

Shell Cove Boatharbour Precinct

for Department of Planning on behalf and Shellharbour City Council

Prepared by LFA (Pacific) Pty Ltd Australand Corporation (NSW) Pty Ltd

January 2007

Preliminary **Environmental Assessment**



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Prepared for Department of Planning on behalf of



Prepared by



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This Preliminary Environmental Assessment (PEA) for the Shell Cove Boatharbour Precinct has been prepared by LFA (Pacific) Pty Ltd on behalf of Australand Corporation (NSW) Pty Ltd and Shellharbour City Council.

The purpose of this document is to

- · Describe the subject site and its context.
- Outline the proposed development concept.
- Assist the Minister in forming an opinion under Section 75B (1) (b) of the Environmental Planning and Assessment Act 1979 (the Act) and Clause 6 of the State Environmental Planning Policy - Major Projects that the proposed development is to be declared a project to which Part 3A of the Act applies.
- Provide sufficient information to assist with the preparation of the Environmental Assessment Requirements as part of a future Concept Plan Application for the development.

The site is located immediately south of the existing Shellharbour Village adjacent to South Shellharbour Beach. It covers almost 100ha of predominantly disused rural land.

In November, 1996 the Minister for Planning approved a proposed Boatharbour and associated Marina at Shell Cove. The surrounding Boatharbour Precinct has since been the subject of a number of detailed planning studies, reviews and public consultations. This PEA specifically excludes the approved Boatharbour and only relates to lands surrounding the approved Boatharbour and includes the following elements:

- A commercial mixed use core including a landmark hotel.
- Business Park campus precinct.
- Standard, medium and high density residential housing.
- Detached residential housing.
- A comprehensive network of open space and wetlands.
- Vehicular access and street network.

The form of development proposed for the Boatharbour Precinct satisfies the requirements of the SEPP Major Projects and is described in both Schedules 1 and 2 of the SEPP as follows:

- Schedule 1, Group 5, Clause 13
 - Residential, commercial and retail project with a capital investment value in excess of \$50m.
- Schedule 1, Group 6, Clause 14
 - A boat storage facility for more than 80 vessels in a sensitive coastal location.
- Schedule 2 Specified Sites Coastal Areas
 - A tourist facility with a capital investment value of more than \$100m.
 - Tourist facilities located within a sensitive coastal location with accommodation for more than 100 persons.
 - Buildings within a sensitive coastal location in excess of 13m in height.
 - Land within the Metropolitan Coastal Zone to be subdivided into more than 25 residential lots.



Fig. 01 - Illustrative aerial view



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Accordingly this PEA recommends that:

 The Minister declare the project one which Part 3A of the Act applies under Clause 6 of the SEPP Major Projects as follows:

Development within the area identified on the map Fig. 02 that is:

- (a) subdivision of land (not including strata subdivision or minor boundary adjustments);
- (b) for the purpose of standard, medium and high density residential housing, commercial and mixed use, a business park, open space, wetlands and roads
- excluding:

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- (c) the Shell Cove Boatharbour Marina and associated development approved by the development consent (DA 95/133), as modified, originally granted by the Minister for Urban Affairs and Planning on 26 November 1996; and
- (d) that part of the Shell Cove Boatharbour Marina development which is below low watermark.

The contents of this PEA be considered and the Director General of Planning issue the Environmental Assessment Requirements that will need to be addressed as part of a future Part 3A Concept Plan Application.



Introduction

History of Development Consent and its Modifications

In 1995, DA No. 95/133, including a comprehensive Environmental Impact Statement (EIS) prepared by LFA (Aust) Pty Ltd, sought consent for the proposed Boatharbour/marina development at Shellharbour. Shellharbour City Council proposed to undertake the development with Walker Corporation Limited acting as project manager.

Following an Environmental Commission of Inquiry, the Minister for Urban Affairs & Planning granted the Shell Cove Boatharbour/marina Development Consent on 26 November 1996. The Development Consent addressed the following key components:

- The construction and operation of a Boatharbour/ marina development and associated facilities;
- The enlargement and enhancement of wetlands at Shadforth; and
- The deposition of waste material extracted from Shellharbour Swamp in engineered landfill cells adjacent to the Quarry Haul Road (QHR).

