Bermagui and Wallaga Lake Structure Report

July 2007
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1. What is the purpose of this Structure Report for Bermagui?

This report is a preliminary planning investigation of land use needs for the Bermagui and Wallaga Lake areas for the coming 20 years.

It is a consultation document to draw out community discussion on the land use and population issues.

Input from the community will then help Council develop a comprehensive review of its Local Environmental Plan which in turn will then come forward for public consultation before the long term land use vision is set for the district.

Council is preparing a shire-wide Comprehensive Local Environmental Plan (LEP) as part of implementing the vision of Council and the community for the coming 20 years. Structure reports are being prepared for each urban district of the shire (Bermagui/Wallaga Lake, Bega, Tathra, Merimbula/Pambula and Eden).

The comprehensive LEP will blend together the whole range of social, economic and environmental inputs into a long term planning scheme.

As such, this report focuses only on land use elements.

How will it be used?

The Structure Report will be used to guide decisions and plans made by Council that affect the study area. It will also be used to inform private sector investment. The Structure Report has been adopted by Council and contains a series of recommendations set the preferred land use zoning and planning actions to be developed for the comprehensive LEP. Council aims to bring this comprehensive plan forward in 2008 for further public comment and refinement before a final new planning scheme is made.

The endorsement of the Department of Planning will be sort, prior to finalisation of the draft LEP for exhibition

What is underway?

The work of developing Council’s 20 year vision, and creating a whole new planning scheme for the shire to guide that vision “on the ground” are major tasks.

Documents such as the 20 Year Plan and Social Plan are evolving and will provide important social and community inputs to the land use planning.

The comprehensive LEP and a specific Development Control Plan for the study area will also be guided by inputs from a range of strategies including:
- urban land use structure reports (of which this is an example)
- a rural lands review to set the land use direction for the rural zones of the shire
- a commercial lands strategy to ensure commercial business needs are addressed
- an employment lands strategy to ensure there are sites available for anticipated business growth
- a natural resources strategy to ensure we conserve all the important natural resources of the shire
- an Aboriginal cultural heritage study to improve protection of Aboriginal cultural heritage throughout the shire landscape
- a community-based heritage study to improve protection of important European heritage elements
- in terms of infrastructure, Council is moving to address 20 years of supply with regard to water and sewer services. Reticulated sewerage is being provided to Wallaga Lake and upgrading of the Bermagui treatment works to cater for Wallaga Lake and interim growth at Bermagui
- Council is refining its urban stormwater management strategies which will include plans to improve water quality flowing from existing and new developments
- recommendations from the Wallaga Lake Estuary Management Plan
- plans of management covering all foreshore areas from Paynes Island to south of the study area.

**State level influences**

- The South Coast Regional Strategy, 2007 sets the regional planning structure for the South Coast of NSW
- The NSW Government coastal policy and related guidelines and statements also influence the future development of Bermagui
- The recent amendments to the *Environmental Planning and Assessment Act* that introduced a new template and a requirement for new Development Control Plans (DCP)
- Local planning also has to be consistent with other existing regional plans, State Environmental Planning Policies and Ministerial directions.
- Larger developments now come under part 3A of the Act and are assessed by the Department of Planning
2. The study area, aims and objectives

The study area is depicted in Map 1 and covers the urban areas of Bermagui and Wallaga Lake plus the coastal hinterland.

Aim
To develop a 20 year land use vision for private and vacant crown lands within the study area with particular focus on residential land needs.

Objectives
The objectives of the Bermagui and Wallaga Lake Structure Report are:

1. to define the desired character and scale for the direction of Bermagui and the villages of Wallaga Lake over the next 20 years
2. to define the footprint and boundary of settlement in the study area
3. to meet population projections for 20 years and ensure a diversity of housing choices
4. to identify adequate land supply for diverse business uses to cover the coming 20 years, including opportunities for:
   - expanding tourism opportunities;
   - expanding employment opportunities;
   - maximising use of the harbour.
5. to complement the plans of management process and ensure open spaces and natural areas are connected to provide recreation, conservation, public access and cultural and heritage opportunities in and around the study area
6. to ensure future development meets the expectations of the community in terms of social, cultural, environmental and economic outcomes
7. to complement work in the employment lands and commercial strategies relevant to Bermagui.
3. Community vision and options

Where will Bermagui be in 2025?

The following matters are considered to be “givens” with regard to the future direction of Bermagui:

- the proportion of senior citizens in the study area will continue to grow perhaps as much as 10% higher than current proportions
- throughout the 20 year period and beyond that, Australians will continue to desire coastal living opportunities
- the magnificent landscapes of the report area and the broader rural landscapes of the district need to be conserved and enhanced
- the networks of foreshore reserves throughout the study area need to be enhanced with regard to their environmental characteristics and accessibility improved for all persons.

The following matters are topics where there is likely to be a diversity of community opinion

Rate of growth

The most likely scenario recommended in this strategy is that a moderate rate of growth will occur in the study area, which would generate a population in the order of 3,500 persons by 2025.

