

Ordinary Meeting

Meeting Date: Tuesday, 11 November, 2025

Location: Council Chambers, City Administrative Building, Bridge Road, Nowra

Attachments (Under Separate Cover)

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Three Villages Community Strategic Plan

BAWLEY POINT, KIOLOA, TERMEIL



THRIVING • SUSTAINABLE • CONNECTED

2025 to 2035

VERSION: September 2025

MM25.28 - Attachment 1



*"Three thriving villages united
by a shared purpose and an enduring connection
to coast, country and community"*

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Introduction

This Community Strategic Plan for Bawley Point, Kioloa and Termeil identifies the community's priorities and aspirations for the decade 2025 – 2035. By harnessing the powerful voices of local residents and friends to influence the development, growth and sustainability of our region, it is a vital tool for strengthening and protecting our future.

Hundreds of invested community members have committed time and energy to guide the development of this roadmap for our future. Those community voices have come together to express a direction for our future development and the core refrain is that we seek a future that delivers:

- Healthy, sustainable places to live
- Thriving children and families
- Strong local businesses
- Colourful and creative cultural connections
- An abundance of sporting and wellness opportunities
- A flourishing foreshore with beautiful, healthy and protected beaches and waterways
- Land and marine reserves
- Safe and well maintained roads and public facilities
- Strong connectedness between our villages and people

A community vision, along with values and strategies, helps residents and governments understand what community members most value about where and how we live. It enables partners and stakeholders to work with us when making policy and planning decisions that affect our future.

The evolution of this plan will enable more local people to participate in community decision-making, thus achieving a greater say over what happens in our villages in the coming years.



Our Vision

Bawley Point, Kioloa and Termeil are three thriving villages united by a shared purpose and an enduring connection to country, coast and community. We are committed to protecting our beautiful natural environment, biodiversity and “coastal village” character and lifestyle. We seek to ensure that all future growth and development is sustainable and the needs of our community remain at the forefront of all planning decisions.

We work together to be:



CARING

Supporting and investing in the wellbeing and health of residents across all ages by fostering connectedness and providing amenities that promote active, engaging and healthy lifestyles



PROGRESSIVE

Supporting investment in innovative, sustainable businesses and projects



WELCOMING

Celebrating and sharing our cultural heritage and unspoilt natural environment



RESPONSIBLE

Protecting our coastal villages, tranquil lifestyle and natural assets



Our Values

Our Values reflect the heart and soul of our community. They capture the essence of what we as residents, renters and ratepayers, interested in the wellbeing and health of our local region, truly value as the core elements of a cohesive, agreeable and happy community.

These Values were identified by community members as part of the consultations.

OUR SEVEN COMMUNITY VALUES



CHARACTER

our rural-coastal village character and heritage



ENVIRONMENT

national parks, beaches, wildlife, biodiversity, regeneration



RESILIENCE

pulling together through adversity



INNOVATION

aligned growth and supported local enterprises



CONNECTEDNESS

community engagement and mutual respect across all age groups



PEACE & TRANQUILLITY

an unspoilt haven and low-key lifestyle



SUSTAINABILITY

low-density living, light footprint, off-grid water and sewer

Our Objectives

This Strategic Plan was developed in response to community interest in identifying our vision, values, character, aspirations and priorities. It reflects how the community wants our homes, natural environment, roads and public spaces, sports facilities, land development, services and businesses to develop and be managed into the future.

This Plan will provide a clear framework for community involvement in policy decisions affecting our future. The Plan will contribute not just to our local community, but to the Shoalhaven region, the State and potentially, the Nation. It will operate over the period 2025-2035.

The Plan will be managed under the auspices of the Bawley Point, Kioloa, Termeil Community Association (BPKTCA). As such, we seek recognition by Shoalhaven Council and the NSW Government as the formal instrument which gives the community the authority it needs and warrants.

The objectives for this Community Strategic Plan are to:

- ▶ Develop a clear shared vision for the future that articulates the values, aspirations and needs of residents and stakeholders
- ▶ Build on the constructive working relationships, partnerships and alliances between our three villages
- ▶ Provide a means by which opportunities for social, educational and economic initiatives can be identified and grown
- ▶ Build capacity within local government and the community to address and manage sustainable growth and community development
- ▶ Develop effective and transparent engagement, communication and reporting processes for the community
- ▶ Create a formal mechanism to ensure early-stage consultation with SCC and/ or NSW Government on sustainable planning proposals and developments for our community/ region

Community Consultation Process

This Plan was developed through consultations, collaborations and research involving community individuals and groups, advocates and business owners. Significant effort was invested to ensure that everyone had the opportunity to contribute. It includes consultation with elected and employed local, state and federal government representatives. We engaged community members of all ages including homeowners, renters, businesses, interest groups, families and individuals for input. Importantly, the Plan is representative of the views of a diverse range of people living, visiting, working in and supporting our villages.

A small working group representing the three villages, under the auspices of the Bawley Point Kioloa, Termeil Community Association (BPKTCA), drove the consultation and information gathering processes. The working group sourced demographic data from community groups (e.g. Men's Shed, Community Garden, RFBs, Sport & Rec, Marine Rescue etc), to provide insights into the community's history, health, education, lifestyles, service gaps and infrastructure needs. Workshops, pop-ups (in person interviews and surveys at markets, shops, cafes etc), dedicated "come and have your say" events and public forums, in depth individual interviews, electronic surveys, posters and community newsletters were harnessed for community consultation. This consultation occurred over 9 months, from November 2024 to April 2025.



Community Consultation Process

The working group also sourced demographic data from local and state government agencies, planning bodies, infrastructure suppliers and businesses. Key external data sources included:

- Australian Bureau of Statistics Census Data 2021
- Endeavour Energy Microgrid Team
- Shoalhaven City Council Planning documents
- SCC Shoalhaven 2035 Community Strategic Plan
- NSW Planning/ Housing/ Transport/Health/ Education/ Environment
- Community Surveys
- Business Reports
- Annual Reports
- Community Plans from other villages and towns



Background information collected from contributors included:

- Age bracket (e.g. 15-25/ 26-45/46-65/65+)
- Location (e.g. Termeil, Bawley Point, Kioloa, other)
- Local status (e.g. resident, visitor, renter, ratepayer/homeowner, business owner, etc)
- Employment status (e.g. retired, semi-retired, part time/ full time employee, business owner, student, visitor etc)

Who We Are: A Snapshot

OUR POPULATION (2021 Census)

Total Population: Close to 1,400 people

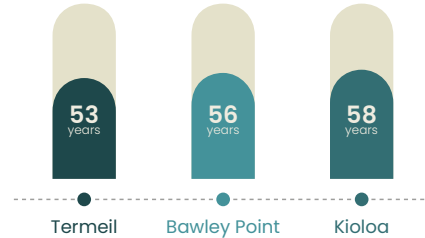
Bawley Point: 844 people

Kioloa: 292 people

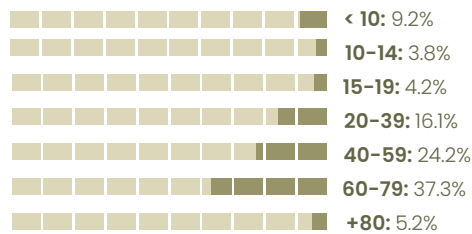
Termeil: 273 people

OUR AVERAGE AGE

Overall Average Age: 56 years



AGE DISTRIBUTION



OUR HERITAGE



The community has a proud connection with country, championed by the local Yuin people



Who We Are: A Snapshot

OUR HOMES AND LIFESTYLE



A happy mix of coastal village and rural lifestyles – Includes permanent residents, part-time residents and seasonal holidaymakers



Homes are typically single dwellings on generous land parcels – often passed down through generations, giving a deep sense of heritage



No town water or sewerage – we rely on off-grid, sustainable systems (rainwater tanks and septic systems) which define our growth limits. There is little interest in town water or kerb and guttering



Beautiful natural settings: beaches, bush, pristine waterways, abundant wildlife and National Parks



Peace, tranquillity and a gentle pace of life is highly valued

WORKING LIFE

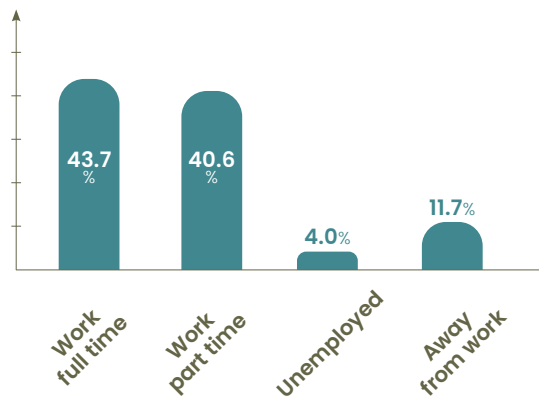


In the labour force



Not in the labour force

EMPLOYMENT STATUS



The full time working population is small, mainly in building/construction, hospitality cleaning, local retail or home-based work

Strategic Themes – Key Priorities

The highest priority strategic themes, built from our Community Affirmations, Vision and Values and confirmed through community consultation have been identified. Each theme is supported by a specific objective, with commentary to provide some context.

SEVEN HIGH PRIORITY THEMES WERE IDENTIFIED:

1. Environmental Protection and Awareness

2. Community Spirit, Character and Connectedness

3. Sustainability and Innovation

4. Recreation and Community Facilities

5. Infrastructure Management and Enhancement

6. Responsible Tourism

7. Planning, Development and Government



Actioning The Priority Themes And Alignment To Council

Each of the seven priority themes has been assigned a specific objective to guide progress towards achievement of the community's vision and implementation of the Plan.

There is close alignment between community priorities and those themes that Shoalhaven City Council has set in its 2035 Strategic Plan for the region, which should facilitate a smooth and supported implementation of our Community Plan. As a responsible community partner, we seek to support Council's success in achieving its own mission, while ensuring our villages receive the attention, support and investment needed from Council to achieve our Vision for 2025-2035.

Throughout the community consultation, a range of ideas for projects and activities emerged to assist in bringing our Plan to life. At the facilitated ANU workshop, these projects were discussed by a cross section of the community. The working group then cross-referenced these with the ideas and aspirations of the whole community. From this, the working group created a table of key initiatives and projects that were most strongly supported by the community for action and progress in the final plan. Each project or initiative was aligned with one of the Three Villages' strategic themes. How our projects align with the local Council strategies was also reflected, as seen below:

THEME 1 – ENVIRONMENT PROTECTION AND AWARENESS

STRATEGIC OBJECTIVE / ALIGNMENT WITH SCC	To design and implement a shared Community/Council environmental awareness and management plan. Aligns with SCC Objectives: 2. Sustainable environments and liveable communities 2.1. Sustainable management of the natural environment 2.2. Liveable neighbourhoods and sustainable development 2.3. Safe built environment & business operations
KEY INITIATIVE / DESCRIPTION	An environmental plan will be developed by a community group in concert with officers of SCC and NPWS and local Indigenous leaders It will encompass a range of initiatives around the preservation and protection of local lakes and waterways, conservation and regeneration, biodiversity, indigenous culture, area 'clean-ups' and waste management/recycling This plan would also include a program of cultural burns, coordinated by community Indigenous leaders

Actioning The Priority Themes

And Alignment To Council



THEME 2 – COMMUNITY SPIRIT, CHARACTER AND CONNECTEDNESS

STRATEGIC OBJECTIVE / ALIGNMENT WITH SCC

To enhance social bonds between the three villages and reinforce awareness and respect for our shared history, First Nations heritage and warm, rural-coastal character

Aligns with SCC Objectives:

1. Vibrant, safe and active communities

- 1.1. Community life, civic engagement and community support
- 1.2. Creativity, culture and lifelong learning

KEY INITIATIVE/ DESCRIPTION

This initiative will be driven by community groups that will design and implement programs, events and communication, which could include:

- **Community Gatherings** – e.g. annual villages festival, community dinners, street parties
- **Health & Wellbeing Program** – e.g. movement & recovery groups, active seniors program
- **Interest Groups** – e.g. history club, snorkeling, board riders, walking, book, art, music
- **Swap Shop & Sharing** – clothes/household/food
- **Newsletters, quarterly updates** from the Council
- **Community Noticeboard and Calendar of Events**
- **Message Boards** – relaying cultural and historic information, First Nations and timber history etc

Actioning The Priority Themes

And Alignment To Council

THEME 3 – SUSTAINABILITY AND INNOVATION

STRATEGIC OBJECTIVE / ALIGNMENT WITH SCC

To maintain and enhance the off-grid water and sewerage systems and other assets including the microgrid. To encourage innovation and growth of local businesses.

Aligns with SCC Objectives:

2. Sustainable environments and liveable communities

2.1. Sustainable management of the natural environment

2.2. Liveable neighbourhoods and sustainable development

2.3. Safe built environment and business operations

3. Resilient local economies and enabling infrastructure

3.1. Economic opportunity and diversity

KEY INITIATIVE / DESCRIPTION

This initiative will be driven by a community group, working with Shoalhaven City Council. Together they will create a plan to:

- Encourage investment in innovation and businesses in the villages
- Protect and enhance the existing off-grid water and sewerage systems
- Address the issue of compliance with the water and sewerage management regulations by holiday and resort parks



Actioning The Priority Themes

And Alignment To Council

THEME 4 – RECREATION AND COMMUNITY FACILITIES

STRATEGIC OBJECTIVE / ALIGNMENT WITH SCC

To provide new and enhanced sporting, community and recreational facilities that promote wellbeing, community engagement and youth development. These facilities should be appropriate to the size of our community and spread across all three villages.

Aligns with SCC Objectives:

1. Vibrant, safe, and active communities

- 1.1. Community life, civic engagement and community support
- 1.2. Creativity, culture and lifelong learning
- 1.3. Active lifestyles
- 1.4. Safe behaviour and relationships

KEY INITIATIVE/ DESCRIPTION

This objective will address a series of capital-intensive major projects. These will be undertaken in partnership with Shoalhaven City Council and funding bodies and will be led by a project team:

- 1. An upgrade of the Kioloa playing field to support ball and running sports such as soccer, touch football, cricket and athletics. The upgrade will include practice nets, outdoor gym equipment and family friendly facilities such as seating and BBQs
- 2. A new family-based recreation park –for wheel sports such as a skatepark, BMX pump track and adventure playground or combination of these. To include picnic areas, BBQ and public amenities. This facility would be located on a site yet to be selected and separate to the Kioloa sports precinct. This would allow for a greater spread and reach of participants and activities across the three villages
- 3. Upgrade to Kioloa Community Hall – the extension of Kioloa Hall to accommodate a broader range of events for community engagement and to enhance Sport & Recreation's book fair storage, presentation and fundraising for the community
- 4. The Bawley Boat Ramp to Gantry Walk – an historic walkway that will be safe and accessible for all ages

*"Our homes are often handed down
— it's about legacy and connectedness, not turnover."*

Actioning The Priority Themes

And Alignment To Council

THEME 5 – INFRASTRUCTURE MANAGEMENT AND ENHANCEMENT

STRATEGIC OBJECTIVE / ALIGNMENT WITH SCC

To achieve a high level of well-maintained infrastructure to serve the current and emerging needs of the community. This will include roads, pathways, picnic areas and public spaces, transport, stormwater and drainage, green waste recovery and local businesses.

Aligns with SCC Objectives:

2. Sustainable environments and liveable communities

- 2.1. Sustainable management of the natural environment
- 2.2. Liveable neighbourhoods and sustainable development
- 2.3. Safe built environment and business operations

4. Transparent leadership with good governance

- 4.3. Effective collaboration and engagement

KEY INITIATIVE / DESCRIPTION

This objective will be addressed through a series of projects, each to be investigated and led by a project team. Alignment with the SCC strategic plan will be critical in enlisting Council's support.

- 1. Improved pedestrian access and amenities at beaches including improved pathways, sitting areas, composting toilets, picnic areas and boat ramps
- 2. Walking / cycle bush path from Termeil to Bawley Point to connect the three villages and facilitate greater recreational / leisure opportunities for all residents
- 3. Transport enhancements including EV chargers, electric signs, pedestrian crossing/ traffic calmers; an annual roads maintenance program and an approved alternative ingress/ egress route for emergencies



Actioning The Priority Themes

And Alignment To Council

THEME 6 – RESPONSIBLE TOURISM

STRATEGIC OBJECTIVE / ALIGNMENT WITH SCC

To support responsible practices among owner/operators and visitors, we will work with Council to ensure compliance with environmental, safety, social and legal regulations.

