarie Pass National Park, Killalea State Park, Bass Point Reserve, Blackbutt Forest, Croom Voluntary Conservation Area, various beaches and the Myimbarr Wetlands (Shellharbour City Council, 2019).

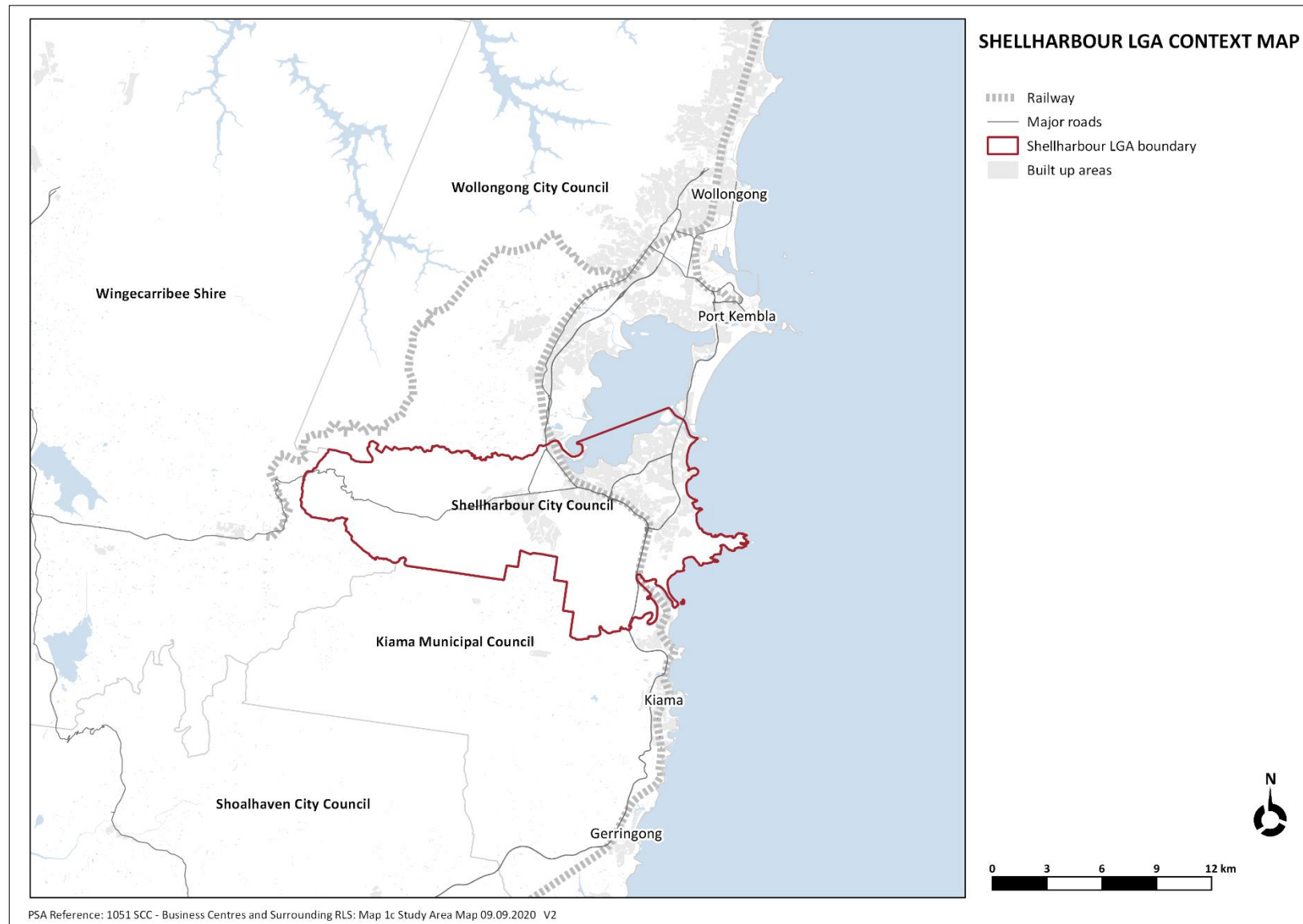
Shellharbour is located on the Illawarra railway line, linking south to Kiama and north to Wollongong and Sydney. It contains the train stations of Albion Park, Oak Flats and Shellharbour Junction. Major road infrastructure includes the Princes Highway and the M1 Princes Motorway, also connecting Shellharbour north to Wollongong and Sydney and south to Kiama.

It is estimated that in 2031, the population will increase to nearly 87,000 and by 2041 to nearly 95,000. Commensurately an additional 10,625 dwellings are needed between 2016 and 2041 to accommodate the growing population.

Shellharbour City is home to a high number of young people and families in the new release areas of Shell Cove, Flinders, Tullimbar and Calderwood. Existing suburbs (such as Warilla, Mount Warrigal, Barrack Point and Barrack Heights) tend to show an increasing trend in the ageing population. This dynamic age structure and cultural diversity amongst the population, and the new urban release areas located in the LGA is a major challenge for Council in a range of areas including housing provision. Cross boundary issues exist between Wollongong and Shellharbour with the delivery of additional housing in the master planned estate at Calderwood, which spans both LGAs.

Shellharbour is comprised of a number of centres, including major commercial centres and local centres, which are:

- Shellharbour City Centre;
- Shellharbour Village;
- Shell Cove;
- Albion Park;
- Albion Park Rail;
- Oak Flats;
- Warilla Grove;
- Warilla; and
- Barack Heights.



Map 1 - Shellharbour LGA Context (Source: PSA Consulting)

This growing population with its diversity of household types presents both challenges and opportunities for Council in a range of areas including planning for housing, retail, business and employment.

Vibrant centres provide a community heart by catering for essential activities related to employment, business, shopping, services and entertainment and are therefore important in supporting local economies and social fabric. Centres are also playing an increasing role in the provision of housing and this is recognised in key strategic planning documents at both a regional and local level, in particular, the Illawarra Shoalhaven Regional Plan, the Shellharbour Local Strategic Planning Statement and the Shellharbour Local Housing Strategy.

Council seeks to ensure that centres and their immediate residential surrounds have up to date planning controls which can cater for a range of future development options and particularly, which respond to both the housing and employment needs of the Shellharbour community. As such, this has led to the preparation of the Shellharbour Business Centres and Surrounding Residential Lands Study (SBCSRLS), as well as the Shellharbour Employment Lands Study (SELS), which is being undertaken concurrently with this SBCSRLS.

1.2 Purpose and Objectives

The SBCSRLS will determine how and where Shellharbour City Council can appropriately facilitate the provision of housing diversity and choice within selected Business zones of specific centres and the residential areas immediately surrounding them. This was a key finding of the Shellharbour Local Housing Strategy, which determined that while there was sufficient housing supply to meet the projected demand, there was a need to improve housing diversity and choice to meet the needs of the Shellharbour community for people of all life stages and ages, including the provision of smaller, more affordable housing types.

As at 2016, Shellharbour is currently characterised by housing stock comprised of approximately 79% as separate houses; 18.8% as medium density development; 0.1% as high density development; and 1.3% as other (caravans, houseboats and cabins). This is reflective of an LGA that has a higher proportion of detached dwellings compared to NSW as whole (64.9%), but with slightly higher rates of medium density development (NSW – 17.9%), and significantly less high density development (NSW – 15.3%).

In addition, the SBCSRLS may potentially provide a basis for informing any amendments to Council's Local Environmental Plans as they relate to the nominated town centres, Shellharbour City Centre and residential areas adjoining these areas, with respect to the following key matters:

- Zones and/or Permissible uses;
- Floor space ratio;
- Heights; and
- Active street frontages.

To the extent relevant, the SBCSRLS will also consider the implications of the COVID-19 pandemic and how the City can recover and increase its resilience, in terms of its business centres, however this will largely be addressed through the SELS.

1.3 Project Methodology

The Project Methodology has been developed to ensure that the project purpose and objectives will be achieved, whilst also ensuring that there is a direct line of sight between the ISRP and overarching Council corporate policies and plans, through to the SBCSRLS. This includes any associated recommendations for LEP amendments, whilst also incorporating the findings of the Shellharbour Employment Lands Study (SELS), which is being undertaken concurrently with this study.

This study does not involve the drafting of specific LEP amendments, but rather outlines a series of recommendations as to what amendments could be considered by Council with respect to the current LEP provisions. Other general recommendations have also been made for Council's consideration.

1.4 Study Area

The SBCSRLS will undertake a review of the LEP provisions of the current Business zones of each of the following centres, as well as the residential areas immediately surrounding some of these Business zones (as indicated below):

- Shellharbour City Centre B3 Commercial Core and surrounding residential;
- Shellharbour City Centre B4 Mixed Use;
- Albion Park B2 Local Centre and surrounding residential;
- Warilla B2 Local Centre, B5 Business Development and surrounding residential;
- Warilla Grove B2 Local Centre, B5 Business Development and surrounding residential;
- Oak Flats B2 Local Centre and surrounding residential;
- Oak Flats B4 Mixed Use;
- Shellharbour Village B2 Local Centre and surrounding residential; and
- Albion Park – Terry Street B1 Neighbourhood Business and surrounding residential

Map 2 depicts these areas, with the relevant surrounding residential areas being defined as generally within a 400m walkable distance of these. Individual centre study area maps are included in Appendix 2.

1.5 Background Documentation

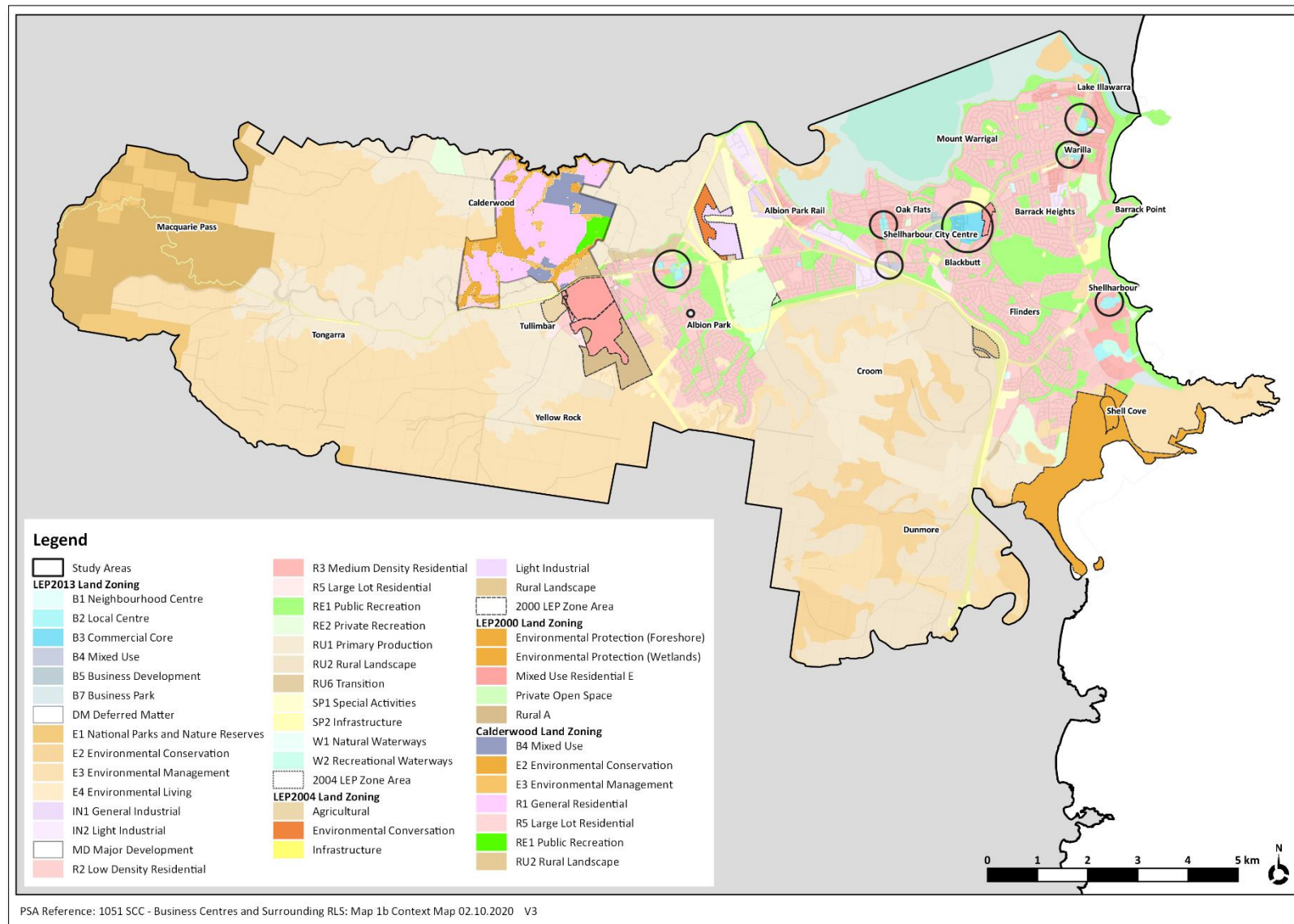
The triggers which have prompted the development of the Shellharbour Business Centres and Surrounding Residential Lands Study are the Illawarra Shoalhaven Regional Plan and the Shellharbour Local Housing Strategy, whilst Council's Community Strategic Plan (CSP) and Local Strategic Planning Statement (LSPS), also holds relevance for the study's preparation. An overview of these documents is provided in section 2 of this SBCSRLS.

1.6 Relationship to Shellharbour Employment Lands Study

The Shellharbour Employment Lands Study (SELS) is being undertaken concurrently with the preparation of the SBCSRLS. The objectives of the SELS are to:

- Provide a basis to facilitate a suitable contribution by the Shellharbour LGA towards regional employment needs and employment opportunity, through land use policy;
- Provide a basis to enhance employment opportunities for the Shellharbour community; and
- Address the implications of the Covid-19 pandemic and how the City can recover and increase its resilience, in terms of employment lands/business centres.

The SELS is required to consider the findings of the SBCSRLS in terms of the planning amendments recommended that affect the provision of office space and non-residential components of shop top housing within Shellharbour, which is addressed further in section 3.21 of this report. In this respect, integration of this study with the completion of the SELS is critical in informing the preparation of the SBCSRLS. This is because there is a need to ensure that the (potentially) competing interests of economic growth and land available for employment lands, in conjunction with encouraging greater housing diversity and densification within the revitalisation of centres, can be appropriately aligned and balanced where possible.



Map 2 – Shellharbour Business Centres and Surrounding Residential Lands Study Area (Source: PSA Consulting)

1.7 Report Structure

The SBCSRLS has the following structure:

- Section 1 – Introduction
- Section 2 - Planning and Policy Review
- Section 3 – Planning, Economic and Urban Design Context
- Section 4 - Stakeholder Consultation
- Section 5 – Implications of Covid-19
- Section 6 - Strategic Recommendations

2 PLANNING AND POLICY REVIEW

There are a number of relevant literature and policy documents which have been reviewed in the context of the SBCSRLS. Appendix 1 contains the comprehensive review of documents, many of which have varying degrees of relevance. Below provides a summary review of those documents considered to be of most significance to the SBCSRLS in terms of direct relevance to the study and informing recommended changes to the LEP for the various centres, including:

1. Illawarra and Shoalhaven Regional Plan;
2. Shellharbour Community Strategic Plan;
3. Shellharbour Local Strategic Planning Statement;
4. Shellharbour Local Housing Strategy;
5. Shellharbour LEP 2013;
6. Shellharbour DCP;
7. Council's adopted town centre plans for: Albion Park; Shellharbour Village; Oak Flats; and Warilla Town Centres;
8. Shellharbour LGA Retail/Commercial Centres Study 2008; and
9. Shellharbour Economic Development Strategy 2019-2022.

2.1 The Illawarra Shoalhaven Regional Plan (ISRP)

The Illawarra and Shoalhaven Regional Plan provides the strategic policy, planning and decision-making framework to guide 20 year sustainable regional growth for the region, which incorporates the LGAs of Kiama, Shoalhaven, Shellharbour and Wollongong. It states (among other things):

“Councils are to plan for the mix of housing that suits the projected growth, changing demographics (such as an ageing population) and market demand particular to their area. This means that zonings and planning controls maintain, or in some cases, increase capacity for housing, as well as other Council activities (such as streamlining assessment processes and planning for local infrastructure and town centre revitalisation) to promote development opportunities.”

At the highest level, the SBCSRLS will respond to the Illawarra Shoalhaven Regional Plan (ISRP), which has a key goal of providing a variety of housing choices with homes that meet needs and lifestyles. This is supported by a direction and actions to support housing opportunities close to existing services, jobs and infrastructure in the region's centres. Specific centres within Shellharbour (and the Illawarra region as a whole) that are identified as a focus for increased housing activity in the ISRP are shown in Figure 1.

There are a number of Goals, Directions and associated Actions within the ISRP that are especially relevant to the study, which are as follows:

Goal 2 - A variety of housing choices with homes that meet needs and lifestyles

Direction 2.2 Support housing opportunities close to existing services, jobs and infrastructure in the region's centres

Action 2.2.1 Investigate the policies, plans and investments that would support greater housing diversity in centres

Direction 3.1 Grow the opportunities for investment and activity in the region's network of centres

Action 3.3.2 Support Council-led revitalisation of centres

The Regional Plan therefore places an expectation on Shellharbour City Council to plan for the particular growth and mix of housing that is projected for the LGA, which can be delivered through such measures as planning controls maintaining or possibly increasing housing capacity and through town centre revitalisation (to name a few).

Therefore, the role of the SBCSRLS in the context of the ISRP will be to respond to the relevant goals, directions and actions related to the achievement of housing diversity within centres (and surrounds), whilst also being cognisant of the ISRP intent for opportunities to increase investment and activity and revitalisation within centres.

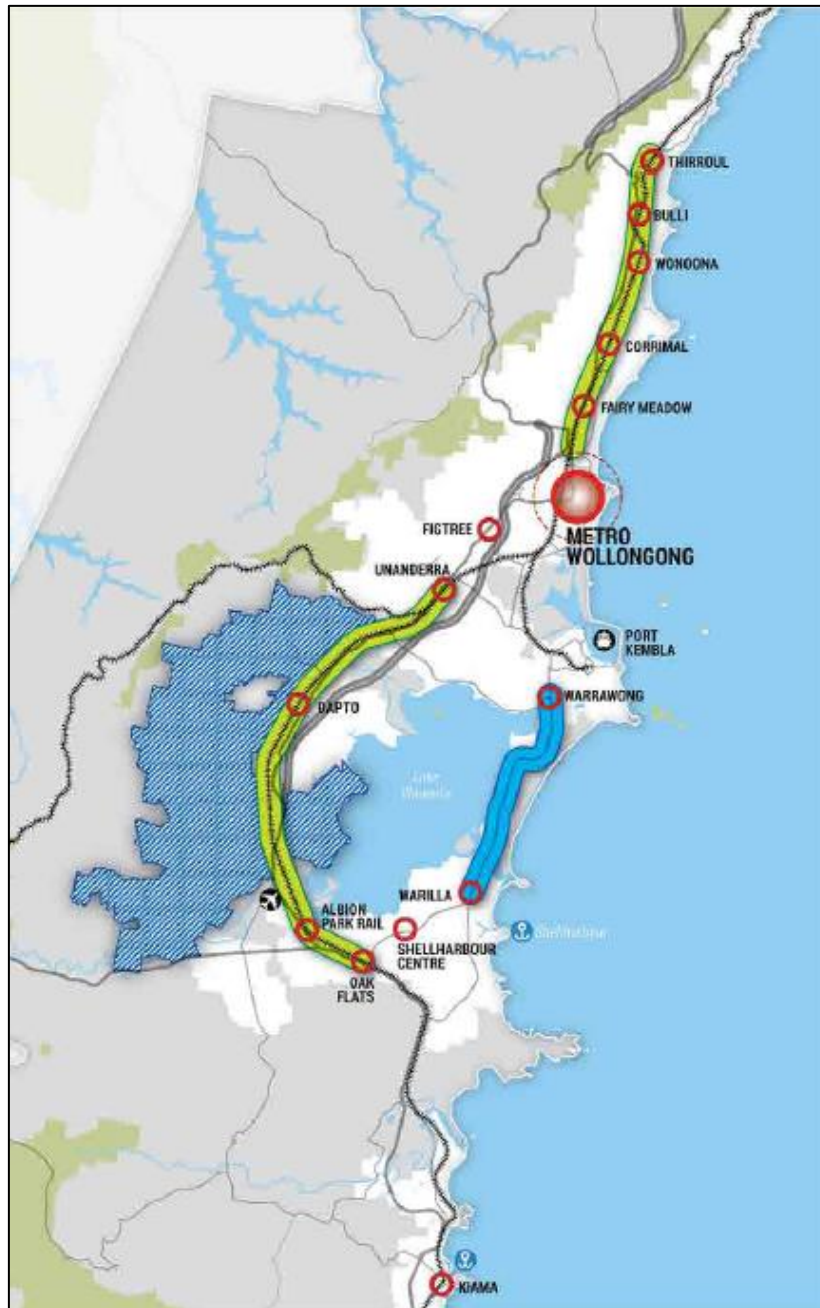


Figure 1 – Areas for Increased Housing Activity within the Illawarra Shoalhaven Region (Source: Illawarra Shoalhaven Regional Plan)

2.2 Shellharbour Community Strategic Plan

Shellharbour Council's Community Strategic Plan 2018-2028 (CSP) is a long-term plan, which is within the Integrated Planning and Reporting Framework. The CSP focusses on four key areas known as the Quadruple Bottom Line (QBL) being Community, Environment, Economy and Leadership. The SBCSRLS will be one of various studies that interact with the CSP to ensure the greatest benefits will be achieved from comprehensively planning for the future. The SBCSRLS will sit underneath the CSP and inform the Resourcing Strategy, Delivery Program and Operational Plan as shown in Figure 2 below.

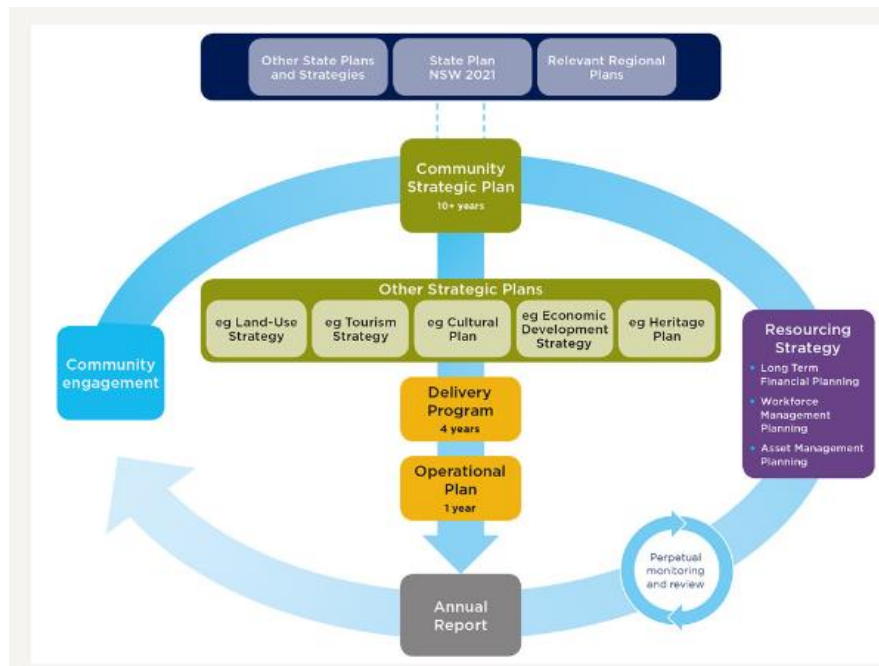


Figure 2 – Integrated Planning and Reporting Framework (Source: Shellharbour City Council)



The SBCSRLS will respond to the specific Shellharbour Vision as contained within Council’s Community Strategic Plan 2018-2028, in planning for increased housing diversity and choice within centres and their immediate surrounds, which respond to the needs of existing and future populations by creating a *dynamic* city, being *connected* to community to create a *safe and sustainable* future, providing *opportunities* for people to both live and work within Shellharbour.

The SBCSRLS will also respond to the four key areas of the Quadruple Bottom Line (QBL) as contained within the CSP, in particular the Community and Economy, in meeting the objectives for sustainable living, a city that is connected through places and spaces and plans, and building and managing infrastructure for the community.

2.3 Shellharbour Local Strategic Planning Statement

The Local Strategic Planning Statement (LSPS) builds upon the community’s goals and aspirations that were reflected in the Community Strategic Plan 2018-2028 (CSP). The LSPS brings attention to jobs, homes, services and community infrastructure that is suited to the demands of the community for the next 20 years. The basis of these deliverables are from the Illawarra Shoalhaven Regional Plan, and other Council and NSW planning priorities for Shellharbour.

The four focus areas are aligned to the CSP and also include Community, Environment, Economy and Leadership, with associated planning priorities. The LSPS planning priorities of most relevance to the SBCSRLS relate to “Where We Live” (i.e. P1 and P2 – refer Figure 3 below).

Community	Where We Live	
	P1	Deliver greater housing diversity and affordability to meet the changing needs of the community
	P2	Quality urban design enhances our local character and delivers liveable places
	Our Services and Social Infrastructure	
	P3	Deliver high quality, well-connected and integrated green spaces
	P4	Provide high quality and fit-for-purpose community services and social infrastructure aligned with growth
	P5	Contribute and help to deliver the growing health and education precinct of Shellharbour City Centre
	How we Move and Connect	
	P6	Provide accessible and connected suburbs with a range of transport options
Environment	P7	Encourage smart and adaptable use of technology for our transport options
	Our Arts, Culture and Heritage	
	P8	Embrace and celebrate Shellharbour City's heritage and cultural identity
	P9	Foster an artistic, creative and innovative culture for Shellharbour City
	A Sustainable and Resilient City	
	P10	Plan for a sustainable and adaptable City
	P11	Manage water, energy and waste efficiently to ensure a sustainable environment
	Our Natural Environment	
	P12	Respect, protect and enhance our natural assets and significant areas of biodiversity
Economy	P13	Healthy and valued coast and waterways
	Our Rural Lands	
	P14	Protect and enhance our rural lands
	Our Visitors	
	P15	Promote our City as a tourist destination
	Our Shellharbour Airport	
	P16	Ensure that Shellharbour Airport is viable and grows to meet its potential
	Our Town Centres	
	P17	Create vibrant, attractive and connected centres that reflect our local character and lifestyle
Leadership	Our Business and Employment	
	P18	Plan for sufficient local jobs and encourage an innovative employment sector
	Infrastructure for the Community	
	P19	Ensure infrastructure is aligned to accommodate planned growth and community needs
	Ensure Shellharbour City is Well Planned for the Future	
	P20	Monitor, review and report on the LSPS
	P21	Advocate for and represent the Shellharbour City community
	Collaboration on Planning for the Future	
	P22	The community is involved in planning for the future

Figure 3 – LSPS Planning Priorities (Source: LSPS, Shellharbour City Council)

2.3.1 P1 – Deliver greater housing diversity and affordability to meet the changing needs of the community

In response to P1, Council will:

- Facilitate the provision of social and affordable housing
- Encourage greater housing diversity, by identifying areas to increase density, and encouraging greater mix of lot and dwelling sizes
- Identify the desired future character of Shellharbour City's suburbs
- Encourage new residential development to be in keeping with the desired future character of our suburbs through siting, design and layout of building forms.

Actions within the LSPS which are relevant to the SBCSRLS and associated with P1 include:

- P1.1 Continue to give effect to the Implementation and Delivery Plan of the Shellharbour Local Housing Strategy
- P1.2 When undertaking LEP and DCP reviews, incorporate the principles of the Local Housing Strategy to guide increases in residential density

Consequently, the SBCSRLS responds directly to relevant actions contained within the LSPS, in relation to advancing the Implementation and Delivery Plan of the SLHS and in undertaking a review of the LEP and DCP provisions as they relate to the principles of the SLHS in relation to housing diversity, choice and affordability, within business centres and surrounding residential areas.

2.3.2 P2 – Quality urban design enhances our local character and delivers liveable places

In response to P2, Council will:

- Encourage safe built environments through design controls in the DCP
- Promote safe built environments through undertaking CPTED assessments
- Work with the community to identify the desired future character of our suburbs

Actions within the LSPS which are relevant to the SBCSRLS and associated with P2 include:

- P2.2 Develop urban design principles and standards to improve safety and recognise character to guide new subdivisions, development and redevelopment

Consequently, the SBCSRLS responds directly to relevant P2.2 Action contained within the LSPS, in relation to considering urban design principles and standards to improve safety and recognise character to guide residential development within centres and in immediately surrounding residential areas.

2.4 Shellharbour Local Housing Strategy

The SLHS was adopted by Council on 17 December 2019. It provides for the appropriate provision of all forms of housing for Shellharbour City over the next 25 years. The SLHS found that with the expected population of Shellharbour growing by 24,385 people over the next 25 years, the demand for approximately 10,625 dwellings in Shellharbour to 2041 can be met by the existing supply in both greenfield and infill residential areas.

The SLHS's Implementation and Delivery Plan (I and DP) includes the following recommendation (6).

Council to review the density provisions of the current Business zones of each centre as part of a future LEP amendment process (as well as the residential areas immediately surrounding these zones), to help facilitate the provision of housing diversity and choice within and around key centres that provide access to employment, services and other essential infrastructure and facilities.

The SBCSRLS is being undertaken in direct response to the recommendations of the SLHS. Subsequently, the approach of the SLHS is to identify opportunities for facilitating additional housing densities, diversity and choice, within appropriate locations. One of the mechanisms by which housing diversity and choice could be facilitated, was through a review being undertaken of the density provisions within the current Business zones and their immediate residential surrounds, to inform a future LEP amendment process.

In the context of the SLHS, the role of the SBCSRLS will primarily be to provide a direct response to the specific recommendations of the SLHS in reviewing the density provisions of the current Business zones of the centres and surrounding residential lands (as per Map 2), to help facilitate the provision of housing diversity and choice. The SBCSRLS will do this by addressing (among other things), zones and permissible uses; floor space ratios; building heights and active street frontages. This will in turn inform any LEP and/or other recommendations to facilitate the desired planning and design outcomes.

Given that the SLHS recognises that there is sufficient supply to meet housing demand within the LGA, the driver for any changes to the LEP to facilitate greater housing diversity is focused on any alterations to the provisions to encourage more flexibility, as opposed to needing to facilitate an increase in capacity to deliver additional dwellings. As per the findings of the SLHS, it could be that a range of non-planning measures and incentives may also be required, in order to achieve greater housing diversity within the business centres and surrounding residential areas.

2.5 Shellharbour LEP 2013

Local Environmental Plans (LEPs) are an important component of the NSW planning system, with each local government having an LEP to guide development and planning decisions. Whilst the SEPPs outline the rules and guidelines for land

use, councils can nominate more specific rules about land use through their Local Environmental Plans, as well as provide additional guidance in their Development Control Plans (DCPs).

There are currently three LEPs which apply to Shellharbour. These are the Shellharbour LEP 2013, Shellharbour Rural LEP 2004 and the Shellharbour LEP 2000.

For the purposes of the SBCSRLS, the Shellharbour LEP 2013 contains the applicable development standards for floor space ratio, height, minimum lot size and other provisions which affect most Development Applications made within the business centres and surrounding residential lands that are the subject of this study. It does not apply to land identified as a Deferred Matter on the Land Application Map or the Calderwood Major Project Area.

The specific provisions of the Shellharbour LEP 2013 with respect to the floor space ratio (FSR), building heights, active street frontages, lot size and other relevant provisions have been considered when preparing the SBCSRLS.

2.6 Shellharbour DCP

The Shellharbour Development Control Plan (DCP) applies to Shellharbour except for the area which is approved for development by the State Government under Part 3a of the *Environmental Planning and Assessment Act 1979* (EP&A Act) and has its own development guidelines under that legislation (i.e. Calderwood Major Project Area).

Unlike the SEPPs and LEPs, DCP provisions are not statutory requirements but can provide guidance on certain development matters. The primary purpose of a DCP is to provide guidance to applicants on:

- a) Giving the effect to the aims of any environmental planning instrument that applies to the development;
- b) Facilitating development that is permissible under any such instrument; and
- c) Achieving the objectives of land zones under any such instrument.

The implications of the SBCSRLS findings and its affect on any applicable DCP provisions has been considered to the extent relevant.

2.7 Town Centre Plans

Shellharbour has adopted Town Centre Plans for Albion Park, Shellharbour Village, Oak Flats and Warilla, which cover many of the centres that are the subject of this study. The Town Centre Plans (TCPs) generally identify little future supply deficits of retail and commercial floor space, meaning that there should generally be adequate floor space to provide for future retail and commercial needs. The Shellharbour Employment Lands Study confirms this in terms of employment needs. The TCP recommendations for LEP 2013 amendments account for this, whilst also encouraging greater density and critical mass of people through various measures such as height controls to promote a sense of enclosure and connected and vibrant mixes of uses. Any recommendations arising from the SBCSRLS have been cognisant of the current TCP LEP recommendations.

Section 3 provides a more detailed overview of the current TCPs and any additional recommendations for LEP amendments.

2.8 Shellharbour LGA Retail/Commercial Centres Study 2008

Hill PDA was commissioned to do a Retail/Commercial Centres Study in 2008. The purpose of the study was to inform the review of the LEP and to aim to accommodate the retail and commercial facility needs of the LGA's residents, visitors, workers and business.

The study identified several key drivers of change in the retail and commercial activity at Shellharbour, including the following:

- Population and household growth
- Declining average household size
- An ageing population
- Increasing part time employment
- Longer working hours
- Increasing workforce participation rate

- Household income
- Employment levels

To effectively manage the different centres within Shellharbour City, the study recommended a revised retail hierarchy. Recommendations were also provided for the Shellharbour City Centre, Albion Park, Warilla Grove, Albion Park Rail, Oak Flats, Shellharbour Village, Warilla, Albion Park South and Lake Illawarra and other Neighbourhood Centres. Both the SBCSRLS and SELS (which is being prepared concurrently with this Study) have considered the recommendations of this Study to the extent relevant.

2.9 Shellharbour Economic Development Strategy 2019-2022

The Shellharbour Regional Economic Development Strategy 2019-2022 is a long term economic strategy for economic development within the Shellharbour LGA, created in collaboration between the Shellharbour City Council and the NSW Government's Centre for Economic and Regional Development (CERD). The strategy has an economic focus of continuing to attract new residents and the development of regionally significant assets. It also investigates opportunities that will assist to leverage endowments involving location, infrastructure, lifestyle and amenity, and affordable housing. The SBCSRLS broadly advances the intent of the Economic Development Strategy, by investigating opportunities to assist in the delivery of affordable housing, through considering options to better facilitate a range and diversity of housing products and types within centres and their surrounds.

2.10 Justification for Change - Achieving Housing Diversity within Centres and Surrounds

The role of centres in providing for a greater diversity of housing which can support revitalisation of centres is an important consideration, whilst also ensuring that this does not undermine the ability of the centres to meet their intended role and function for retail, commercial and the provision of a range of other important employment, services and facilities. The residential areas surrounding these centres are also important in contributing towards an appropriate transition in density, heights and character to surrounding residential areas, through a mix of housing types.

As such, the key strategies and documents analysed in the previous sections all relate (to varying degrees), for the need for a greater housing choice, diversity and affordability within Shellharbour, particularly with respect to the provision of housing both within centres and in the residential areas immediately surrounding them. Consequently, these overarching policy documents provide the imprimatur to consider whether any specific amendments are required to the Shellharbour LEP (or other relevant planning documents), to facilitate the desired outcomes sought for the provision of greater housing diversity, choice and affordability within selected Shellharbour business centres and surrounding residential lands.