This strategy also aims to set a long term carrying capacity for the study area of 4000 persons. To contain growth to this capacity, Councils over the coming 30 years will need to maintain a low density throughout the urban zones and ensure retention of the lower building form with modest bulk. Many of the new allotments proposed will be of a large low urban density scale

Presentation of development

The current settlements are characterised by low-key development that fits well into the coastal landscape. There is currently a 10 metre maximum building height and Council is developing improved guidelines for building location, bulk and scale particularly in prominent areas and for the conservation of landscapes and the general “leafy” appearance of the settlements.

Service needs

Any of the three likely rates of growth will generate in turn a need for increased areas of land for commercial and employment development. This report recommends investigation of possible further industrial land supply in the Strudwicks Road area and Council’s commercial land strategy has resolved the required mix of commercial lands for Bermagui town centre.
A general store type site will likely be required in the 20 year period at Wallaga Lake, or perhaps even a small cluster of commercial premises giving the opportunity for a medical facility or similar. This can be accommodated within the proposed zones.

**Water / sewer / stormwater services**

These services can be expanded to address the likely growth options. Council is currently effecting an augmentation to take the Bermagui sewerage treatment plant to 6,000 equivalent person capacity. The size of the plant should meet the needs of Bermagui and Wallaga Lake for 10-15 years but would require augmentation by around 2020.

The community has also expressed a strong desire for Council to minimise ocean release of treated effluent. This has significant costs but forms a longer term goal of the Council. It will not likely be achieved in the medium term without State or Federal partnership.

Water and stormwater services can be augmented to address the projected growth without significant challenge and with funding from growth.

It is suggested as an important principle that new development (and not current residents) pay for any additional costs in infrastructure servicing for Bermagui / Wallaga Lake.
4. Context and analysis of land use in the study area

**Demography and growth options**

The Bermagui community portrait contains information that has been used in the Bega Valley Shire Community Profile and summarised here for reference. The Wallaga Lake community profile provides information that has been summarised here for reference.

The figures have been updated to reflect the latest modelling.

**Population change and variations in age distribution**

Bermagui’s population at the 2001 Census was 1,320 persons. This represented a growth of 2% per annum since 1996, compared with an overall growth rate in the shire of 1.2% per annum. Wallaga Lake’s population at the 2001 Census was 462 persons. This represented a growth of 1.2% per annum since 1996.

The population of Bermagui is unevenly distributed and different to the age distribution of the shire. For example, there are a greater proportion of people aged over 55 in Bermagui as compared to the shire and a lower proportion of people in all younger age categories.

Wallaga Lake has a higher proportion of people aged over 55 years than the shire average and a lower proportion of people aged under 35. Wallaga Lake has a comparative number of children aged 5-14 but a lower proportion of children under 5 years of age.

Population change in Bermagui has occurred unevenly. For example there has been a decline in the number of children aged 0-4 years, but an increase in the number of young people aged 12-17 years, adults aged 25-54 years and older persons over 55 years of age.

**Household composition and families**

Bermagui has a lower proportion of family households (66.1%) compared to shire proportion of 72.3%, a higher proportion of lone member households (29.7%) compared to shire proportion of 25.1% and a higher proportion of group households (4.2%) compared to shire proportion of 2.6%.

Wallaga Lake area has a higher proportion of lone person households.

There were 522 households in Bermagui in 2001. The average family household has 2.53 people. The most common sizes were two people (47% of households) and one person (30% of households).
As with the rest of the shire, the population is ageing. The percentage of retirees is likely to continue rising in the study area throughout the 20 year period. As such more accessible housing will be needed.

### Income levels

Bermagui generally has lower individual incomes than the shire as a whole. The very high proportion of retirees is a major factor in this statistic. A greater proportion of residents have incomes of less than $400 per week or $21,000 per annum. The average family income was around $620 per week or $32,400 per annum. The average female income was $280 per week or $14,560 per annum. The average male income was $410 per week or $21,320 per annum. The proportion of people on low wages tends to be higher for young people and women (due to lower wages and more working part-time) and older people (due mostly to retirement).

Wallaga Lake has a larger proportion of residents earning less than $200 per week or $10,000 per annum, than the shire as a whole.

Bermagui has the lowest labour participation rate in the shire with only 37% employed or looking for work.

Wallaga Lake has a low labour participation rate, with only 41.2% employed or looking for work, compared to the shire participation rate of 51.6%.

### Population projections

Projecting population growth for small settlements such as Bermagui and Wallaga Lake has significant potential for variations.

In 2001 Bermagui had 1,320 permanent residents in 522 households. This equates to 2.53 persons per dwelling.

In 2001 Wallaga Lake had 462 permanent residents in 310 households. This equates with a very low occupancy ratio of approximately 1.5 persons per dwelling and reflects the high number of holiday homes in that settlement. An overall occupancy ratio of 2.4 is suggested for this report.

Bermagui is estimated to have a permanent resident population in 2005 of 1,627 persons and Wallaga Lake 466 persons, giving a total urban population for the report area as of 2005 of 2,093.

