

Northern Floodplain Risk Management Committee

Meeting Date: Wednesday, 10 December, 2025
Location: Jervis Bay Room, City Administrative Centre, Bridge Road, Nowra
Time: 4:00 PM

Please note: Council's Code of Meeting Practice permits the electronic recording and broadcast of the proceedings of meetings of the Council which are open to the public. Your attendance at this meeting is taken as consent to the possibility that your image and/or voice may be recorded and broadcast to the public.

Agenda

1. Meeting Conduct Statement
2. Acknowledgement of Country
3. Apologies
4. Confirmation of Minutes
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5. Declaration of Interests
6. Reports
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7. General Business

Membership

Clr Patricia White - Chairperson
All other Councillors (non voting members)
CEO or nominee (non voting member)
John Gould
David Brawn
Plaxy Rowe

Government Agency representatives:-
Local Aboriginal Land Council
NSW State Emergency Services
Department of Planning & Environment (DPE)
Other relevant Government Agency representatives

Quorum – Three (3) (provided that a minimum of one (1) Councillor as the Chair or Acting chair and two community representatives are present).

Note: Any non-voting Councillor in attendance at any Committee meeting may act as an alternate voting member in circumstances where achievement of a quorum is required, noting that this doesn't apply when quorum specifies the quorum to require community member attendance.

Purpose:

The principal objective of the North Floodplain Risk Management Committee is to assist Shoalhaven City Council in the development and implementation of one or more floodplain risk management plans for the north area of the Council. This will need to be in accordance with the NSW Floodplain Development Manual. The north area applies to the following catchments:

- Lower Shoalhaven River;
- Crookhaven River;
- Kangaroo River;
- Broughton Creek;
- Bomaderry Creek;
- Nowra and Browns Creek; and
- Lake Wollumboola.

Role:

1. To assist the Council in the development and implementation of a Flood Study, Floodplain Risk Management Study and Floodplain Risk Management Plan for the areas listed under 'Purpose' (see above);
2. To assist the Council monitoring and assessing the effectiveness of the management plans during and after their implementation;
3. To assist the Council by providing input into known flood behaviour as part of the Flood Study; and
4. Facilitate broader community consultation and participation in floodplain risk management through informing and liaising with member community groups.

MINUTES OF THE NORTHERN FLOODPLAIN RISK MANAGEMENT COMMITTEE

Meeting Date: Monday, 11 August 2025
Location: Email Meeting

The following members participated via email:

Mayor Patricia White - Chairperson
Mr John Gould
Mr David Brawn
Ms Plaxy Rowe

Apologies / Leave of Absence

Nil

Confirmation of the Minutes

RESOLVED (By consent)

That the Minutes of the Northern Floodplain Risk Management Committee held on Wednesday 06 March 2024 be confirmed.

CARRIED

Declaration of Interests

Nil

REPORTS

NFM25.1 Member Resignations - Mark Kielly and Leonard White

HPERM Ref:
D25/200723

Recommendation (Item to be determined under delegated authority)

That the Committee note the resignations received from Mr Mark Kielly and Mr Leonard White and thank them for their contributions to the Committee.

RESOLVED (By consent)

That the Committee note the resignations received from Mr Mark Kielly and Mr Leonard White and thank them for their contributions to the Committee.

CARRIED

NFM25.2 Broughton Creek Flood Study**HPERM Ref:
D25/246995**

A presentation by Arcadis on the Broughton Creek Flood Study will be made available on Councils website as an attachment to these minutes.

Recommendation (Item to be determined under delegated authority)

That the NFRMC endorse the draft Broughton Creek Flood Study being placed on public exhibition and that Council commence community consultation for the draft study.

RESOLVED (By consent)

That the NFRMC endorse the draft Broughton Creek Flood Study being placed on public exhibition and that Council commence community consultation for the draft study.

CARRIED

NFM25.3 General Update on Flood Projects Report**HPERM Ref:
D25/247636****Recommendation (Item to be determined under delegated authority)**

That the NFRMC receive the general update on Flood Projects Report for information.

RESOLVED (By consent)

That the NFRMC receive the general update on Flood Projects Report for information.