Table 1 provides a summary of each key strategic policy document considered, the outcomes/key points of that study and the rationale for considering whether any recommended LEP (or other) changes may be warranted for the centres and surrounds which are the subject of this study. Specific recommendations for each Centres zone (and immediately surrounding residential areas) are then outlined within section 3 of this report.

Table 1 – Summary of Key Strategic Studies and Policies

Key Study/Document	Outcome/Key Points	Rationale for Change (where applicable)
Illawarra and Shoalhaven Regional Plan	<ul style="list-style-type: none"> • Goal 2 - A variety of housing choices with homes that meet needs and lifestyles • Direction 2.2 Support housing opportunities close to existing services, jobs and infrastructure in the region's centres • Action 2.2.1 Investigate the policies, plans and investments that would support greater housing diversity in centres 	<ul style="list-style-type: none"> • Respond to the relevant goals, directions and actions related to the achievement of housing diversity within centres (and surrounds) • Be cognisant of ISRP intent for opportunities to increase investment and activity and revitalisation within centres (which can include provision of additional housing to activate centres)

Key Study/Document	Outcome/Key Points	Rationale for Change (where applicable)
	<ul style="list-style-type: none"> Direction 3.1 Grow the opportunities for investment and activity in the region's network of centres Action 3.3.2 Support Council-led revitalisation of centres 	
Shellharbour Community Strategic Plan	<ul style="list-style-type: none"> <i>Vision: In 2030, Shellharbour is a dynamic city that values and celebrates the unique diversity of our people, places and environment. We are a connected community working together to create a safe, sustainable future that provides opportunities for all to achieve their potential</i> 	SBCSRLS aims to facilitate increased housing diversity and choice within centres and immediate surrounds, which respond to the needs of existing and future populations by creating a <i>dynamic</i> city, being <i>connected</i> to community to create a <i>safe and sustainable</i> future, providing <i>opportunities</i> for people to both live and work within Shellharbour
Shellharbour Local Strategic Planning Statement	<ul style="list-style-type: none"> Deliver greater housing diversity and affordability to meet the changing need of the community Quality urban design enhances our local character and delivers liveable places 	<p>SBCSRLS responds directly to relevant actions contained within the LSPS regarding:</p> <ul style="list-style-type: none"> advancing the Implementation and Delivery Plan of the SLHS in undertaking a review of the relevant LEP and DCP provisions; and urban design principles and standards to improve safety and recognise character within centres and immediate surrounds
Shellharbour Local Housing Strategy 2019	<ul style="list-style-type: none"> Provides for the appropriate provision of all forms of housing for Shellharbour City over the next 25 years. Demand for approximately 10,625 dwellings in Shellharbour to 2041 can be met by existing supply in both greenfield and infill residential areas. 	<ul style="list-style-type: none"> Provide a direct response to SLHS recommendations in reviewing density provisions of the current Business zones of the centres and surrounding residential lands, to help facilitate the provision of housing diversity and choice. Addresses potential LEP changes for zones and permissible uses; floor space ratios; building heights and active street frontages, to facilitate desired planning and design outcomes for housing.
Shellharbour LEP 2013	<ul style="list-style-type: none"> Contains the applicable development standards for floor space ratio, height, minimum lot size and other provisions which affect most Development Applications made within the business centres and surrounding residential lands that are the subject of this study. 	Provisions of the Shellharbour LEP 2013 with respect to the floor space ratio (FSR), building heights, active street frontages, lot size and other relevant provisions have been considered in informing any recommended amendments.
Shellharbour DCP	<p>Provides guidance to applicants on:</p> <ul style="list-style-type: none"> Giving the effect to the aims of any environmental planning instrument that applies to the development; Facilitating development that is permissible under any such instrument; and Achieving the objectives of land zones under any such instrument. 	<ul style="list-style-type: none"> Relevant provisions of the Shellharbour DCP have been considered in informing any recommended amendments.

Key Study/Document	Outcome/Key Points	Rationale for Change (where applicable)
<p>Council's adopted town centre plans for:</p> <ul style="list-style-type: none"> Albion Park Shellharbour Village Oak Flats Warilla 	<p>Assist in creating vibrant, inclusive, safe, attractive, connected, convenient, accessible and commercially successful town centres. Deliver:</p> <ul style="list-style-type: none"> conceptual block building envelope sketches; development appearance/character; public domain treatment/usage; transport /parking provisions; maps specifying required active frontages, awning weather protection, building envelopes/ setbacks, splayed corners, corner elements and entry statements, focal points, public domain treatments including possible gathering areas/meeting places and transport/ parking provisions. recommended amendments to LEP 2013 	<p>Review of adopted town centre plans may lead to recommendations for further amendments to LEP (or other documents) to facilitate achievement of greater housing diversity within centres and their surrounds.</p>
<p>Shellharbour LGA Retail/Commercial Centres Study 2008</p>	<ul style="list-style-type: none"> Informs the review of the LEP and aims to accommodate the retail and commercial facility needs of the LGA's residents, visitors, workers and business. Recommendations provided for Shellharbour City Centre, Albion Park, Warilla Grove, Albion Park Rail, Oak Flats, Shellharbour Village, Warilla, Albion Park South and Lake Illawarra and other Neighbourhood Centres. 	<p>This Study is quite dated and may not be as contemporary or relevant in informing any amendments required for residential development within business centres.</p>
<p>Shellharbour Economic Development Strategy 2019-2022</p>	<ul style="list-style-type: none"> Long term economic strategy for economic development within Shellharbour. Economic focus of continuing to attract new residents and the development of regionally significant assets. Investigates opportunities that will assist to leverage endowments involving location, infrastructure, lifestyle and amenity, and affordable housing. 	<p>The SBCSRLS broadly advances the intent of the Economic Development Strategy, by investigating opportunities to assist in the delivery of affordable housing, through considering options to better facilitate a range and diversity of housing products and types within centres and their surrounds. This could ultimately lead to the need for LEP amendments (or other) to achieve the desired change/policy outcomes sought.</p>
<p>Other Documents:</p> <ul style="list-style-type: none"> Shellharbour Safety Strategy 2016-2021 Shellharbour Disability Access 	<p>Refer Appendix 1 for further discussion on outcomes/key points of each.</p>	<p>All of the Other Documents considered (as referenced):</p> <ul style="list-style-type: none"> Generally contain a range of high level policies and intent statements which the SBCSRLS broadly supports, as applicable. Do not directly drive the need for specific amendments for particular centres, other than that the SBCSRLS responds to high

Key Study/Document	Outcome/Key Points	Rationale for Change (where applicable)
<p>and Inclusion Plan 2017-2021</p> <ul style="list-style-type: none"> • Healthy Aging Strategy 2015-2017 • Shellharbour Local Infrastructure Contributions Plan 2016 (Amendment 1) • Shellharbour Retail and Commercial Centres Study • Shellharbour Community Strategic Plan • Shellharbour Make Play Grow 2015-2019 • Floodplain Risk Management Study and Plan • Shellharbour Open Space and Recreation Needs Study and Strategy • Shellharbour Youth Plan 		<p>level intent of achieving greater housing diversity within and surrounding centres which is safe, affordable, allows for ageing in place etc.</p> <ul style="list-style-type: none"> • In broad terms, may translate to specific changes for certain business centres and their surrounds, based on analysis of other policies and plans which relate more directly to these centres – e.g. LEP, DCP, town centre plans and the like. • Have been considered to the extent relevant in considering what changes may be required/warranted.

Section 3 provides a business centre-specific assessment of the relevant planning, economic and urban design context for the business centres and their surrounding residential areas, in considering any proposed LEP (or other) changes that may be warranted.

3 PLANNING, ECONOMIC AND URBAN DESIGN CONEXT

The following assessment is provided of the current planning, economic and urban design context for each centre (and their surrounding residential areas where applicable), which is the subject of the study. This analysis provides important learnings which warrant recommendations for potential amendments to the LEP2013 (and other recommendations), which are listed at the end of each section.

3.1 General Land Use Assessment

The objectives and permitted uses of each applicable Business zone and Residential zone which are the subject of this study can be found in the Shellharbour LEP 2013. In general, it is considered that the range of land uses potentially permitted within each applicable Business zone and Residential zone, facilitates the provision of a range and diversity of housing types and other uses, which should facilitate increased housing diversity within centres and their surrounds. It is noted that the B1, B2, B3 and B5 zones only permit housing within these centres where for Shop top housing. Shop top housing means one or more dwellings located above ground floor retail premises or business premises. This does not provide for the development of a residential component as part of a mixed use development on a site within any of those Business zones, unless it is physically developed above retail or business premises. It is important that the overall objectives for each centre can be achieved and that any proposed residential components do not detract from the primary function of each Business zone to provide important commercial, business and other service functions. Further consideration is given to this in the following sections of the report.

3.2 LEP Amendments

The recommendations for each Business Centre discussed below, relate primarily to potential changes to the FSR, building heights and some zonings of land within the study area, in meeting the overarching purpose of this study, which is to determine how and where Shellharbour City Council can appropriately facilitate the provision of housing diversity and choice within selected Business zones of specific centres and the residential areas immediately surrounding them.

As previously noted, the Shellharbour Local Housing Strategy also determined that while there was sufficient housing supply to meet the projected demand, there was a need to improve housing diversity and choice to meet the needs of the Shellharbour community for people of all life stages and ages, including the provision of smaller, more affordable housing types. One of the specific recommendations of the SLHS was to review the density provisions of the current Business zones of the centres and surrounding residential lands (as per Map 2), to help facilitate the provision of housing diversity and choice. The SBCSRLS does this by addressing (among other things), zones and permissible uses; floor space ratios; building heights and active street frontages. This will in turn inform any LEP and/or other recommendations which may be warranted, to facilitate the desired planning and design outcomes.

3.3 Shellharbour City Centre

Maps in Appendix 2 indicate the Study Area extent, current floor space ratios (FSR), building heights, active street frontages and minimum lot sizes for the Shellharbour City Centre Study Area, which generally covers the B3 Commercial Core Zone and Surrounding Residential and the B4 Mixed Use Zone.

3.3.1 Shellharbour DCP – Specific Shellharbour City Centre Provisions

The Shellharbour DCP contains specific provisions which relate to the development of the Shellharbour City Centre. This includes provisions related to 14 planning precincts as outlined within the Shellharbour City Centre Masterplan, which is contained within the DCP (refer

Figure 4).

The specific objectives within the DCP which relate to the Shellharbour City Centre are as follows:

1. To facilitate the land use strategy for the city centre identified in the master plan.
2. To facilitate implementation of public domain works.
3. To encourage appropriate uses throughout the city centre in accordance with the masterplan.

4. To provide development guidelines and advice to assist in the design and development of the city centre based on urban design concepts and principles contained in the masterplan.
5. To establish the intended future character of the city centre and to provide guidelines which will ensure all future development makes a positive contribution to the public domain and streetscape.
6. To provide performance-based objectives, guidelines and advice which will ensure that the city centre is developed in accordance with the masterplan.
7. To provide detailed site specific design guidelines and criteria to ensure each site within the city centre is developed in accordance with the aims of this plan.
8. To provide a framework for development and growth that responds to realistic market and community needs.



Figure 4 – Shellharbour City Centre Master Plan (Source: Shellharbour DCP)

The masterplan within the DCP provides specific provisions for each precinct which are comprehensive and based on sound planning, urban design and other principles. It is noted that the DCP generally advises that building heights need to comply with the relevant LEP provisions, however a general height limit of 3 storeys applies, with potential for an extra floor in significant locations and where the urban form of the city may be celebrated. The DCP also recognises the potential for a landmark building to 6 storeys immediately south of the city square and the civic precinct. In making an assessment of whether any changes are warranted for the specific parameters that apply to the B3 Commercial Core zone, B4 Mixed Use zone and surrounding R2 and R3 zoned land, the current DCP provisions applying to Shellharbour City Centre have been considered.

3.3.2 Shellharbour City Centre Analysis

In addition to the specific DCP provisions, the Shellharbour Retail and Commercial Centres Study 2008 recommended that the Shellharbour City Centre should be promoted as the major centre for the LGA. Being in the geographical heart of the LGA, and within vicinity of all other town centres, the City Centre also needs support from higher density housing within walking distance to the centre, and mixed-use/commercial within the retail centre.

Analysis of the current LEP provisions in respect of the permitted land uses as well as the FSR, building height and active street frontage provisions, reveals that they are generally adequate to facilitate a range and diversity of appropriate housing types within both the B3 zone extent (e.g. through Shop top housing and Seniors housing) and the B4 zone extent

(e.g. through Boarding housing, Multi dwelling housing, Residential flat buildings, Shop top housing and Seniors housing). It is noted that there is no FSR applicable to the Shellharbour City Centre B3 and B4 zones.

The Study Area for Shellharbour City Centre also shows surrounding residential zones/areas which are within 400 metres walkable distance of the edge of the town centre. Consideration was given as to whether there were any opportunities to zone land that is currently R2 within the study area to R3, as a means of supporting higher density housing within walking distance to the Shellharbour City Centre in the future. However, the assessment revealed that the most viable site which might warrant this, being land to the immediate south of the B3 Commercial Core zoned land (i.e. on the corner of College Avenue and Glider Avenue), is currently improved by a school and church. Therefore, the likelihood of this being redeveloped in the future for medium density residential purposes is considered remote. As such, it would be premature to recommend that this site be rezoned to R3 as part of this study.

The permitted land uses, FSR, building heights and lot size parameters for land within the Shellharbour City Centre Study Area and their ability to adequately support the provision of a range of dwelling types both within walking distance of the centre and within the centre itself warrants further assessment. In order to facilitate the achievement of a variety in land use, housing choice and appropriate densities, the permitted FSRs and building heights within Shellharbour City Centre should be further interrogated as outlined in the assessment provided in Table 2.

Table 2 – Shellharbour City Centre FSR and Building Height Analysis

Zone	Provisions	Commentary
B3 Commercial Core Zone	Building Height of 15m, 18m and 25m	<p>There is no applicable FSR identified, with building heights generally ranging from 15 metres to 25 metres. If a development in the B3 zone was a ground floor commercial/retail with commercial floors over, a 6 storey mixed-use development will be either 21m high for commercial/retail ground level use with apartments over, or 26m high for commercial/retail ground level use with commercial floors over.</p> <p>Generally, site cover would be much higher for these zones – e.g. 35% - 40%, with FSR's ranging from 2.0:1 to 2.5:1 for 6 to 8 storey developments. As such, consideration should be given to increasing the height limits for the B3 zone within the Shellharbour City Centre from 15 metres and 18 metres to 18 metres and 25 metres respectively (there is currently no FSR applicable for this zone). With any future associated planning proposal further consideration of the airport's obstacle limitation surface in relation to the proposed height will be required. Map 5 indicates these changes.</p>

Some changes to the LEP provisions currently applicable to Shellharbour City Centre may be warranted, taking into consideration both the specific objectives of this study and the analysis of the overarching strategic policy documents which were reviewed previously in section 2.

The relevant maps indicate the recommended changes to the LEP provisions for Shellharbour City Centre based on the above analysis.

Recommendation:

- 1. Increase the building height from 15m and 18 m to 18m and 25m respectively in that part of the existing B3 zone in the study area identified on Maps 3 and 5.**
- 2. No FSR provision, to continue to apply.**

3.3.3 Public Domain Considerations

In addition to the specific LEP recommendations made above, there are also some public domain initiatives that might be beneficial for Shellharbour City Centre, particularly in seeking to strengthen pedestrian connections and reducing reliance on private vehicles to access Shellharbour City Centre. However, identifying finer grain inter and intra pedestrian connections for this area would trigger a separate body of work to this study.

Pedestrian connectivity is currently poor on numerous approaches to the city centre. The existing urban design is car dependent/oriented. The area lacks footpaths in key locations such as Lamerton Crescent and Benson Avenue and formal

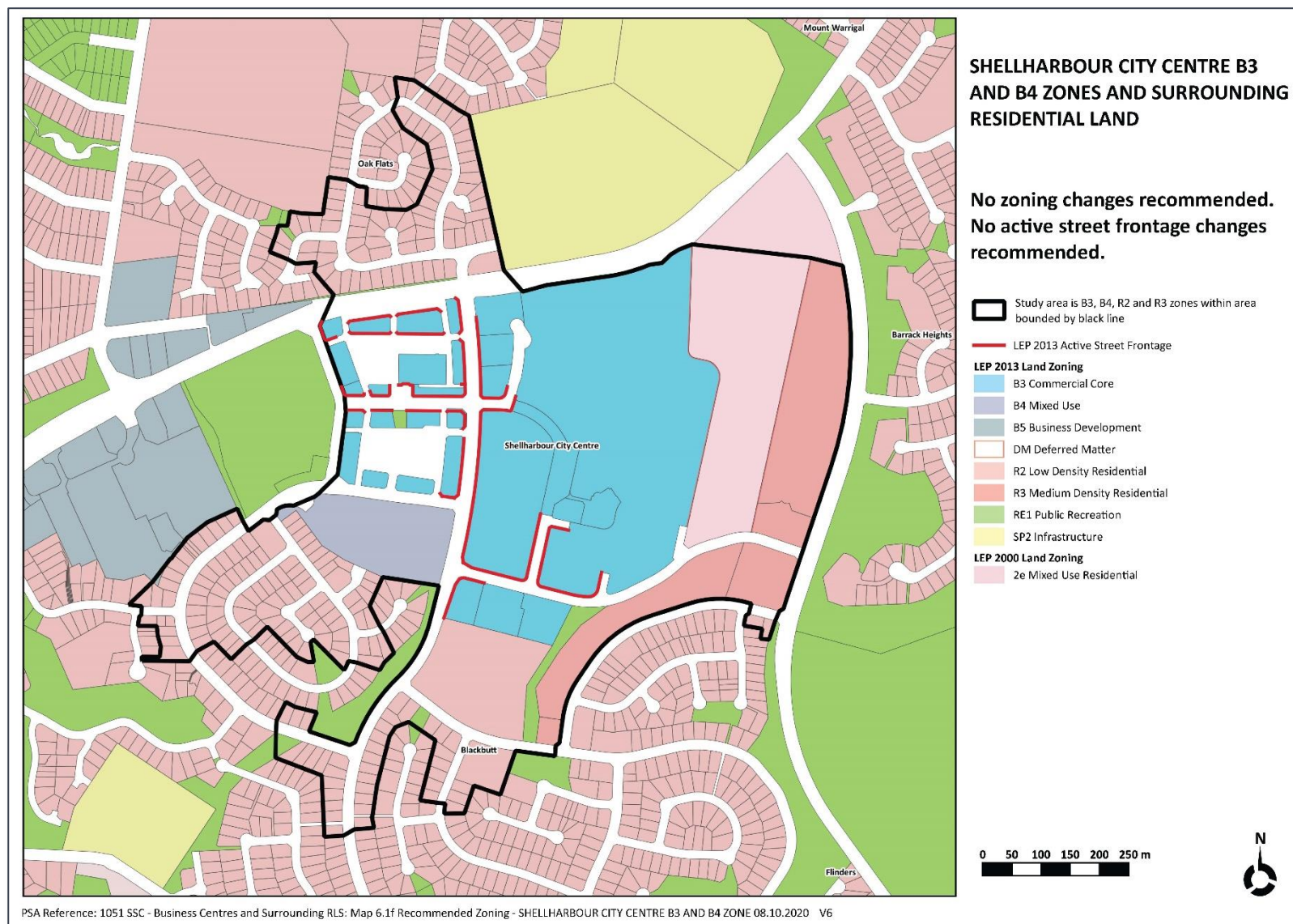
pedestrian facilities are lacking in places; discouraging walking within the B3 Commercial Core or from the B3 Commercial Core to the B5 zoned retail area to its west for instance.

As such, public domain initiatives recommendations are made for the Shellharbour City Centre Study Area as follows:

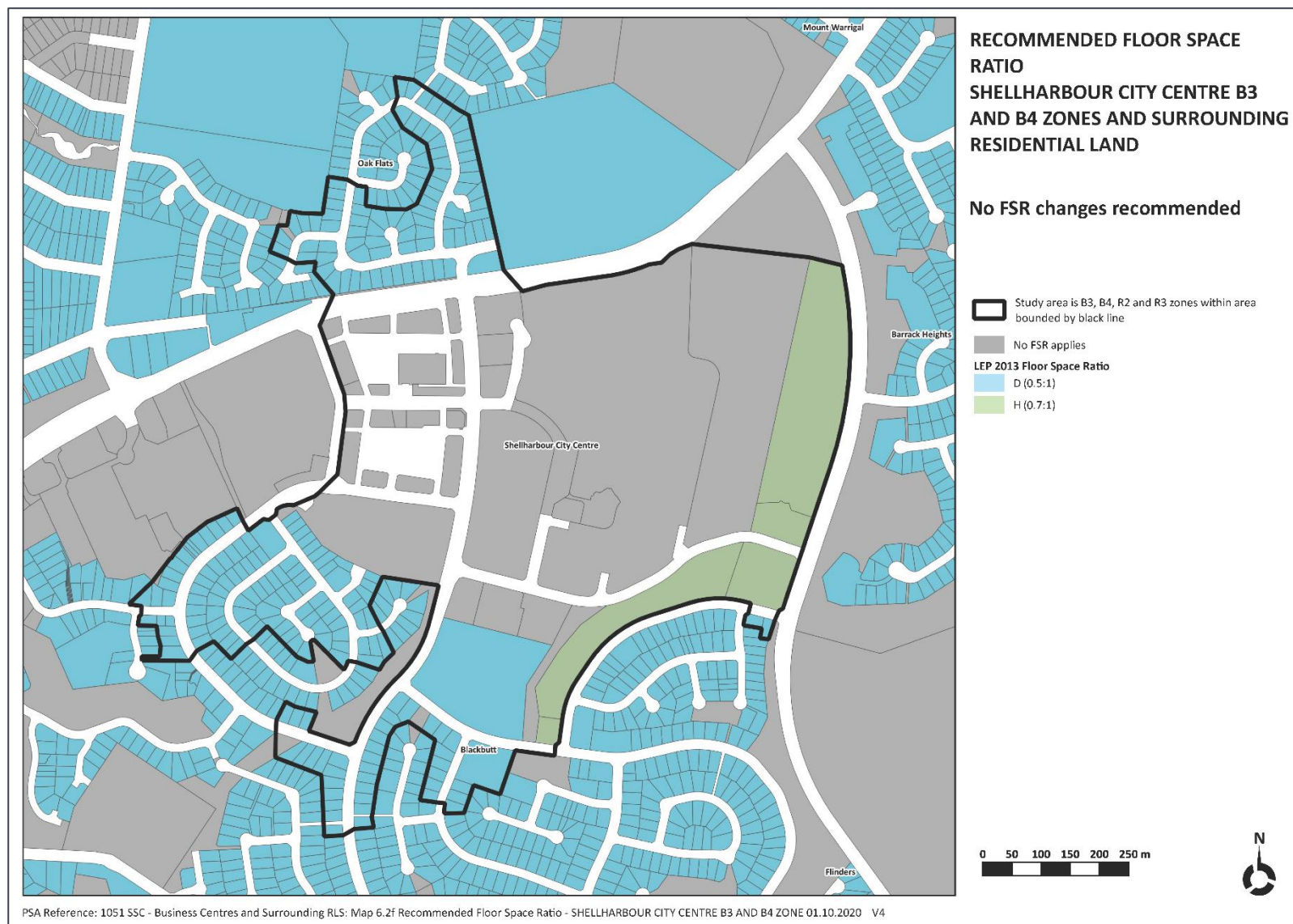
B3 Commercial Core Zone Public Domain Recommendations:

1. Council to consider preparing an active transport study for the Shellharbour City Centre, which addresses improved pedestrian and cycle connectivity. This could include:

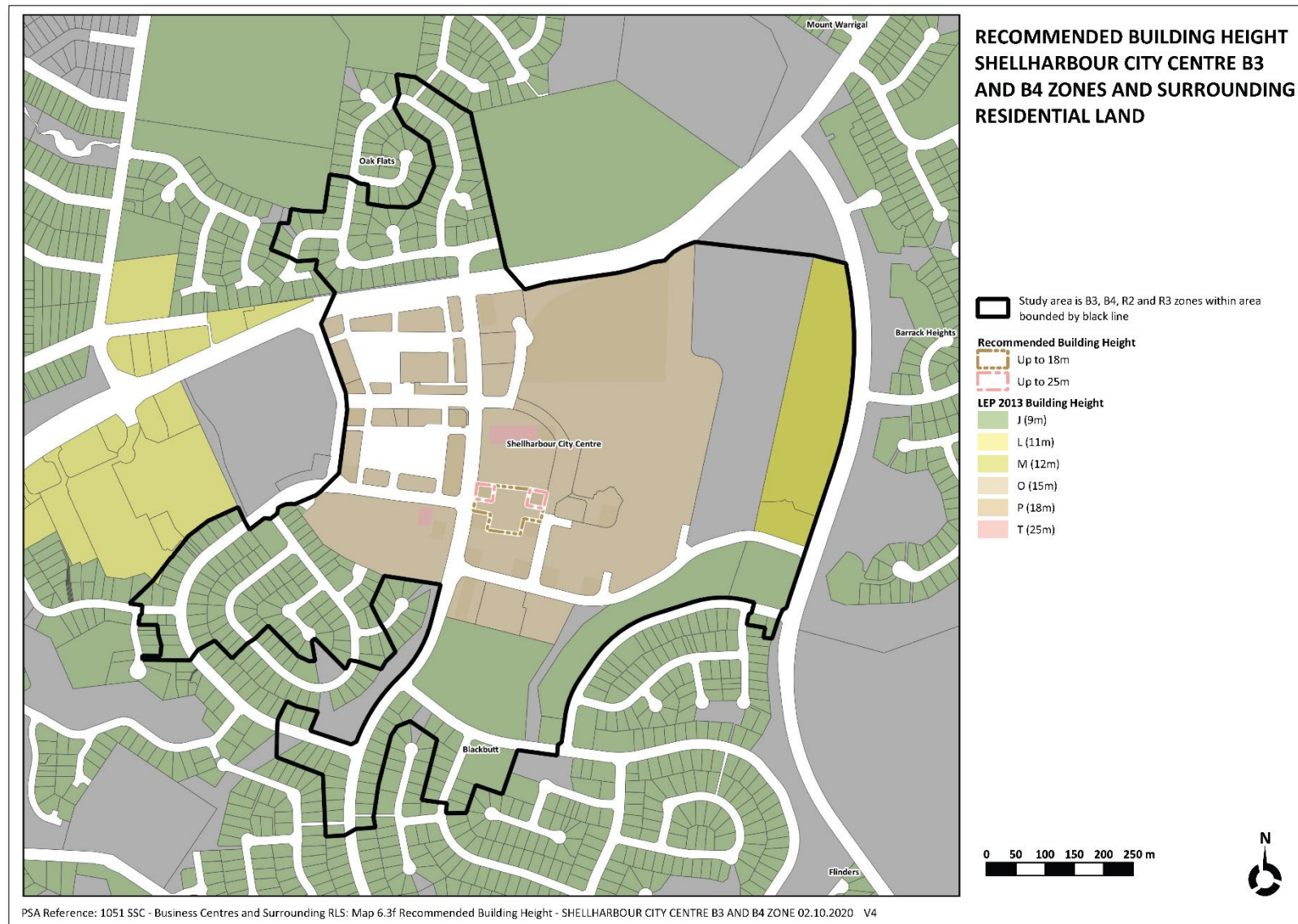
- ***the provision of footpaths along Lamerton Crescent and Benson Avenue;***
- ***specific urban design measures to reduce reliance on private vehicles and decrease the car-oriented design of the city centre;***
- ***improved pedestrian connectivity from Stockland Shellharbour and other surrounding B3 Commercial Core land to surrounding development, including B5 Business Development zoned land to the west.***



Map 3 – Shellharbour City Centre Study Area B3, B4 and Surrounding Residential Zones (Source: PSA Consulting)



Map 4 - Shellharbour City Centre Study Area FSR Recommendations (Source: PSA Consulting)



Map 5 - Shellharbour City Centre Study Area Building Height Recommendations (Source: PSA Consulting)

3.4 Albion Park

Maps in Appendix 2 indicate the Study Area extent, current floor space ratios (FSR), building heights, active street frontages and minimum lot sizes for the Albion Park B2 zone and Surrounding Residential Study Area.

3.4.1 Albion Park Town Centre Plan

The Albion Park Town Centre Plan (APTCP) was endorsed by Council on 8 April 2014 as a basis for the review of relevant Council policy including Shellharbour Local Environmental Plan 2013, Shellharbour Development Control Plan, Shellharbour City Council Development Contributions Plan 2013 and future capital works programs.

Key outcomes of the Albion Park Town Centre Plan as recommended by McGregor Coxall include:

- Recommendations to amend Local Environmental Plan 2013 by:
 - increasing the Albion Park business zone footprint by rezoning 3 residential parcels to B2 Local Centre;
 - increasing the floor space ratio for existing Albion Park business zoned land on the south side of Tongarra Road and increasing the height for some of this land;
 - rezoning low density residential land to medium density residential, on the south side of Taylor Road.
- Provisions that can become place making and capital works type initiatives to improve the functioning, appeal and vitality of the centres such as:
 - improving facades, activating laneways, improving pedestrian links, encouraging art, music and markets;
 - the potential for a new community, cultural and leisure facility on the edge of Con O'Keefe Park, Albion Park;
 - a proposed shared street for Russell Lane, Albion Park.
- Provisions that can inform town centre review aspects of the Shellharbour Development Control Plan, such as building design and usage, public domain treatment, transport and parking.

Recommended LEP 2013 changes from the APTCP are as per the following figure and table:

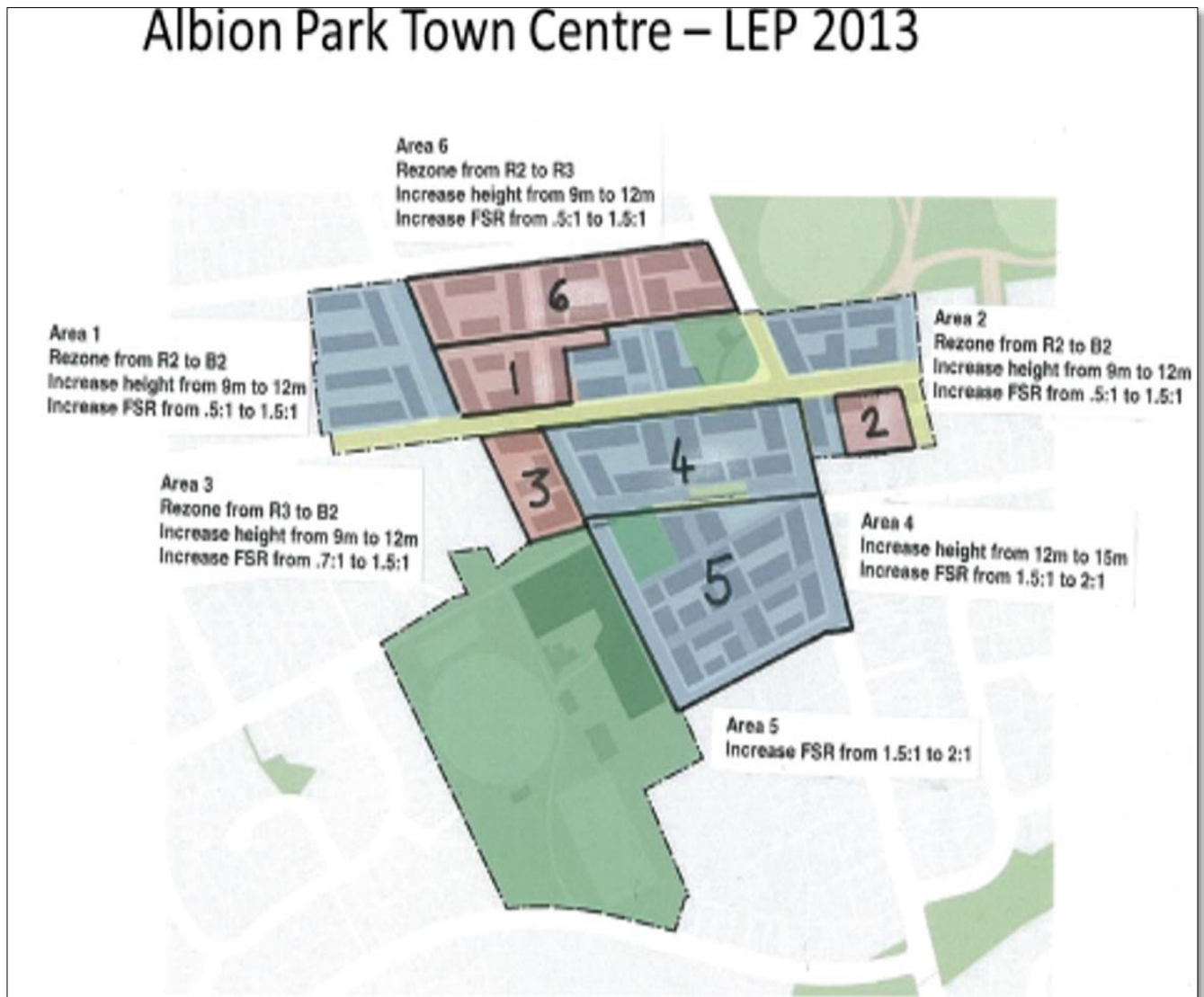


Figure 5 – Proposed Albion Park LEP Zone Recommendations (Source: Albion Park Town Centre Plan)

Area	Existing Planning Controls				Proposed Planning Controls			
	Zone	Floor-Space-Ratio	Height-of-Building	Lot-Size	Zone	Floor-Space-Ratio	Height-of-Building	Lot-Size
Area 1	R2-Low-Density-Residential	.5:1	9m	450m ²	B2-Local-Centre	1.5:1	12m	NIL
Area 2	R2-Low-Density-Residential	.5:1	9m	450m ²	B2-Local-Centre	1.5:1	12m	NIL
Area 3	R3-Medium-Density-Residential	.7:1	9m	450m ²	B2-Local-Centre	1.5:1	12m	NIL
Area 4	B2-Local-Centre	1.5:1	12m	NIL	B2-Local-Centre	2:1	15m	NIL
Area 5	B2-Local-Centre	1.5:1	12m	NIL	B2-Local-Centre	2:1	12m	NIL
Area 6	R2-Low-Density-Residential	.5:1	9m	450m ²	R3-Medium-Density-Residential	1.5:1	12m	450m ²

Table 3 – Proposed Albion Park LEP Amendment Recommendations (Source: Albion Park Town Centre Plan)

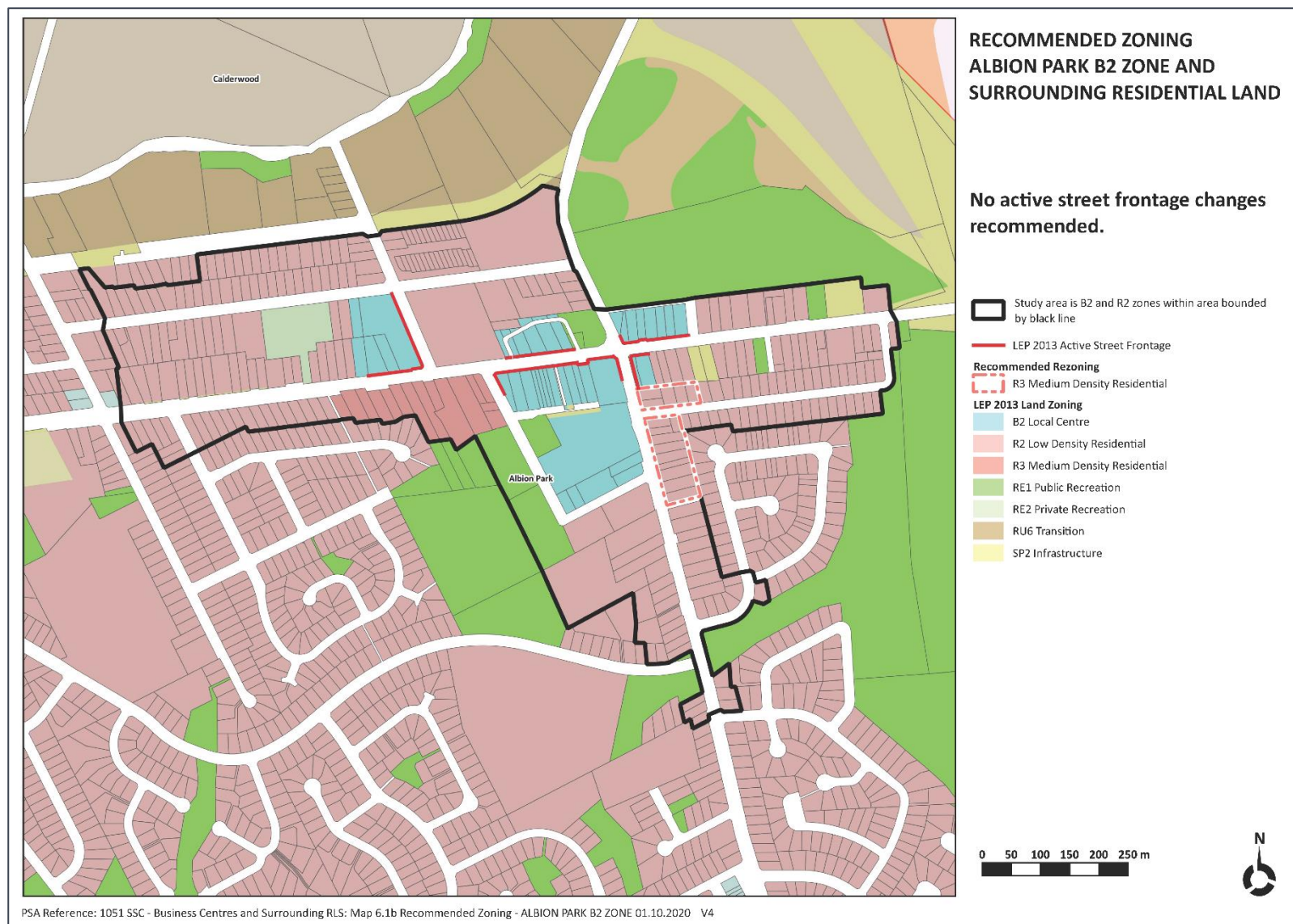
The Albion Park Town Centre Plan (APTCP) provides a comprehensive assessment and treatment of the Albion Park Town Centre addressing a range of matters. The proposed LEP change recommendations will assist supporting the growth of the town centre through the consolidation of compatible land uses. The rezoning of Area 1 in Figure 5 from R2 to R3 with increased height and FSR will provide opportunities for increased housing affordability and choice immediately adjacent to the commercial core which will in turn provide support to the commercial viability of the town centre.