The rate of growth over the next 20 years will be influenced by the following variables:

i) National and regional economic trends.
   There is little Council can predict at this time but a “steady state” is assumed. There could likely be at least one economic cycle in the 20 year period but the average of the current economy is considered to be a reasonable projection.
ii) Demographic trends
The proportion of senior citizens is likely to grow in the study area markedly over the 20 year period, increasing the demand for accessible dwellings, supported care and improved access to medical facilities.

iii) Promotion and land availability
The initial draft of this report modelled three growth scenarios.

The low growth scenario suggests that no additional land zoning would be needed until 2025.

The moderate growth scenario would require some of the suggested areas in the report to be rezoned to meet anticipated residential land supply.

The high growth scenario would require the majority of the areas indicated in this report to be rezoned to meet anticipated demand.

Research of other areas such as Tura Beach has indicated that intensive marketing of new estates by developers can accelerate population growth.

Discussion on growth options

Low growth scenario
Given the additional development opportunities that reticulated sewerage will provide to Wallaga Lake, it would be unlikely that the rate of growth in the study area would average less than 2% for the 20 year period. Such a rate of growth would take the population from 2,093 to around 3,110 at 2025.

Middle range and recommended rate of growth
Assuming reasonably stable economic conditions and national demographic trends, this option is seen as the most likely option for the 20 year period. It also implies some additional land supply through rezoning and some marketing of new estates with an overall retention of the desire by Australians for coastal living. Under this option the permanent population could increase from 2,093 to 3,899 in 2025 (an increase of 1,806 persons).

This is the growth scenario Council has selected. Preliminary data from the 2006 census indicates all 3 initial projections many be high but Council sees merit in planning for at least 3500 persons by 2025. If growth is slower then the strategy will merely hold for a longer period and importantly, the longer term carrying capacity and pattern for Bermagui/ Wallaga Lake will be set now.
High growth scenario

This scenario is a variation of the middle growth scenario whereby further lands are rezoned for residential development and such lands are intensively marketed by developers. Under this scenario the permanent population could reach 4,500 by 2025.

Growth impacts of tourism

Tourism is a very important part of Bermagui’s economy. This activity is strongly seasonal with the January population currently swelling in the order of 60% above the winter population. If we add to this the many hundreds of day visitors to the study area in the tourist season, the average number of persons in the study area in January can be in the order of two or even 2.5 times the permanent population (4,000 – 5,000 people).

It is considered unlikely that this proportion will remain constant over the next 20 years.

It is common as coastal townships increase in size with regard to their permanent population that there is some decrease in the visitor proportion.

A significant proportion of the current tourist accommodation in the study area is in caravan parks. There is little opportunity for expansion of this type of accommodation in the study area and in fact, there may be pressure to redevelop some tourist facilities for permanent accommodation.

Growth projections for tourism in the study area are therefore quite difficult to make given the small size of the settlement and the highly variable nature of tourist developments and trends. Tourist accommodation may also be further expanded in areas beyond the study area boundaries.

The only apparent capacity in the study area over the next 20 year period appears to be growth in serviced apartments, motels and the like.

An additional allowance has been made in the mid range growth scenario for an additional 100 serviced apartments and 50 holiday homes to be catered for above the requirements of the permanent population projections.

Ultimate carrying Capacity

Council realises the inherent risks in attempting to forecast long range population numbers for small settlements. A majority of Bermagui district residents favour retaining the current character and scale of the area and both Council and State government recognise the special nature and environmental constraints to growth in the study area.
Council feels the best way to achieve an appropriate long term scale for Bermagui is to set and theme and ultimate carrying capacity. Therefore Council resolved as follows on 26 June 2007:

**RESOLVED that Council proceed to finalise the Bermagui Structure Report based on a long term sustainable carrying capacity of a maximum of 4,000 urban residents for Bermagui and Wallaga Lake plus allowance for a peak day population of 4,000 visitors.**

**Residential capacity calculations**

**Bermagui and Wallaga Lake (current zoning) capacities**

<table>
<thead>
<tr>
<th>Zone</th>
<th>Area (ha)</th>
<th>Total existing lots</th>
<th>Vacant</th>
<th>Occupied</th>
<th>Approved</th>
<th>Maximum Yield</th>
<th>Pragmatic Yield</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bermagui 2(a)</td>
<td>167</td>
<td>690</td>
<td>57</td>
<td>633</td>
<td>12</td>
<td>1037</td>
<td>235</td>
</tr>
<tr>
<td>Wallaga 2(a)</td>
<td>71</td>
<td>359</td>
<td>58</td>
<td>309</td>
<td>5</td>
<td>401</td>
<td>*86</td>
</tr>
<tr>
<td></td>
<td><strong>Total 2(a)</strong></td>
<td><strong>1438</strong></td>
<td></td>
<td><strong>62</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bermagui 2(b)</td>
<td>23.5</td>
<td>156</td>
<td>25</td>
<td>131</td>
<td>10</td>
<td>104</td>
<td>60</td>
</tr>
<tr>
<td>Wallaga 2(c)</td>
<td>30</td>
<td>8</td>
<td>3</td>
<td>5</td>
<td>0</td>
<td>295</td>
<td>(see *)</td>
</tr>
<tr>
<td></td>
<td><strong>Total Multi Unit Housing lots</strong></td>
<td><strong>399</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

- Maximum yield is calculated at 10 lots per hectare for the zone area less existing occupied lots.
- The pragmatic yield is heavily adjusted for natural resource constraints, current low density style of settlement, coastal protection values and likely limitations on infill given market resistance.
- The Wallaga Lake 2(a) figure has been adjusted to include 50 potential 2(a) “style” lots from the Council owned land and an assumption is made that the private tourist developments in the Wallaga Lake 2(c) zone will remain for the 20 year period.