Aligns with Council Objectives:

- 2.Sustainable environments and liveable communities
- 2.1. Sustainable management of the natural environment
- 2.2. Liveable neighbourhoods and sustainable development
- 2.3. Safe built environment and business operations

KEY INITIATIVE / DESCRIPTION

This community group is likely to be the same as the sustainability and innovation group. They will specifically work to establish an MOU or equivalent formal agreement with Council to ensure that holiday parks, tourists and local residents consistently observe, respect and comply with local water, sewerage and public spaces management requirements.



Actioning The Priority Themes

And Alignment To Council



THEME 7- PLANNING, DEVELOPMENT AND GOVERNMENT

STRATEGIC OBJECTIVE / ALIGNMENT WITH SCC

To protect the villages from poorly aligned, urban scale development and unsustainable growth that does not respect the natural environment and is at odds with the region's country-coastal character.

Aligns with Council Objectives:

2. Sustainable environments and liveable communities

- 2.1. Sustainable management of the natural environment
- 2.2. Liveable neighbourhoods and sustainable development
- 2.3. Safe built environment and business operations

4. Transparent leadership with good governance

- 4.2. Transparent leadership
- 4.3. Effective collaboration and engagement

KEY INITIATIVE / DESCRIPTION

A community planning group will lead this initiative and work with Council planners to align any future development or growth proposals and Council LEP, DCP and policies with the zoning categories, character and values of our three villages, using the Community Strategic Plan as a guide.

From Strategy to Implementation

The Next Steps

To recap, the phases involved in the development of the Three Villages 2025-2035 Community Strategic Plan are:

- Phase 1: Pre-Planning
- Phase 2: Research and Initial Consultation
- Phase 3: Engagement: Have your Say
- Phase 4: Engagement: Idea Generation
- Phase 5: Strategic Themes and Objectives
- Phase 6: Drafting the Plan
- Phase 7: Community Review
- Phase 8: Final Plan
- Phase 9: Endorsement of Plan by Community Association
- Phase 10: Endorsement of Plan by Shoalhaven City Council
- Phase 11: Implementation by community and Council – ongoing and for regular review

Following acceptance of the CSP through the BPKTCA (Phase 9), the Plan will be submitted to Council for formal acknowledgement and endorsement. We will use the CSP in the coming years to measure our performance against our vision. We will work with the Shoalhaven City Council to ensure planning, development and environment protection and investment proposals are in accordance with our Plan and are developed in consultation with our community.



From Strategy to Implementation

The Next Steps

More than one third of our community, involving 400 plus members across our three villages and from a broad range of age groups, contributed to the initiatives that have been proposed in our CSP. Some of these can be implemented quickly. Others require partnering with Council and other agencies. Some initiatives will require considerable commitment to scoping, planning and identifying resource and capital funding arrangements.

As implementation of the Community Strategic Plan progresses, further initiatives may be proposed to enrich its outcomes. This Plan is organic – it is designed to evolve as the community works toward achieving our Vision. Much will depend on the investment into various projects and focus areas by community members, and the investment and support we receive from Council.



Once the Community Strategic Plan is accepted, a detailed Implementation Plan will be developed with community members through the BPKTCA. This will give people opportunities to work on the priority projects identified to advance our objectives in the first three years. This implementation plan will focus on a number of infrastructure, recreational and facilities projects that will require capital investment and Council support and a larger number of community-led projects that require volunteer effort and drive, but not necessarily significant financial investment.

Individual community members will be invited to commit to support various projects. Existing community groups (e.g. Sport & Recreation Club, Men's Shed, Community Garden, RFBs, Marine Rescue etc) will also be invited to take ownership/ leadership of the implementation of some of these projects. Each project will be led by a designated group of community members who have indicated a willingness to help drive it and have the capacity to commit time and resources to achieving the project's objective.

The Community-Led Projects will typically follow the recently developed online guidelines and process provided by Shoalhaven City Council, as consultation and collaboration are a key part of a successful timely Community Led Project.

APPENDICES

I. COMMUNITY PROFILE

In preparing for the community consultations, the Working Group collected key information and observations about our three villages that provides a snapshot of the community and our region. This provides helpful context for future decision making:



The Three Villages boast a happy mix of coastal and rural lifestyles. It comprises a combination of permanent and part-time residents and seasonal holiday makers. All three villages are surrounded by beautiful natural settings of beach and bush, with pristine waterways, foreshores and headlands. National Parks surround the villages to the north, west and south.

Many residents have robust and often inter-generational, ties with their village. There is a strong and proud connection with country, championed by the local Yuin people and supported by non-Indigenous residents. Newcomers are welcomed and helped to settle into the community culture.

The land, sea and environment are valued and respected, with a high level of awareness and responsibility to ensure they are carefully managed and protected. Key risks to the environment lie in the acceleration of climate change and pressure on housing availability and affordability. The latter could lead to overdevelopment by commercial operators who have little or no commitment to the health and wellbeing of the overall community, nor to the natural environment.



APPENDICES

I. COMMUNITY PROFILE

Coastal assets and marine life and their management and protection are critical to the identity, wellbeing and local character of the community. They face severe risks from erosion, pollution, and climate change, as well as from poor water management and sewerage practices by commercial accommodation providers.

Our coastline includes beaches and sand dunes from Meroo to Merry Beach. The dune and coastal zones act as a buffer between the land and sea. It's a special place to live, play and relax and is home to a rich biodiversity of native plants, mammals, birds, insects and reptiles.



The population of each village is small, with a total (2021 census) over the three villages of approximately 1,400 people. Residents include retirees, young families, local tradespeople, homeowners who are full or part time residents and rate payers who visit during holidays. Currently, recreational and outdoor educational facilities for young people are limited and could be expanded across the three villages. It is important to establish youth engagement initiatives in order to attract new residents and families to the area.

The working population is small and mostly engaged in building and construction trades, hospitality, cleaning services, local retail or home based work.

The area is accessible from the Princes Highway by one road only. There is no alternative egress route if this one road is blocked during emergencies.

APPENDICES

I. COMMUNITY PROFILE

Housing supply is limited, as is land for development. Houses are typically built on large urban/ half acre blocks or small acreages. The absence of town water and sewerage naturally defines the level of growth and development available. The absence of kerb and guttering, the accessible beaches and coastline, the limited retail outlets, the obvious presence of kangaroos, wombats and other animals in the public areas and the strong community cooperation and engagement, all contribute to the warm and friendly, open character of our neighbourhoods.

Seasonal tourism is the most significant business activity, with three holiday park/ resorts, Airbnb and local hospitality businesses providing accommodation during holiday periods. Overpopulation during holidays has the potential to cause degradation of foreshores, trees and roads and risk community wellbeing if poor water, sanitation and waste management practices are allowed to continue.

Challenges include an aging population, a lack of accessible local healthcare, underdeveloped infrastructure, poorly maintained roads, the risk of bushfire emergencies, over utilisation of existing facilities during peak seasons, abuse of national parks and beaches, pets that impact wildlife and beach hygiene and bush regeneration.

Our coastal character and environment are under pressure from development, public use and climate change. Illegal dumping, illegal camping in the national parks and on headlands, exotic vegetation, weed invasion, disruption to soil, stormwater discharge, damage to dunes and uncontrolled domestic pets are examples of issues affecting our fragile coastal ecosystem which require protections to be put in place.

The demographic composition and profile of the three villages was important in preparing this Plan and includes the following:



APPENDICES

I. COMMUNITY PROFILE

2021 Census All Persons	Bawley Point	Kioloa	Termeil	Total Weighted Average
All People (number)	844	292	273	1409
Avg age	56.0	58.0	53.0	55.8
Age (all people)				
under 10 (%)	9.8	6.0	10.7	9.2
10-14 %	4.3	2.5	3.7	3.8
15-19 %	4.5	2.8	4.8	4.2
20-39 %	14.8	16.4	19.8	16.1
40-59 %	23.3	24.1	27.1	24.2
60-79 %	37.9	41.0	31.4	37.3
80 plus %	5.3	7.1	2.6	5.1
First Nations profile				
Indigenous %				1.9
Non-Indigenous %				93.0
Not stated%				5.1
Type of education institution				
Attending preschool #	18	0	8	26
Attending primary school #	53	15	15	83
Attending secondary school #	32	11	12	55
Attending tertiary #	26	9	15	50
Avg people per household	2.2	2	2.5	2.2
Participation in labour force				
In the labour force %	45.1	43.4	54.9	46.6
Not in the labour force %	49.4	47.3	37.8	46.7
Not stated %	6.0	8.9	6.9	6.7

APPENDICES

I. COMMUNITY PROFILE

Employment status				
work full time %	44.4	36.6	49.2	43.7
worked part time	41.4	45.5	32.8	40.6
away from work	9.0	6.2	13.3	9.3
unemployed	3.4	7.1	2.3	4.0

Occupation (%)				
Professional	24.2	11.7	15.6	19.9
Technician & trades	17.7	15.5	20.3	17.7
Managers	16.8	12.6	12.5	15.1
Sales workers	11.6	5.8	10.9	10.3
Community & personal service	9.0	10.7	7.0	9.0
Labourers	7.7	23.3	11.7	11.7
Clerical & admin	7.1	12.6	8.6	8.5
Machinery operator & driver	1.6	5.8	7.0	3.5

Long term health conditions (%)				
Arthritis	14.9	12.0	10.6	13.5
Any other	7.6	11.6	6.6	8.2
Asthma	7.8	9.2	3.7	7.3
Mental health	6.8	11.3	4.4	7.3
Heart disease	5.0	8.6	3.3	5.4
Diabetes	5.3	5.8	1.8	4.7
Cancer (incl remission)	4.9	2.7	4.0	4.3
Lung condition	3.4	2.1	1.8	2.8
Stroke	1.4	1.0	0.0	1.0
Kidney disease	1.7	1.4	0.0	1.3
Dementia	0.4	0.0	0.0	0.2
No long term health conditions	55.9	45.5	57.9	54.1
Not stated	8.4	13.7	11.4	10.1

Population Growth – historical	Bawley Point	Kioloa	Termeil	
2016–2021	0.98%	2.25%	1.39%	

APPENDICES

II. WHAT PEOPLE SAID ABOUT “WHY THEY LOVE WHERE THEY LIVE”

The pristine beauty of the coastal and rural landscape awash with national parks and an abundance of birds and wildlife, native bushland, historical middens and natural beauty marries well with the gentle, respectful lifestyles of residents of the three villages. Commonly and historically referred to as “hamlets”, these villages are cherished for the absence of large commercial developments, pubs and hotels and multi-dwelling complexes. Local businesses, events and initiatives that align with the village culture, which encourage community engagement and support appropriate local development, are proudly accommodated.



Building on previous community input and collective decision-making, the overwhelming majority of community members appreciate their rainwater tanks and septic systems as encouraging independent and sustainable water and waste management. There is little or no interest in town water, kerb and guttering that larger town cultures encourage. Lawns and yards often meet between neighboring properties without a clear property delineation. This creates an open and connected environment and streetscape, encouraging interaction and collegiality between neighbours and locals.

Homes are typically single dwellings on reasonably generous parcels of land. Often these homes have been passed down through families over many generations, giving our community a deep and rich sense of heritage and ownership, as well as pride and responsibility.

APPENDICES

II. WHAT PEOPLE SAID ABOUT “WHY THEY LOVE WHERE THEY LIVE”

When confronted with adversity, our three villages have demonstrated extraordinary resilience and resourcefulness. The response to the 2019 bushfires is the most recent example of that resilience and cooperation, but is also reflected in multiple local markets, music, sporting and cultural events throughout each year. These are strongly and proudly supported by local people and visitors alike.

Our community is proud, responsible and accountable for protecting, managing and nourishing its many assets. People appreciate that we are responsible, self-driven and committed to achieving a high level of self-sufficiency and sustainability, while also supporting innovation, growth and appropriate development.

Through strong engagement and shared leadership, aligned decision-making with Local, State and Federal governments and frequent communication and cooperation with and between residents, we will continue to be great custodians of the region we love, so that those coming after us can enjoy its natural beauty and character.



APPENDICES

III. STAKEHOLDERS

Multiple special interest groups, individuals, business owners and government representatives across the three villages were important to this planning process. Their opinions were sought throughout the consultation process and the feedback received embedded in the resulting analysis and outcomes.

Community Groups

- ✓ First Nations community
- ✓ Bawley Point Kioloa Termeil Community Association
- ✓ RFB– Bawley & Kioloa
- ✓ Kioloa Bawley Point Sport & Recreation Club Inc
- ✓ Marine Rescue Kioloa
- ✓ Bush Care & Landcare
- ✓ Men's Shed
- ✓ Community Garden
- ✓ Murramarang Mermaids
- ✓ Book clubs
- ✓ Surfers
- ✓ School Parents and Children
- ✓ Community Playgroup
- ✓ Yoga, Nia, Pilates, Tennis, Friendship, Quilters, Waminda

Business & Employers

- ★ Retailers – IGA, Newsagency, Pharmacy, Bottle Shop, Bakery
- ★ Tourism – Bawley Vale Winery, Jackson Ranch, Mimosa Eco Retreat, Bawley Bungalows, Bundle Hill cottages etc
- ★ Willinga Park
- ★ ANU Kioloa Campus
- ★ Holiday Parks – Tasman and Ingenia
- ★ Hospitality – Flo, Luci's Café, Saltwood, Merry St Restaurant and Cafe
- ★ Local trades and small businesses

Government

- Federal member for Gilmore
- State member for South Coast
- SCC Mayor, Councillors, Staff
- National Parks Murramarang & Merroo



APPENDICES

IV. COMMUNITY AFFIRMATIONS

Analysis of the data obtained during the community engagement process revealed several strongly supported trends and beliefs. These affirmations reflect the community's character and highlight some of the areas where members will work to protect and enhance the character of the region. These statements provide directions to the Local Council, developers, businesses and residents about how to align any future growth and development initiatives across our three villages.

- ✧ *We are a community of three villages that protects and honours our coastal traditions, culture and character, while embracing innovation to enhance wellbeing*
- ✧ *We achieve results and progress through volunteer-led community, government and philanthropically funded initiatives.*
- ✧ *Engaging the skills and expertise of residents and local volunteers is essential to our success*
- ✧ *We are fiercely protective of our natural environment, waterways, beaches and foreshores, flora and fauna*
- ✧ *We are proud of the sustainable practices and systems that support us and will work hard to protect and enhance these systems to continue to be environmentally responsible.*
- ✧ *We encourage local innovation and new enterprises that align with our community vision and values*
- ✧ *We support low-scale, sustainable development (residential, retail, commercial) that:*
 - *enhances local-level service needs*
 - *is aligned with our coastal character and identity, lot sizes, water management plans, effluent management and zoning limitations*
 - *does not exceed nor stress existing infrastructure capacity*
- ✧ *We do not support residential or commercial development of an urban scale*
- ✧ *We expect all people to act responsibly and protect our environment in accordance with local laws and regulations, including residents, tourists and visitors and commercial operators.*
- ✧ *We expect environmentally responsible tourism management to be exercised and enforced in our villages. Such management should enrich visitor experiences, support local enterprise, comply with water and waste management regulations and preserve our natural and community assets for future generations.*
- ✧ *We actively pursue opportunities to enhance the wellbeing, recreational and lifestyle opportunities available to community members across all ages.*

APPENDICES

V. CONSULTATION TIMELINE

The detailed community consultation process proceeded as follows:

- Local community leaders, opinion leaders, BPKTCA members received an introductory briefing and were encouraged to engage with other community members to build understanding and support for the Plan (Nov-Dec 2024)
- Local, State and Federal Government representatives informed of the process and the community's intent to develop a Community Strategic Plan (Nov-Dec 2024)
- Data gathering from external sources undertaken by the working group eg ABS, SCC, Endeavour Energy, Tourism, NSW Planning etc (Nov 2024 -Feb 2025)
- Communication pieces prepared and published via flyers, posters, letter-box drop, social media, community newsletter and pop-ups in local shops and markets to keep residents and stakeholders informed of the process and progress (Nov 2024-April 2025)
- Electronic survey issued to all ratepayers, residents and holidaymakers (Dec-Jan 2025)
- Community Consultation 1 – Have your Say Day at Bawley Vale Vineyard (Sat 2nd Mar 2025)
- Community Consultation 2 – Have Your Say Day at Kioloa Community Hall (Fri 7th Mar 2025)
- Community Workshop at ANU – to review and respond to community ideas and suggestions and form the framework for the final Community Strategic Plan (Sun 6th Apr 2025)



APPENDICES

VI. COMMUNITY FOCUS AREAS AND PROJECTS (DETAILED)

CLASSIFYING COMMUNITY INITIATIVES

A range of ideas for projects and activities emerged throughout the community consultation. At the facilitated ANU workshop, these ideas were discussed by a cross section of the community and referenced back to the aspirations of all members of the community that were previously collected. From this, the action plan was developed showing the priority initiatives to be progressed against each of the seven themes and objectives.

