

# Wolumla Structure Plan

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Proudly funded by the NSW Government in association with  
Bega Valley Shire Council



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## GLOSSARY

AHIP	Aboriginal Heritage Impact Permit
BAM	Biodiversity Assessment Methodology
BC Act	Biodiversity Conservation Act 2016
BDAR	Biodiversity Development Assessment Report
BVSC	Bega Valley Shire Council
BLALC	Bega Local Aboriginal Land Council
BOS	Biodiversity Offsets Scheme
CBD	Central Business District
DCP	Development Control Plan
DPHI	Department of Planning, Housing and Infrastructure
EP&A Act	Environmental Planning and Assessment Act 1979
IAP2	International Association for Public Participation
LEP	Local Environmental Plan
LSPS	Local Strategic Planning Statement 2040
NSW RFS	New South Wales Rural Fire Service
PBP	Planning for Bush Fire Protection 2019
RLS	Residential Land Strategy 2040
TfNSW	Transport for New South Wales

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## APPENDICES

Appendix A - Have Your Say Engagement Collateral

Appendix B - Economic Impact Assessment

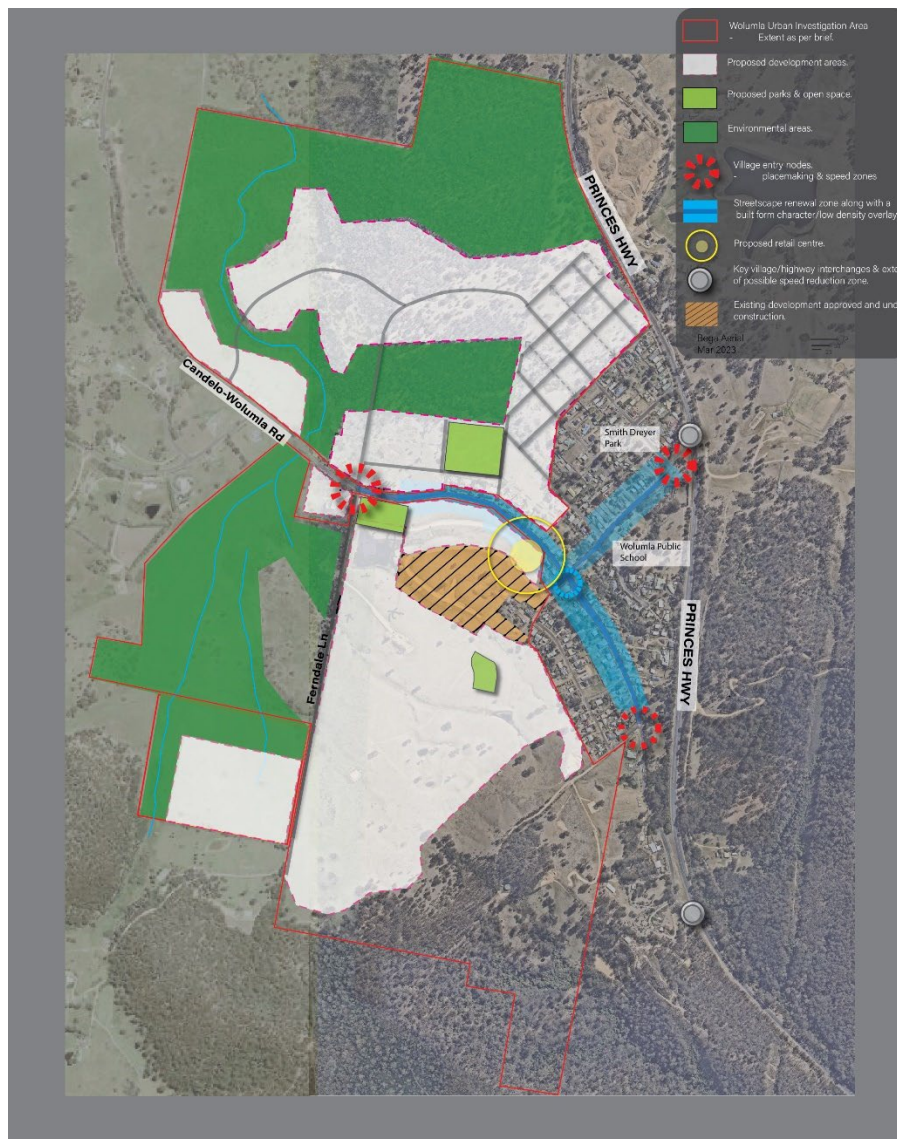
Appendix C - Recreation Needs Assessment

# EXECUTIVE SUMMARY

The Wolumla Structure Plan has been developed to provide a strategic framework around the development of the village of Wolumla. Current population forecasts indicate that the Bega Valley Shire will require an additional 1,070 dwellings in the next 14 years. Development of this Wolumla structure plan would deliver in the order of 1,096 dwellings over an anticipated timeframe of around 25 years.

This structure plan has been developed concurrently with one for the Bega south area to clearly articulate how these dwellings can be realised by considering future development land, planning requirements, infrastructure servicing, transport, property ownership and the views of the community.

This analysis defines development within the scoped study area suitable for residential, commercial, retail and open space requirements. This is shown below in the master structure plan:



Development within Wolumla is controlled by the Bega Valley Local Environment Plan 2013 (LEP) and the Bega Valley Development Control Plan 2013 (DCP).

Within the Wolumla Study Area, the majority of existing residential land is designated within the RU5 Village zoning under the LEP mapping, and areas identified for future residential development (primarily to the south of Candelo - Wolumla Road) are designated within the R2 - Low Density Residential zone. The R2 zoned land will cater for immediate population growth, however there are opportunities for expansion of the R2 zoning in some locations, whilst providing greater densities within the current R2 zoned land.

Given the expected population increase in the next 10+ years, it is anticipated that additional commercial uses and services will be required to serve the needs of the community now and into the future. This will involve the designation of a Wolumla Town Centre along Candelo-Wolumla Road.

As a part of the Structure Planning exercise it is proposed to:

- Identify opportunity for zoning expansion or changes, to accommodate population growth;
- Identify a town centre and main street for the Wolumla Study Area, along Candelo-Wolumla Road;
- Identify a desirable urban form and design for the study area.

The Bega Valley LEP and DCP will need to be amended to accommodate the Wolumla Town Centre and to ensure that future commercial development is appropriately designed.

The structure plan was developed using the following objectives as a framework:

- Integration with the development industry;
- Support short/medium term residential development;
- Promote appropriate density;
- Meet forecasted demographic needs;
- Efficient use of service infrastructure and active travel/open space networks;
- Consider and protect existing character;
- Build climate resilience; and
- Promote a variety of housing mixes.

The draft structure plan was placed on public display for comment. There were 308 submissions with the following feedback:

- That providing more housing supply is important to the community (nearly 80% support in the online survey);
- The delivering more housing could improve affordability (nearly 50% support for supply in the online survey);
- That there is strong support for more land to be allocated to housing (nearly 70% support for more land allocation in the online survey);
- It is important to prioritise the character and renewal of Candelo-Wolumla Road (nearly 80% support in the online survey);
- The following are the five biggest issues in Wolumla:
  - Lack of footpaths to open space areas and town centre (53%)



- Limited services and shopping (47%)
- Poor pedestrian connectivity to recreational space east of the highway (45%)
- Limited recreation / open space within the town (44%)
- Safety concerns with existing highway intersections (43%);
- There is a strong community sentiment for safety improvements for Candelo-Wolumla Road (85%); and
- There is a strong community sentiment for the structure plan to consider climate resilience (81%).

As these developments occur, there will be increased capacity requirements for the road network and Princes Highway. The structure plan has not intended to resolve the issues associated with pedestrian movements across the Princes Highway as this is a detailed design issue, however it is noted as an issue that needs future consideration and resolution.

The existing water reservoir and network will have to be upgraded to increase capacity for the additional development in the area. This can be staged depending on development uptake. The additional population arising from the proposed development will also require a single sewer pump station which would discharge with a new rising main to the existing treatment plant.

There are three land owners for those areas of the structure plan set aside for residential development, with the landowner of the southern parcel, south of Scott Street seeking to develop their site in the short term.

This structure plan process has confirmed that this site and the Bega south site which has had a concurrent structure planning process delivered, have the potential to meet the housing needs of the Shire for the next few decades.

Stage 1

CONTEXT

# PART 1 CONTEXT

## 1.0 Introduction

Recent population growth in Bega Valley Shire is causing a housing shortage both for purchase and for rent. This has accelerated the need for future urban release areas and the need for housing stock in the short term.

To facilitate this process in a strategic manner this project has been funded by the DPHI's Regional Strategic Planning Fund. It was delivered by Bega Valley Shire Council (BVSC) with Better Cities Group as lead consultant in partnership with Development Directive, Think Economics and NGH Consulting. The two areas being included in this project are Bega and Wolumla with regional context depicted in figure 1.

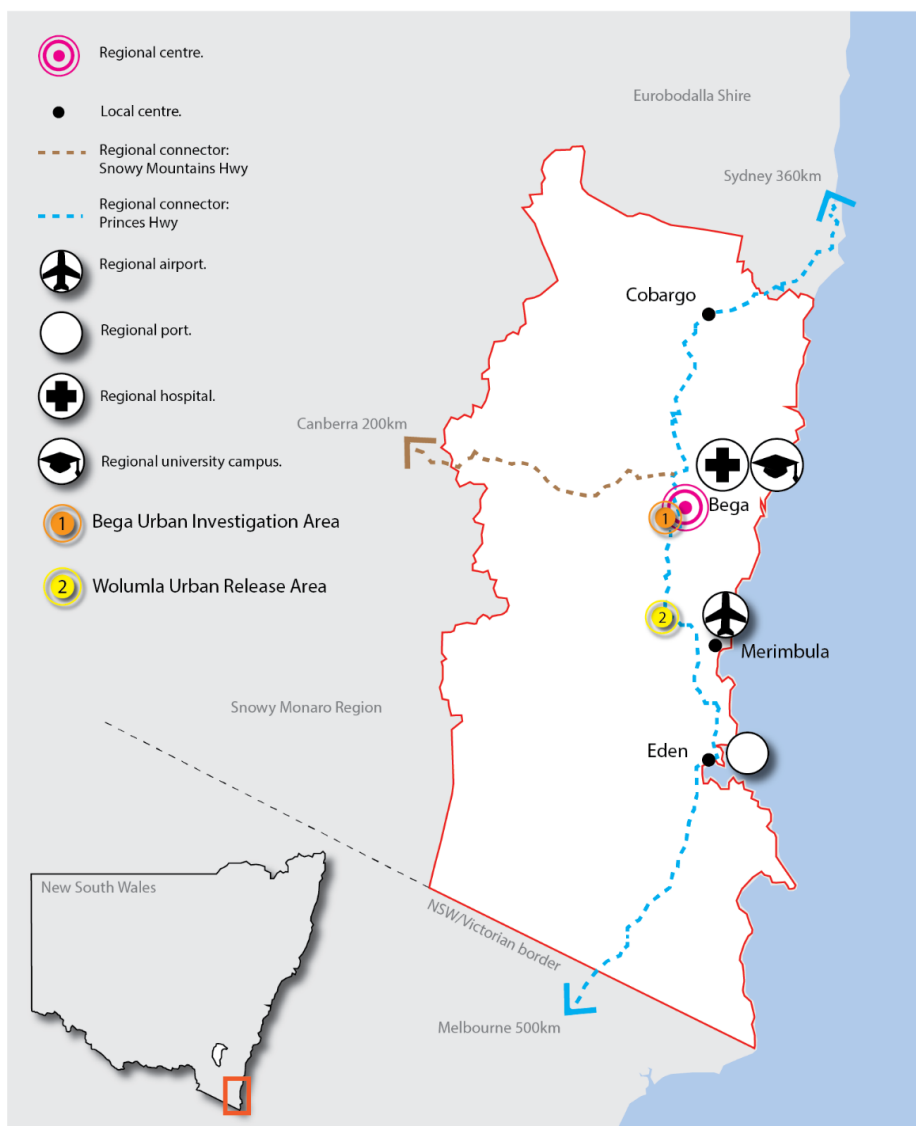


Figure 1. Regional plan

### Wolumla

Wolumla is a local centre or village of around 40ha mid-way between Bega and Merimbula, with a population of approximately 700 people. Council has recently zoned around 75ha of land adjacent to the existing village.

The Wolumla urban release area consists of three land holdings. Two of the landowners have commenced planning to subdivide their holdings. The study area also includes two investigation areas in the centre of the study area and to the south as detailed below.



Figure 2. Wolumla study and opportunity areas

There is limited footpath and cycleway infrastructure in Wolumla and difficulties accessing the sports fields east of the highway.

The Wolumla site includes undulating, mostly cleared, terrain in the south-eastern corner of Wolumla. The village is situated to the west of the Princes Highway approximately 22 kilometres south of Bega and 13 kilometres north-west of Merimbula. The sealed Candelo-Wolumla Road runs roughly north-west from the northern end of the village. Additional opportunity areas have been added to the study area which is described further in this report.



Figure 3. Wolumla ridge line

## 1.1 Vision and Objectives

The following project vision and objectives have been developed following review of relevant policy settings and key stakeholder workshops.

### **Vision**

A resilient residential development that meets the needs of a growing Bega Valley community for the next 30 years.

### **Objectives**

- Integration with the development industry;
- Support short/medium term residential development;
- Promote appropriate density;
- Meet forecasted demographic needs;
- Efficient use of service infrastructure and active travel/open space networks;
- Considers and protects existing character;
- Builds climate resilience; and
- Promote a variety of housing mixes.

## 1.2 Council's Role

The BVSC plays a significant role in housing delivery in the region. As a local council, BVSC is responsible for planning, development, and infrastructure within the Bega Valley Shire region. The following details Council's contribution to housing delivery:

1. **Planning and Zoning:** Council develops land-use plans and zoning regulations that guide the allocation of land for different purposes, including residential development. They establish policies and regulations that govern housing density, design standards, and development guidelines.
2. **Development Assessment:** Council assesses development applications for new housing projects or modifications to existing properties. They ensure that proposed developments comply with local planning regulations, building codes, and environmental requirements. The council also considers the impact of new developments on the community, infrastructure, and services.
3. **Affordable Housing Initiatives:** Council may initiate and support programs to address the need for affordable housing within the Bega Valley Shire. This can include collaborating with housing providers, community organisations, and state government agencies to develop affordable housing projects or policies.
4. **Infrastructure Provision:** Council is responsible for providing and maintaining essential infrastructure such as roads, water supply, sewage systems, and public

amenities. When new housing developments are approved, the council ensures that the necessary infrastructure is in place to support the increased population.

5. Community Engagement: Council engages with the community to understand housing needs, concerns, and aspirations. They may conduct surveys, hold public consultations, and collaborate with residents, developers, and other stakeholders to ensure that housing delivery aligns with community expectations.
6. Strategic Planning: Council develops long-term strategic plans that consider population growth projections, housing demand, and land availability. These plans help inform decisions about housing policies, infrastructure investment, and the overall development of the Bega Valley Shire.

Whilst it is noted that Council has a role to play in the supply and delivery of appropriate housing there are a number of other factors which Council has only marginal or no influence over. These include community expectations, building costs & feasibility, timing, neighbouring land and to a degree, infrastructure capacity. However, Council does have significant influence over factors such as land use planning and density. This is illustrated below.

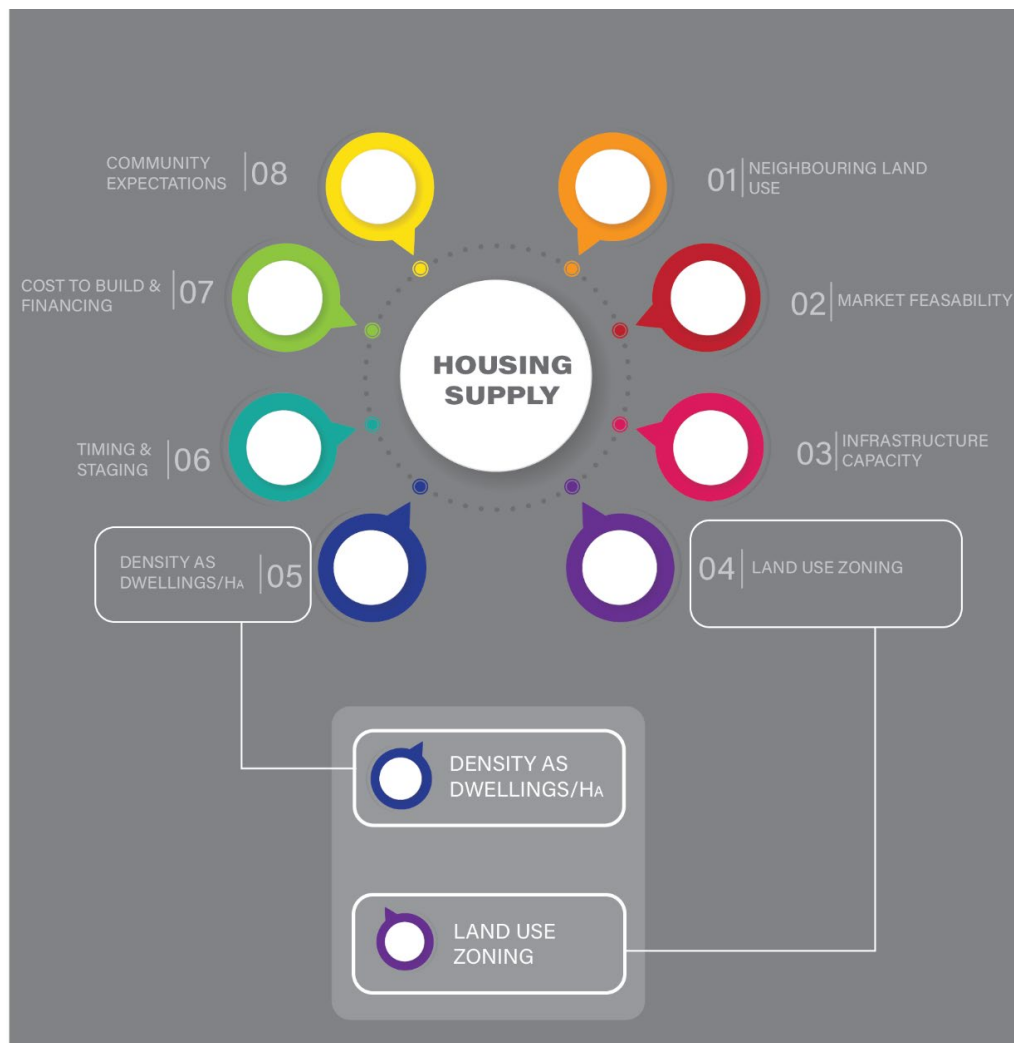


Figure 4. Influences on housing supply

### 1.3 Methodology

Delivery of this project occurred in four stages as described below:

Stage 1 - Research [May-June 2023]

- Documentation Review
- Site Analysis
- Enquiry by Design

Stage 2 - Design [May-July]

- Opportunities and Constraints Mapping
- Precinct Planning
- Technical Studies

Stage 3 - Community Consultation [August 2023 - November 2023]

- Structured Interviews
- Surveys
- Workshops
- Online - Have Your Say

Stage 4 - Structure Plan Development [November 2023 - February 2024]

- Draft Structure Plan
- Council Presentation
- Final Structure Plan

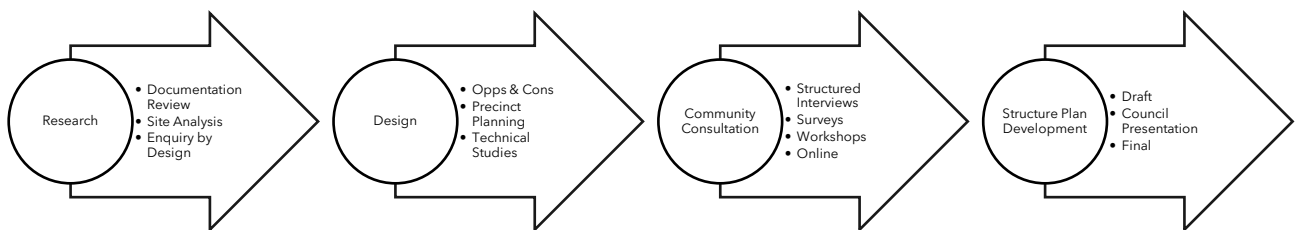


Figure 5. Methodology



## 2.0 Context

### 2.1 Policy

#### **Federal Government**

The national issue of housing affordability and supply has resulted in significant recent policy movements at the Federal level. These include the National Housing Accord which seeks to support a sustainable, long-term pipeline of additional housing supply and improve affordability by doing the following:

- States and territories to expedite zoning, planning and land release for social and affordable housing;
- The Commonwealth to provide financing options through the Housing Australia Future Fund to facilitate institutional investment in social and affordable housing;
- Working with local governments to deliver planning reforms and free up landholdings;
- Institutional investors to leverage investment that delivers for their members' interests and for the national interest; and
- Construction sector peak bodies to support high energy efficiency rating construction, the training of more apprentices under an extended Australian Skills Guarantee and work to make housing more responsive to demand.

The government has also established the \$10 billion Housing Australia Future Fund to provide a sustainable funding source to increase housing supply and improve service delivery. Investments from the Fund will seek to draw in new investment from state and territory governments and private capital providers to deliver new social housing projects.

The Fund will provide 20,000 new social housing dwellings, 4,000 of which will be allocated to women and children impacted by family and domestic violence and older women at risk of homelessness. It will also provide 10,000 new affordable housing dwellings, including for frontline workers.

The government has also expanded the remit of the National Housing Infrastructure Facility to invest up to \$575 million in unallocated funding with the intention of delivering new social and affordable dwellings and attracting more institutional capital to the sector.

#### **State Government**

The project aligns with the following principles and recommendations of the Regional Housing Taskforce:

- Invest in upfront, place-based strategic planning to improve decision-making, provide certainty and enable more efficient assessments;
- Provide a more transparent and certain supply pipeline and activate latent supply by addressing infrastructure requirements and resolving site constraints; and

- Strengthen collaboration by the NSW Government with the Federal Government, local governments, and industry to improve the identification, funding, and delivery of infrastructure to support priority housing.