Analysis of the APTCP recommendations and the current LEP provisions in respect to zoning, FSR, building heights and lot sizes, reveals that the provisions are generally adequate to facilitate a range and diversity of appropriate housing types within the B2 Albion Park zone extent, particularly if the APTCP recommendations are implemented through a future LEP amendment.

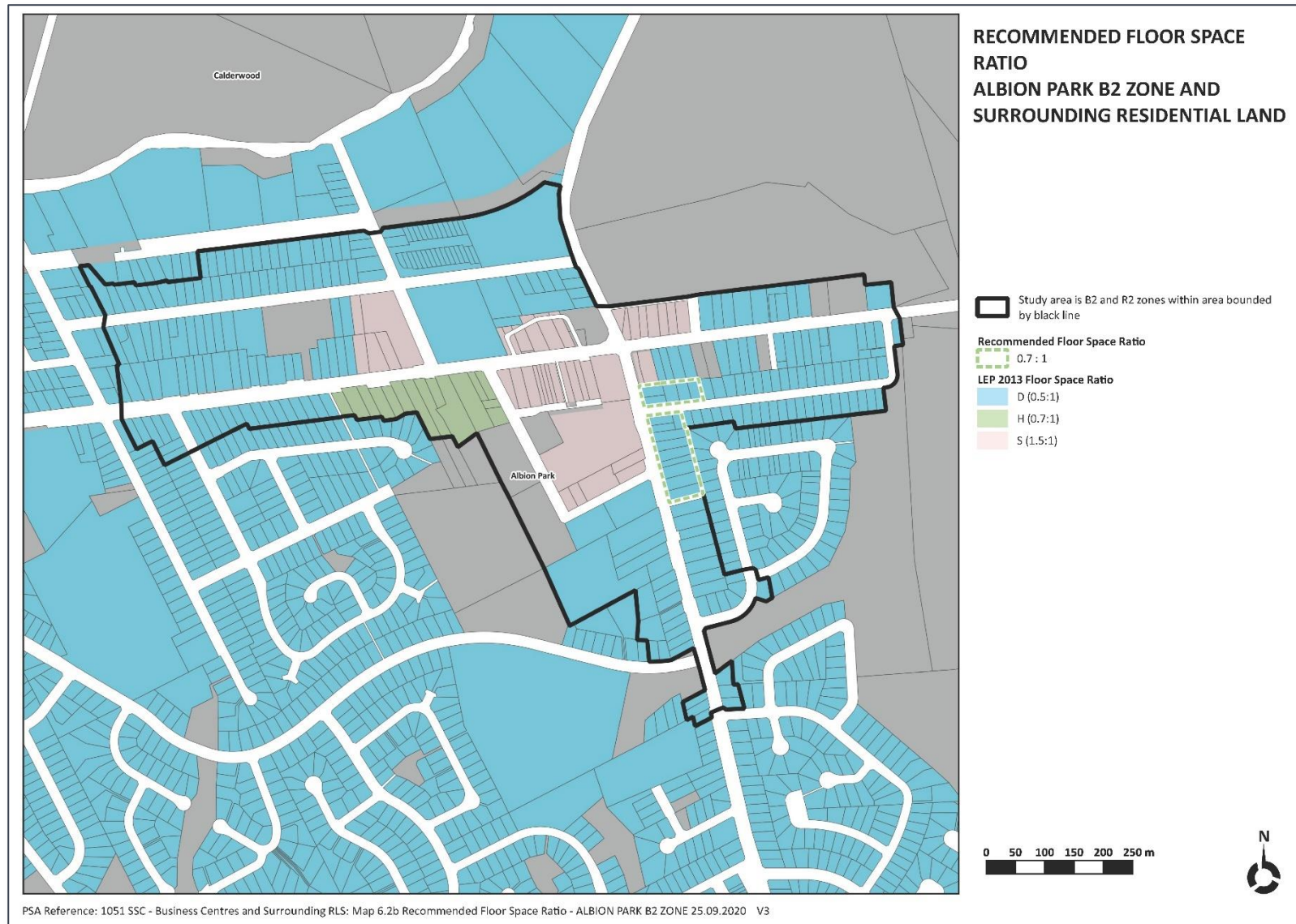
The existing FSR of 0.7:1 and 9m building heights for the R3 zone should be applied to the parcels recommended for R3 in this study. Maps 6-7 indicates the proposed changes.

Recommendation:

1. ***Zone land that is currently R2 within the study area to R3 with a corresponding FSR increase from 0.5:1 to 0.7:1 as shown on Maps 6 and 7, as a means of facilitating a greater diversity of housing and densification within walking distance to the Albion Park B2 zone. The existing FSR and Building Heights applicable to the R3 zone should apply as follows:***
 - ***FSR – 0.7:1 (Map 7)***
 - ***Building Heights to remain at 9m***



Map 6 - Albion Park B2 and Surrounding Residential Zones Study Area and Zone Change Recommendations (Source: PSA Consulting)



Map 7 - Albion Park B2 and Surrounding Residential Zones – FSR Change Recommendations (Source: PSA Consulting)

3.5 Terry Street B1 Neighbourhood Business and Surrounding Residential

The Terry Street B1 centre in Albion Park is included in the SBCSRLS on the basis of possessing the following attributes:

- Relatively large size
- Older age of buildings
- Existing and potential mix of tenancies
- Main road location
- Bus route and bus stop
- Rear, side and front access
- Level topography

Maps in Appendix 2 indicate the Study Area extent, current floor space ratios (FSR), building heights, active street frontages and minimum lot sizes for the Albion Park B1 zone and Surrounding Residential Study Area.

Analysis of the current LEP provisions in respect of the permitted land uses as well as these provisions, reveals that they are generally adequate to facilitate a range and diversity of appropriate housing types within the B1 zone extent (e.g. through Shop top housing), recognising the objectives for the B1 zone are primarily to provide a range of small-scale retail, business and community uses that serve the needs of people who live or work in the surrounding neighbourhood, whilst also allowing for Shop top housing while maintaining retail, business or other non-residential uses at street level. In addition, the Terry Street B1 centre is surrounded by the R2 zone, which is for low density residential development. There may be scope to rezone some of this land to R3, provided that the FSR and building heights are sufficient to achieve a better mix of residential housing in support of the centre.

Given the moderate scale of the existing neighbourhood centre, rezoning the immediately adjoining sites to the south (bound by Terry Street, Simpson Parade and Kingsley Avenue) to R3, having a building height of 9m, with an FSR of 0.7:1, would be appropriate in this context. A similar FSR and building height should also be applied to the current B1 zone. This could potentially lend itself to some redevelopment and revitalisation of this neighbourhood centre, by providing an opportunity for the provision of Shop top housing over any redeveloped centre, as well as for some medium density residential development to occur immediately adjoining the neighbourhood centre through inclusion in the R3 zone. Maps 8-9 indicates the extent of the proposed changes.

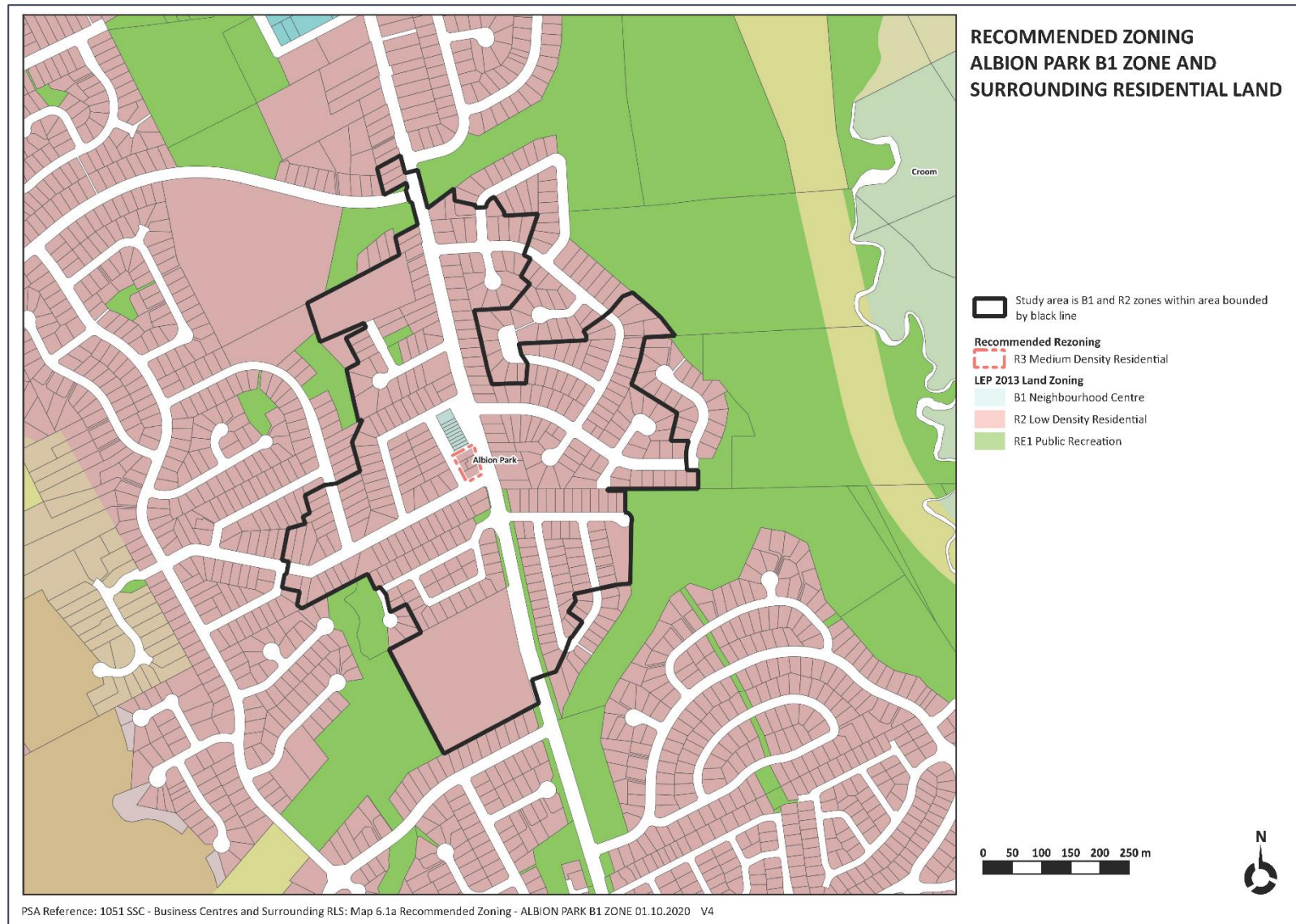
Recommendation:

1. Apply the following parameters to the current B1 zone extent:

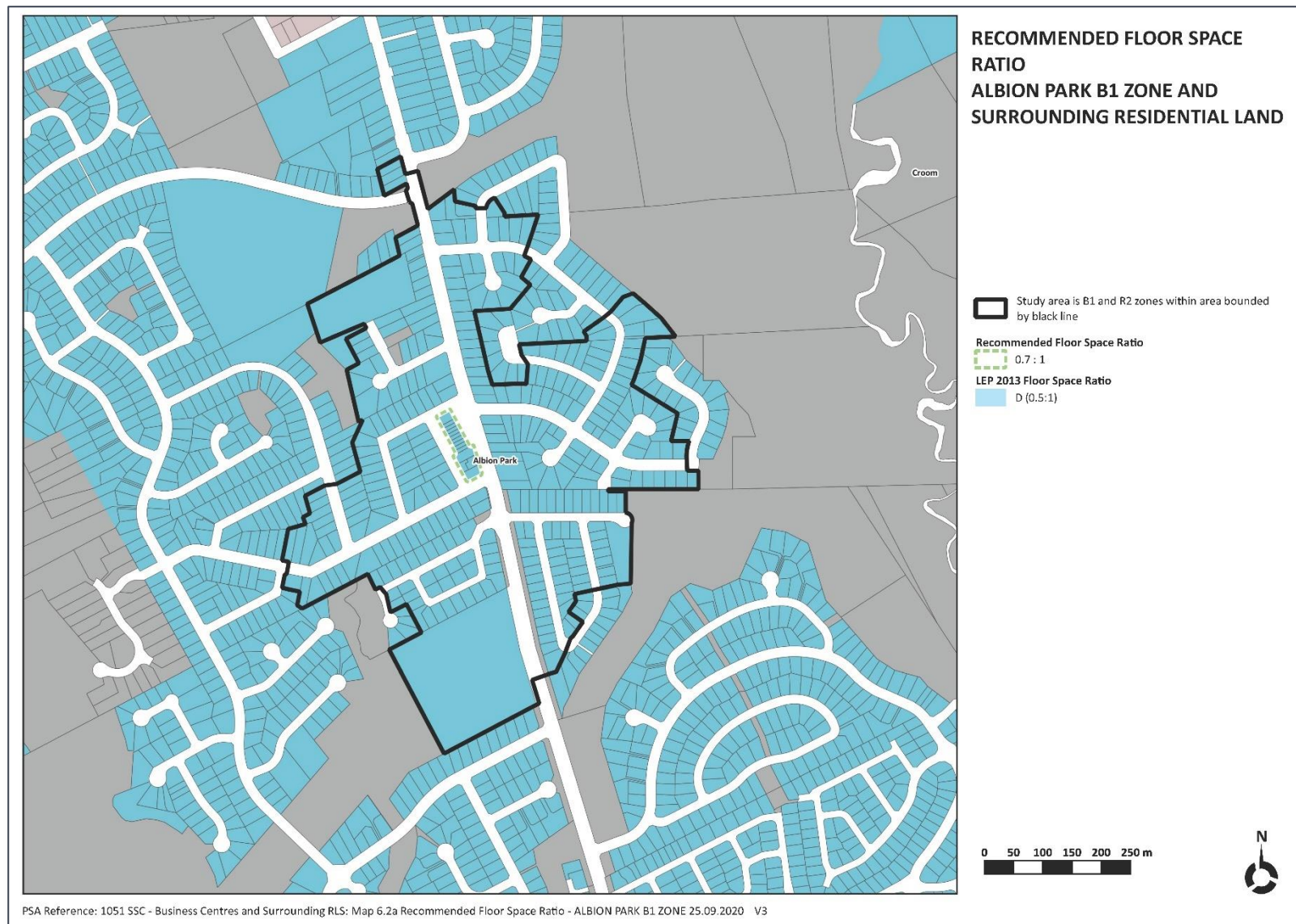
- Increase FSR from 0.5:1 to 0.7:1 (Map 9)
- Building heights to remain at 9m

2. Zone land that is currently R2 within the study area to R3 as shown on Map 8, as a means of facilitating a greater diversity of housing within walking distance to the Terry Street B1 zone. The following parameters should apply:

- FSR – 0.7:1 (Map 9)
- Building heights to remain at 9m



Map 8 - Albion Park (Terry Street) B1 and Surrounding Residential Zones Study Area and Recommended Zone Changes (Source: PSA Consulting)



Map 9 - Albion Park B1 and Surrounding Residential Zones - FSR Recommendations (Source: PSA Consulting)

3.6 Warilla and Warilla Grove

Maps in Appendix 2 indicate the Study Area extent, current floor space ratios (FSR), building heights, active street frontages and minimum lot sizes for both the Warilla B2 and B5 zones and Surrounding Residential Study Area and Warilla Grove B2 and B5 zones and Surrounding Residential Study Area.

3.6.1 Warilla Town Centres Plan

The Warilla Town Centres Plan (WTCP) was endorsed by Council on 15 December 2015 as a basis for the review of relevant Council policy including Shellharbour Local Environmental Plan 2013, Shellharbour Development Control Plan, Shellharbour City Council Development Contributions Plan 2013 and future capital works programs.

Key outcomes of the Warilla Town Centres Plan include:

- Recommendations to amend Council's planning provisions for parts of the study area by increasing floor space ratio, reducing higher density residential parking requirements and rezoning land from B5 Business Development to B4 Mixed Use.
- Provisions that can inform town centre review aspects of the Shellharbour Development Control Plan, such as building design and usage, public domain treatment, transport and parking.
- Provisions that can become capital works type initiatives including the establishment of shared zones or pedestrian prioritised areas, enhanced creek and drainage lines and parklands, better physical connections between the two centres and bicycle/pedestrian facilities.

Recommended LEP 2013 changes from the WTCP are as per the following table and figures:

Table 4 - Proposed Warilla and Warilla Grove LEP Amendment Recommendations (Source: Warilla Town Centres Plan)

Property ^a	Existing Planning Controls ^a			Proposed Planning Controls ^a		
	Zone ^a	Floor Space Ratio ^a	Height of Building ^a	Zone ^a	Floor Space Ratio ^a	Height of Building ^a
Warilla Grove B5 Business Development zoned area ^a	B5 Business Development ^a	1.5:1 ^a	11m ^a	B4 Mixed Use ^a	1.5:1 ^a	11m ^a
Warilla B5 Business Development zoned area ^a	B5 Business Development ^a	1.5:1 ^a	11m ^a	B4 Mixed Use ^a	1.5:1 ^a	11m ^a



Figure 6 – Proposed Warilla and Warilla Grove LEP Zone Recommendations (Source: Warilla Town Centres Plan)

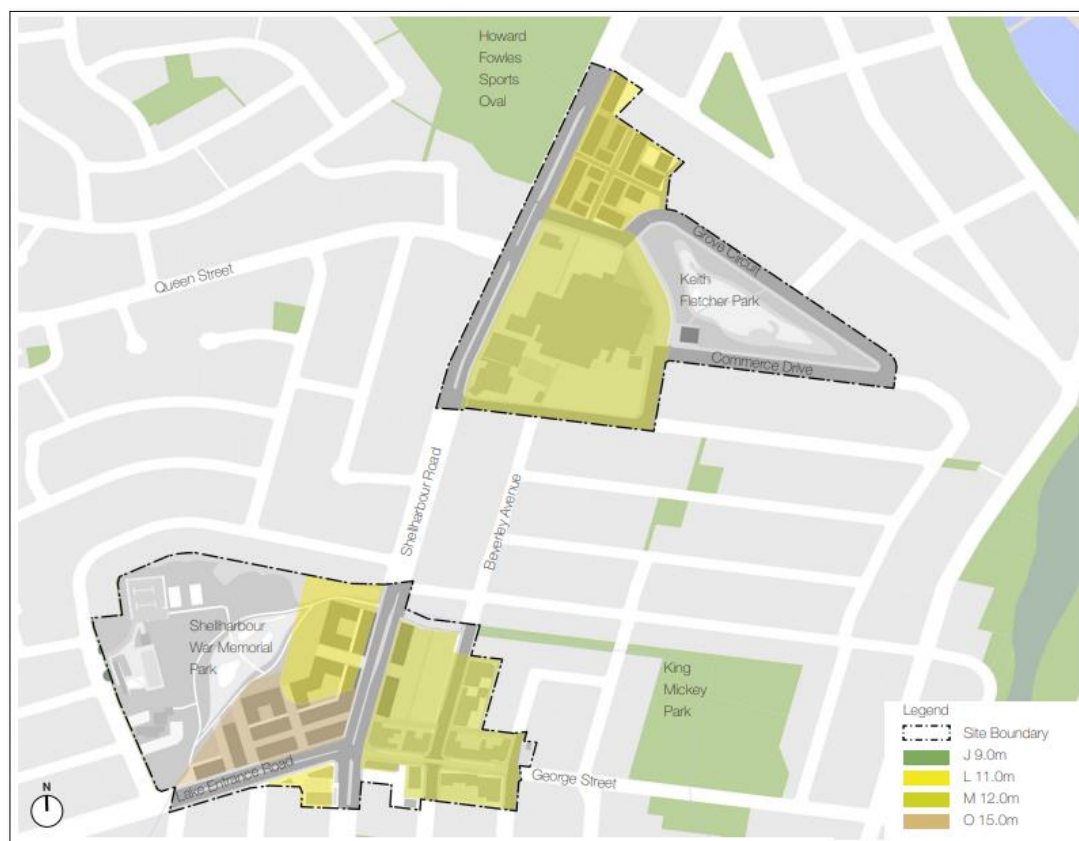


Figure 7 – Proposed Warilla and Warilla Grove LEP Building Height Recommendations – no increases recommended (Source: Warilla Town Centres Plan)

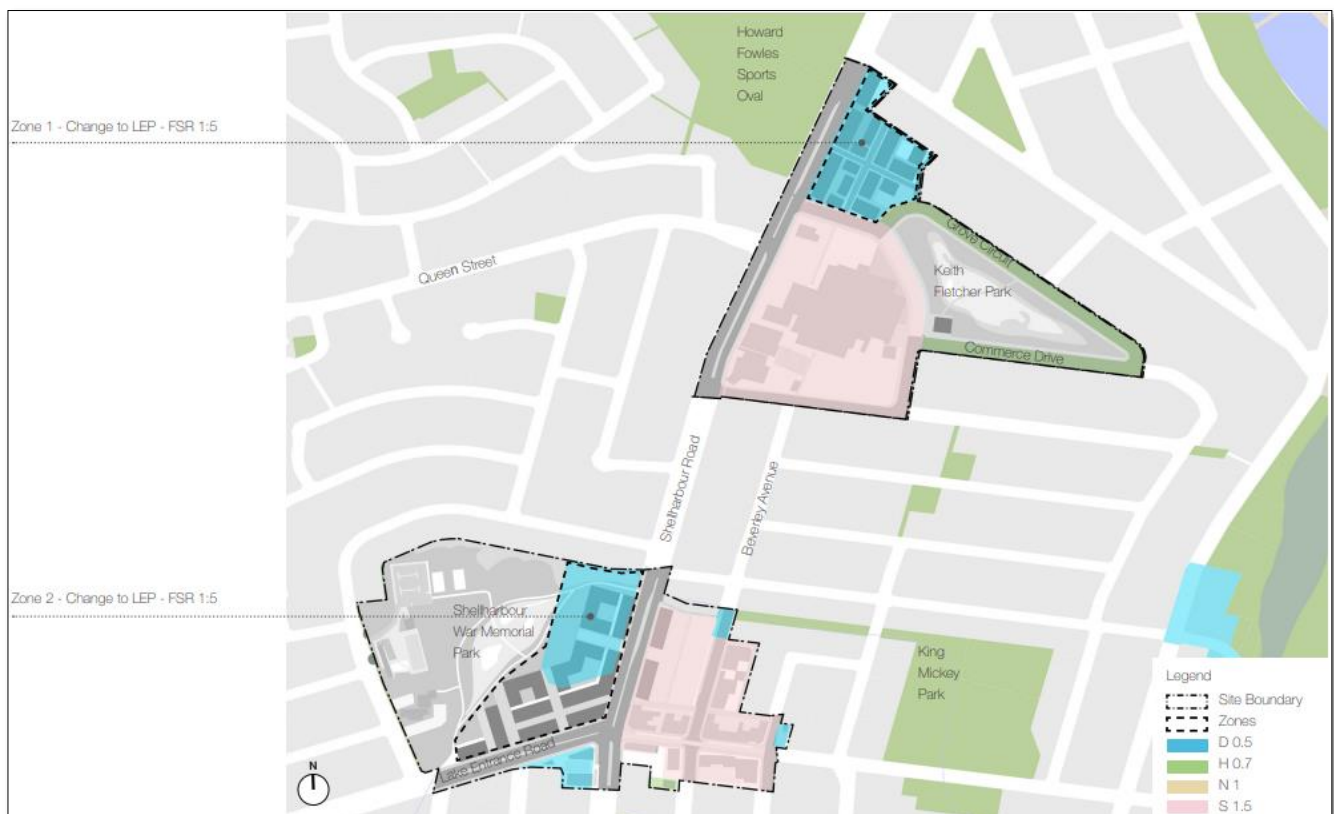


Figure 8 - Proposed Warilla and Warilla Grove FSR Recommendations (Source: Warilla Town Centres Plan)

The WTCP provides a comprehensive assessment and treatment of both the Warilla and Warilla Grove Town Centres, addressing a range of matters. In particular, it is noted that the recommendation to alter some of the current B5 zones to B4, would allow for a greater mix of uses on these sites, including for a range/mix of compatible land uses and to integrate suitable business, office, residential retail and other development in accessible locations, maximising access to public transport patronage and active transport opportunities.

The WTCP recommended a FSR increase for all of each existing B5 parcel from part no FSR and part 0.5:1 to 1.5:1 for the southern B5 parcel and 0.5:1 to 1.5:1 for the northern B5 parcel. These recommendations are supported. Consideration should also be given to increasing the densities for these sites (i.e. all existing B5 zoned sites and new B4 zoned sites) with 4 storey high mixed use or apartment sites, with an FSR of 1.8:1 and a building height of 15m, as this would be appropriate in this context.

Further discussion on two specific sites in Warilla Grove is provided below in consideration of the recommended amendments currently outlined in the WTCP.

3.6.1.1 Warilla Grove Discussions and Submission – B2 Zoned Site (Woolworths Centre) – 43-57 Shellharbour Road, Warilla

The recommendation within the Warilla Town Centres Plan to undertake a review of development controls for the Warilla Grove Town Centre as a means of supporting a mix of residential development on the site, has been considered through the SBCSRLS. As part of preparing the SBCSRLS, discussions were also held with the land owner of Warilla Grove Shopping Centre, who provided a submission on a proposed concept for the site (refer Figure 9 for the proponent's concept).

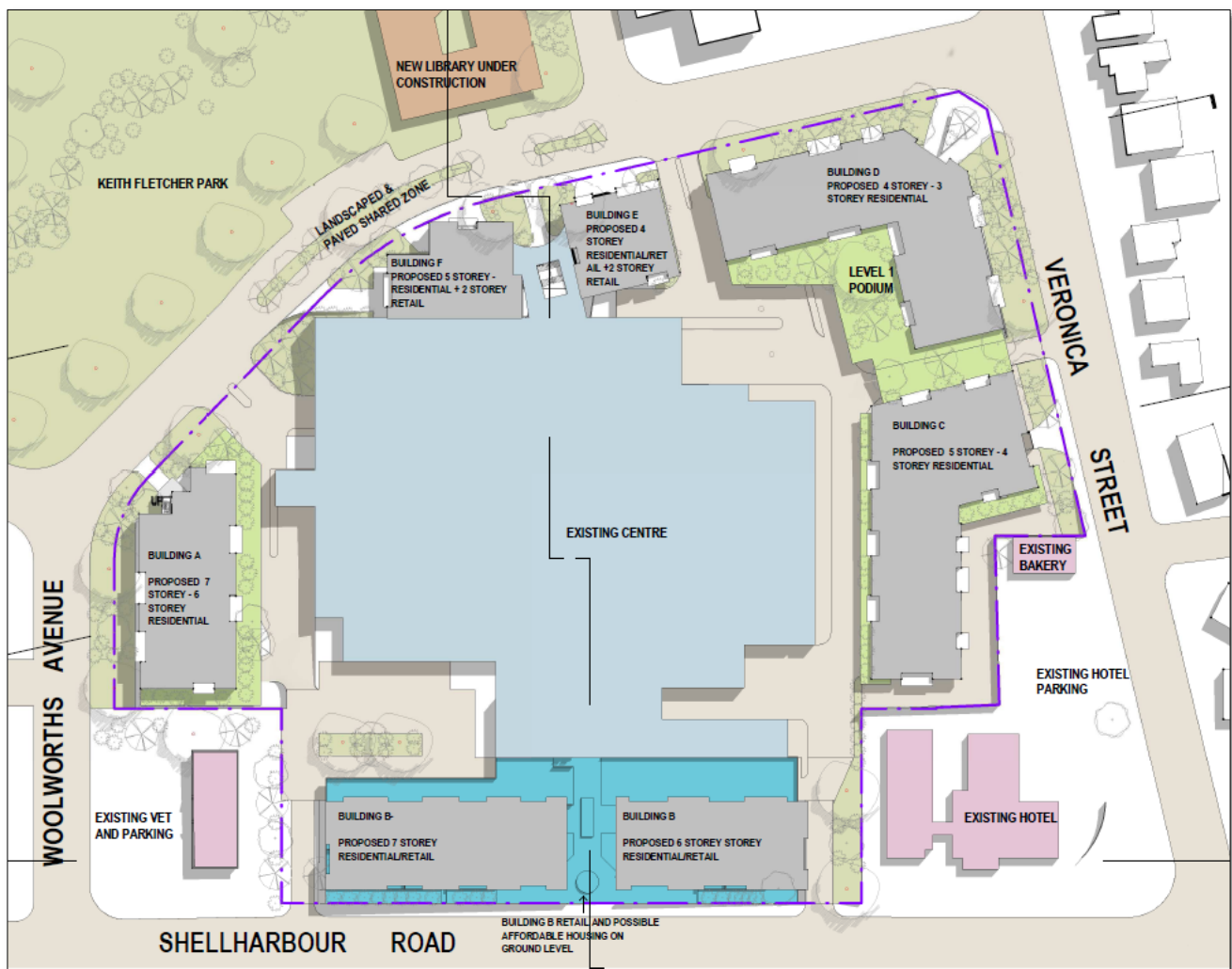


Figure 9 – Proponent’s Concept – B2 Zoned Site (Woolworths Centre) – 43-57 Shellharbour Road, Warilla (Source: Morrison Design Partnership)

As part of this study, a high level assessment of the proponent’s concept received by Council in June 2020, was undertaken, with the following comments being offered:

- Overview:
 - Currently zoned B2 Local Centre with FSR 1.5:1, Building Height 12m;
 - The proposal entails:
 - The retention and enhancement of the existing retail shopping centre;
 - The provision of additional retail and commercial floor space in conjunction with redefined pedestrian entries to the centre from both Shellharbour Road and Woolworths Avenue (opposite Council’s new Library);
 - The provision of a new food court and café offerings in conjunction with a new outdoor forecourt area, which has been designed to integrate with Council’s new library facility;
 - Provision of residential accommodation around the perimeter of the subject site, noting that it is not possible to erect buildings over the existing centre due to the existing construction. The proposed new residential apartment and mixed use blocks range in height from 3 to 7 storeys with the tallest blocks fronting Shellharbour Road. They consist of shop top housing - 4 complexes – two along Shellharbour Road (6 storey and 7 storey) and two opposite the new library/Keith Fletcher Park (6 storey and 7 storey) and residential flat buildings or apartments - 3 complexes – two along Veronica Street (4 storey and 5 storey) and one north of the shopping mall on Woolworths Avenue (7 storey).

- Commentary:
 - Wrapping the shopping centre and creating street frontages/edges with residential and mixed use blocks may be appropriate within this context and a positive addition to the Commercial Core;
 - Creation of new activated retail food court, open courtyard and shared landscaped zone opposite new library would be a positive addition to Warilla Grove;
 - Provision of ground floor entry/retail activation off Shellharbour Road is a positive addition to Warilla Grove;
 - Proposed FSR – 1.33:1, is below the currently permissible FSR – 1.5:1;
 - Whilst building heights are well in excess of the LEP, the site is effectively self-contained and generally the heights of the blocks would not be too dominant in this context and the streetscape;
 - Consideration to providing setbacks to the fifth and sixth floors (Transition treatment of the upper floors as per section 3.19) of the taller blocks would assist in ameliorating the heights of these buildings within this context;
 - Stepped forms of the buildings assist in reducing perceptions of building mass and overdevelopment; and
 - Landscaping setbacks will assist in screening the ground level car parking;
 - LEP2013 does not permit apartment development on the land, whereas shop top housing is permitted.
- Recommendations for proponent's concept:
 - The proponent's concept received by Council in June 2020, is generally supported with the following exceptions:
 - Apartment complexes proposed along the Veronica Street frontage are between 4 and 5 storeys. These should be limited to no more than 12 to up to 15 metres so as to be more conducive to 3 or 4 storeys with potentially articulated roofing and generous street setbacks. This would provide more compatibility with the scale of development possible in the R3 residential zoned land on the southern side of Veronica Street, i.e. 9 metres and 0.7:1 floor space ratio;
 - Note that the concept shows flat roofs for all buildings proposed;
 - Along Shellharbour Road the concept proposes up to 7 storey mixed retail/residential;
 - Given their centrality in the town centre, being in front of Warilla Grove mall, these sites are also separated to the R2 zoned land (proposed for R3 as part of this study) on the west side of Shellharbour Road by the 6 lane road (plus central median). They therefore have the potential for landmark buildings. These may associate with a limit of up to 6 storeys (up to 21m) with potentially low pitch roof articulation and a higher floor to floor height for retail floors;
 - Other buildings proposed (on the northern and eastern boundaries) should also be limited to between up to 18 and 21 metres – up to 6 storeys with the potential for low pitch articulated roofs.