For reference and as background only, each project was classified into a specific category that identified the level of support and engagement required over the life of the project. The categories are:

Significant Project Initiatives (SPI) – initiatives that will require substantial resources, concept development plans, funding, community and Council approval and support. They are likely to evolve over the mid to longer terms.

Community Partnerships Environment (CPE) – initiatives that are focused on maintaining or improving our environment. They are likely to require funding and would need to be undertaken in partnership with the Shoalhaven City Council.

Community Partnerships Planning (CPP) – initiatives that focus on strategic partnerships with Council and Council officers to ensure our community has active involvement in the review and development of planning policies and any resultant development applications that may impact on our community.

Local Community Led Initiatives (CLI) – initiatives that can largely be ‘self-managed’ by interested members of the community and generally focus on the themes of Community Spirit and Connectedness. However, some initiatives will need to be scoped, brought together where synergies are identified, and potentially involve Council, State Government and health professionals.

Ungrouped Community Initiatives (UCI) – initiatives that need to be considered and evaluated by the community and, if viable, developed further or otherwise integrated with other initiatives emerging from community collaboration.



APPENDICES

VI. COMMUNITY FOCUS AREAS AND PROJECTS (DETAILED)



ENVIRONMENTAL PROTECTION AND AWARENESS

OBJECTIVE	To design and implement a shared community/ Council program of awareness and management of our beaches, wildlife, forest reserves, waterways and biodiversity, that protects and nurtures our precious environment for generations to come. (CPE)
COMMENTARY	The community was unanimous in its passion for the natural environment. They see the importance of educating local people and visitors on what is special about our villages and how best to protect, conserve and regenerate them. There was concern expressed about the adequacy of tourist park water and waste management and calls for better regulation and compliance, including upgrading/replacing sewerage and water management systems, plant and equipment owned by commercial operators that are not delivering in line with best practice
FOCUS AREAS/ SUGGESTIONS	• Preservation & protection of Willinga Lake & tidal lakes & waterways • Conservation/ regeneration projects • Cultural burns with brigades • Wildlife corridors protected & enhanced • Adopt a local endangered species • Tree planting Bawley Beach to Cormorant Headland • Removal of weeds at South Gannett • Reintroduce Koalas

APPENDICES

VI. COMMUNITY FOCUS AREAS AND PROJECTS (DETAILED)

COMMUNITY SPIRIT, CHARACTER AND CONNECTEDNESS

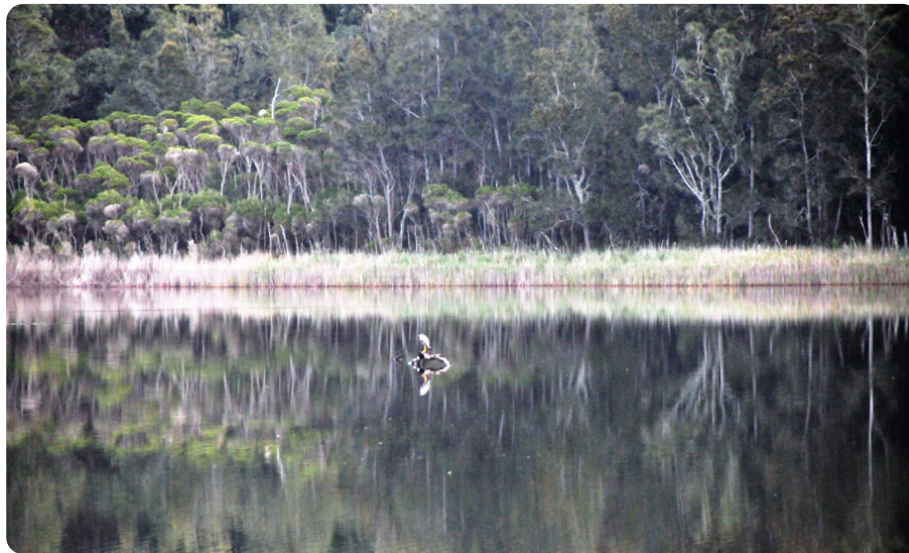
OBJECTIVE	To enhance the social bonds and engagement opportunities between the three villages and reinforce the awareness and respect for our shared history, First Nations heritage and warm, country-coastal character. (CLI)
COMMENTARY	The community has long fostered a culture of support for others within and across the three villages. Residents are conscious of an aging population that needs assistance, companionship and a watchful eye beyond family and friends. There is a commitment to maintain existing and long-standing social support networks as well as creating new ones. The views of all our residents across all age groups need to be listened to and respected. The community wants more frequent, inclusive and accessible communication and engagement. Community members frequently record the pleasure that comes from living in small villages 'off the main track'. They appreciate the peace and tranquillity and slower pace of life and the small-scale of retail and commercial facilities. The community's plea to tourists is that, while welcome in our community, they need to be respectful of our values and adjust to the 'pace' of life in our villages.
FOCUS AREAS/ SUGGESTIONS	• Community Gatherings – e.g. Annual three village festival, community dinners, street parties • Health & wellbeing program e.g. movement & recovery groups, active seniors program • Interest groups – e.g. history club, snorkeling, board riders, walking, book, art workshops • Swap shop & sharing – Clothes/ household items/food • Newsletters, Community App, Quarterly updates from the Council • Pathway to connect Termeil with BP and Kioloa • A social & cultural hub for residents • More sporting facilities • Access to medical care and early childhood education • Care services for elderly • Information / messaging service e.g. community app or notice board • History boards across the villages – First Nations and European history • A community brand e.g. Murramarang Magic • Indigenous culture and bush tucker programs • Endangered species education • Invasive species education • Biodiversity education • Local History – education awareness, walks, tours • Historical walk from Bawley Beach to Gantry

APPENDICES

VI. COMMUNITY FOCUS AREAS AND PROJECTS (DETAILED)

SUSTAINABILITY AND INNOVATION

OBJECTIVE	To maintain and enhance the off-grid water and sewerage systems and other assets including the microgrid, and encourage innovation and growth of local businesses. (CPE)
COMMENTARY	The community appreciates our existing commitment to those innovations and research that attract investment and enhance our character and amenity. The community also values the off grid, sustainable water and sewerage management systems in place and encourages innovative practices that enhance the sustainability of our environment, culture and lifestyle.
FOCUS AREAS/ SUGGESTIONS	• Bushfire risk & readiness education; support RFB units • Micro-Grid • Recycling & Pollution education and workdays • Enforce holiday park compliance with water/sewerage management • Invest in green bin program • Discuss with SCC a proposal for the renewal of the shopping centre • Support innovative projects for local needs • Partner with sustainability agencies



APPENDICES

VI. COMMUNITY FOCUS AREAS AND PROJECTS (DETAILED)

RECREATION AND COMMUNITY FACILITIES

OBJECTIVE	To provide a network of new and enhanced sporting, community and recreational facilities appropriate to the size of our community and spread across all three villages, that promotes wellbeing, community engagement and youth development. (SPI)	
COMMENTARY	The community is keen to maintain and enhance existing recreational, social and sporting facilities and provide a better spread of facilities for families, individuals and visitors across the three villages. There is support for exploring a new youth-oriented recreation hub separate to the existing Kioloa playing fields and sporting precinct. This idea is yet to be investigated but could include activities including BMX pump track, skate park, adventure playground and related family friendly facilities. Extension to the Kioloa community hall to facilitate a greater range of community events and engagements was well supported.	
FOCUS AREAS/ SUGGESTIONS	• A new family-based recreational park – for wheel sports such as a skatepark, BMX pump track, adventure playground, or any combination of these. To include picnic areas, BBQ and public amenities. This facility would be located on a site yet to be selected and separate to the Kioloa sports precinct and significant coastal reserves, to allow for a greater spread and reach of participants and activities across the three villages, for young and older people alike. • Progressive upgrade to Kioloa playing field to support ball and	running sports such as soccer, touch football, cricket, athletics along with practice nets, outdoor gym equipment and family friendly initiatives including seating, BBQ • Upgrade to Kioloa Community Hall – the extension of Kioloa Hall to accommodate a broader range of events for community engagement and to enhance Sport & Rec book fair storage and presentation • Sport for kids & families – e.g. after school & holiday programs • Bawley Boat Ramp to Gantry Walk

“Markets, music, wellness – we turn up, we pitch in.”

APPENDICES

VI. COMMUNITY FOCUS AREAS AND PROJECTS (DETAILED)

INFRASTRUCTURE MANAGEMENT AND ENHANCEMENT

OBJECTIVE	To achieve a high level of well-maintained infrastructure to serve the current and emerging needs of the community, to include roads, pathways, picnic areas and public spaces, transport, septic systems, stormwater and drainage and local shopping centre. (CPE/ CPP)	
COMMENTARY	The community strongly expressed the view that the three villages should not be serviced by town water and sewerage management as the current off-grid systems serves its needs effectively and has done for generations. The introduction of town water and sewerage management would likely raise costs for homeowners substantially and create unwanted opportunities for extensive overdevelopment. There is a view that roads and related infrastructure are inadequately maintained and cannot cope with the volume of traffic using them, particularly at peak visitor times of the year. The standard of repair needs to be raised to ensure regular pothole repairs are effective. The community is highly supportive of the construction of pathways connecting our villages, in particular the completion of a pathway connecting Bawley Point and Kioloa and the design and construction of a rail-trail style of pathway from Bawley Point to Termeil. The electricity supply to the community has at various times over the years been very unreliable. The community supports the microgrid and proper steps to provide our community with greater resilience in the face of fires and other major incidents. Access to an alternate egress route is strongly sought by the community. An upgrade to Bawley shops, to include other amenities such as a social hub, early childcare centre, play area, deli-health foods style café and hardware store were constructive suggestions.	
FOCUS AREAS/ SUGGESTIONS	• EV charging stations • Improved access roads • Sustainable water & septic systems • Annual maintenance program for road repairs and road safety • Improved amenities at beaches eg pedestrian access, composting toilets at Gannet, BBQ areas and seating on headlands,	- upgraded boat ramps and fish-cleaning facilities, outdoor gyms, telescope at headland, car parking, sea pool. • Connecting walk/cycle path between Termeil & BP • Transport enhancements – e.g. community bus, EV chargers, electric signs, pedestrian crossing/ traffic calmers, second road in and out

APPENDICES

VI. COMMUNITY FOCUS AREAS AND PROJECTS (DETAILED)

RESPONSIBLE TOURISM

OBJECTIVE	To support responsible tourism management practices of existing operators and visitors and work with Council to ensure compliance with environmental, social and legal regulations. (CPP)	
COMMENTARY	The community has strong views about the responsibilities and role of caravan parks/ resorts in our community. There is concern that they are continuing to grow and lobby for more permanent accommodation, moving away from the traditional transient camping/ holiday role. The expansion of on-site cabins and increase in visitor numbers that this allows is putting pressure on community infrastructure. It has also become evident that not all Resort Parks have the internal infrastructure to cope with the greater number of visitors, including outdated sewerage management systems. Sewerage spills onto pristine beaches have become more frequent events. It has been necessary for the community to enlist the support of the EPA to help regulate compliance. This is seen as one of the biggest threats to health and wellbeing.	
FOCUS AREAS/ SUGGESTIONS	• SCC Planning controls to align with character and protect against foreshore development • Better regulation and oversight of commercial tourism park operators to ensure compliance	- with environmental and social regulations • Partnership agreement between BPKTCA and SCC to manage and report on environmental controls of tourism park operators

PLANNING, DEVELOPMENT AND GOVERNMENT ALIGNMENT

OBJECTIVE	To protect the villages from poorly aligned, urban scale development and unsustainable growth that does not respect the natural environment and is at odds with the region's country-coastal character. (CPP)	
COMMENTARY	The community has made it clear that retention of our small-scale villages and low-key lifestyle is a high priority. There was particular concern about the impact of caravan/resort parks on the community's infrastructure. These tourist parks put pressure on villages during peak tourism periods and need to be properly integrated into planning controls and local area plans. Any development needs to align with the coastal character and structural limits of the villages and the preservation of the environment.	
FOCUS AREAS/ SUGGESTIONS	• SCC land use and design controls (LEP and DCP) to clearly articulate a commitment to observe character and culture in any future development and protect against fragmentation of land	- sizes & zoning, developer influence on Council & Government decision making & loopholes • Annual Council/ Community program for bushland management & clearing



GET INVOLVED

More than 400 community members across
our three villages have contributed to this Plan.

Join us in bringing it to life.



Contact BPKTCA to Join a Project Team!

www.bawleykioloatermeil.org.au

*Our community is proud, responsible and accountable
for protecting and nourishing our many assets.*

We Are Custodians of our Region



MM25.28 - Attachment 1



The BPTCA acknowledges and thanks the members of the Working Group who have contributed to the preparation of this Plan: Peter Longstaff, Lynn Cowley, Tony Sattler, John Meyer, Sandy Betts, Roger Lucas, Lindsay Cane.



The BPTCA acknowledges and thanks John Hudson and the other community members who have contributed their photographs to this community document.

Risk Management Policy

Adoption Date:	27/07/2004
Amendment Date:	26/09/2006, 28/07/2009, 26/11/2009, 23/03/2010, 24/09/2013, 20/03/2018, 14/09/2021, 20/09/2022
Minute Number:	MIN04.853, MIN06.1214, MIN09.967, MIN10.285, MIN13.958, MIN18.176, MIN21.633, MIN22.621
Next Review Date:	01/12/2024
Related Legislation:	
Associated Policies/Documents:	
Directorate:	City Performance
Responsible Owner:	
Record Number:	POL25/28

t0XEXRCS

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CL25.388 - Attachment 1

t0XEXRCS

1. Policy Purpose

To effectively manage risk across the organisation, through an enterprise risk management framework consistent with the current Australian Standard for risk management (AS ISO 31000:2018), that supports Council to optimises growth opportunities and mitigate against potential loss and damage.

2. Objectives

2.1. Statement

Shoalhaven City Council is committed to integrating risk management into all its operations, decision making processes and governance structures to enable the council to identify and manage its risks while maximising opportunities to benefit the community.

Council will ensure that have the necessary resources to implement an effective Enterprise Risk Management Framework (ERM Framework), including appropriate skilled staff, systems, processes, and procedures for managing risks.

To meet this commitment, risk is to be everyone's business. All staff are to own and manage the risks that occur in their area of responsibility and seek assistance if required, to ensure we make sound decisions and deliver appropriate services and facilities to meet our goals and objectives.

By ensuring risk management is considered in any projects, events, design work, procurement of goods and services and in our routine activities, we will eliminate or minimise:

- incidence of personal injury and ill health to employees and members of the public.
- incidence of damage to equipment, facilities, and the environment.
- financial and operational losses.
- resources spent in relation to reacting to losses; and
- the potential for damage to Council's reputation

3. Definitions

Term	Meaning

4. Roles and Responsibilities

4.1. Provisions

4.1.1. Managing Risk

Council will establish and maintain appropriate systems and internal controls for oversight and management of risk.

Effective communication and consultation with relevant stakeholders will underpin the successful management of risk.

10XEXRCS

The Council's ERM Framework is based on key risk management principles and processes consistent with AS ISO 31000:2018, that will enable council to manage the effects of uncertainty on its objectives, while creating and protecting value.

Council will evaluate the effectiveness of our ERM Framework with ongoing monitoring and reporting, an internal audit program and oversight by an independent Audit, Risk, and Improvement Committee, to satisfy itself that the ERM Framework is appropriate to our needs.

4.1.2. Responsibilities

The Elected Council commits to adopt this policy and risk management will be an integral part of the decision-making process.