The project supports the NSW's Government's 20-year vision for housing in NSW which includes:

*Supply: to deliver housing supply in the right location at the right time.*

- Supporting a pipeline of housing that creates choice for people and households at different prices, enabling people to live in homes of the right size with the right accessibility to well serviced locations, positively shaping the communities of NSW.
- Providing certainty and efficiency to support more stable and predictable supply patterns and market conditions that leverage investment, infrastructure and geography, and respond to changing conditions.

*Resilience: to deliver enduring and resilient housing*

- Housing design should respond to its environment and integrate with green infrastructure, a changing climate, natural hazards and the dynamic character and demographic profile of a local area.
- Planning for housing and infrastructure should happen together and recognise that the way we plan for new homes shapes the characteristics that make a healthy and resilient community and place.
- Design should address extreme heat, bushfires, flooding and energy use.

Consideration has also been given to the NSW Movement and Place Framework<sup>1</sup> which recognises that streets are not just about moving people and goods - they are also places for people to live, work and spend time.

The NSW Movement and Place Framework is a cross-government framework for planning and managing roads and streets across NSW. It is a multidisciplinary and cross-government 'place-based' approach to the planning, design, delivery, and operation of transport networks.

The framework delivers on NSW policy and strategy directions to create successful streets and roads by balancing the movement of people and goods with the amenity and quality of places. It represents a transformative approach to urban planning, emphasising inclusivity, sustainability, and the creation of vibrant public spaces.

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<sup>1</sup> <https://www.movementandplace.nsw.gov.au/about/about-movement-and-place>

## Bega Valley Shire Council

The Bega Valley Shire Residential Land Strategy provides a vision and framework for residential development in the Shire. It has established the following principles for new urban areas that apply to this project:

- Ensure sufficient residential land for population growth;
- Increase diversity of housing;
- Promote efficient use and provision of infrastructure;
- Build in hazard protection and climate resilience;
- Strengthen and support Bega as the Regional Centre;
- Reinforce existing commercial centres and promote access to shops and services; and
- Preserve agricultural land and areas of high environmental value.

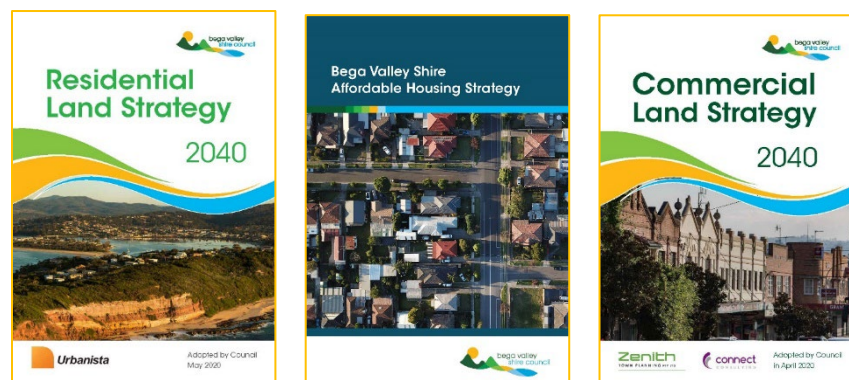


Figure 6. BVSC policy documents

## 2.2 Demographics

Bega Valley Shire Council is a local government area located in the south-eastern part of New South Wales, Australia. It covers an area of approximately 6,279 square kilometres and includes several towns and villages, including Bega, Merimbula, Eden, and Tathra.

The Census usual resident population of Bega Valley Shire in 2021 was 35,942, living in 18,870 dwellings with an average household size of 2.22<sup>2</sup>. Since the previous year, the population has grown by 0.59%. Population growth in Regional NSW was 0.89%.

The area has experienced moderate population growth over the years, driven by factors such as lifestyle opportunities, tourism, and agriculture. The national issue of people migrating to the regions has also driven growth in the region.

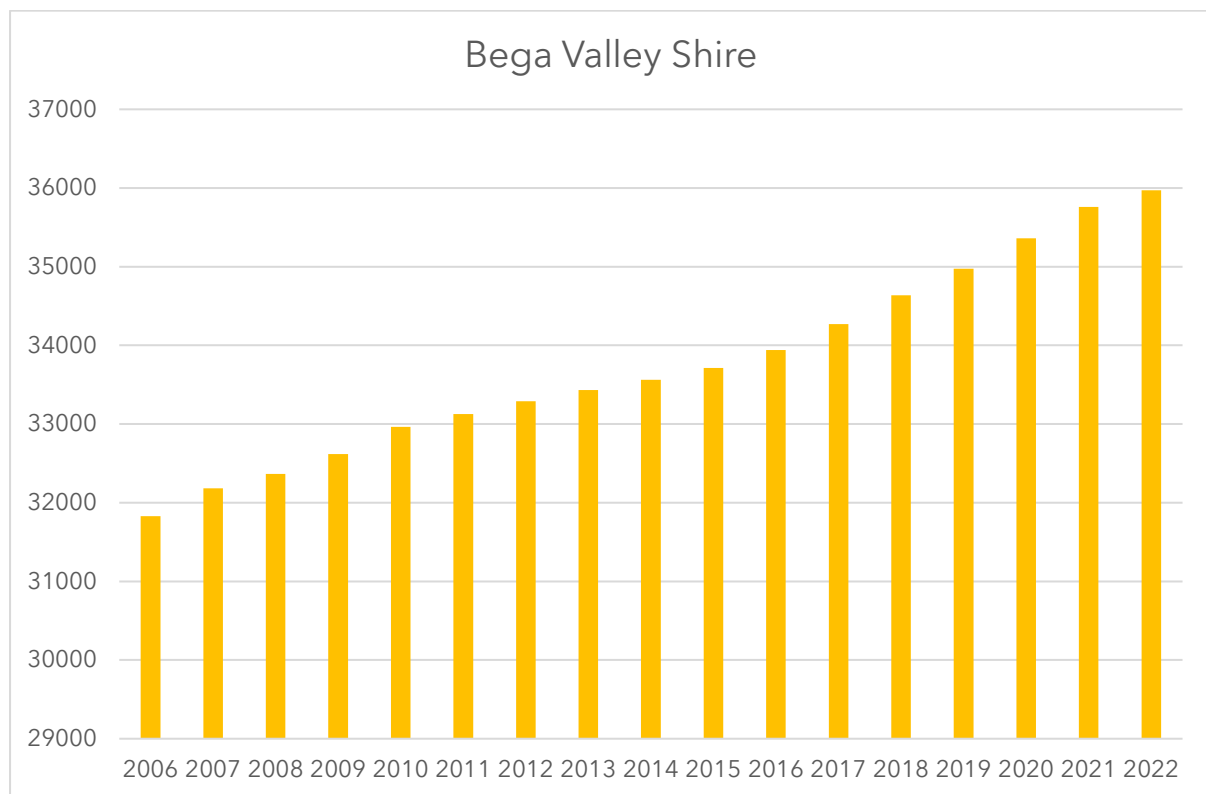


Figure 7. Historical population

<sup>2</sup> Australian Bureau of Statistics, Regional Population Growth, Australia (3218.0). Compiled and presented by .id (informed decisions)

The Bega Valley Shire population forecast for 2023 is 36,509 and is forecast to grow to 40,709 by 2036<sup>3</sup>.

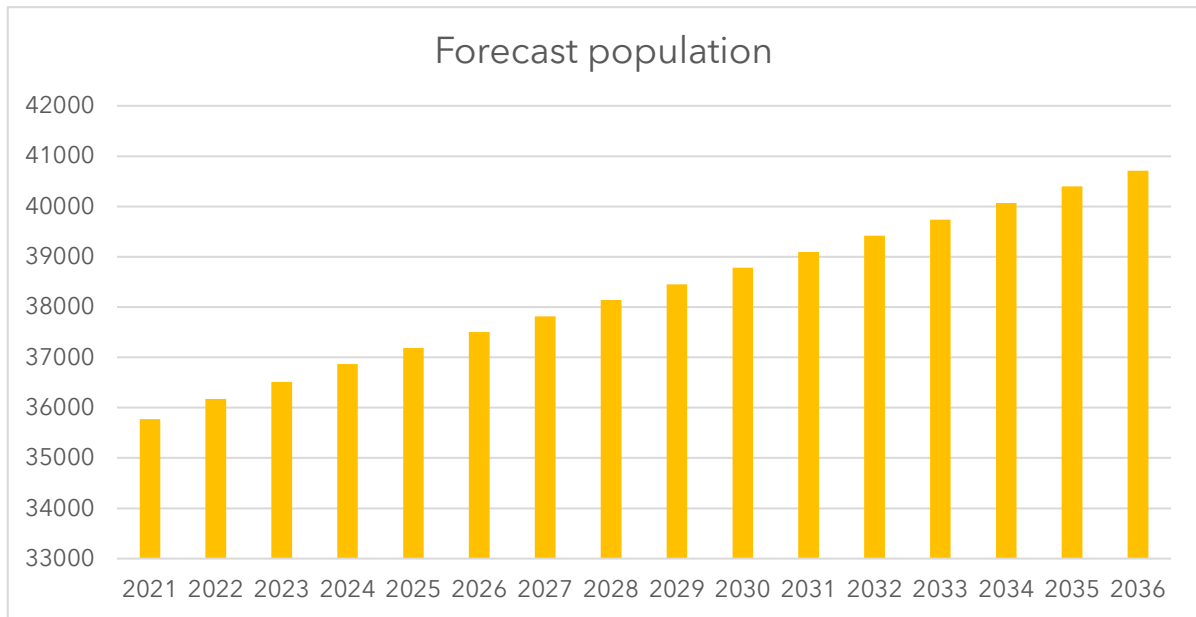


Figure 8. Forecast population

Pre-covid 19 pandemic, Bega Valley Shire Councils' population was projected to decrease by 2041, but in the pandemic the LGA experienced a surge in population due to migration to regional towns. Over the next 20 years this converts to a 3,670 persons difference in population for the LGA.

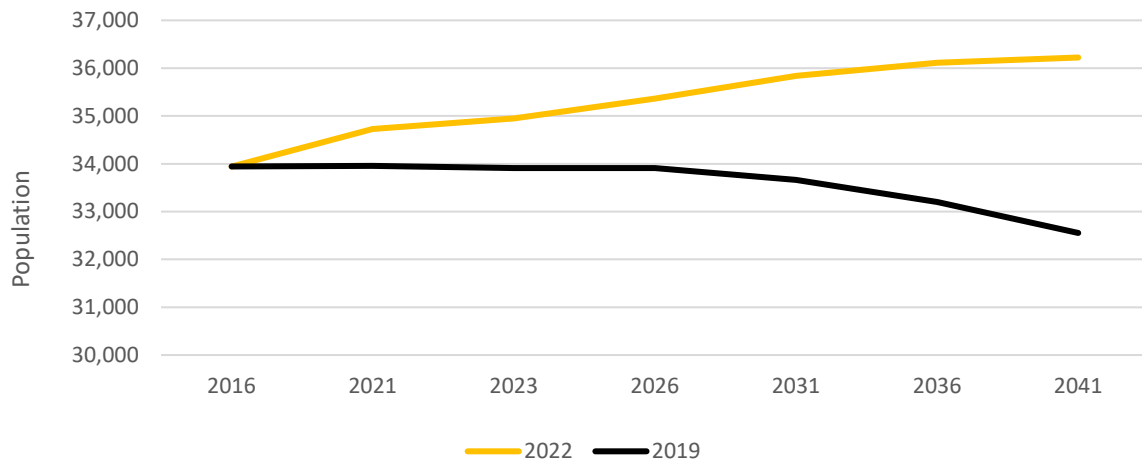


Figure 9. Difference between 2019 and 2022 population projection

<sup>3</sup> Population and household forecasts, 2021 to 2036, prepared by .id (informed decisions), February 2023.



Enquiry by Design process with key stakeholders to accelerate shared knowledge of the site

## 3.0 Stakeholder Engagement

### 3.1 How we engaged

The stakeholder engagement plan for this project was completed using IAP2 principles and the BVSC Community Engagement Strategy. The approach was further influenced by the following key principles to influence how people see the structure planning process, their views on the subject, and their willingness to make a submission or provide comment:

- Easy-to-Access - engaging at times and locations to suit participants, using a variety of fit-for-purpose engagement methods and existing channels, including online engagement;
- Open - being accessible and easy to engage with, being available for discussion, and capturing all feedback around the proposed development approach;
- Insightful - Providing knowledge on what is complex technical information in ways that allow people to have useful input via formal submissions;
- Forward-focused - engaging to help shape the future of development in the region;
- Responsive - listening to and incorporating the ideas and responding to the community on their ideas; and
- Appealing - use different engagement methods not used in previous BVSC engagement to capture attention, ignite interest and encourage a broad and diverse range of participants including young people.

The following activities took place throughout the 3-month engagement process:

- 2 Workshops
- 1 Developer interview
- 2 Media releases
- 2 Project presentations
- 1 Online public exhibition
- 2 social media posts
- 25 project posters
- 308 online survey responses and
- 20 submissions.

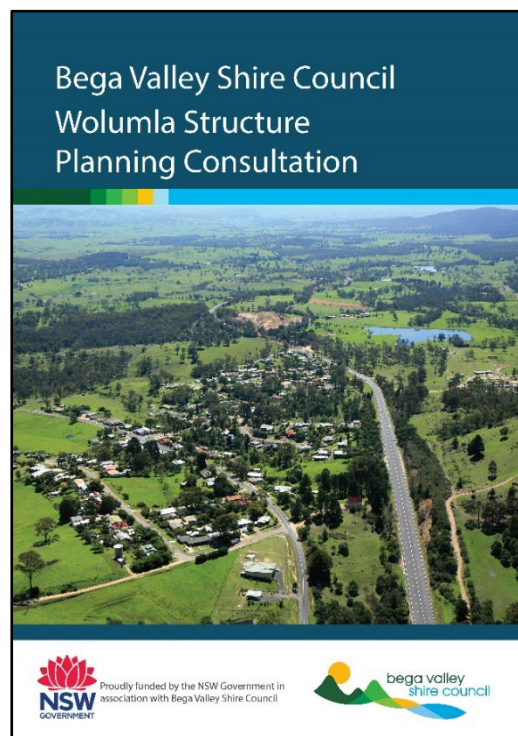


Figure 10. Have Your Say collateral package

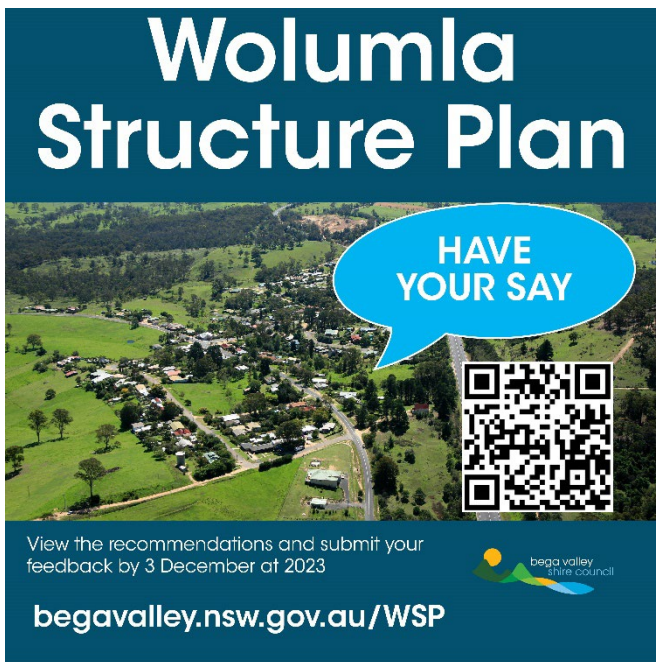


Figure 11. Social media tile and poster

### 3.2 Who we engaged

The Council and project team engaged with the following cohorts of people in the development of this structure plan:

- Council staff;
- Councilors;
- Residents;
- Developers;
- Bega Local Aboriginal Land Council (Bega LALC);
- Djirringanj Elders Federation;
- Transport for NSW;
- Rural Fire Service;
- Department of Primary Industries - Fisheries;
- Education NSW; and
- Wolumla Primary School.



### 3.3 What we heard

#### Housing supply

- That providing more housing supply is important to the community (nearly 80% support in the online survey)

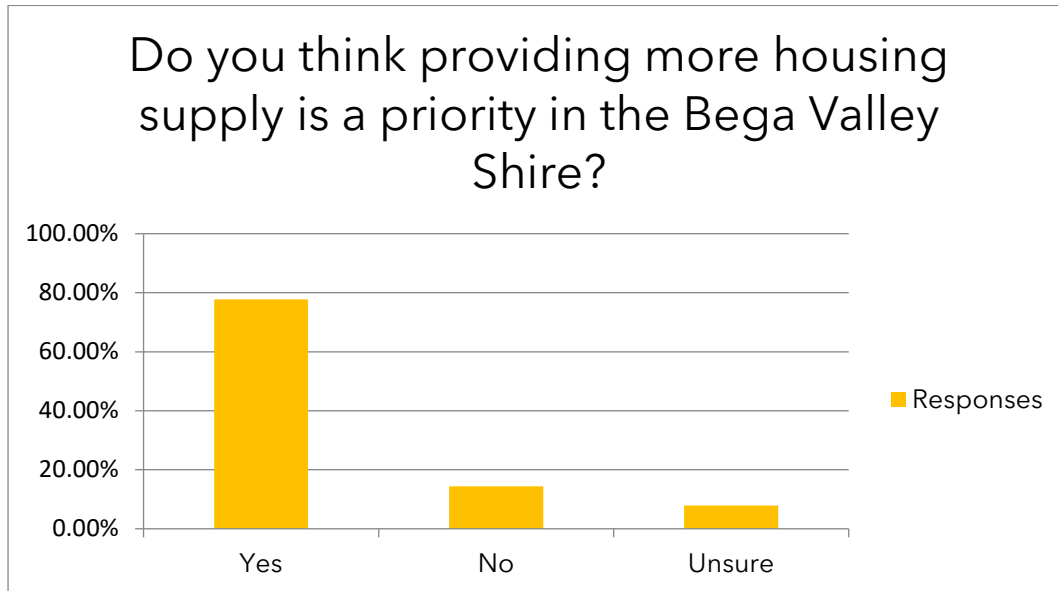


Figure 12. Survey results - housing supply priority

- That delivering more housing could improve affordability (nearly 50% support for supply in the online survey)
- That there is strong support for more land to be allocated to housing (nearly 70% support for more land allocation in the online survey)

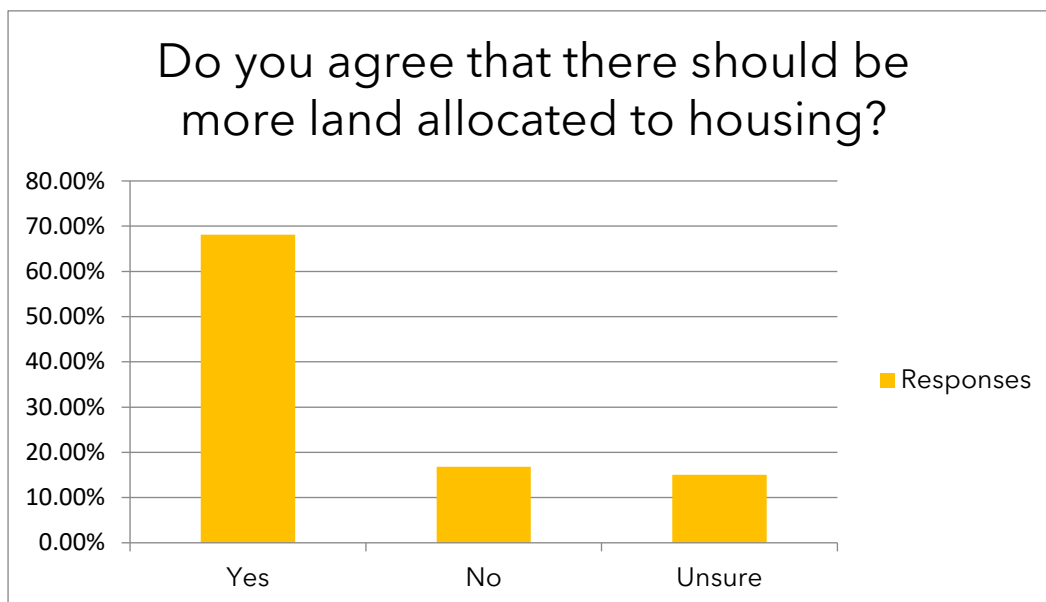


Figure 13. Survey results - housing land allocation

### Type of Built Form

- There is some support for a variety of housing types in new Wolumla development - not just detached dwellings

### Structure Plan

- The following are the three highest priorities for housing areas in Wolumla:
  - Consider and protect existing character (66%)
  - Efficient use of service infrastructure and active travel/open space networks (54%)
  - Promote appropriate density (47%)
- It is important to prioritise the character and renewal of Candelo-Wolumla Road (nearly 80% support in the online survey)

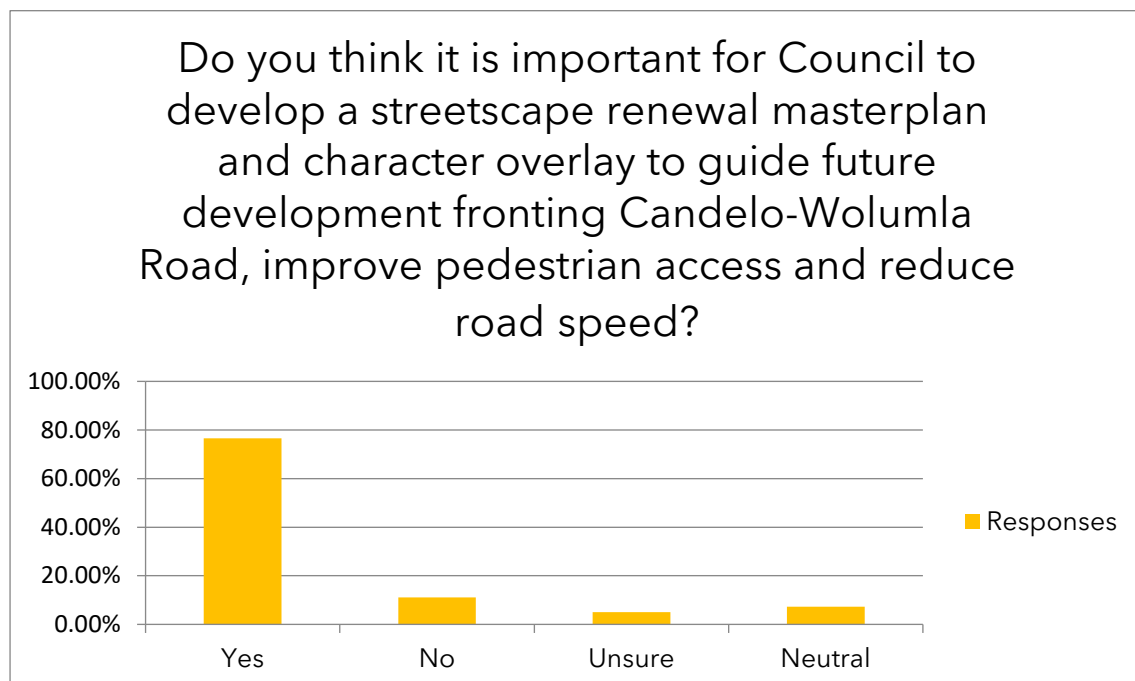


Figure 14. Survey results - Candelo Road priority

- The following are the five biggest issues in Wolumla:
  - Lack of footpaths to open space areas and town centre (53%)
  - Limited services and shopping (47%)
  - Poor pedestrian connectivity to recreational space east of the highway (45%)
  - Limited recreation / open space within the town (44%)
  - Safety concerns with existing highway intersections (43%)
- There is a strong community sentiment for safety improvements for Candelo Road (85%)
- There is a strong community sentiment for the structure plan to consider climate resilience (81%)

## 4.0 Site Analysis

### 4.1 Additional Opportunities

Site analysis and review of technical study assessment identified the following opportunities to expand the study area for strategic gain. The opportunity areas are described further below:

#### Opportunity Area 1

Description:

Large RU1 rural holding (1 small/1 large) of approximately 16ha accessed off Ferndale Lane.

