



Summary and consideration of submissions and *Council response*

Strategic Growth Principles

File: 58417E
2025



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.

Contents

1. Introduction.....	4
2. The Principles	6
3. Public Exhibition	7
4. Survey Response.....	8
5. General Feedback.....	10
6. Principle 1.....	11
7. Principle 2.....	15
8. Principle 3.....	19
9. Principle 4.....	22
10. Principle 5.....	26
11. Principle 6.....	29
12. Principle 7.....	32
13. Principle 8.....	35
14. Principle 9.....	38
15. Principle 10.....	42
16. Feedback on Adopted Policy Statements.....	45
17. Landowner Nominated Site	47

Appendix 1 – Exhibited Draft Strategic Growth Principles

Appendix 2 – Adopted Strategic Growth Principles

1. Introduction

This document summarises the submissions Council received in response to its exhibition of draft Strategic Growth Principles. The Principles are a set of contemporary policy statements designed to guide the preparation of Council's new Land Use Planning Scheme, which includes a Citywide Housing Strategy and the renewal of key local planning documents such as the Local Environment Plan (LEP) and Development Control Plan (DCP).

The Principles address a range of strategic land use planning matters such as housing supply and demand, locations for urban growth, protecting biodiversity resources, managing risks from natural hazards, and the efficient use of infrastructure. The Principles provide an interim strengthening and confirmation of Council's growth management policies, helping support dated, but still valid, land use planning strategies.

They are proposed to be embedded into Council's Local Strategic Planning Statement (LSPS), the over-arching strategic planning document outlining the work Council needs to do to identify and meet the communities' land use planning needs over the next 15-20 years. Embedding the Principles within the LSPS ensures they are part of the contemporary policy framework considered during various planning processes, helping to secure delivery of positive long-term outcomes for Shoalhaven's communities. The Principles will complement two existing Policy Statements setting out how Council will plan and manage rural land and industrial land.

The Principles strengthen Council's consideration of rezoning requests, also known as proponent-initiated Planning Proposals. The NSW Government's Gateway Process for Planning Proposals requires proposals to, amongst other things, justify the strategic merit of the proposal. The Principles will act as a key component of the framework that proposals are assessed against.

Additionally, the Principles will be useful in responding to and shaping the outcome of any Rezoning Review. This review process allows a proponent of a planning proposal to request the review of a proposal by the Regional Planning Panel in certain circumstances (when Council does not support a proposal or has taken too long to consider it).

The draft Principles were exhibited in June and July 2024. Council received 153 survey responses and 14 written submissions in response.

At its 17 December 2024 Ordinary Meeting, elected Council adopted a final set of Principles. At the meeting, Council considered the community feedback provided in response to the exhibited Principles and the adjustments recommended by staff to address the feedback.

This document provides a summary of the survey responses and written submissions, as well as an adjusted set of Principles. These principles will now be incorporated into Council's LSPS.



2. The Principles

The following ten Strategic Growth Principles were exhibited:

1. *Housing supply is informed by an established evidence base, including local population forecasts and historic development activity.*
2. *Housing diversity is increased to provide the dwelling types needed to meet the identified housing needs of Shoalhaven's communities.*
3. *Housing affordability is improved through an increased supply of permanent Affordable Rental Housing.*
4. *Identified Urban Release Areas will deliver the majority of new housing supply and support new communities with essential infrastructure.*
5. *Additional greenfield development will be focussed on cleared, unvegetated land, strategically located to make efficient and cost-effective use of existing and planned infrastructure.*
6. *Increase residential densities and deliver master-planned urban consolidation in strategic centres.*
7. *Facilitate an increase in housing diversity in established neighbourhoods to provide a greater variety of homes which contribute to existing and desired future character.*
8. *New residential development will conserve, protect, and manage significant habitats and areas of high biodiversity value.*
9. *New residential development will avoid areas of known environmental risks and minimise impacts on emergency management.*
10. *Ecologically sustainable development will provide resilient and climate appropriate neighbourhoods and dwellings.*

A full set of the exhibited draft Principles, including explanatory text, is provided in Appendix 1. Only Principle 1 was adjusted in response to feedback, while several changes were made to the explanatory text supporting the Principles. Principle 1 was adjusted to reflect the National and State Government's housing goals.

1. *Housing supply is informed by an established evidence base and National and State Government housing goals.*

The final Principles are provided in Appendix 2.