In 2001 the Council applied to the Minister under S.96(2) for a modification of the Development Consent. The application was made to:

- Delete the requirement in the Development Consent to construct landfill mounds along the QHR;
- Provide for the replacement of the landfill mounds with acoustic barrier panels along the QHR; and
- Provide for the disposal of waste material from Shellharbour Swamp (subject to obtaining any necessary further development consent or approval, as required) either into a licensed landfill or alternatively into a site wholly within the land covered by the Development Consent.

The Minister granted approval under S.96(2) to the 2001 modification of the Development Consent by instrument dated 9 November 2001.

In 2003 the Council applied to the Minister under S.96(2) for a further modification of the Development Consent. The application was made to:

- Permit the deposition of waste material, extracted from the Shellharbour Swamp, into a single landfill cell;
- Define more precisely the role of the Shadforth Management Committee in terms of environmental management plans to the one required for the Shadforth/Tongarra Creek Wetland System;
- Permit the extraction of waste material independent of the practical completion of the Shadforth Wetland;
- Permit the option of an insurance bond being used as an alternative to a bank guarantee as security for the satisfactory completion of required works; and
- Permit the option for the disposal of actual and potential acid sulfate soils by reburying below RL-1.0 and/or at an EPA licensed landfill site.

The Minister granted approval under S.96(2) to the 2003 modification of the Development Consent by instrument dated 6 September 2004.

In December 2005, the Council applied to the Minister under S.96(2) for a further modification of the Development Consent and approval was granted in October, 2006. The application was made to:

- Alter the form of the development by:
 - An approximate 15° rotation of the Boatharbour plan form, and consequential changes. The effect of rotation of the harbour was to reduce the disturbance of acid sulphate soil and thereby reduce the environmental impact as well as overall costs.
 - Realignment and shortening of the breakwater by 50m and adoption of a berm type design for this structure, minor changes to the northern groyne, a consequential narrowing of the entrance channel and the deletion of the southern groyne;
 - Reducing the number, and changing the layout, of the marina berths; and
 - Deleting the Boatharbour flushing pipe system;
 - Amend condition 6 of the Development Consent to permit the Council to provide security for the satisfactory completion of required works by either bank guarantee or insurance bond;



- Amend condition 7 of the Development Consent so as to require the Council to obtain the prior written consent of the Director General of the Department of Planning for any changes to the hours of construction rather than the Environment Protection Authority as currently provided; and
- Amend condition 14(b) of the Development Consent to ensure that the condition is not in conflict with approvals obtained under the National Parks and Wildlife Act, 1974.

The preparation of this PEA has involved a review of previous studies including:

- Environmental Impact Statement prepared by LFA (Pacific) Pty Ltd.
 - Patterson Britton & Partners Pty Ltd (Boatharbour review).
 - Prof. Ian White, Australian National University (management of acid sulfate soils).

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- Coffey Geosciences Pty Ltd (geotechnical issues associated with the construction of the Boatharbour). Wilkinson Murray Pty Limited (noise assessment of the construction phase of the Boatharbour).
- Captain Mike Jackson, Australian Maritime College (navigation issues).
- Dr Johan Kamminga (indigenous cultural heritage issues associated with the southern groyne).
- Australian Marina Management Pty Limited (marina berth demand).
- Dr Graeme Batley, CSIRO Centre for Environmental Contaminants Research (copper issues associated with the deletion of the Boatharbour flushing pipe system).
- Cardno Lawson Treloar (numerical modelling) University of NSW Water Research Laboratory (physical modelling of breakwater and groyne options).
- Mr Paul Anink, Marine Pollution Research Pty Ltd, (survey of sediments at various boat harbours and marinas).
- Mr Glenn Colquhoun, Australand Holdings Limited, (project management issues).