The Chief Executive Officer is responsible for ensuring risk is managed across all Council operations.

Directors and Managers are responsible for specific policy, project, and program risks within their area of responsibility and promoting a positive risk management culture through strong leadership, commitment, and communication.

All staff are responsible for managing risk within their activities, assisting to identify risks, implementing treatment plans, and escalating all issues as they emerge.

The City Performance Directorate is responsible for the development and monitoring of the ERM Framework, including related processes and systems, training, advice, and assistance to all Directorates on risk management matters. Further advice may also be obtained through Councils Legal Services.

The Audit, Risk and Improvement Committee and councils internal audit function are to provide independent assurance of governance and risk management activities.

4.2. Implementation

This document is the responsibility of the Manager Business Assurance and Risk to ensure it is distributed, communicated, reviewed, and stored as and when appropriate.

5. Related Legislation, Policies or Procedures

6. Risk Assessment

7. Data and Reporting

8. Monitoring and Review

Within twelve (12) months of the date of the election of a new Council or as a result of any changes which cause a review of this policy.

9. Ownership and Approval

9.1. Public Policy

t0XEXRCS

Responsibility	Responsible Owner
Directorate	"Enter Directorate - Department - Unit"
Endorsement	"Enter Director &/or ELT - include Advisory Committee name (if relevant)"
Approval/Adoption	Council

Risk Appetite Statement

Adoption Date:	29/03/2022
Amendment Date:	27/04/2023 (EMT) 21/08/2023 (ARIC)
Review Date:	21/08/2024
Directorate:	City Performance
Record Number:	PRD24/165 (25218e)

Risk Appetite Statement

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Risk Appetite Statement

Introduction

Council's enterprise risk management framework provides the structure and tools that will facilitate the use of a consistent risk management process whenever decisions are being made at council.

The application and effective implementation of structured risk management into all operations, decision making processes and governance structures will enable the council to identify and manage risks while maximising growth opportunities.

Risk appetite is the amount of risk that council is willing to accept or retain in order to achieve its objectives. Determining and articulating risk appetite assists staff to make better choices by considering risk more effectively in decision making.

The Risk Appetite Statement (RAS) clearly sets out what the elected Council consider to be acceptable risk taking levels for council operations.

The RAS is aligned to our categories of risk within the enterprise risk management framework, consisting of people, environment, finance, governance, IT, reputation, property and infrastructure.

Risk tolerance represents the practical application of risk appetite aligned to the risk categories. It sets the boundaries and thresholds for acceptable risk taking.

While a risk assessment enables council to understand its risk exposure, it is risk appetite and risk tolerance that defines how much risk the council is willing to accept.

It is important to recognise that risk appetite and risk tolerances change over time in response to events such as changes in priorities, strategy, or government and stakeholder expectations.

Review

This Risk Appetite Statement (RAS) is reviewed annually or whenever there is a significant change to the council's operating environment.

The Executive Leadership Team are responsible for drafting any changes and making recommendations based on the operational environment and risk profile, for Council consideration and approval.

The Audit Risk and Improvement Committee is to be consulted for feedback before providing to Council for approval.

Council will be responsible for the finalisation and approval of the RAS via a resolution.

The review is coordinated by the Business Assurance and Risk Manager.

Risk Appetite Statement

Risk Appetite Rating Scale

Council has four levels of risk appetite:

Avoid	Resistant	Accept	Receptive
Little to no appetite Avoidance of adverse exposure to risks even when outcome benefits are higher	Small appetite A general preference for safer options with only small amounts of adverse exposure	Medium appetite Options selected based on outcome delivery with reasonable degree of protection	Larger appetite Engagement with risks based more on outcome benefits than potential exposure

Implementation of the Risk Appetite Statement

Council's appetite for and tolerance of risk as outlined in the Risk Appetite Statement (RAS) forms the basis of our approach to managing risk in our day-to-day activities and pursuit of our strategic objectives.

It supports the communication of those risks that matter the most. It can increase the transparency of the risk management process and enables staff to better understand council's position on risk. This will enable staff to identify opportunities where council can relax controls and promote considered risk taking and innovation or, conversely, it can identify if the council is taking an undesirable level of risk.

Staff are responsible for managing their risk environment. This includes having appropriate controls in place and monitoring their effectiveness. Risk registers are used to document the strategic and operational risks. Risks outside the appetite or agreed tolerance levels should be managed in line with this RAS and will be reported to the relevant Director. The elected Council and Executive Management Team are accountable for compliance with this RAS. Risk appetite also needs to be articulated for discussion at council meetings and at the Audit Risk and Improvement Committee (ARIC) meetings.

Risk Appetite Statement

Shoalhaven City Council Risk Appetite Statement

Below are the risk appetites and tolerance levels for managing risk and taking opportunities.

Risk Category	RAS Statement	Risk Appetite Level	Risk Tolerance: Council can tolerate (ACCEPT)	Risk Tolerance: Council will not tolerate (AVOID)
People (staff, contractors, volunteers, and the community)	Council has no appetite for work practices, actions or inactions that compromise the wellbeing and safety of staff, contractors, volunteers, and the community Council recognises the importance of maintaining good relationships and upholding core organisational values in all interactions with staff, unions, suppliers and other representative bodies	Avoid	Council can tolerate: - Minor unforeseen incidents or injuries that arise from time to time in the course of undertaking normal activities in accordance with the WHS management system - Minor issues relating to improving long term workforce planning and/or culture - Appropriate and effective intervention to improve workplace performance - Outcomes that result in some inconvenience to the community necessary to achieve key objectives and public safety - Outcomes that support and prioritise community service, safety and delivery during emergency situations	Council will not tolerate: - lost time injuries or illness arising from avoidable hazards - Practices that knowingly compromise worker safety or wellbeing - Staff not being adequately trained for the duties undertaken - Increases in near miss events which is not mitigated or managed. - Staff not adhering to council's policies and procedures - Behaviour that is not consistent with council's core values - Actions or behaviours that are deliberate and willingly contravene the Code of Conduct - Lack of planning or preparation for emergency situations - Actions that severely impact on private property, safety and or public health of the community - Supplier and contractors who fail to demonstrate reasonable compliance with Modern Slavery legislation

Risk Appetite Statement

Environment	Council recognises the importance of our natural and built environment and considers environmental impacts and sustainability in its activities and decision making	Accept	Council can tolerate: - Calculated minor and /or short term environmental impacts where it is necessary in order to achieve key objectives - Minor environmental impacts (e.g. biological diversity and ecological integrity) from uncontrollable or unforeseen events	Council will not tolerate: - Initiatives which may have long term negative environmental consequences without appropriate approvals/actions and remedial activities that provide a sustainable outcome - Activities and practices that knowingly controllably compromise the environment, lead to licence breaches, and are reasonably foreseeable and preventable
Financial	Council recognises the financial risks involved in delivering a wide range of services, programs and capital projects Council will seek commercial opportunities whilst maintaining a prudent financial management approach	Resistant	Council can tolerate: - Prudent financial activities to deliver important infrastructure, improved service delivery, ongoing community or social benefits, or investment in projects that deliver long term income or investment returns - Minor unforeseen/ unavoidable cost variations of <i>business unit budget</i> to meet community needs or pursue commercial or innovation opportunities	Council will not tolerate: - The use of council funds or other resources for investment in undertakings or activities in the absence of confirmation that councils interests are protected - Maladministration, misuse, serious or substantial waste of project funds or resources - Negligent or uninformed decisions that have a significant negative impact on Council's financial sustainability - Material misstatement in financial accounts

Risk Appetite Statement

Information Technology	Council's aim is to protect our assets held in our information technology systems Council may be prepared in some circumstances to take a moderate level of risk in order to deliver more innovative services efficiently and effectively; connected to community through digital media	Accept	Council can tolerate: - Calculated risks relating to minor downtime or scheduled outage in a single area that are incidental to normal business activities despite best efforts to avoid or mitigate - Unforeseen interruptions from uncontrollable events of up to the maximum allowable for any system (IT business continuity planning) - Moderate impacts to service delivery issues due to new technology, systems or innovation initiatives or new improvements. - Defined strategy and roadmaps to support systems and technology currency/uplift - Minor delay in remediation of cyber security weaknesses brought to Council's attention provided a risk assessment has been undertaken - Investment in new technology or systems with appropriate controls are in place to manage cost and risk (i.e. prototyping)	Council will not tolerate: - Practices which may give rise to extensive and total loss of systems and technology across the organisation for extended period of time - Misuse or inappropriate use of council information resulting in breaches of privacy or cybercrime - An unprepared response to IT incidents and events - Inappropriate or unauthorised user access to systems, particularly for critical infrastructure assets/systems (i.e. water and sewage related infrastructure and systems operated via SCADA, PLC etc) - Failure to remediate known significant cyber security issues/weaknesses in a timely manner - Ad hoc or non-existent procedures around back-up and recovery of critical systems and infrastructure
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Risk Appetite Statement

Corporate Governance	Council has little or no appetite for breaches of legal obligations or contractual arrangements that result in fines, penalties, or significant reputational damage Council is committed to achieving compliance in all areas of its operations	Avoid	Council can tolerate: - Activities or actions which may give rise to isolated complaints that are incidental to normal business activities despite best efforts to avoid or mitigate - Short-term noncompliance due to unrealistic regulatory timeframes after completion of risk assessment. - Minor contractual variations	Council will not tolerate: - Actions/Practices which might give rise to litigation/ indictable offences - Any fraudulent or corrupt conduct - Inaccurate reporting or breaches of statutory deadlines - Contractual arrangements that do not benefit the council and community - Failure to consider expert/professional legal advice - Failure to achieve objects outlined in our Strategic Planning document.
Property & infrastructure	Council is committed to continuous improvement to provide high standard fit for purpose property and infrastructure that will provide the most likely benefit and value to the Community	Resistant	Council can tolerate: - disruptions to infrastructure or services in accordance with our BCP - A level of business interruption in the short term where it will ultimately deliver broader community benefits - reasonable project variations arising from unforeseen circumstances	Council will not tolerate: - a lack of due diligence and non-compliance with legislative (standards, codes) requirements in relation to property and infrastructure projects - business and service disruptions exceeding critical business response times in line with BCP - Avoidable delay to projects - Failure of contractors to provide services in accordance with contractual obligations - Acceptance of infrastructure not in accordance with Councils standards - Actions that may severely disrupt community activities/ services without appropriate communication to the community - Decisions made without the appropriate research, consultation and delegation

Risk Appetite Statement

Reputation	Council recognises the importance of protecting its reputation Council is prepared to act in a manner that may result in criticism where Council can justify the reasons for its decisions	Resistant	Council can tolerate: - Localised, short term negative publicity as a consequence of making decisions where there are competing community interests	Council will not tolerate: - deliberate actions that result credible negative publicity - Inadequate and ineffective consultation with key stakeholders in relation to council activities - Staff not responding to correspondence and communication in a prompt and professional manner
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Enterprise Risk Management Framework

Adoption Date:	09/11/2021
Amendment Date:	20/09/2022, 15/10/2024
Minute Number:	MIN22.621, EM24.312
Review Date:	15/10/2026
Directorate:	City Performance
Record Number:	PRD24/144

Shoalhaven City Council - Enterprise Risk Management Framework

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Shoalhaven City Council - Enterprise Risk Management Framework

1. Purpose

The purpose of this document is to outline a framework to ensure that Council undertakes an enterprise risk management approach consistent with the current Australian Standard for Risk Management (AS ISO 31000:2018), that supports and optimises growth opportunities and mitigates against potential loss and damage.

2. Scope

This procedure applies to all Council employees, as risk management is a fundamental component of decision making in all council activities.

3. Related Documents

Risk Management Policy

Risk Assessment Procedure

Risk Appetite Statement

AS ISO 31000:2018 Risk Management – Guidelines (Refer Appendix A for principles and Frameworks)

4. Definitions

Definitions adopted are in line with AS ISO 31000:2018

<i>Risk</i>	effect of uncertainty on objectives
<i>Risk Management</i>	coordinated activities to direct and control an organisation with regard to risk
<i>Control</i>	measures that maintain or modify risk
<i>Risk appetite</i>	the amount and type of risk that council is willing to accept in the pursuit of its strategic and operational objectives
<i>Risk tolerance</i>	the level of risk taking acceptable to achieve a specific objective or manage a category of risk

5. Principles

The application and effective implementation of risk management into all operations, decision making processes and governance structures will enable the council to identify and manage risks while maximising growth opportunities.

An outline of the key risk management principles and framework from the Australian Standard (AS ISO 31000:2018) Risk Management – Guideline is detailed in Appendix A.

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6. Enterprise risk management framework

The enterprise risk management framework provides the structure and tools that will facilitate the use of a consistent risk management process whenever decisions are being made at council.

Effective risk management requires an integrated approach. The management of risk must be integrated into all core business activities and decision-making processes at all levels of council.

Strong leadership, commitment and communication from management is integral in promoting a positive risk management culture.

Council's enterprise risk management framework includes the following key elements:

- Risk Management policy, processes, procedures, reporting and people
- Risk Appetite Statement
- Risk Management Planning (as part of the annual business plan)
- Strategic and Operational risk register
- Internal Audit Program
- Audit Risk and Improvement Committee (ARIC)

The framework is consistent with AS ISO 31000:2018 and comprises several important steps:

- Identifying and analysing the main risks facing the Council
- Evaluating those risks and making decisions about whether they are acceptable or not
- Implementing appropriate risk treatments (controls) to manage these risks in a way which is consistent with Council's risk appetite, that we accept the level of risk
- Treating unacceptable risks by developing risk treatment plans, including actions to reduce the probability or consequences of an event and/or contingency plans
- Ongoing monitoring, communication and review to improve the level of risk maturity
- Documenting these processes, mainly through the risk register and other risk management related documentation.

(Appendix A – outlines the Principles and Framework of AS ISO 31000:2018)

The Executive Management Team accepts accountability to stakeholders for oversight of the organisation, establishing structures and processes for governance and assurance. The council aligns with the principles of the Three Lines Model (by The Institute of Internal Auditors), refer to figure 1 below.

First line roles lead and direct actions aligned with delivering a service, managing risks and internal controls to achieve objectives.

Second line roles provide expertise, support, monitoring and challenge on risk related matters.

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Third line roles are independent from management, primarily via internal audit providing assurance to senior management on the effectiveness of governance, risk management and internal controls. All three-line roles operate concurrently.

The role of the Audit, Risk and Improvement Committee and external audits is to provide council with additional independent assurance and advice.

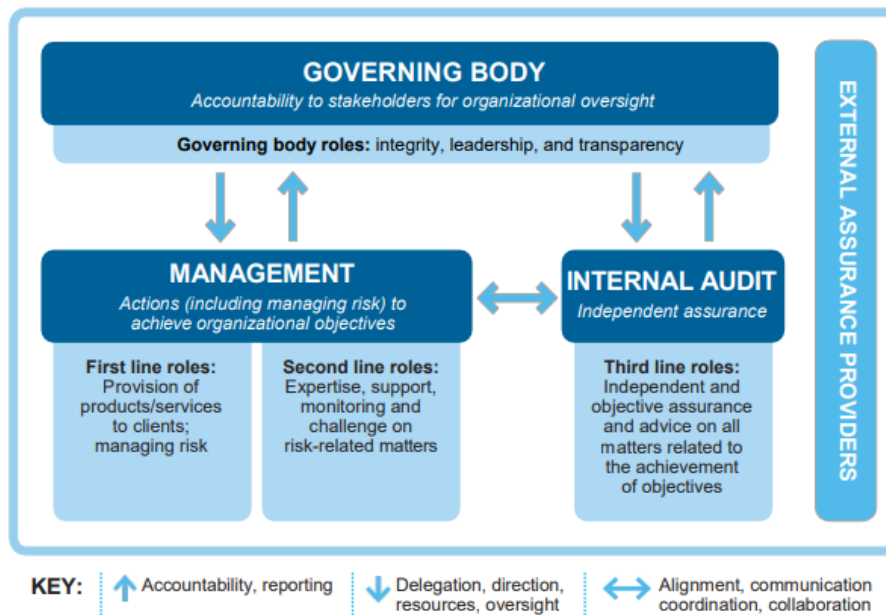


Figure 1 Three Lines Model by the IIA

[source: The Institute of Internal Auditors, Australia]

6.1. Risk Management Policy and Procedures

The Risk Management Policy outlines council's commitment to risk management.

