

## Affordable Housing Action Taskforce

**Meeting Date:** Monday, 09 March, 2026  
**Location:** Jervis Bay Room, City Administrative Centre, Bridge Road, Nowra  
**Time:** 4.00pm

**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**
  - AH26.1 Update Overview - Nowra Precinct Renewal Strategy.....7
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7. **General Business**

## Membership

### *Voting*

Mayor White - Chairperson

Clr Casmiri

Clr Tribe

Clr Dunn

Ron Silberberg – Community Representative

Peter Wells – Community Representative

Paul Mitchell – Community Representative

Craig Hadfield – Community Representative

Graham Sweet – Community Representative

Jenayah Gunson - Youth Representative

Kahlia Miller – Aboriginal Representative

Alex Pontello - Southern Cross Housing

Rachel Foster - The Housing Trust

Sue Brown - Homes NSW

Nathan Boulous - Urban Development Institute of Australia

Jennifer Macquarie - Property Council of Australia

Peter Dover - Salt Care

Sarah Date - Safe Waters

Care South Representative

### *Non-voting*

All other Councillors

CEO (or Nominee)

State and Federal Members

Additional representatives of relevant Government Agencies, Community Organisations, Community Housing Providers, Service Providers, and the development industry.

Relevant Shoalhaven City Council staff required to support or inform the Taskforce's considerations, for example representatives of Strategic Planning, Development Assessment, Strategic Property, and Community Connections.

**Quorum** - Seven (7) provided that a minimum of one (1) Councillor, two (2) community representatives, and two (2) voting agency representatives are in attendance.

## Purpose

The purpose of the Affordable Housing Action Taskforce (the Taskforce) is to support Shoalhaven City Council's implementation of its *Affordable Housing Strategy 2024*. Council recognises the benefits of working with others to implement its Strategy. The Taskforce will lead work to execute the actions set in the Strategy by leveraging the knowledge, skills, and connections of its members in the planning and delivery of affordable housing (for rent or purchase) and related industries.

The purpose of the Taskforce aligns with Council's:

- Community Strategic Plan, supporting *Key Priority 1.1 Support inclusive, safe, and connected communities*
- Local Strategic Planning Statement, supporting *Planning Priority 1 Providing homes to meet all needs and lifestyles*

**Role**

- Provide Council with advice on the implementation of the Strategy, guided by its members skills, expertise, and experience.
- Use network, government, and industry connections to inform and drive the implementation of actions set in the Strategy.
- Utilise networks and connections to promote the Taskforces awareness raising, education, and advocacy campaigns.
- Advise on the development, review and implementation of the Strategy.
- Monitoring and evaluation of the effectiveness of the Strategy.

**Delegations**

The Taskforce may make recommendations to Council on all matters within the role outlined above. These recommendations may be submitted via the minutes of each meeting to Council for consideration. This does not include substantial issues and recommendations (possibly including expenditure) which will be reported to Council by a separate report prepared by Manager – Strategic Planning. The Committee does not have the power to incur expenditure (directly or indirectly), or the power to bind Council.

## 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.
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.

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

## AH26.1 Update Overview - Nowra Precinct Renewal Strategy

**HPERM Ref:** D26/47381

**Department:** Strategic Planning

**Approver:** Emma Struys, Director - City Development

### Purpose:

To provide an update on progress regarding the *Nowra Precinct Renewal Strategy*. This is a collaborative project between Council, Homes NSW, and Southern Cross Housing and is funded by the NSW Governments Regional Housing Strategic Planning Fund.

The Strategy will guide development and investment in the NSW Government's housing portfolio in the Nowra Precinct Local area. This report is supported by a presentation provided at the meeting.

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

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

### Community Strategic Plan:

- 3 Resilient local economies and enabling infrastructure
  - 3.3 Housing for all

### Delivery Program / Operational Plan:

- 3.3.1 Develop and implement plans which will enable a variety of affordable and appropriately serviced housing options within the City

### Background

Homes NSW own approximately 700 residential properties of various ages across an area in the eastern part of Nowra. The majority of which are managed by Southern Cross Housing (SCH).

Homes NSW has confirmed there are approximately 180 households on the waiting list for social housing in Shoalhaven and they have also identified that the large existing supply of 3-bedroom dwellings provided as social housing in Shoalhaven exceeds the current demand of larger households on its waitlist, and that there is high demand for smaller 1- and 2-bedroom dwellings for existing tenants and households on their waitlist. More information on the Precinct is available in Homes NSW's Local Area Analysis for Shoalhaven ([link to document](#)).