Fig. 02 - Study Area







Site Description

Study Area

The Boatharbour Precinct site is located 17km south of Wollongong within the Illawarra region and immediately south of the existing Shellharbour Village (refer Fig. 02).

The study area (approximately 100ha) surrounds the Boatharbour that has received Ministerial Consent and lies within the Greater Metropolitan Coastal Zone defined on Fig. 03 - Coastal Zone Map 24.

The study area (refer Fig. 02) includes Shellharbour South Beach and its associated dunal system, remnants of Shellharbour Swamp, degraded farmland and a sector of the now defunct Shellharbour Golf Course. A road traverses the eastern sector of the study area following the line of the beach from Shellharbour Village in the north through to the Bass Point Reserve in the south.

A proposed Harbour Boulevarde separates the study area from the balance of the development area to the west which is primarily residential in nature.



Fig. 04 - Study Area Location and Context





Fig. 05 - Existing Land Use



Existing Land Use

Existing land uses within the study area include remnants of Shellharbour Swamp, part of Shellharbour South Beach to the east as well as the gently sloping degraded land of the now defunct golf course.

The surrounding land uses are composed of mainly detached residential with the existing Shellharbour Village located immediately to the north of the study area and Shell Cove residential development located to the west and south west.

Built Form

No buildings exist within the study area. The site is contained to the north by the low density residential edge of Shellharbour Village and on the western side by recent Shell Cove residential development.

The study area abuts the Stage 10 residential development and an operational quarry to the south and accordingly part of the southern boundary is affected by the Quarry Buffer Zone (QBZ) which prohibits residential use (see Fig. 06). Recreational and industrial uses are permissible.

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Fig. 06 - Current Zoning



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Current Zoning

The Shellharbour Local Environmental Plan (2000) identifies land use zones (see Fig. 06) in the study area as:

Residential 2(f) Mixed Use

Objectives of the zone

- (a) To allow for mixed use residential neighbourhoods to be developed providing for a range of household preferences and needs.
- (b) To enable the development of a regional boat harbour facility and associated commercial and recreational activities.

Public Open Space 6(a)

Objectives of the zone

- (a) To identify areas where recreational opportunities for the general use of the community are provided.
- (b) To enable development that will enhance the public enjoyment of areas referred to in subclause (2) (a).
 - (2) (a) to ensure that land uses in the local government area of Shellharbour City are compatible with each other and are suitably located.



Fig. 07 - Ownership and Lot Boundaries



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Title Details and Ownership

As indicated in Fig. 07, the DPs that apply to the Boatharbour precinct include:

Lot	DP	Ownership	
8032	8072187	Shellharbour City Council	
Part 8100	1082981	Shellharbour City Council	
Part 206	857030	Shellharbour City Council	
1168	1076113	Shellharbour City Council	
8031	1072187	Shellharbour City Council	
30	229374	Shellharbour City Council	

The existing Boollwarroo Parade Road Reserve also forms part of the study area and is in Shellharbour City Council ownership.



Fig. 08 - Topography, Hydrology and Drainage



Topography

The land is generally low lying and partly swampy set behind a coastal dune system which runs parallel to the ocean frontage. The majority of the land is below RL5.0 AHD. In the south the land rises to a maximum RL28.0 AHD. The land slopes gently towards the approved Boatharbour/ Marina which has an elevation close to sea level. The dune system with an elevation rising to RL4.0 AHD separates the remnant swampland areas from the sea.

Hydrology/Drainage

The catchment area extends to Quarry Haul Road and the Killalea ridge in the south, to Shellharbour Road in the west and Shellharbour Village to the north. The catchment contains three drainage lines which flow into the approved Boatharbour zone. There are a number of existing dams and channels associated with the now defunct golf course.

The approved Boatharbour at Shell Cove generally occupies the area of the existing Shellharbour Swamp.





Fig. 09 - Soil & Ground Conditions



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Geology and soils

The geology of the area is composed of unconsolidated Quaternary sediments overlaying Bumbo Latite which is a basalt-like rock and formed from lava flows and extends onto the southern beach area.