Risk management procedures (including those for key asset groups) shall be developed to provide a coordinated, consistent and systematic way of identifying, assessing and prioritising risks, deciding how they will be managed, and documenting and communicating this across the Council. Appendix B outlines our risk management process.

6.2. Risk Management Culture

A positive risk management culture is one where staff at every level appropriately manage risk as an intrinsic part of their day-to-day work. Risk management culture should be embedded into and not separate from the organisation culture.

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To encourage a positive risk culture, management should understand and value risk management culture as a driver of good outcomes rather than a corrective measure.

6.3. Risk Profile and Risk Appetite Statement

Council manages its risk profile through the strategic and operational risk register, with reference to risk and opportunity categories for people (staff, contractors, volunteers, and the community), corporate governance, environment, financial, information technology, property and infrastructure, and reputation.

The risk appetite statement outlines the type and amount of risk that council is prepared to accept in pursuit of achieving its strategic objectives and this will also assist to define council's risk tolerance to managing risk and taking opportunities in day-to-day operational activities. It helps to protect the council's reputation and pursue opportunities with confidence.

It is important that the risk reward trade-off be considered when defining the council's risk tolerance levels for a specific risk or category of risk.

The elected council as the governing body, will approve the risk appetite statement for council's risk profile, in consultation with the Audit Risk and Improvement Committee. The Executive Management Team will assist by drafting any changes and making recommendations based on the operational environment and risk profile.

This will then assist decision makers by defining the level of risk tolerance and opportunity they may take and create when carrying out the functions and activities of the council.

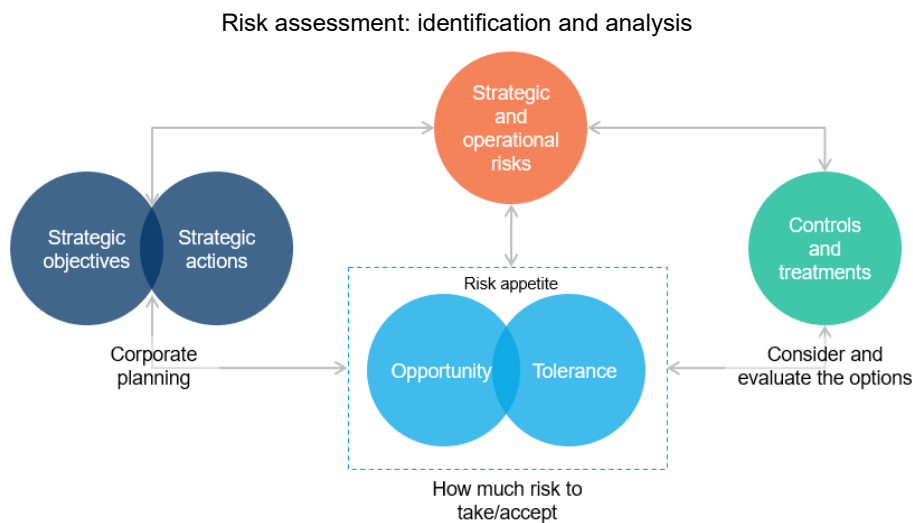


Figure 2 Risk management process with risk appetite
[source: Victorian Managed Insurance Authority]

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6.4. Ongoing Monitoring and Review

The Business Assurance and Risk Department will be responsible for the ongoing monitoring and review to ensure that the enterprise risk management framework remains relevant, effective and complies with the current Australian Standard for Risk Management.

Quarterly reports will be provided to the Executive Management Team on the status of the enterprise risk management framework, capturing any changes to the risk profile and risk register, as well as any identified risk management initiatives and emerging risks.

The Audit Risk and Improvement Committee will be provided with ongoing reports on the status of the enterprise risk management framework.

6.5. Internal Audit

The internal audit function operates independently, undertaking a risk-based audit plan and program to provide assurance that risks are being managed effectively through key controls and that overall good governance is evident. The internal audit plan, audit reports and progress on audit recommendations are reported to the Executive Team and to the Audit, Risk and Improvement Committee to ensure independent oversight of the effectiveness of controls and any recommendations for improvement.

6.6. Audit, Risk and Improvement Committee (ARIC)

ARIC will be responsible for providing independent advice and assurance to the council that the enterprise risk management framework and risk management activities are appropriate and operating effectively.

6.7. Reporting

The CEO will attest each year in the council's annual report (for the prior financial year) as to whether council has complied with its risk management requirements.

7. Procedure Review

This procedure will be reviewed every 2 years after adoption or if a significant change occurs.

Responsibility for the review of this procedure is the Manager of Business Assurance and Risk.

Appendix A: Risk Management Principles and Framework (AS ISO 31000:2018)

The principles outlined in the Standard, as illustrated in figure 4, are embraced by Shoalhaven City Council by acknowledging that an effective risk management framework should consider the principles for when establishing the framework:

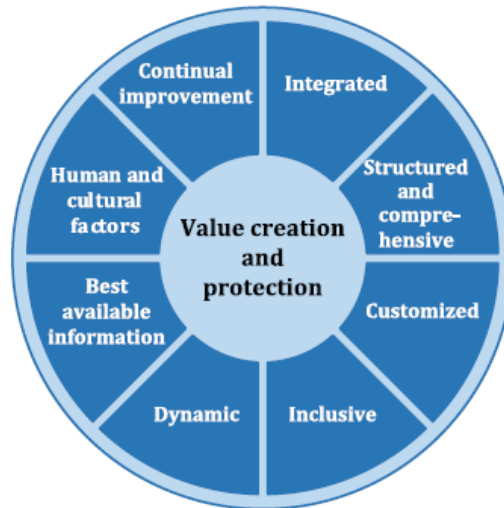


Figure 3 – Principles

[Source: AS ISO 31000:2018 Risk management – Guidelines]

1. *Integrated* – it is part and lives within each and all areas and levels of the organisation
2. *Structured and comprehensive* – to provide a consistent and measured approach in the assessment of risks across the organisation
3. *Customised* – the process is applied and implemented within the context of the organisation, its standards, values and acceptable tolerances and risk appetite
4. *Inclusive* – the risk management process is applied in a consultative manner ensuring all relevant stakeholders contribute thereby ensuring all views and perceptions are considered
5. *Dynamic* – the process is repeatable, renewable to ensure any new emerging and modified risks are captured and management
6. *Best Available Information* – every effort will be made to consider all aspects of risks in the assessment and review process, including any limitations, expectations and future potential risks. The consultative process will bring the relevant participants and their knowledge and expertise for the most effective process and outcome

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7. *Human and cultural factors* – we acknowledge that the human factor and experience can influence the process and this will be considered
8. *Continual improvement* – we will actively aim to continually learn from the application of the process and the outcomes to strive for improvement at every opportunity through the effective application of this process

Figure 4 from the Standard illustrates the relationships between the components of the framework



Figure 4 Developing a risk management framework

[Source: AS 31000:2018 Risk management – Guidelines]

The framework will comprise the following six elements:

1. Leadership and commitment – active and ongoing senior management oversight will ensure the effective integration of the risk management process through all organisational processes and activities as a seamless part of the business process
2. Integration – relies on the core understanding of the aim of the process and how it relates to all activities and operations their interrelationships and objectives that need to be achieved
3. Design – the process must understand and work within the organisational context and the impacts both internal and external
4. Implementation – must consider the capacity and capability of the organisation and activities. To be implemented it must be clearly understood in terms of the process and how it will assist and strengthen the activity

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5. Evaluation – once implemented the process and its implementation and effectiveness must be reviewed and evaluated for the value it serves as well as how well it is being implemented. The outcome will determine if any modifications/ improvements are required
6. Improvement – this stage will measure the overall process is serving its purpose and consider any changes to the organisation or the environment in which the organisation operates. This is a continuous process that will identify any gaps or shortcomings.

CL25.388 - Attachment 3

Appendix B: Risk Management Process

Council has adopted the Risk Management Process as defined in AS ISO 31000:2018 represented diagrammatically below.

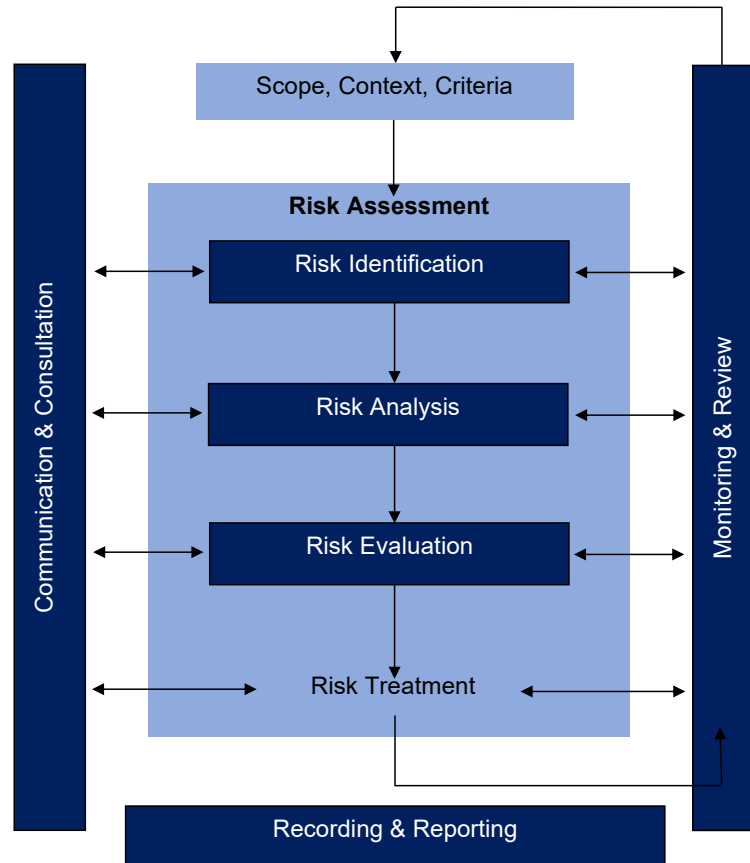


Figure 6

[Source: AS 31000:2018 Risk management – Guidelines]

Please refer to councils Risk Assessment procedure for further detail on council's risk assessment process.

CL25.274 Adoption of the Lake Conjola Entrance Management Policy

HPERM Ref: D25/339260

Department: Environmental Services

Approver: Lindsay Usher, Acting Director - City Development

Attachments: 1. Lake Conjola Entrance Management Policy (under separate cover)

Purpose:

To provide Council with an update on the outcomes of the draft Lake Conjola Entrance Management Policy (EMP) public exhibition and community consultation. Then seek Council's adoption of the *Lake Conjola EMP (2025)*.

Summary and Key Points for Consideration:

Council has completed a review of the entrance management arrangements for Lake Conjola.

The Lake Conjola EMP takes into consideration a range of environmental factors and includes the outcome of an evidence-based, technical review of the planned opening levels and associated entrance management options to inform the entrance management procedures within the EMP.

The Lake Conjola entrance is located on land owned by NSW Crown Lands. Council is only permitted to mechanically open entrances in accordance with the planned opening water levels and conditions contained within EMPs, and the corresponding NSW Crown Lands licence (to be applied for upon adoption of this EMP). The Lake Conjola EMP has been developed in accordance with all relevant State and Federal Government legislation.

The updated draft EMP (2025) includes significantly improved entrance management measures than are included in the *NSW Crown Lands licence (2021)*. The EMP discusses occasional dredging of the ebb tide channel as a contingency measure, but this has not been assessed in the supporting Lake Conjola REF. Each ebb tide channel dredging campaign would need to be supported by a separate REF. Even if an ebb tide channel dredging campaign is undertaken, the lake can still close due to natural processes such as coastal storms which deposit sand in the entrance. The updated EMP provides significantly improved entrance management measures for opening Lake Conjola following a natural closure.

The draft Lake Conjola EMP was publicly exhibited for 4 weeks from 25 October 2024 to 25 November 2024 and an additional 7 weeks from 10 April 2025 to 1 June 2025. The draft Lake Conjola Review of Environmental Factors (REF) was publicly exhibited from 10 April 2025 to 1 June 2025. The outcomes from the public exhibition and community consultation process are summarised in this report.

Following adoption of the Lake Conjola EMP, the EMP and supporting REF will be submitted to NSW Crown Lands to obtain an NSW Crown Lands licence to allow Council to undertake entrance management in accordance with the updated *Lake Conjola EMP (2025)*. Council will also submit an application to the NSW Department of Climate Change, Energy, the Environment and Water (DCCEEW) for a Threatened Species Permit to assist with entrance management.

Council will commence implementation a Total Flood Warning System (TFWS) at Lake Conjola in 2025. When fully implemented, this TFWS will predict lake levels in a flood event, provide early warning, and assist with flood event response and pre-flood entrance

management procedures. It is important to note that the TFWS will allow pre-emptive entrance management works to be undertaken and for this reason the Lake Conjola EMP includes a range of management measures in a toolbox of entrance management options. In summary the TFWS will complement the Lake Conjola EMP.

Recommendation

That Council:

1. Adopt the Lake Conjola Entrance Management Policy (EMP);
2. Submit the EMP and supporting Review of Environmental Factors (REF) to NSW Crown Lands to obtain a NSW Crown Lands licence.

Options

1. As recommended. Council adopts the Lake Conjola Entrance Management Policy (EMP). Then the EMP and supporting REF will be submitted to NSW Crown Lands to obtain an NSW Crown Lands licence.

Implications: Council's adoption of the EMP will allow Council to obtain an NSW Crown Lands licence and Threatened Species Permit to undertake entrance management in accordance with the updated *Lake Conjola EMP (2025)*. The updated EMP includes significantly improved entrance management measures to assist to reduce flood risk at Lake Conjola, especially when complemented by the proposed TFWS.

2. Not adopt, or, seek further modification to the Lake Conjola EMP.

Implications: Additional modifications to the draft EMP, if significant, would require further public exhibition and reporting back to Council. Under such a scenario, additional Council time and budget would be required for the project team to engage a consultant to complete this work, which would delay the community benefiting from the improved entrance management measures included in the EMP. Recent entrance openings such as in April 2025 would have significantly benefited from the measures included in the updated EMP. By adopting the EMP, Council meets its obligations under the NSW Flood Prone Land Policy to help manage flood risk in the Lake Conjola floodplain. Should Council choose not to adopt the improved EMP, it may jeopardise Council's exemption from liability for decisions made relating to flood liable land under section 7.33 of the Local Government Act 1993. This project has been funded by the NSW DCCEEW Coast and Estuary Grants Program with a one third contribution by Council. Applications for additional funding and time may not be successful due to several variations already approved on this project and the Lake Conjola CMP project now being considered complete. Consequently, there is no scope or budget for further significant amendments to the EMP and supporting REF.

Background and Supplementary information

An EMP identifies the planned water 'trigger' levels and procedures in which Council opens the entrance of waterways to the ocean, to assist with flood mitigation to low-lying properties and infrastructure. Lake Conjola is classified as an intermittently closed and open lake and lagoon (ICOLL).

The purpose of an EMP is to assist with flood mitigation to historic low-lying habitable floor areas. It is important to highlight that an EMP will not prevent flooding from occurring in flood prone areas (nor does it intend to) and that occupying flood prone land therefore comes at a risk.

The Lake Conjola entrance is located on land owned by NSW Crown Lands. Council is only permitted to mechanically open entrances in accordance with the trigger levels and conditions contained within an EMP, and the relevant NSW Crown Lands licence.

Council has completed a review of the entrance management arrangements for Lake Conjola in association with the Lake Conjola CMP. The EMP was decoupled from the CMP post public exhibition following the 29 April 2025 Ordinary Meeting as per MIN25.195. Noting that the Lake Conjola CMP was adopted on 10 June 2025 as per MIN25.300 and has subsequently been submitted to the relevant NSW Government minister for certification.

The Lake Conjola EMP takes into consideration a range of environmental factors and includes the outcome of an evidence-based, technical review of the trigger levels to inform the entrance management options within the EMP.