Analysis of census data also shows around 2,150 households need affordable rental housing, and many more households would benefit from lower-cost market housing.

In response to this, Council, Homes NSW and SCH are collaborating to prepare a Renewal Strategy for this precinct using funding provided by the NSW Governments Regional Housing Strategic Planning Fund that enabled the engagement of Astrolabe Pty Ltd as the project consultants.

The Strategy when completed will set the direction for the future of land and assets within the Precinct with multiple aims of delivering diverse housing outcomes, a mix of tenures, and

certainty for both the residents and the organisations managing the land and assets. It will also inform future planning controls to facilitate the renewal of the area and advocacy for renewal commitments/activity.

The Taskforce will be provided with a briefing on this project at the meeting and kept updated on its progress, completion and resulting activities.

### **Risk Implications**

There are no risks generated by this report.

### **Internal Consultations**

No internal consultations were required or undertaken to prepare this report.

Work on the Strategy is being informed by a range of internal consultations within Council.

### **External Consultations**

No external consultations were required or undertaken to prepare this report.

Work on the Strategy is being informed by a range of relevant external consultations.

### **Community Consultations**

No community consultations were required or undertaken to prepare this report.

Work on the Strategy is being informed by a range of community consultation and feedback sought/provided throughout its development.

### **Policy and Statutory Implications**

There are likely to be various implications that will arise from the Strategy, for example required zoning changes within the area. These will be separately considered and advanced once the Strategy is completed.

### **Financial Implications**

There are no direct financial implications associated with this report.

The Strategy is being prepared with the assistance of NSW Government funding following a successful application to the Regional Housing Strategic Planning Fund.

The Strategy, when completed, will be able to be used to help guide housing investment decisions by Government and also an advocacy tool in this regard.

## AH26.2 Overview - NSW Affordable Housing Ministerial Guidelines

**HPERM Ref:** D26/44520

**Department:** Strategic Planning

**Approver:** Emma Struys, Director - City Development

### **Purpose:**

To provide overview regarding the NSW Affordable Housing Ministerial Guidelines (the Guidelines) which set out the legislative and policy framework for delivering affordable housing. Rachel Foster, Executive Manager Communications and Engagement at Housing Trust will provide a presentation at the meeting on the Guidelines.

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

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

### **Community Strategic Plan:**

- 3 Resilient local economies and enabling infrastructure
  - 3.3 Housing for all

### **Delivery Program / Operational Plan:**

- 3.3.1 Develop and implement plans which will enable a variety of affordable and appropriately serviced housing options within the City

### **Background**

The Guidelines set out the legislative and policy framework for delivering affordable housing. They specifically apply to housing delivered with financial assistance from the NSW Government, using the State's planning controls, and that will be owned or managed by registered Community Housing Providers (CHP's).

The Guidelines are published by the NSW Department of Communities and Justice and approved by the NSW Minister(s) for Housing, Homelessness, Families and Communities, and Disability Inclusion. They aim to ensure that affordable housing is delivered:

- A range of income groups, including very low-, low-, and moderate-income households.
- In a way which generates income for community housing providers to meet operating costs and associated finance matters.

A further aim of the Guidelines is to ensure retained earnings and assets from managing affordable housing are used by community housing providers to grow more affordable housing supply, wherever possible.

### **Risk Implications**

There are no risks generated by this report.

**Internal Consultations**

No internal consultations were required or undertaken to prepare this report.

**External Consultations**

No external consultations were required or undertaken to prepare this report.

**Community Consultations**

No community consultations were required or undertaken to prepare this report.

**Policy and Statutory Implications**

The Taskforce has been established to assist Council in achieving its long-standing commitment to providing adequate housing for Shoalhaven’s communities. Council’s Shoalhaven Affordable Housing Strategy 2024 aligns with Council’s vision and proposed work in its Community Strategic Plan and Local Strategic Planning Statement.

**Financial Implications**

There are no financial implications generated by this report.