Reason for inclusion:

To explore opportunities for housing due to being primarily accessed via an upgraded Ferndale Lane including infrastructure, its general gentle landform and proximity to Wolumla southern expansion area.

#### Opportunity Area 2

Description:

Small single 2ha. RU4 lot on corner Ferndale Ln & Candelo Wolumla Rd.

Reason for inclusion:

Location on edge of important intersection & direct frontage to possible town entry/anchor in close proximity to centre.

# WOLUMLA Opportunities & Constraints Planning

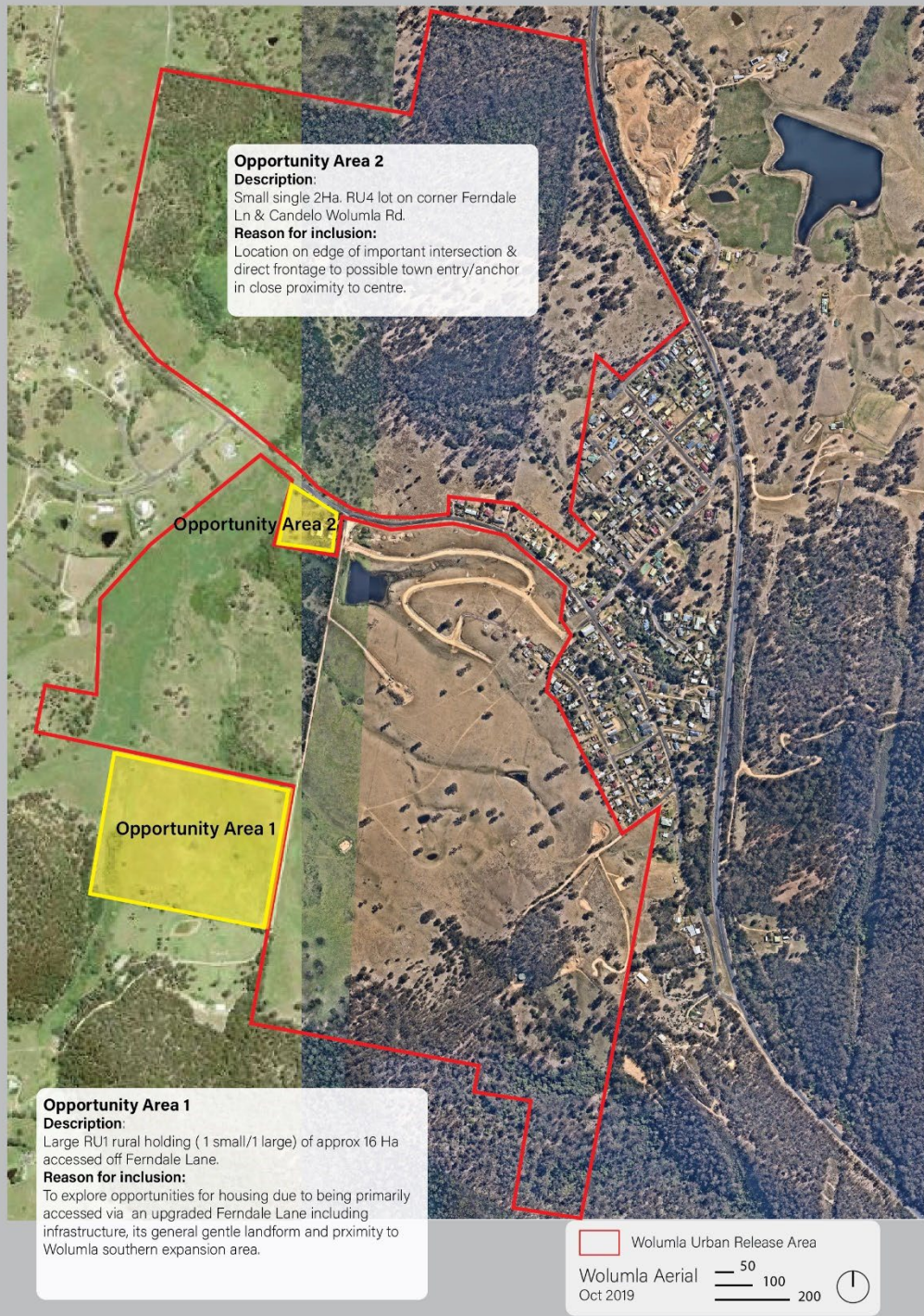


Figure 15. Wolumla additional opportunities

## 4.2 Planning Assessment

The intent of this advice is to provide a background to planning controls for determining development outcomes in the Wolumla study area.

### **Summary of findings**

- The Wolumla study area is a small residential village which includes a primary school, hotel (tavern), memorial hall and general store / post office. The village adjoins the Princes Highway (to its east). Candelo - Wolumla Road bisects the village which operates as a higher order collector/distributor road and provides a secondary route to Canberra.
- Development within Wolumla is controlled by the Bega Valley Local Environment Plan 2013 (LEP) and the Bega Valley Development Control Plan 2013 (DCP).
- Within the Wolumla study area, the majority of existing residential land is designated within the RU5 Village zoning under the LEP mapping, and areas identified for future residential development (primarily to the south of Candelo - Wolumla Road) are designated within the R2 - Low Density Residential zone. The R2 zoned land will cater for immediate population growth, however there are opportunities for expansion of the R2 zoning in some locations, whilst providing greater densities within the current R2 zoned land.
- Given the expected population increase in the next 10+ years, it is anticipated that additional commercial uses and services will be required to serve the needs of the community now and into the future. This will involve the designation of a Wolumla Town Centre along Candelo-Wolumla Road.
- As a part of the Structure Planning exercise it is proposed to:
  - Identify opportunity for zoning expansion or changes, to accommodate population growth;
  - Identify a town centre and main street for the Wolumla Study Area, along Candelo-Wolumla Road;
  - Identify a desirable urban form and design for the study area.
- The Bega Valley LEP and DCP will need to be amended to accommodate the Wolumla Town Centre and to ensure that future commercial development is appropriately designed.

## Background

The Wolumla Structure Plan has been developed to identify opportunities and constraints for urban land release areas to provide sufficient land to meet dwelling and growth needs, in line with the findings of the Bega Valley Shire Residential Land Strategy.

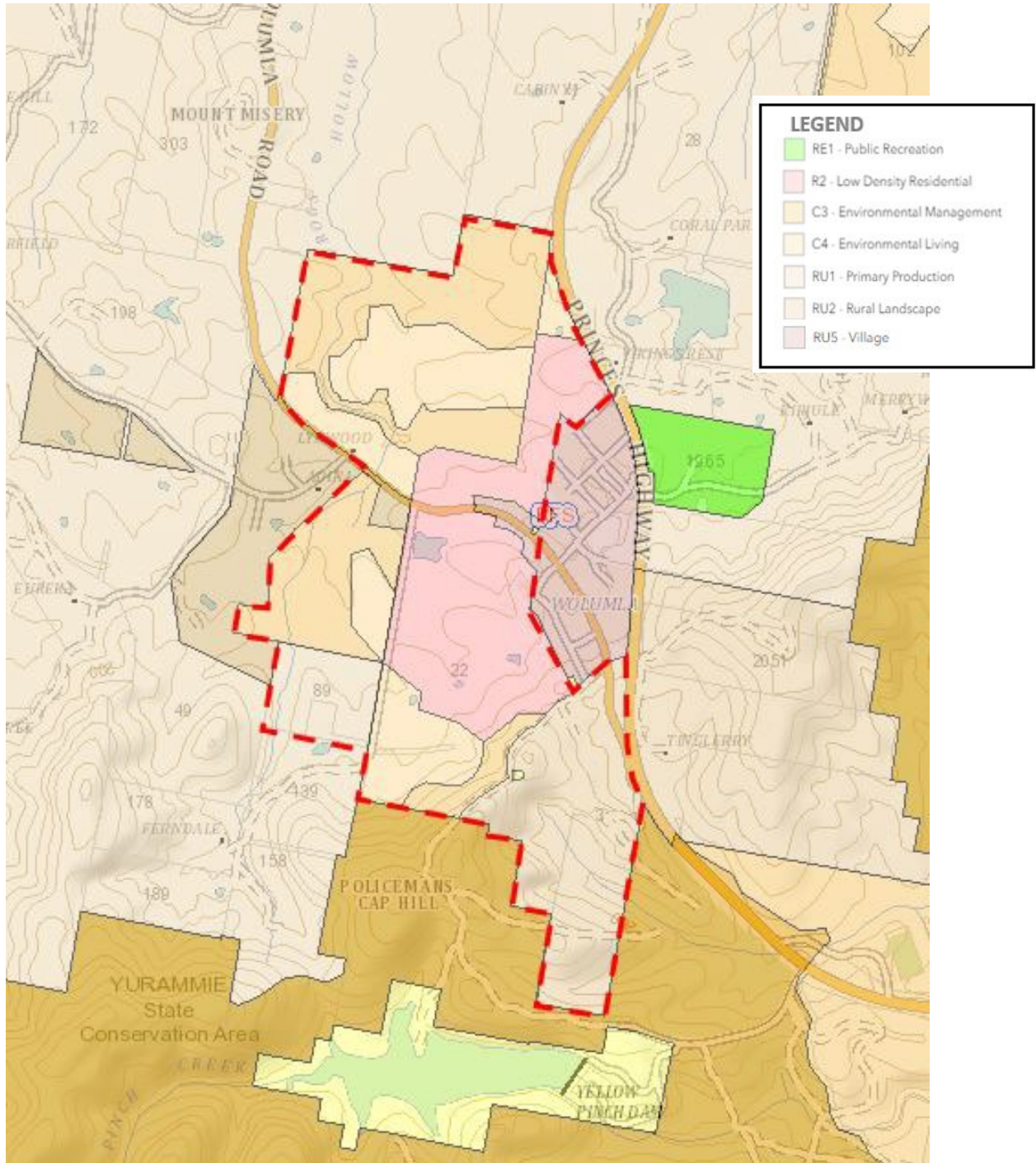


Figure 16. Wolumla - current zoning

## State Planning Context

### South east and Tablelands Regional Plan 2036

The South East and Tablelands Regional Plan 2036 (the Regional Plan) is the Regional Plan which is relevant to development within the Bega Valley Shire Council Area. The Regional Plan sets the priorities and directions for the region and must be reflected in Local Environment Plans and any Planning Proposal for making or amending a Local Environment Plan (LEP).<sup>4</sup>

The Regional Plan identifies Bega as a Strategic Centre. Direction 24 of the Regional Plan identifies the need for providing housing options in Strategic Centres and encourages local housing strategies to achieve this goal.<sup>5</sup>

The Regional Plan is, at the time of writing, under review, in which a Draft South East and Tablelands Regional Plan 2041 (the Draft Regional Plan) has been publicly notified. The Draft Regional Plan identifies Bega and Wolumla as part of strategic cluster. As part of the Strategic cluster, the Draft Regional Plan identifies a priority for the strategic cluster as (relevantly):<sup>6</sup>

*"understanding the constraints and availability of developable residential and employment lands."*

*"addressing the availability of visitor accommodation and rental housing"*

The Structure Plans are considered to be consistent with the directions of the Regional Plan and Draft Regional Plan.

## Local Planning Context

### Local Strategic Planning Statement 2040

The Local Strategic Planning Statement 2040 (LSPS) is a planning tool that provides direction for land use in the Bega Valley Shire through to 2040 and includes twelve planning priorities, and corresponding strategic directions and actions. The Planning priorities identified by the LSPS include:

- |  |                              |
|--|------------------------------|
| 1. Natural Environment                   | 7. Tourism                   |
| 2. Natural Hazards                       | 8. Transport                 |
| 3. Carbon neutral                        | 9. Open Space and Recreation |
| 4. Aboriginal People and Culture         | 10. Character                |
| 5. Agriculture, Forestry and Aquaculture | 11. Housing                  |
| 6. Industrial land                       | 12. Town Centres             |

---

<sup>4</sup> Environmental Protection and Assessment Act 1979, s3.8.

<sup>5</sup> South East and Tablelands Regional Plan 2036, Direction 24, pg 50 -51.

<sup>6</sup> Draft South East and Tablelands Regional Plan 2041, pg. 29.

All LSPS planning priorities inform planning decision making within the Bega Shire Council, however, most relevant to the development of the Wolumla Structure Plan are outlined in Table 1 below.

Table 1. Planning priorities

<b>Planning Priority 10: Character</b>	
<b>The distinctive character of the landscapes, towns and villages that make our Shire unique is thriving and continues to provide a sense of place and wellbeing to residents and attract visitors.</b>	
<b>Key Future Directions</b>	<ul style="list-style-type: none"> <li>- Apply desired future character statements for towns and villages to ensure new development is consistent with the features that have been identified to be retained or enhanced and is in line with community expectations.</li> <li>- Maintain a compact settlement pattern with clearly designed town and village entry points and prevent ribbon development that joins settlement.</li> <li>- Apply the urban design priorities from the Urban Design Guide for Regional NSW when reviewing or developing plans and planning policies for urban areas to help inform and maintain character in towns and places.</li> </ul>
<b>Action 10.1</b>	Support the protection and promotion of Aboriginal heritage within the Shire
<b>Action 10.3</b>	Develop local character statements for Bemboka, Candelo, Cobargo, Kalaru, Pambula, Tathra and Wolumla, to guide the review of planning controls and future planning
<b>Action 10.5</b>	Review planning controls related to the density of urban development, houses on visible ridgelines, road widths, footpaths and street trees to ensure they are consistent with the desired future character of towns.
<b>Planning Priority 11: Housing</b>	
<b>Residential areas provide a range of housing styles, sizes and tenures that suit people of all ages, income levels and household sizes and enable communities to stay connected and healthy as people move through the various stages in life.</b>	
<b>Key Future Directions</b>	<ul style="list-style-type: none"> <li>- Protect good quality agricultural land and areas of high scenic and environmental value by rezoning land for urban residential growth in areas identified in the residential Land Strategy and support rural residential development that aligns with the Rural Residential Strategy 2023.</li> <li>- Increase housing density within established urban areas to minimize additional servicing provision and expansion of the urban/bushland interface and support the viability and vibrancy of town centres and future public transport provision.</li> <li>- Allow for growth and encourage housing diversity and affordability while enhancing the distinct local character of each place.</li> <li>- Encourage residential development in sewered villages to provide more affordable housing options, minimize land use conflict and the support continued viability of villages.</li> <li>- Work with the NSW Land and Housing Corporation and local community housing providers to identify opportunities for affordable housing.</li> </ul>
<b>Action 11.6</b>	Develop plans to guide the future density and form of infill residential development and road servicing requirements in rural villages including Cobargo, Candelo, Bemboka, Wolumla and Wallaga Lake
<b>Action 11.9</b>	Develop and implement urban renewal plans to encourage redevelopment that increases the supply and diversity of housing in Bega, Merimbula and Eden.

## **Residential Land Strategy 2040**



In August 2019, Bega Valley Shire Council initiated a review of its urban areas to address the future need for residential land in Bega Valley Shire and provide a framework and vision for residential development for the coming 20 years. The Residential Land Strategy 2040 (RLS) identified future directions for towns and villages within Bega Valley Shire Council Area, including Bega and Wolumla.

### **Future direction for Wolumla**

The recommendations from the RLS include the following:

- Develop local character statements for Candelo, Bemboka, Cobargo and Wolumla;
- Review the minimum lot size and other planning controls (such as height and setbacks) in Candelo, Bemboka and Cobargo to facilitate low-scale infill within the existing village zone consistent with local character; and
- Review land uses permissible in the RU5 Village zone to support local character.

The following sections of this report discuss aspects of the abovementioned recommendations in further detail.

### **Planning Proposal to Increase Housing Diversity (May 2022)**

A planning proposal is currently in finalisation stage which is intended to amend the Bega Valley LEP and Bega Valley DCP to increase housing diversity throughout the Bega Valley Shire while protecting neighbourhood character. The intended outcomes of the planning proposal are outlined in the below table. Consideration has been given to the below intended outcomes when preparing the structure plan for the Wolumla Study Area.

Table 2. Housing diversity

<b>Intended Outcome</b>	<b>Description</b>
<b>Enable creation of small lots</b>	Enable up to 40% of lots in R2 Low Density Residential zone subdivisions to be smaller than the mapped minimum lot size, but no smaller than 350sqm.
<b>Enable more sub-division in seweraged villages</b>	Amend the minimum lot size map in villages, including Wolumla, to enable more sub-division. In the Wolumla RU5 Village and R2 Low Density Residential Zones, the minimum lot size has been reduced to 600m <sup>2</sup> .
<b>Streamline construction and sub-division of multiple dwellings</b>	Enable construction and sub-division into three to six lots smaller than the minimum lot size to encourage housing diversity, provide certainty and avoid the need for complex staging of development.
<b>Enable multi dwelling housing in low density residential areas and villages</b>	<ul style="list-style-type: none"> <li>- Amend the land use table to permit multi dwelling housing with consent in R2 Low Density Residential and RU5 Village to increase the diversity of housing</li> <li>- Amend clause 4.1A to apply a minimum lot size requirement for multi dwelling housing in zones R2 Low Density Residential and RU5 Village to restrict multi-dwelling housing to larger blocks.</li> <li>- Add a new zone objective to the zone R2 Low Density Residential to encourage housing diversity that is appropriate to the detached character of the zone.</li> </ul>

	- Amend the Floor Space Ration map to introduce a site coverage control in RU5 Village zones to protect the village character.
<b>Increase supply of one and two bedroom units</b>	- Insert a new clause to increase the supply of one and two bedroom dwellings in multi dwelling housing, residential flat buildings and shop top housing developments to provide for the housing needs of current and future residents of the Shire.
<b>Increase supply of adaptable housing</b>	Insert a new clause to increase the supply of adaptable housing to provide a supply of dwellings that can be more easily and affordably retrofitted for accessibility in the future.
<b>Strengthen landscaped area controls</b>	Insert a new clause to strengthen landscape controls to protect character and increase resilience.

### **Wolumla Study Area**

The land located within the Wolumla study area is a small residential village which includes a primary school, hotel (tavern), memorial hall and general store / post office. The village adjoins the Princes Highway (to its east). Candelo - Wolumla Road bisects the village which operates as a higher order collector/distributor road and provides a secondary route to Canberra.

The majority of development has occurred to the north of Candelo-Wolumla Road, between it and the Princes Highway. Undeveloped land to the north of Candelo-Wolumla Road is characterised by vegetation and some steep slopes, however there are pockets of cleared land which would be appropriate for urban development.

There is cleared land to the south of Candelo-Wolumla Road which is appropriate (and zoned) for future residential development. Land to the south of Candelo - Wolumla Road is undulating with some areas of steep topography. To the east of the highway is the Wolumla recreation ground, which includes a football field and club house. This greenspace is understood to be used for community events and festivals. Refer to Figure 18 which identifies the existing land uses in Wolumla.

It is understood that there are appropriate and proximate urban services in Wolumla for approximately 550 new dwellings.