As such, the proposed concept submitted may potentially deliver a suitable solution for the site in the context of the above analysis and could potentially be reflected within any proposed recommendations for amendments to the LEP, as a means of achieving a positive design outcome on the site. Subsequently, it is recommended that the building heights for the B2 zoned site should be as per the recommendations above, with the FSR to remain as 1.5:1

Council could also consider submitting a planning proposal to the State which seeks to permit Residential flat buildings within the B2 zone as per the proponent's concept, as follows:

- Along Veronica Street frontage and around the corner on the southern Woolworths Avenue frontage; and
- Along the western end of the Woolworths Avenue frontage;

providing the land's roles as a viable centre and employment source are suitably maintained. This would allow greater flexibility for a range and diversity of residential products to be developed within this B2 zone, as well as provide a transition in building heights and uses.

3.6.1.2 B5 Zoned Site – 29-31 Shellharbour Road and 25 Grove Circuit, Lake Illawarra

As part of preparing the SBCSRLS, discussions were also held with the land owner of the current B5 zoned site at Warilla Grove, which the WTCP currently recommends should be part zoned to part B4 Mixed Use. In November 2019, Council resolved to not support the planning proposal for the following LEP changes to the subject land:

- Rezone the land from B5 Business Development to B4 Mixed Use;
- Increase the floor space ratio from 0.5:1 to 2.3:1; and

- Increase the building height from 11m to 26m (8 storey) and 34m (10 storey).

The proponent made the following comments within the discussions:

- Present owner has owned site for 60 years and has owned other businesses sites in Shellharbour LGA;
- They are comfortable that their planning proposal (PP2/2019 – not supported by Council 19-11-19) stands up in urban design and planning terms;
- The intent is to create a gateway for Warilla Grove. The WTCP identifies an opportunity for gateway site to north of subject land (service station site);
- Nothing has changed in area for 30/40 years and this is a problem with the planning controls. I.e. developers will not knock down a 2 storey building to build a 2 storey building;
- If any new planning controls are not prepared correctly, the area will continue to stagnate;
- The site is in close proximity, schools, public transport, retail centre, open space and has good pedestrian connections;
- Other nearby sites are strata titled and or smaller and that rejuvenation is more difficult on smaller sites. This is a catalyst site. If planning controls enabled it, it would be developed straight away; and
- The owner is happy to have a mixed use site (retail/commercial along Shellharbour Road). FSR is too low. Shell Cove is 4.5 to 6:1 in parts, although the proponents are not promoting that FSR for this site.

It is noted that the report considered by Council on 19 November 2019 did not support the proposal due to it not being consistent with a number of section 9.1 Directions relating to protecting employment land, encouraging good design, aspects of the ISRP and the need for a holistic approach to any LEP changes for town centres. High level consideration has been given to the proposal. Council could consider increasing the densities for that part of the site which would be zoned B4 as facilitating a 4 storey high mixed use block, with an FSR of 1.8:1 and a building height of 15m, with a suitable 12 metre transition height where adjoining residential zoning. This would be appropriate in this context relative to their prominent street frontages to create commercially attractive development opportunities. This would be consistent with the recommendations for those sites which the WTCP currently recommends be zoned to B4 (including part of the proponent's subject site). These amendments would also still allow for the B2 Local Centre zone site at Warilla Grove to be the primary focus as the local centre for Warilla and would not detract from any outcomes for this site.

3.6.1.3 Warilla Town Centre – B5 Zoned Site

The WTCP recommended a part zone change to B4 for the existing Warilla Town Centre B5 zoned parcel, as well as an FSR increase from part no FSR and part 0.5:1 to 1.5:1. These recommendations are supported. As mentioned previously in section 3.6.1, consideration should also be given to increasing the densities for the existing B5 zoned site at Warilla Town Centre with 4 storey high mixed use or apartment sites, with an FSR of 1.8:1 and a building height of 15m, with a suitable 12 metre transition height where adjoining residential zoning. This would be appropriate in this context and is also consistent with the recommendations made for the proposed new B4 zoned land and existing B5 zoned land at Warilla Grove.

3.6.1.4 Considerations for R3 Zone

There may also be scope to rezone some of the R2 land which immediately surrounds the Warilla and Warilla Grove town centres to R3, in seeking to encourage a greater diversity and density of housing surrounding the centres. The FSR and building heights for the new R3 zonings should be 0.7:1 and 9m respectively, in keeping with the FSR and building heights applicable to the current R3 zones in these areas. Flooding considerations have restricted some sites from being recommended for inclusion within the R3 zone, where they might otherwise logically have been included.

Maps 10-12 indicates the proposed changes near to the Warilla B2 and B5 Zones, while Maps 13-15 indicates the extent of the proposed changes near to the Warilla Grove B2 and B5 Zones.

Associated recommendations for changes to the Warilla and Warilla Grove business centres and surrounding residential lands are outlined below:

Recommendations:

1. **Consider increasing the densities for the existing B5 zoned land and the proposed new B4 zonings as per the Warilla Town Centre Plans recommendations for both Warilla (Map 10) and Warilla Grove (Map 13), to have an FSR of 1.8:1 (Maps 11 and 14) and a building height of 15 metres with a suitable 12 metre transition height where adjoining residential zoning (Maps 12 and 15).**
2. **Consider increasing the building height of the Warilla Grove B2 zone from 12 metres to generally reflect the commentary in section 3.6.1.1, in conjunction with the following:**
 - **Wrapping the shopping centre and creating street frontages/edges with residential blocks to achieve a positive addition to the Commercial Core;**
 - **Creation of new activated retail food court, open courtyard and shared landscaped zone opposite new library;**
 - **Provision of ground floor entry/retail activation off Shellharbour Road;**
 - **Providing setbacks to the fifth and sixth floors of the taller blocks to assist in ameliorating the heights of these buildings within this context;**
 - **Stepped forms of the buildings to assist in reducing perceptions of building mass and overdevelopment;**
 - **Landscaping setbacks to assist in screening the ground level car parking;**
 - **Achieve active frontages and provide awnings along Shellharbour Road to enhance the pedestrian experience and encourage greater levels of pedestrian activity to and from the Warilla Grove mall site; and**
 - **As part of any future planning proposal for Warilla Grove the proponents will need to carefully consider what these complexes should look like. Inputs into these considerations should include:**
 - **Existing relevant DCP provisions applicable to Warilla and Warilla Grove**
 - **The Warilla Town Centres Plan as relevant**
 - **Appropriate elements of existing development/streetscape**
 - **Existing natural features**
3. **Consider introducing an active street frontage in the LEP for part of the Shellharbour Road and Woolworths Avenue frontages (Map 13).**
4. **Consider permitting Residential flat buildings in those parts of the Warilla Grove B2 zone to generally reflect the proponent's concept (refer Figure 9), as follows:**
 - **Along Veronica Street frontage and around the corner on the southern Woolworths Avenue frontage; and**
 - **Along the western end of the Woolworths Avenue frontage;**

providing the land's roles as a viable centre and employment source are suitably maintained. This would allow greater flexibility for a range and diversity of residential products to be developed within this B2 zone, as well as provide a transition in building heights and uses at the edges of zone changes. This is to ensure blanket height changes do not occur and there is a transition within the surrounding built-form.
5. **Zone land that is currently R2 within the study area to R3 as shown on Map 10, as a means of facilitating a greater diversity of housing within walking distance to the Warilla B2 and B5 zones. The following parameters should apply:**
 - **FSR – 0.7:1 (Map 11)**
 - **Building heights remain at 9 metres**
6. **Zone land that is currently R2 within the study area to R3 as shown on Map 13, as a means of facilitating a greater diversity of housing within walking distance to the Warilla Grove B2 and B5 zones. The following parameters should apply:**
 - **FSR – 0.7:1 (Map 14)**
 - **Building Heights remain at 9 metres**

3.6.2 Public Domain and Traffic Management Considerations

In addition to the specific LEP recommendations made above, there are also some public domain and traffic management initiatives that are specifically recommended for the Warilla Grove mall site, if Council wishes to advance the current concept proposal. As such, public domain and traffic management recommendations that can be considered for DCP inclusion for the Warilla Grove mall site are as follows:

Warilla Grove Mall Site Public Domain Recommendations:

1. Identify direct pedestrian connections:

- *between any apartment or shop top housing complexes and the Warilla Grove mall;*
- *between existing/future development on the Warilla Grove mall site and bus stops on Shellharbour Road;*
- *between existing/future development on the Warilla Grove mall site and existing pedestrian crossings over roads surrounding the site; and*
- *between existing/future development on the Warilla Grove mall site and Keith Fletcher Park/Warilla Library.*

2. Identify any required new pedestrian connections from within the Warilla Grove mall site to locations external to the site – for example, such as providing improved pedestrian connections to the B2 Local Centre at George Street, Warilla via Beverley Avenue.

3. Identify opportunities for car park shading at the Warilla Grove mall site, whilst retaining adequate parking capacity.

4. Retain and implement the existing, specific Shellharbour DCP provisions for the Warilla Grove mall site.

5. Achieve active frontages and provide awnings along Shellharbour Road to enhance the pedestrian experience and encourage greater levels of pedestrian activity to and from the Warilla Grove mall site.

6. Provide for a food court and outdoor dining precinct at the Warilla Grove mall site which provides opportunities for people to meet and interact at their Local Centre.

7. Provide a community space and focal point on the subject Warilla Grove mall land located directly opposite Warilla Library at Keith Fletcher Park.

8. New proposed development at Warilla Grove mall addresses respective street frontages, providing active facades including awnings and opportunities for casual surveillance.

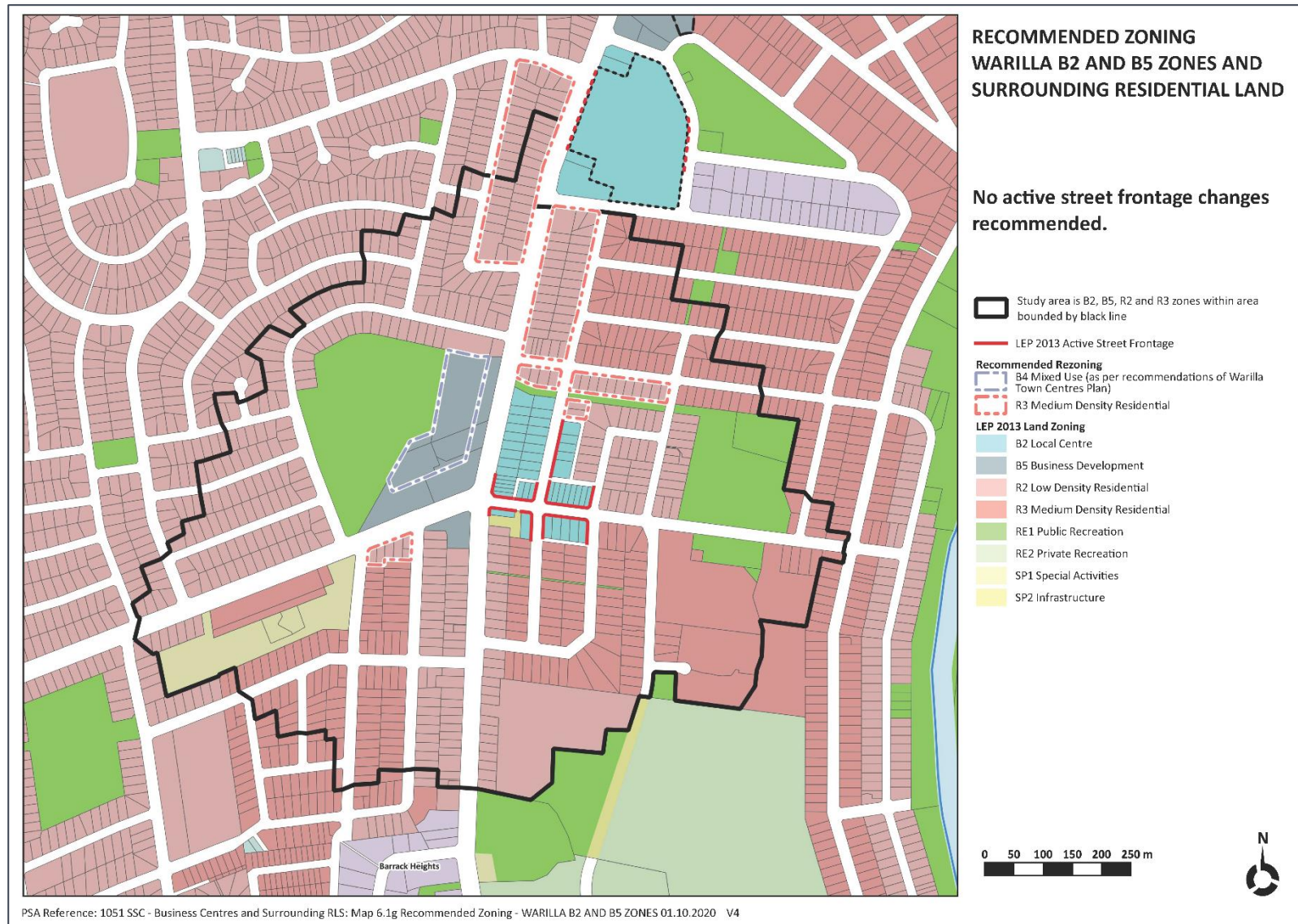
Warilla Grove Mall Site Traffic and Parking Measures Recommendations:

1. Consideration should be given to the likely future parking demand/utilisation of the site. Future demand will need to account for the circumstances of residential development adjoining a retail shopping centre.

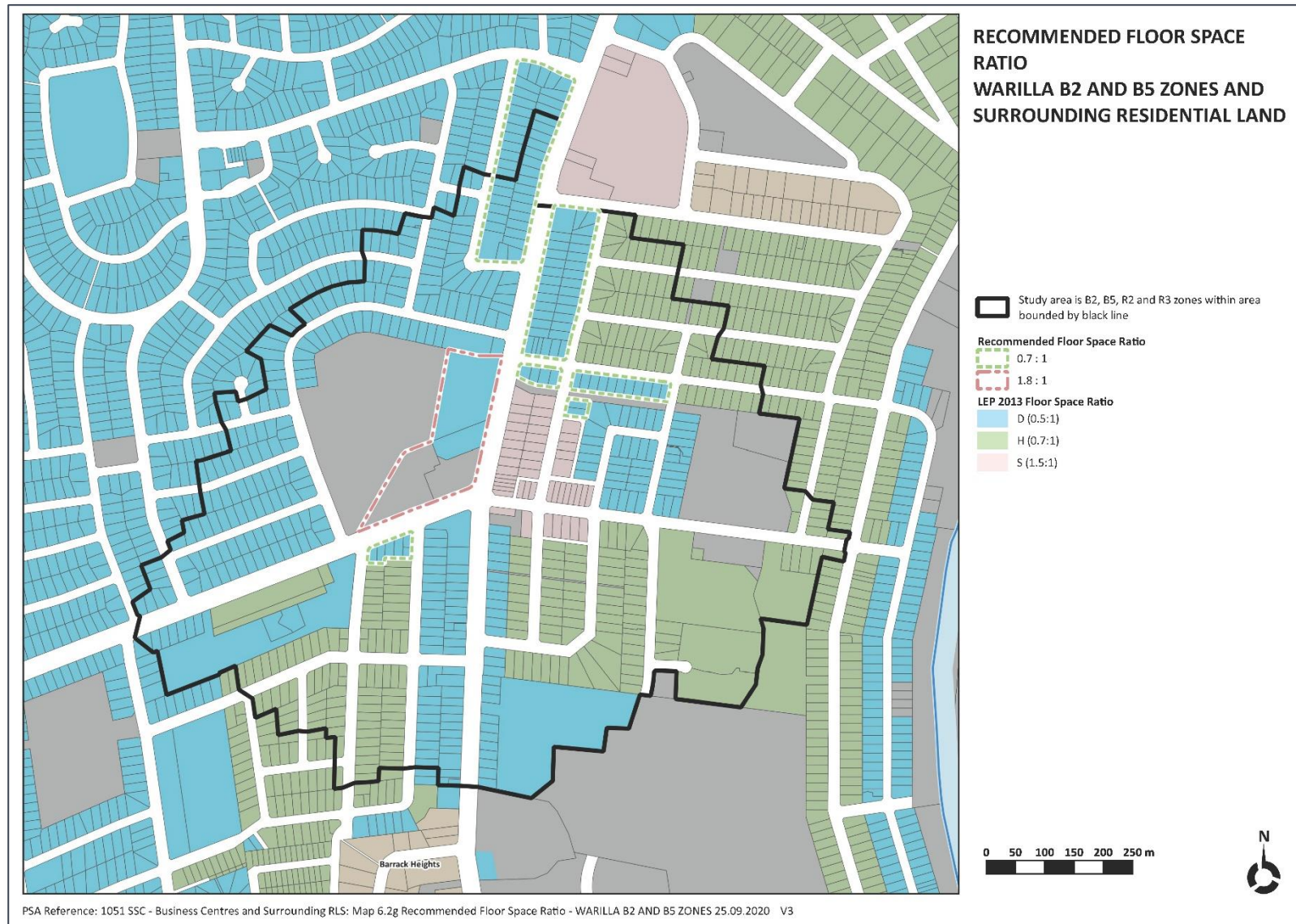
2. The management of vehicle queuing for any existing/proposed development should occur entirely within the Warilla Grove mall site. This can be achieved through careful placement of internal car park vehicle conflict points to allow sufficient queuing space.

3. Internal car park vehicle conflict points within the Warilla Grove mall site should be minimised where possible, to improve safety for pedestrians.

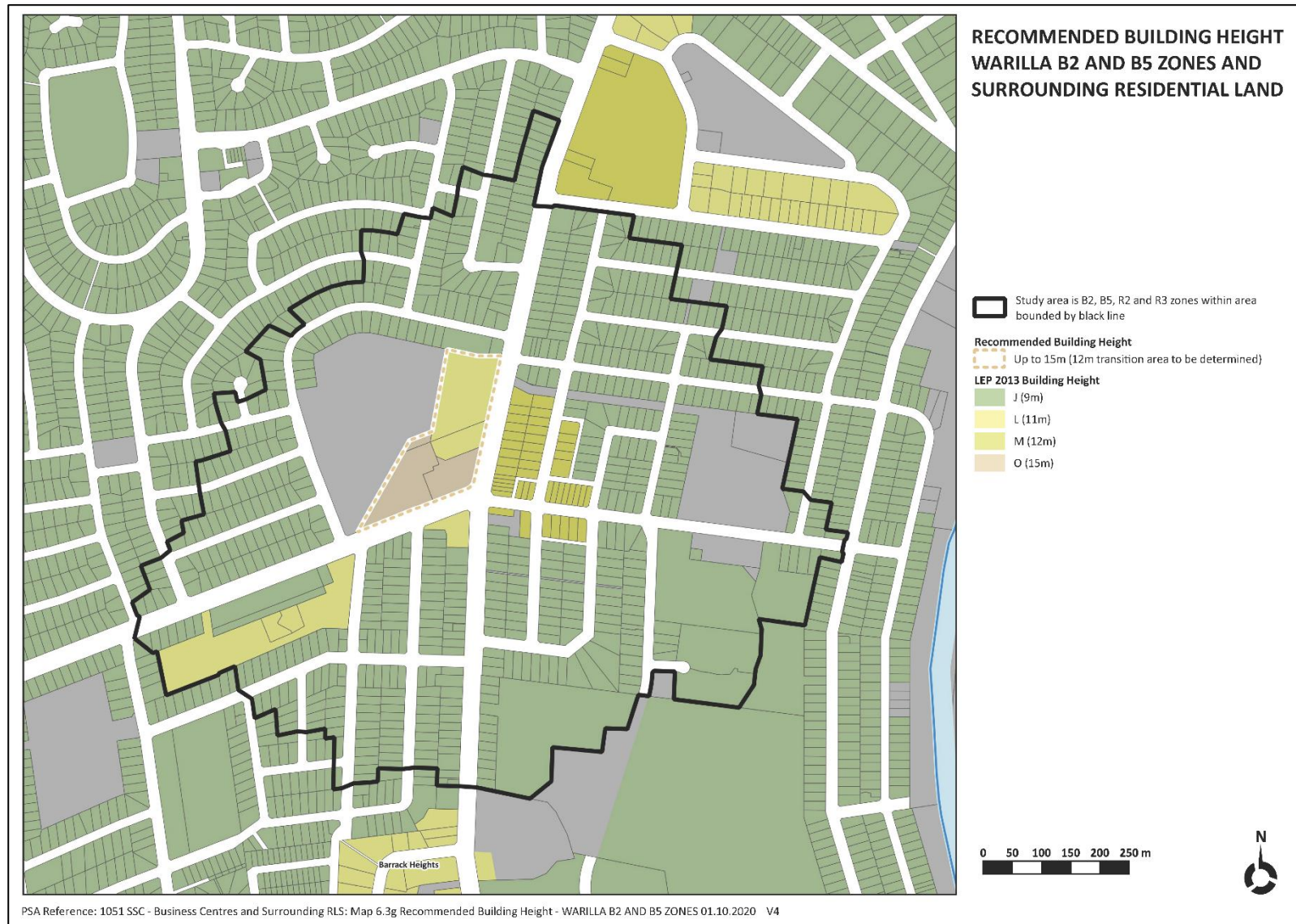
4. Consideration should be given to maintaining the existing site entry point to the Warilla Grove mall site at Shellharbour Road/Queen Street signalised intersection. This will potentially reduce traffic entering from Veronica Street.



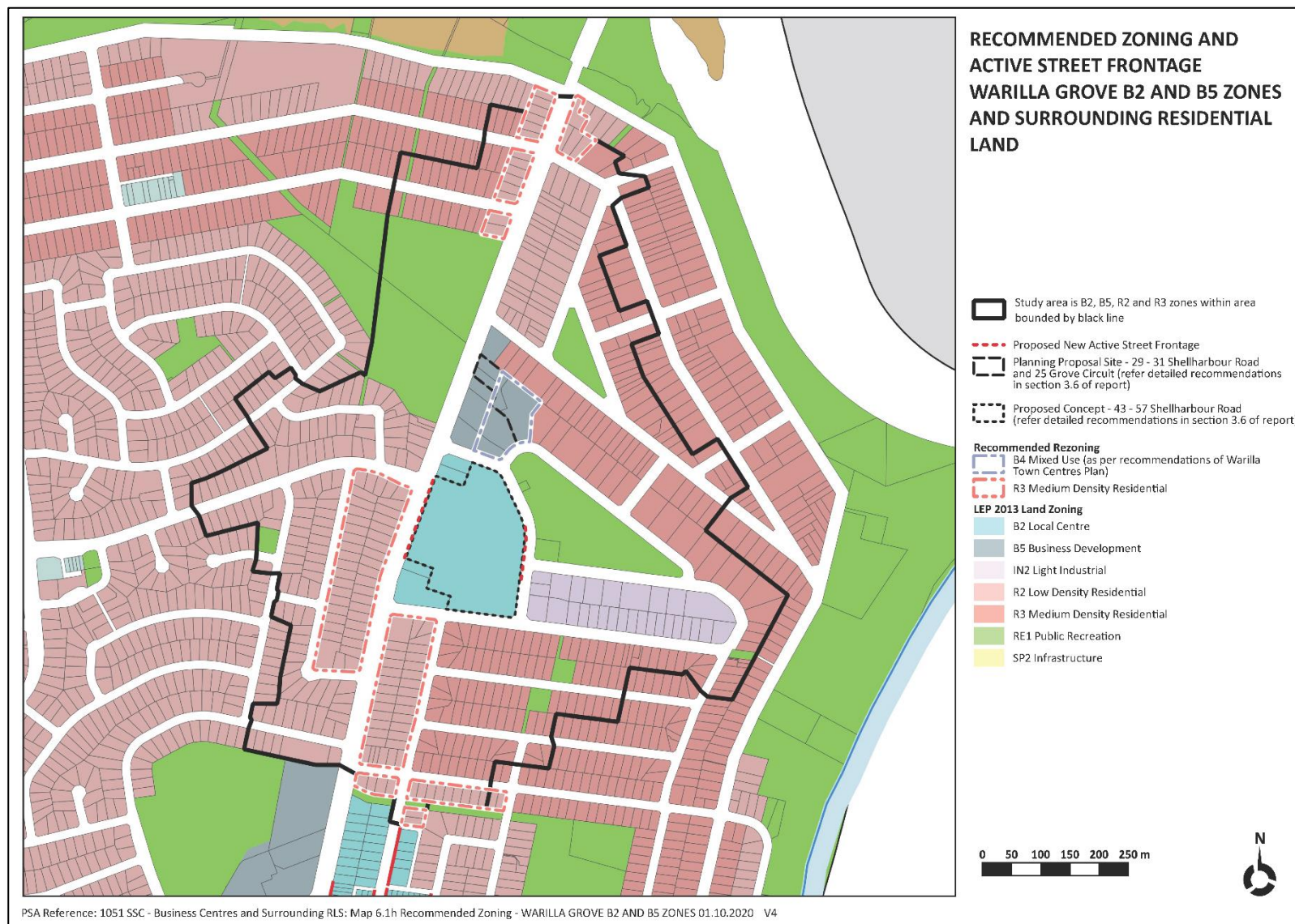
Map 10 - Warilla B2 and B5 and Surrounding Residential Zones Study Area and Recommended Zone Changes (Source: PSA Consulting)



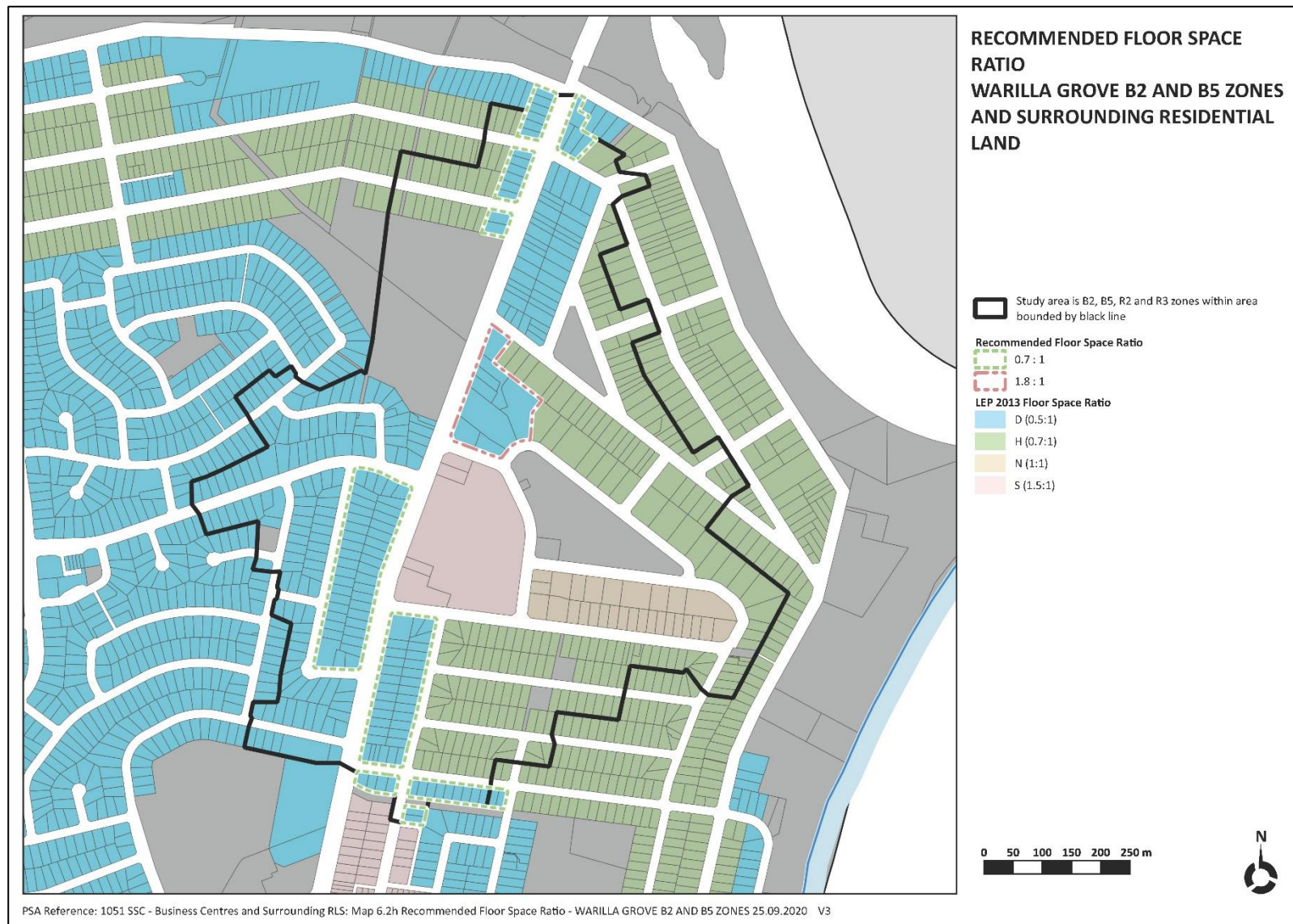
Map 11 - Warilla B2 and B5 and Surrounding Residential Zones Recommended FSR Changes (Source: PSA Consulting)



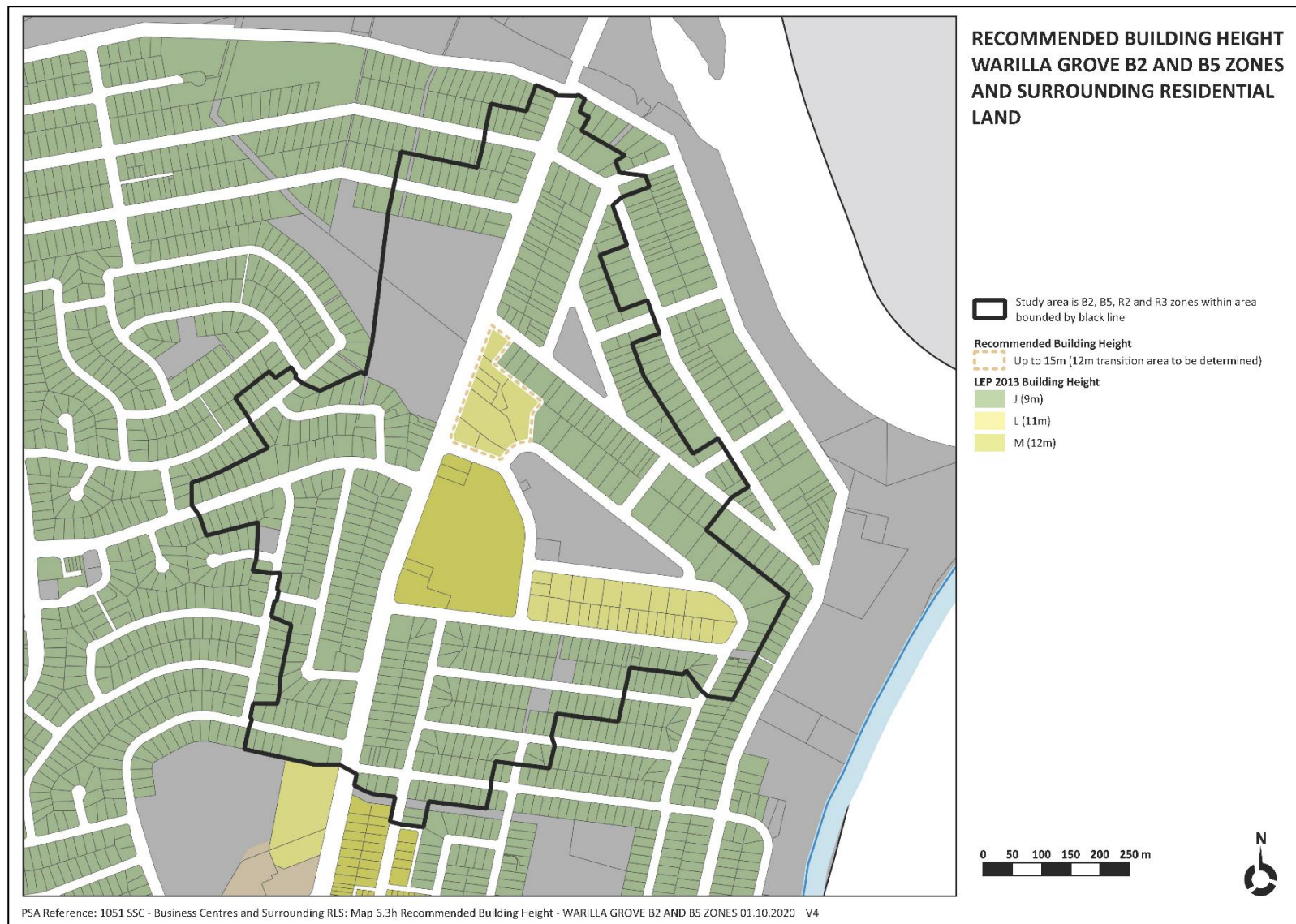
Map 12 – Warilla B2 and B5 and Surrounding Residential Zones Recommended Building Height Changes (Source: PSA Consulting)



Map 13 - Warilla Grove B2 and B5 and Surrounding Residential Zones Study Area and Recommended Zone Changes (Source: PSA Consulting)



Map 14 - Warilla Grove B2 and B5 and Surrounding Residential Zones Recommended FSR Changes (Source: PSA Consulting)



Map 15 - Warilla Grove B2 and B5 and Surrounding Residential Zones Recommended Building Height Changes (Source: PSA Consulting)

3.7 Oak Flats

3.7.1 Oak Flats B2 Zone

Maps in Appendix 2 indicate the Study Area extent, current floor space ratios (FSR), building heights, active street frontages and minimum lot sizes for the Oak Flats B2 Zone and Surrounding Residential Study Area.

3.7.1.1 Oak Flats Town Centre Plan

The Oak Flats Town Centre Plan (OFTCP) was endorsed by Council on 3 February 2015 as a basis for the review of relevant Council policy including Shellharbour Local Environmental Plan 2013, Shellharbour Development Control Plan, Shellharbour City Council Development Contributions Plan 2013 and future capital works programs.

Key outcomes of the Oak Flats Town Centre Plan include:

- Recommendations to amend Council's planning provisions to increase height, floor space ratio and reduce higher density residential parking requirements.
- Provisions that can become capital works type initiatives to improve the functioning, appeal and vitality of the centre including removing the ex-baby health centre on the south-west corner of Central Avenue & Fisher Street and establishing a public space on the northern edge of the Oak Flats Library.
- Other provisions that can inform town centre review aspects of the Shellharbour Development Control Plan, such as building design and usage, public domain treatment, transport and parking.
- The Plan relates principally to business zoned area, but includes the front part of the Oak Flats Public School to the north west of the centre and an area of creek reserve to the south of the centre.
- The Plan proposes an enhanced school fence to complement future Central Avenue character.
- The Plan proposes an enhanced pedestrian link along the creek corridor.