**Overall estimation of dwellings**

2(a) style = 321 dwellings.

60 multi unit housing lots at an average of four units per lot = 240 units plus allow 50 infill dual occupancies in the 20 year period, giving a total likely dwelling yield of 290 units and 321 dwellings.

**Population growth capacity estimates for existing zones**

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>321 detached dwellings @ 2.4</td>
<td>770 persons</td>
</tr>
<tr>
<td>290 units @ 2</td>
<td>580 persons</td>
</tr>
<tr>
<td><strong>Total persons</strong></td>
<td><strong>1,350</strong></td>
</tr>
</tbody>
</table>
However, given a percentage (suggest 10%) of units will be tourist apartments and given perhaps a further 10% holiday homes, the permanent population capacity of the current zones might more likely be:

\[
\begin{align*}
321 - 32 &= 289 \times 2.4 &\text{694 persons} \\
290 - 29 &= 261 \times 2 &\text{522 persons} \\
\text{Total permanents accommodated} &= 1,216
\end{align*}
\]

The recommendation is that the permanent population growth capacity over the next 20 years of the current zones be put at 1,200 persons.

**Land supply options**

At the recommended population increase (from 2,093 in 2005 to 3,899 in 2025) of 1,806 permanent residents in 20 years, there will be a need to accommodate a further 600 persons beyond the recommended zone capacity.

If an allowance is made for 25% of the 600 for multi-unit housing, with the remaining 75% being detached housing then (150/2) 75 extra units would be needed and (450/2.4) 188 extra detached dwellings would also be needed.

It would be prudent under the recommended population growth to allow for 200 extra dwelling lots and perhaps 25 additional multi-unit housing lots (average of four units per lot).

Yet further capacity would be needed for tourist apartments and holiday homes and the recommendation is to increase the zoned 2(a) area to supply at least 250 additional lots plus increase multi-unit housing zoning to create 50 additional lots with an average yield capacity of four units.

Under the low growth scenario, there would be no need for additional zoning for the 20 year period, or at least no need to consider a review of zoning for five to 10 years.

Under the high growth scenarios, additional zoning capacity and aggressive marketing in itself would accelerate growth. As an example, the Tura Beach estate was aggressively marketed and grew from almost zero population to 2,100 in 20 years.

Applying such a scenario to Bermagui might see a population increase of 2,400 in the 20 year period or 33% higher than that recommended in the middle range scenario. This high growth scenario would require about 330 2(a) style lots and around 709 multi unit housing lots of average yield four units.

**Employment lands**

Supply of land for industry and business will be the subject of a separate employment lands strategy. However some overview of employment lands is desirable in this report for context purposes.
Bermagui has a small industrial estate off Strudwicks Road and there are marine related business activities clustered at the Bermagui Harbour.

Some expansion of the Strudwicks Road industrial estate is worthy of examination and this is proposed in Section 6 under the option assessment areas 7 and 8.

**Commercial lands**

Council has adopted a Commercial Centres Strategy to address the 20 year commercial land needs in the four larger centres of the shire (Bega, Merimbula/Pambula, Eden and Bermagui).

**Recreation, open space and environmental lands**

Council has detailed plans of management for all the foreshore public reserves in the study area.

The Bermagui foreshore’s plan of management addresses coastal reserves South of the harbour and a second plan covers the reserves from Keating Headland to Paynes Island. Almost all of the lands in these 2 plans are Crown Lands and Council is the trustee.

These plans propose a range of measures to protect important natural values of the area and ensure development of appropriate public facilities and access. Council also has minor plans for the small urban reserves.

There are many other parcels of environmentally sensitive land in the study area outside of the public reserves.

Much of these areas are already zoned for environmental protection but in many of the recommendations in Section 6 are comments relating to possible expansion of environmental protection zoning and/or the need for further studies for any urban rezoning to address issues such as native flora and fauna, Aboriginal and European heritage, landscape enhancement, soil and water management and public access.
5. What are the key land use issues facing the study area over the next 20 years?

Identification of key land use issues

The following issues have been identified as of high importance and a discussion of each follows in the subsequent sections.

- Population
- Style of settlement
- Ageing of the population
- Impacts on natural values
- Employment lands
- Heritage
- Infrastructure
- Rural residential living

Population

This issue is expanded in Section 4.1.