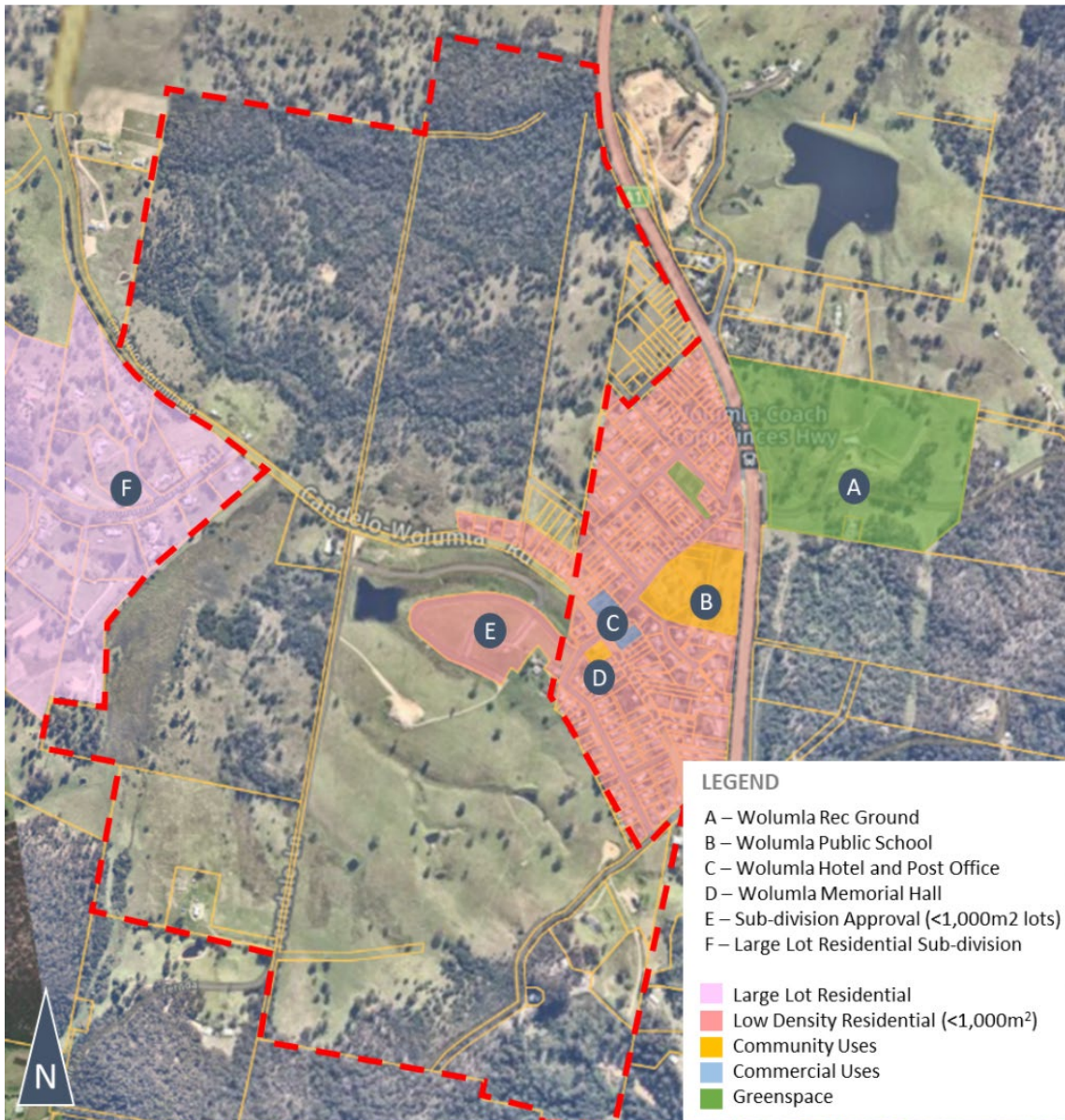


Figure 17. Wolumla study area context map

### Overall Planning Context

Within the Wolumla Structure Plan Area, the following planning controls are relevant:

- Bega Valley Local Environmental Plan 2013 (LEP);
- Bega Valley Development Control Plan 2013 (amended November 2022) (DCP);
- 

### Bega Valley Local Environment Plan 2013 (LEP)

The Bega Valley LEP is the primary planning control for development within the Wolumla Study Area. The planning controls in the Bega Valley LEP which are relevant to development in the Wolumla Study Area, and this Structure Plan, include:

- Zoning and Lot Size
- Heritage

- Bushfire Risk
- Floor Space Ratio
- Environmental Values

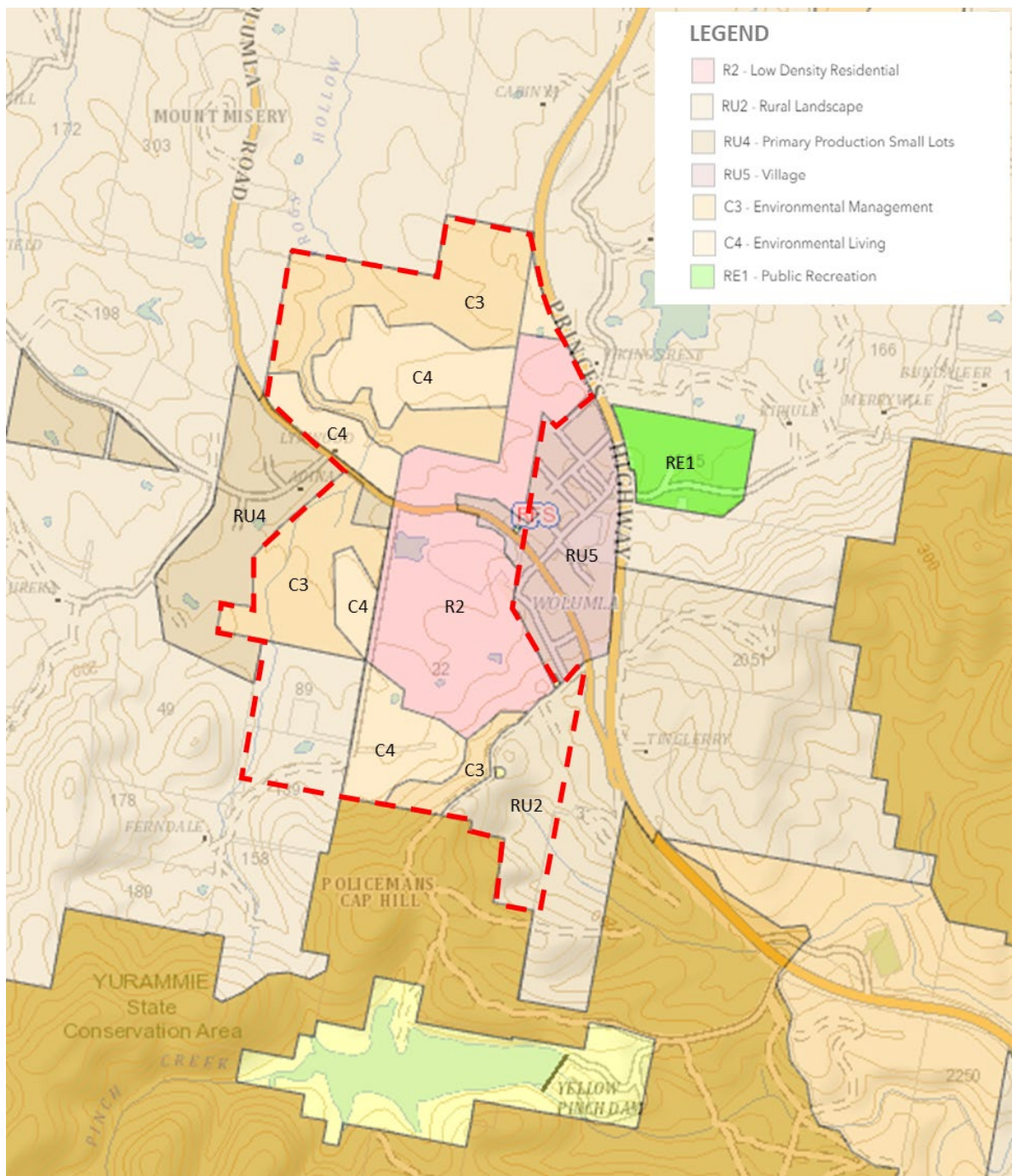


Figure 18. Current land use zoning and controls

## Zoning and Lot Sizes

Further residential development in the Wolumla study area is constrained by the underlying zoning pattern established by the current LEP (refer to Figure 19 above). Increasing residential density will require a change to the location and minimum lot sizes associated with the underlying zonings, particularly in the R2, RU5 and C3 Zones. The key current planning controls in relation to residential density and development are outlined in the table below.

As noted above, there is a current planning proposal in finalisation which seeks to amend the current planning controls for the R2 and RU5 Zone, which is also outlined in the table below.

This structure plan is supportive of the findings of the planning proposal as it is effective to achieving its purposes, particularly enabling more sub-division in Wolumla and providing for housing choice. Notwithstanding, the structure plan has investigated measures beyond the planning proposal, in particular:

- Opportunities for greater density (Multiple Dwellings) in the R2 Zone (in line with Planning Proposal);
- Opportunities for expanding R2 Zone;
- Opportunities for introducing RE1 Zones;
- Opportunities for reducing minimum lot size requirements in R2, R5 and C3 zones.

This is discussed further below.

Table 3. Zoning and lot sizes

Key Areas for accommodation residential growth	Permitted Uses (residential uses)	Minimum Lot Size	Sub-division below Minimum Lot Size?	Floor Space Ratio
<b>R2 Low Density Residential Area</b>	- Dwelling houses - Dual occupancies	650m <sup>2</sup>	Yes	0.5
<b>Revised R2 Low Density Residential Area</b>	- Group homes - Semi-detached dwellings - Secondary Dwellings - Multi dwelling housing (if on land of 900m <sup>2</sup> or greater)	600m <sup>2</sup>	Yes - if: (a) land is serviced by water & sewer; (b) 60% of new lots are greater than minimum lot size; and (c) all lots smaller than minimum are greater than 350m <sup>2</sup> and not in battle-axe configuration.	0.5
<b>RU1 Zoned Area</b>	- Dual occupancies - Dwelling houses	120ha	Yes - if no dwelling house or dual occupancy	Not stated
<b>RU2 Zoned Area</b>	- Dual occupancies - Dwelling houses	20ha	on created lot or boundary adjustment.	Not stated
<b>RU5 Village</b>	Residential:	1000m <sup>2</sup>	Yes	Not stated

Key Areas for accommodation residential growth	Permitted Uses (residential uses)	Minimum Lot Size	Sub-division below Minimum Lot Size?	Floor Space Ratio
<b>Revised Village</b>	<b>RU5</b> <ul style="list-style-type: none"> <li>- Dual occupancies</li> <li>- Dwelling houses</li> <li>- Semi-detached dwellings</li> <li>- Seniors Housing</li> <li>- Shop top housing</li> </ul> Commercial: <ul style="list-style-type: none"> <li>- Centre-based child care facilities</li> <li>- Commercial premises</li> <li>- Secondary Dwellings</li> <li>- Community facilities</li> <li>- Neighbourhood shops</li> <li>- Recreational facilities (in and outdoor)</li> <li>- Multi dwelling housing if on land of 1,000m<sup>2</sup> or greater</li> </ul>	600m <sup>2</sup>		0.35
<b>C3 Environmental Management</b>	- Dwelling houses	2ha - 10ha	Yes, if: (a) the land is to be used for residential accommodation, and (c) the resulting lot is not less than 5,000m <sup>2</sup> , and (d) the total number of lots does not exceed the number of lots which could be created from the site applying the minimum lot size, and (e) the development retains, and is complimentary to, the environmental attributes of the land and its surrounds.	Not stated
<b>(1) C4 Environmental Living</b>	- Dual occupancies - Dwelling houses	2ha - 10ha	As per the C3 Zone.	Not stated

## Heritage

Part of the Wolumla Study Area is mapped by heritage overlay mapping, specifically by general heritage items and heritage conservation area overlays (refer to Figure 20 below). However, it is understood that there may be areas of Aboriginal Heritage in Wolumla.

The Bega LEP includes Clause 5.10 which seeks to conserve heritage of the Bega Valley. In particular it requires development consent for development which may demolish, move, alter, disturb, excavate or erect a building on land which has heritage value (Aboriginal, Archaeological, General or Landscape). Where development may have an effect on heritage item or area, the consent authority must undertake a heritage assessment.

The structure plan has not been informed by heritage studies, however has been prepared with heritage values in mind. Heritage assessment will be required for implementation of the structure plan and for future development applications.

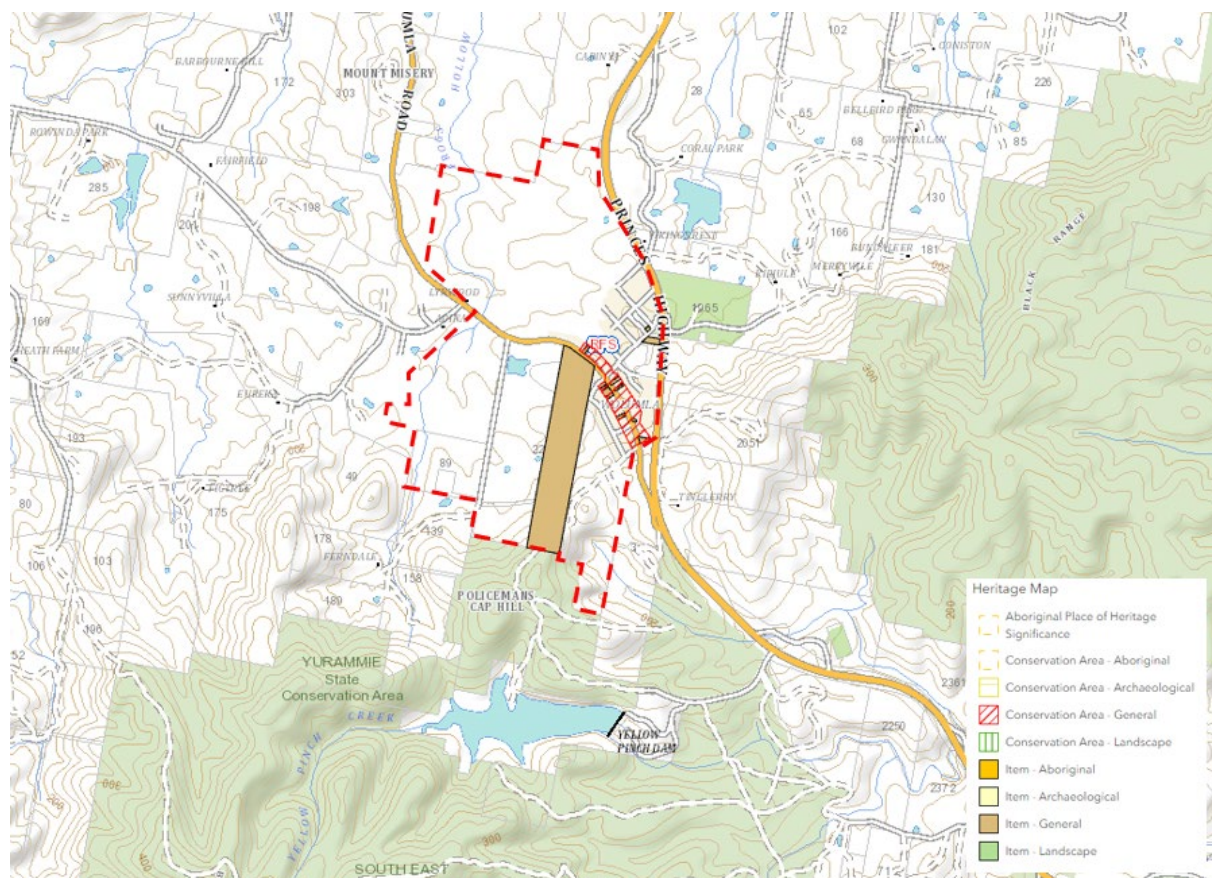


Figure 19. Heritage map

## **Bushfire Risk**

The majority of the Wolumla study area is designated as bushfire prone land and is specifically mapped as Vegetation Category 1, and 3, and Vegetation Buffer (refer to Figure 5 below). Pursuant to the Environmental Planning and Assessment Act 1979, any development on the site which is permitted with consent will be required to:

- (a) Demonstrate conformance with the relevant specification and requirements of Planning for Bush Fire Protection 2019 (PBP); or*
- (b) Be accompanied by a certificate by the NSW Rural Fire Service stating that the development conforms to the relevant specification and requirements of PBP.*

Development consent cannot be granted on Bushfire Prone Land without satisfaction of (a) or (b) above. This requirement is also reflected in the DCP, particularly Clause 5.8.4 (Bushfire Prone Land).

Accordingly, any development within the Wolumla study area which is permitted with consent will be required to be supported by a Bushfire Assessment Report. Accordingly, Bushfire Prone Land should not be considered as a constraint for the purpose of the structure planning exercise where development can manage bushfire impacts.

The NSW Rural Fire Service confirmed the following:

- Future planning proposals located on bush fire prone land will need to be supported with a Strategic Bush Fire Study (SBS) in accordance with Chapter 4 of Planning for Bush Fire Protection 2019. (PBP 2019);
- Future Subdivisions/development on bush fire prone land will need to be supported with a Bush Fire Assessment Report (BFAR) addressing PBP 2019.



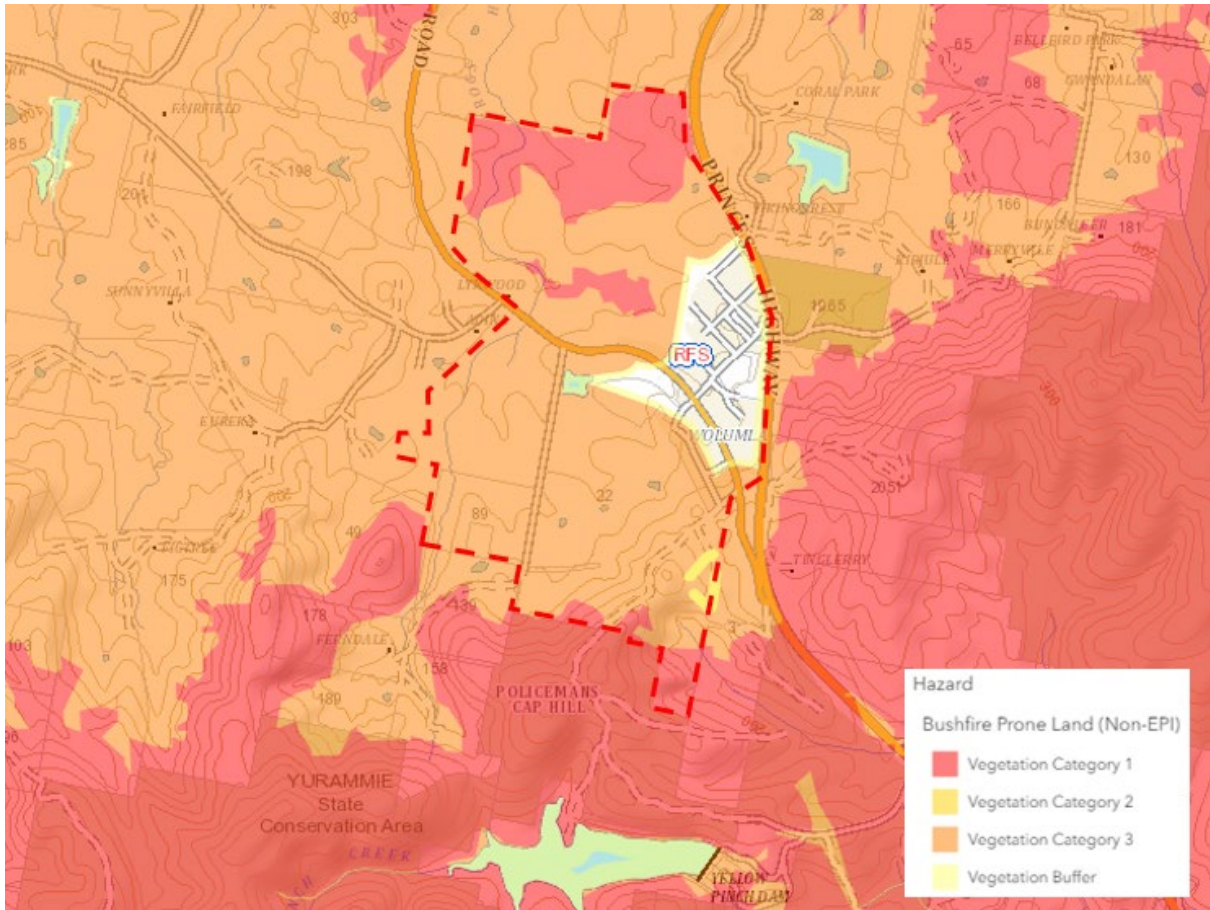


Figure 20. Bushfire prone land overlay mapping

### Environmental Values

The majority of land within the Wolumla study area is clear of significant vegetation except for a few pockets of landscape and hollow bearing trees remaining. Where practicable, it will be important to retain these trees, as far as practicable, for future residential and commercial development.

### 4.3 Services

#### Existing Infrastructure

The site is relatively well serviced with the ability to connect to infrastructure on the perimeter of the subject site. There is an existing sewer treatment plant near the sports fields on the eastern side of the Princes Highway. The water source is the water reservoir on the southern side of town.

