

## MINUTES OF THE AFFORDABLE HOUSING ACTION TASKFORCE

**Meeting Date:** Monday, 8 December 2025  
**Location:** Jervis Bay Room, City Administrative Centre, Bridge Road, Nowra  
**Time:** 4.00pm

The following members were present:

Mayor Patricia White - Chairperson  
Clr Luciano Casmiri  
Clr Jemma Tribe – Left at 5:41pm  
Clr Karlee Dunn (Remotely)  
Clr Selena Clancy (Remotely)  
Clr Debbie Killian (Remotely) – Left at 5:29pm  
Mr Ron Silberberg  
Mr Peter Wells  
Mr Paul Mitchell (Remotely)  
Mr Craig Hadfield – Left at 5:37pm  
Mr Graham Sweet  
Ms Rachel Foster – The Housing Trust  
Ms Sue Brown – Homes NSW (Remotely)  
Mr Nathan Boulous - Urban Development Institute of Australia (Remotely)  
Ms Jennifer Macquarie - Property Council of Australia  
Ms Natalie Allan – Southern Cross Housing  
Mr Peter Dover - Salt Care  
Ms Fiona Phillips – MP for Gilmore – Left at 5:02pm  
Ms Imogen Draisma – MP for South Coast Representative (Remotely)

Others present:

Mr Andrew Constance - CEO  
Mr Gordon Clark – Acting Director City Development  
Ms Kristy O'Sullivan - Strategic Planner  
Ms Grace Walker – Strategic Planner

### Apologies / Leave of Absence

An apology was received from Renee Knight, Sarah Date, Jenayah Gunson and Kahlia Miller.

### Confirmation of the Minutes

**RESOLVED** (By Consent)

That the Minutes of the Affordable Housing Action Taskforce held on Monday 22 September 2025 be confirmed.

CARRIED

## Declaration of Interests

Nil

## REPORTS

### AH25.5 Delivering Affordable Housing - Roles and Responsibilities

HPERM Ref:  
D25/478822

Mr Peter Dover – Salt Care gave a verbal overview of the work Salt does in the Homelessness and Affordable Housing space. The following was advised:

- Salt is the largest provider of homelessness services on the South Coast, with a large on the ground presence, working with Council Rangers and other staff, to provide responses and services to those experiencing homelessness.
- Safe Shelter Shoalhaven, located at 134 Kinghorne St, Nowra NSW, is a homelessness shelter for men, women and families that is run by Salt.
- Salt has a total of 20 temporary accommodation rooms for men, women and families, as well as 42 other rented properties for people transitioning from homelessness.
- Salt currently has 3 properties under construction, as well as Supported Independent Living (SIL) houses in Cambewarra area.
- Last year alone, Salt was able to assist over 8,500 people in the Shoalhaven with homelessness and disadvantaged services.

Noting that Salt has consistently struggled to obtain stable Government funding, and has lobbied for funding over recent years, Staff queried whether there has been an outcome from those lobbying attempts.

Mr Dover advised that there hasn't been an outcome to their lobbying efforts yet, but will continue to lobby until they receive Government funding.

Clr Tribe queried what the feedback has been to their lobbying attempts.

Mr Dover advised that Specialist Homeless Services (SHS) program hasn't been commissioned since 2015, with Salt being established in 2017. It was further advised that the SHS program has not been put out to tender over recent years as it should have been due to recent natural disasters and COVID, and that the Government has decided to grant funds to existing providers, rather than going out for tender, meaning that there will be no new funded providers to help meet the demand.

To demonstrate the need for more SHS funded providers, Mr Dover advised that homelessness figures in NSW has grown to 80,000 people currently experiencing homelessness and a further 700,000 people in the rental market at risk of homelessness.

Mr Dover spoke to the Taskforce about Salt Care's 'I said Yes' campaign, which can be accessed via this link: [I Said Yes | Salt Care Foundation](#)

### Recommendation (Item to be determined under delegated authority)

That the Taskforce accept this report and the associated presentations for information.

### RESOLVED (By Consent)

That the Taskforce accept this report and the associated presentations for information.

CARRIED

**AH25.6 Prioritising Implementation - Short-term Actions - Shoalhaven Affordable Housing Strategy****HPERM Ref: D25/524332**

Staff presented to the Taskforce in relation to prioritising the implementation of the Short-term Actions of the Shoalhaven Affordable Housing Strategy based on feedback from members. The information presented will be made available on Council's website with these minutes.