3. Public Exhibition

The Draft Principles, background information, and a set of frequently asked questions were exhibited from Wednesday 12 June to Friday 12 July 2024 (28 days). The exhibition material was available to view at Council's Nowra and Ulladulla offices, and online on Council's website Get Involved webpage.

The following groups were notified of the exhibition:

- Community Consultative Bodies.
- Local Aboriginal Land Councils.
- Community members subscribed to updates on strategic planning projects.
- Key NSW Government Agencies.
- The Development Industry, including peak representative bodies.

To encourage greater engagement from 12–17-year-olds, staff sought the advice of Council's Youth Advisory Committee. Additional notification activity included social media posts promoting the exhibition and asking high schools to share the opportunity to provide feedback through their student networks.

The opportunity to complete an online survey was provided as a quick and easy way to provide feedback on the draft Principles.

Council received 153 survey responses and 14 written submissions. Submissions were received from community members, planning consultancies, licensed builders, and the following organisations and businesses:

- Red Head Village Association
- Callala Matters
- NSW Department of Planning, Housing and Infrastructure
- Homes NSW
- NSW State Emergency Service (SES)
- Urban Development Institute of Australia (UDIA)
- Gyde Consulting
- Cowman Stoddart
- Allen Price & Scarratts
- Sealark Pty Ltd

Most submissions were generally supportive of the Principles and complimented Council on its commitment to increase housing supply and prepare a contemporary policy framework to guide its land use planning decisions.

4. Survey Response

The online survey contained 25 questions some of which sought feedback on the level of agreement with each of the Principles. The remaining questions were optional and provided the opportunity for additional feedback.

The survey asked submitters to select their association with Shoalhaven (Figure 1). 82% of submitters are residents of Shoalhaven.

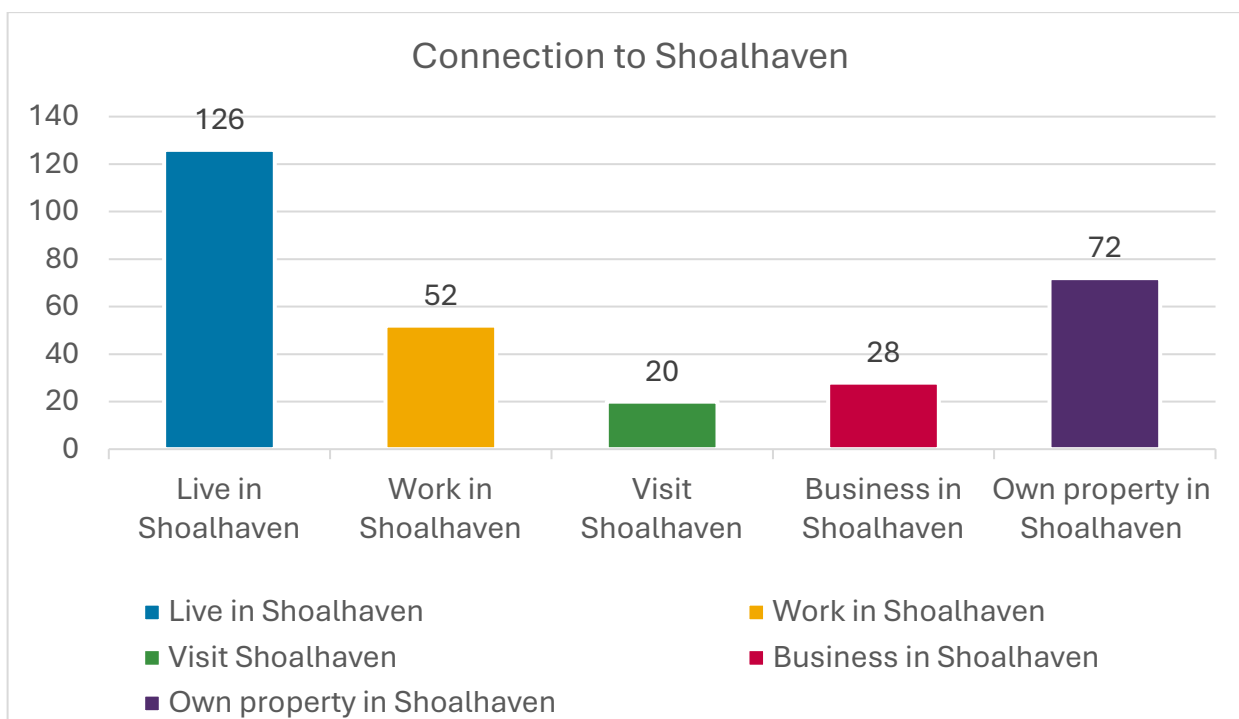


Figure 1: Survey respondents' connection to Shoalhaven.