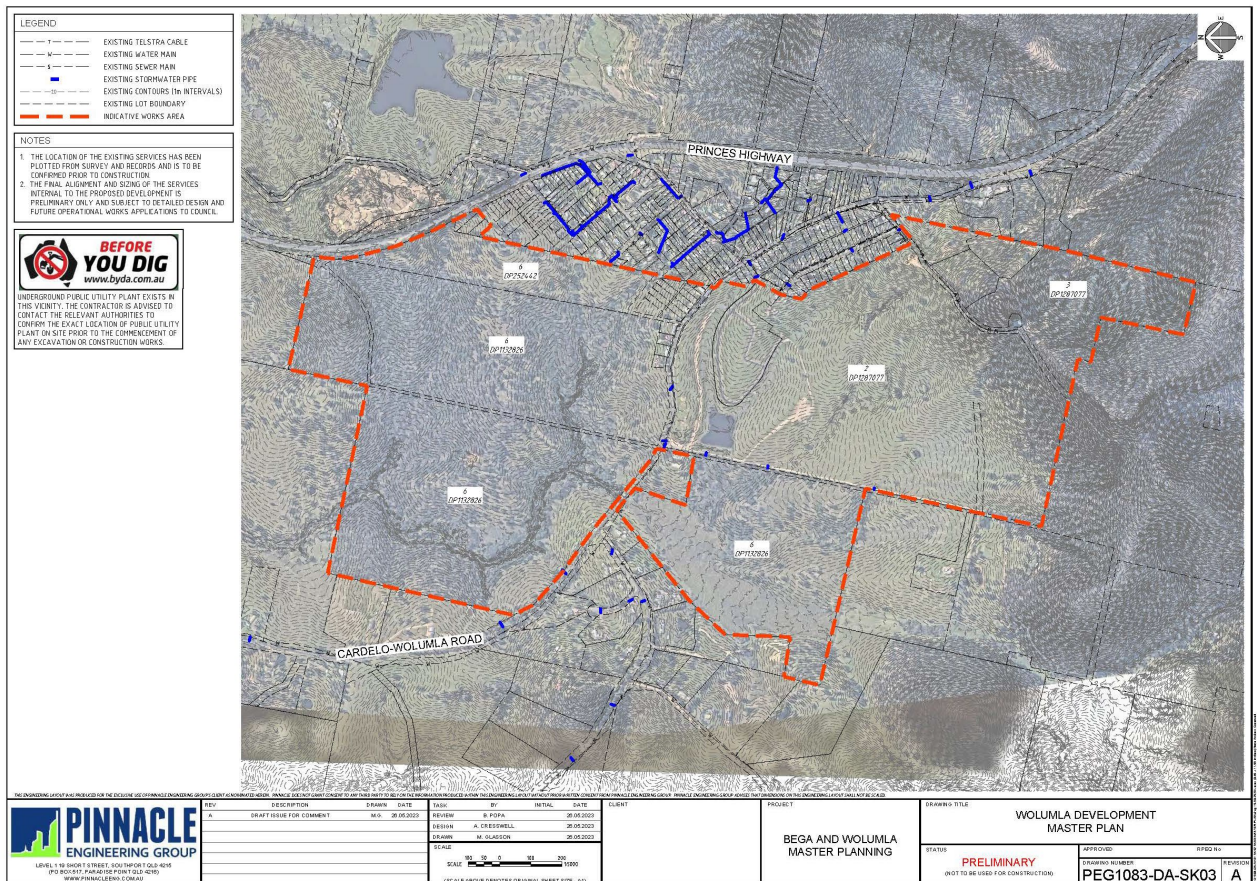


Figure 21. Current service infrastructure

## Proposed Infrastructure

This study has considered the servicing strategy for water and sewer as detailed below:

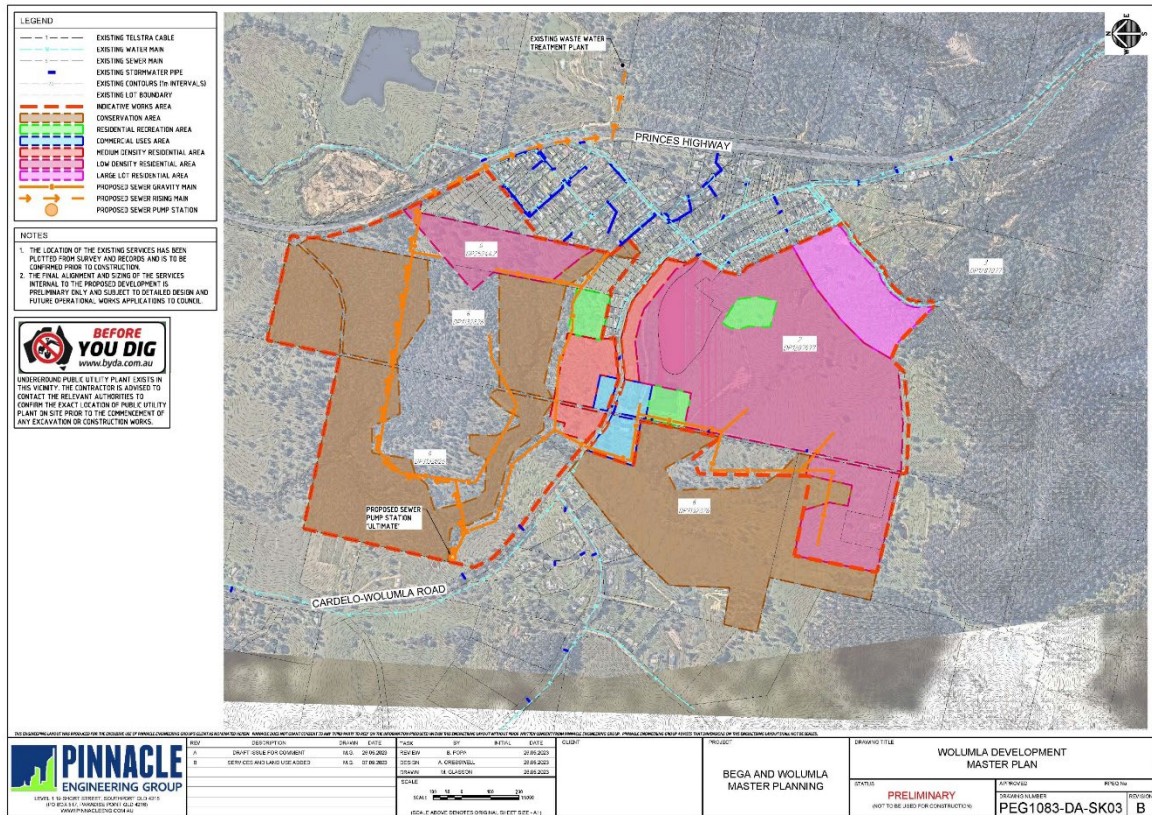


Figure 22. Indicative infrastructure delivery

### Water

- The existing reservoir will have to be upgraded to increase capacity for the additional development in the area. This can be staged depending on development uptake.
- The existing network would be updated as required and the sizing would be determined by Council as development occurred.

### Sewer

- The proposed land use will require a single sewer pump station (on road out of town) which would discharge with a new rising main to the existing treatment plant.
- Upgrades required due to capacity increase would be determined by Council as the areas develop.

### Stormwater Management

- Stormwater management would be subject to detailed design and is subject to the staging of developments.

### Electricity

- It is assumed that the existing network will be upgraded as required.

### Telecommunications

- It is assumed that the existing network will be upgraded as required.

## 4.4 Technical Studies

A recreation needs assessment was conducted to support the development of the structure plan.

### 4.4.1 Recreational Needs Assessment

#### **Scope and Inputs**

The analysis has considered the required scale of recreation facilities within each of the two structure plan areas based on planned population capacity within each structure plan area, as well as the effect on population in the surrounding area and the combined impact on recreation needs.

The recreation needs analysis has been informed by what is considered 'best practice' recreation planning and provision, as well as consideration of existing and planned recreation facilities throughout the relevant surrounding region. This has informed the scale of required recreation facilities based on the capacity of each structure plan area, as well as the timing for when additional recreation facilities are expected to be required.

The recreation needs analysis relies on various inputs including consideration of existing recreation facilities supply, planned additions to this supply, the existing and forecasts population capacity within townships, and the planned population capacity within each structure plan area.

The Wolumla study area was initially planned to include 850 dwellings and an estimated 1,800 people on completion. This growth is estimated to occur over a 25-year timeframe, indicating an average of 34 dwellings and 72 additional people per annum. The growth within this structure plan area represents approximately 10% of the forecast growth throughout the wider Bega Valley LGA between 2021 and 2036.

These growth capacities and the effect they will have on the wider population capacity within the townships of Bega and Wolumla are the primary input for demand considerations for additional recreational facilities.

#### **Recreation Planning Review**

Planning for sport and recreation planning varies throughout Australia, with no national industry standard on sports field provision. The provision from one region to the next varies based on various conditions, with one of the key conditions being the variation in sporting participation by region.

There is however some level of consistency when it comes to general land area provision for sporting fields and parks. Based on a review of various sports and recreation planning guidelines, the typical provision for sporting fields is 1.5-2.0ha per 1,000 people, while the typical provision for recreation parks is up to 3ha per 1,000 people based on all parks ranging from local parks through to district and major recreational parks.

There are two planning documents that outline the intent for future sports and recreation redevelopment and expansion within the Bega Valley region. These plans apply to the two regional sporting facilities and are the Bega Sporting Complex Master Plan and the Pambula Sporting Complex Master Plan.

The growth within each of these respective sporting precincts will be significant to the region with the regional role, supported by a significant consolidation and colocation of various fields and infrastructure relevant to a range of sporting activities, serving wide catchments covering the extent of the Bega Valley region. These sporting precincts are of the highest order in the region and the scale of existing and planned sporting and recreation infrastructure within each will have an influence on demand and need conditions throughout the surrounding region, including the structure plan area.

### **Recreation Needs**

The main driver of demand and need for sports and recreation facilities within each of the structure plan areas will be the additional population capacity supported by the scale of planned residential development. In addition to this, the relative proximity or remoteness to existing sports and recreation facilities is also a relevant consideration as it impacts accessibility for future residents within each structure plan area.

The Wolumla structure plan area was initially expected to support an additional 850 dwellings and an estimated resident population of 1,800 people (additional structure planning has slightly increased this). This future growth capacity will add to the existing population of approximately 767 people within Wolumla (at 2021 based on the suburb boundary) to support a population capacity of approximately 2,567 people.

The existing provision of sports park facilities in Wolumla is significantly large (in land area) in comparison to the existing population capacity. However, this reflects the need for local accessibility, with Wolumla separated from those higher order sports parks in Pambula and Bega. While the land area is relatively large, the sporting activities supported are limited to soccer, cricket and equestrian activities. As such, there is a gap in local accessibility in terms of other common sports with higher participation rates in the region, such as rugby league, tennis, and netball.

Table 4 over the page assesses sports and recreation park demand based on the planned population capacity within the Wolumla structure plan area and based on the combined existing and future population capacity.

Table 4. Sport and recreation facility demand

	Wolumla SPA	Wolumla Capacity	Requirement / Need Implications
<b>Population (people)</b>	1,800	2,567	
<b>Recreation Parks (Ha)</b>			
<b>Neighbourhood Rec Park</b>	0.9	1.3	2-3 neighbourhood recreation parks totalling 1-1.5Ha (Avg of 0.5Ha each)
<b>District Rec Park</b>	0.9	1.3	1 district recreation park (Approx. 1Ha)
<b>Major Rec Park</b>	0.9	1.3	Nil requirement. Provided for elsewhere in region.
<b>Sports Parks (Ha)</b>			
<b>District Sports Park</b>	1.8	2.6	1 district sports park (Approx. 2Ha))
<b>Major Sports Park</b>	0.9	1.3	Nil requirement. Fulfilled by Bega and Pambula regional sporting hubs.

Source: QLD DILGP PDA guideline, ABS Census, Think Economics

The demand and needs analysis presented in table 4 indicates that the additional population capacity supported by the structure plan area will create a requirement for up to 2.5ha of recreation parks. This includes two to three recreation parks (of approx. 0.5Ha each) within the structure plan area, with one park required every five to ten years based on the estimated rate of growth. It will also require one district recreation park which is expected to be collocated with the planned commercial uses, so as to be central and accessible to the entire community (i.e. existing and planned community).

The sporting facility need is for a single district sports park, which is expected to be approximately 2ha. It is expected that community consultation will be required to determine what sporting facilities are required in addition to that existing at Wolumla Reserve, to meet the regular sporting needs of the community. A new facility, or expanded Wolumla Reserve facility, will provide a level of accessibility that supports weekly competition and mid-week training sessions, without the need to travel to Pambula or Bega to access the existing regional sporting hubs.

The creation of a district recreation park and an expanded district sporting facility in Wolumla is considered appropriate with the planned population capacity within the structure plan area significantly increasing the overall size of the community, making it one of the larger townships within the Bega Valley region.

## 4.5 Opportunities and Constraints

Site analysis and technical studies have informed the development of opportunities and constraints plans from both sites. Opportunities and constraints planning defines the approach to precinct planning and the resultant structure plans.

The following opportunities and constraints have been documented and noted on the plan as figure 24.

1. Council to develop a streetscape renewal masterplan - character overlay to existing/future built form fronting the main street, equitable access and speed reduction is key.
2. Existing residential lots and road layouts are a constraint on developing expanded legibility and streetscape hierarchy.
3. Existing preliminary design for 500+ lot subdivision - issues around recreation space, lot size diversity/mix, main street implications and lot/street layouts on sloping land.
4. Opportunity for council and community to renew civic core of village - village amenity, character and pedestrian/vehicle interface.
5. Opportunity to anchor new mixed-use precinct to the edge of the village, preserving the character in the civic core.
6. 3 different 'district' level park locations within 800m of the village centre - issue mitigates poor access to northern recreation fields.
7. Opportunity to develop north Wolumla on historical grid to improve legibility - possible laneways along with density closer to core.
8. Opportunity to explore further density through in-fill and housing mix to existing historical residential areas.
9. Opportunity to leverage investment in Ferndale Lane and release pocket of additional residential land given limited constraints.
10. Existing south and north interchanges off Princes Highway may constrain future growth
  - consider new interchanges to improve safety including possible highway speed reduction zone between interchanges.
11. Opportunity to remove existing recreation fields access and provide new connection north to Coral Park Rd intersection.
12. Future managed lifestyle blocks.



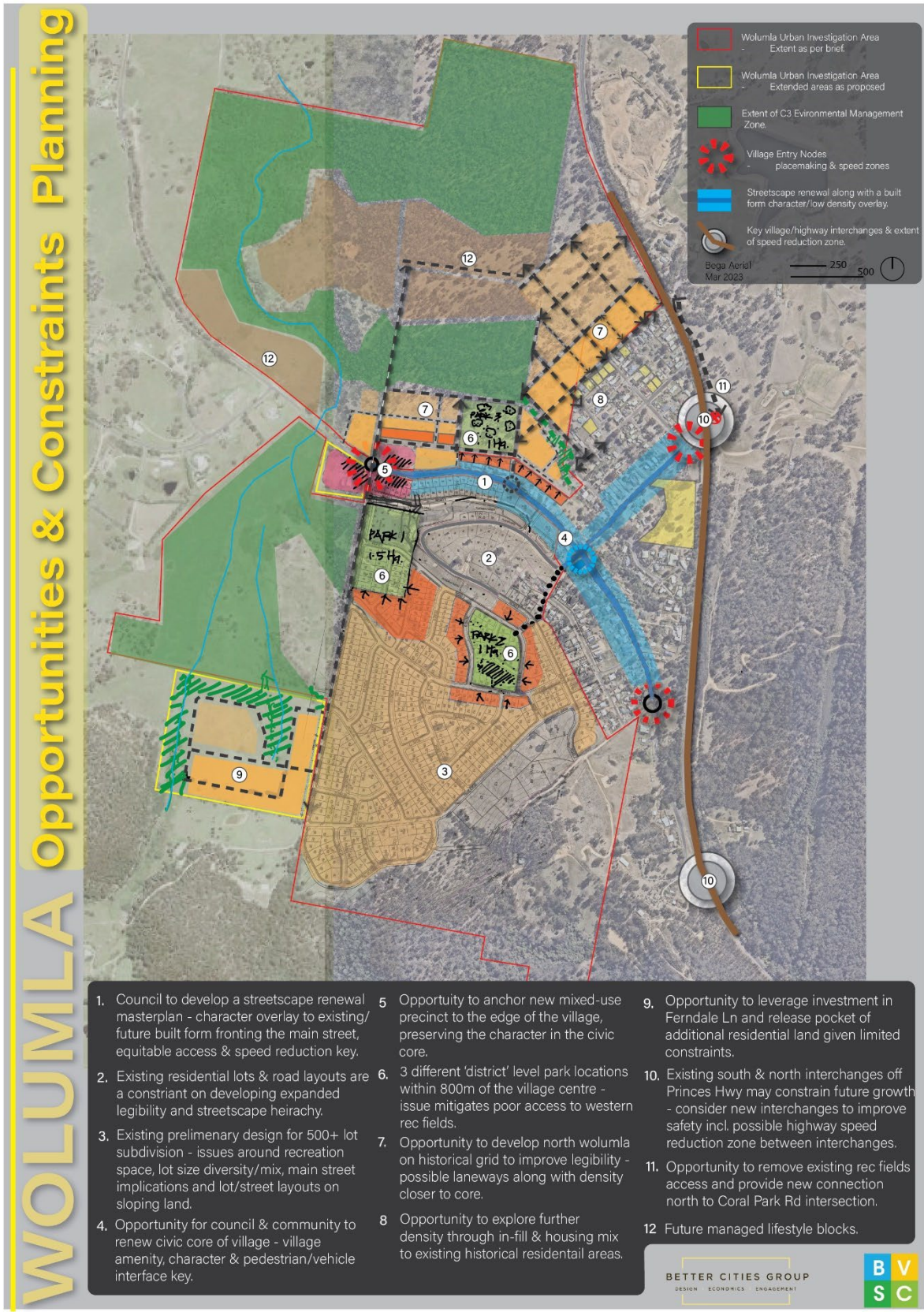


Figure 23. Wolumla opportunities and constraints plan

## 4.6 Precinct Planning

The precinct planning process is the result of reviewing site analysis, planning assessment and opportunities and constraints planning. It involves dividing the project site into smaller precincts or zones, each with its own specific land use. The goal of this stage is to create a well-organised and sustainable urban environment that maximizes the efficient use of land while considering the needs and aspirations of the community.

The development of this land use precinct planning process has considered the following:

- Zoning and Land Use;
- Density and Intensity;
- Infrastructure and Utilities;
- Environment and Conservation;
- Transport;
- Community Facilities;
- Economic Development;
- Community Engagement;
- Sustainability and Resilience; and
- Phasing and Implementation.

Site specific objectives have been created for both Bega and Wolumla due to the different considerations of both. The objectives relate to the broader resilience outcomes noted in the Bega Valley Shire Council Residential Land Strategy 2040.

Each objective has driven the precinct planning process and has implications for the design as a whole. This is described further below. The precinct planning process has implications for planning regulation and an assessment of the implications for the regulatory process and zoning is also provided.

This has informed the development of early population forecasting for both precincts based on a potential dwelling per hectare and the current Bega population per household figure of 2.2/household.



Figure 24. Wolumla precinct planning objectives



## INTEGRATION WITH THE DEVELOPMENT INDUSTRY

# Precinct Planning

# WOLUMLA



Improving critical community interfaces including open space & main street outcomes whilst retaining preliminary development layouts & yield.



- Proposed new residential areas.
- Existing village.
- New subdivision built (existing).
- Park.
- Retail centre.



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Figure 25. Objective - development industry integration



## SUPPORT SHORT/MEDIUM TERM RESIDENTIAL DEVELOPMENT

### Precinct Planning

# WOLUMLA



Legible village extensions to the existing grid in the northern part of the village provides opportunity for further residential growth in an appropriately planned framework.

Infill residential to the larger existing northern lots also to support near term growth.



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Figure 26. Objective - residential development



## PROMOTE APPROPRIATE DENSITY

# Precinct Planning

# WOLUMLA



A mix of lot sizes focussed on smaller and denser grid around both high quality parks and new mixed use area to the main street.



- Increased housing density.
- Proposed new residential areas.
- Existing village.
- New subdivision built (existing).
- Retail centre.
- Park.



Figure 27. Objective - appropriate density



## MEETS FORECASTED DEMOGRAPHIC NEEDS

### Precinct Planning

# WOLUMLA



The development of an appropriate mix of housing type and sizes planned alongside a new mixed-use neighbourhood centre will be coordinated with demographic demand. This will allow community access to local services/retail and importantly transition housing types within their neighbourhood.



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Figure 28. Objective - demographics



## EFFICIENT USE OF SERVICE INFRASTRUCTURE & ACTIVE TRAVEL/OPEN SPACE NETWORKS.

### Precinct Planning

# WOLUMLA



Figure 29. Objective - infrastructure





CONSIDERS & PROTECTS EXISTING CHARACTER

Precinct Planning

WOLUMLA



The existing high value character of the main streets of Wolumla is an opportunity of this plan to protect and enhance amenity through targeted streetscape renewal & built form guidelines. A focus on the community hall as a local civic space is desirable with parking, shade, new facades and connecting footpaths/pedestrian crossings to be planned.

Entry nodes as village markers as part of streetscape renewal can provide community placemaking opportunities, planning framework boundaries & traffic speed management thresholds.



- Streetscape renewal & village entry markers.
- Proposed new residential areas.
- Existing village.
- New subdivision built (existing).
- Retail centre.
- Park.

Figure 30. Objective - character



BUILDS CLIMATE RESILIENCE

WOLUMLA Precinct Planning



Well shaded existing & new streetscapes will provide microclimate control locally. Parks and waterways as heat sinks & to provide high quality local flora and fauna habitats ensuring the village is well integrated environmentally.

Develop appropriate land use responses in high risk bushfire zones with safe and planned egress designed into future development.

- Shaded main street with avenue trees.
- Proposed new residential areas.
- Existing village.
- New subdivision built (existing).
- Retail centre.
- Park.

Figure 31. Objective – climate resilience



PROMOTE A VARIETY OF HOUSING MIXES

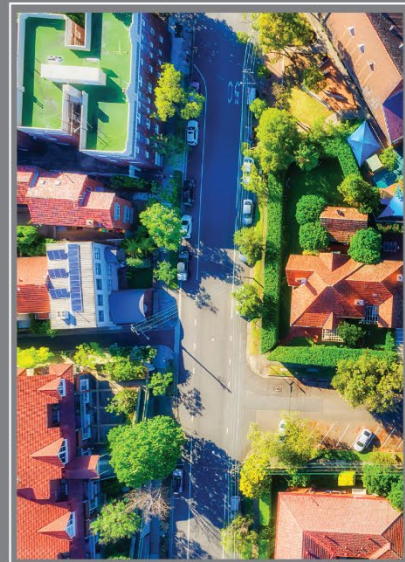
Precinct Planning

WOLUMLA



Larger lot mix provides both management of local environmental areas and opportunity for lifestyle focussed settlement patterns.

Lot sizes & built form controls within a revised planning framework that supports a mix of housing types within walk up proximity to the village centre.



- Large lot residential
- Low density residential
- Mix of lot size & built form.
- Parks
- Natural areas
- Retail centre



BETTER CITIES GROUP  
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Figure 32. Objective - housing mix

Stage 2

STRUCTURE PLAN

## PART 2    STRUCTURE PLAN

The master structure plan details the following:

- Proposed land use and zoning;
- Indicative road layout;
- Proposed interchange connections;
- Open space allocation;
- Commercial zones; and
- Conservation areas.

The structure plan highlights where there is a proposed change to current land use regulation or transport infrastructure. The balance of the project area that is not rendered remains as is. The rationale for retaining the status quo relates to development constraints such as flooding, topography, biodiversity or heritage which will impact approvals and feasibility. The areas selected for future development may also have constraints and these will need to be resolved in future development approval processes.

The proposals shown are not solely under the mandate of BVSC and will require continued engagement and negotiation to progress. For instance, TfNSW is responsible for connections to the Princes Highway and private property owners are responsible for future development on their property. This process acknowledges that there are many parties involved in the ongoing progression of this structure plan. The intention is to provide a logical framework based on holistic analysis, stakeholder engagement and land development assessment.