CARRIED

NFM25.4 Broughton Creek Flood Study 2025

HPERM Ref: D25/535026

Department: Technical Services

Approver: Kevin Norwood, Acting Director - City Services

Purpose:

To provide the Northern Floodplain Risk Management Committee (NFRMC) with an update on the outcome of the draft Broughton Creek Flood Study public exhibition and community consultation and seek the Committee’s endorsement prior to Council’s consideration of the *Broughton Creek Flood Study (Arcadis, 2025)*.

Recommendation (Item to be determined under delegated authority)

That the Committee

1. Endorse the adoption of the *Broughton Creek Flood Study (Arcadis, 2025)*.

Background

Council secured grant funding through the NSW Government’s Floodplain Management Program to update the Flood Study for the Broughton Creek catchment. Under the program, the State contributes \$2 for every \$1 provided by Council. The study area covers the township of Berry and surrounding areas.

Council previously completed a Flood Study (2008) and a Floodplain Risk Management Study and Plan (2012) for Broughton Creek. However, major infrastructure upgrades—such as the Transport for NSW Berry Bypass project, which diverted Town Creek to Bundewallah Creek upstream of Berry—and ongoing land development have created the need to update the study to reflect current catchment conditions and flood risk.

This project is in accordance with the NSW Flood Prone Land Policy and the NSW Flood Risk Management Manual (2023) and was delivered in collaboration with the NSW State Emergency Service (SES), the NSW Department of Climate Change, Energy, the Environment and Water (DCCEEW), and other relevant agencies and stakeholders.

Council engaged Arcadis (consultants) to prepare the updated Broughton Creek Flood Study. The study improves Council’s understanding of flood behaviour and community impacts, enabling better flood risk management across the full range of potential flood events—from frequent to extreme. The flood model underwent rigorous calibration and validation against historic events, including February 2002, July 2005, June 2013, August 2015, August 2020, March 2022, and April 2024. This process ensures confidence in the model’s ability to replicate catchment response and produce reliable flood estimates.

The updated flood information will support strategic decision-making for land-use planning, infrastructure upgrades, and flood certificates. If adopted, it will also inform a future review of the Broughton Creek Floodplain Risk Management Study and Plan and assist the NSW SES in responding to future flood events.

Risk Implications

Councils are responsible for managing flood risk within their local areas. The NSW Flood Risk Management Manual (2023), gazetted under Section 733 of the Local Government Act, sets the standard for this work. Following the manual provides councils with limited legal protection for advice and decisions made in good faith about development and infrastructure on flood-prone land.

Flood Studies form the foundation of this process. They provide councils and communities with the best available information to reduce flood damage to homes and infrastructure. If Council does not act on this information, they may risk legal exposure and increased liability.

The completion of a Flood Study or Flood Risk Management Study and Plan can at times lead to new planning controls for flood prone land, which could restrict development or increase construction costs. However, the updated Broughton Creek Flood Study has produced recommended Flood Planning Levels, flood hazard and hydraulic classification mapping which are similar to the existing Broughton Creek Flood Risk Management Study and Plan and therefore the completion of this Flood Study is not anticipated to adversely impact development or construction costs beyond that of existing flood investigations.

Internal Consultations

No formal consultation has occurred, but relevant internal stakeholders have been consulted on an as needs basis throughout the project.

External Consultations

The Floodplain Management Unit has worked closely with the NSW SES and NSW DCCEEW to deliver this project.

Community Consultations

Council undertook initial community consultation between 15 October 2023 to 22 November 2023 to gather firsthand information on historic flood events, with a particular focus on those occurring after the construction of the Berry Bypass and Town Creek diversion. The data collected from community members was instrumental in validating and calibrating the hydrologic and hydraulic models. The community consultation activities included an online questionnaire to gather information and a drop-in session on the 9 November 2023 at the Berry School of Arts to meet community members in person.

Council received seventeen (17) responses to the questionnaire, including submission of various photos and videos of historic flood events.

As a response to the 6 April 2024 flood event which occurred during the delivery of this project, Council requested information and data from the community documenting the peak flood level reached across the study area. This information assisted in undertaking an additional calibration and validation of the developed flood model against this severe flood event.

Public exhibition and community consultation of the draft Broughton Creek Flood Study was undertaken from 13 October to 9 November 2025. The following community consultation activities were undertaken:

- Media release to inform the community of the public exhibition and community consultation period.