## **AH26.3 Strategy Action 1.4 - Developing Strategic Principles for Affordable Housing**

**HPERM Ref:** D26/76815

**Department:** Strategic Planning

**Approver:** Emma Struys, Director - City Development

### **Purpose:**

This report relates to Action 1.4 of Council’s adopted Shoalhaven Affordable Housing Strategy, 2024 (the Strategy), which requires the development of strategic principles to guide delivery of affordable housing in Shoalhaven.

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

That the Affordable Housing Taskforce:

1. Acknowledge the work required to implement Action 1.4 of the Affordable housing Strategy to *Develop strategic principles for affordable housing*.
2. Consider and provide feedback on the proposed strategic principles presented in this report.
3. Receive a further report on the status of the implementation of the Action in Quarter 3 of 2026.

**AH26.3**

### **Community Strategic Plan:**

- 1 Vibrant, active and safe communities
  - 1.1 Community life, civic engagement and community support
- 3 Resilient local economies and enabling infrastructure
  - 3.3 Housing for all

### **Delivery Program / Operational Plan:**

- 1.1.1 Deliver plans and strategies which help to create an inclusive community and improve equitable access to opportunities
- 3.3.1 Develop and implement plans which will enable a variety of affordable and appropriately serviced housing options within the City

### **Background**

Action 1.4 of the Strategy recommends the development of strategic principles which set out Council’s expectations and goals for the delivery of affordable housing in Shoalhaven. These Principles may, amongst other things, set out the preferred number, location, size, quality, and typology of dwellings.

The Principles would untimely sit within Council’s Local Strategic Planning Statement (LSPS) – *Our Shoalhaven 2040*. This document is a high-level strategic land use policy document setting out how Council will identify and work to consider and meet the communities land use needs over the next 20-years. This would ensure the Principles guide and coordinate Council’s work and activities which have a role in helping the delivery of affordable rental housing and improving housing affordability more generally. This includes:

4. Strategic planning processes, including the preparation of relevant Council strategies (e.g. Local Housing Strategy) and precinct plans.
5. The consideration of relevant applications for Council's development consent and Planning Proposals (requesting/recommending the rezoning of a site).
6. Partnerships with housing providers and developers, including planning agreements involving affordable housing.
7. Advocacy efforts for State and Federal funding.
8. Council's asset and land management decisions.

A desktop review of councils in the Greater Sydney Region with adopted affordable housing principles shows the following common key themes and strategies:

1. Social, ethical and legislative responsibility to address housing affordability.
2. Affordable rental housing is provided and managed in a manner which ensures a socially diverse residential population, representative of all income groups.
3. Affordable rental housing is provided to a range of very low-, low-, and moderate-income households and at no more than 30% of gross household incomes.
4. Affordable housing is constructed to a standard which is consistent with all dwellings across the local government area.
5. Provision of appropriate housing for key and essential workers to help increase economic productivity.

To ensure the Principles are relevant and effective, they will be informed by community and industry feedback before being embedded within the LSPS. It is anticipated that approximately 6-months is required to complete the engagement exercise, including the public exhibition of draft principles. The outcomes of the exhibition will be reported back to the Taskforce at a future meeting.

Once the draft Principles have been exhibited and adjusted if needed in response to feedback, they will be presented to Council with a recommendation that they be included in the LSPS and incorporated in future strategic property plans.

### Proposed Principles

The following draft Principles have been prepared for consideration:

1. **Location, Access, and Connectivity:** Affordable housing should be located to reduce transport disadvantage, with convenient access to essential services such as public transport, employment areas, education, health services, and community infrastructure.
2. **Housing Size and Type Diversity:** Affordable housing should provide a diverse mix of dwelling sizes and types that reflects and responds to the identified needs of the local community.
3. **Quality, Safety, and Sustainable Design:** Affordable housing must meet or exceed building standards to ensure safety, accessibility, and amenity, while integrating environmentally sustainable and climate-resilient design. Universal design principles should be incorporated to support ageing in place and varied accessibility needs.
4. **Social Inclusion and Community Wellbeing:** Affordable rental housing should be designed and delivered in ways which fosters inclusive, connected, and resilient communities. Developments should support mixed tenures and diverse demographics, minimise social isolation, and integrate seamlessly into existing neighbourhoods.
5. **Long-Term Affordability and Security:** Mechanisms such as planning agreements, land covenants, or long-term arrangements with registered community housing providers should be used to secure affordable housing assets in perpetuity and ensure stable, long-term tenure.