Recommended LEP 2013 changes from the OFTCP are as per the following table and figures:

Table 5 - Proposed Oak Flats LEP Amendment Recommendations (Source: Oak Flats Town Centre Plan)

Property ^a	Existing Planning Controls ^a			Proposed Planning Controls ^a		
	Zone ^a	Floor Space Ratio ^a	Height of Building ^a	Zone ^a	Floor Space Ratio ^a	Height of Building ^a
B2 Local Centre zoned land between Wentworth Street and Hopetoun Street Oak Flats ^a	B2 Local Centre ^a	1.5:1 ^a	11m ^a	B2 Local Centre ^a	2:1 ^a	15m ^a



Figure 10 – Proposed Oak Flats LEP Zone Recommendations – no zone changes recommended (Source: Oak Flats Town Centre Plan)

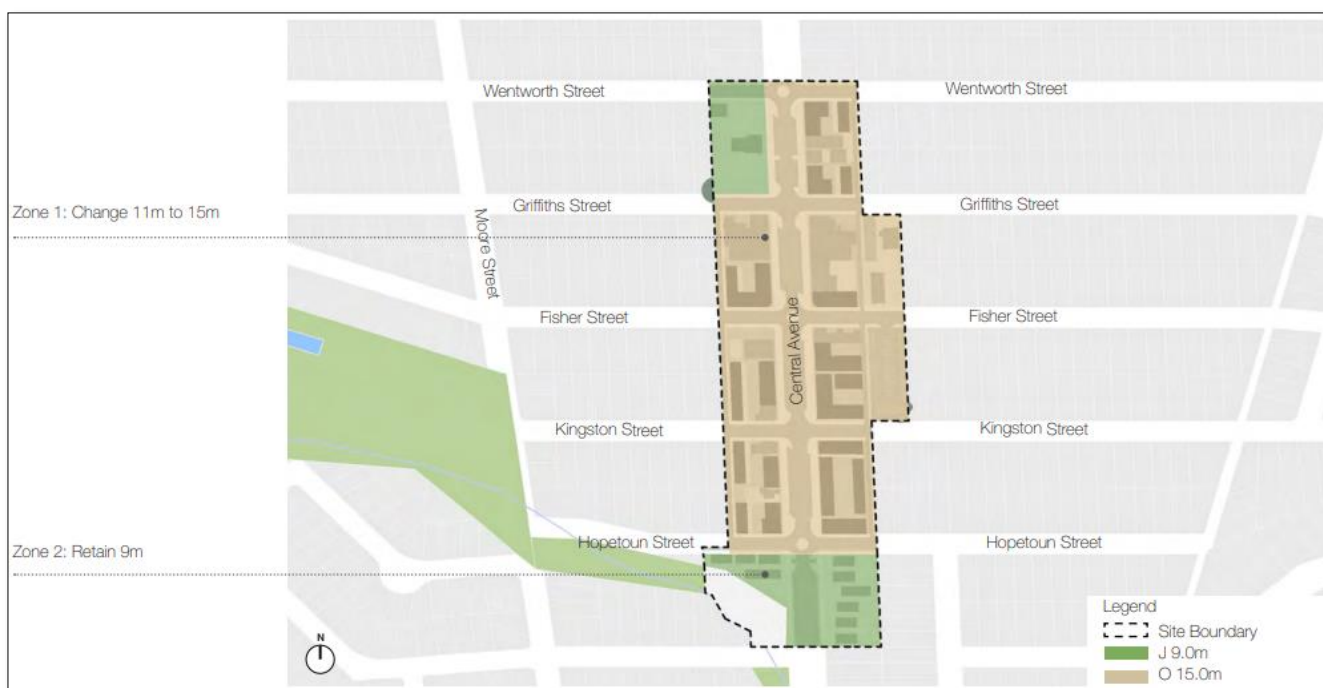


Figure 11 - Proposed Oak Flats LEP Building Height Recommendations (Source: Oak Flats Town Centre Plan)



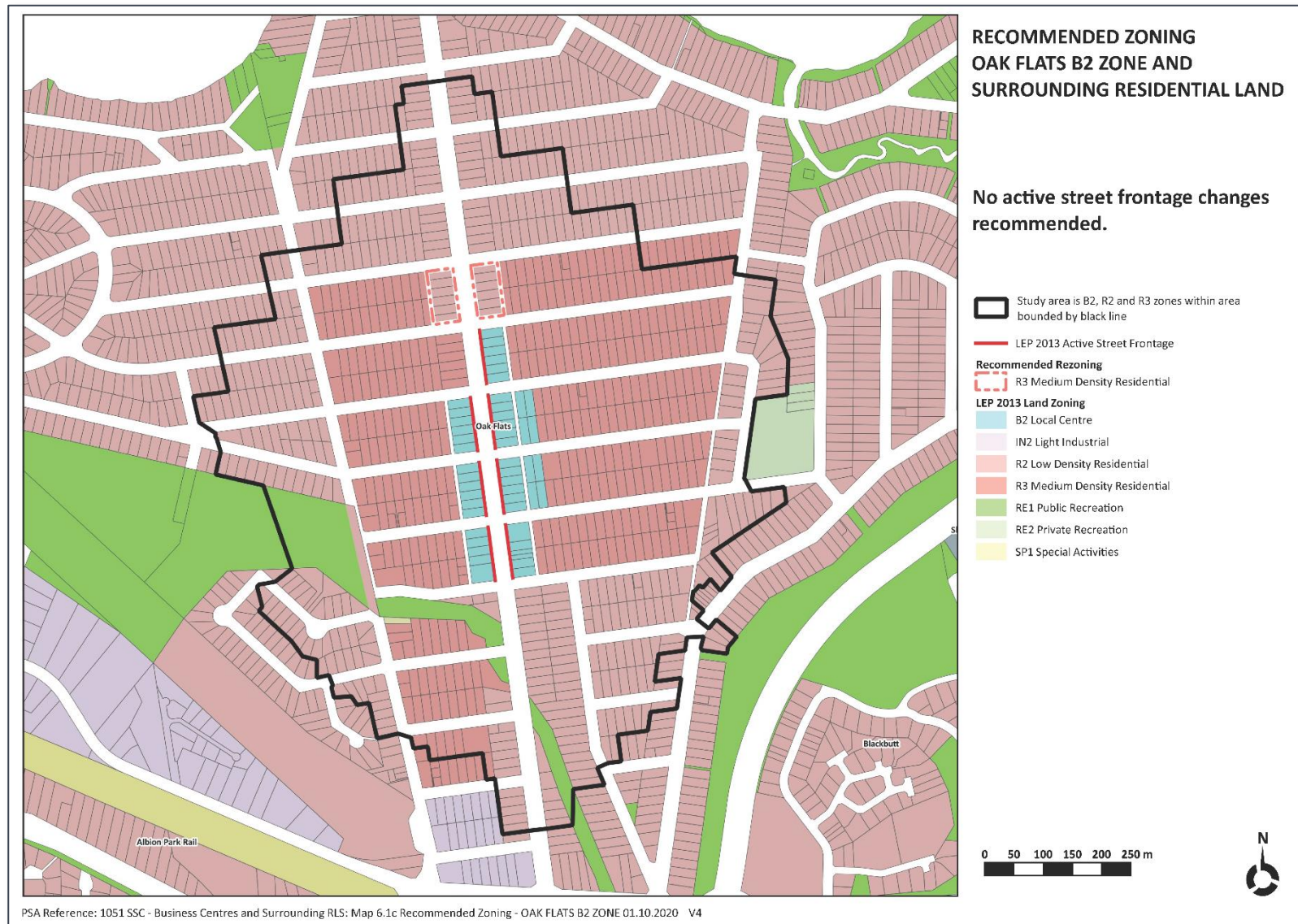
Figure 12 - Proposed Oak Flats LEP FSR Recommendations (Source: Oak Flats Town Centre Plan)

The OFTCP provides a comprehensive assessment and treatment of the Oak Flats B2 Local Centre, addressing a range of matters. Analysis of these recommended changes to the LEP 2013 provisions in respect to changing the FSR and building heights for the B2 Local Centre zone for Oak Flats are supported. This increase in FSR and building height will allow for the local centre to evolve and densify to result in a 3 to 4 storey high street core within a contained footprint, which is appropriate within this context to support the surrounding R3 and R2 zonings. It would also appear that there is adequate land zoned for R3 immediately surrounding the B2 zone, however some minor allocation of further R3 zoned land may be warranted. These areas are as indicated on Map 16, with the new FSR of 0.7:1 to reflect the existing R3 zone parameters shown on Map 17.

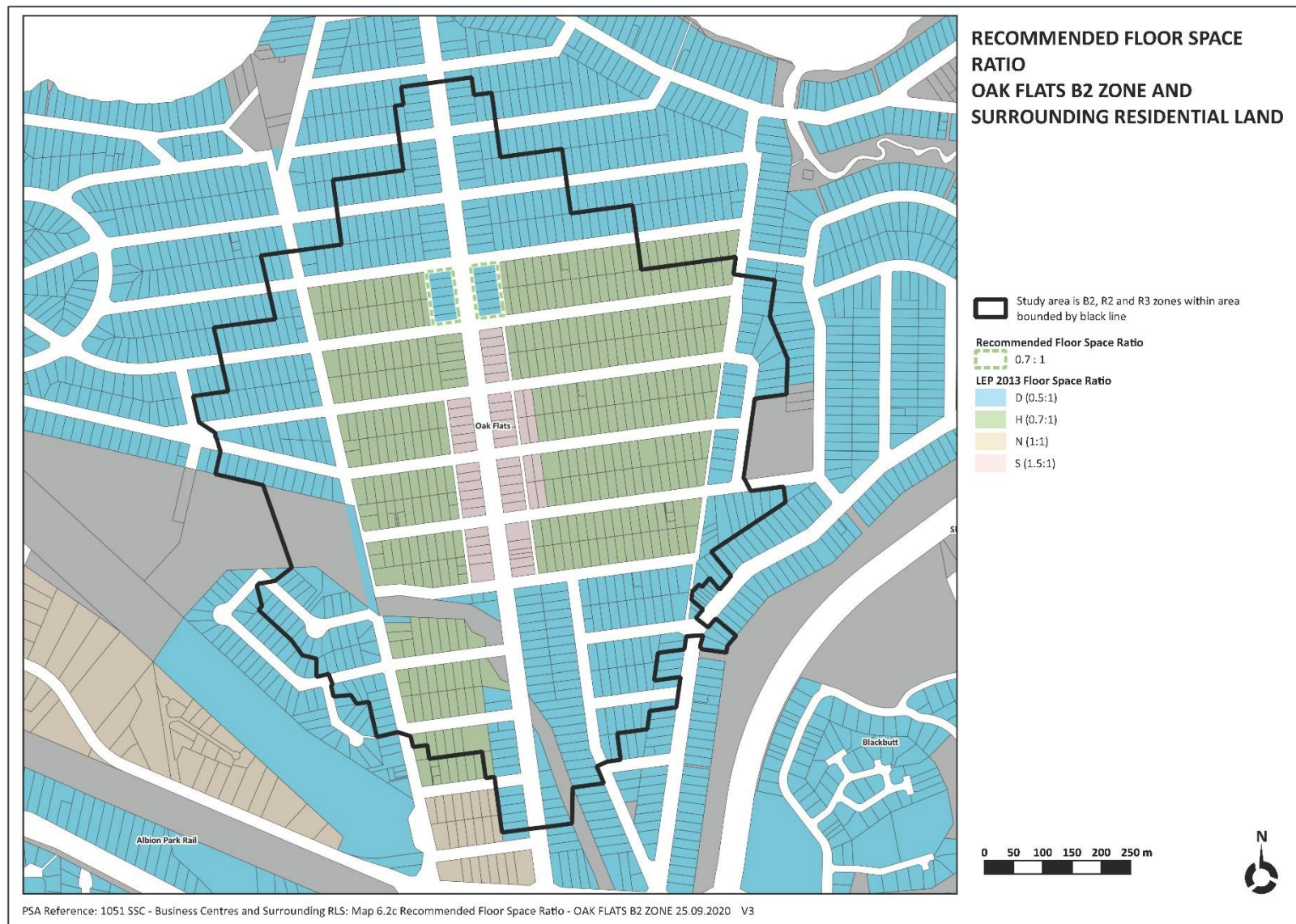
Broadly speaking, it is considered that the OFTCP recommendations do provide sufficient guidance to facilitate the potential revitalisation of the centre in terms of the mix of land uses permitted, which is supported by associated FSR, building height, lot size, active street frontage and other recommendations. However, where these existing opportunities are not currently being taken up, it may be that a series of other measures are needed to stimulate further redevelopment of the centre (and centres more generally), which supports housing diversity within the centre and surrounding residential areas.

Recommendation

1. **Zone land that is currently R2 within the study area to R3 as shown on Map 16, with an associated FSR increase from 0.5:1 to 0.7:1 (Map 17) and retaining a building height of 9 metres.**



Map 16 - Oak Flats B2 and Surrounding Residential Zones Study Area Recommended Zone Changes (Source: PSA Consulting)



Map 17 - Oak Flats B2 and Surrounding Residential Zones Recommended FSR Changes (Source: PSA Consulting)

3.7.2 Oak Flats B4 Zone

The Oak Flats B4 Zone is distinctly separate from the Oak Flats B2 Zone. Maps in Appendix 2 indicate the Study Area extent, current floor space ratios (FSR), building heights, active street frontages and minimum lot sizes for the Oak Flats B4 Zone Study Area.

The Oak Flats B4 Zone is relatively isolated in terms of its physical separation from other surrounding land. It currently houses the Lake Illawarra Police Station and a large commuter car park and sits immediately adjacent to the Oak Flats Train Station. The land has light industrial development to the north, north-west and south-west and low density residential to its north/north-east. It is considered unlikely that the Police Station or commuter car park is going to relocate or be redeveloped any time soon.

However, notwithstanding, the site represents a primary opportunity for transit oriented development in the medium to longer term, due to its proximity to the Oak Flats Train Station and the continued growth of Wollongong as an employment centre, with train service frequency demand driving this. The current frequency of train services from Oak Flats to Wollongong (and return) is reasonable for commuting purposes and if and when frequency of services increases, then opportunities for potential redevelopment of the commuter car park for a more intensive form of mixed use development in the future – e.g. multi-deck commuter car park, supported by other appropriate commercial or business and residential development should be encouraged. This potential development would typically support 6 to 8 storey high mixed use zoning (a height of up to 29 metres to allow for ground level retail/commercial of 4.5m and 2 levels of podium (commercial or residential) over ground level of 4m high, with 5 levels of apartments above at 3m high and the top level being 4.5m high for roof pitch). An FSR of 3.5:1 would be appropriate to accommodate this form of development.

A longer term intent for the Lake Illawarra Police Station to be redeveloped for mixed uses, could also be considered by Council whilst recognising the established facility, which currently provides an important service/facility for the Shellharbour region.

Any opportunity to develop the large area of vacant land to the east of the car park for mixed use development could also be explored, recognising that there will be some flooding constraints which would need to be overcome.

The Shellharbour Local Housing Strategy (SLHS) recommends a large area of existing R2 zoned land directly north of the B4 zone, be rezoned to R3. Some of this land is within a 400 metre walking distance of the B4 zone.

In keeping with the principles of transit oriented development and as part of any implementation of this SLHS recommendation, it may be reasonable to consider greater height and floor space ratios in excess of the standard R3 parameters of 9 metres and FSR of 0.7:1, for land directly north of the B4 zone. This approach would enable a transition in height and density on the SLHS's proposed R3 land, between the B4 to the south and R2 land further north.

Maps 18-20 indicates the extent of the proposed changes for the B4 Oak Flats study area, with associated recommendations as follows:

Recommendations

- 1. Protect the ability for the redevelopment of the Oak Flats B4 Mixed Use Zone for mixed use transit oriented development in the longer term, as a means to intensify development around the Oak Flats Train Station and build a critical mass to support the development of a local mixed use zone which serves both the immediate local neighbourhood and commuters.**

This should associate with the following LEP changes for part(s) of the B4 Mixed use zone to be determined, at Oak Flats:

- FSR: increase from 1:1 to 3.5:1 (Map 19)**
 - Height: increase from 15 metres to 29 metres (Map 20)**
- 2. Account for the longer term operational needs of the Lake Illawarra Police Station as part of any LEP changes for the land.**
 - 3. Facilitate opportunities to develop the large area of vacant land to the east of the existing commuter car park for mixed use development, recognising that there will be some flooding constraints which would need to be overcome.**

3.7.3 Public Domain Considerations

In addition to the specific LEP recommendations made above, there are also some public domain initiatives that might be warranted for the Oak Flats B4 zone, particularly in seeking to strengthen pedestrian connections between new development and the Oak Flats train station and to other surrounding residential areas and bus stops.

As such, public domain initiatives recommendations are made for Oak Flats B4 Mixed Use Zone Study Area as follows:

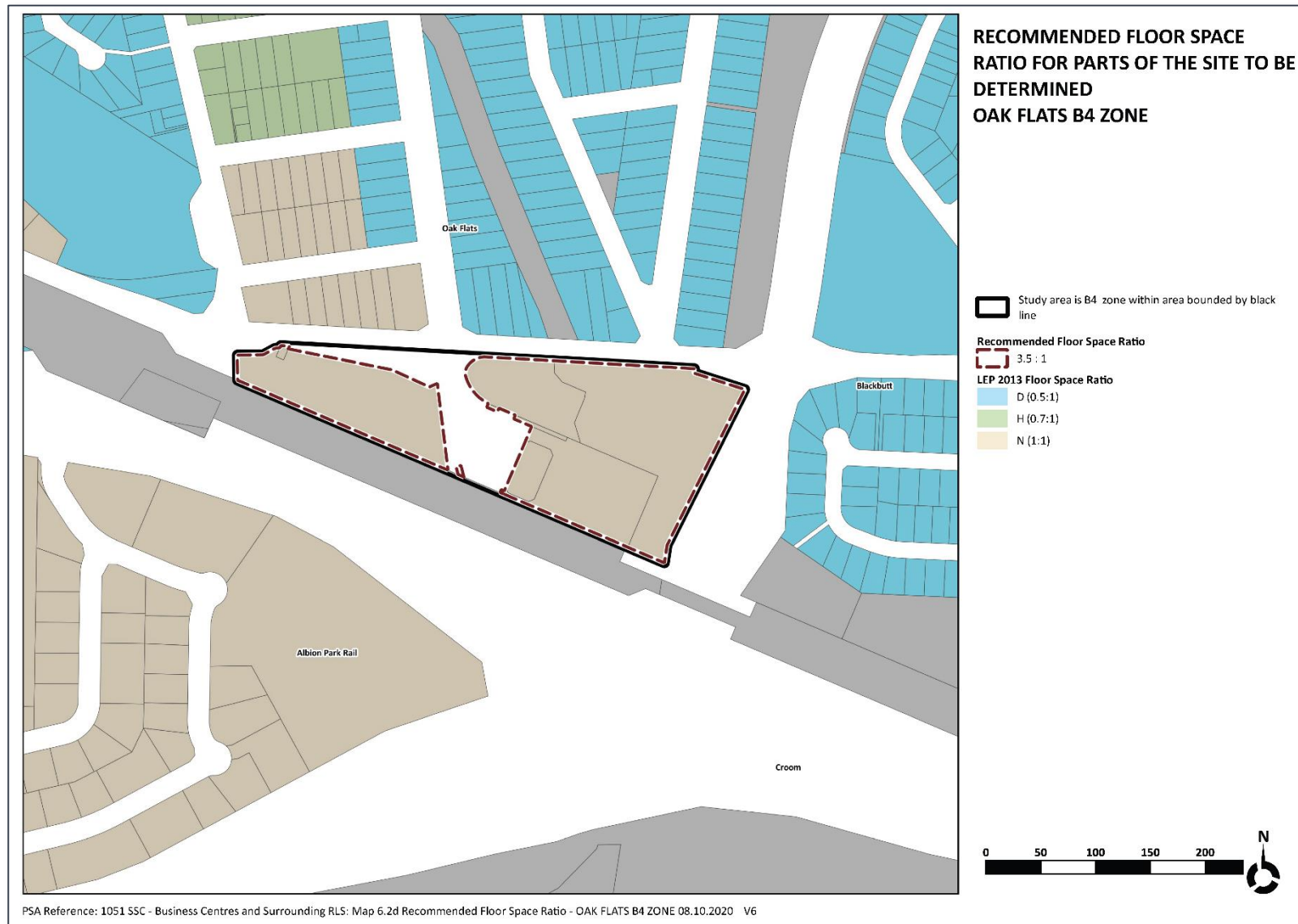
B4 Mixed Use Zone Public Domain Recommendations for consideration for DCP inclusion

1. Identify pedestrian connections:

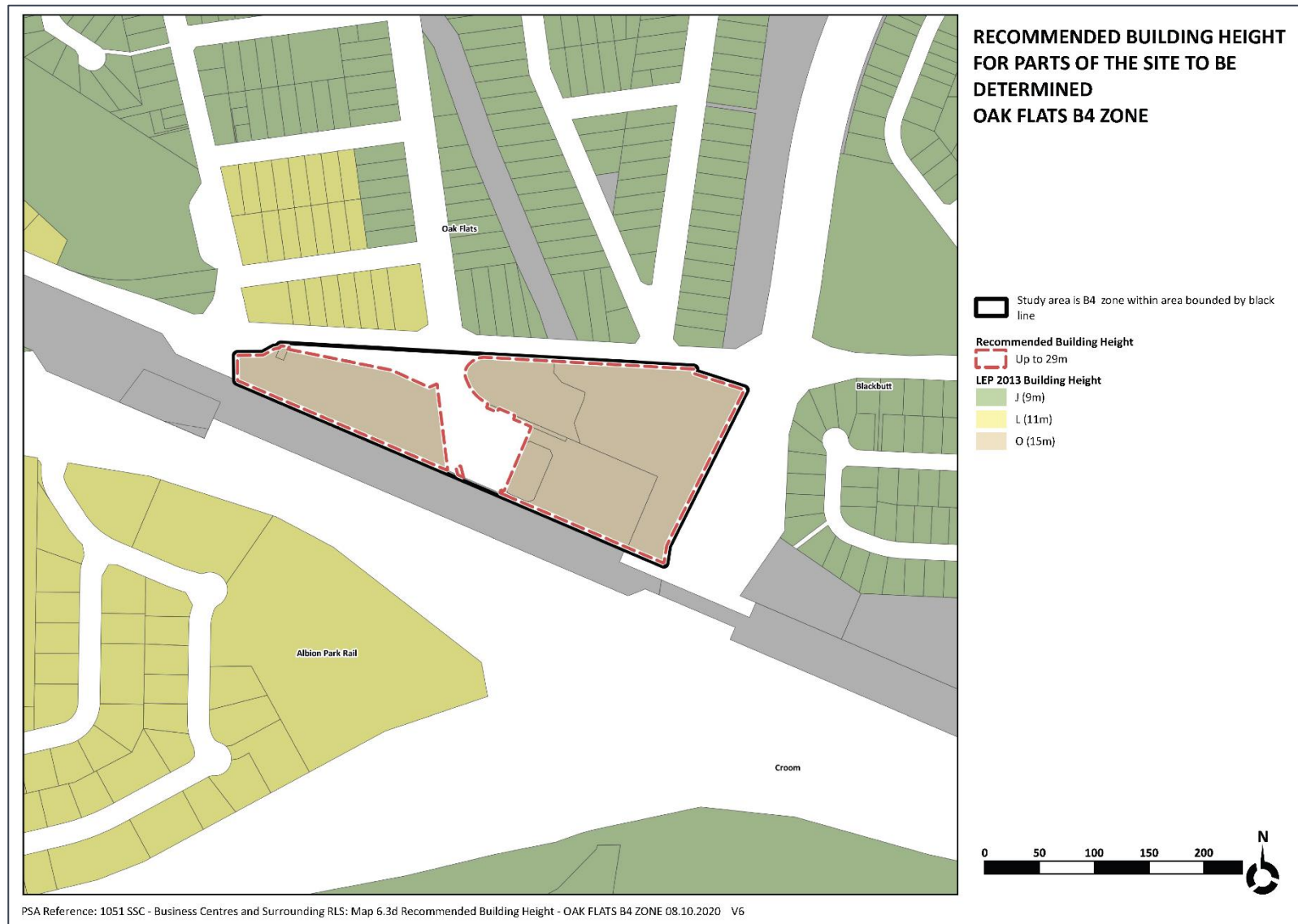
- ***Between any new development and the Oak Flats train station;***
- ***Between existing/future development and the northern side of Pioneer Drive, linking to bus stops on New Lake Entrance Road;***
- ***Between existing/future development and Central Avenue;***
- ***Across Stanford Drive, just south of the Pioneer Drive roundabout;***
- ***From the east side of Stanford Drive to the east side of Central Avenue; and***
- ***Enabling safe crossing of New Lake Entrance Road east of Pioneer Drive.***



Map 18 - Oak Flats B4 Zone Study Area (Source: PSA Consulting)



Map 19 - Oak Flats B4 Recommended FSR Changes (Source: PSA Consulting)



Map 20 - Oak Flats B4 Recommended Building Height Changes (Source: PSA Consulting)

3.8 Shellharbour Village

Maps in Appendix 2 indicate the Study Area extent, current floor space ratios (FSR), building heights, active street frontages and minimum lot sizes for the Shellharbour Village B2 zone and Surrounding Residential Study Area.

3.8.1 Shellharbour Village Centre Plan

The Shellharbour Village Centre Plan (SVCP) was endorsed by Council on 18 March 2014 as a basis for the review of relevant Council policy including the Shellharbour Local Environmental Plan 2013, Shellharbour Development Control Plan, Shellharbour City Council Development Contributions Plan 2013 and future capital works programs.

Key outcomes of the Shellharbour Village Centre Plan include:

- Recommendations to amend Local Environmental Plan 2013 by:
 - increasing the Shellharbour Village business zone footprint by rezoning 2 residential lots to B2 Local Centre.
- Provisions that can become place making/capital works type initiatives to improve the functioning, appeal and vitality of the centre such as:
 - improving facades, activating laneways, improving pedestrian links, encouraging art, music and markets;
 - a proposed shared street on Addison Street between Wentworth and Wollongong Streets;
 - removing car spaces on the northern end of the Shellharbour Village foreshore reserve to open it up for open space/recreation and link it to the shared street;
 - increasing the capacity of existing car parks within Shellharbour Village.
- Provisions that can inform centre review aspects of the Shellharbour Development Control Plan, such as building design/usage, public domain treatment, transport/parking.

Recommended LEP 2013 changes from the SVCP are as per the following table and figures:

Table 6 - Proposed Shellharbour Village LEP Amendment Recommendations (Source: Shellharbour Village Centre Plan)

Property and land area	Existing Planning Controls				Proposed Planning Controls			
	Zone	Lot Size	Floor Space Ratio	Height of Building	Zone	Lot Size	Floor Space Ratio	Height of Building
1- Wollongong Street 835m ²	R3-Medium-Density-Residential	450m ²	.7:1	9m	B2-Local-Centre	NIL	1.5:1	15m
39- Wentworth Street 651m ²	R3-Medium-Density-Residential	450m ²	.7:1	9m	B2-Local-Centre	NIL	1.5:1	15m



Figure 13 – Proposed Shellharbour Village LEP Zone Recommendations (Source: Shellharbour Village Centre Plan)

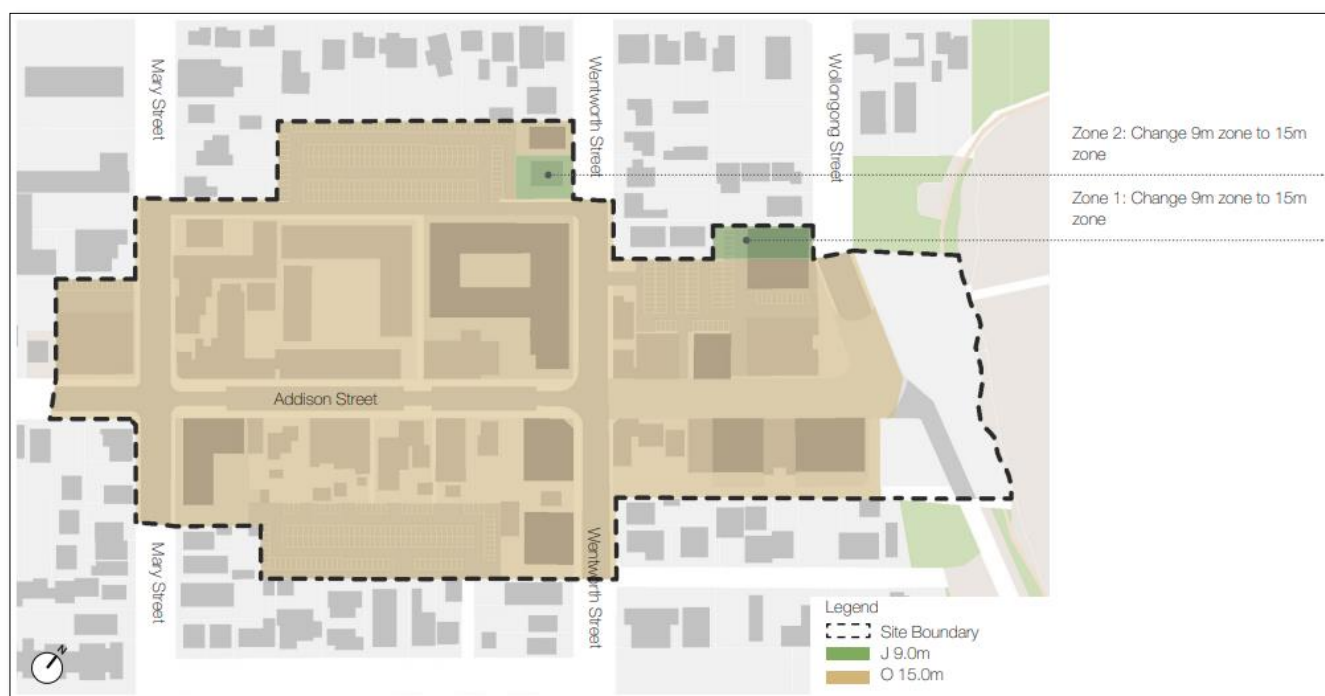


Figure 14 – Proposed Shellharbour Village LEP Building Height Recommendations (Source: Shellharbour Village Centre Plan)



Figure 15 - Proposed Shellharbour Village LEP FSR Recommendations (Source: Shellharbour Village Centre Plan)

Analysis of these recommended amendments reveals that these provisions seem adequate to facilitate the desired outcomes sought. Consolidation of the Addison Street B2 zoned area with the foreshore will ensure that that this centre can evolve and grow without losing the critical characteristics of a coastal village centre. A building height limit of 15m will allow the street to develop over time and control the potential overdevelopment. It is considered that the current extent of land zoned B2 within Shellharbour Village is sufficient to cater for any additional residential (or business) uses to be developed. Additionally, considering that much of the land immediately surrounding the B2 zone is already zoned R3 and provides for medium density housing, it is not considered necessary to rezone further low density residential zoned land for medium density purposes. Consequently, there are no recommendations for changes to be made to Shellharbour Village as a result of this study.

Recommendations:

- 1. No changes are recommended for Shellharbour Village.**

3.9 Development Trends

Table 11 in Appendix 1 – Background Literature Review, provides an overview of the recent development application data for each of the areas which are the subject of the SBCSRLS. The majority of approvals and CDC's are for residential development in most of the centres, with the exception of Shellharbour City/Blackbutt, which has a prevalence of commercial approvals and/or CDC's issued. Whilst important in gaining an understanding of the context of approvals being granted for these centres and surrounds, this does not have any material impact on recommendations being made with respect to the SBCSRLS.

3.10 Relevant Ministerial Directions – Section 9.1

There are a number of key Ministerial Directions under section 9.1(2) of the *Environmental Planning and Assessment Act 1979* which are applicable to consideration of recommended changes to the LEP 2013, in facilitating the provision of greater housing diversity within centres and surrounding residential areas. These are outlined in Table 7. A more detailed assessment of section 9.1 Directions will associate with any planning proposal related to the SBCSRLS.

Table 7 – Assessment Against Relevant Section 9.1 Ministerial Directions

Relevant Section 9.1 Direction	Comment
1. Employment and Resources	
Section 1.1 Business and Industrial Zones	Section 1.1 Business and Industrial Zones sets direction to encourage, protect and support employment growth within business and industrial zones and to protect the viability of identified centres. The direction applies when a relevant planning authority prepares a planning proposal that will affect land within an existing or proposed business or industrial zone (including the alteration of any proposed zone boundary). Any proposal must not reduce the total potential floor space area for employment uses and related public services in business zones. The recommendations within the SBCSRLS are consistent with this Direction, in that there is no proposal to downzone or reduce the total amount of employment lands available within Shellharbour.
3. Housing, Infrastructure and urban development	
Section 3.1 Residential Zones	In regards to housing, section 3.1 Residential Zones objectives focus on ensuring a variety of housing options are available, making efficient use of existing infrastructure and ensuring new development has access to the appropriate infrastructure; and minimising adverse impacts of residential development on the environment. The direction applies when a relevant planning authority prepares a planning proposal that will affect land within an existing or proposed residential zone (including the alteration of any residential zone boundary), or any other zone in which significant residential development is proposed. The proposed recommendations to alter some of the current R2 zones to R3 are consistent with these directions, in trying to facilitate a greater variety and diversity of housing options within the Residential zones, which immediately surround the Business centre zones.
Section 3.4 Integrating Land Use and Transport	Section 3.4 Integrating Land Use and Transport aims to ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts achieve the appropriate planning objectives, such as improving access to housing, jobs and services through improved active and public transport opportunities and reduced reliance on private vehicles. Recommendations made within this Study are not considered to fundamentally alter the integration of land use and transport outcomes, due to the relatively minor nature of the recommendations made, which provides for a nuanced approach to the current LEP recommendations.

Relevant Section 9.1 Direction	Comment
4. Hazard and Risk	
Section 4.1 Acid Sulfate Soils Section 4.2 Mine Subsidence and Unstable Land Section 4.3 Flood Prone Land Section 4.4 Planning for Bushfire Protection	Hazard and Risk Directions apply to a range of constraints including Acid sulfate soils, Mine subsidence, Flood prone land, and Planning for bushfire protection. Recommendations made within this Study are not considered to fundamentally increase Hazard and Risk considerations within the business centres and surrounding residential lands, due to the relatively minor nature of the recommendations, which provides for minor changes to zonings (e.g. from the R2 to R3 zone) and alterations to some FSR's and building heights.
5. Regional Plans	
Section 5.1 Implementation of Regional Strategies Section 5.10 Implementation of Regional Plans	The intent of the applicable section 5 Directions for Regional Plans is to give effect to the regional plan vision, goals, land use actions, directions and actions within regional strategies and regional plans. This study specifically seeks to advance the relevant actions and directions of the ISRP, particularly in providing a variety of housing choices and supporting housing opportunities close to existing services, jobs and infrastructure in the centres, as well as investigating policies, plans and investments that would support greater housing diversity in centres. This is also consistent with the objectives of the ISRP.
6. Local Plan Making	
Section 6.1 Approval and Referral Requirements Section 6.2 Reserving Land for Public Purposes Section 6.3 Site Specific Provisions	<p>Local plan making covers Approval and Referral Requirements, Reserving land for Public Purposes and Site Specific Provisions. These sections have the following objectives: to ensure appropriate assessment of development provided by provisions of the LEP; to facilitate development for public services and facilities; and to discourage unnecessarily restrictive site specific planning controls.</p> <p>The proposed recommended amendments to the LEP are minor in nature and do not fundamentally alter the established planning framework for Shellharbour. This is with the exception of the recommendation to potentially allow Residential flat buildings in part of the B2 zone at Warilla Grove:</p> <ul style="list-style-type: none"> • Along Veronica Street frontage and around the corner on the southern Woolworths Avenue frontage; and • Along the western end of the Woolworths Avenue frontage; <p>providing the land's role as a viable centre and employment source are suitably maintained. This would allow greater flexibility for a range and diversity of residential products to be developed within this B2 zone.</p>

3.11 Relevant state environmental planning policies

A number of SEPPs have potential implications for the SBCSRLS. This could include:

- SEPP No 1 – Development Standards
- SEPP No 65 – Design Quality of Residential Apartment Development
- SEPP No 70 – Affordable Housing (Revised Schemes)
- SEPP (Affordable Rental Housing) 2009
- SEPP (Exempt and Complying Development Codes) 2008
- SEPP (Housing for Seniors of People with a Disability) 2004

- SEPP (Infrastructure) 2007
- SEPP (State and Regional Development) 2011
- SEPP (Urban Renewal) 2010

To the extent relevant, appropriate consideration has been given to all applicable SEPPs when preparing the SBCSRLS.