- Notification of the public exhibition and community consultation period in the In Your Neighbourhood Community Newsletter and on Council social media pages.
- Notification to the Berry Forum and community groups of the public exhibition and community consultation period.
- Mail out to property owners within the study area. This letter provided a link to the project Get Involved webpage. 73 letters were sent.
- Get Involved webpage, including the following:
 - Draft Broughton Creek Flood Study – Full Report
 - Draft Broughton Creek Flood Study – Summary Report
 - Draft Broughton Creek Flood Study – Summary Video
 - Broughton Creek April 2024 Flood Animation Video
 - Online community questionnaire
 - NSW State Emergency Service (NSW SES) Rural Properties FloodSafe brochure.
- A hard copy of the draft *Broughton Creek Flood Study (Arcadis, 2025)* was available at Council's Admin building in Nowra for viewing.
- General enquiries via phone calls and community members visiting the Nowra Administration Building throughout the community consultation period.
- A community drop-in session was held on Wednesday 29 October 2025 at the Berry School of Arts attended by Council staff, NSW SES officers, and a consultant from Arcadis working on this project.

Over the course of the public exhibition, the study received:

- 472 visits to the project's Get Involved webpage.
- 437 total downloads of project documents.
- 91 completed surveys.
- 16 attendees at the drop-in session.

The outcome of the community survey was as follows:

- One update to the flood study report relating to The Arbour Berry.
- 84 responses (92%) were in favour of Council pursuing the implementation of a flood warning system for Berry and surrounds (the only outstanding action in Council's adopted *Broughton Creek Floodplain Risk Management Study and Plan (2012)*).
- 89 responses (98%) were in favour of Council completing a contemporary Flood Risk Management Study and Plan (FRMSP), using the data produced as part of this flood study.
- Feedback was received regarding flood mitigation measures the community would want Council to investigate as part of an updated FRMSP. This feedback will be considered when an updated FRMSP is delivered.
- General feedback from the community regarding flood mitigation measures included improved drainage capacity, blockage of culverts, drainage network and waterway maintenance, appropriate management of development on flood prone land, and emergency access and evacuation during flood events.

Amendments to the Final Report

Amendments to the final Broughton Creek Flood Study (2025) report following the public exhibition period were as follows.

- Update to final revision.
- Executive summary: Second last paragraph referring to the April 2024 flood event was expanded to note that the peak flood levels from the April 2024 event exceeded the 0.2% AEP design event peak flood level.
- Section 5 Public Exhibition: Section finalised based on outcome from the public exhibition period.
- Section 6.3.2.2.5 The Arbour Berry Retirement Community: the following sentence was added at the end of the section: *Due to the limitations of the available data, flood results within The Arbour Berry should not be relied upon for property-scale assessment. It is recommended that a detailed feature survey or as-built design surface be obtained for the retirement village to enable a more accurate representation in future model updates. This will ensure the DEM reflects the current topographic and hydraulic conditions within the development and allow for confident flood planning and risk assessment.*
- Section 6.3.7.1: Table 6-9 was expanded to include design event modelling levels to compare with the April 2024 event. A footnote was added to identify that exact addresses of inundated properties are not presented for confidentiality reasons.
- Section 6.3.7.2: the following text was added: *A comparison of the modelled April 2024 flood event and modelled design flood events was also conducted. This indicates that the April 2024 peak flood level was between the 0.2% AEP and Probable Maximum Flood (PMF) events.*
- Section 8-4 Reporting Locations and Flood Level Comparison: Table 8-5, 8-6 and 8-7 refer to reporting locations and associated flood level comparisons. A figure has been included in the report that shows the actual location of these reporting locations.
- Section 8.4.1 Comparison with Previous Investigations: A formatting issue was corrected and a figure for Table 8-8 and 8-9 illustrating the reporting locations was included.
- Section 10 Conclusion: Under key findings “Improved Model Calibration and Validation” bullet point, it is noted that the peak flood levels from the April 2024 event exceeded the 0.2% AEP design event peak flood level.

The final *Broughton Creek Flood Study (Arcadis, 2025)* has been provided to the NFRMC members.