The Bermagui area will face a certain increase in population of at least 1,000 residents over the next 20 years, even if considerable constraint was placed on the settlement.

The recommended growth scenario would see about 1,500 to 1,800 new residents and the high growth scenario could see 2,400.

The permanent population at 2025 of the study area could range from 3,000 to 4,500 depending on which scenario is selected.

While each of these scenarios would cause some change to the character of the current Bermagui and Wallaga Lake settlements, the extent of such change need not be drastic.

The State Government’s South Coast Regional Strategy identifies Bega as the regional centre for the shire in the long term and sees a smaller localised role for Bermagui as a local service centre with definite environmental constraints on long term growth.

Any objective examination of the study area will identify that it would be difficult to accommodate more than perhaps 5,000 people without recourse to significantly higher density living. The Bermagui / Wallaga Lake area is encircled by ocean, lakes and state lands. In the very long term, without recourse to high density, Cobargo could emerge as a settlement of comparable size to Bermagui / Wallaga Lake.
Style of settlement

The current settlement style of Bermagui and Wallaga Lake could be defined as low-key with low visual impact. Most buildings are two storey or less and there is a significant “leafy” feel to the settlements, which in turn blend reasonably well into one of Australia’s most significant coastal landscapes.

Some moderate increases in settlement density can be accommodated without major impact. Council has already recognised that more detailed building guidelines are required and will be implemented in the near future.

The current building height is fixed in planning controls at 10 metres.

Most buildings to date have been constructed to 8 metres or less. Better guidelines are needed to ensure that all two to three storey buildings are designed to fit into the character and landscape of the settlements.

The proposed Bermagui DCP will further refine these guidelines with regard to their application to the Bermagui / Wallaga Lake area.

Ageing

It is likely that there will be a significant growth in the number of senior citizens over the 20 year period. This brings with it a need to significantly increase the proportion of accessible housing and generally improve accessibility of services in the public sector. Single storey and ramp access should be encouraged in many dwellings, accessible shops and senior-friendly car parking areas need to be developed and encouraged if we are to retain the bulk of the over 65 population in the town of their choice.

It is unlikely that intensive care facilities for frail aged could be justified in Bermagui but Council is working on strategies to improve such facilities at the larger centres such as Bega.

Impact on natural values

The study area contains many important natural values.

In particular, water bodies such as Wallaga Lake, Bermagui River and the several coastal wetland areas need protection and water quality enhancement to ensure long term ecological values are retained.

Improved foreshore zoning is a recommendation of many parts of this report and these actions would flow through as tasks for the comprehensive LEP and its associated Bermagui DCP.
Any intensification of development must be preceded by careful study of the implications on natural resources, especially water quality, and generally the goal of no net increase in water pollution should be a requirement.

Infill development needs better guidelines to retain much of the “leafy” low density feel of the current settlements.

New development should compensate for any natural resource disturbance by enhancing other degraded lands in the study area. The proposed Bermagui DCP should identify trade off areas for rehabilitation.

Recommendations from the Wallaga Lake estuary management plan, reserve plans of management and other studies also need to be incorporated into the Bermagui DCP to help guide land use decisions.

**Employment**

The study area has currently limited employment opportunities, especially for the young.

Bermagui and Wallaga Lake are areas with a heavy residential focus and as such the area is not seen as a major employment generator in the 20 year term.

Nevertheless, further land needs to be investigated to ensure there are opportunities open for any businesses that wish to locate to Bermagui and match the character of the locality. There also needs to be preserved a range of opportunities for possible harbour business developments associated with recreational boating and fishing.

The Bermagui Country Club is an important asset to the town and provides many social and sporting facilities.

Sporting clubs are struggling somewhat financially in most areas of NSW and one possible benefit of redevelopment of some of the vacant lands at the Country Club site could mean better security for the Club and an ability for the Club to expand its services to match the growing population.

**Heritage**

**Aboriginal heritage**

The study area has a rich Koori heritage. The evolving Aboriginal heritage survey will help better identify these values and in turn controls can be developed for the emerging comprehensive LEP and Study Area DCP to ensure ongoing conservation.

Significant development of any lands in the study area warrants consultation with the local Aboriginal community and Council has a protocol already in place to steer this process.
European heritage

Council has a community heritage survey underway and is being greatly assisted by various historical groups throughout the shire including citizens of the Bermagui area. Again, appropriate findings regarding heritage land use from the survey will feed through into controls and protection measures for the comprehensive LEP and Bermagui DCP.

Infrastructure

Generally, infrastructure provision for sewer, water and stormwater can be extended to match the 20 year options proposed in this report. The higher rates of growth would necessitate accelerated provision of services however this is achievable given Council's advanced planning. It is important to ensure that new development meets the full cost with regard to provision of additional infrastructure.

Rural residential living

There is limited potential for further supply of rural residential opportunities in the study area.

Given the constraints of the coastal zone, coastal policy and regional strategy, no further areas are to be rezoned for rural smallholdings in the study area. In fact there needs to be constraints on excessively small subdivision within the current zones. Research for further supply of rural residential opportunities will be centred on Cobargo and Quaama with regard to the northern area of the shire.