3.12 Relevant provisions of the Illawarra Shoalhaven Regional Plan (ISRP)

As outlined in previous sections of this report, there are a number of Directions and associated Actions within the ISRP that are especially relevant to the study.

In supporting the ISRP intent to promote greater housing diversity within centres, specific LEP2013 recommendations have been made for each centre which is the subject of this Study, in order to further facilitate this. These recommendations are generally intended to complement and be in addition to the recommendations made for the existing TCPs for LEP 2013 amendments. Where some of these recommendations may override the adopted TCP recommendations (e.g. recommended rezoning of some land as R3 surrounding several centres; applying a more intense FSR of 1.8:1 and building heights of 15 metres to proposed B4 zoned land within Warilla and Warilla Grove etc.), these are generally of a minor nature only and provide for some subtle nuancing of the provisions, in order to better facilitate the intended design outcomes.

Broadly speaking, it is considered that the current TCP recommendations do provide sufficient guidance to facilitate the potential revitalisation of centres in terms of the range of zones and mix of land uses permitted, which is supported by associated FSR, building height, lot size, active street frontage and other recommendations. However, where these existing opportunities are not currently being taken up, it may be that a series of other measures are needed to stimulate further redevelopment of the centre, which supports both housing diversity and business opportunities within the centre and surrounding residential areas.

3.13 Constraints

A number of constraints apply across Shellharbour that may have the potential to impact further development within the business centres and surrounding residential areas. This includes flood hazard, vegetation constraints, bushfire hazard, coastal hazard, fish habitat, Aboriginal heritage and the like.

Coastal hazards and fish habitat constraints are factors for consideration along the coastline or other water systems. Flooding hazards also potentially exist across the LGA, but would also be subject to site-specific verification at the time of planning proposals or development applications being lodged.

Shellharbour is relatively well serviced by infrastructure. It has areas that are subject to potential constraints such as flooding, bushfire hazards and vegetation, with bushfire hazard areas and vegetation being primarily located outside of the existing established suburbs. Almost the entire LGA is subject to potential Aboriginal heritage, however the extent to which this applies is subject to first identifying whether any Aboriginal Objects or places of such cultural heritage significance are located within a specific site and if so, whether the intended future use of those lands would be inconsistent with appropriate heritage management standards. Where this is triggered there may potentially be a need to identify appropriate heritage assessment and management practices that might inform future development.

Consideration must also be given to incompatible uses and any reverse amenity impacts – such as those from commercial or retail development or other uses which could potentially impact on residential amenity. Any constraints that exist within the Business Centres and Surrounding Residential Areas of Shellharbour that are the subject of this study will need to be recognised and considered at the time of specific planning proposals or development applications being brought forward.

3.14 Existing Character/Desired Future Character

The existing character and desired future character of each of the business centres the subject of this study are currently well articulated within both the adopted Town Centre Plans and/or relevant DCP provisions. The analysis conducted as part of this study reveals that generally there is no need to fundamentally redefine the desired character of these centres, but rather the proposed recommendations for LEP and other amendments could potentially strengthen the facilitation of

the desired outcomes of each centre, which has been taken into consideration with the preparation of such recommendations.

Warilla Grove warrants extra provisions. Council's DCP provisions currently do not anticipate mixed use complexes up to 21 metres or apartments. The recommendations in section 3.6 address future character for Warilla Grove.

3.15 Availability of/access to services/facilities

The Shellharbour business centres which are the subject of this study generally have good availability and/or access to services and facilities, therefore the recommendations to the changes to the LEP2013 are commensurate and in keeping with this. The mostly minor nature of the recommended changes are such that it is unlikely to place undue pressure on the continuation and availability of/access to services and facilities provided by these centres.

3.16 Traffic and parking impacts

The potential traffic and parking impacts of the proposed recommended changes to the business centres and surrounding residential lands has been taken into consideration in the preparation of recommended amendments to the LEP2013. It is noted that the current development capacity in many of the centres and their surrounds has not been fully exhausted and any changes recommended within this study are considered to be relatively minor and not likely to result in significant impacts on traffic and car parking for the centres.

Specifically, with respect to the current proposal for the Warilla Grove mall site, consideration should be given to the likely future parking demand/utilisation of the site. Future demand will need to account for the circumstances of residential development adjoining a retail shopping centre and the management of vehicle queuing for any existing/proposed development should occur entirely within the Warilla Grove mall site. This can be achieved through careful placement of internal car park vehicle layout to avoid conflict points and allow for sufficient queuing space on site. In addition, internal car park vehicle conflict points within the Warilla Grove mall site should also be minimised where possible, to improve safety for pedestrians. Consideration should be given to maintaining the existing site entry point to the Warilla Grove mall site at Shellharbour Road/Queen Street signalised intersection, as this will potentially reduce traffic entering from Veronica Street.

Any detailed planning proposals brought forward on land within the centres or surrounding residential areas, will be expected to demonstrate that the proposal will not have a detrimental impact on traffic and car parking. Each TCP contains a detailed parking assessment, whilst specific car parking provisions for Shellharbour City Centre are contained within the DCP.

3.17 Visual impact

The visual impacts of permitting increased building heights, increased densities and the like with respect to development within the business centres and surrounding residential lands has been taken into consideration in the preparation of recommended amendments to the LEP2013, particularly in terms of the transitions between centres and residential areas. Any planning proposals brought forward on land within the centres or surrounding residential areas, will be expected to demonstrate that the proposal will not have a detrimental impact on the visual amenity of surrounding areas and that the development is within the reasonable expectations of the surrounding land uses.

3.18 Night time economy

The NSW Government defines the night time economy as social, cultural and business activities that take place from 6pm to 6am¹. The night time economy is often associated with after work-type activities, such as eating and drinking out and other forms of social, cultural and business activities, such as entertainment (sport, theatre, music) and retail shopping. However, it can literally be anything that happens within a town or city at night. In considering opportunities to establish a better night-time economy within Shellharbour, this must take into consideration the unique aspects of Shellharbour's various centres that might lend itself to strengthening a night time economy.

The City of Parramatta released a Night Time Economy Discussion Paper in August 2017, which undertook a survey of business owners, residents and visitors to determine what they wanted to see as part of the city's night life. A night audit

¹ Refer to: <https://www.nsw.gov.au/projects/night-time-economy>

of business activity was also undertaken to ascertain what types of activities were occurring within Parramatta at night. Key findings of the survey included wanting:

- to feel safe at night;
- a night time economy with later trading hours;
- more live music and family friendly entertainment;
- a creative and art friendly city;
- diverse uses and different experiences;
- more small bars, food vans and night markets; and
- engaging, safe and frequent night time transport.

Many of these principles are not unique to Parramatta and could be applied to Shellharbour. In order to determine what the specific needs and wants of the Shellharbour community are in terms of establishing a night time economy, it is recommended that it be ascertained what makes Shellharbour unique in terms of its potential to establish a night time economy. This needs to be suitably diverse and focused on working closely with the community to establish the things that would make a night time economy work in Shellharbour, based on its unique attributes and offerings. This may not necessarily be appropriate for all centres within Shellharbour and should not be applied as a “one size fits all” approach, but rather as a tailored approach which specifically addresses the elements of particular centres that may lend itself to establishing a night time economy. For example, Shellharbour Village may focus on night time dining and entertainment, given the presence of a range of dining and food opportunities and the Roo Theatre Company along Addison Street, whilst Shellharbour City Centre may choose to focus its efforts around the hosting of events within Harrison Park, which could include live entertainment, mobile food trucks and night markets. Once the goals for a night time economy have been properly determined, then there may be a need to reconsider the planning controls for various centres to determine whether they facilitate the desired outcomes.

It is noted that Council’s LSPS includes an action in P17.3 to investigate a Night Time Economy Strategy to broaden the range of night time activities in our town centres.

3.19 Measures to address and manage transitions between different zones, heights and/or densities

3.19.1 Transitional Height Considerations – Streets

Consideration of transitional treatments to streetscapes should be controlled in defining requirements for the B2, B3 and/or B4 zonings. For blocks with permissible storey heights of 6 or 8 storeys, 3m setbacks could be required for storeys above levels 4 and 6 respectively to reduce dominance of built form on adjoining streets. This could be further refined to limit heights to 6 storeys with setbacks on secondary street frontages.

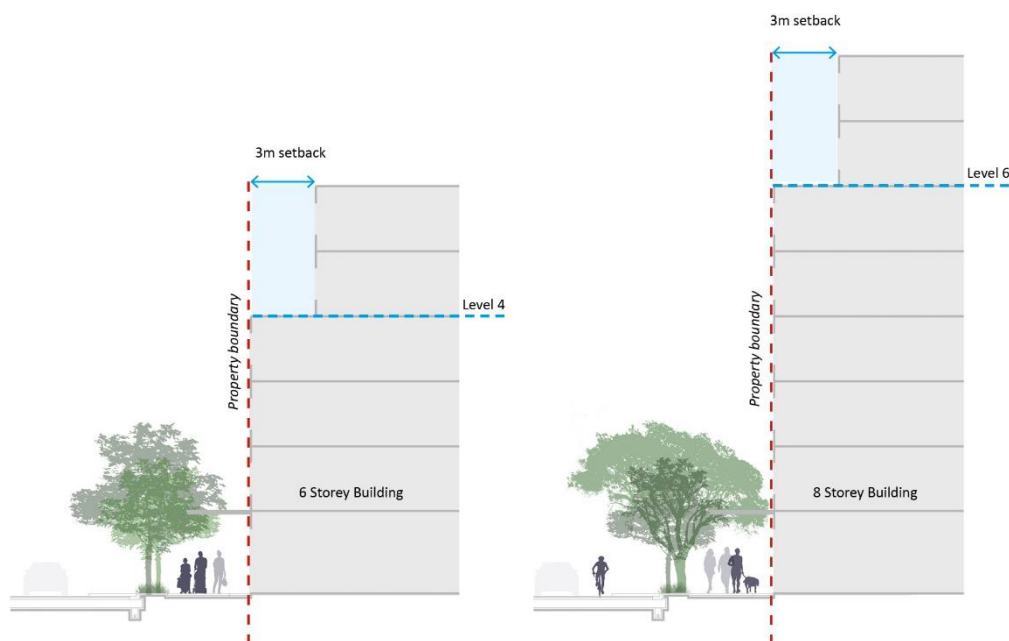


Figure 16 - Proposed Controls for 6 to 8 Storey Buildings in the B2, B3 and B4 zones

Recommendation for DCP Inclusion

Council to consider that for blocks with permissible storey heights of 6 to 8 storeys, 3 metre setbacks could be required for storeys above levels 4 and 6 respectively to reduce the dominance of built form on adjoining streets. This could be further refined to limit heights to 6 storeys with setbacks on secondary street frontages.

3.20 Existing and future residential market assessment and feasibility

This study has identified opportunities to increase the residential density in and around existing centres zones throughout Shellharbour to accommodate a greater diversity of housing products, mostly through the upzoning of land parcels from R2 Low Density Residential to R3 Medium Density Residential, in conjunction with suggested changes to some permitted land uses, FSR's and building heights. The rezoning of the R2 land to R3 is intended to encourage redevelopment for higher density housing, and also has the potential to encourage the revitalisation of existing shopfronts in associated centres, particularly those which currently have high levels of vacancy, given the increased population of the local walkable catchment that will come with increased densities.

Additionally, the intensification of residential housing in and around centres can support the activation of these centres within the night-time economy, through the increased use of walkable catchments and increased surveillance.

It is also suggested that Council consider high level development feasibilities for relevant planning proposals, particularly if the opportunities are not taken up in the medium term, to ensure that the planning provisions do not negatively impact development feasibilities.

Recommendations

Consider including high level development feasibilities for relevant planning proposals, to ensure that the planning provisions are reflective of market trends.

3.21 Shellharbour Employment Lands Study

The Shellharbour Employment Lands Study is also being prepared. In relation to specific provisions for the Business centre zones for Albion Park (B1 and B2 zones), Oak Flats (B2 and B4 zones), Shellharbour Village (B2 zone), Shellharbour City Centre (B3 and B4 zones), Warilla and Warilla Grove (B2 and B5 zones), the SELS has found that:

- The Shellharbour Commercial Core (B3 zone) represents the main shopping destination for residents within Shellharbour City, given it offers the broadest range of services and facilities. Vacancy rates within were estimated at approximately 7% within the town centre strip retail, with Stockland Shellharbour achieving almost full occupancy;
- The Shellharbour Village retail precinct appears vibrant, with a hub of cafes, restaurants and small businesses overlooking the harbour and beach. The vacancy rate within this centre was less than 2%;
- Significant levels of vacancy were identified within the B2 zone at Albion Park, particularly along Tongarra Road. The centres within the B2 zone at Albion Park typically had dated facades, with limited community or green spaces to create a 'destination' retailing experience. In addition, the Tongarra Road retail strip likely suffers due to its role as a main thoroughfare from the city centre to the western suburbs of Shellharbour City;
- Significant levels of vacancy were identified at the B5 zone at Warilla. Access to this precinct is via Shellharbour Road, with access hindered by the large median strip dividing traffic flowing in both directions. Shellharbour Road also carries significant traffic volumes, with a mix of both light and heavy vehicles utilising the corridor. It was also identified that shops within the precinct have limited street appeal; and
- Remnant housing was identified within the Oak Flats B2 centre, indicating capacity for future centre expansion and intensification of centre activity. The site inventory identified that tenancies had already begun to revitalise shop fronts to create a modern shopping experience.

As such, the recommendations within the SBCSRLS relate primarily to measures aimed at increasing opportunities for additional housing diversity and choice to be achieved within specific centres and their surrounds, rather than necessarily providing more opportunity for additional non-residential development floorspace to occur within these centres, based on the analysis conducted within the SELS which generally shows that there is sufficient potential supply for commercial and retail floorspace. It is envisaged that the upzoning and take-up of residential land in the immediate surrounds to centres within Shellharbour will assist in encouraging their revitalisation, through increasing the population of the immediate local catchment.

4 STAKEHOLDER CONSULTATION

Initial stakeholder consultation was conducted on this project on 21st May 2020, via a Video workshop. A copy of the Initial Stakeholder Consultation Report is attached as Appendix 3.

The feedback received has been taken into consideration in the preparation of the draft SBCSRLS, to the extent applicable.

5 IMPLICATIONS OF COVID-19

The implications of COVID-19 on the resilience of the Shellharbour community and economy and the business centres and the measures that could be taken to respond to this, has been addressed through the Shellharbour Employment Lands Study.

6 STRATEGIC RECOMMENDATIONS

As a result of the analysis undertaken as part of the SBCSRLS, Table 8 provides the strategic recommendations with respect to amendments that could be made in providing for greater housing diversity within the selected business centres and surrounding residential lands. This is primarily in relation to LEP amendments related to:

- Zones and/or Permissible uses;
- Floor space ratios;
- Heights; and
- Active street frontages.

Commensurate provisions for high level public realm improvements, appropriate transitions between building heights and densities and the like have also been recommended for potential inclusion in the DCP and/or through other measures (where relevant). These recommendations have also been made being cognisant of the findings of the SELS in relation to floor space requirements for employment lands.

Table 8 – SBCSRLS Recommendations

Shellharbour Business Centres and Surrounding Residential Lands Study Recommendations	
Category/Issue	Recommendation
Specific Business Centre Recommendations	
Shellharbour City Centre B3 and B4 Zones and Surrounding Residential Zones	
LEP Recommendations	<ol style="list-style-type: none"> 1. Increase the building height from 15m and 18 m to 18m and 25m respectively in that part of the existing B3 zone in the study area identified on Maps 3 and 5. 2. No FSR provision, to continue to apply.
B3 Commercial Core Zone Public Domain Recommendations	<ol style="list-style-type: none"> 1. Council to consider preparing an active transport study for the Shellharbour City Centre, which addresses improved pedestrian and cycle connectivity. This could include: <ul style="list-style-type: none"> • the provision of footpaths along Lamerton Crescent and Benson Avenue; • specific urban design measures to reduce reliance on private vehicles and decrease the car-oriented design of the city centre; • improved pedestrian connectivity from Stockland Shellharbour and other surrounding B3 Commercial Core land to surrounding development, including B5 Business Development zoned land to the west.
Albion Park B2 Zone and Surrounding Residential Zones	
LEP Recommendations	<ol style="list-style-type: none"> 1. Zone land that is currently R2 within the study area to R3 with a corresponding FSR increase from 0.5:1 to 0.7:1 as shown on Maps 6 and 7, as a means of facilitating a greater diversity of housing and densification within walking distance to the Albion Park B2 zone. The existing FSR and Building Heights applicable to the R3 zone should apply as follows: <ul style="list-style-type: none"> • FSR – 0.7:1 (Map 7) • Building heights to remain at 9m
Albion Park B1 (Terry Street) Zone and Surrounding Residential Zones	
LEP Recommendations	<ol style="list-style-type: none"> 1. Apply the following parameters to the current B1 zone extent: <ul style="list-style-type: none"> • Increase FSR from 0.5:1 to 0.7:1 (Map 9)

Shellharbour Business Centres and Surrounding Residential Lands Study Recommendations	
Category/Issue	Recommendation
	<ul style="list-style-type: none"> • Building heights to remain at 9m
	<p>2. Zone land that is currently R2 within the study area to R3 as shown on Map 8, as a means of facilitating a greater diversity of housing within walking distance to the Terry Street B1 zone. The following parameters should apply:</p> <ul style="list-style-type: none"> • FSR – 0.7:1 (Map 9) • Building heights to remain at 9m
Warilla B2 and B5 Zones and Surrounding Residential Zones; and Warilla Grove B2 and B5 Zones and Surrounding Residential Zones	
LEP Recommendations	<p>1. Consider increasing the densities for the existing B5 zoned land and the proposed new B4 zonings as per the Warilla Town Centre Plans recommendations for both Warilla (Map 10) and Warilla Grove (Map 13), to have an FSR of 1.8:1 (Maps 11 and 14) and a building height of 15 metres with a suitable 12 metre transition height where adjoining residential zoning (Maps 12 and 15).</p> <p>2. Consider increasing the building height of the Warilla Grove B2 zone from 12 metres to generally reflect the commentary in section 3.6.1.1 , in conjunction with the following:</p> <ul style="list-style-type: none"> • Wrapping the shopping centre and creating street frontages/edges with residential blocks to achieve a positive addition to the Commercial Core; • Creation of new activated retail food court, open courtyard and shared landscaped zone opposite new library; • Provision of ground floor entry/retail activation off Shellharbour Road; • Providing setbacks to the fifth and sixth floors of the taller blocks to assist in ameliorating the heights of these buildings within this context; • Stepped forms of the buildings to assist in reducing perceptions of building mass and overdevelopment; • Landscaping setbacks to assist in screening the ground level car parking; • Achieve active frontages and provide awnings along Shellharbour Road to enhance the pedestrian experience and encourage greater levels of pedestrian activity to and from the Warilla Grove mall site; and • As part of any future planning proposal for Warilla Grove the proponents will need to carefully consider what these complexes should look like. Inputs into these considerations should include: <ul style="list-style-type: none"> a. Existing relevant DCP provisions applicable to Warilla and Warilla Grove; b. The Warilla Town Centres Plan as relevant; c. Appropriate elements of existing development/ streetscape; and d. Existing natural features <p>3. Consider introducing an active street frontage in the LEP for part of the Shellharbour Road and Woolworths Avenue frontages (Map 13).</p> <p>4. Consider permitting Residential flat buildings in those parts of the Warilla Grove B2 zone to generally reflect the proponent's concept (refer Figure 9), as follows:</p>

Shellharbour Business Centres and Surrounding Residential Lands Study Recommendations	
Category/Issue	Recommendation
	<ul style="list-style-type: none"> Along Veronica Street frontage and around the corner on the southern Woolworths Avenue frontage; and Along the western end of the Woolworths Avenue frontage; providing the land's roles as a viable centre and employment source are suitably maintained. This would allow greater flexibility for a range and diversity of residential products to be developed within this B2 zone, as well as provide a transition in building heights and uses at the edges of zone changes. This is to ensure blanket height changes do not occur and there is a transition within the surrounding built-form.
	<p>5. Zone land that is currently R2 within the study area to R3 as shown on Map 10, as a means of facilitating a greater diversity of housing within walking distance to the Warilla B2 and B5 zones. The following parameters should apply:</p> <ul style="list-style-type: none"> FSR – 0.7:1 (Map 11) Building heights remain at 9 metres
	<p>6. Zone land that is currently R2 within the study area to R3 as shown on Map 13, as a means of facilitating a greater diversity of housing within walking distance to the Warilla Grove B2 and B5 zones. The following parameters should apply:</p> <ul style="list-style-type: none"> FSR – 0.7:1 (Map 14) Building heights remain at 9 metres
Warilla Grove Mall Site Public Domain Recommendations	<p>1. Identify direct pedestrian connections:</p> <ul style="list-style-type: none"> between any apartment or shop top housing complexes and the Warilla Grove mall; between existing/future development on the Warilla Grove mall site and bus stops on Shellharbour Road; between existing/future development on the Warilla Grove mall site and existing pedestrian crossings over roads surrounding the site; and between existing/future development on the Warilla Grove mall site and Keith Fletcher Park/Warilla Library. <p>2. Identify any required new pedestrian connections from within the Warilla Grove mall site to locations external to the site – for example, such as providing improved pedestrian connections to the B2 Local Centre at George Street, Warilla via Beverley Avenue.</p> <p>3. Identify opportunities for car park shading at the Warilla Grove mall site, whilst retaining adequate parking capacity.</p> <p>4. Retain and implement the existing, specific Shellharbour DCP provisions for the Warilla Grove mall site.</p> <p>5. Achieve active frontages and provide awnings along Shellharbour Road to enhance the pedestrian experience and encourage greater levels of pedestrian activity to and from the Warilla Grove mall site.</p> <p>6. Provide for a food court and outdoor dining precinct at the Warilla Grove mall site which provides opportunities for people to meet and interact at their Local Centre.</p> <p>7. Provide a community space and focal point on the subject Warilla Grove mall land located directly opposite Warilla Library at Keith Fletcher Park.</p> <p>8. New proposed development at Warilla Grove mall addresses respective street frontages, providing active facades including awnings and opportunities for casual surveillance.</p>

Shellharbour Business Centres and Surrounding Residential Lands Study Recommendations	
Category/Issue	Recommendation
Warilla Grove Mall Site Traffic and Parking Measures Recommendations	1. Consideration should be given to the likely future parking demand/utilisation of the site. Future demand will need to account for the circumstances of residential development adjoining a retail shopping centre.
	2. The management of vehicle queuing for any existing/proposed development should occur entirely within the Warilla Grove mall site. This can be achieved through careful placement of internal car park vehicle conflict points to allow sufficient queuing space.
	3. Internal car park vehicle conflict points within the Warilla Grove mall site should be minimised where possible, to improve safety for pedestrians.
	4. Consideration should be given to maintaining the existing site entry point to the Warilla Grove mall site at Shellharbour Road/Queen Street signalised intersection. This will potentially reduce traffic entering from Veronica Street.
Oak Flats B2 Zone and Surrounding Residential Zones	
LEP Recommendations	1. Zone land that is currently R2 within the study area to R3 as shown on Map 16, with an associated FSR increase from 0.5:1 to 0.7:1 (Map 17) and retaining a building height of 9 metres.
Oak Flats B4 Zone	
LEP Recommendations	1. Protect the ability for the redevelopment of the Oak Flats B4 Mixed Use Zone for mixed use transit oriented development in the longer term, as a means to intensify development around the Oak Flats Train Station and build a critical mass to support the development of a local mixed use zone which serves both the immediate local neighbourhood and commuters. This should associate with the following LEP changes for part(s) of the B4 Mixed use zone to be determined, at Oak Flats: <ul style="list-style-type: none"> • FSR: increase from 1:1 to 3.5:1 (Map 19) • Height: increase from 15 metres to 29 metres (Map 20)
	2. Account for the longer term operational needs of the Lake Illawarra Police Station as part of any LEP changes for the land.
	3. Facilitate opportunities to develop the large area of vacant land to the east of the existing commuter car park for mixed use development, recognising that there will be some flooding constraints which would need to be overcome.
B4 Mixed Use Zone Public Domain Recommendations	1. Identify pedestrian connections: <ul style="list-style-type: none"> • Between any new development and the Oak Flats train station; • Between existing/future development and the northern side of Pioneer Drive, linking to bus stops on New Lake Entrance Road; • Between existing/future development and Central Avenue; • Across Stanford Drive, just south of the Pioneer Drive roundabout; • From the east side of Stanford Drive to the east side of Central Avenue; and • Enabling safe crossing of New Lake Entrance Road east of Pioneer Drive.
Shellharbour Village B2 Zone and Surrounding Residential Zones	
LEP Recommendations	No changes are recommended for Shellharbour Village.
Other General Recommendations	

Shellharbour Business Centres and Surrounding Residential Lands Study Recommendations	
Category/Issue	Recommendation
Transitioning Building Heights and Setbacks Recommendations for DCP inclusion	1. Council to consider that for blocks with permissible storey heights of 6 to 8 storeys, 3 metre setbacks could be required for storeys above levels 4 and 6 respectively to reduce the dominance of built form on adjoining streets. This could be further refined to limit heights to 6 storeys with setbacks on secondary street frontages.
Residential development feasibilities	1. Consider including high level development feasibilities for relevant planning proposals, to ensure that the planning provisions are reflective of market trends.

The recommendations in this study aim to provide a comprehensive framework for amending Council's planning controls to meet increased demand for greater housing diversity and choice. This is designed to meet the needs of the Shellharbour community for people of all life stages and ages, including the provision of smaller, more affordable housing types.

Council is required to conduct a five – yearly review of the Shellharbour Local Housing Strategy (SLHS) in terms of the evidence base and housing stock, against the broader aims of the Illawarra Shoalhaven Regional Plan to ensure that the SLHS is aligned with housing needs.

In such reviews it may be appropriate to revisit the SBCSRLS locality study areas to explore opportunities to meet housing demand as it evolves over time.

APPENDIX 1: BACKGROUND LITERATURE REVIEW

AP01

BACKGROUND LITERATURE REVIEW

Below provides an overview of the background documents and studies which are of most relevance to the preparation of the SBCSRLS. This is followed by a more discussion on other documents and studies which may also relate in more general terms.

STUDIES/DOCUMENTS OF MOST RELEVANCE TO PREPARATION OF SBCSRLS

1. Illawarra and Shoalhaven Regional Plan

The Illawarra and Shoalhaven Regional Plan provides the strategic policy, planning and decision-making framework to guide 20 year sustainable regional growth for the region, which incorporates the LGAs of Kiama, Shoalhaven, Shellharbour and Wollongong.

The following key principles underpin the Regional Plan:

- identify and protect land with high environmental value and recognise cultural heritage values;
- support the sustainable use of land and water resources and build resilience to natural hazards and climate change;
- support a strong, resilient and diversified economy that will enable the community to respond to environmental, economic and social challenges;
- integrate transport and land use planning, and support improvements in active transport (walking and cycling), public transport and transport infrastructure (including freight);
- take a balanced approach to housing that provides choice, affordability, and supports the orderly supply of land for development;
- increase housing density around centres that have access to jobs and transport and are already appealing to residents;
- encourage urban design that reduces car dependency, improves the public domain, promotes energy efficiency and supports healthier environments; and
- improve infrastructure coordination.

The Regional Plan states that the population will change over the next 20 years, with growth anticipated to be moderate in most age groups, except in the 65-and-over group, particularly in Kiama and Shoalhaven. More one- and two-person households are predicted, with growth in the region leading to a need for at least 35,400 additional homes, of which 9,350 additional dwellings are predicted to be required within Shellharbour to 2036.

The Regional Plan furthermore states that:

“Evidence from the Urban Feasibility Model, Illawarra Urban Development Program and Shoalhaven Growth Management Strategy show there is enough potential for the market to supply housing across a range of locations and housing types for the long term. Therefore, no new release areas are required for Wollongong, Shellharbour and Shoalhaven beyond those already identified under the Illawarra Urban Development Program and Shoalhaven Growth Management Strategy.”

It further states:

“Councils are to plan for the mix of housing that suits the projected growth, changing demographics (such as an ageing population) and market demand particular to their area. This means that zonings and planning controls maintain, or in some cases, increase capacity for housing, as well as other Council activities (such as streamlining assessment processes and planning for local infrastructure and town centre revitalisation) to promote development opportunities.”

The Regional Plan therefore places an expectation on both Shellharbour City Council (and the other councils within the region) to plan for the particular growth and mix of housing that is projected for the LGA.

There are a number of Goals, Directions and associated Actions within the ISRP that are especially relevant to the study, which are as follows:

Goal 2 - A variety of housing choices with homes that meet needs and lifestyles

Direction 2.2 Support housing opportunities close to existing services, jobs and infrastructure in the region's centres

Action 2.2.1 Investigate the policies, plans and investments that would support greater housing diversity in centres

Direction 3.1 Grow the opportunities for investment and activity in the region's network of centres

Action 3.3.2 Support Council-led revitalisation of centres

The ISRP contains a range of other directions and actions to supporting greater housing diversity in and around centres. This will be achieved by (among other things), identifying urban design outcomes that support active and vital communities and working with Councils to review planning controls to identify opportunities to increase the range of housing types. By the same token, the ISRP contains a direction to grow opportunities and investment for activity in the region's centres network with a preference to put retail activity into centres. Relevant actions include Council-led revitalisation of centres and supporting growth in priority growth sectors through flexible employment lands guidelines for the region. These measures are relevant to the preparation of the SELS, which is being undertaken concurrently with the preparation of the SBCSRLS.

The SBCSRLS addresses the ISRP action of supporting greater housing diversity in the centres identified in Map 2 (and some of the immediate surrounding residential lands as nominated) and will address specific urban design outcomes that can be applied through planning controls to facilitate an increase in diversity in housing types. It does this whilst being cognisant of the ISRP intent to revitalise centres by bolstering investment and encouraging growth in the priority growth sectors of:

- tourism;
- health, disability and aged care;
- ICT/knowledge services;
- education and training;
- aviation, defence and advanced manufacturing; and
- freight and logistics.

Therefore, the role of the SBCSRLS in the context of the ISRP is to respond to the relevant goals, directions and actions related to the achievement of housing diversity within centres (and surrounds), whilst also being cognisant of the ISRP intent for opportunities to increase investment and activity within centres as significant employment lands.

2. Local Strategic Planning Statement

The Local Strategic Planning Statement (LSPS) builds upon the community's goals and aspirations that were reflected in the Community Strategic Plan 2018-2028 (CSP). The LSPS brings attention to jobs, homes, services and community infrastructure that is suited to the demands of the community for the next 20 years. The basis of these deliverables are from the Illawarra Shoalhaven Regional Plan, and other Council and NSW planning priorities for Shellharbour.

The four focus areas are aligned to the CSP and also include Community, Environment, Economy and Leadership, with associated planning priorities. The LSPS planning priorities of most relevance to the SBCSRLS relate to "Where We Live" (i.e. P1 and P2 – refer below).

Community	Where We Live	
	P1	Deliver greater housing diversity and affordability to meet the changing needs of the community
	P2	Quality urban design enhances our local character and delivers liveable places
	Our Services and Social Infrastructure	
	P3	Deliver high quality, well-connected and integrated green spaces
	P4	Provide high quality and fit-for-purpose community services and social infrastructure aligned with growth
	P5	Contribute and help to deliver the growing health and education precinct of Shellharbour City Centre
	How we Move and Connect	
	P6	Provide accessible and connected suburbs with a range of transport options
	P7	Encourage smart and adaptable use of technology for our transport options
	Our Arts, Culture and Heritage	
	P8	Embrace and celebrate Shellharbour City's heritage and cultural identity
	P9	Foster an artistic, creative and innovative culture for Shellharbour City
Environment	A Sustainable and Resilient City	
	P10	Plan for a sustainable and adaptable City
	P11	Manage water, energy and waste efficiently to ensure a sustainable environment
	Our Natural Environment	
	P12	Respect, protect and enhance our natural assets and significant areas of biodiversity
	P13	Healthy and valued coast and waterways
	Our Rural Lands	
Economy	P14	Protect and enhance our rural lands
	Our Visitors	
	P15	Promote our City as a tourist destination
	Our Shellharbour Airport	
	P16	Ensure that Shellharbour Airport is viable and grows to meet its potential
	Our Town Centres	
	P17	Create vibrant, attractive and connected centres that reflect our local character and lifestyle
	Our Business and Employment	
	P18	Plan for sufficient local jobs and encourage an innovative employment sector
	Infrastructure for the Community	
Leadership	P19	Ensure infrastructure is aligned to accommodate planned growth and community needs
	Ensure Shellharbour City is Well Planned for the Future	
	P20	Monitor, review and report on the LSPS
	P21	Advocate for and represent the Shellharbour City community
	Collaboration on Planning for the Future	
	P22	The community is involved in planning for the future

3. Shellharbour LEP 2013

Local Environmental Plans (LEPs) are an important component of the NSW planning system, with each local government having an LEP to guide development and planning decisions. Whilst the SEPPs outline the rules and guidelines for land use, councils can nominate more specific rules about land use through their Local Environmental Plans, as well as provide additional guidance in their Development Control Plans (DCPs).

There are currently three LEPs which apply to Shellharbour. These are the Shellharbour LEP 2013, Shellharbour Rural LEP 2004 and the Shellharbour LEP 2000.

The Shellharbour LEP 2013 contains development standards for floor space ratio, height, minimum lot size and other provisions which affect most Development Applications made in Shellharbour. It does not apply to land identified as a Deferred Matter on the Land Application Map or the Calderwood Major Project Area.

The specific provisions of the LEP with respect to the floor space ratio (FSR), building heights, active street frontages, lot size and other relevant provisions have been considered when preparing the SBCSRLS.

The Shellharbour Rural LEP 2004 applies to all land identified as such on the Land Application Map within that LEP. This generally relates to the Illawarra Regional Business Park site to the immediate west of the Illawarra Regional Airport; land

on the Illawarra Highway to the west of Yellow Rock Road; and land on the Princes Highway to the north west of Shellharbour Road. The Rural LEP 2004 is not considered to be applicable to the preparation of the SBCSRLS.

The Shellharbour LEP 2000 also applies to other land identified as a Deferred Matter on the Land Application Map contained within the Shellharbour LEP 2013. For example, the 2000 LEP is applicable to the emerging residential area of Tullimbar. It also applies to other areas within the LGA, such as land south of Shell Cove. This is also not applicable to the SBCSRLS.

4. Shellharbour DCP

The Shellharbour Development Control Plan (DCP) applies to Shellharbour except for the area which is approved for development by the State Government under Part 3a of the *Environmental Planning and Assessment Act 1979* (EP&A Act) and has its own development guidelines under that legislation (i.e. Calderwood Major Project Area).

Unlike the SEPPs and LEPs, DCP provisions are not statutory requirements but can provide guidance on certain development matters. The primary purpose of a DCP is to provide guidance to applicants on:

- a) Giving the effect to the aims of any environmental planning instrument that applies to the development;
- b) Facilitating development that is permissible under any such instrument; and
- c) Achieving the objectives of land zones under any such instrument.

The implications of the SBCSRLS findings and its affect on any applicable DCP provisions has been considered to the extent relevant.

5. Town Centre Plans

Shellharbour has a number of adopted Town Centre Plans for Albion Park, Shellharbour Village Centre, Oak Flats and Warilla, which generally identify little future supply deficits of retail and commercial floor space. The town centre LEP recommendations account for this, whilst also encouraging greater density and critical mass of people through various measures such as height controls to promote a sense of enclosure and connected and vibrant mixes of uses. Any recommendations arising from the SBCSRLS has been cognisant of these town centre LEP recommendations and where changes are recommended, sufficient justification has been provided where seeking to override these current recommendations.

Section 3 provides an overview of the current Town Centre Plans (TCPs) and recommendations for LEP amendments.