The Quaternary sediments include beach and dune sand and the silts and sediments of the swamp area extending to sandy clay alluvium in the low lying areas.

This area contains potential acid sulphate soils and has been the subject of extensive geotechnical studies both prior to the initial Ministerial Consent for the Boatharbour and as part of the subsequent S.96 submissions.



Fig. 10 - Archeology and Heritage



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Archaeology and Heritage

Within the study area there is a midden site identified as having 'relatively high' archeological value. The site is to be retained and protected from disturbance.

Consent under Section 87 and Section 90 of the National Parks and Wildlife Act, 1974 was obtained from the Department of Environment and Conservation (DEC) in September, 2006. The Consent covers Aboriginal archaeology including middens and artefact scatters identified by DEC as having low or no archaeological significance.

There are no significant European heritage sites or items identified within the study area.





Fig. 11 - Flora and Fauna



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Flora and Fauna

Flora

The site and its surroundings have long been cleared of its original forest cover, resulting in an open landscape of grazing pasture which has been farmed over the past century. External to the subject site there are small patches of subtropical rainforest on the rocky areas to the north west of Killalea Lagoon and along isolated creek lines. These remnants typically contain thickets of Lantana.

Fauna

In terms of the fauna found in the study area, most of the species that have been observed are "terrestrial vertebrate" fauna, particularly birds. Few other species have been found during fauna surveys on the site.

The studies carried out have not identified any rare or threatened species in the study area.

Access

Access to the study area is gained primarily via the existing Cove Boulevarde which intersects with Shellharbour Road. The proposed Harbour Boulevarde will augment the access network serving the Boatharbour Precinct. Access to the north east sector will also be provided via Boollwarroo Parade.





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Social and Economic Assessment

Demographic and Socioeconomic

Data drawn from Census information and the Shellharbour City Council website indicates the following:

In 2001 the population of Shellharbour was 57,071 (14.9% of the Illawarra regional area). Between 1996 and 2001 Shellharbour's population grew at 1.8% compared with Shell Cove's at 11.5% with a population of 400 people per square kilometre.

In the Shellharbour area, Shell Cove had the youngest community with adults aged between 25 and 39. In 2001 56% of people aged 15+ in Shellharbour were married compared with 74% of people living in Shell Cove.

In 2001 59% of Shellharbour adults (15+) were in the labour force with gender participation being 77% for men and 61% for women. Overall the skill level of Shellharbour's workforce was much less than Illawarra's in 2001 but an increase of 9% for men and 7% for women is shown for managerial and professional occupations within the Shell Cove area.

Between 1996 and 2001 the main industries were

Retail	19%
Manufacturing	18%
Health & Community	10%
Construction	9%
Property Business	9%

In Shell Cove the average weekly income of \$798pw (male) \$438pw (women) represents an increase of 72% and 65% respectively since mid 2001.

Shell Cove recorded no low income earners. There were concentrations of both men and woman in the very high income bracket.

It is estimated that by 2010 the population will be

-	Illawarra	423,371	(+ 11%)
-	Shellharbour	66,292	(+ 16%)
-	Shell Cove	2,534	(+112%)
-	NSW	7,003,079	(+ 11%)





Fig. 12 - Opportunities and Constraints



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Opportunities and Constraints

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The Opportunities and constraints relevant to the site are illustrated in Fig. 12:

- Stormwater control and water quality measures offer opportunities to connect open space, pedestrian and bike links and habitat replacement.
- Existing and proposed major roads provide opportunities for developing the planning and landscape framework. Minor roads provide permeability.
- Coincidence of traffic buffer and stormwater management adjacent to Shellharbour Village facilitates both stormwater and low key traffic routes. Noise/vibration from quarrying correspondingly require buffer zones and acoustic walls.
 - Higher ground in the southern and QBZ sectors will afford excellent views to the north.
 - Proposed district retail centre at junction of Cove Boulevarde and proposed Harbour Boulevarde.