Concessional allotments are also currently still available in the rural zones and the future of this form of provision of small lot farming will be explored as part of the rural lands review.
6. Summary of land use recommendations

(Note: the adopted positions shown in this section were approved by the Council at the meeting of 26 June 2007.)

(Refer to Maps 7a and 7b for the identity of the areas defined in this section).

Areas 1 and 3 (existing tourist accommodation)

It is considered important to conserve tourist accommodation potential due to threats to tourism accommodation from expanding residential development. The comprehensive LEP and the Bermagui DCP should require these areas to be retained for tourism accommodation for the 20 year period.

**Adopted Council position Areas 1 and 3 – Private tourist lands at Wallaga Lake**

That Areas 1 and 3 be proposed for zoning to SP3 Tourist in the Comprehensive LEP with controls in the LEP and DCP directing uses of these lands towards tourist development and minimising encroachment of further permanent residential use.

Area 2 (Council owned 2(c) zoned land)

Three options were investigated:

Option A: make all of this area a public reserve.

Option B: create a foreshore reserve over perhaps the western 50% of the area and rezone the eastern 50% 2(a). Council to prepare a master plan for assessment of large lot detached housing style development and submit to NSW Department of Planning for determination.

Option C. This option could be a variation of Option B where the eastern part of the land is planned as a tourist accommodation site.

**Adopted Council Position Area 2 – Council owned urban zoned lands at Wallaga Lake**

1. That Council fund an independent assessment, to development application standard to test if the eastern half of Area 2 should be developed as low density residential of 1,000m² average lot size with proposed zoning as R2 Low Density Residential.

2. That the western half of Area 2 be proposed in the Comprehensive LEP for rezoning as community land and zoned RE1 Public Recreation. Further that a plan of management be prepared for this area limiting active use to a foreshore walk with access points with the remainder of the area being dedicated to bushland and lake foreshore conservation.
Area 4 (largely undeveloped 1(c) zoned lands at Wallaga Lake)

Three options were investigated for this area.

Option A: retain current zoning but review effectiveness of foreshore protection zone. Limit lot yields without sewer to perhaps a 4 hectare minimum average to ensure protection for the lake (possible lot yields for the area under this provision would be in the order of 10 lots).

Option B: retain current 1(c) zone but allow sewer connection and subdivision down to smaller allotments (the LEP allows consideration of 5,000m² minimum). Require dedication as public reserve of a significant (100 metre minimum) foreshore strip and require retention of natural vegetation in all gully lines.

Option C: rezone part of the site as 2(a) low density urban with an extensive foreshore and gully reserve system.

The owner of part of the 1(c) zone (Lakeside Property) has prepared a preliminary concept plan for discussion purposes. The concept plan is displayed as Appendix 1 of this report. Council has adopted a position (below) which will require some amendments to the owner’s proposal before it is further assessed.

**Adopted Council Position for Area 4**

1. That Council resolve to include in the Comprehensive Local Environmental Plan that part of Lot 21 DP 707712 that lies outside the catchment of Wallaga Lake from Rural 1(c) Rural Small Holdings to R2 Low Density Residential.

2. That prior to the Comprehensive Local Environmental Plan proposed in 1 above proceeding to exhibition, the proponent prepare a Part 3A Concept Masterplan or equivalent DCP to Council’s satisfaction that addresses the following:

   (i) Lot 22 DP 707712 to be dedicated to Council as public recreation (passive bushland reserve) as part of the first subdivision certificate release for development of Lot 21.

   (ii) Refinement by Lester Firth & Associates of the concept plan dated May 2007 to define precisely the foreshore and other areas proposed for dedication as public reserve from Lot 21, road layout and definition of density lots on that part of the land that lies outside the catchment of Wallaga Lake, including definition of adequate living environment and building envelopes on each allotment.

   (iii) That environmental and aboriginal cultural heritage issues are adequately addressed in the revised concept plan.

   (iv) That prior to public exhibition of the Comprehensive Local Environmental Plan, an agreement be prepared to Council’s satisfaction which
addresses the provision by the applicant of adequate passive and active open space and recreation facilities for the development.

3. That those sections of the Myrtledale property currently zoned 1(c) be included in the most appropriate zone in the Comprehensive Local Environmental Plan

(NB. A copy of the proposed rezoning map forms Map 8 of this report).

Area 5 (Bermagui Country Club undeveloped lands)

Three options were investigated for this site:

Option A: leave the land zoned for private open space. This option is not favoured as the Club has identified it has no long term prospects to develop this land for private recreation purposes.

Option B: rezone the land as a land bank for possible future urban investigations in five to 10 years’ time.

Option C: review the long term zoning of the site now, to be investigated as a possible mix of residential, public open space and conservation zones.

The Country Club has made a rezoning submission to Council based on this option. An extract of the Club’s submission forms Appendix 2. This proposal has been amended by Council’s resolution below.