Council's Development Control Plan was amended on 20 December 2017 and included revised and new town/village centre plan provisions including on character, partly based on the town/village centre plans. The Shellharbour LEP 2013 has yet to be amended to reflect the proposed TCP recommendations.

6. Shellharbour LGA Retail/Commercial Centres Study 2008

Hill PDA was commissioned to do a Retail/Commercial Centres Study in 2008. The purpose of the study was to inform the review of the LEP and to aim to accommodate the retail and commercial facility needs of the LGA's residents, visitors, workers and business.

The study identified several key drivers of change in the retail and commercial activity at Shellharbour, including the following:

- Population and household growth
- Declining average household size
- An ageing population
- Increasing part time employment
- Longer working hours
- Increasing workforce participation rate
- Household income
- Employment levels

To effectively manage the different centres within Shellharbour City, the study recommended a retail hierarchy as shown below.

Centre Typology	Retail Centre
Major Regional Centre	Shellharbour City Centre
Major Town	Warilla Grove, Albion Park
Village	Albion Park Rail, Oak Flats, Shellharbour Village, Warilla, Barrack Heights, Lake Illawarra, Albion Park South, Tullimbar Village (as proposed), Shell Cove (as proposed)
Neighbourhood Centre	Karoo Street, Albion Park Rail Pine Street & Ash Avenue, Albion Park Rail Sophia Street, Albion Park Cnr Tongarra/Calderwood Roads, Albion Park Darley Street, Shellharbour Village Baragoot Road, Flinders Reddall Parade, Lake Illawarra Lagoon Street, Barrack Heights McKenzie Avenue, Mt Warrigal Jones Avenue, Mt Warrigal Queen Street, Warilla Ulster Avenue, Warilla
Major Peripheral Retail >22,000sqm	Shellharbour City Centre Out-of-Centre
Minor Peripheral Retail < 22,000sqm	Albion Park Rail Out-of-Centre (north and south)

Table 9 – Retail Centres Typology (Source: Shellharbour Retail/Commercial Centres Study 2009)

The study also recommended that the reviewed centre typology should be reflected within the following LEP zonings:

Zone	Centres
B3 – Commercial Core	Shellharbour City Centre (including Shellharbour City Out of Centre)
B2 – Local Centre	Warilla Grove, Warilla, Oak Flats, Albion Park, Albion Park Rail, Shell Cove (as proposed), Shellharbour Village, Tullimbar Village (as proposed), Lake Illawarra, Albion Park South, Barrack Heights
B1 – Neighbourhood Centre	Neighbourhood Centres as identified in the hierarchy
B6 – Enterprise Corridor	Albion Park Rail – Princes Highway as identified in Section 22.7 of this report.
B7 – Business Park	Parts of Illawarra Regional Airport locality (as appropriate)
SP3 – Tourist	Parts of boat harbour at Shell Cove and Shellharbour Village (as appropriate)

Table 10 – Recommended LEP Zones (Source: Shellharbour Retail/Commercial Centres Study 2009)

Recommendations are also provided for the Shellharbour City Centre, Albion Park, Warilla Grove, Albion Park Rail, Oak Flats, Shellharbour Village, Warilla, Albion Park South & Lake Illawarra and other Neighbourhood Centres.

7. Shellharbour Economic Development Strategy 2019-2022

The Shellharbour Regional Economic Development Strategy 2019-2022 is a long term economic strategy for economic development within Shellharbour City, created in collaboration between the Shellharbour City Council and the NSW Government's Centre for Economic and Regional Development (CERD). The strategy involves the economic focus of continuing to attract new residents and the development of regionally significant assets. It also investigates opportunities that will assist to leverage endowments involving location, infrastructure, lifestyle and amenity, and affordable housing. Endowments play a key role in economic development of a regional economy with the CERD Regional Economic Enablers Report (2016) stating: *"the future of individual regional economies is inexorably linked to their natural endowments and attempts to retain or establish industries without an underpinning endowment are unlikely to succeed"*.

The following three core strategies have been developed to advise investment and other actions for the next four years:

- Continue to improve services and infrastructure to support population and business growth and enhance the overall amenity of the Region;
- Improve education outcomes and workforce skills to support business growth, economic, inclusiveness and life outcomes; and
- Unlock potential opportunities in the tourism sector.

The role of centres in providing for a greater diversity of housing which can support revitalisation of centres is an important consideration, whilst also ensuring that this does not undermine the ability of the centres to meet their intended role and function for retail, commercial and the provision of a range of other important services and facilities. The residential areas surrounding these centres is also important in contributing an appropriate transition in density, heights and character to surrounding residential areas, through a mix of housing types. Section 3 provides an assessment of the planning, economic and urban design context for the business centres and their surrounding residential areas, in considering any proposed changes.

8. Shellharbour Local Housing Strategy 2019

The SLHS was adopted by Council on 17 December 2019. It provides for the appropriate provision of all forms of housing for Shellharbour City over the next 25 years. It does this by analysing and responding to demographic changes, housing preferences and housing supply/demand issues, including community engagement outcomes. The SLHS also addresses policy implications arising from this analysis and these outcomes.

The key findings and recommendations for the SLHS are:

- The demand for housing in Shellharbour City over the next 25 years can be met by existing residential zoned land through infill and greenfield development.
- There is a need for greater housing diversity and choice.
- There is a need for more affordable housing.
- There is a need for more public housing.
- Council's Local Environmental Plans and Development Control Plan should be reviewed taking into consideration the more detailed findings of the SLHS.
- Prepare for consideration a range of non-planning mechanisms to facilitate housing diversity and affordability.
- Consideration should be given to limiting any future application of the Low Rise Medium Density Housing Code to existing R3 Medium Density zoned areas (excluding the Shell Cove Boat harbour Precinct) and possible future additional R3 zoned areas and to parts of the greenfield areas of Tullimbar and Calderwood; to help increase housing diversity.

The SLHS's Implementation and Delivery Plan (I and DP) includes the following recommendation (6).

Council to review the density provisions of the current Business zones of each centre as part of a future LEP amendment process (as well as the residential areas immediately surrounding these zones), to help facilitate the provision of housing diversity and choice within and around key centres that provide access to employment, services and other essential infrastructure and facilities.

Section 3.2.5.2 of the SLHS provides principles under which increased residential densities could be considered.

These principles are:

Principles for increasing residential densities:

- a. the increase in residential density is in an appropriate location, relative to existing services, employment and/or key public transport nodes; and*
- b. the increased densities are capable of addressing key site-specific constraints; and*
- c. potential amenity impacts can be satisfactorily mitigated; and*
- d. the use maintains and/or contributes to the existing or proposed character of the area in which it is to be developed and is of a scale, bulk and height that is commensurate with the surrounds;*
- e. the use is capable of being adequately serviced and is not out-of-sequence; and*
- f. the use contributes to the consolidation of residential densities and directly contributes to the provision of housing products that meet the needs of the community.*

(Shellharbour Local Housing Strategy)

The SBSCRLS is being undertaken in direct response to the recommendations of the Shellharbour Local Housing Strategy (SLHS), which was adopted by Council on 17 December 2019. The SLHS found that with the expected population of Shellharbour growing by 24,385 people over the next 25 years, the demand for approximately 10,625 dwellings in Shellharbour to 2041 can be met by the existing supply in both greenfield and infill residential areas.

Whilst housing supply to adequately meet housing demand is not considered to be an issue for Shellharbour, there is a need to achieve a greater diversity of housing to provide the choice in dwelling types that is projected. This includes addressing whether the current planning controls sufficiently facilitate the provision of housing diversity. For example, the SLHS found that there is a need for the provision of smaller, more affordable housing products to meet the requirements of the Shellharbour community for people of all life stages and ages.

Subsequently, the approach of the SLHS is to identify opportunities for facilitating additional housing densities, diversity and choice, within appropriate locations. One of the mechanisms by which housing diversity and choice could be facilitated, was through a review being undertaken of the density provisions within the current Business zones and their immediate residential surrounds, to inform a future LEP amendment process. Looking at the potential to increase densities within and around key centres that provide access to employment, services and other essential infrastructure and facilities is a logical consideration, as it could provide opportunities for consolidation within and around centres in Shellharbour, which is currently quite dispersed with respect to its centres and residential settlement pattern.

In the context of the SLHS, the role of the SBSCRLS will primarily be to provide a direct response to the specific recommendations of the SLHS in reviewing the density provisions of the current Business zones of the centres and surrounding residential lands (as per Map 2), to help facilitate the provision of housing diversity and choice. The SBSCRLS will do this by addressing (among other things), zones and permissible uses; floor space ratios; building heights (including for gateway sites) and active street frontages. This will in turn inform any LEP recommendations to facilitate the desired planning and design outcomes.

Given that the SLHS recognises that there is sufficient supply to meet housing demand within the LGA, the driver for any changes to the LEP to facilitate greater housing diversity is focused on any alterations to the provisions to encourage more flexibility, as opposed to needing to facilitate an increase in capacity to deliver additional dwellings. As per the findings of the SLHS, it could be that a range of non-planning measures and incentives may also be required, in order to achieve greater housing diversity within the business centres and surrounding residential areas.

STUDIES/DOCUMENTS OF GENERAL RELEVANCE TO PREPARATION OF SBCSRLS

9. Federal Policies

There are a number of Commonwealth policies and programs that relate to housing within Australia. Several of these hold relevance for the SBCSRLS and are outlined below.

National Housing and Homelessness Agreement

The National Housing and Homelessness Agreement took effect on 1 July 2018 and recognises the Commonwealth and the State's mutual interest in improving housing outcomes across the housing spectrum, including outcomes for Australians who are homeless or at risk of homelessness, and need to work together to achieve those outcomes. A Bilateral Agreement exists between the Commonwealth and NSW, whose purpose is “to provide an indication of how New South Wales intends to implement the conditions agreed in the Agreement, including the actions that will be undertaken as stated in New South Wales’ housing and homelessness strategies, and any actions to be undertaken by New South Wales to support the Data Schedule.”

The Agreement states that a range of planning and zoning reforms to increase housing supply and make housing more affordable are being implemented across NSW, including the introduction of the Low Rise Housing Diversity Code. The SBCSRLS considers measures to increase housing supply (and potential affordability), by making recommended changes which facilitate the provision of additional housing types within and surrounding centres.

Smart Cities Plan

The Smart Cities Plan outlines the Australian Government’s vision for our cities, and our plan for maximising their potential. It incorporates the three pillars of Smart Investment, Smart Policy and Smart Technology.

Of broad policy relevance to the preparation of the SBCSRLS for Shellharbour is the intent to prioritise projects that facilitate housing affordability. Through incentivising reforms, additional benefits will be generated for the economy making cities better places to live in and do business.

The Smart Cities Plan applies to cities of all sizes across Australia which are facing different opportunities and challenges. “While congestion and affordability are critical issues in capital and major cities, many regional cities are suffering from low or negative growth, as jobs lost in the manufacturing sector, or more recently the resources and energy sectors, are not replaced quickly enough. We need to plan for the future of regional cities, maximising their unique advantages and supporting their long term growth. The Smart Cities Plan provides a platform for long term investment and coordinated planning to help Australian cities reach their full potential” (Smart Cities Plan, 2016).

With respect to housing, the Smart Cities Plan specifically states (emphasis added):

“All governments in Australia, and the private sector, have a role in increasing housing supply in the right locations. The Australian Government makes contributions to infrastructure investment. We also provide the settings for taxation, finance, welfare, superannuation and foreign investment policy. States and territories control stamp duty and land tax, which affect the cost of owning a home and the willingness of homeowners to move. State and local governments are responsible for zoning and development approvals including developer charges, affecting the location, extent of supply and type of housing constructed. Coordinating these policy, planning, and regulatory levers can better support the supply of affordable and diverse housing.”

The concept of City Deals are provided for within the Smart Cities Plan, which will be structured around nationally and locally informed objectives. The primary focus will be on economic growth, jobs creation, housing affordability, and environmental outcomes. A number of City Deals have already been announced for Western Sydney, Launceston, Townsville, Darwin, Hobart and Geelong.

The preparation of a Business Centres and Surrounding Residential Lands Study for Shellharbour broadly aligns with the national agenda for Smart Cities with regards to the intent for the supply of affordable and diverse housing across all cities in Australia.

10. State Environmental Planning Policies

There are a range of SEPPs that could potentially apply when preparing the SBCSRLS. This could include:

- SEPP No 1 – Development Standards
- SEPP No 21 – Caravan Parks
- SEPP No 36 – Manufactured Home Estates

- SEPP No 65 – Design Quality of Residential Apartment Development
- SEPP No 70 – Affordable Housing (Revised Schemes)
- SEPP (Affordable Rental Housing) 2009
- SEPP (Exempt and Complying Development Codes) 2008
- SEPP (Housing for Seniors of People with a Disability) 2004
- SEPP (Infrastructure) 2007
- SEPP (State and Regional Development) 2011
- SEPP (Urban Renewal) 2010

To the extent relevant, appropriate consideration has been given to all applicable SEPPs when preparing the SBCSRLS.

11. Local Planning Policies

There are a suite of local planning plans, policies and strategies which exist for Shellharbour. Many of these will not be overly relevant or applicable to the preparation of the SBCSRLS, however they have been broadly reviewed and are summarised below:

Healthy Ageing Strategy for Shellharbour 2015-2017

The Shellharbour Healthy Ageing Strategy 2015-2017 provides an opportunity to plan, provide and advocate for improved health and well-being of older people in the community. This Strategy aligns with Council's Delivery Program with the intention that the 'big ideas' outlined in the Strategy be incorporated in Shellharbour City Council's Operational Plan each year, based on funding and resourcing capacity.

The Strategy comprises a range of measures and ideas, however of most relevance to the preparation of the SBCSRLS is the ability to allow residents to age in place and to ensure that access to appropriate housing is facilitated, which combined with a range of other factors related to access to community and social services, transport, can influence the independence and quality of life of older people. When preparing the SBCSRLS, consideration must be given to facilitating the development of a diverse range of housing products within and immediately surrounding centres, which allows for flexibility and adaptability, to ensure that the needs of the ageing population can be met, which allows residents to stay within Shellharbour and to age in place.

Shellharbour Disability Access and Inclusion Plan 2017-2021

The Shellharbour Disability Access and Inclusion Plan 2017 - 2021 focuses on how Shellharbour City can be a more inclusive and accessible city and sets the direction on how this can be achieved. It covers all aspects of Council services, making Shellharbour City a place where people want to live, work and play. The Plan also links to the Community Strategic Plan's Delivery Program and Operational Plan and will make creating a more inclusive City everyone's responsibility, increasing the effectiveness of the Plan (Shellharbour City Council Disability Access and Inclusion Plan 2017-2021). The SBCSRLS encourages any new housing development to be cognisant of ensuring that accessibility and inclusivity are core considerations when determining appropriate locations and design outcomes for further housing within and immediately surrounding centres.

Shellharbour Youth Plan 2018-2021

The Shellharbour Youth Plan 2018-2021 has been informed by policy, best practice, local support services and community Consultations and is targeted at young people aged 12-24 across all sections of society, including Aboriginal and Torres Strait Islander people, multicultural groups, people with disabilities and LGBTQI people.

The Youth Plan contains an action plan which seeks to achieve the young people's vision for Shellharbour, with longer term goals and targets, plus the actions that will help them to achieve them. Goal 1 – Family and Community Support and Housing states:

Young people in Shellharbour have a safe place to live and are socially and culturally connected and supported. Having positive relationships with family, carers and friends while being able to access support services provides a strong platform for young people to grow up in Shellharbour. It is also important for young people to connect across cultures, so they can develop a good understanding of their whole community and the strengths of others.

Growing up in a family or care environment that provides them safety, shelter and love is very important to young people. Parents, carers, siblings, extended family and friends are key to helping young people learn, develop and grow while providing positive role models for young people during their developmental years.

To improve family unity and positive home environments, young people encouraged the Shellharbour community to hold family-friendly events and activities. Young people highlighted the need for local services that are useful, approachable and available to support families achieve positive outcomes. Young people said that family-friendly and youth-friendly venues locally would encourage more people to access support, and that buildings and outdoor spaces should be designed with this in mind.

Young people growing up in Shellharbour are particularly concerned about issues like domestic violence and safe, affordable housing. The Youth Plan provides local groups a basis to work together with young people to advocate for improved awareness and services focussing on these issues over the coming years.

The SBCSRLS seeks to ensure that the aspirations of the Shellharbour youth for safe and affordable housing can be facilitated within the development of new housing in business centres and surrounding residential lands, which are the subject of this study.

Shellharbour Safety Strategy 2016-2021

The 'Shellharbour Safety Strategy' creates a shared vision for a safe Shellharbour. It builds upon Shellharbour's achievements to date as well as providing new opportunities and will be used to inform Council's planning, programming and funding priorities over the next five years. Extensive stakeholder and community engagement was conducted as part of the preparation of the strategy, including taking a closer look at local demographic data, current crime data and background research.

The ambition within the Safety Strategy is that *Shellharbour continues to be a friendly environment where people feel safe.*

This is intended to be achieved by Council:

- Taking a lead role in responding to local safety issues.
- Reducing the fear of crime.
- Working in partnership with all levels of Government, community and businesses to develop programs that increase awareness and reduce crime in Shellharbour.
- Celebrating our safe and connected neighbourhoods.
- Supporting community safety activities and events in Shellharbour and the Illawarra Region.
- Creating safer public places through planning practises.
- Increasing awareness of crime prevention, domestic violence and community safety through the provision of information.
- Reducing the rates of domestic violence in Shellharbour
- Minimising graffiti in the city.

The Strategy outlines five priorities, with Priority Four being of direct relevance to the preparation of the SBCSRLS, as follows:

Priority Four: A City that plans for and maintains safe public places

Built environments and the way neighbourhoods are designed and maintained impact on the community's perception of safety. Creating safe public places encourages health and wellbeing in the community.

The SBCSRLS has been cognisant of this priority and supports the principle of ensuring that neighbourhoods are designed and maintained to be safe.

Shellharbour Local Infrastructure Contributions Plan (9th Version)

The Objectives of the Shellharbour Local Infrastructure Contributions Plan are to ensure that:

- 1) Community Infrastructure meets the needs of a growing population; and
- 2) Developers contribute towards cost of infrastructure.

Section 3 provides some context in terms of the anticipated population growth of the area.

The population of the City of Shellharbour is anticipated to grow to approximately 74,750 people by the year 2023 and approximately 79,000 by the year 2028. This population growth will result in the need for additional infrastructure and services to those that exist at present. The key areas of growth in Shellharbour City are anticipated to be Shell Cove, Tullimbar, Calderwood and the City Centre.

Section 4 discusses the land dedication and the provision of open space with new greenfield development.

Section 7 identifies that non residential development charges will be capped to encourage growth.

Sections 16 - 24: The majority of the document identifies precincts and the need for new infrastructure in these areas based on the level of development which has occurred. It provides key information about the type of development in each precinct and the infrastructure required to be provided to encourage future development.

The Local Infrastructure Contributions Plan provides some important contextual information around growth of the Shellharbour population and the need for additional infrastructure and services to be provided in the key growth areas. The SBCSRLS will need to ensure that it acknowledges the Local Infrastructure Contributions Plan and that any policy decisions made with respect to future housing provision, do not undermine this plan.

Floodplain Risk Management

The Lake Illawarra Floodplain Risk Management Study 2012 was prepared by Cardno for the Lake Illawarra Authority, Wollongong City Council and Shellharbour City Council to review flood risks and to examine floodplain management options and to prioritise identified strategies for implementation within a Floodplain Risk Management Plan.

The Shellharbour LEP and DCP contain provisions for guiding development within flood affected areas. Flood risk management for Shellharbour's business centres and surrounding residential areas will need to be addressed through any subsequent development applications for housing.

Shellharbour Community Engagement Council Policy

The Shellharbour Community Engagement Council Policy provides a framework that underpins Council's engagement activities. It outlines the roles and responsibilities of engaging with the community and suggests the mechanisms for engagement. In preparing the SBCSRLS, a series of community engagement processes have been scheduled throughout the course of the engagement. This includes engagement prior to the drafting of the SBCSRLS and upon release of the draft SBCSRLS document. The exact nature and format of the community engagement will be worked through with Council but will adhere to Council's Community Engagement Policy.

Shellharbour Community Engagement Toolkit

The Community Engagement Toolkit is referred to within the Community Engagement Council Policy and provides a best practice approach for community engagement.

The toolkit aims to:

- Deliver a variety of community engagement opportunities that meet the principles of social justice and according to the requirements of Council's Community Engagement Policy.
- Undertake a range of engagement activities that build upon previous engagement and that recognise the diversity of the Shellharbour Community
- Meet the requirements of the Local Government Act, 1993

It is supported by Council's online presence, community engagement branding, staff and councillor training and a range of resources.

The exact nature and format of any further community engagement will be worked through with Council but will adhere to Council's Community Engagement Policy.

Mapping

A range of mapping exists for Shellharbour, which addresses a number of issues. Of greatest relevance to the preparation of the SBCSRLS is the LEP mapping, which contains a number of maps that address:

- Floor space ratio;
- Height of buildings;
- Heritage;
- Land application;
- Land reservation acquisition;
- Zoning;
- Lot size;
- Acid sulfate soils;
- Active street frontages;
- Significant extractive resources;
- Terrestrial biodiversity;
- Mineral resource and transitional areas;
- Development areas;
- Local clauses; and
- Land reclassification.

Where this mapping impacts on any areas that are to potentially be identified within the SBCSRLS, appropriate acknowledgement and consideration of these areas should be given, to ensure that there is alignment and consistency with the SBCSRLS and the LEP mapping. Of particular relevance, the SBCSRLS contains recommendations outlining potential amendments to the LEP in terms of FSR, Height of buildings and Active street frontages.

In addition to the LEP mapping, other miscellaneous constraints mapping also exists for Shellharbour. This covers a range of matters such as:

- Flooding;
- Catchments and drainage;
- Threatened species;
- Railway buffers;
- Visual management;
- Coastal hazards;
- Coastal zones (SEPPs);
- Airport;
- Fish habitat;
- Vegetation;
- Bushfire prone land; and
- Aboriginal heritage.

Specific development applications brought forward within the business centres and surrounding residential lands will need to address these constraints to the extent relevant.

Development Data Including pre-lodge DA's

A range of development data has been provided by Council to assist with the preparation of the SBCSRLS. This has included development application, construction certificate and complying development approval statistics. This data has been used to inform the preparation of the SBCSRLS.

Complying Development Certificate (CDC) & Development Application (DA) Summary

Locality	Approval Types							
	Residential	Commercial	Retail	Industrial	Infrastructure	Subdivision	Mixed	Other
DA Albion Park	192	6	0	0	0	8	2	4
DA Oak Flats	132	5	0	0	0	2	1	4
DA Shellharbour City Blackbutt	22	21	0	0	1	1	2	2
DA Shellharbour	44	11	0	0	1	3	3	2

Locality	Approval Types							
	Residential	Commercial	Retail	Industrial	Infrastructure	Subdivision	Mixed	Other
DA Warilla	47	9	0	0	0	1	0	2
CDC Albion Park	158	8	0	1	0	3	0	3
CDC Oak Flats	88	0	0	0	0	10	0	2
CDC Shellharbour City Blackbutt	19	112	0	9	0	2	1	0
CDC Shellharbour	41	11	0	0	0	2	0	4
CDC Warilla	68	18	0	1	0	2	0	0

Table 11 – Development Activity Data (Source: Based on data provided by Shellharbour City Council, March 2020 (covering a period from end May 2015)).

In addition, discussions were held with two proponents for land contained within the Warilla Grove Town Centre on 12 May 2020. These have been addressed within section 3 of the SBCSRLS and appropriate recommendations made.

Current Land Use Patterns

The current land use patterns within Shellharbour have been considered when preparing the SBCSRLS, in determining where areas for further residential housing development may logically be concentrated within and surrounding the business centres.

Section 9.1 Directions

There are a number of relevant Section 9.1 Directions which are applicable to consideration of recommended changes to the LEP 2013, in facilitating the provision of greater housing diversity within centres and surrounding residential areas. These are outlined as follows:

Section 1. Employment and resources

Section 1.1 Business and Industrial Zones sets direction to encourage, protect and support employment growth within business and industrial zones and to protect the viability of identified centres. The direction applies when a relevant planning authority prepares a planning proposal that will affect land within an existing or proposed business or industrial zone (including the alteration of any proposed zone boundary). Any proposal must not reduce the total potential floor space area for employment uses and related public services in business zones. The recommendations within the SBCSRLS are consistent with this Direction, in that there is no proposal to downzone or reduce the total amount of employment lands available within Shellharbour.

Section 3. Housing, Infrastructure and urban development

In regards to housing, section 3.1 Residential Zones objectives focus on ensuring a variety of housing options are available, making efficient use of existing infrastructure and ensuring new development has access to the appropriate infrastructure; and minimising adverse impacts of residential development on the environment. The direction applies when a relevant planning authority prepares a planning proposal that will affect land within an existing or proposed residential zone (including the alteration of any residential zone boundary), or any other zone in which significant residential development is proposed. The proposed recommendations to alter some of the current R2 zones to R3 are consistent with these directions, in trying to facilitate a greater variety and diversity of housing options within the Residential zones, which immediately surround the Business centre zones.

Section 3.4 Integrating Land Use and Transport aims to ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts achieve the appropriate planning objectives, such as improving access to housing, jobs and services through improved active and public transport opportunities and reduced reliance on private vehicles. Recommendations made within this Study are not considered to fundamentally alter the integration of land use and transport outcomes, due to the relatively minor nature of the recommendations made, which provides for a nuanced approach to the current LEP recommendations.

Section 4. Hazard and Risk

Hazard and Risk Directions apply to a range of constraints including Acid sulfate soils, Mine subsidence, Flood prone land, and Planning for bushfire protection. Recommendations made within this Study are not considered to fundamentally

increase Hazard and Risk considerations within the business centres and surrounding residential lands, due to the relatively minor nature of the recommendations, which provides for minor changes to zonings (e.g. from the R2 to R3 zone) and alterations to some FSR's and building heights.

Section 5. Regional Plans

The intent of the applicable section 5 Directions for Regional Plans is to give effect to the regional plan vision, goals, land use actions, directions and actions within regional strategies and regional plans. This study specifically seeks to advance the relevant actions and directions of the ISRP, particularly in providing a variety of housing choices and supporting housing opportunities close to existing services, jobs and infrastructure in the centres, as well as investigating policies, plans and investments that would support greater housing diversity in centres. This is also consistent with the objectives of the ISRP.

Section 6. Local plan making

Local plan making covers 6.1 Approval and Referral Requirements, 6.2 Reserving land for Public Purposes, and 6.3 Site Specific Provisions. These sections have the following objectives: to ensure appropriate assessment of development provided by provisions of the LEP; to facilitate development for public services and facilities; and to discourage unnecessarily restrictive site specific planning controls. The proposed recommended amendments to the LEP are minor in nature and do not fundamentally alter the established planning framework for Shellharbour.

Shellharbour Make Play Grow 2015-2019

The Shellharbour Make Play Grow 2015-2019 strategy aligns with Council's vision for a dynamic, vibrant and liveable city and looks at the programming and funding priorities surrounding the arts. The Strategy seeks to enhance the creative culture of Shellharbour through building on existing cultural assets and resources and introducing new initiatives. The scope of the strategy covers traditional arts, for example, visual arts, theatre, literature and music; and also considers design, filmmaking, architecture and placemaking. Shellharbour Make Play Grow aligns with Council's Delivery Program and will record the Strategy's progress through assessment against key indicators and measurements.

Shellharbour Open Space and Recreation Needs Study and Strategy

To guide Shellharbour City Council's decision making in regards to open space and recreational needs, Shellharbour City Council engaged the Institute for Public Policy and Governance at the University of Technology Sydney to develop an Open Space and Recreation Needs Study and an Open Space and Recreation Needs Strategy for 2020-2030.

The study includes evidence and analysis that shapes the strategy containing an assessment of specific sites through implementing an 8 point open space design review framework. The sites were filtered, and identified activities and precincts that would benefit from further consideration by Council. In summary, it was concluded that within the Shellharbour Local Government Area, there is an adequate supply of open space that supports a wide range of passive and active participation, varying in size and location.

The Study included a summary of government policy, active open space planning, demographics of Shellharbour including trends and key findings; in-depth research into the Shellharbour area focusing on passive open space provision, active open space provision and demand and community feedback. And finally, the study provides analysis on the demand and community feedback of Shellharbour's aquatic facilities.

The Shellharbour Open Space and Recreation Needs Strategy includes a set of strategy direction followed by a list of actions:

- *Shape open spaces to encourage public recreation and relaxation*
- *Ensure sports ground and facilities support active participation*
- *Improve access to aquatic facilities and activities*
- *Encourage sustainable enjoyment of the natural environment*
- *Active open spaces and facilities to broaden public participation*
- *Work in collaboration with stakeholders to achieve our Strategy*
- *Provide effective management maintenance and monitoring*

Shellharbour Communication Strategy 2016-2019


The Shellharbour Communication Strategy provides a framework for how Council communicates with its audiences aligning with the Community Engagement Policy and Toolkit and is annually reviewed. The audience being the community, businesses, visitors, staff, future staff, government agencies / MPS, non-residential ratepayers and suppliers. The Plan has the following objectives:

- Council actively shares information about all key decisions, projects, events and issues
- Information links to the CSP and community priorities
- Councillors and staff have the information, tools and skills they need to be Council's "reputation ambassadors"



























APPENDIX 2: STUDY AREA EXISTING LEP 2013 MAPS

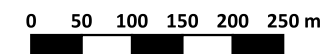
AP02

DETAILED STUDY AREAS ALBION PARK B1 ZONE AND SURROUNDING RESIDENTIAL AREAS


 Study area is B1 and R2 zones within area bounded by black line

LEP 2013 Land Zoning

-  B1 Neighbourhood Centre
-  B2 Local Centre
-  B3 Commercial Core
-  B4 Mixed Use
-  B5 Business Development
-  B7 Business Park
-  DM Deferred Matter
-  E1 National Parks and Nature Reserves
-  E2 Environmental Conservation
-  E3 Environmental Management
-  E4 Environmental Living
-  IN1 General Industrial
-  IN2 Light Industrial
-  MD Major Development
-  R2 Low Density Residential
-  R3 Medium Density Residential
-  R5 Large Lot Residential
-  RE1 Public Recreation
-  RE2 Private Recreation
-  RU1 Primary Production
-  RU2 Rural Landscape
-  RU6 Transition
-  SP1 Special Activities
-  SP2 Infrastructure
-  W1 Natural Waterways
-  W2 Recreational Waterways



ALBION PARK B1 ZONE AND SURROUNDING RESIDENTIAL AREA

 Study area is B1 and R2 zones within area bounded by black line

 Active Street Frontages

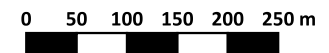
Floor Space Ratio

 D (0.5:1)


 H (0.7:1)

 N (1:1)

 S (1.5:1)












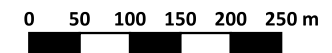
ALBION PARK B1 ZONE AND SURROUNDING RESIDENTIAL AREA

 Study area is B1 and R2 zones within area bounded by black line


 Active Street Frontages

Building Height



























-  E (6m)
-  H (7.5m)
-  J (9m)
-  L (11m)
-  M (12m)
-  O (15m)
-  P (18m)
-  T (25m)
-  V (36m)

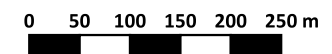


ALBION PARK B1 ZONE AND SURROUNDING RESIDENTIAL AREA


 Study area is B1 and R2 zones within area bounded by black line

Minimum Lot Size



























-  G (450 sqm)
-  M (600 sqm)
-  U (1000 sqm)
-  V (2000 sqm)
-  W1 (4000 sqm)
-  W2 (4600 sqm)
-  X (6000 sqm)
-  Y1 (1 ha)
-  Y2 (2 ha)
-  Z1 (2 ha)
-  Z2 (2 ha)
-  Z3 (3 ha)
-  Z4 (3 ha)
-  AA (8 ha)
-  AB1 (10 ha)
-  AB1 (40 ha)
-  AB2 (16 ha)
-  AB3 (17 ha)
-  AB4 (20 ha)
-  AB5 (22 ha)
-  AB6 (26 ha)
-  AB6 (40 ha)
-  AB7 (34 ha)
-  AB8 (40 ha)
-  AB9 (42 ha)
-  AC (51 ha)

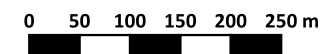


DETAILED STUDY AREAS ALBION PARK B2 ZONE AND SURROUNDING RESIDENTIAL AREAS


 Study area is B2 and R2 zones within area bounded by black line

LEP 2013 Land Zoning

-  B1 Neighbourhood Centre
-  B2 Local Centre
-  B3 Commercial Core
-  B4 Mixed Use
-  B5 Business Development
-  B7 Business Park
-  DM Deferred Matter
-  E1 National Parks and Nature Reserves
-  E2 Environmental Conservation
-  E3 Environmental Management
-  E4 Environmental Living
-  IN1 General Industrial
-  IN2 Light Industrial
-  MD Major Development
-  R2 Low Density Residential
-  R3 Medium Density Residential
-  R5 Large Lot Residential
-  RE1 Public Recreation
-  RE2 Private Recreation
-  RU1 Primary Production
-  RU2 Rural Landscape
-  RU6 Transition
-  SP1 Special Activities
-  SP2 Infrastructure
-  W1 Natural Waterways
-  W2 Recreational Waterways



ALBION PARK B2 ZONE AND SURROUNDING RESIDENTIAL AREA

 Study area is B2 and R2 zones within area bounded by black line

 Active Street Frontages

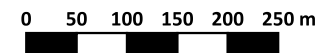
Floor Space Ratio

 D (0.5:1)


 H (0.7:1)


 N (1:1)

 S (1.5:1)











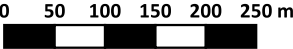
ALBION PARK B2 ZONE AND
SURROUNDING RESIDENTIAL AREA

 Study area is B2 and R2 zones within area bounded by black line


 Active Street Frontages

Building Height



























-  E (6m)
-  H (7.5m)
-  J (9m)
-  L (11m)
-  M (12m)
-  O (15m)
-  P (18m)
-  T (25m)
-  V (36m)

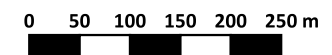


ALBION PARK B2 ZONE AND SURROUNDING RESIDENTIAL AREA


 Study area is B2 and R2 zones within area bounded by black line

Minimum Lot Size



























-  G (450 sqm)
-  M (600 sqm)
-  U (1000 sqm)
-  V (2000 sqm)
-  W1 (4000 sqm)
-  W2 (4600 sqm)
-  X (6000 sqm)
-  Y1 (1 ha)
-  Y2 (2 ha)
-  Z1 (2 ha)
-  Z2 (2 ha)
-  Z3 (3 ha)
-  Z4 (3 ha)
-  AA (8 ha)
-  AB1 (10 ha)
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-  AB3 (17 ha)
-  AB4 (20 ha)
-  AB5 (22 ha)
-  AB6 (26 ha)
-  AB6 (40 ha)
-  AB7 (34 ha)
-  AB8 (40 ha)
-  AB9 (42 ha)
-  AC (51 ha)

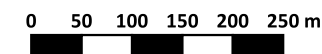


DETAILED STUDY AREAS **OAK FLATS B2 ZONE** **AND SURROUNDING RESIDENTIAL** **AREAS**


 Study area is B2, R2 and R3 zones within area bounded by black line


LEP 2013 Land Zoning

-  B1 Neighbourhood Centre
-  B2 Local Centre
-  B3 Commercial Core
-  B4 Mixed Use
-  B5 Business Development
-  B7 Business Park
-  DM Deferred Matter
-  E1 National Parks and Nature Reserves
-  E2 Environmental Conservation
-  E3 Environmental Management
-  E4 Environmental Living
-  IN1 General Industrial
-  IN2 Light Industrial
-  MD Major Development
-  R2 Low Density Residential
-  R3 Medium Density Residential
-  R5 Large Lot Residential
-  RE1 Public Recreation
-  RE2 Private Recreation
-  RU1 Primary Production
-  RU2 Rural Landscape
-  RU6 Transition
-  SP1 Special Activities
-  SP2 Infrastructure
-  W1 Natural Waterways
-  W2 Recreational Waterways