Planning and Design Principles

Planning Options



The 2003 review process included: LFA (pacific) Pty Ltd (Planning) • Roberts Day (Planning) Cox Richardson (Architecture) Patterson Britton & Partners (Logistical Engineers) F L Wilkinson (Social Engineering)

The 2005 review process focussed on the harbour. The 2003/2005 workshops were conducted in association with proposals to slightly rotate the harbour which resulted in a Section 96 submission to the Department of Planning (December 2005).

Planning options focused on

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- Effect of rotation on availability and location of land.
- Resulting strategic adjustments to water quality.
- Opportunity for enhancement of open space.
- Traffic and pedestrian requirements.
- Topographic opportunities and views to the harbour.
- Commercial zone area requirements.
- Form and make up of commercial development.
- Residential density and distribution.
- Character of the harbour edge.
- Boating facilities.
- Relationship to Shellharbour Village.

The preferred options resulted in some significant adjustments to the earlier Masterplan (March 2000 Review Structure Plan) including:

- Deflection westward of the north west link road (Harbour Boulevarde) through to Bass Point.
- Reduction of harbour zone through traffic by deleting the inner ring road in favour of a more radial road network focussing on the harbour.
- Rationalisation of the water quality system with a single major inflow at the 'upstream' (west) end of the harbour.
- Incorporating preliminary findings of a flood study of the Shellharbour Village catchment. Although incomplete at this stage, the study points to the need for a system of cross contour bio-retention basins between Shellharbour and Shell Cove Harbour. Consolidation of the commercial zone on the western side of the harbour including a proposed hotel.





Fig. 14 - Open Space, Pedestrian and Bike Network.



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Landscape and Open Space Principles

The open space network principles include:

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- Existing watercourse No 1 and associated stormwater quality management. The proposals incorporate detention (bio retention) facilities and constructed wetlands within surrounding open space.
 - Stormwater interception/detention facilities adjacent to Shellharbour Village and associated shallow floodways linked to the harbour.
 - Relationship to Shellharbour and Shellharbour South Beach.
 - Existing playing fields north of the site (Ron Costello Oval and Keith Hockey Field) as well as a proposed playing field in the Quarry Buffer Zone (QBZ).

Pedestrian and Bicycle Network

The pedestrian movement network is linked to the pattern of open space.

Bike paths are located to connect into existing major networks and at the same time take advantage of convenient open space links.

A bike path will run from Bass Point along the proposed harbour boulevarde through the NorthWest link and around to South Shellharbour Beach. A Bike path also runs around the perimeter of the Boatharbour inlet forming a complete 'bike circuit'.



Relevant Planning Instruments and Controls

Set out below are the relevant Environmental Planning Instruments associated with the Shell Cove Boatharbour Precinct:

SEPP Major Project

Clause 6 - of the SEPP Major Projects states that for a project to be declared under Part 3A of the Act it must be development that, in the opinion of the Minister, is development of a kind:

(a) that is described in Schedule 1 or 2, i The development proposed as part of the Shell Cove Boat Harbour Precinct is described in both Schedules 1 and 2 of the SEPP Major Projects as setout below.

Schedule 1 Part 3A Projects - Classes of development

Group 5 Residential, commercial or retail projects

13. Residential, commercial or retail projects Development for the purpose of residential, commercial or retail projects with a capital investment value of more than \$50 million that the Minister determines are important in achieving State or regional planning objectives.

The Capital Investment Value (CIV) of the development will be in the order of \$320m.

Group 6 Tourism and recreational facilities

14. Marina facilities

Development for the purpose of marinas or other related land or water shoreline facilities that moor, berth or store vessels (excluding dinghies and other small craft) at fixed or floating berths, at freestanding moorings, alongside jetties or pontoons, within dry storage stacks or on cradles in hardstand areas and that moor, berth or store more than 80 vessels.

A hardstand boat storage area with capacity for more than 80 vessels is proposed within a sensitive coastal location.