Preliminary assessment by Council staff has identified a need to preferably retain the native vegetation in the south west of the site and conserve further existing forest into the Ocean View Drive estate for urban nature conservation purposes, protection of a dominant ridgeline and to enhance catchment protection.

Elements of the proposal from the Country Club propose a mix of housing with sectors aimed at seniors’ living. This type of accommodation needs to be encouraged in the study area.

Adopted Council position for Area 5

1. That Council resolve to prepare a draft Local Environmental Plan to rezone that part of the Bermagui Country Club lands identified in Map 9 as Area A (0.49ha), Area B (0.72ha) and Area C (29.20ha) (excluding hatched area in south west corner) from 6(c) Private Recreation to R1 General Residential.

2. That prior to any exhibition of the draft Local Environmental Plan referenced in 1. above, the proponent prepare either a Part 3A concept plan or DCP equivalent that achieves the following to Council’s satisfaction:

(i) Maximum lot yield for the entire development of 400 dwellings comprising a mix of detached housing lots, dual occupancies, self-care seniors living and multiunit housing.
(ii) Definition of stages of not more than 100 dwellings in any one stage.

(iii) The land identified as Area B on Map 9 to be subject to a special clause identifying tourist uses as being permissible.

(iv) A specification that no consent is to be issued for development in subsequent stages until the current stage has not less than 30% of dwellings constructed.

(v) Specified areas to be dedicated as public recreation in each stage.

(vi) That the hatched area identified in Map 9 be proposed as an area for environmental protection.

(vii) Ocean Drive to the south being able to be extended to join the road system within the development proposal.

(viii) That at least 30% of all dwellings proposed meet full self-care senior living requirements.

(NB. A copy of the proposed rezoning map forms Map 10 of this report).

Area 6 (cemetery, vacant Crown lands and lands owned by Merrimans Local Aboriginal Land Council)

Two options were investigated for this area.

Option A: retain the bulk of the current vegetation and limit use of the area to cemetery purposes and urban forest buffer.

Option B: review the use of the area for potential development within the constraints of the site for possible aged housing and separate cemetery area with retention of appropriate vegetation buffers.

Adopted Council position for Area 6 – Crown land and Aboriginal granted lands surrounding the cemetery

That the land surrounding the cemetery be retained as a vegetation buffer and zoned E2 Environmental Conservation.

Area 7 (private 1(c) zoned lands south of Bermagui)

Two options were investigated for this area.

Option A: retain as currently zoned (rural small holdings).

Option B: review zoning for potential of the area to be an extension of the Bermagui business / industrial zone as either light industry or industry.
Adopted Council position for Area 7 – Private 1(c) zoned land west of Strudwicks Road

That this land be retained in the proposed RU4 Rural Small Holdings Zone as part of the Comprehensive LEP.

Area 8 (Council and Crown lands including the Bermagui waste facility)

Two options were reviewed for this area.

Option A: retain as a waste facility site and forested buffer entry point to town.

Option B: review long term use as part of the revised waste strategy to see if parts of the site might be used for business purposes both during and after the life of the waste disposal facility. Ensure appropriate areas of vegetation are retained to present a vegetated buffer at the entry to town and provide wildlife corridor values.

Adopted Council position for Area 8 – Council and Crown lands surrounding Bermagui Waste Facility

Should Council secure a central waste facility there would appear to be no need for expansion of the Bermagui waste disposal area. As such the Council owned lands south of the current waste disposal facility should be rezoned to IN1 General Industry but retaining a 20m vegetated screen fronting the Tathra/Bermagui Road and Strudwicks Road.

Potential environmental and aboriginal cultural heritage issues shall be considered in determining the development potential of this land. The remaining lands from the waste disposal area northward to the cemetery should be zoned for environmental protection provided the public infrastructure relating to waste disposal, cemeteries and sewerage treatment works can remain permissible.

Area 9

This area comprises constrained lands in the immediate catchment of Bermagui River / Jaggers Bay area. It is recommended to retain the current zoning but to significantly limit further development in this area given environmental constraints and a need to ensure no net pollution increase in the receiving waters.

Adopted Council position for Area 9 – Jaggers Bay

Recommendation that the area remain zoned for Rural Small Holdings but be constrained in the DCP so that minimal further subdivision and dwellings are permitted.
Area 10
This is a sensitive coastal location and coastal protection zoning should be retained with future development minimised to that compatible with the sensitive location.

*Adopted Council position for Area 10 – Coastal scenic lands*
Recommendation that the private lands in this area be zoned E3 Environmental Management and area standards imposed plus DCP requirements to ensure further subdivision for dwellings is prohibited and to minimise buildings beyond one dwelling per existing allotment or ownership.

Rural Small Holdings Zones South of Bermagui

*Adopted Council position for the rural small holdings zone south of Bermagui*
That this area remain zoned Rural Small Holdings but that the DCP impose constraints regarding lot size and significant buffers from waterways to improve protection of Barragoot Lake and to maximise the scenic values of the southern approaches to Bermagui.