Submitters were also asked to provide their age to provide an understanding of the age groups engaged in the exhibition. The results identify the most significant engagement occurred with middle age ranges 35-49, 50-59, and 60-69 years old. Lower levels of participation were recorded from lower and upper age groups, 12-17 years and 80-84 years respectively. This suggests the need for alternative consultation techniques, or that land use planning issues are not currently a priority for these age groups.

Overall, the survey responses indicated support for all of the Principles, with the majority of responses indicating **agreement** or **strong agreement** with each Principle. Table 1 identifies the principles and level of support.

Table 1: Principles and Level of Support.

No.	Principle	Support
1	Housing supply is informed by an established evidence base, including local population forecasts and historic development activity	63%
2	Housing diversity is increased to provide the dwelling types needed to meet the identified housing needs of Shoalhaven's communities	69%
3	Housing affordability is improved through an increased supply of permanent Affordable Rental Housing	61%
4	Identified Urban Release Areas will deliver the majority of new housing supply and support new communities with essential infrastructure	52%
5	Additional greenfield development will be focussed on cleared, unvegetated land, strategically located to make efficient and cost-effective use of existing and planned infrastructure	63%
6	Increase residential densities and deliver master-planned urban consolidation in strategic centres	56%
7	Facilitate an increase in housing diversity in established neighbourhoods to provide a greater variety of homes which contribute to existing and desired future character	55%
8	New residential development will conserve, protect, and manage significant habitats and areas of high biodiversity value	65%
9	New residential development will avoid areas of known environmental risks and minimise impacts on emergency management	74%
10	Ecologically sustainable development will provide resilient and climate appropriate neighbourhoods and dwellings	62%

The survey also asked submitters to rank the importance of the Principles. The top three most important Principles were:

1. *Principle 8 - New residential development will conserve, protect, and manage significant habitats and areas of high biodiversity value.*
2. *Principle 2 - Housing diversity is increased to provide the dwelling types needed to meet the identified housing needs of Shoalhaven's communities.*
3. *Principle 1 - Housing supply is informed by an established evidence base, including local population forecasts and historic development activity.*

5. General Feedback

A number of written submissions provided general feedback on Council's future land use planning work and the implications of the Principles on this work.

Several submissions, including one from the Red Head Villages Association, acknowledge and compliment Council on its efforts to update the policy framework to guide the preparation of its new land use planning scheme. The application of the Principles in the consideration of rezoning and development proposals was also supported.

Community group Callala Matters were also very supportive of the Principles.

"Excellent! All twelve principles are eminently sensible [...] Clearly the SCC planning staff responsible for the Draft Strategic Growth Principles recognise the direction that planning decisions must take to keep the Shoalhaven affordable, attractive and sustainable in the future."

Two submissions raised concerns about the potential conflict between some of the Principles, highlighting the need to balance environmental protection with the immediate and future housing needs of a growing population. They also cited personal challenges with finding and securing a suitable and affordable home in Shoalhaven, encouraging Council to prioritise its work on a detailed local housing strategy to meet increasing housing demand.

"While I support the Council's vision for a sustainable and vibrant Shoalhaven, I urge the Council to prioritise increasing housing supply and affordability [...] By balancing housing needs with environmental considerations, the Council can create a thriving community that accommodates both current and future residents."

The Development Industry also raised concerns about the implications of embedding the Principles into the LSPS and the potential for them to create additional barriers to future development.

"Industry is concerned about the weight that these Principles will be afforded in the development assessment process, noting anecdotally other instances where Council's have used the LSPS as grounds for refusal."

6. Principle 1

Housing supply is informed by an established evidence base, including local population forecasts and historic development activity.

The communities' housing needs will be identified using Council's evidence base. This includes population forecasts and the monitoring of development activity. The population forecasts consider a range of inputs such as Census data and information about births, deaths and migration to predict anticipated population change for each of Shoalhaven's settlements. Change can include population growth, and the size, age, and composition of households. Monitoring of development activity provides information on the number and type of homes being delivered, development trends, and the remaining capacity of zoned land. The local forecast indicates the need for about 14,200 extra homes by 2051.