6. **Partnerships and Collaborative Delivery:** Affordable housing delivery should be underpinned by strategic partnerships between Council, community housing providers, Aboriginal housing organisations, other levels of Government, and developers. Prioritise collaboration on funding, land provision, planning pathways, and service delivery to maximise outcomes.
7. **Strategic Use of Council and Government Land:** Council and government-owned land should be used to enable or incentivise affordable rental housing where this delivers clear community benefit. Land use and strategic property decisions should prioritise highest community value, not solely financial return.

### **Risk Implications**

There are no risks generated by this report.

### **Internal Consultations**

Internal consultation will occur, as required, as the principles are developed. This will include collaboration with Council's Vibrant Communities and Community Engagement Teams.

### **External Consultations**

No external consultations are required as part of this reporting process, noting several community housing providers and industry representatives are members of the Taskforce and the engagement opportunities provided by the proposed community consultation.

### **Community Consultations**

Community consultation on the draft principles will include a public exhibition and opportunities for community members and other stakeholders to provide feedback.

### **Policy and Statutory Implications**

The adopted Planning Principles will be added to the Shoalhaven Local Strategic Planning Statement to provide a policy framework for the work and activities delivering or facilitating affordable housing outcomes.

### **Financial Implications**

There are no direct financial implications related to this report.

## AH26.4 Outcomes - NSW Legislative Assembly Select Committee on Essential Worker Housing

**HPERM Ref:** D26/45152

**Department:** Strategic Planning

**Approver:** Emma Struys, Director - City Development

### **Purpose:**

To provide an update on the outcomes of the NSW Legislative Assembly Select Committee's Inquiry into Essential Worker Housing and the NSW Government's subsequent response to the Committee's report.

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

That the Taskforce accept this report for information.

### **Community Strategic Plan:**

- 3 Resilient local economies and enabling infrastructure
  - 3.3 Housing for all

### **Delivery Program / Operational Plan:**

- 3.3.1 Develop and implement plans which will enable a variety of affordable and appropriately serviced housing options within the City

### **Background**

The NSW Legislative Assembly Select Committee on Essential Worker Housing was established to inquire into and report on options for essential worker housing in the state. The Inquiry focussed on establishing an appropriate definition of essential worker housing for the NSW Government to adopt, as well as identifying options to increase the supply of housing for essential workers.

Council made a submission to the inquiry ([link to submission](#)) and addressed the Committee at its hearing in Bomaderry in December 2024 ([link to transcript](#)).

The Committee tabled its report in June 2025 ([link to report](#)). Key findings included:

- No single government agency is responsible for making sure essential workers have access to affordable and suitable housing.
- Essential workers need different types of housing to suit their varying needs.
- The term "essential worker" needs to be flexible based on local community needs and should focus on the need to be physically present at work. Essential workers are not only public sector workers.
- Essential worker housing could be better supported in current planning frameworks and new developments in NSW do not always consider the housing needs of existing and expected essential workers.
- There is a need to better involve the private sector to enable delivery at scale.

The report made 20 recommendations organised around the following five themes:

1. **Coordinated leadership** by Homes NSW, supported by an independent board, and utilising existing models for housing provisions.
2. A **comprehensive framework** of principles and eligibility criteria and an adaptable definition to allow local areas to plan for their needs.
3. **Integration with existing policies** to improve planning processes and strengthen inclusionary zoning.
4. **Measures to increase supply**, including the use of surplus land, zoning changes, incentives, and fast-tracked approvals.
5. **Innovative solutions** such as build-to-rent and shared equity schemes.

On 12 January 2026, the NSW Government published its response to the Committee's report ([link to document](#)). In summary, the NSW Government response:

- Recognises that the challenge relating to housing access and affordability extends beyond essential workers and require a whole-of-system response, whilst confirming that the NSW Government will not separately define “essential workers” nor will it set principles and eligibility criteria.
- Commits to supporting essential workers and ensuring they have access to appropriate housing.
- Commits to embedding essential worker housing into every major housing category and program as well as policies and initiatives design to increase the supply of affordable housing.
- Confirms the intent to investigate a whole-of-government Key Worker Housing Operating Model to bring disparate programs into one group.
- Outlines the range of policies and programs which support housing for essential workers.

The NSW Government also indicated that it is developing tools to help monitor the implementation of activities (e.g., registers of affordable housing dwellings and dwellings subject to affordable housing conditions).