The draft Lake Conjola EMP includes the following entrance management measures:

- Dry notch maintenance to reduce the sand burden behind the entrance berm to facilitate quicker entrance openings. This maintenance will typically be undertaken in the non-shorebird nesting season in a manner intended to limit sand elevation in the dry notch area for the duration of the next shorebird nesting season. It is noted that dry notch maintenance was not included in the existing *Lake Conjola Interim EMP (2013)* and *NSW Crown Lands licence (2021)*.
- Pilot channel excavation based on the planned opening levels being reached.
- Mechanical berm lowering to lower the natural sand berm area prior to a flood and allow the entrance berm to naturally overtop and open. In practice this would operationally require the natural sand berm area to be lowered below the planned opening level to allow for some potential increase in berm elevation from storm washover immediately prior to the flood peak rising in Lake Conjola and overtopping the entrance berm. It is noted that pilot channel excavation could still be undertaken following initial mechanical berm lowering works when this can be undertaken safely, but if this could not occur, the natural sand berm area would have already been lowered to allow natural opening by the planned opening level. It is noted that mechanical berm lowering was not included in the existing *Lake Conjola Interim EMP (2013)* and *NSW Crown Lands licence (2021)*.

It is noted that the draft EMP discusses occasional dredging of the ebb tide channel as a contingency measure, but this has not been assessed in the supporting Lake Conjola REF. Each ebb tide channel dredging campaign would need to be supported by a separate REF (and potential Environmental Impact Statement (EIS)).

The development of an EMP also involves the preparation of a supporting REF. The purpose of an REF is to describe the proposed activity and assess the likely environmental impact(s) of that activity. It also identifies suitable mitigation measures to reduce the likely environmental impact(s), if any, of the proposal. An REF is developed in line with the legislative requirements of the Environmental Planning and Assessment Act 1979 (EP&A Act). It also considers the relevant provisions of the Commonwealth Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act), and other relevant NSW environmental legislation and environmental planning instruments.

The EMP (2025) is now being presented to Council for adoption. Following adoption of the draft EMP (2025), the EMP and supporting REF will be submitted to NSW Crown Lands to obtain an NSW Crown Lands licence. Concurrence from NSW Crown Lands, DPI Fisheries, NSW DCCEE and NSW NPWS is required for approval.

Following receipt of a NSW Crown Lands licence, Council will also submit an application to the NSW DCCEE for a Threatened Species Permit. This permit provides a procedure and associated mitigation measures for the NSW NPWS and Council to legally implement in situations in which entrance management works are required at times in which threatened shorebirds are present in the entrance area. It is noted that this is a procedure that Council

has already been through for the Tabourie Lake entrance when the EMP was last updated and is an ongoing requirement for all adopted EMP's.

Council will commence implementation of a TFWS at Lake Conjola in 2025 following the completion of a TFWS Scoping Study in March 2025 and securing the necessary funds from the NSW Government and Council to implement a TFWS. When fully implemented, this TFWS will predict lake levels in a flood event, provide early warning, and assist with flood event response and pre-flood entrance management procedures. It is important to note that the TFWS will assist pre-emptive entrance management works to be undertaken and for this reason the Lake Conjola EMP includes a range of management measures in a toolbox of entrance management options. In summary the TFWS will complement the Lake Conjola EMP.

Internal Consultations

Consultation has been undertaken as business as usual with the relevant operational staff at Council throughout all stages of the EMP and REF development.

External Consultations

Throughout all stages of the EMP and REF development, external consultation was carried with a range of representatives from NSW State Government agencies. These included:

- NSW Department of Climate Change, Energy, the Environment and Water (DCCEEW)
- NSW Department of Primary Industries and Regional Development (DPIRD) – Fisheries
- NSW Department of Planning, Housing and Infrastructure (DPHI) – Crown Lands and Planning
- National Parks and Wildlife Service (NPWS)
- State Emergency Services (SES)

Council engaged with these entities throughout the development of the EMP and REF to ensure that the relevant legislation is appropriately complied with. These agencies have all provided in-principle support of Council's EMP.

Community Consultations

The draft Lake Conjola EMP was publicly exhibited (as part of the CMP) for 4 weeks from 25 October 2024 to 25 November 2024 and an additional 7 weeks (following decoupling of the EMP from the CMP) from 10 April 2025 to 1 June 2025. The draft Lake Conjola Review of Environmental Factors (REF) was publicly exhibited for 7 weeks from 10 April 2025 to 1 June 2025.

The EMP public exhibition process involved:

- Provision of the draft Lake Conjola EMP electronically on the *Shoalhaven Entrance Management Policy Review Get Involved* webpage:
<https://getinvolved.shoalhaven.nsw.gov.au/shoalhaven-entrance-management-policy-review> and the *Documents on Exhibition* section of the Council website.
- Provision of the *draft Lake Conjola Entrance Opening Review of Environmental Factors (2025)* on the *Shoalhaven Entrance Management Policy Review Get Involved* webpage.

- Engagement with the community via social media, Council community newsletter, media release, email to subscribers of relevant Lake Conjola Coastal Management and Floodplain Management Get Involved webpages, and notification of the community groups such as the lake Conjola Community Association.

The main theme in community feedback from the Lake Conjola CMP public exhibition from 25 October 2024 to 25 November 2024 was associated with entrance management. Some common themes raised are summarised below. Council feedback on these comments is provided in italics.

- Requests that the lake is maintained in an open condition by regular dredging or training the entrance with breakwalls.
- *[This is not an objective that can be achieved with an EMP to open an ICOLL].*
- An open entrance improves poor water quality that occurs when the entrance is closed.

[It is noted that NSW Government agencies do not support opening an ICOLL for water clarity and/or water quality objectives. It is for this reason that the EMP includes mitigation measures to manage flood risk to existing low-lying development.]

- If the entrance is open, flooding will not be experienced.
- *[This statement is incorrect. Lake Conjola has most recently flooded with an open entrance in July 2025 (1.60m Australian Height Datum (AHD)) and March 2022 (1.57m AHD).]*

- The previous mechanical opening approach has been ineffective, particularly when flood events occur overnight.

[The NSW Crown Lands licence (2021) only includes measures to open the lake when water level triggers have been met. The inclusion of additional entrance management measures in the updated EMP such as dry notch maintenance and berm lowering in addition to pilot channel excavation provides a range of management options to facilitate an entrance opening during daylight hours or overnight. The February 2020 and November 2023 entrance openings, for which flooding occurred overnight, would have significantly benefited from the dry notch maintenance and mechanical berm lowering provisions included in the updated EMP. As noted above, the updated draft EMP includes significantly improved entrance management measures than are included in the NSW Crown Lands licence (2021)]

- Council uses guesswork or their interpretation of weather events to decide when to open the entrance.

[Council utilises available rainfall forecasts and information from rainfall and water level gauges when opening Lake Conjola. It is noted that the Lake Conjola TFWS will predict lake levels in a flood event, provide early warning, and assist with flood event response and pre-flood entrance management procedures. It is important to note that the TFWS will allow pre-emptive entrance management works to be undertaken and for this reason the Lake Conjola EMP includes a range of management measures in a toolbox of entrance management options.]

- Council is proposing entrance management that is similar to the current inadequate approach.

[This statement is incorrect. As noted in this report, the updated draft EMP includes significantly improved entrance management measures than are included in the NSW Crown Lands licence (2021)]

The following summarises the engagement achieved throughout the EMP public exhibition process from 10 April 2025 to 1 June 2025:

- 15 submissions on the draft EMP were received.
- 12 submissions from community members that cover the following themes. It is noted that only one of these submissions included any feedback on the specific EMP content. Council feedback on these comments is provided in italics.

- Desire for blue water in Lake Conjola for tourism and water sports benefits facilitated by openings for tidal flushing.

[This is not an objective that can be achieved with an EMP to open an ICOLL].

- The communities request for dredging to assist with water clarity and/or water quality and flood management objectives. This covered ebb tide dredging and dredging within the lake, but some comments noted that a permanent entrance opening was not wanted.

[It is noted that NSW Government agencies do not support opening an ICOLL for water clarity and/or water quality objectives. It is for this reason that the EMP includes mitigation measures to manage flood risk to existing low-lying development. The EMP discusses occasional dredging of the ebb tide channel as a contingency measure, but this has not been assessed in the supporting Lake Conjola REF. Each ebb tide channel dredging campaign would need to be supported by a separate REF (or potential EIS). Even if an ebb tide channel dredging campaign is undertaken, the lake can still close due to natural processes such as coastal storms which deposit sand in the entrance. The updated EMP provides significantly improved entrance management measures for opening Lake Conjola following a natural closure.]

- Comments that the current trigger levels included in the NSW Crown Lands licence (2021) were ineffective for the April 2025 entrance opening.

[It is noted that the updated draft EMP includes significantly improved entrance management measures than are included in the NSW Crown Lands licence (2021). The provision of dry notch maintenance, pilot channel excavation and mechanical berm lowering within the EMP, especially when combined with early flood warnings from a TFWS, provides a range of management options to facilitate an entrance opening during daylight hours or overnight that reduces flood risk and prevents the entrance quickly closing up again. If the updated EMP had been adopted and an NSW Crown Lands licence made available prior to April 2025, dry notch maintenance would have been undertaken, and the pilot channel length would have been significantly shorter. This would have resulted in higher flow velocities through the pilot channel, and the lake entrance would have scoured open much quicker. The role of a dry notch as included in the updated draft EMP is to reduce the sand burden behind the beach berm to reduce the pilot channel length to facilitate a quicker and more effective entrance opening.]

- Feedback on individual preferences for what specific text is included in the EMP or REF.

[The EMP and REF include the necessary information as required by relevant State and Federal Government legislation and NSW Government Agency requirements].

- Comments that the current trigger levels NSW Crown Lands licence (2021) have proven ineffective for entrance openings at nighttime. This includes one comment that a lower trigger level of 0.8m AHD should be considered.

[The NSW Crown Lands licence (2021) only includes measures to open the lake when water level triggers have been met. The inclusion of additional entrance management measures in the updated EMP such as dry notch

maintenance and berm lowering in addition to pilot channel excavation provides a range of management options to facilitate an entrance opening during daylight hours or overnight that reduces flood risk and prevents the entrance quickly closing up again. The February 2020 and November 2023 entrance openings, for which flooding occurred overnight, would have benefited from the dry notch maintenance and mechanical berm lowering provisions included in the updated EMP. As noted above, the April 2025 entrance opening would have benefited from the dry notch maintenance provision included in the updated EMP. As noted above, the updated draft EMP includes significantly improved entrance management measures than are included in the NSW Crown Lands licence (2021). A key driver for the relatively ineffective entrance openings in April 2025 and June 2019 was the attempt to open at very low levels below 1.0m AHD.]

- 3 submissions from NSW Government agencies, including NSW DCCEE, NPWS and DPIRD Fisheries.

[This feedback covered shorebird management, agency contact details, feedback to establish effective and repeatable flora and fauna management practices for future EMP revisions within the LGA, and REF feedback.]

It is noted that Mechanical openings at low levels are difficult and are often short lived due to several factors:

- The water level at the time of opening is typically too low, or the tides too high, to create the surge required for effective scouring of the excavated pilot channel, also known as insufficient 'hydraulic head'. For example, in the April 2025 entrance opening, the lake water level was not significantly higher than the ocean water level when opened at 0.93m AHD (at times it would have been lower) and this resulted in an ineffective entrance opening given water needs to flow downhill with sufficient velocity to scour open the entrance.
- Opening the lake at a level lower than the trigger level will lead to an even more rapid closure of the entrance. The better the scour, the longer the lake stays open.
- Storm wash-over carries offshore sand back into the entrance causing sand build up through the entrance.

Following the public exhibition period, the draft EMP and REF has been updated based on the submissions received.

Policy and Statutory Implications

The Lake Conjola EMP has been developed in accordance with all relevant State and Federal Government legislation. This includes the NSW Flood Prone Land Policy and Flood Risk Management Manual (2023). Entrance management as a flood risk mitigation measure is also supported by Council's adopted Lake Conjola Coastal Management Program (CMP) and hence the Coastal Management Act (2016).

The REF has been developed in line with the legislative requirements of the Environmental Planning and Assessment Act 1979 (EP&A Act). It also considers the relevant provisions of the Commonwealth Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act), and other relevant NSW environmental legislation and environmental planning instruments.

Following adoption of the EMP (2025) and obtaining an NSW Crown Lands licence, the existing *Lake Conjola Interim EMP (2013)* and supporting *NSW Crown Lands licence (2021)* will be superseded.

Financial Implications

The Lake Conjola EMP has been prepared by Council with funding assistance received from NSW DCCEEW through a Coast and Estuaries Grant (Lake Conjola CMP). This grant funding has provided a two-thirds contribution from the NSW State Government for the completion of the EMP. The supporting REF was fully funded by Council.

Following adoption of the EMP and obtaining a NSW Crown Lands licence, Council will undertake entrance management actions as required with existing entrance management operational budgets.

Risk Implications

The *Lake Conjola Floodplain Risk Management Plan (2013)* includes a mitigation measure to implement an entrance management policy for flood mitigation benefits.

By adopting the updated *Lake Conjola EMP (2025)*, Council meets its obligations under the NSW Flood Prone Land Policy and Flood Risk Management Manual (2023) to manage flood risk within the Lake Conjola catchment.

Should Council choose not to adopt and implement the updated EMP, it may jeopardise Council's exemption from liability for decisions made within the Lake Conjola catchment relating to flood liable land under section 7.33 of the Local Government Act 1993.

Section 733 of the Local Government Act 1993 provides local councils and statutory bodies representing the Crown, and their employees, with a limited legal indemnity for certain advice given that relates to the likelihood of flooding or the extent of flooding. The Act also provides that a council that acts in accordance with the Manual relating to the management of flood liable land is taken to have acted in good faith in relation to advice given, or things done or not done, relating to the likelihood of flooding or the extent of flooding.

Lake Conjola Entrance Management Policy



CL25.395 - Attachment 2

Cover image: Lake Conjola entrance during February 2020 flood event

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Adoption Date:	XX/XX/2025 [To be Advised – Draft Only]
Amendment Date:	
Minute Number:	[To be Advised – Draft Only]
Next Review Date:	XX/XX/2030 [To be Advised – Draft Only]
Related Legislation:	
Associated Policies/Documents:	
Directorate:	City Development
Responsible Owner:	
Record Number:	[To be Advised – Draft Only]



Acknowledgement of Country

Walawaani (welcome),

Shoalhaven City Council recognises the First Peoples of the Shoalhaven and their ongoing connection to culture and country. We acknowledge Aboriginal people as the Traditional Owners, Custodians and Lore Keepers of the world's oldest living culture and pay respects to their Elders past, present and emerging.

Walawaani njindiwan (safe journey to you all)

This acknowledgment includes Dhurga language. We recognise and understand that there are many diverse languages spoken within the Shoalhaven.

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1 General

This document sets out the DRAFT Entrance Management Policy (EMP) for management of the entrance to Lake Conjola. The primary driver for entrance management is the risk associated with flooding. Accordingly, the EMP allows for the implementation of Council's Total Flood Warning System (TFWS) for Lake Conjola to support entrance management decision-making. The EMP has been developed based on the findings of the Lake Conjola Coastal Management Program (CMP), *Lake Conjola Flood Study (2007)*, *Lake Conjola Floodplain Risk Management Study & Plan (2013)*, and *Shoalhaven LGA Floor Level Survey for Flood Planning (2024)* investigations.

The EMP document is structured in the following way:

- Policy Name
- Objectives
- Review of Environmental Factors
- Land to which the EMP Applies
- Climate Change
- Relevant Legislation, Policy and Approvals
- Entrance Management Principles and Procedures
- Penalties
- Responsibility
- Contacts
- Authorisation
- Review Period
- Amendments
- Appendices
- References

2 Policy Name

Lake Conjola Entrance Management Policy.

3 Objectives

The EMP provides a framework that assists in the management of the entrance to Lake Conjola. The EMP aims to:

- Minimise risk to life and risk to public and private property and assets due to flooding.
- Establish clear triggers for initiating mechanical intervention in the natural processes of the entrance, with consideration of ocean conditions.
- Establish procedures for mechanical interventions at the entrance and for disposal of excavated material.

- Minimise interference with natural entrance behaviour and allow mechanical entrance openings to mimic a natural Intermittently Closed and Open Lake and Lagoon (ICOLL) opening regime as closely as possible.
- Accommodate future climate considerations, in particular sea level rise.
- Conserve or enhance the ecological diversity and flora and fauna communities of the lake system.
- Conserve or enhance the recreational activities within the lake and its foreshores.
- Define key responsibilities for management of the entrance.
- Detail the procedures for monitoring the entrance.