Character is a critical consideration in the development and delivery of the structure plan. This should include focus on built form, main street streetscape, public domain and civic spaces. It should also consider the opportunity to reinforce entry nodes to the village.

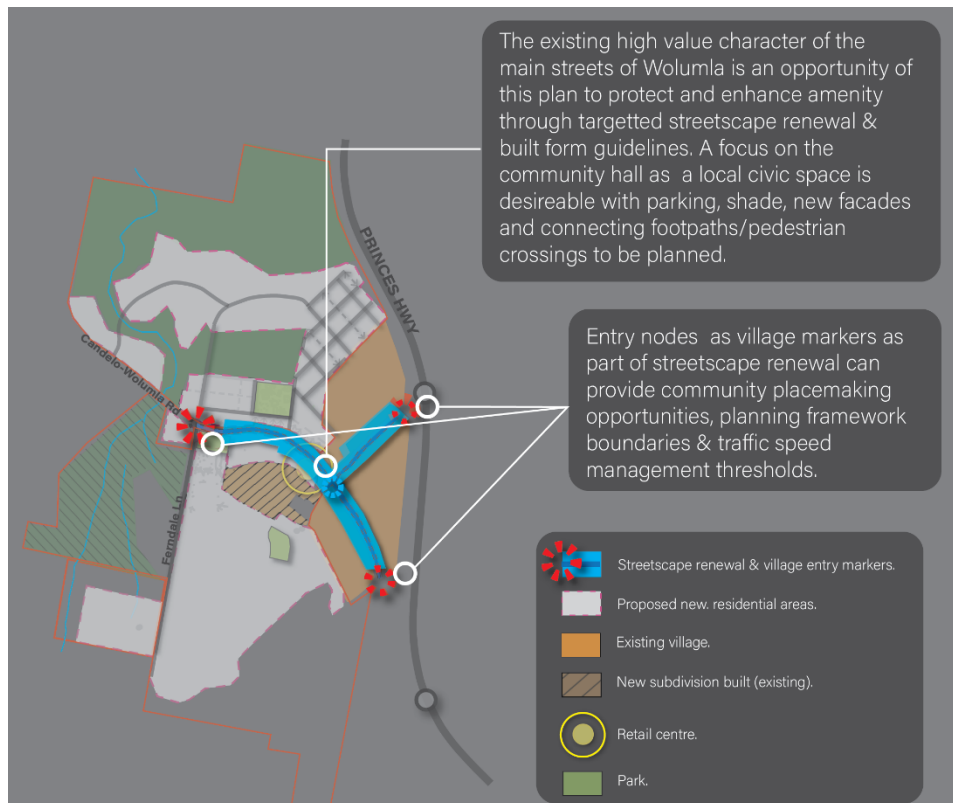


Figure 33. Structure Plan - character



Figure 34. Structure Plan - climate resilience

Climate resilience is integrated through the structure plan through the proposed integration of shade trees, parks, waterways and appropriate bushfire protection zones.



A mix of housing density is allowed for in the future heart of the village. This provides a variety of choice and price options within the site and optimises investment in service infrastructure.

Figure 35. Structure Plan - housing density



To provide choice of housing product and enable residents to age in place, a range of lot sizes and housing types are promoted. Medium density housing is allowed for within walking distance to the proposed retail centre and open space.

Figure 36. Structure Plan - housing diversity

The provision of open space and structured sport fields is critical to the development of a sustainable and well-designed village. As the population grows it is necessary to provide the correct amount of recreational space, that is well located and designed. Provision is made for these spaces in the structure plan.

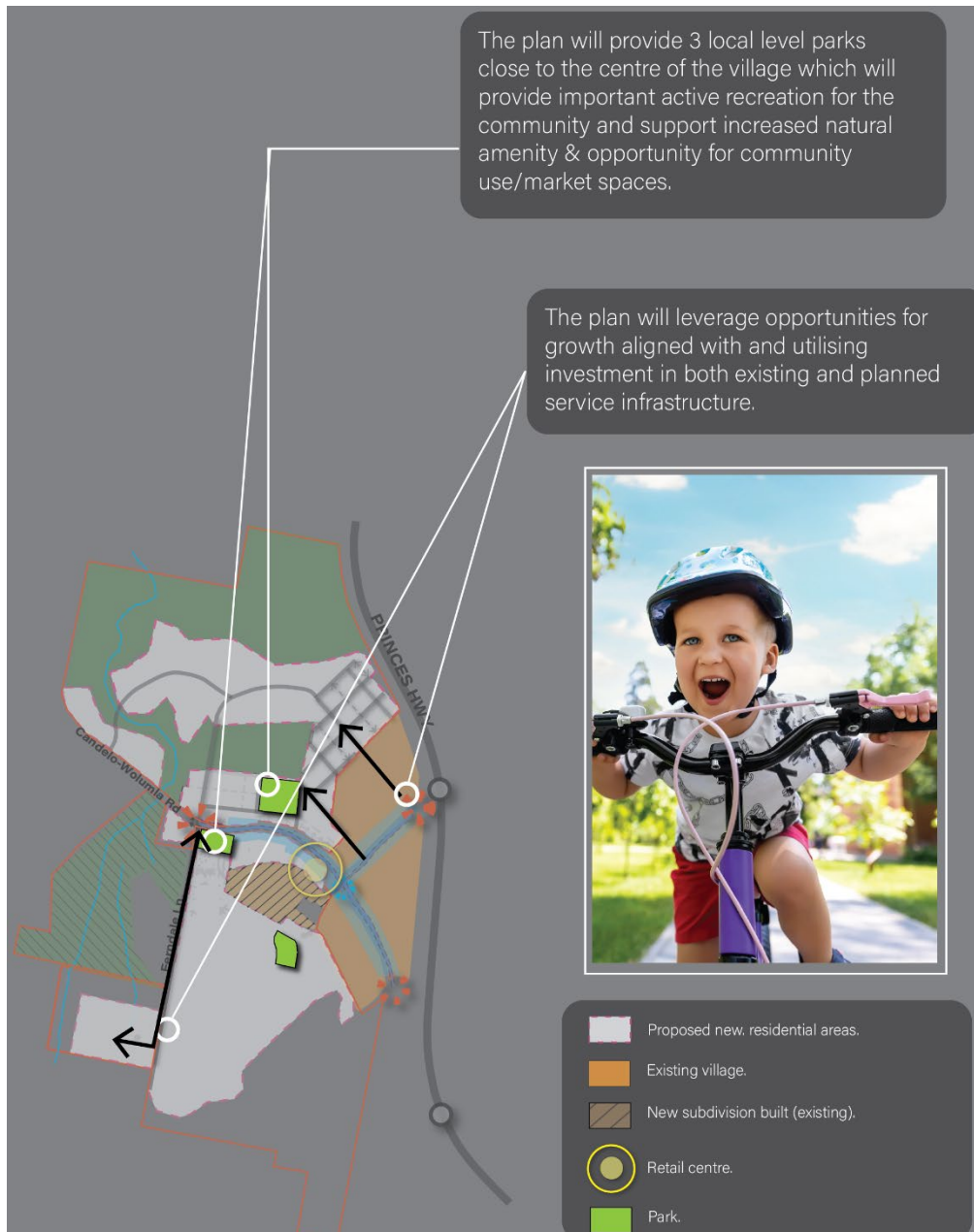


Figure 37. Structure Plan - recreational space

This results in the following master structure plan:



## 5.0 Master Structure Plan

The Wolumla master structure plan seeks to enable suitable development within the village. The structure plan has identified a retail centre to be located near the corner of Scott and Bega Street. This village heart would be reinforced by main street streetscape upgrades to Scott Street and Candelo Wolumla Road (From Ferndale Lane to Bega Street) and signed speed reductions).

Low density residential development surrounds the centre, graduating to lifestyle lots and areas of conservation on the periphery. Three parks are provided as detailed in the recreation needs assessment.



Figure 38. Master Structure Plan

## **Proposed Amendments to Bega Valley LEP**

In order to achieve the outcomes proposed by this structure plan, the below changes are considered appropriate to enable further development of Wolumla.

### **Proposed Changes to Zones**

The figure below details the preferred zoning pattern for the Wolumla study area.

As demonstrated, the proposed zone changes involve the following:

- Expansion of the R2 Zone;
- Identification of land to be included within the E1 - Local Centre Zone;
- Identification of three (3) additional park areas in the RE1 Zone.

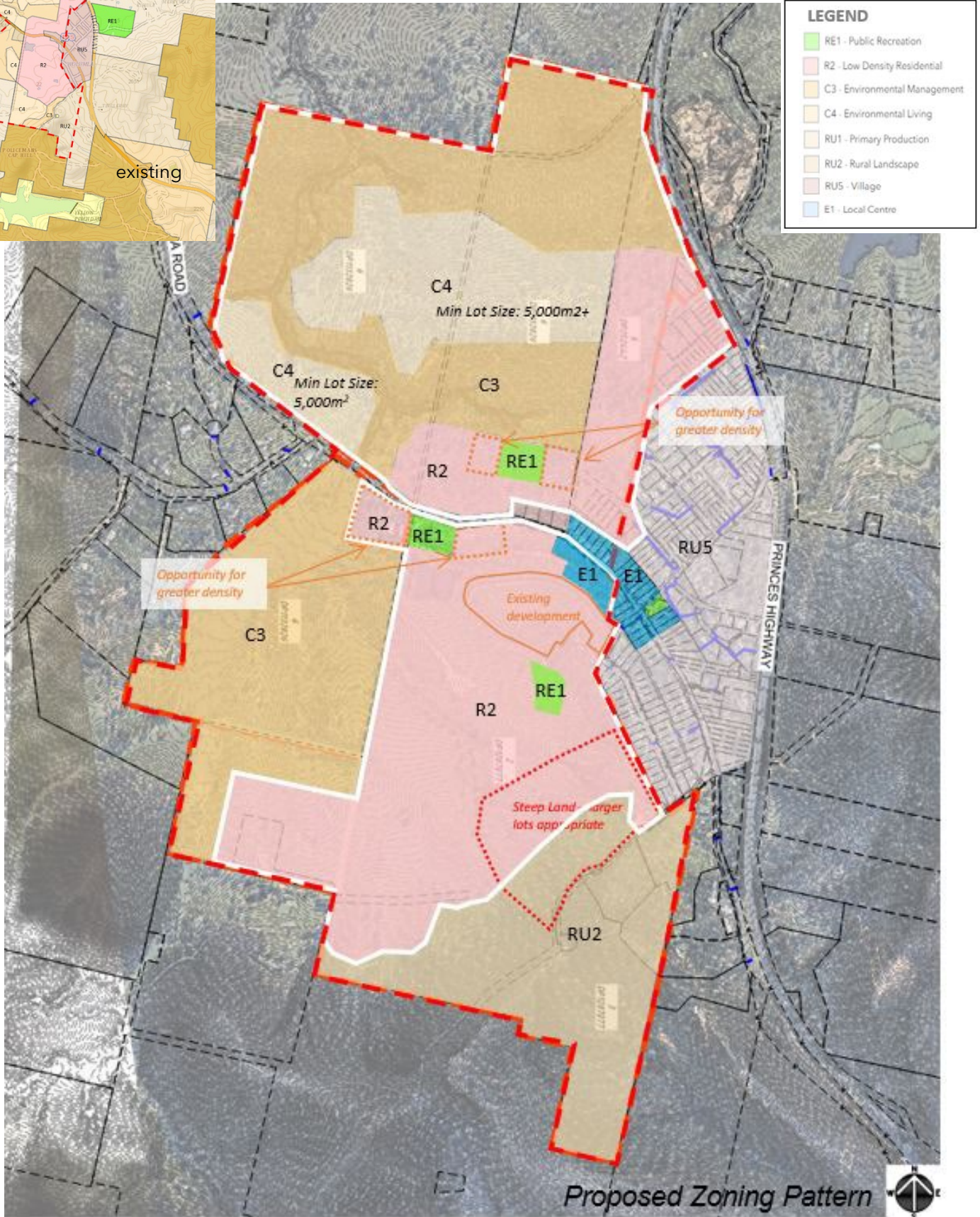
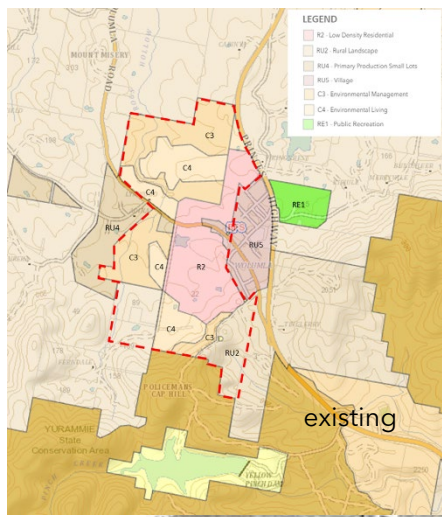


Figure 39. Proposed amendment to zoning mapping

## **Key Changes to Residential Zones**

### **R2 Low Density Residential Zone**

To enable population growth as envisaged by the structure plan it is intended to increase the R2 Zone into unconstrained areas within the Wolumla study area.

Areas of opportunity and constraint have been identified within the R2 Zone. Areas around recreational spaces, in gently sloping locations have been identified for opportunity areas for increased dwelling density. These locations could be suitable for multi dwelling housing development as envisaged by the Planning Proposal to Increase Housing Diversity.

Areas of constraint represent areas of steep land, which are not conducive to minimum lot size (i.e. 600m<sup>2</sup> lots) development. Development for larger lots should be encouraged in these areas to minimise significant earthworks and large retaining walls.

## **Key Changes To Commercial Zone**

The structure plan seeks to include a commercial use to provide for convenience shopping services to the growing residential population of Wolumla over the next 10+ years. The commercial centre is also intended to act as the village heart and provide an activity generator for the main street. Accordingly, it is considered appropriate to introduce a new E1 Local Centre zone within the study area. The objectives of the E1 Local Centre Zone is:

### *Local Centre Zone*

- *To provide a range of retail, business and community uses that serve the needs of people who live in, work in or visit the area.*
- *To encourage investment in local commercial development that generates employment opportunities and economic growth.*
- *To enable residential development that contributes to a vibrant and active local centre and is consistent with the Council's strategic planning for residential development in the area.*
- *To encourage business, retail, community and other non-residential land uses on the ground floor of buildings.*
- *To strengthen the viability of existing business centres as places for investment, employment and cultural activity.*

### **Location of E1 Zone - the Creation of a Local Centre and Village Heart**

The location of the E1 Zone has been given careful consideration, as it is intended to become the commercial and civic anchor of Wolumla.

At present, Wolumla has an established (albeit small) civic centre along Scott Street, which is created by the Wolumla Hotel, Wolumla General Store & Post Office and Wolumla Memorial Hall. This is characterised by heritage buildings and provides general amenity and character (which is preserved by heritage provisions in the LEP and DCP).

Looking forward, three potential locations for an E1 Zone have been considered. Refer to the figure below.

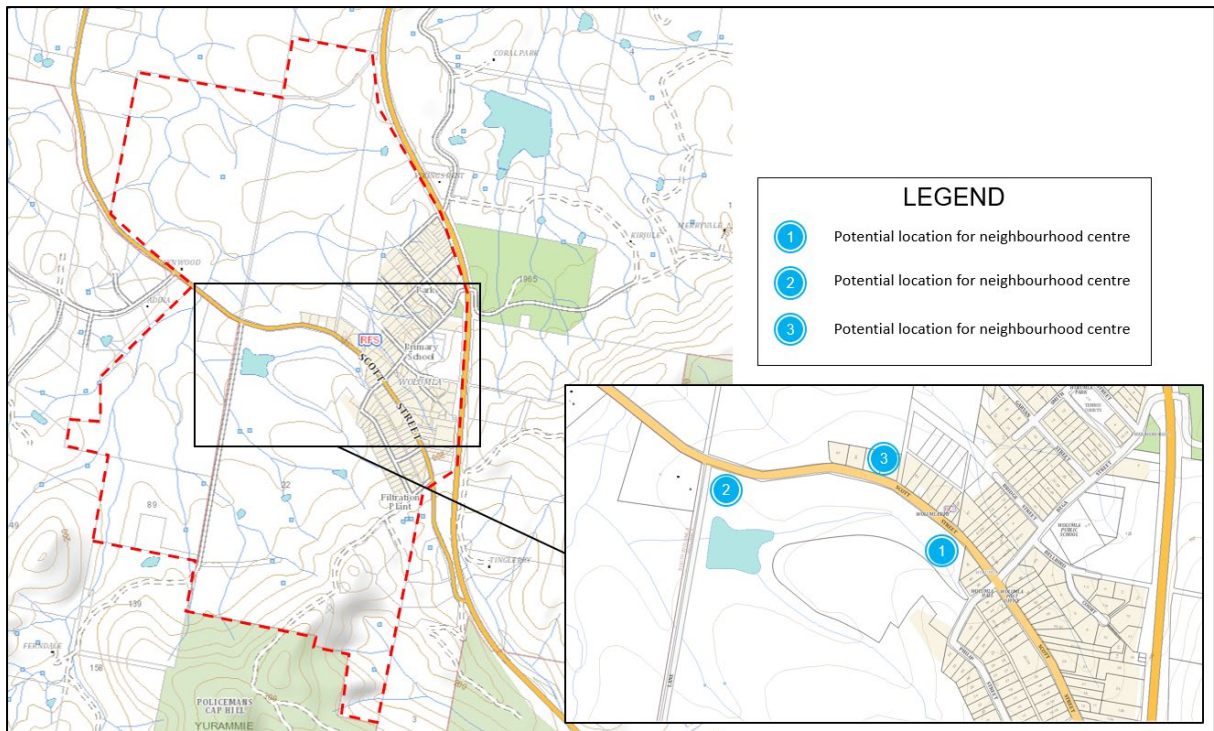


Figure 40. Potential locations for new neighbourhood centre

In determining the most appropriate location for the E1 Zone, the following considerations were relevant:

- Site Topography;
- Provision for connections to adequate infrastructure;
- Provision for car parking;
- Proximity to other key community uses (i.e. school, community hall, etc);
- Consideration for heritage buildings and items; and
- Land ownership/ size of land.

Refer to opportunities and constraints analysis for the three locations below.

Table 5. Neighbourhood centre options

Neighbourhood Centre locations - Opportunities and Constraints Summary		
Location	Opportunities	Constraints
<b>Location 1</b>	<ul style="list-style-type: none"> <li>• Closest to existing established commercial and community uses;</li> <li>• Central to proposed local centre zoned land</li> <li>• Adjoins recently approved residential subdivision development</li> <li>• Good traffic accessibility</li> </ul>	<ul style="list-style-type: none"> <li>• Steep land falling away from Candelo-Wolumla Road</li> </ul>
<b>Location 2</b>	<ul style="list-style-type: none"> <li>• Relatively flat topography</li> <li>• Good traffic accessibility</li> </ul>	<ul style="list-style-type: none"> <li>• Over 800m away from existing 'town centre' - May result in a disjointed commercial precinct which is separate from existing commercial and community uses within Wolumla.</li> </ul>
<b>Location 3</b>	<ul style="list-style-type: none"> <li>• Relatively flat topography</li> <li>• More developed side of Candelo-Wolumla Road</li> </ul>	<ul style="list-style-type: none"> <li>• Multiple private land ownership</li> </ul>

### Location 1 (preferred location)

The preferred location for a new E1 Local Centre Zoning is at Location 1, as it is in a centralised location which is a logical expansion of the existing civic centre for Wolumla and is also in close proximity to the Wolumla Public School.

Notwithstanding, it is noted that the preferred location for the neighbourhood centre lot is on steeper land and therefore, the design outcomes for this centre should be carefully considered. The design outcomes should be controlled by the Bega Development Control Plan and are discussed in the following section.

### **Changes to Recreational Zones**

The structure plan seeks to introduce three new RE1 Public Recreation Zones to provide for local parks and recreational areas. The objectives of the RE1 Public Recreation Zone is to:

- *To enable land to be used for public open space or recreational purposes.*
- *To provide a range of recreational settings and activities and compatible land uses.*
- *To protect and enhance the natural environment for recreational purposes.*

It is envisaged that these areas will provide formalised parkland and local recreational opportunities for current and future residents of Wolumla. The location of the parks have been determined by reference to:

- Recreational Needs Assessment;
- Site Topography;
- Proximity to other key community uses (i.e. school, community hall, etc); and
- Central location to Wolumla Study Area.

## Proposed Changes to Minimum Lot Size

The following changes to minimum lot size could be considered for Wolumla:

Table 6. Proposed changes to minimum lot size

Corresponding Zone	Current Minimum Lot Size	Proposed Minimum Lot Size	Rationale
<b>R2 Zone</b>	600m <sup>2</sup>	450m <sup>2</sup>	<p>Average Project Home Builder Lot without a built to boundary wall requires a 14m minimum width. Average minimum depth for a Project Home Builder Lot is approximately 32m + (total 448m<sup>2</sup>)</p> <p>Accordingly, if further diversity of product was sought than this lot type could be considered.</p> <p>It is noted that based on the current Increase Housing Diversity Planning Proposal, 40% of lots in a sub-division could be 350m<sup>2</sup>. Reducing the minimum lot size would be preferable for further opportunity for product diversity.</p> <p>This suggestion is not considered critical for the Structure Plan, as housing diversity is achieved through the Increase Housing Diversity Planning Proposal.</p> <p>If lots were developed to the minimum lot size, then there would be a yield increase of approximately 3 dwellings per hectare. That is, at a minimum lot size of 600m<sup>2</sup>, this would achieve approximately 12 dwellings per hectare. At a minimum lot size of 450m<sup>2</sup>, this would achieve approximately 15 dwelling per hectare.</p>
<b>C4 Zone</b>	2ha	5,000m <sup>2</sup>	<p>There may be opportunity for 'lifestyle lot' sub-division where it can be demonstrated that constraints can be managed.</p> <p>This provides further diversity in housing product in Wolumla and provides a transition between 'residential lots' and 'rural lots.' Sub-division to 5,000m<sup>2</sup> should only occur where constraints, particularly slope and biodiversity can be managed.</p>

## **Proposed Changes to Floor Space Ratio In the R2 Low Density Residential Zone**

The R2 Low Density Residential Zone currently has a corresponding floor space ratio of 0.5:1. Floor Space Ratio refers to the floor space ratio of buildings on a site is the ratio of the gross floor area of all buildings within the site to the site area. Accordingly, this Floor Space Ratio may be restrictive for:

- Multiple dwelling housing on R2 Low Density Residential Land, particularly where those buildings are two storeys; and
  - Note: the Increase Housing Diversity Proposal makes multiple dwelling housing permitted in the R2 Low Density Residential Zone. The structure plan identifies locations which provide an 'opportunity for density' which would be appropriate for multiple dwelling housing development. The current floor space ratio may be prohibitive to developing to a feasible density on these sites.
- Single residential dwelling on a 350m<sup>2</sup>, particularly where that dwelling is intended to be 2 storeys.