### **Risk Implications**

There are no direct risks generated by this report.

### **Internal Consultations**

No internal consultations were required or undertaken to prepare this report.

### **External Consultations**

No external consultations were required or undertaken to prepare this report.

### **Community Consultations**

No community consultations were required or undertaken to prepare this report.

### **Policy and Statutory Implications**

The Taskforce has been established to assist Council in achieving its long-standing commitment to providing adequate housing for Shoalhaven's communities. Council's Shoalhaven Affordable Housing Strategy 2024 aligns with Council's vision and proposed work in its Community Strategic Plan and Local Strategic Planning Statement.

**Financial Implications**

There are no financial implications generated by this report.

## AH26.5 Update Report: Advocacy Efforts - Affordable Housing

**HPERM Ref:** D26/50310

**Department:** Strategic Planning

**Approver:** Emma Struys, Director - City Development

**Attachments:** 1. Summary of Affordable Housing Advocacy Activities & Projects [↓](#)

### Purpose:

The purpose of this report is to provide an update to the Taskforce on Council's advocacy activities relating to affordable housing.

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

That the Taskforce receives this report for information.

### Community Strategic Plan:

- 3 Resilient local economies and enabling infrastructure
  - 3.3 Housing for all

### Delivery Program / Operational Plan:

- 3.3.1 Develop and implement plans which will enable a variety of affordable and appropriately serviced housing options within the City

### Background

Action 1.7 of the Shoalhaven Affordable Housing Strategy requires Council to advocate with the NSW and Federal Governments on affordable housing issues. This report outlines Council's recent advocacy efforts and identifies opportunities for further or ongoing work in this space.

Since the adoption of the Strategy, Council has been working consistently with various Government Agencies and other stakeholders on a range of affordable housing issues. At its meeting of 8 December 2024, the Taskforce supported the suggestion to receive updates on these advocacy activities via a brief report to be presented at its future meetings.

**Attachment 1** provides a summary of Council's advocacy activities (undertaken or underway), in relation to housing affordability and supply more broadly (Table 1) and identifies recent outcomes/successes in affordable housing delivery for Shoalhaven (Table 2).

This attachment will be updated as required and presented to each Taskforce meeting.

### Risk Implications

There are not know risk implications associated with this report.

**Internal Consultations**

No internal consultation has been undertaken or is required in this regard.

**External Consultations**

No external consultation has been undertaken or is required for this report.

Any future advocacy activities that require external consultation will be reported to the Taskforce as needed.

**Community Consultations**

No community consultation has been undertaken or is required for this report.

**Policy and Statutory Implications**

There are no policy or statutory implications arising directly from this report. However, current and future advocacy activities may result in potential amendments to local and state policies and legislation. Any updates in this regard will be reported to the Taskforce as needed.

**Financial Implications**

There are no financial implications arising directly from this report. All current advocacy activities are being managed within the Strategic Planning Team as part of the implementation of the Affordable Housing Strategy.

Any future financial implications arising from advocacy activities will be reported to the Taskforce as needed.

## Attachment – Summary of Housing Affordability Advocacy Activities and Projects

Table 1: Summary of Advocacy Activities

Advocacy Activity	Status/Comment	Outcome(s) & Timeframe
<p>1 Promoting the use of Transport for NSW’s surplus land at Bomaderry Railway Station for an affordable housing development.</p>	<p>The site is well-located in Bomaderry Town Centre next to the train station and relatively close to the Shoalhaven Hospital, making it uniquely and ideally positioned to support and provide well-located affordable housing to meet the needs of our community, including essential workers. Council has been advocating with Transport for NSW since 2023, and consistently throughout 2025, to encourage the Agency to consider its potential use for an affordable housing development.</p>	<p>The Agency has yet to determine future outcomes for the Site. Advocacy continues.</p>
<p>2 Monitoring the NSW Government’s (Department of Planning Housing and Infrastructure) preparation of a proposed guidance framework for the preparation of Affordable Housing Contributions Schemes.</p>	<p>Council has corresponded with the Department’s Housing Policy Team throughout 2025. The recently exhibited <a href="#">Draft Sydney Plan</a> includes a draft Action for the NSW Government to deliver an <i>Affordable Housing Contribution Scheme</i> toolkit to support Councils to prepare schemes. The Draft Plan also includes an action for councils to prepare and adopt a scheme. While the Draft Plan <u>does not apply</u> to Shoalhaven, a similar Action is anticipated in the updated Illawarra Shoalhaven Region Plan, which is currently <a href="#">scheduled for consultation in 2026</a>.</p>	<p>Awaiting guidance from DPHI. The Taskforce will be updated on the release of the draft Regional Plan and affordable housing actions and initiatives.</p>
<p>3 <b>Submission:</b> NSW Government’s (Department of Planning Housing and Infrastructure) Discussion Paper – <i>A New Approach to Strategic Planning</i>.</p>	<p>Council’s submission provides recommendations on a range of matters relating to housing, including:</p> <ul style="list-style-type: none"> <li>• Delivery of a policy and guidance framework to enable and support councils to prepare Affordable Housing Contribution Schemes.</li> </ul>	<p>The Department’s consultation concluded on 27 February 2026. Outcomes of this consultation will be published on the NSW Planning Portal at: <a href="#">A New Approach to Strategic Planning</a>.</p>