Regarding a potential Affordable Housing Contributions Scheme, Mr Paul Mitchell noted that the accompanying [Research Paper](#) suggests that any Scheme would likely be linked to rezoning of land, and queried whether any Affordable Housing outcomes from such a Scheme were likely to be seen prior to 2030. A further query was raised about opportunities for all levels of Government to contribute towards delivering developments with a mix of social, affordable and market housing.

Staff noted that the Research Paper is a high level review of the feasibility of such a Scheme and options, and confirmed that any future Scheme (should it proceed) would likely be tied to future rezonings. It was advised that there is more work to be done in this space before Council can confirm appropriate contribution rates to deliver Affordable Housing outcomes. Further, there are certainly opportunities for cross-Government collaboration on delivering diverse and appropriate housing, including Council's current work on the estate renewal plan for land in Nowra's east with Homes NSW and Southern Cross Housing.

Clr Tribe advised that she supports the suggestion that the Taskforce continues to receive brief update reports in regard to ongoing advocacy activities.

Ms Fiona Phillips – MP for Gilmore advised the Taskforce that round three of the Australian Government's Housing Australia Future Fund (HAFF) is opening in late January 2026, and noted that there will be an online briefing for CHPs and anyone else that wants to be involved. Further information can be found here: [Housing Australia | Financing under the Housing Australia Future Fund](#).

Ms Jennifer Macquarie - Property Council of Australia addressed the Taskforce on Manufactured Home Estate (MHE) reforms, noting the popularity of these kinds of builds in the private sector, especially for retirees, and the opportunity it creates for that demographic who otherwise might depend on affordable rentals. It was noted that the State Government proposal to permit MHEs in rural zones adjoining urban areas won't apply to the Shoalhaven or several other coastal areas. It was queried whether there is any desire for the Shoalhaven to be included in this reform.

Staff noted that there is a level of resistance in the community to MHEs, particularly on the urban fringe, primarily due to uncertainty about future development outcomes.

The Taskforce discussed the potential benefit for Affordable Housing outcomes in a more contemporary form of MHE, noting that there may be a need for some education to override negative existing views of these kinds of developments. It was acknowledged, however, that negative views do exist and are often associated with less contemporary, outdated MHE developments.

Mr Ron Silberberg noted that the State Government has allocated \$10 million towards manufactured housing initiatives, including in Wollongong and Shellharbour, and suggested that the Member for the South Coast should be interested in having some manufactured housing in Shoalhaven\*.

Staff noted that manufactured homes and MHEs, though related, are different things. It was noted that the role of the Taskforce is to consider the expected impact of facilitating MHE impacts on urban areas, as noted in Action 1.3 of the Affordable Housing Strategy.

**\*Post-meeting note:** The Modern Methods of Construction Taskforce is a NSW Government initiative aimed at driving, shaping and promoting the potential for off-site manufacturing in NSW Government housing products. While all current opportunities have been utilised, there may be future opportunities as the NSW Government looks to expand its modular housing program. Further information is available at:

- [Modern Methods of Construction taskforce Homes NSW | NSW Government](#)

- [Modular homes to deliver more social housing, sooner | NSW Government](#)

**Recommendation (Item to be determined under delegated authority)**

That the Taskforce prioritise the implementation of the short-term actions in the Council's adopted Affordable Housing Strategy in the following order:

1. Action 1.1 Complete a desktop audit of Council-owned land to identify opportunities for future affordable housing utilisation.
2. Action 1.4 Develop strategic principles for affordable housing.
3. Action 1.3 Consider planning and development controls to facilitate manufactured homes closer to urban centres.
4. Action 1.5 Provide dwelling assessment support to affordable and high-density housing development applications.
5. Action 1.7 Continue advocacy to the NSW Government and federal Government on affordable housing issues.
6. Action 1.6 Create a collaboration agreement with preferred Community Housing Providers.
7. Action 1.2 Implement an affordable housing contributions scheme.
8. Action 1.8 Run an education campaign about the benefits of affordable and diverse low-cost market housing.

**RESOLVED (By Consent)**

That the Taskforce prioritise the implementation of the short-term actions in the Council's adopted Affordable Housing Strategy in the following order:

1. Action 1.1 Complete a desktop audit of Council-owned land to identify opportunities for future affordable housing utilisation.
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5. Action 1.7 Continue advocacy to the NSW Government and federal Government on affordable housing issues.
6. Action 1.6 Create a collaboration agreement with preferred Community Housing Providers.
7. Action 1.2 Implement an affordable housing contributions scheme.
8. Action 1.8 Run an education campaign about the benefits of affordable and diverse low-cost market housing.