Further matters for the Bermagui Development Control Plan in addition to inclusion of the specific requirements mentioned above, the DCP should also address the following topics:

- design guidelines for the built form
- setback and water quality control standards
- infill guidelines
- Incorporation of relevant land use recommendations of the Wallaga Lake estuary management plan and foreshore plans of management
- An access strategy where cycleways and paths are promoted and there is a high standard of access for the aged and persons with disabilities
- A design statement for the commercial area similar to the “Action on Imlay statement” prepared for Eden.
7. Process from here

Council has adopted the following process:

Recommended process to complete Structure Report and implement its recommendations.

Draft Structure Report – Exhibited

Public consultation

Submission analysis and consideration of Regional Strategy

Report recommendations for final Structure Report to Council

Finalise report for Council adoption

Seek endorsement from Department of Planning

Resolve adopted version with Department

Implementation of Adopted Structure Report

Urgent rezonings if justified

Rezonings, if any, recommended to comprehensive LEP process

Possible establishment of Community Monitoring Panel

Expand issues, themes and topics into “Bermagui DCP”

Development Design Guidelines
Mapping index and Maps

Map 1   Study area
Map 2   Current zonings
Map 3   Current urban zonings at Wallaga Lake
Map 4   Current urban zonings at Bermagui
Map 5   Environmental issues at Wallaga Lake
Map 6   Environmental issues at Bermagui
Map 7a  Land use recommendations
Map 7b  Land use recommendations
Map 8   Proposed zoning Fairhaven Point (Area 4)
Map 9   Map referred to in Council resolution on Area 5
Map 10  Proposed zoning Country Club (Area 5)

Explanation of Current Zones

<table>
<thead>
<tr>
<th>Current Zone</th>
<th>Equivalent new Zone</th>
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<tbody>
<tr>
<td>1(a) Rural General</td>
<td>RU1 Primary Production</td>
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<tr>
<td>1(c) Rural Small Holdings</td>
<td>RU4 Rural Small Holdings</td>
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<tr>
<td>2(a) Residential Low Density</td>
<td>R2 Low density residential</td>
</tr>
<tr>
<td>2(b) Residential Medium Density</td>
<td>R3 Medium density residential</td>
</tr>
<tr>
<td>2(c) Residential Tourist</td>
<td>SP3 tourist</td>
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<tr>
<td>3(a) General Business</td>
<td>B2 Local centre</td>
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<tr>
<td>6(a) Existing Open Space</td>
<td>RE1 Public recreation</td>
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<tr>
<td>6(c) Private Open Space</td>
<td>RE2 Private recreation</td>
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<td>7(b) Environment Protection Foreshore</td>
<td>E2 Environmental conservation</td>
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<tr>
<td>7(d) Environment Protection General</td>
<td>E3 Environmental Management</td>
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<tr>
<td>7(f1) Coastal Lands Protection</td>
<td>E2 Environmental conservation</td>
</tr>
<tr>
<td>7(f2) Coastal Lands Acquisition</td>
<td>E2 Environmental conservation</td>
</tr>
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BERMAGUI WALLAGA LAKE
STRUCTURE REPORT
Current Zonings - Wallaga Lake

MAP 3

[6] = estimated lot yield
BERMAGUI WALLAGA LAKE
STRUCTURE REPORT
Current Zonings - Bermagui
BERMAGUI WALLAGA LAKE
STRUCTURE REPORT
Environmental Issues - Bermagui
BERMAGUI WALLAGA LAKE STRUCTURE REPORT
Environmental Issues - Wallaga Lake
BERMAGUI WALLAGA LAKE
STRUCTURE REPORT
Land Use Recommendations *

* This map needs to be read in conjunction with Section 6 of this report
APPENDICES 1 and 2 Wallaga Lake and Bermagui Country Club Concepts

(Note these are concepts in evolution developed mostly by proponents and do not represent any Council adopted position beyond the recommendations in this report for areas 4 and 5.)
Appendix 1 – Wallaga Lake Development Proposal
Appendix 2 – Bermagui Country Club Concepts

Design Option 1

- Housing Distribution:
  - Single Units: 69
  - Dual Occupancies: 72
  - Villas: 92
  - Total: 233

- Area Distribution:
  - Area A: 440 hectares
  - Existing Golf Course
  - Area B
  - Area C

[Map showing the layout and distribution of housing and areas]
Concept 1 - Housing Mix

- Single lots: 66
- Dual occupancies: 72
- Self-care retirement housing: 90
- Medium density: 212
- Total: 440
- Community facilities
- Neighbourhood shops

EXISTING GOLF COURSE

AREA 'C'

Nileys Creek Road
### Housing Distribution

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<thead>
<tr>
<th>Type</th>
<th>Quantity</th>
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<tbody>
<tr>
<td>Single Lots</td>
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<tr>
<td>Dual Occupancies</td>
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<tr>
<td>Villas</td>
<td>100</td>
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<tr>
<td>Medium Density</td>
<td>86</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>363</strong></td>
</tr>
</tbody>
</table>

**Bega Valley Shire Council**

**Design Option 2**

**Bermagui Country Club** Rezoning Study 07/2005