		<ul style="list-style-type: none"> <li>• Supporting Council’s planning of residential growth areas with enabling infrastructure, through: <ul style="list-style-type: none"> <li>○ The direct delivery and funding of infrastructure.</li> <li>○ An effective and sustainable local infrastructure development contributions framework.</li> </ul> </li> <li>• Assisting Council with preparing an evidence base to understand and respond to the community’s housing needs.</li> <li>• Measuring and tracking “housing affordability” to monitor the success of its proposed policy framework for housing.</li> </ul>	<a href="#">Discussion Paper   Planning Portal - Department of Planning and Environment</a>
4	<p><b>Submission:</b> NSW Government’s Legislative Assembly Select Committee on Essential Worker Housing.</p>	<p>Council made a submission to the Inquiry in September 2024 and appeared before the Committee at the Public Hearing in December 2024. Council’s submission can be viewed online at: <a href="#">Submission 28 - Shoalhaven City Council.pdf</a>. The Committee released the <a href="#">Options for Essential Worker Housing Report</a> in June 2025. The <a href="#">NSW Government Response Report</a> was published on 12 January 2026.</p>	<p>Further information is provided in a separate report to the Taskforce’s March 2026 meeting.</p>
5	<p><b>Submission:</b> NSW Government’s (Department of Planning Housing and Infrastructure) proposed policy reform for Caravan Parks, Manufactured Home Estates, and Moveable Dwellings.</p>	<p>Council made a submission on Phase 1 of the review in January 2024. The Department’s website provides an indicative timeframe for exhibition of a Discussion Paper for Phase 2 to occur in 2024: <a href="#">Caravan parks, manufactured home estates and moveable dwellings   Planning</a>. This is yet to occur.</p>	<p>Awaiting further advice from the Department.</p>
6	<p><b>Submission:</b> NSW Government’s (Department of Planning Housing and Infrastructure) review of short-</p>	<p>Council made a submission in February 2024. The Planning Portal indicates the Department is considering the submissions received and are investigating options to help unlock housing supply and improve housing</p>	<p>Awaiting further advice from the Department.</p>

	term rental accommodation policy framework.	affordability: <a href="#">Discussion paper on short and long-term rental accommodation   Planning Portal - Department of Planning and Environment</a> . The Department has not yet published its policy response.	
7	<b>Submission:</b> NSW Government’s proposed policy framework for “Meanwhile Use”.	“Meanwhile Use” describes the temporary use of vacant homes or buildings before they are sold, redeveloped or brought back into permanent use. Council made a submission in 2022, building on its 2021 submission to the NSW Government’s Committee on Community Services Inquiry looking at options to improve access to existing and alternate accommodation to address the social housing shortage ( <a href="#">link to submission</a> ).	Amendments to the NSW Housing SEPP were made in December 2024. These changes simplified the process for Homes NSW and Community housing Providers to temporarily (5-years) repurpose vacant properties such as buildings formerly used for motels, hospitals, accommodation ancillary to places of public worship and education facilities for temporary housing.
8	Membership and participation in the NSW Government’s Illawarra-Shoalhaven Affordable Housing Roundtable	The Roundtable was established through an Action in the <a href="#">Illawarra-Shoalhaven Regional Plan 2041</a> . Its purpose was to bring together Councils, community housing providers, the NSW Government, and the housing development industry to collaborate, build knowledge, and identify barriers to increase the supply of affordable housing. While meetings were regularly held from late 2021, the Roundtable has not met since 2024.	No future meetings of the roundtable are proposed by the Department.
<p><b>Copies of Council’s submissions can be provided to Taskforce members on request. Please note that as these submissions have already been made, amendments are not possible.</b></p>			

Table 2: Successes in securing affordable housing development outcomes.