## **Bega Valley Development Control Plan 2013 (DCP)**

The DCP provides detailed standards and requirements for development in the Bega Valley Shire and is relevant to achieving development outcomes in the LEP. Section 3 (Residential Development), 5 (General Development) and Section 7 (Site Specific Requirements) of the DCP are relevant to development within the Wolumla Study Area.

### **Wolumla Specific Development Controls**

The DCP provides for finer grained and precinct specific development outcomes and includes the following site-specific requirements for development in the Wolumla Study Area:

#### **3.1.19.2 Wolumla - Desire Future Character**

*Scott Street will be managed for its vistas and collection of good historic buildings. The retention, conservation and adaptation of the contributory buildings located throughout the village is encouraged and the heritage values of individually significant places is managed.*

#### **5.2.5.4 Wolumla: Scott Street Heritage Conservation Area - Additional Requirements**

*'Development in Scott Street or beyond must be designed and sited to minimize any adverse impact on the vista north from Scott Street by virtue of size, bulk appearance, location or other factors.'*

#### **7.8 Wolumla - Site Specific Requirements**

- requires the preparation of a masterplan which is supported by a Traffic Impact Assessment.

As can be seen, there are limited development controls which guide or influence development in Wolumla in the DCP.



## **Proposed Changes to Bega Valley DCP**

To enable desirable development and expansion of Wolumla, the DCP needs to provide further and finer grained guidance to development in the Study Area. To this end, the following changes are proposed:

- (1) Amendment to Section 3.1 – Wolumla Character Statement;
- (2) Amendment to Section 7 - Site Specific Requirements;
- (3) Introduction of New Wolumla Town Centre section in DCP;

### **Amendment to Section 3.1 - Wolumla Character Statement**

Section 3 of the DCP includes residential character statements for a number of towns in the Bega Valley local government area, including Wolumla. Section 3 of the DCP applies to the following types of development: Attached dwellings, Dual occupancies, Dwelling houses, Multi dwelling housing, Residential flat buildings, Secondary dwellings, Shop top housing, Serviced apartments and residential components in mixed use development in the following zones: RU5 Village, R2 Low Density Residential, R3 Medium Density Residential, E1 Local Centre, E2 Commercial Centre and MU1 Mixed Use. Accordingly Section 3 of the DCP is relevant to development within the study area and pertinent to the implementation of the structure plan.

To ensure that future development within Wolumla reflects the proposed structure plan for the Wolumla Study Area, Section 3.1.19.2 – Desired Future Character of the Wolumla residential character statement should be amended. The following wording (or similar) is proposed:

#### *Desired Future Character*

*Wolumla is characterised by predominantly low density residential development, with areas of increased density in suitable locations: adjacent to recreational areas, the Wolumla Town Centre and along Scott Street, away from the Heritage Conservation Area.*

*New residential development enhances the built environment with building scale and heights that retain the existing amenity and character of the area.*

*New residential development occurs in an integrated manner and creates walkable neighbourhoods with good pedestrian connectivity to the Wolumla Town Centre, community facilities and open spaces areas. In addition, existing landscape and hollow bearing trees are retained in new residential estates, where possible.*

*Wolumla's local heritage significance is conserved and reinforced through defined design outcomes that prioritise the streetscape along Scott Street. Development where adjoining heritage conservation areas or items are appropriately designed to ensure that it is of a compatible form and scale.*

*The main street of Wolumla, along Scott Street, is an established key activity area which provides a village atmosphere, with a calmed traffic environment and a streetscape that is pedestrian orientated. Buildings along Scott Street are oriented towards the road frontage and provide an active, street level façade to interact with the pedestrian environment.*

Scott Street comprises a Local Centre zone which encompasses the Wolumla Hotel, Wolumla General Store, Wolumla Community Hall and adjacent land. The Local Centre zoned land includes a neighbourhood centre to provide local convenience shopping services to the population of Wolumla. The Local Centre zone along Scott Street forms the village heart and the Wolumla Town Centre.

Future works funded by Council, other levels of government and developer contributions should focus on improved active travel connections, open space provision, public transport infrastructure and streetscape upgrades.

### **Amendment to Section 7 - Site Specific Requirements**

Section 7.8 of the DCP is relevant to the Wolumla area and is intended to guide the future development of Wolumla. Section 7.8 applies to land shown on Figure 7.16 of the DCP (refer to Figure 42 below for reference) and sets site specific requirements for the area. It is noted that where there is any inconsistency between this section and any other sections of the DCP, the controls in this section prevail to the extent of inconsistency.

Currently, Section 7.8 of the DCP only requires that *'the identified area required the lodgement and approval of a masterplan prior to any future subdivision of this land. The masterplan must include a Traffic Impact Study and outline any future servicing requirements for each individual site numbered 1-3.'*



Figure 7.16: Wolumla DCP area

Figure 41. Section 7.8 of DCP Site Specific Requirements for Wolumla

It is recommended that Section 7.8 of the DCP be amended to include more comprehensive site specific requirements, such as:

- Development within the structure plan area will need to have consideration to the findings of this structure plan, to the extent that it is incorporated into the DCP;

- All commercial development adjoining Candelo-Wolumla Road is to be designed to address this road as the primary street frontage, with car parking generally provided at the rear of the site (behind and below built form). Street parking (including accessible car parking) is to be provided along Candelo-Wolumla Road to ensure activation of the streetscape and calming of the road.
- All residential development adjoining Candelo-Wolumla Road is to be designed to address this road as the primary road frontage. Lot frontages along Candelo-Wolumla Road shall be greater than 15m.
- Development within the Wolumla Town Centre contributes to an active streetscape and seeks to improve and enhance pedestrian safety of Scott Street by providing footpath connections;
- Where practicable, existing landscape and hollow bearing trees are to be retained.

### **Introduction of New Wolumla Town Centre section in DCP**

Section 2 provides for specific 'town centre' outcomes for centres within the Bega Valley local government area. It is recommended that a new 'Wolumla Town Centre' heading is introduced into Section 2 of the DCP to guide future development within the proposed Wolumla Town Centre area. The Wolumla Town Centre section within the DCP will be relevant to land contained within the E1 - Local Centre Zone as shown in the proposed structure plan. The new Wolumla Town Centre section will set the vision for the Town Centre (including the Wolumla Hotel, Wolumla General Store and Wolumla Community Hall), provide guiding principles and outline general requirements for development within the Centre.

### **Local Centre designation background**

It is desirable to provide for planning guidance and controls to enhance and build on the civic centre and improve the function and role of Scott Street as the main street of Wolumla. Key aspects include:

- Commercial expansion area along the western side of Scott Street to provide for development of new shops such as a limited line supermarket;
- Creation of a main street area to provide for civic centre definition of the town centre;
- Activation of development uses around the centre;
- Pedestrianisation and traffic calming around the town centre;
- Residential character/heritage transition from the town centre to newer forms of development; and
- Pockets of higher residential density to support the town centre.

A critical aspect of achieving an effective Town Centre is the slowing of vehicle speeds on Wolumla-Candelo Road / Scott Street. This is discussed in more detail below.

The concept masterplan involves approximately 4.02 hectares for local centre zoned land, including a 7000m<sup>2</sup> lot for a local centre development. Preferred design outcomes for the main street should be incorporated into the Bega Valley DCP 2013 to ensure future commercial development occurs in an appropriate manner. This is discussed in the above sections of the report.

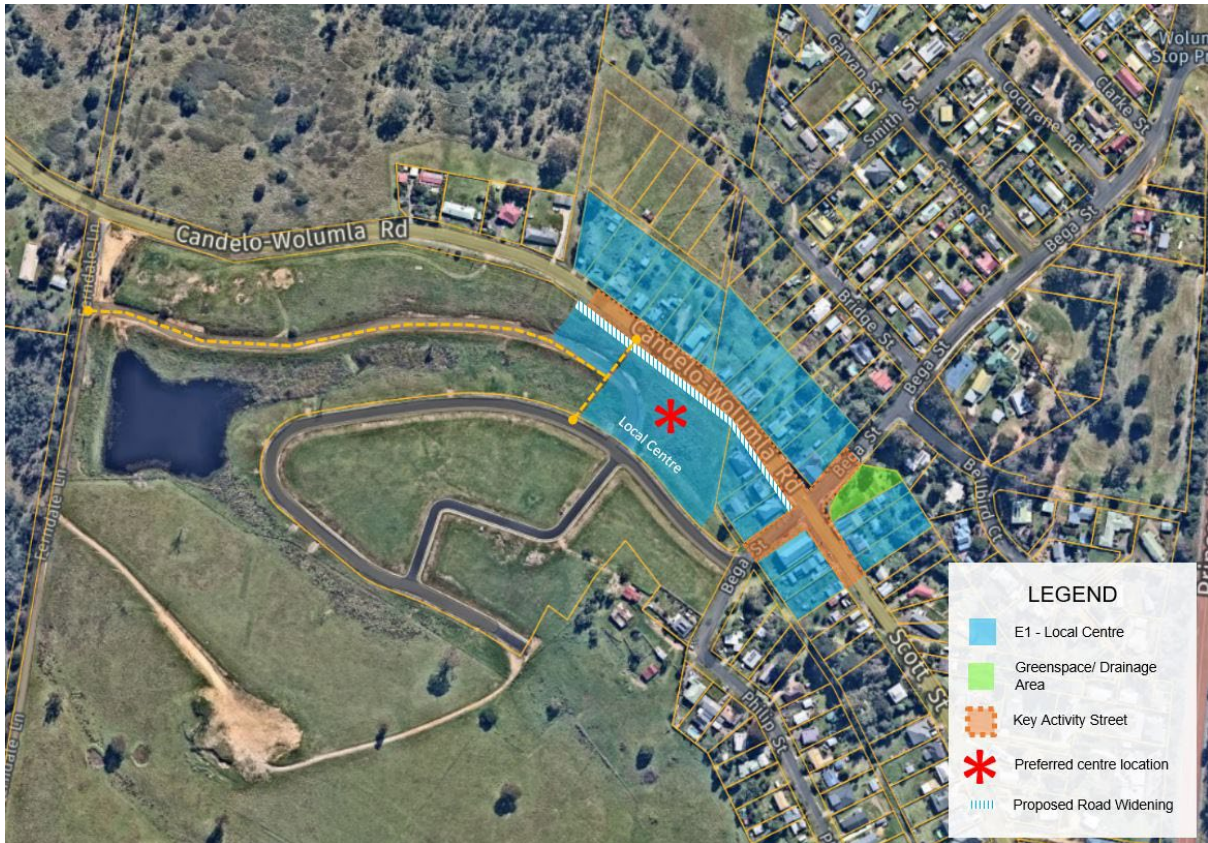


Figure 42. Proposed Wolumla Town Centre

\*Note. Road widening may impact exiting properties and require land acquisition - this will be determined during detailed design.

It is noted that the preferred location for the local centre lot is sloping land and therefore, the design outcomes for this centre should be carefully considered. In particular, it is recommended that the local centre is designed to address Candelo-Wolumla Road/Scott Street (as opposed to a new internal road), to ensure that a high level of activation along Scott Street is achieved. This design outcome should be implemented for any local centre which adjoins Candelo-Wolumla Road/Scott Street to ensure that this frontage is reinforced as the main street and Town Centre of Wolumla.

Provision for pedestrian pathways and car parking spaces along the road frontage should be provided to contribute to an active streetscape and natural traffic calming. This will also provide shopping convenience to provide 'drop in' for passing trade. The main car parking area for the centre is to be provided at the rear of the property to ensure adequate spaces are provided on the site, with access via the existing rear road. A road widening along Candelo-Wolumla Road should be provided to allow for car parking at the street frontage (including accessible car parking).

An example of a local centre which has been constructed in a similar village heart (in Queensland) but is constrained by a sloping lot has been identified as a good case study for how these abovementioned outcomes can be achieved. The case study is a small commercial centre in Tamborine Mountain, QLD 4272 (refer to figures 43 and 44 below). This case study is desirable because it:

- Is located on a sloping site;
- Has a frontage to a main street, which is the key frontage;
- Provides a centre which integrates with the pedestrian environment on the main street frontage; and
- Activates the main street frontage, whilst providing appropriate parking away from the main frontage via a rear road.



Figure 43. Preferred design outcome for location 1 neighbourhood centre





Figure 44. 3 x Views of preferred design outcome for location 1 neighbourhood centre

### **Proposed Vision**

The vision for the Wolumla Town Centre is as follows:

*Wolumla Town Centre is a thriving commercial village providing a variety of convenience shopping options for residents of Wolumla. The Town Centre is to be focussed around the Scott Street main street as its core. The Wolumla Town Centre is to be appropriately designed in terms of built form, scale and materiality to align with the heritage values along Scott Street.*

### **Proposed Guiding Principles**

The Wolumla Town Centre guiding principles may include the following:

- Development within the Wolumla Town Centre is to be undertaken in accordance with the Structure Plan;
- Development within the Wolumla Town Centre contributes to an active streetscape and seeks to improve and enhance pedestrian safety of Scott Street by providing footpath connections.
- Commercial development adjoining Candelo-Wolumla Road/Scott Street is to be designed to address this road as the primary street frontage, with car parking generally provided at the rear of the site. Street parking is to be provided along Candelo-Wolumla Road/Scott Street to ensure activation of the streetscape.
- Commercial development should include the ground floor level at a similar level to the existing Candelo-Wolumla Rd/Scott Street to allow for streetscape activation and casual surveillance.
- Future commercial development is to be designed to maintain the heritage character values of the Wolumla area.
- Landscaping and car parking areas provide a high standard of visual amenity. Where practicable, existing landscape trees and hollow bearing trees are retained;

- Land uses contribute to the overall future development of the area and do not prejudice the achievement of an integrated centre.

Further consideration of the guiding principles and general requirements will need to be undertaken after the adoption of the Wolumla Structure Plan to ensure that future development within the Wolumla Town Centre is designed and constructed in accordance with the vision for the town.

### **Other proposed Changes**

#### **Reduction of Vehicular Speed along Candelo-Wolumla Road**

Candelo-Wolumla Road connects to the Princes Highway directly south of the study area. The road is currently used by a number of larger vehicles and trucks as a bypass route to Canberra.

A number of existing residential lots adjoin and gain access directly from Candelo-Wolumla Road. Consideration of speed limit along this road is crucial to the future development within the Structure Plan area for Wolumla, including both residential and commercial development.

The reduction of vehicular speed along Candelo-Wolumla Road/Scott Street will be achieved through the implementation of traffic calming devices such as (but not limited to) road signs (displaying 50km/h), introduction of raised islands, defined pedestrian crossing, street planting and variation of colours and materiality of road surfaces. A further study should be undertaken to determine a desirable form and cross section for Candelo - Wolumla Road/Scott Street.



## 6.0 Developable Area

The aim of this project is to prepare structure plans for two major urban release areas that will accommodate current and future demand for housing in the Bega Valley Shire. A key element of that is determining the yield and resultant population that this structure plan could facilitate.

Gross Developable Area (GDA) refers to the total area of land shaded on the structure plan as white and represents the land available for development. The GDA includes roads, verges, and drainage areas but excludes conservation and open space areas. For the Wolumla study area the GDA is 130 Ha.

Net Developable Area (NDA) is the usable land for development within a site or project. It is calculated by subtracting the area of land that is encumbered or reserved for public purposes from the total land area. For example, NDA excludes land for open space, drainage, roads, schools, and heritage. NDA is often used to estimate the potential yield of a development site.

For the purposes of this structure plan the NDA has been calculated as approximately 70% of the GDA. The number of dwellings per hectare of the NDA is then provided based on the zoning. This has been divided into 5 precincts as shown in figure 48. For Wolumla this means that approximately 1096 dwellings can be achieved that could support a population of approximately 2412 people.

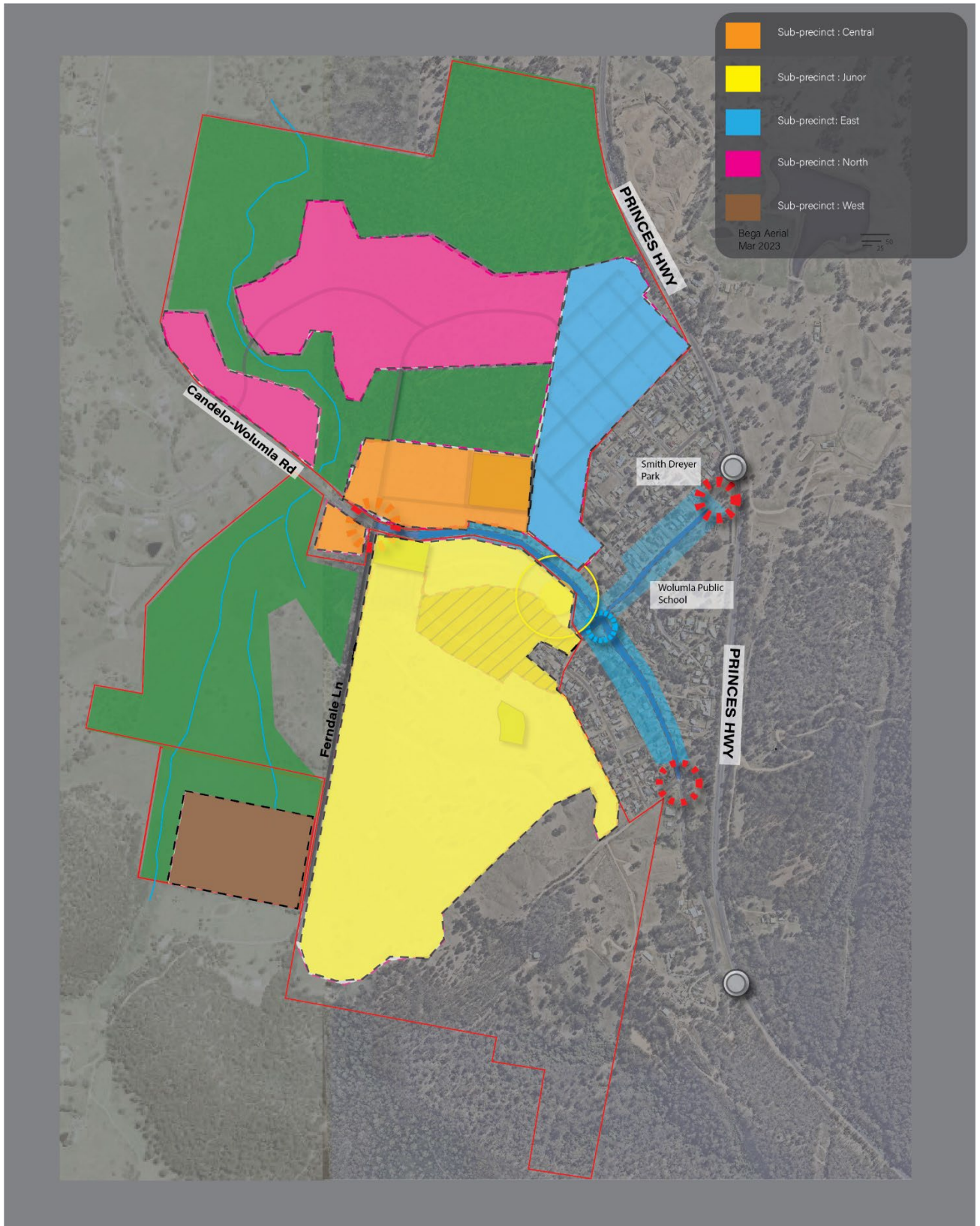


Figure 45. Wolumla Developable Area Precincts

Structure Plan	Precinct	Gross Developable Area	Sub precinct	Area	Dwellings/Ha (average lot size)	Dwellings	Projected Population (2.2 average household size)	Zoning	Service Centre	Recreation Needs
<b>Wolumla</b>	Wolumla	133Ha	Junor	57Ha	9 dwellings/Ha (800m <sup>2</sup> )	513	1129	R2	2500m <sup>2</sup>	2.5 Ha
			West	17Ha	9 dwellings/Ha (800m <sup>2</sup> )	153	337	R2		
			Central	10.5Ha	12 dwellings/Ha (600m <sup>2</sup> )	126	277	R2 RU5 Village		
			East	15Ha	12 dwellings/Ha (600m <sup>2</sup> )	180	396	R2		
			North	31Ha	4 dwellings/Ha (1800m <sup>2</sup> )	124	273	R5		
<b>subtotal</b>		133Ha				1096	2412		2500m <sup>2</sup>	2.5 Ha

Table 7. Wolumla developable area and proposed yield

Structure Plan	Precinct	Gross Developable Area	Sub precinct	Area	Dwellings/Ha (average lot size)	Dwellings	Projected Population (2.2 average household size)	Zoning	Service Centre	Recreation Needs	
<b>Bega</b>	Bega Western Precinct	85Ha	East of Ravenswood	60	2 dwellings/Ha (5000m <sup>2</sup> )	120	264	R5	2500m <sup>2</sup> fronting Newtown Road	5 Ha	
			West of Ravenswood	20	12 dwellings/Ha (600m <sup>2</sup> )	240	528	R2			
	Bega Central Precinct	19Ha	Local Centre Zone	0.5 Ha	NA	NA	NA	E1			
			Commercial Centre Zone	5 Ha	5 dwellings/Ha (assumption)	25	55	E2			
			Productivity Support Zone	12 Ha	NA	NA	NA	E3			
	Bega Eastern Precinct	157.5Ha	R2	144 Ha	12 dwellings/Ha (600m <sup>2</sup> )	1728	3802	R2		700m <sup>2</sup> fronting Tathra Road	13.5 Ha including 5 Ha district sports fields
	<b>Subtotal with rec needs</b>	261.5Ha				2113	4649			3000m <sup>2</sup>	20 Ha
<b>Wolumla</b>	Wolumla	133Ha	Junor	57Ha	9 dwellings/Ha (800m <sup>2</sup> )	513	1129	R2	2500m <sup>2</sup>	2.5 Ha	
			West	17Ha	9 dwellings/Ha (800m <sup>2</sup> )	153	337	R2			
			Central	10.5Ha	12 dwellings/Ha (600m <sup>2</sup> )	126	277	R2			
			East	15Ha	12 dwellings/Ha (600m <sup>2</sup> )	180	396	R2			
			North	31Ha	4 dwellings/Ha (1800m <sup>2</sup> )	124	273	R5			
<b>Subtotal with rec needs</b>	133Ha				1096	2412		2500m <sup>2</sup>	2.5 Ha		
<b>TOTAL</b>		<b>394.5Ha</b>				<b>3209</b>	<b>7060</b>				

Table 8. Bega and Wolumla consolidated developable area and proposed yield

\*Confirmation will be required within Council regarding the quantum of conservation and recreation space due to issues associated with asset ownership, maintenance, and quality of open space provision for community

## 7.0 Development Contributions Plan

The current development contributions plan (Contributions Plan) for the Bega Valley Shire area was approved by Council on 4 February 2015 and came into force on 17 February 2015.