17. Tourist, convention and entertainment facilities Development for the purpose of tourist related facilities, major convention and exhibition facilities or multi-use entertainment facilities that:

(a) has a capital investment value of more than \$100 million, or

(b) employs 100 or more people,

A large hotel complex including conference facilities, etc with a CIV in excess of \$100m and employment potential for more than 100 full time equivalent jobs is proposed.



Schedule 2 Part 3A projects - Specified Sites

- 1. Coastal areas Development within the coastal zone for any of the following purposes:
 - (f) recreational or tourist facilities (other than internal refits of, or minor alterations or minor additions to, existing facilities):
 - in the case of facilities wholly or partly (ii) in a sensitive coastal location in the metropolitan coastal zone-that provide accommodation (or additional accommodation) for 100 persons or more,

A large hotel complex within a sensitive coastal location (within 100m of the mean high water mark) is proposed.

- (g) buildings or structures (other than minor alterations or minor additions to existing buildings or structures) that are:
 - greater than 13 metres in height, in the (i) case of buildings or structures wholly or partly within a sensitive coastal location,

A hotel facility and high density residential apartment buildings with heights exceeding 13m are proposed within a sensitive coastal location (within 100m of the mean high water mark).

(i) Subdivision of land in a residential zone into more than 25 lots or in a rural/residential zone into more than 5 lots, but in the case of the metropolitan coastal zone only if the land is wholly or partly within a sensitive coastal location.

The land is within the Metropolitan Coastal Zone and the proposals include subdivision into more than 25 residential lots in a sensitive coastal location.

Part 3a of the Act should therefore apply to the proposals contained within this project.



Other Environmental Planning Instruments

The following environmental planning instruments are also relevant to the proposed development:

- Illawarra Regional Environmental Plan
- Shellharbour Local Environment Plan 2000
- SEPP No 11 Traffic Generating Developments
- SEPP No. 14 Coastal Wetlands
- SEPP No. 19 Bushland in Urban Areas
- SEPP No. 55 Remediation of Land
- SEPP No. 65 Design Quality of Residential Flat
 Development
- SEPP No. 71 Coastal Protection
- Building Sustainability Index: BASIX 2004
- Draft Illawarra Regional Strategy



Local Development Controls

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Other controls and policies relevant to the study site and proposals include:

- Shellharbour Residential Development Control Plan Shellharbour Medium Density Development Control Plan Shellharbour Advertising & Identification Signs Development Control Plan Shellharbour Car Parking Policy Development Control Plan Shellharbour Complying Development Control Plan Shellharbour Exempt Development Control Plan Shellharbour Landscape Guidelines Development Control Plan Shellharbour Notifications Development Control Plan Shellharbour City Flood Policy Shellharbour Social Impact Assessment Shellharbour Telecommunications Facilities Development Control Plan Shellharbour Waste Minimisation & Management **Development Control Plan** Shellharbour Design guidelines for waste services and facilities at Medium Density Residential Development Control Plan Shellharbour Commercial Development Control Plan Department of Planning Guidelines for Tourism Development along the New South Wales Coast
- Shell Cove DCP

The proposed development is permissible with consent within the Residential 2(f) zone under the Shellharbour Local Environmental Plan 2000.

The proposals are broadly consistent with the relevant planning objectives and controls applying to the site under the instruments outlined above.

A comprehensive compliance assessment will form part of the Environmental Assessment and Concept Plan.









Conclusion

The information contained within this PEA has been prepared in order to

• Provide an overview of the development proposals. Outline the applicability of various environmental planning instruments including SEPP Major Projects. Provide sufficient information to assist the Director General of Planning in preparing the Environmental Assessment Requirements that need to be addressed in a Concept Plan Application for the project.

It is clear from the information contained within this PEA that the Shell Cove Boatharbour Precinct is a development of State and regional significance. Accordingly the proponents seek the Minister's opinion that this project be declared under Clause 6 of the SEPP Major Projects to be one which Part 3A of the Act applies.

In addition, the proponents also request that the Director General consider the information contained within this document and prepare the Director General's requirements as the basis of a future Concept Plan Application to the Department of Planning.