Site/Project	Status/Comment	Timeframe
<p>1 <b>44-52 Coomea Street, Bomaderry</b> 39-unit affordable housing development comprising 1-, 2-, and 3-bedroom units. Homes delivered as a mix of 25 social housing and 14 affordable rental housing units.</p>	<p>The development delivers much-needed homes for people in need of affordable housing and was delivered by Southern Cross Housing in partnership with the NSW Government and Council.</p>	<p>Construction completed in late 2025, with the official opening on Friday 20 February 2026.</p>
<p>2 <b>Cnr Beinda Street and Bolong Road, Bomaderry</b> Landcom development delivering 60 build-to-rent apartments with a minimum of 20% to be affordable rental housing for households on very low-, low-, and moderate-incomes.</p>	<p>The project has commenced with construction work starting in March 2025. At the time of writing, foundation works were nearing completion. An update on this project will be provided to the Taskforce at a future meeting.</p>	<p>Landcom’s <a href="#">project website</a> provides an indicative timeframe of late 2026 for completion, subject to weather conditions.</p>
<p>3 <b>West Culburra Mixed-Use Development – Sealark Pty Ltd</b> Affordable Housing outcomes secured via consent conditions.</p>	<p>Concept approval issued by the NSW Land &amp; Environment Court in December 2021. The development consent conditions require the preparation of an Affordable Housing Strategy by Sealark to ensure the development can <a href="#">“accommodate a balance of affordable housing”</a>.  <a href="#">Sealark’s Affordable Housing Strategy</a> was completed in November 2023 and promises dedication of land “sufficient for the construction of a minimum of 40</p>	<p>Timing of construction is developer-dependent; however, consent conditions are being secured, and applications are currently under assessment for the delivery of essential infrastructure.</p>

		<p>dwelling for affordable rental housing in perpetuity”.</p> <p>Legal mechanisms will be implemented to ensure the identified land is secured for affordable housing, in accordance with consent conditions and Sealark’s Strategy.</p>	
4	<p><b>131 St Vincent Street, Ulladulla</b></p> <p>Affordable Housing requirements embedded within Council’s Local Environmental Plan (LEP) 2014.</p>	<p>Site rezoned in August 2025 to enable a mixed-use development across the site. A <a href="#">local clause</a> embedded in the LEP requires future residential development to incorporate 50 dwellings, or 27% of the total dwellings in the development, to be used for affordable housing for at least 15 years from the date of completion.</p>	<p>The site was advertised for sale in late 2025; however, the listing is no longer visible online. Timing of development outcomes is currently unknown.</p>
5	<p><b>Nowra Riverfront Rezoning Proposal</b></p> <p>Homes NSW is leading a rezoning proposal for the Mandalay Sub-Precinct, on 2.7 hectares of adjacent riverfront land. The proposal intends to unlock approximately 530 new homes, including approximately 100 social and affordable homes.</p>	<p>The NSW Government is leading this project as part of the broader Nowra Riverfront revitalisation project. The overall Riverfront redevelopment includes:</p> <ul style="list-style-type: none"> <li>• Mandalay Sub-precinct, with the potential for 530 new homes.</li> <li>• Nowra Riverfront Precinct rezoning, allowing for up to 377 new homes.</li> </ul> <p>Further information is available in DPHI’s <a href="#">Fact Sheet</a> and on the dedicated project webpages at:</p> <ul style="list-style-type: none"> <li>• <a href="#">Mandalay Sub-precinct   Planning Portal - Department of Planning and Environment</a></li> <li>• <a href="#">Nowra Riverfront Precinct   Planning Portal - Department of Planning and Environment</a></li> </ul>	<p>NSW Government-led public exhibition concluded on 17 December 2025. DPHI are now reviewing submissions received during the public exhibition period for both precincts. DPHI will respond to feedback before a final proposal is progressed to the Minister for Planning and Public Spaces for consideration and determination.</p>