Council is responsible for managing the Lake Conjola entrance for the purpose of flood mitigation for low-lying properties in accordance with authorisations from the NSW Government. The mechanical opening of the Lake Conjola entrance will not prevent flooding of houses within the entirety of the catchment. Even if the entrance is fully open at the start of a large flood (i.e., it has recently been scoured by a preceding flood) there are existing houses that can still flood. Accordingly, the EMP aims to reduce, not eliminate, the impacts of flooding.

4 Review of Environmental Factors

A supporting Review of Environmental Factors (REF) will need to be prepared to support the EMP and be updated over time in line with any EMP changes and/or new information. The REF describes the activities involved in management of the entrance in accordance with the EMP, outlines the potential impacts of implementing the EMP on the coastal and estuary environments, and details the mitigation measures to be adopted to minimise potential impacts in accordance with the *Environmental Planning and Assessment Act 1979*, Part 5. It also considers the relevant provisions of the Commonwealth Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act), and other relevant NSW environmental legislation and environmental planning instruments.

Following receipt of a NSW Crown Lands licence, Council will likely be conditioned to obtain a Threatened Species Licence from NSW DCCEEW to assist with the adequate protection of threatened migratory and beach nesting shorebirds at the Lake Conjola entrance. The Threatened Species Licence will provide details covering survey and pre-work requirements, monitoring requirements during works, DCCEEW contact procedures and associated responsibilities.

5 Land to which the EMP Applies

The EMP applies to lands located at the entrance to Lake Conjola, including those lands where excavation of sand would be carried out as part of entrance management and those lands where excavated sand may be beneficially placed. In the latter case, such lands could include the sand spit north and south of the entrance, Conjola Beach, Manyana Beach, lake foreshore beaches downstream of the Holiday Haven Caravan Park, and along the Cunjurong shoreline. These locations are all within the same tertiary sediment compartment for this stretch of coastline as described in the Lake Conjola CMP.

The land to which the EMP applies is shown graphically in **Figure 5-1** and is wholly within Minister-managed Crown Land except for a section of the southern spit, which is council-managed Crown Reserve.

The REF for management of the entrance will consider the wider Lake Conjola estuary and catchment.

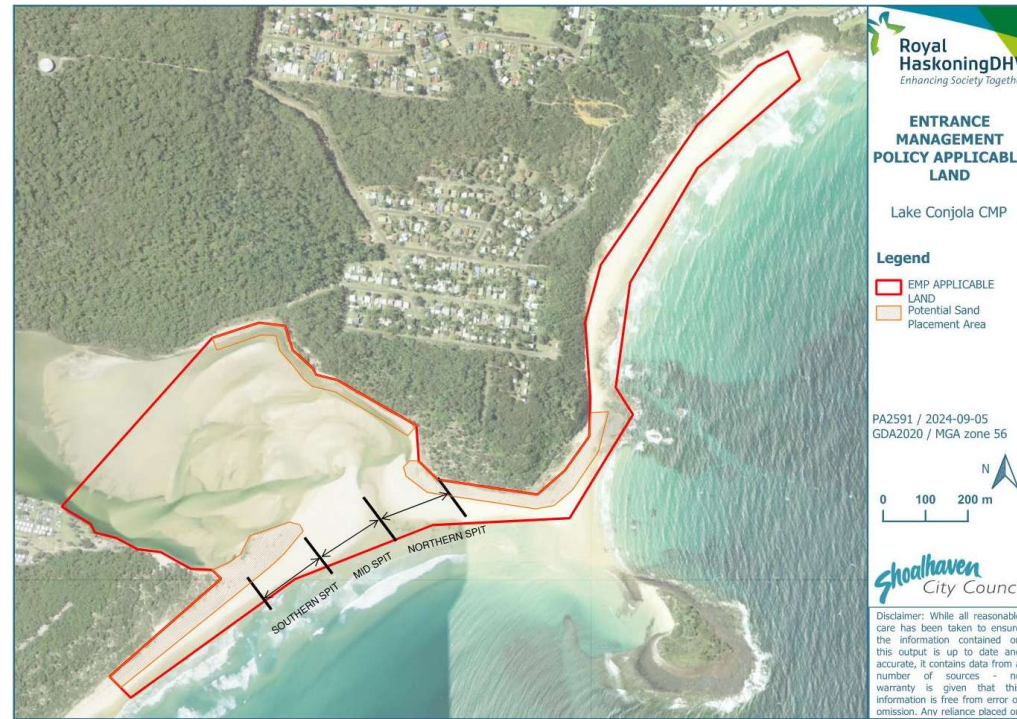


Figure 5-1: Land to which the EMP applies

6 Climate Change

The current proposed trigger values for management of the entrance to Lake Conjola (outlined in **Section 8**) will need to be revised over time associated with future sea level rise. These revisions should be considered at the proposed Review Periods of the EMP (refer **Section 13**) or at such other times determined by Council.

As of 2024, Council's adopted sea level rise projections are as below:

- 0.10 metres by 2030
- 0.23 metres by 2050
- 0.85 metres by 2100

In accordance with Council's Sea Level Rise Framework, Council will continue to monitor State and Federal Government advice and future Intergovernmental Panel on Climate Change (IPCC) reports to review existing sea level rise projections approximately every seven (7) years.

7 Relevant Legislation, Policy and Approvals

The EMP broadly complies with various State Government initiatives for environmental management of coastal lakes, and will be applied with consideration of the following legislation and policies:

- *Commonwealth Environment Protection and Biodiversity Conservation Act 1999.*
- *NSW Environmental Planning and Assessment Act 1979.*
- *NSW Local Government Act 1993.*
- *NSW Coastal Management Act 2016.*
- *NSW Fisheries Management Act 1994.*
- *NSW Crown Land Management Act 2016.*
- *NSW Flood Prone Land Policy 2023.*
- *NSW National Parks and Wildlife Act 1974.*
- *NSW Biodiversity Conservation Act 2016.*
- *NSW Protection of the Environment Operations Act 1997.*
- *NSW State Environmental Planning Policy (Resilience and Hazards) 2021.*
- *NSW State Environmental Planning Policy (Transport and Infrastructure) 2021.*
- Fisheries NSW Policy and Guidelines for Fish Habitat Conservation and Management (2013 update)

Table 7-1 provides a list of potential permits/approvals that may be required for the carrying out of mechanical interventions at the entrance. These will be confirmed following completion of the supporting REF for the EMP.

Table 7-1: Potential permits and approvals for mechanical interventions at the entrance

Relevant Act	Approvals Required	Approval Body
<i>NSW Crown Land Management Act 2016</i>	Licence to carry out activities on Crown Land	NSW Department of Planning, Housing and Infrastructure – Crown Lands
<i>NSW Fisheries Management Act 1994</i>	Permit to harm marine vegetation, if applicable. Permit for dredging and reclamation. ¹	NSW Department of Primary Industries and Regional Development - Fisheries
<i>NSW Biodiversity Conservation Act 2016</i>	Species Impact Statement (SIS), if applicable.	NSW Department of Climate Change, Energy, the Environment and Water
<i>NSW National Parks and Wildlife Act 1974</i>	Aboriginal Heritage Impact Permit (AHIP), if applicable.	NSW Department of Climate Change, Energy, the Environment and Water

Notes:

1. A dredging permit under section 200 of the *NSW Fisheries Management Act 1994* (FM Act) is not required, provided that dredging has been authorised under *NSW Crown Land Management Act 2016* and under s.199 of the FM Act NSW Department of Planning, Housing and Infrastructure – Crown Lands has consulted with NSW Department of Primary Industries and Regional Development – Fisheries prior to authorising.

8 Entrance Management Principles and Procedures

The EMP will be implemented in accordance with the principles and procedures set out in the following sections.

The approach for management of the entrance to Lake Conjola involves the implementation of a TFWS, maintenance of a dry notch, mechanical berm lowering, and excavation of a pilot channel when water level triggers are met. In addition, as a contingency measure only, and subject to separate additional environmental approvals, occasional dredging of the ebb tide channel may be carried out in the event of a severe storm washover that could adversely impact the ability for Council to complete mechanical intervention works in a timely manner.

8.1 Management Principles

The following general principles apply to management of the entrance to Lake Conjola:

- Open the entrance when water level triggers (refer **Section 8.3** and **Section 8.5**) are reached or predicted to be reached due to rain falling or forecast heavy rainfall.
- Implementation of the EMP is a short-term to medium-term flood mitigation measure, as recommended in the *Lake Conjola Floodplain Risk Management Plan (2013)*.
- Implementation of long-term flood mitigation measures, as identified in the *Lake Conjola Floodplain Risk Management Plan (2013)*, to negate the need for mechanical intervention to restore a more natural opening regime over time.
- Incorporate provisions for increasing water level triggers commensurate with sea level rise and in accordance with Council's Sea Level Rise Framework. This would need to be undertaken in conjunction with the implementation of long-term flood mitigation measures investigated through a Floodplain Risk Management Study and Plan to ensure that existing low-lying dwellings and assets are raised over time and new development is appropriately located.

8.2 Excavation of a Pilot Channel

A pilot channel is excavated to facilitate the opening of the Lake at the nominated trigger level under closed entrance conditions during a flood event. The purpose of excavating a pilot channel is to control the timing, lake level and location of the Lake opening to coincide with favourable oceanic conditions and maximise scour potential to allow an effective opening, while also limiting impacts to threatened migratory and beach-nesting shorebirds and possible erosion of the southern dunes. Pilot channel excavation should ideally be planned for implementation under conditions that will facilitate an effective opening which is largely dependent on the hydraulic gradient (water level difference across a distance) achieved between the Lake and the Ocean. The following aspects should be considered when planning a pilot channel excavation to achieve an effective opening:

- Lake water levels: For a mechanical opening to be as effective as possible the opening should be initiated at as high a lake level as feasible without impacting adversely on flood risk. Planning and preparation for an opening can take place at lower lake levels (in line with the trigger levels prescribed in the EMP, refer **Section 8.3**), particularly with the benefit of a TFWS.
- Timing with ocean tides: Initiating a mechanical opening around ocean high tide, subject to other factors such as the safety of operations, generally results in a well scoured entrance and generally a longer period of entrance open conditions. This greater effectiveness is related to the longer duration of sustained positive head (water level) difference between the lake and the ocean over time as the ocean tide level falls.
- Length of the required excavation: Pilot channel length is an important factor as it affects the response time for mechanical intervention (quantity of sand to be excavated) and the effectiveness of a mechanical breakout event (scouring of the channel). A situation where the required excavation for the pilot channel is overly long should be avoided, if possible, as a shorter channel length has the benefit of a steeper hydraulic gradient and quicker excavation duration for a mechanical opening. Allowing the water level in the lake to rise as a means of reducing the pilot channel length needs to be carefully managed due to the associated flood risk. Maintenance of a dry notch area (refer **Section 8.6**) is proposed to reduce the length of the sand berm through which a pilot channel needs to be excavated

The pilot channel should ideally be excavated within the dry notch area (typically maintained in the northern spit zone), with a base level of approximately 0m AHD. The channel base could be flat or graded towards the sea, with the relative effectiveness of this evaluated over time with review of lake opening records (refer **Section 8.9**). The preferred location of the pilot channel would be variable based on the entrance berm and shoal configuration at the time of opening and the presence of threatened migratory threatened migratory and beach-nesting shorebirds.

Excavation of the pilot channel through the northern side of the northern spit zone (refer **Figure 5-1**) should be avoided as breakout channel scour would be prematurely limited by elevated bedrock levels in this area. Positioning the pilot channel towards the southern side of the northern spit zone would be expected to promote additional longevity of the opening, as the channel will typically tend to migrate north over time. Excavation of the pilot channel through the mid spit zone (refer **Figure 5-1**) could be undertaken to initiate an immediate opening, subject to conditions regarding the presence of threatened migratory threatened migratory and beach-nesting shorebirds.

The nominal width of the pilot channel along its length should be 2m but should be made wider at its upstream end where it connects to the lake (where practicable), by a factor of at least two to three times, to increase the initial outflow from the lake and enhance natural scour of the breakout channel. Access for excavation of the pilot channel should be from the north at Cunjurong Point or Manyana Beach depending on the prevailing access conditions.

The exact dimensions of the pilot channel may be varied (within a range of metres) depending on operational experience and local site factors at the time.

8.3 Triggers for Mechanical Opening (excavation of a pilot channel)

Analysis of the performance of mechanical openings carried out over recent years by Council and the results of a numerical modelling study carried out as part of development of the CMP have shown the benefit of opening the lake at water levels as high as practicable. The proposed trigger water levels were also informed by the lowest habitable floor level of 1.79m AHD determined from the Shoalhaven LGA Floor Level Survey for Flood Planning (2024) and the lowest level for evacuation along Lake Conjola Entrance Rd of approximately 1.2m AHD.

Intervention trigger conditions for mechanical opening (excavation of a pilot channel) are as follows:

- (a) Planned Opening: When the lake water level is at or exceeds 1.0m AHD and heavy rainfall is falling or forecast in the Lake Conjola catchment which is expected to result in a lake water level of 1.2m AHD being exceeded and continuing to rise, a pilot channel can be excavated to open the lake; OR,
- (b) Planned Opening: When the lake water level is at or exceeds 1.0m AHD and a TFWS for Lake Conjola (following implementation) predicts that the lake water level will reach 1.2m AHD and continue to rise, a pilot channel can be excavated to open the lake; OR,
- (c) Immediate Opening: A lake level of 1.2m AHD facilitates an immediate entrance opening; AND,
- (d) Satisfaction of requirements regarding threatened migratory threatened migratory and beach-nesting shorebirds. [subject to REF and licence conditions]

With implementation of dry notch maintenance, the TFWS, and pre-emptive mechanical berm lowering, it is expected that the need for immediate openings would reduce.

A Decision Flow Chart for management of the entrance to Lake Conjola is shown in Figure 8-1.

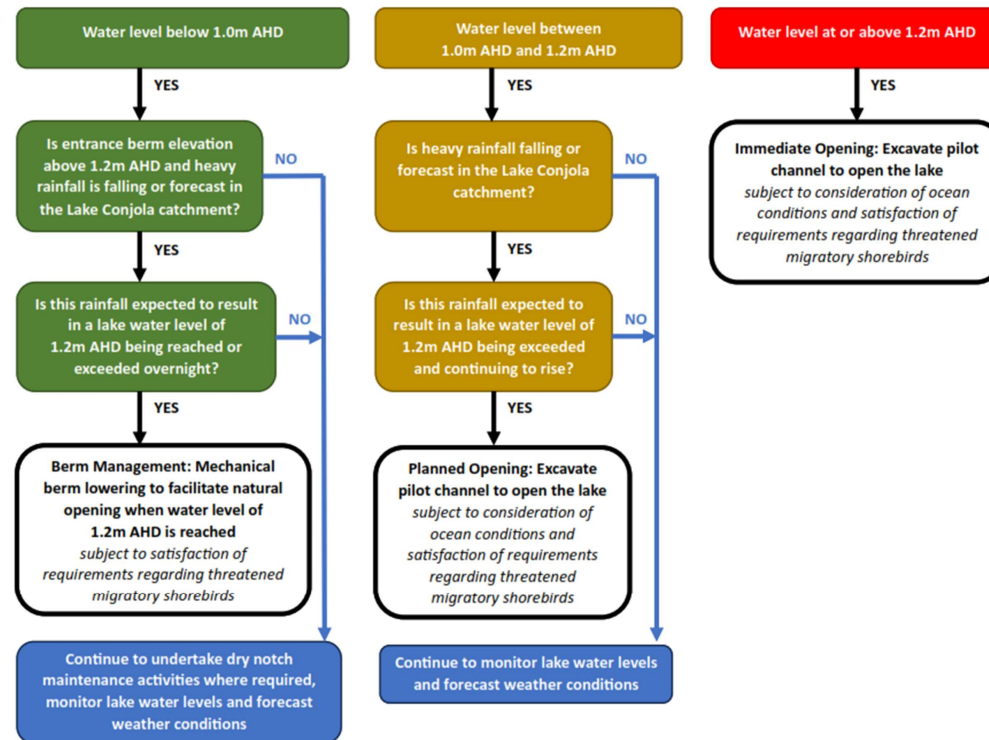


Figure 8-1. Decision Flow Chart

8.4 Timing of the Mechanical Opening of a Pilot Channel

Mechanical opening (commencement of outflow) should be timed to take place around ocean high tide and during mild wave conditions, where practicable. Consideration should also be made of any positive tidal anomaly that would affect the head difference between the lake and ocean water levels.