CARRIED

**AH25.7 Implementing Strategy Action 1.1 - Audit of Council-owned Land**

**HPERM Ref:  
D25/514711**

Staff presented to the Taskforce in relation to Action 1.1 – Audit of Council-owned Land. The information presented will be made available on Council's website with these minutes.

The Taskforce noted during the discussion that Council staff could also consider opportunities for other community uses on suitable Council owned land that might become apparent through the audit. It was decided to include this as part of the resolution.

**Recommendation (Item to be determined under delegated authority)**

That the Affordable Housing Action Taskforce:

1. Acknowledge the work required to implement Action 1.1 of the Affordable Housing Strategy to *Complete a desktop audit of Council-owned land to identify opportunities for future affordable housing utilisation.*
2. Endorse Council staff working directly with Community Housing Providers to identify criteria to inform suitable site selection and commence the audit.
3. Receive a further report on the status and/or outcomes of the audit by mid-2026.

**RESOLVED** (By Consent)

That the Affordable Housing Action Taskforce:

1. Acknowledge the work required to implement Action 1.1 of the Affordable Housing Strategy to *Complete a desktop audit of Council-owned land to identify opportunities for future affordable housing utilisation.*
2. Endorse Council staff working directly with Community Housing Providers and to identify criteria to inform suitable site selection and commence the audit.
3. As part of this work, request Council staff to consider opportunities for other community uses that might become apparent through the audit.
4. Receive a further report on the status and/or outcomes of the audit by mid-2026.

CARRIED

**AH25.8 Affordable Housing Statistics**

**HPERM Ref:  
D25/543721**

Staff presented to the Taskforce on Affordable Housing Statistics, as sourced from the online [Shoalhaven Housing Monitor](#) tool. The information presented will be made available on Councils website with these minutes.

Ms Sue Brown - Homes NSW, noted that Homes NSW has Local Government Housing Kit database, which is updated annually, and a Housing Market Snapshot for the Illawarra and Shoalhaven Region, which may also provide helpful information. The database and snapshot can be accessed here:

- [NSW Local Government Housing Kit](#)
- [Housing Market Snapshot - Illawarra Shoalhaven Region](#)

**Recommendation (Item to be determined under delegated authority)**

That the Taskforce accept the report on affordable housing statistics for Shoalhaven for information.

**RESOLVED** (By Consent)

That the Taskforce accept the report on affordable housing statistics for Shoalhaven for information.

CARRIED

## **GENERAL BUSINESS**

### **Short Term Rental Accommodation (STRA) and Removal of Restrictions Relating to Permanent Occupancy**

Clr Casmiri noted that many properties in Shoalhaven are burdened with restrictions that prohibit their use for permanent occupation. Such properties were approved as tourist developments, with the restrictions imposed when the development consents were issued many years ago. It was

noted that the tourist accommodation landscape has changed in recent years with the increase in STRA, and housing affordability has worsened. It was suggested that Council consider reviewing the restrictions to release more long-term rentals onto the market.

Staff responded by advising the following:

- Short-term rental of a residential dwelling has always been permissible in Shoalhaven.
- Through its Local Environmental Plan (LEP), Council has identified specific areas where tourist accommodation is the desired outcome. In these areas, there may also be other restrictions that apply which set certain units within the development aside specifically for tourist accommodation rather more permanent than residential uses. Different development standards may have also applied that impede on a building's functionality for permanent occupation, such as shared laundries or reduced car parking.

Mr Craig Hadfield noted that, in his experience as a real estate agent:

- The primary reason people buy a holiday home is so they can use it themselves, and that there is generally never a good return on capital.
- If the owner of a holiday home were to be forced to convert it to a permanent rental, most people would either stop holiday renting and use it themselves, or maintain vacancy, on the basis of poor return on capital.

Staff also noted that Council has limited ability at this point to intervene in the STRA space until the State Government release their forthcoming policy reform on this matter.

#### **Australian Local Government Association (ALGA) - Local Government Housing Forum**

The Mayor noted that herself and the CEO attended the above forum for the release of a Guide for Councils in the Delivery of Affordable housing. The 39 unit affordable housing development in Coomea Street, Bomaderry, that is a collaborative project between Council and Southern Cross Housing, is identified as a case study in the Guide. Further information, including the Guide, can be found here: [Guide for Local Councils: The Delivery of Affordable Housing](#)

There being no further business, the meeting concluded, the time being 5:48pm.

Mayor Patricia White  
CHAIRPERSON