It is noted that the contributions calculated within the Contributions Plan are based on population statistics and projections for 2006-2026. It is understood that a new draft Contributions Plan is being drafted and is intended to be presented to Council in April 2024. Following this, the proposed draft Contributions Plan will undergo public exhibition which is expected to occur in the first half of 2024.

The Bega Valley Section 94 and 94A<sup>7</sup> Contributions Plan 2014 (the Plan), sets out:

- The anticipated demands for local infrastructure arising from expected development in Bega Valley Shire and the relationship or nexus between the expected development in the area and the local Infrastructure that is required to meet the demands of that development;
- The formulas used to determine the reasonable section 94 contributions;
- The section 94 contribution rates and section 94A levies for the anticipated types of development in the area;
- Maps showing the location of the local Infrastructure items proposed to be provided by Council supported by a works schedule setting out an estimate of their cost and priorities; and
- The administrative and accounting arrangements applying to contributions that are required by this Plan.

Under the current Contributions Plan, the contribution and levy rates include:

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<sup>7</sup> Note: Section 94 Contribution is now a Section 7.11 contribution under the EP&A Act and a Section 94A Levy is now a Section 7.12 levy

Table 9. Section 94 contribution rates

<b>Development Type</b>	<b>Contribution rate</b>
Residential Accommodation development that results in a net increase in dwellings	
New residential lots, dual occupancies, attached dwellings, semi-detached dwellings, rural workers dwellings	\$9,194 per dwelling or lot
Residential flat buildings, multi dwelling housing, development under Affordable Housing SEPP	\$6,394 per dwelling
Bed-sitters or one bedroom dwellings in any type of Residential Accommodation development	\$5,675 per dwelling
Additional contributions applying to Residential Accommodation in the Woodlands Lane Catchment (refer to map in Appendix A1) #	
New residential lots, detached dwelling houses and vacant allotments that have a dwelling entitlement	\$20,000 per dwelling or lot
Development on certain lan in Bermagui (refer to maps in Appendix A2)	Dedication of land shown hatched free of cost
<b>Development Type</b>	<b>Contribution rate</b>
Development that is not subject to a section 94 contribution under this Plan (including any residential dwelling houses on lots where no section 94 contributions were previously received, mixed use development and shop top housing) shall pay a section 94A levy based on the estimated cost of carrying out the development in accordance with the following schedule:	
Up to and including \$100,000	Nil
More than \$100,000 and up to and including \$200,000	0.5% of that cost
More than \$200,000	1% of that cost

### **Relationship to Environmental Planning and Assessment Act 1979 (EP&A Act)**

Section 7.11 of the EP&A Act outlines how a consent authority may impose contributions towards provision or improvement of amenities or services, as a part of a development consent.

Section 7.11 specifically states that -

*'(1) If a consent authority is satisfied that development for which development consent is sought will or is likely to require the provision of or increase the demand for public amenities and public services within the area, the consent authority may grant the development consent subject to a condition requiring -*

- (a) The dedication of land free of cost, or*
- (b) The payment of a monetary contribution,*

*Or both'*

*'(2) A condition referred to in subsection (1) may be imposed only to require a reasonable dedication or contribution for the provision, extension or augmentation of the public amenities and public services concerned.'*

Notably a s7.11 contributions condition may only be imposed if the Council has identified the contribution or dedication within a Contributions Plan.

## Wolumla Structure Plan and Contributions Plan

The proposed Wolumla Structure Plan seeks to enable more sub-division in Wolumla and provide for more housing choice in the locality. In addition, the Wolumla Structure Plan seeks to revitalise the area by establishing the 'town centre'. This will be achieved by defining a main street (being Candelo-Wolumla Road/Scott Street) and by nominating a commercial centre to provide for convenience shopping services to the growing residential population of Wolumla over the next 10+ years. The Commercial Centre is also intended to act as the village heart and provide an activity generator for the main street.

In order for the Wolumla Structure Plan to be enacted, a number of capital works are required to be undertaken. These capital works are outlined in Table 10 below and have been identified together with both the Council and the project team.

Table 10. Capital works required to facilitate Wolumla structure plan

Ref. No	Capital Works Item	Funded/ Unfunded
<b>A</b>	Streetscape Renewal - Candelo- Wolumla Road/ Scott Street - Shared pathways - pedestrians and cyclists - Reduced road speed	Unfunded
<b>B</b>	Establishment of Wolumla Community Hall car park	Unfunded
<b>C</b>	Intersection Upgrade - Bega Street/ Scott St/ Candelo-Wolumla Road	Unfunded
<b>D</b>	Reinstatement of Public Toilets	Unfunded
<b>E</b>	Wolumla Park Upgrade	Unfunded
<b>F</b>	New/ Upgraded Shared Footpath - Connection to Wolumla Recreation Area & Wolumla Park	Partly Funded
<b>G</b>	Upgrade to existing footpath along Scott St (near Wolumla Hotel)	Unfunded
<b>H</b>	Upgrade to existing footpath along Bega St - To shared pathway - pedestrians and cyclists	Unfunded
<b>I</b>	Road Widening - Candelo/ Wolumla Road	Unfunded
<b>J</b>	Reseal, Garvan Street	Funded
<b>K</b>	Bus Stops and School Crossing	Unfunded
<b>L</b>	Vegetation - Street Trees/ Village Greening	Unfunded

Refer to figure 46 which spatially shows the abovementioned capital works.

As detailed in the table above, the majority of the works identified are unfunded by Council. There are two mechanisms available to Council to recover costs, which include:

- (1) Section 7.11 Development Contributions - including additional site specific development contributions charge which is in addition to the standard contribution charge; or
- (2) Voluntary Planning Agreement (VPA).

## **Option 1 - Section 7.11 Development Contributions**

In order for the abovementioned works (identified in Table 10) to be funded through a section 7.11 development contribution, they must be identified within the Bega Valley Shire Development Contributions Plan. However, it will be important to consider how these contributions will be distributed between existing development and future development within the region.

It is envisaged that the most suitable way will be to include an additional site specific development contributions charge for the Wolumla Study Area which will be in addition to the standard contribution charge for residential development (i.e. \$9,194 per dwelling). However, this should be determined through a more detailed analysis to determine a fair and reasonable apportionment of the charge. This option will ensure that Council is able to recover costs associated with undertaken the capital works. Council may wish to 'cap' the infrastructure contributions, however, this is a matter for the Council and can be determined once the cost of upgrades is understood.

Figure 45 below shows the location of recently approved and proposed residential development within the Wolumla region. It is considered appropriate to apply an additional standard contribution charge to this area, as this area will be developed for residential purposes and create the requirement for the upgrades.



Figure 46. Wolumla study area - residential areas

## **Option 2 - Voluntary Planning Agreement (VPA)**

Another mechanism which could be considered further in order to recover costs associated with the capital works by the Council and any developer is via entering into a Voluntary Planning Agreement (Planning Agreement).

Under Section 7.4 of the EP&A Act, refers to Planning Agreements as follows:



*'(1) A planning agreement is a voluntary agreement or other arrangement under this Division between a planning authority (or 2 or more planning authorities) and a person (the developer)–*

*who has sought a change to an environmental planning instrument, or*

*who has made, or proposes to make, a development application or application for a complying development certificate, or*

*who has entered into an agreement with, or is otherwise associated with, a person to whom paragraph (a) or (b) applies, under which the developer is required to dedicate land free of cost, pay a monetary contribution, or provide any other material public benefit, or any combination of them, to be used for or applied towards a public purpose.'*

A Planning Agreement provides a mechanism to establish a broader scope for development contributions associated with a certain development application and/or planning proposal. Planning agreements must be in the public interest and should adhere to the following 'acceptability criteria:'

*Planning Agreements:*

- Are directed towards legitimate planning purposes, which can be identified in the statutory planning controls and other adopted planning strategies and policies applying to development.*
- Provide for the delivery of infrastructure or public benefits not wholly unrelated to the development.*
- Produce outcomes that meet the general values and expectations of the public and protect the overall public interest.*
- Provide for a reasonable means of achieving the desired outcomes and securing the benefits.*
- Protect the community against adverse planning decisions.<sup>8</sup>*

A Planning Agreement which seeks to provide works, monetary contributions or dedication of land would satisfy the acceptability criteria. It is recommended to make the changes to the Development Control Plan which would provide a basis for the Planning Agreement.

A Planning Agreement could be a viable mechanism for securing public benefit from development in Wolumla, particularly where the infrastructure requirements for Wolumla are not captured within the proposed s7.11 Contributions Plan which is to be advertised later this year.

## **Recommendation**

The infrastructure and works upgrades can be secured through a s7.11 plan or a Planning Agreement. There are positives and negatives for each option, which are outlined in Table 11 below. It is recommended that the developer contributions to the Wolumla upgrade works be secured by a s7.11 Contributions Plan. The upgrades should be included in the proposed draft Contribution Plans which is to be public exhibited in the first quarter of this year.

If the Wolumla upgrade works cannot be secured in the s7.11 Contribution Plan, then a combination of a Planning Agreement and work conditions on development approval should be utilised to secure the Wolumla Upgrades. In order to achieve this, BVSC must amend its Development Control Plan in accordance with the recommendations of this study.

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<sup>8</sup> NSW Department of Planning, Industry and Environment, 'Planning Agreements Practice Note – February 2021,' pg 6 – 7.

Table 11. Contribution plan options analysis

<b>S7.11 Contributions Plan</b>		<b>Planning Agreement</b>
<b>Pros</b>	<ul style="list-style-type: none"> <li>• Certainty and security - 'locks in' upgrades through planning instrument</li> <li>• Can be implemented across various sites, consistently.</li> <li>• Provides clear and transparent requirements to community/development industry infrastructure upgrades for Wolumla.</li> </ul>	<ul style="list-style-type: none"> <li>• Made through negotiation between Developer and Council</li> <li>• Flexibility in application and scope</li> <li>• Appropriate tool where Contributions Plan does not reflect needs of community</li> </ul>
<b>Cons</b>	<ul style="list-style-type: none"> <li>• Long and all inclusive process for making - Planning Instrument</li> <li>• Can be rigid and difficult to amend / change.</li> </ul>	<ul style="list-style-type: none"> <li>• Is subject to negotiation - less certainty to Council</li> <li>• Not secured through planning instrument - may be engaged inconsistently</li> <li>• Can only be made in association with a planning proposal or development application</li> <li>• Planning Agreement to be made with each developer/development - conducive to large developments</li> <li>• Upgrade requirements not fully known by community/development industry until Planning Agreement is entered into (and advertised).</li> </ul>

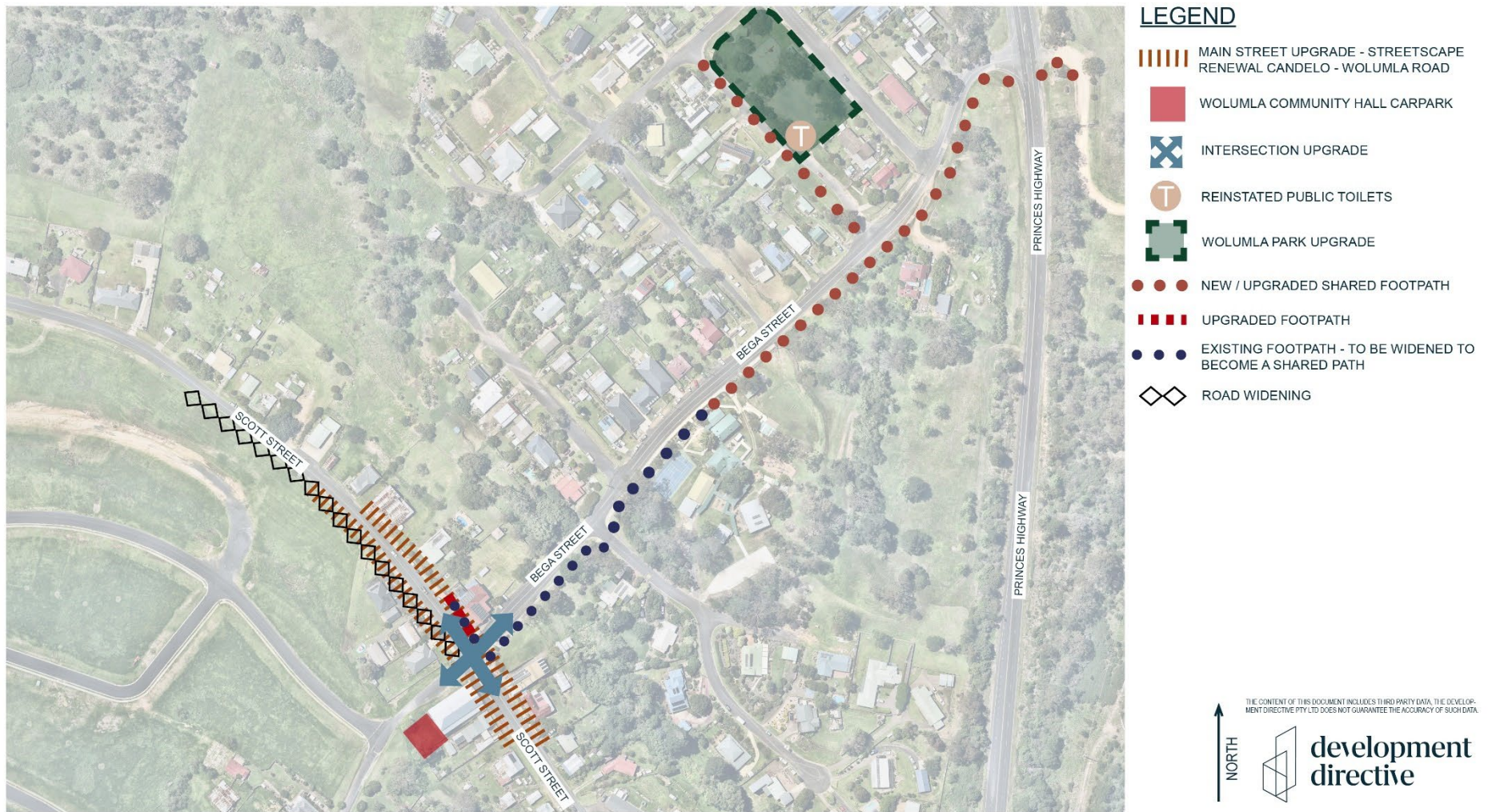


Figure 47. Proposed works

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 Wolumla Structure Plan

## 8.0 Economic Impact Assessment

### Scope

The assessment of economic benefits considers the range of impacts associated with both the construction phase and completion phase of each structure plan area, based on the scale of planned development within each area, and has included the modelling of direct and indirect benefits.

The benefits analysis considers the employment, economic output, regional value add, and income impacts associated with each structure plan area, including how these will benefit the Bega Valley region and surrounding regions.

The evaluation has considered the contribution towards strategic and economic planning objectives and targets relevant to the Bega Valley region. Detail regarding the methodology applied is provided in Appendix B.

### Assessment inputs and assumptions

The economic benefit modelling has been based on the planned scale of development within the Wolumla Structure Plan area. This includes the scale and extent of required infrastructure construction, and the planned built form structures including residential houses and non-residential land uses (i.e. commercial centre).

The following provides a summary of the key assumptions and inputs that have informed the benefit assessment, including required infrastructure and built form investment.

#### General Assumptions:

- 1,096 residential homes
- 2,500sqm of commercial uses (across three centres)
- Estimated project timeframe of 25 years (which considers forecast growth throughout the wider Bega Valley LGA).

#### Infrastructure & Landscaping

- Road upgrades: \$2.5 million
- Sewer and water: \$14.2 million
- Earthworks, civil, communications, open space: \$109.6 million

#### Residential & Commercial Built Form

- Residential construction: \$554.9 million
- Commercial construction: \$5.5 million

Based on the assumptions presented above, the planned 1,096 residential houses are expected to be delivered over approximately 25 years with overall investment in the structure plan area estimated at \$724.6 million. This indicates an average of 44 new

houses constructed per annum and an average investment of \$29.0 million per annum within the structure plan area.

These assumptions and estimates have informed the benefit analysis presented below based on the construction phase and completed phase for that planned development and growth within the structure plan area.

### **Construction phase benefits**

The scale of the proposed redevelopment project will support significant construction investment and impacts, which will be sustained throughout the construction phase of the project. The direct construction investment will also support a range of indirect benefits that will be realised throughout the Bega Valley region and surrounding regions.

This initial project investment will generate a range of direct and indirect project benefits associated with economic output, gross value add, income and employment. These benefits are presented in Table 5.1 over the page, including direct, indirect and total benefits.

The construction related investment of \$725 million in the structure plan area is estimated to support up to \$1,904 million in economic output, \$713 million in gross value add, and \$367 million in income based on the combined direct and indirect benefits attributed to the project.

In addition, the anticipated construction within the structure plan area is expected to support an average of 184 fulltime equivalent (FTE) jobs per annum during the estimated 25 year project timeframe. This includes direct and indirect jobs, with 64 jobs estimated onsite per annum with an additional 120 jobs supported in construction related industry sectors per annum.

Of these total benefits, the direct benefits will predominantly be realised within the structure plan area while much of the indirect benefit is expected to be realised within the Bega Valley region and surrounding region's economies based on the capacity within the construction sector and related industry sectors.

Table 12. Construction phase benefits

DIRECT BENEFITS	
<b>Output (\$M)</b>	\$725
<b>Gross Value Added (\$M)</b>	\$219
<b>Income (\$M)</b>	\$117
<b>Employment (FTE per annum)</b>	64
INDIRECT BENEFITS	
<b>Output (\$M)</b>	\$1,179
<b>Gross Value Added (\$M)</b>	\$494
<b>Income (\$M)</b>	\$250
<b>Employment (FTE per annum)</b>	120
TOTAL BENEFITS	
<b>Output (\$M)</b>	\$1,904
<b>Gross Value Added (\$M)</b>	\$713
<b>Income (\$M)</b>	\$367
<b>Employment (FTE per annum)</b>	184

\*Figures may not sum due to rounding

Source: ABS National Accounts (2021), Think Economics (2023)

### Completion phase benefits

Once complete, the structure plan area will support ongoing investment and employment activities related to the new commercial centre anticipated onsite. This onsite economic and employment activity supports offsite economic activity and employment opportunities in the related sectors, such as wholesale trade, transport and logistics, manufacturing, and service industries.

The following table provides a summary of the net increase in completion phase benefits, expressed as economic output, value add, income and employment. It is noted that the timing of these benefits will be dependent on when those planned employment land uses become operational, with benefits then becoming permanent and recurring.

The planned net increase in employment land uses onsite is expected to support a total of 115 FTE jobs, which is expected to generate an overall economic impact of \$31 million per annum in economic output, \$17 million per annum in gross value add and \$10 million per annum in income based on the combined direct and indirect impacts (attributed to economic flow on effects). The combined direct and indirect operational employment impacts are estimated as a total of 154 FTE jobs per annum.

Table 13. Operational phase benefits

DIRECT BENEFITS	
<b>Output (\$M)</b>	\$18
<b>Gross Value Added (\$M)</b>	\$11
<b>Income (\$M)</b>	\$7
<b>Employment (FTE per annum)</b>	115
INDIRECT BENEFITS	
<b>Output (\$M)</b>	\$14
<b>Gross Value Added (\$M)</b>	\$7
<b>Income (\$M)</b>	\$3
<b>Employment (FTE per annum)</b>	39
TOTAL BENEFITS	
<b>Output (\$M)</b>	\$31
<b>Gross Value Added (\$M)</b>	\$17
<b>Income (\$M)</b>	\$10
<b>Employment (FTE per annum)</b>	154

\*Figures may not sum due to rounding

Source: ABS National Accounts (2021), Think Economics (2023)

In addition to those regional economic benefits indicated above, the increase in residential dwellings will also increase General Rates paid to Council. The planned 1,096 additional dwellings within the structure plan area will generate \$0.74 million per annum once completed (based on the Bega Valley 2023-24 rates schedule).

### **Rates Base**

The planned development within both the Bega and Wolumla structure plan areas will grow the residential rates base of the region, providing the economic capacity for Council to grow their maintenance teams and service provision throughout each area as well as more broadly throughout the Bega Valley region. This ongoing growth will create increased financial capacity, allowing Council an improved ability to strategically allocate funds to regional projects and ongoing maintenance that will benefit the whole community.

Based on the average Residential General Rates charge (for 2023-24) in Bega Valley, the planned scale of development within the Bega and Wolumla Structure Plan Areas will support a total increase of \$1.42 million and \$0.74 million annually (in 2023-24 dollars), respectively. The total increase in Residential General Rates charges is estimated at \$2.16 million per annum.

# Wolumla Structure Plan



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# Bega Valley Shire Council Wolumla Structure Planning Consultation



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# Wolumla Structure Plan



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Appendix B – Economic Impact Assessment (provided separately)

Appendix C – Recreation Needs Assessment (provided separately)