The effectiveness of the timing of the mechanical opening relative to ocean tide level should be monitored (refer **Section 8.9**). The timing may be varied based on continued experience and learnings.

8.5 Mechanical Berm Lowering

Mechanical berm lowering comprises the pre-emptive lowering of sand berm levels under closed entrance conditions ahead of a predicted flood event by excavation of sand over the dry notch footprint and the sand plug at the beach face. This should be carried out in daylight hours under certain circumstances to promote natural opening when flooding is expected to occur overnight, and further mechanical intervention may not be possible due to safety reasons. In these circumstances, undertaking pilot channel excavation procedures (refer **Section 8.2** and **Section 8.3**) would be hindered by the timing of the expected trigger level breach and coastal processes are anticipated to result in excavation works being ineffective (i.e. wave action results in return of sand to the berm and beach face, infilling pilot channel excavations). It should be noted that wave conditions will also impact the longevity of the berm lowering and that some sand build-up could occur again prior to the Lake opening being achieved. Hence it is important to undertake berm lowering at a time that has considered possible impacts of oceanic conditions and the predicted timing for the trigger level being met (i.e. the day prior).

Mechanical berm lowering is an effective management strategy in the following situation:

- A low lake level prior to a forecast rainfall event;
- Surveyed berm elevation is above the planned immediate opening level; and,
- Heavy rainfall (forecast or actual) would result in the trigger levels for an immediate opening potentially being reached overnight.

Mechanical berm lowering in this situation allows the lake level to rise and then naturally open at the planned opening level, reducing the risk of flooding and allowing the lake opening to better mimic natural ICOLL processes. In the event that the lake level does not reach the level of the lowered berm, the lake would not open. This therefore avoids ineffective entrance openings at a low level.

Intervention trigger conditions for mechanical berm lowering are as follows:

- (a) Berm Management: The lake water level is below 1.0m AHD, berm elevation above 1.2m AHD, and heavy rainfall is falling or forecast in the Lake Conjola catchment which is expected to result in a lake water level of 1.2m AHD being reached or exceeded overnight and continuing to rise; facilitates lowering of the entrance berm to promote natural opening when a water level of 1.2m AHD is reached and further mechanical intervention is not possible due to safety considerations; OR,
- (b) Berm Management: The lake water level is below 1.0m AHD, berm elevation above 1.2m AHD, and a TFWS for Lake Conjola (following implementation) predicts that the lake water level will reach 1.2m AHD and continue to rise overnight; facilitates lowering of the entrance berm to promote natural opening when a level of 1.2m AHD is reached; AND,

- (c) Satisfaction of requirements regarding threatened migratory threatened migratory and beach-nesting shorebirds. [subject to REF and licence conditions]

8.6 Maintenance of a Dry Notch

Dry notch maintenance comprises the periodic lowering of the 'dry notch' area (refer **Figure 8-**) under closed entrance conditions as a preparatory measure to reduce the burden of sand to be removed at the time of a mechanical entrance opening. This activity is intended to form part of the ongoing management of the Lake entrance to manage flood risk. The excavation and maintenance of a dry notch can benefit mechanical interventions (i.e. pilot channel excavation and berm lowering) as it can lead to a reduced pilot channel length (allowing for greater scour potential), and a reduced volume of sand to be excavated when undertaking mechanical interventions, allowing a faster opening to be achieved.

The dry notch should typically be maintained in the northern spit zone (refer **Figure 5-1**) during closed entrance conditions to minimise impacts on threatened migratory threatened migratory and beach-nesting shorebirds especially during shorebird nesting season (September to March inclusive). Access for maintenance of the dry notch should be achieved from the north at Cunjurong Point Boat Ramp or Manyana Beach.

The base of the dry notch should be maintained at a level of approximately 1.0m AHD to facilitate mechanical opening as per the possible flooding conditions outlined in **Section 8.3** below. The dry notch should have a typical approximate width of 50m (but can be varied, refer below), with a short sand 'plug' retained at the beach face (refer **Figure 8-**).

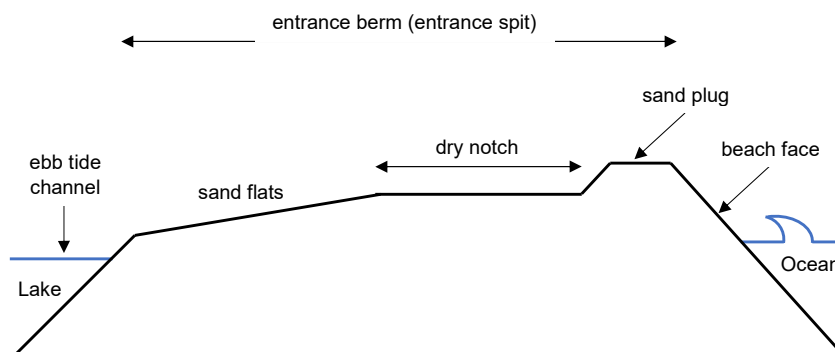


Figure 8-2: Diagrammatic east-west section showing configuration of the Dry Notch

The remote entrance berm monitoring station to be installed as part of the implementation of a TFWS should be used to inform the timing and frequency of dry notch maintenance. In the interim, the condition of the entrance berm should be monitored with monthly entrance surveys when the entrance is closed using traditional manual topographic survey techniques.

The location and the width of the dry notch may vary (increased within 10's of metres) based on experience but must not impact adversely on threatened migratory threatened migratory and beach-nesting shorebirds as determined through the REF. The largest dry notch maintenance area determined to be appropriate through the REF will ensure that entrance management operations are as efficient

and flexible as possible for Council to implement in response to variable natural entrance berm and shoal configurations.

8.7 Occasional Dredging of the Ebb Tide Channel

As a contingency measure only, and subject to separate additional approvals on a case-by-case basis, occasional dredging of the ebb tide channel may be carried out in the event of a severe coastal storm washover. This does not include dredging to maintain a permanently open entrance.

A severe storm washover event occurs when waves during major to severe coastal storms wash over the entrance spit, leading to significant infilling of the entrance to the lake with sand. The washover sand deposits cover an extensive area and cut off the primary ebb tide channel that would typically run behind the entrance spit. The primary ebb tide channel becomes 'perched' on the sand deposits, leading to sudden and substantially diminished tidal flows, with further washover leading to entrance closure. Following closure of the entrance, sand berm levels on the seaward side of the spit would typically reach a level above 2m AHD due to wave and wind processes. Opening of the lake under such conditions would only occur in significant rainfall/flooding or by mechanical intervention.

For dredging to be considered, the following factors need to apply:

- The ebb tide channel is infilled such that the channel is stranded in the lee of the frontal dune.
- The amount of excavation (time) required to re-establish a dry notch and link a pilot channel to lake waters is excessive.
- The excavation required to re-establish a dry notch would impact adversely on threatened migratory threatened migratory and beach-nesting shorebirds.

The details of any ebb tide channel dredging campaign would be determined at the time based on the individual circumstances and would be informed by a hydrographic survey of the entrance area. As a guide, the proposed minimum dimensions of the dredged channel would be nominally 20m wide, base level -0.8m AHD, and side slopes 1 Vertical to 3 Horizontal (1V:3H) for a distance of up to approximately 300-400m. The alignment of the dredged channel would follow the general natural alignment of the ebb tide channel behind the entrance sand spit as depicted in the Regime Entrance State (Patterson Britton, 1999).

Each ebb tide channel dredging campaign would need to be supported by a separate REF, which would be informed by site investigations at the time that dredging is planned. Investigations may include aquatic ecology survey, sediment sampling and analysis, and hydrographic survey to confirm the extent of dredging required, and other studies required for the completion of a comprehensive REF. Additional approval applications may be required for the following relevant licences and permits:

- Dredging licence under the *Crown Lands Management Act 2016*; and,
- Permit to harm marine vegetation under Part 7 of the *Fisheries Management Act 1994*.

8.8 Disposal of Excavated and Dredged Sand

Sand excavated to maintain the dry notch, lower the berm, and to create a pilot channel, and dredged to re-establish the natural ebb tide channel, should be reused beneficially, in the following ways:

- Sand from the dry notch maintenance, berm lowering, and ebb tide channel dredging should be placed on the spit to the south of the entrance to increase the height of the spit and mitigate storm washover (preferred option subject to the threatened migratory shorebird nesting

season), and/or be used for beach nourishment to the north, and/or be used for restoration of erosion areas on the surrounding lake foreshore.

- Sand from the pilot channel excavation should be placed on the spit to the north of the pilot channel (noting that excavation of the pilot channel would be conducted from the north side of the channel, hence access to the south of the channel for disposal would not be possible), and as far away as practicable from the edge of the pilot channel (i.e. within the reach of the excavator) to reduce the likelihood of the stockpiled sand falling back into the pilot channel prior to opening.

Sand placed on the spit to the south of the entrance to increase the height of the spit (dune) should be stabilised with vegetation where possible to reduce transport back into the entrance by wind action. Sufficient width should be retained north of any vegetated dune to accommodate flood flows through the entrance.

As noted above, placement of excavated or dredged sand must consider potential impacts to threatened migratory and beach-nesting shorebirds, as determined through the preparation of supporting REFs and development of associated conditions and guidelines for placement to mitigate potential impacts.

8.9 Monitoring of Lake Openings

Comprehensive records of entrance opening events, both natural and mechanical, are to be maintained by Council staff. This should include a photographic and video record of entrance conditions before, during and after the event. This reporting should be completed by Council staff and capture the following details as a minimum:

- Opening date.
- Whether it was a natural or mechanical opening.
- Berm level prior to opening (if known).
- Position and geometry of the initial natural breach in the spit or the excavated pilot channel (i.e. length, width, base level).
- Final channel dimensions.
- Location of excavated material placement.
- Ocean tide and wave conditions at the time of opening (from ocean tide gauges and waverider buoys).
- Lake water level at the time of opening (from available Council or MHL gauges).
- Rate of lake water level change following opening (from available Council or MHL gauges).
- Peak lake water level during the flood event (from available Council or MHL gauges).
- Recorded rainfall before, during and after the opening (from available Council or MHL gauges).
- Actual rainfall versus predictions.
- Impacts on threatened species including breeding and or relocation success and general monitoring of impacts on other native fauna and flora.
- Relative rating of the effectiveness of the opening and opportunities for improvement/lessons learnt.
- Duration of open conditions before commencement of entrance shoaling and/or closure.

9 Penalties

Council has the authority to penalise persons opening the lake without appropriate authorisation under Section 632(1) of the *Local Government Act 1993*. In some circumstances it is also illegal under the *Fisheries Management Act 1994* to conduct non-authorised opening of the lake entrance.

10 Responsibility

Primary responsibility for implementing this EMP is with Shoalhaven City Council.

11 Review Period

This EMP is to be reviewed following the implementation of the Lake Conjola TFWS and as necessary every 5 to 10 years depending on the duration of the NSW Crown Lands licence. This will be determined following the receipt of a Crown Lands Licence.

12 Contacts

Key contacts regarding implementation of this EMP are shown in **Table 11-1**.

All key contacts are to be advised of any intention to carry out entrance works, prior to the activities.

Table 12-1: Lake Conjola Entrance Management Policy - Contacts

Organisation	Contact Details
Shoalhaven City Council	Lead Floodplain Management Number: 1300 293 111 Email: Floodplain.Management@shoalhaven.nsw.gov.au Lead Coastal Management Number: 1300 293 111 Email: coastal.management@shoalhaven.nsw.gov.au Manager Environmental Services Number: 1300 293 111 Email: Environmental.Services@shoalhaven.nsw.gov.au
NSW Department of Climate Change, Energy, the Environment and Water	Senior Coast and Estuaries Officer (South East Regional Delivery – Shoalhaven LGA) Number: (02) 4221 6917 (Wollongong office) Email: admin-southeast@environment.nsw.gov.au
NSW Department of Primary Industries and Regional Development – Fisheries	Fisheries Manager – Coastal Systems Number: 1800 043 536 Email: information-advisory@dpird.nsw.gov.au and ahp.central@dpird.nsw.gov.au
National Parks and Wildlife Service – Shoalhaven Area	Number: (02) 4554 9500 (Ulladulla) or (02) 4428 6300 (Nowra office) Email: npws.shoalhaven@environment.nsw.gov.au
National Parks and Wildlife Service	Shorebird Ranger Number: (02) 4428 6300 (Nowra office) Email: npws.shoalhaven@environment.nsw.gov.au
NSW Department of Planning, Housing and Infrastructure – Crown Lands	Area Manager Number: 1300 886 235 Email: cl.enquiries@crownland.nsw.gov.au
Jerrinja Local Aboriginal Land Council	Number: (02) 4447 5669

Organisation	Contact Details
Ulladulla Police Station	Number: (02) 4454 8599
Ulladulla State Emergency Service	Number: 13 25 00

13 Amendments

[This section of the EMP should summarise the amendments to the EMP since its first adoption. The summary should include the date of the amendment, a brief description of the amendment, and the section within the EMP where the amendment can be found].

14 Appendices

[The EMP would likely include several Appendices providing specific further information relevant to the EMP. Based on similar EMPs for other ICOLLs, this further information could include:

- *The assets at risk of inundation.*
- *Links to relevant information available online, including:*
 - Lake Conjola Flood Study (2007)*
https://doc.shoalhaven.nsw.gov.au/LinkGeneratorAPI/record/2444473/preview_latest_final_version_pdf
 - Lake Conjola Floodplain Risk Management Study & Plan (2013)*
https://doc.shoalhaven.nsw.gov.au/LinkGeneratorAPI/record/3114010/preview_latest_final_version_pdf
 - Shoalhaven Council Online Flood Mapping*
<https://maps.shoalhaven.nsw.gov.au/SCCViewer/index.html?Viewer=extFlood>
 - Shoalhaven Council Entrance Management Website*
<https://www.shoalhaven.nsw.gov.au/Environment-and-emergency/Coast-and-waterways/Entrance-management>
- *The entrance monitoring form to be completed for each lake opening.]*

15 References

BMT WBM (2007), *Lake Conjola Flood Study*, Final Report R.N0758.004.05, July 2007.

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GHD (2013), *Lake Conjola Interim Entrance Management Policy*, prepared for Shoalhaven City Council, August 2013.

Patterson Britton (1999), *Lake Conjola Entrance Study*, prepared for Shoalhaven City Council, Issue No.2, May 1999.

Royal HaskoningDHV [RHDHV] (2024), *Lake Conjola Coastal Management Program*, prepared for Shoalhaven City Council.

[REDACTED]

[REDACTED]

EXTERNAL: Be cautious opening links or attachments.

[REDACTED]

- The existing Crown Land licence provides for the lawful occupation of Crown land by Council to undertake works authorised in relevant Review of Environmental Factors (REF's). While these works may be limited by the licence conditions, the licence does not authorise any additional activities/works which are not approved by Council in the REF. Schedule 2 of the Crown Land Licence lists additional terms and conditions that require Council to comply with the Lake Conjola Interim Entrance Management Policy 2013 and the 2021 Review of Environmental Factors.
- The existing Crown Land licence refers to 'dredging and reclamation' as it is defined in the *Fisheries Management Act 1994* to allow these activities to be authorised under the *Crown Land Management Act 2016*.
- 'Dredging and reclamation' refers to any work that involve the movement/placement of material within waterways and specifically for Lake Conjola – the minor sand excavation that is required for the purposes of pilot channel excavation authorised in the REF.
- The existing Crown Land licence **do not** authorise dredging or the large-scale removal of sand from Lake Conjola as it may be interpreted by the general public.
- Hence, the existing REF and subsequent Crown Land licence **do not** permit Council to undertake any dredging of the ebb tide channel. Any proposed, future dredging of the ebb tide channel at Lake Conjola would be subject to a separate and rigorous environmental approval process and the need for a separate licence under the Crown Land Management Act.

Regards,

[REDACTED]

Crown Lands – Land & Asset Management
Department of Planning, Housing and Infrastructure

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I acknowledge the traditional custodians of the land and pay respects to Elders past and present. I also acknowledge all the Aboriginal and Torres Strait Islander staff working with NSW Government at this time.