Policy and Statutory Implications

Following adoption of the Broughton Creek Flood Study by Council, the outcomes from this investigation will be used as follows:

- The Broughton Creek Flood Study report will be made available on Council’s website, and the mapping will be uploaded onto Council’s online flood mapping.
- The data will be available via flood certificate requests and be included in Section 10.7 planning certificates for the study area.

- The information will be used to assess proposed development on flood prone land in accordance with the Shoalhaven Local Environmental Plan 2014 and Development Control Plan Chapter G9 and G10 within the study area.

All flood information produced in the Broughton Creek Flood Study will be provided to the NSW SES. This ensures that Council satisfies its obligations under the *NSW Flood Prone Land Policy (2023)* and the *NSW Flood Risk Management Manual (2023)*. The updated flood information will assist the NSW SES to respond to future flood events.

Financial Implications

The Broughton Creek Flood Study has been 2/3 funded by the NSW Government and 1/3 funded by Council. The project was completed on budget and Council's contribution was secured prior to commencement of the project.

The Broughton Creek Flood Study project has been completed, and the grant is in the process of being acquitted.

NFM25.5 General Update on Flood Projects Report

HPERM Ref: D25/535400

Department: Technical Services

Approver: Kevin Norwood, Acting Director - City Services

Purpose:

To update the Northern Floodplain Risk Management Committee (NFRMC) on various flood-related projects within the Committee's region.

Recommendation (Item to be determined under delegated authority)

That the NFRMC receive the general update on Flood Projects Report for information.

Background

Lower Shoalhaven River Floodplain Risk Management Study and Plan

This project is being undertaken in accordance with the NSW Flood Prone Land Policy, the *NSW Flood Risk Management Manual (2023)* and in close collaboration with the NSW State Emergency Service (SES), the NSW Department of Climate Change, Energy, the Environment and Water (DCCEE), and other agencies and stakeholders as required.

Council received NSW Government grant funding under the Floodplain Management Program to undertake the Lower Shoalhaven River Floodplain Risk Management Study and Plan (FRMS&P).

Council engaged Rhelm in early 2024 to deliver this project. The study aims to:

- Improve understanding of flood behaviour and impacts.
- Inform future flood risk management using current data, standards, and guidelines.

The project will assess practical, feasible, and cost-effective measures—both structural and non-structural (planning, emergency management, education)—to manage flood risk. Findings will inform the development of the Lower Shoalhaven River Floodplain Risk Management Plan (the Plan).

Once adopted, the Plan will:

- Document decisions on managing flood risk within the floodplain.
- Outline a prioritised implementation strategy for adopted measures.
- Enable access to NSW Floodplain Management Program funding for mitigation works.

A draft FRMS&P has been completed. Council will meet with the NFRMC in early 2026 before public exhibition and community consultation. Project completion is expected in **Q2 2026**.

This project aligns with the **NSW Flood Prone Land Policy**, the **NSW Flood Risk Management Manual (2023)**, and involves collaboration with NSW SES, NSW DCCEE, and other stakeholders.

Shoalhaven River Entrance Management Policy and review of Environmental Factors

Council adopted the updated Shoalhaven River Entrance Management Policy (EMP) on **28 October 2025 (MIN25.561)**. Following adoption:

- Once licensed, Council can implement the EMP during flood events.
- A threatened species permit from DCCEEW will also be required.

The updated EMP provides greater operational flexibility, enabling proactive flood response measures such as berm lowering, pilot channel excavation, and dry notch maintenance.

Risk Implications

This report is for information only and does not introduce new risks. The projects listed are standard activities for the Floodplain Management Unit.

Internal Consultations

- Relevant stakeholders consulted as needed during the FRMS&P project.
- Collaboration with Council's Coastal Management Unit for the EMP and REF.

External Consultations

- NSW SES and NSW DCCEEW regularly consulted on the FRMS&P project.
- Multiple agencies consulted for the EMP and REF, including:
 - NSW DCCEEW (National Parks & Wildlife, Water Floodplains & Coast, Heritage & Regulation)
 - NSW DPI – Fisheries
 - NSW Crown Lands

Community Consultations

- Extensive community consultation for the FRMS&P will occur in early 2026.
- Council will meet with the NFRMC prior to public exhibition.

Policy and Statutory Implications

Nil for this report however adoption of the updated EMP significantly improves Council's ability to manage flood risk proactively.

Financial Implications

This report is informational only and does not seek additional funding.