OAK FLATS B2 ZONE AND SURROUNDING RESIDENTIAL AREA

 Study area is B2, R2 and R3 zones within area bounded by black line


 Active Street Frontages

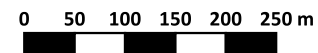
Floor Space Ratio

 D (0.5:1)


 H (0.7:1)

 N (1:1)

 S (1.5:1)












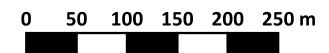
OAK FLATS B2 ZONE AND SURROUNDING RESIDENTIAL AREA

 Study area is B2, R2 and R3 zones within area bounded by black line


 Active Street Frontages

Building Height



























-  E (6m)
-  H (7.5m)
-  J (9m)
-  L (11m)
-  M (12m)
-  O (15m)
-  P (18m)
-  T (25m)
-  V (36m)

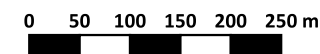


OAK FLATS B2 ZONE AND SURROUNDING RESIDENTIAL AREA


 Study area is B2, R2 and R3 zones within area bounded by black line

Minimum Lot Size



























-  G (450 sqm)
-  M (600 sqm)
-  U (1000 sqm)
-  V (2000 sqm)
-  W1 (4000 sqm)
-  W2 (4600 sqm)
-  X (6000 sqm)
-  Y1 (1 ha)
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-  Z1 (2 ha)
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-  AB6 (40 ha)
-  AB7 (34 ha)
-  AB8 (40 ha)
-  AB9 (42 ha)
-  AC (51 ha)

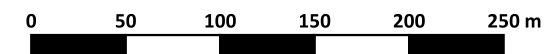


DETAILED STUDY AREA OAK FLATS B4 ZONE

 Study area is B4 zone within area bounded by black line

LEP 2013 Land Zoning

-  B1 Neighbourhood Centre
-  B2 Local Centre
-  B3 Commercial Core
-  B4 Mixed Use
-  B5 Business Development
-  B7 Business Park
-  DM Deferred Matter
-  E1 National Parks and Nature Reserves
-  E2 Environmental Conservation
-  E3 Environmental Management
-  E4 Environmental Living
-  IN1 General Industrial
-  IN2 Light Industrial
-  MD Major Development
-  R2 Low Density Residential
-  R3 Medium Density Residential
-  R5 Large Lot Residential
-  RE1 Public Recreation
-  RE2 Private Recreation
-  RU1 Primary Production
-  RU2 Rural Landscape
-  RU6 Transition
-  SP1 Special Activities
-  SP2 Infrastructure
-  W1 Natural Waterways
-  W2 Recreational Waterways



OAK FLATS B4 ZONE



Study area is B4 zone within area bounded by black line



Active Street Frontages

Floor Space Ratio

D (0.5:1)


H (0.7:1)


N (1:1)

S (1.5:1)












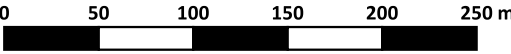
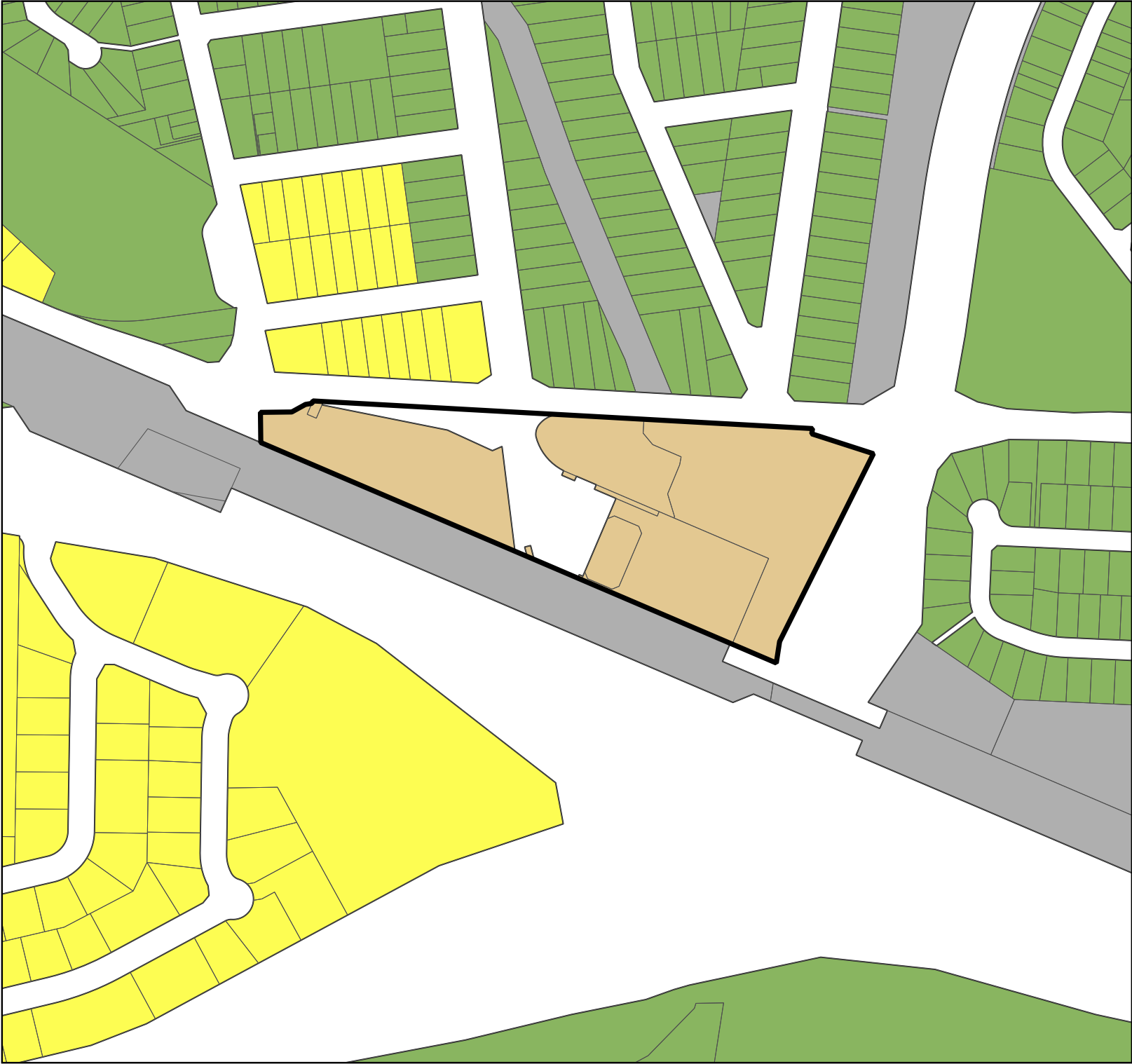
OAK FLATS B4 ZONE

 Study area is B4 zone within area bounded by black line


 Active Street Frontages

Building Height

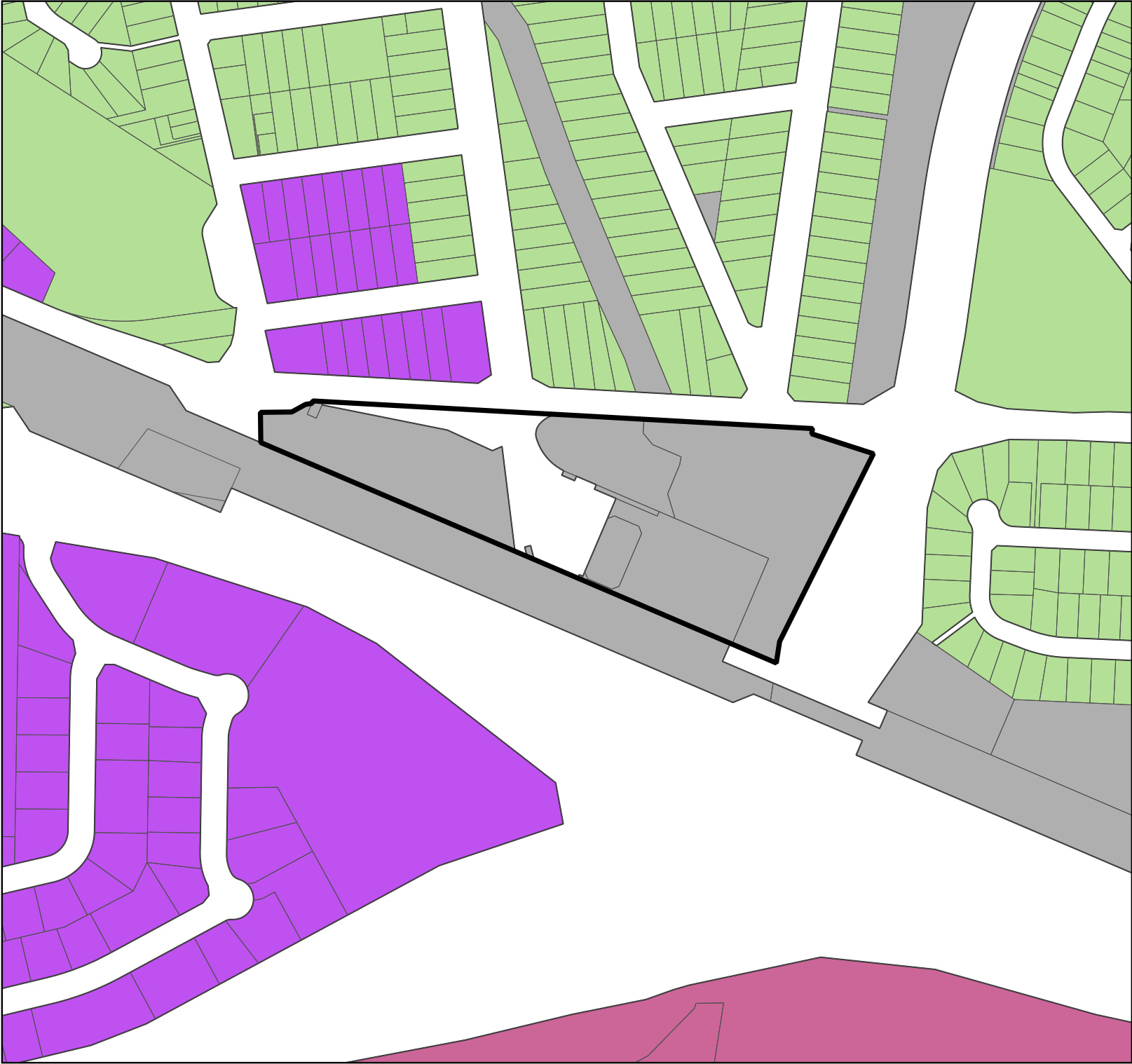
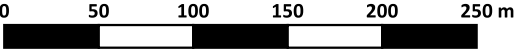
-  E (6m)
-  H (7.5m)
-  J (9m)
-  L (11m)
-  M (12m)
-  O (15m)
-  P (18m)
-  T (25m)
-  V (36m)




OAK FLATS B4 ZONE

 Study area is B4 zone within area bounded by black line



























- Minimum Lot Size**
- G (450 sqm)
 - M (600 sqm)
 - U (1000 sqm)
 - V (2000 sqm)
 - W1 (4000 sqm)
 - W2 (4600 sqm)
 - X (6000 sqm)
 - Y1 (1 ha)
 - Y2 (2 ha)
 - Z1 (2 ha)
 - Z2 (2 ha)
 - Z3 (3 ha)
 - Z4 (3 ha)
 - AA (8 ha)
 - AB1 (10 ha)
 - AB1 (40 ha)
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 - AB3 (17 ha)
 - AB4 (20 ha)
 - AB5 (22 ha)
 - AB6 (26 ha)
 - AB6 (40 ha)
 - AB7 (34 ha)
 - AB8 (40 ha)
 - AB9 (42 ha)
 - AC (51 ha)

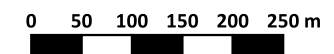


DETAILED STUDY AREAS SHELLHARBOUR VILLAGE B2 ZONE AND SURROUNDING RESIDENTIAL AREAS


 Study area is B2, R2 and R3 zones within area bounded by black line


LEP 2013 Land Zoning

-  B1 Neighbourhood Centre
-  B2 Local Centre
-  B3 Commercial Core
-  B4 Mixed Use
-  B5 Business Development
-  B7 Business Park
-  DM Deferred Matter
-  E1 National Parks and Nature Reserves
-  E2 Environmental Conservation
-  E3 Environmental Management
-  E4 Environmental Living
-  IN1 General Industrial
-  IN2 Light Industrial
-  MD Major Development
-  R2 Low Density Residential
-  R3 Medium Density Residential
-  R5 Large Lot Residential
-  RE1 Public Recreation
-  RE2 Private Recreation
-  RU1 Primary Production
-  RU2 Rural Landscape
-  RU6 Transition
-  SP1 Special Activities
-  SP2 Infrastructure
-  W1 Natural Waterways
-  W2 Recreational Waterways



SHELLHARBOUR VILLAGE B2 ZONE AND SURROUNDING RESIDENTIAL AREA

 Study area is B2, R2 and R3 zones within area bounded by black line


 Active Street Frontages

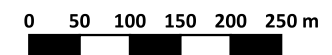
Floor Space Ratio

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 H (0.7:1)

 N (1:1)

 S (1.5:1)












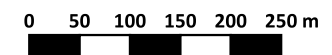
SHELLHARBOUR VILLAGE B2 ZONE AND SURROUNDING RESIDENTIAL AREA

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 Active Street Frontages

Building Height



























-  E (6m)
-  H (7.5m)
-  J (9m)
-  L (11m)
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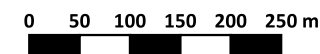


SHELLHARBOUR VILLAGE B2 ZONE AND SURROUNDING RESIDENTIAL AREA


 Study area is B2, R2 and R3 zones within area bounded by black line

Minimum Lot Size



























-  G (450 sqm)
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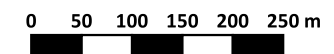


DETAILED STUDY AREAS SHELLHARBOUR CITY CENTRE B3 AND B4 ZONE AND SURROUNDING RESIDENTIAL AREAS


 Study area is B3, B4, R2 and R3 zones within area bounded by black line

LEP 2013 Land Zoning

-  B1 Neighbourhood Centre
-  B2 Local Centre
-  B3 Commercial Core
-  B4 Mixed Use
-  B5 Business Development
-  B7 Business Park
-  DM Deferred Matter
-  E1 National Parks and Nature Reserves
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-  SP1 Special Activities
-  SP2 Infrastructure
-  W1 Natural Waterways
-  W2 Recreational Waterways



SHELLHARBOUR CITY CENTRE B3 AND B4 ZONES AND SURROUNDING RESIDENTIAL AREA

 Study area is B3, B4, R2 and R3 zones within area bounded by black line

 Active Street Frontages

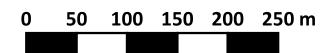
Floor Space Ratio

 D (0.5:1)


 H (0.7:1)

 N (1:1)

 S (1.5:1)












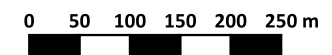
SHELLHARBOUR CITY CENTRE B3 AND B4 ZONES AND SURROUNDING RESIDENTIAL AREA

 Study area is B3, B4, R2 and R3 zones within area bounded by black line


 Active Street Frontages

Building Height



























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-  J (9m)
-  L (11m)
-  M (12m)
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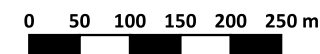


SHELLHARBOUR CITY CENTRE B3 AND B4 ZONES AND SURROUNDING RESIDENTIAL AREA


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Minimum Lot Size



























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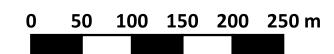


DETAILED STUDY AREAS WARILLA B2 AND B5 ZONES AND SURROUNDING RESIDENTIAL AREAS


 Study area is B2, B5, R2 and R3 zones within area bounded by black line


LEP 2013 Land Zoning

-  B1 Neighbourhood Centre
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-  DM Deferred Matter
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-  RU6 Transition
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-  SP2 Infrastructure
-  W1 Natural Waterways
-  W2 Recreational Waterways



WARILLA B2 AND B5 ZONES AND SURROUNDING RESIDENTIAL AREAS

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 Active Street Frontages

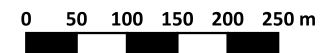
Floor Space Ratio

 D (0.5:1)


 H (0.7:1)


 N (1:1)

 S (1.5:1)












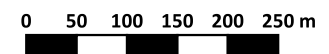
WARILLA B2 AND B5 ZONES AND SURROUNDING RESIDENTIAL AREAS

 Study area is B2, B5, R2 and R3 zones within area bounded by black line


 Active Street Frontages

Building Height

























-  E (6m)
-  H (7.5m)
-  J (9m)
-  L (11m)
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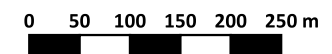


WARILLA B2 AND B5 ZONES AND SURROUNDING RESIDENTIAL AREAS


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Minimum Lot Size



























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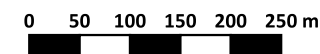


DETAILED STUDY AREAS **WARILLA GROVE B2 AND B5 ZONES** **AND SURROUNDING RESIDENTIAL** **AREAS**


 Study area is B2, B5, R2 and R3 zones within area bounded by black line

LEP 2013 Land Zoning

-  B1 Neighbourhood Centre
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WARILLA GROVE B2 AND B5 ZONES AND SURROUNDING RESIDENTIAL AREAS

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
 Active Street Frontages

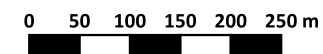
Floor Space Ratio

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










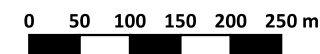
WARILLA GROVE B2 AND B5 ZONES AND SURROUNDING RESIDENTIAL AREAS

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 Active Street Frontages

Building Height



























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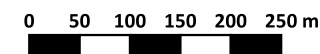


WARILLA GROVE B2 AND B5 ZONES AND SURROUNDING RESIDENTIAL AREAS

 Study area is B2, B5, R2 and R3 zones within area bounded by black line

Minimum Lot Size

-  G (450 sqm)
-  M (600 sqm)
-  U (1000 sqm)
-  V (2000 sqm)
-  W1 (4000 sqm)
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APPENDIX 3: STAKEHOLDER CONSULTATION REPORT

AP03

Shellharbour Business Centres and Surrounding Residential Lands Study

Agency and Industry Workshop

21st May 2020



SBCSRLS

OVERVIEW OF AGENCY AND INDUSTRY WORKSHOP

- Context and Objectives
- Workshop Discussion
- Next Steps

SBCSRLS

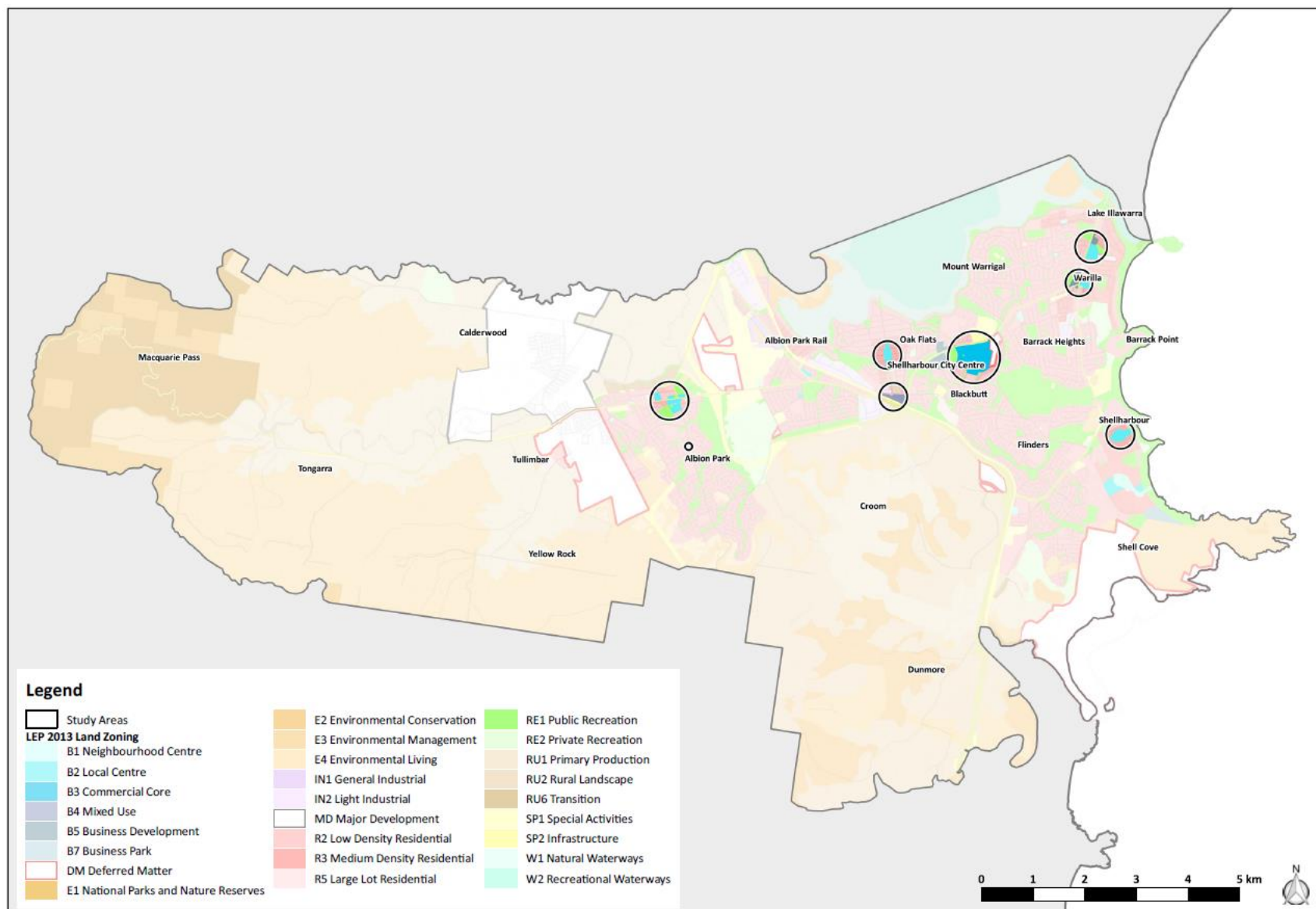
PURPOSE OF AGENCY AND INDUSTRY WORKSHOP

To understand the key strengths, weaknesses, challenges and opportunities of the LEP provisions for specific Business zones and residential areas immediately surrounding those

CONTEXT

- The SBCSRLS will review:
 - Shellharbour City Centre B3 Commercial Core and surrounding residential;
 - Shellharbour City Centre B4 Mixed Use;
 - Albion Park B2 Local Centre and surrounding residential;
 - Warilla B2 Local Centre, B5 Business Development and surrounding residential;
 - Warilla Grove B2 Local Centre, B5 Business Development and surrounding residential;
 - Oak Flats B2 Local Centre and surrounding residential;
 - Oak Flats B4 Mixed Use;
 - Shellharbour Village B2 Local Centre and surrounding residential; and
 - Albion Park – Terry Street B1 Neighbourhood Business and surrounding residential

MAP OF SUBJECT LAND



PSA Reference: 1051 SSC - Business Centres and Surrounding RLS: Map 1 Context Map 20.05.2020 V1

TOWN CENTRE PLANS

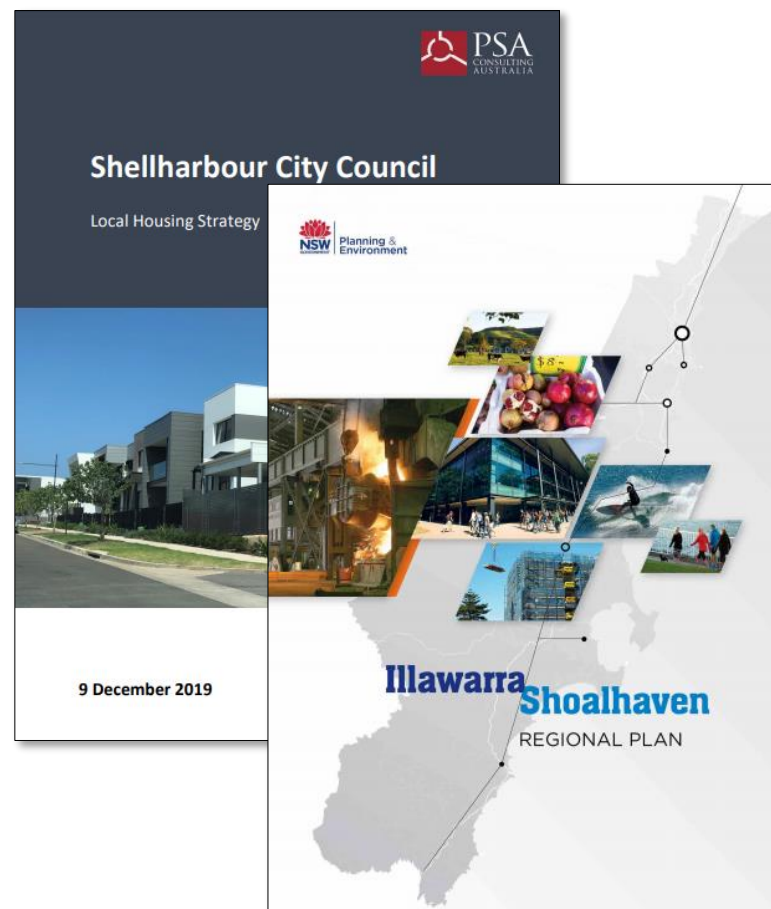
The SBCSRLS will also consider:

- Albion Park Town Centre Plan
- Shellharbour Village Centre Plan
- Oak Flats Town Centre Plan
- Warilla Town Centres Plan

STUDY OBJECTIVES



- Responds to Illawarra Shoalhaven Regional Plan and Shellharbour Local Housing Strategy
- Appropriately facilitate improved housing diversity and choice within selected Business zones and residential areas immediately surrounding them
- Provide a basis for informing amendments to Council's DCP and LEP



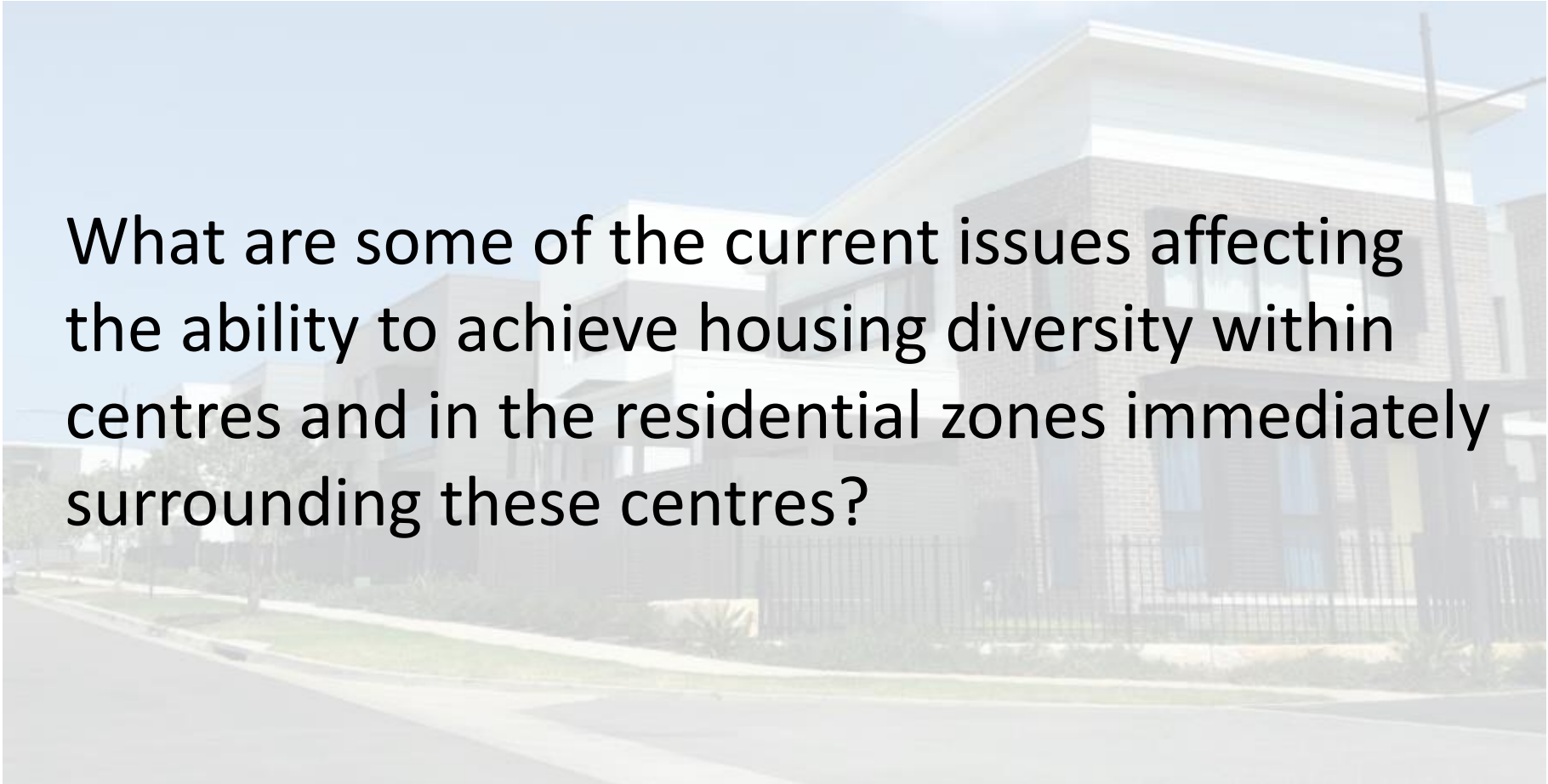
STUDY OBJECTIVES



Consider changes to:

- Zones and/or permissible uses
- Floor space ratio
- Height including identifying any gateway sites
- Active street frontages

WORKSHOP DISCUSSION



What are some of the current issues affecting the ability to achieve housing diversity within centres and in the residential zones immediately surrounding these centres?

WORKSHOP DISCUSSION




What are some of the existing provisions or measures which work well, in facilitating greater housing diversity within centres?

WORKSHOP DISCUSSION

What specific design measures or incentives could encourage greater housing diversity within centres (and in the residential areas surrounding these centres), whilst also ensuring that land available for employment purposes is not compromised within centres?

WORKSHOP DISCUSSION



Are the current range of uses permitted within the various Business zones appropriate?

NEXT STEPS

- Prepare draft SBCSRLS –June/July 2020
- Public exhibition – July/August 2020
- Finalise SBCSRLS – September 2020
- Consideration by Council – October 2020

QUESTIONS?

SHELLHARBOUR BUSINESS CENTRES AND SURROUNDING RESIDENTIAL LANDS STUDY
AGENCY/INDUSTRY WORKSHOP
21ST MAY 2020

1. What are some of the current issues affecting the ability to achieve housing diversity within centres and in the residential zones immediately surrounding these centres?
 - Viability/feasibility of smaller dwelling development becomes less in terms of \$ rate per construction per m² increasing with smaller dwelling sizes. Council needs to look at financial incentives. Smaller dwellings have similarly expensive charges in terms of developer levies. Private open space is the same whether 1, 2 or 3 bedder. No significant reduction in charges for different housing products.
 - Parking requirements need to be looked at. Have to provide 1 space – some don't need garage or car port. DCP requires attached lock up garage for every villa. Older style developments where can have shared car spaces or car parks without cover – should be considered. Standards for lock up garages may not be affordable. Not just structural cost but ability to use site.
 - Design centres around car parking. Turning design priorities around.
 - Support comments especially parking requirements. Retail parking requirements can be particularly unwieldy.
 - Do affordable housing and parking requirements in DCP need to be reviewed?
 - Single dwellings on their own lot need zero on - site parking spaces (checked DCP and 2 on – site spaces per dwelling are needed). Medium density needs formal on – site parking. DCP needs lock up garages for villas (checked DCP there is no requirement for lock up garages). Becomes unaffordable to develop this product. Can't really quantify. In some scenarios, not having garages, means can have an extra dwelling in the development.
 - Have not financed anything in Shellharbour as no opportunities have presented. Dealings bound by disparate Council officers. No unified approach. Great potential.
2. What are some of the existing provisions or measures which work well, in facilitating greater housing diversity within centres?
3. What specific design measures or incentives could encourage greater housing diversity within centres (and in the residential areas surrounding these centres), whilst also ensuring that land available for employment purposes is not compromised within centres?
 - Interested in the feedback from this workshop, especially the constraints outlined to development viability. Maturity of an area or centre and ability to redevelop.
 - Questions reducing parking/open space requirements, in terms of how much that may tip the scale towards being viable.
 - Look at each site and overall DCP requirements. Occupants of 3 bedder do not need the private open space that occupants of a 3 bedder need. Reductions in various criteria will tip the balance towards being able to provide one extra dwelling in a development. Every site is different and all things contribute.
 - DCP does not look at housing types, number of bedrooms and where they're located. If near centres then parking may be able to be reduced. Don't need full complement. For development near a city centre with good parks, the 4m by 5m private open space provision may not be needed.
 - No examples provided of where DCP has been relaxed.

- Question flexibility of controls to deliver variety of housing/development outcomes in that can't move away from the DCP which says a dwelling needs a garage. Provided an example of a Frasers development at Blacktown where parking can be satisfied via a car port in the backyard, which can alternatively be used for recreation.
 - No way to provide variety of products for different people. Careful about wording of DCP provisions.
 - Only so much a house can sell for at Warilla. Therefore flexible dwelling design options are needed – not a 1 size fits all. Need something that can work financially and for end user. Pointed out that some Councils have a minimum dwelling floor area which is not helpful. Need to size product for end user.
 - Shellharbour has no minimum floor area for dwellings.
 - Lots of examples where LGA's do badly, not well.
 - No minimum dwelling size is needed.
 - More expensive to build in or near established town centres, especially with traffic control. May therefore be more incentive to build in greenfield area.
 - Different councils have different infrastructure construction arrangement. Some wait for money to be collected then construct. Some build the infrastructure up front, then paid for via developer levies.
 - Shellharbour Council generally builds once money collected.
 - Regional transport plan review – focus on existing infrastructure. Development itself unable to fund all infrastructure needs.
 - Will study would be looking at affordable rental housing?
 - Yes, insofar as it aims to facilitate the supply of more smaller and diverse dwelling types. In terms of formal arrangements between community housing providers and private developers, that is not part of this study. Council's adopted housing strategy has in its implementation and delivery plan provision to develop policy around social/public/affordable housing which will consider partnerships between community housing providers and developers.
4. Are the current range of uses permitted within the various Business zones appropriate?
- Lack of permitting certain uses on the Warilla Grove site is problematic – in that for apartments, it must be shop top housing.
 - Warilla Grove - limited retail and capped at current provision. Future development for residential stifled as shop top housing only way to get accommodation. About putting right product on site, providing flexibility.
 - Area east of Terry Street at Albion Park (zoned residential, but with numerous commercial uses) should be preserved for commercial.
 - Wollongong City Council is doing work on active frontages, noting a lot of recent development for shop top housing throughout Wollongong CBD has vacant tenancies. WCC also doing work on the location of office development in its CBD. Targeting ground level retail.
 - Need more concentrated approach to shop top housing – something that should be considered as part of this work. Conscious of diluting retail/commercial in centres.