Survey Response

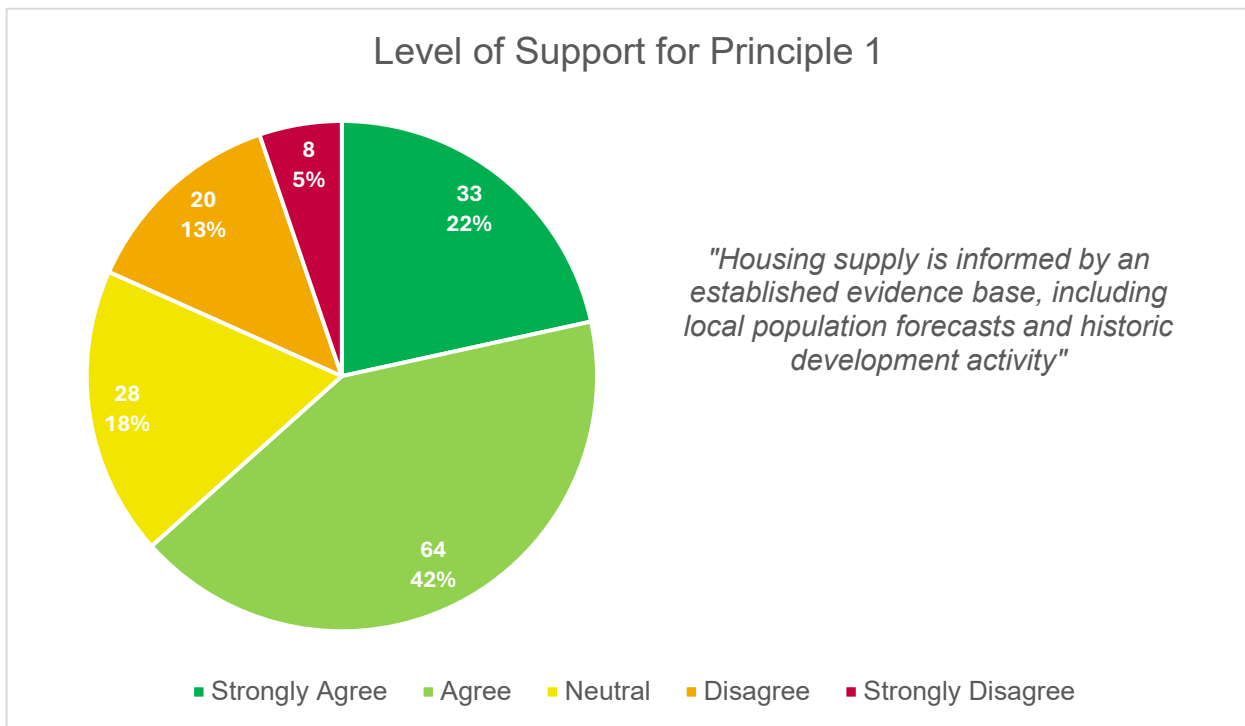


Figure 2: Level of Support for Principle 1.

Additional feedback on this Principle:

- Questioned the need for an evidence base.
- Advised the evidence base should rely on the actual population and not forecasts.
- Queried the use of development activity trends.

- Highlighted that assessments of housing demand also need to consider the impacts of short-term rental accommodation on housing supply.
- Stated that Council needs to focus on maintaining roads, collecting garbage, and mowing parks.

Written Submissions

Submissions identified that the local housing forecasts utilised in Principle 1 were not consistent with the NSW Government's expectations including its common planning assumptions and recently released housing targets (4,900 new homes over the next five years). Some submissions called for a more flexible approach to housing supply than currently proposed which recognises government expectations. Adjusted wording was provided for the Principle to reflect this position.

"This will require Council to adopt a more flexible approach to housing supply forecasting than the one envisaged by draft Principle 1, and one that recognises National and state government expectations."

Industry submissions also requested opportunities to comment on, and contribute to, the evidence base used to identify future housing need.

Several submissions advocated for Council to focus primarily on housing supply in light of the current levels of housing availability and affordability.

"The primary focus of the strategy should be to increase housing supply to meet the growing population's needs, with a secondary focus on ensuring sustainable and environmentally responsible development."

Other submissions agreed with the need for a rigorous evidence base.

"Housing supply should be informed through rigorous analysis of the population projections, housing size, demand for a wide variety of housing types, and the need for 'social housing' and 'affordable housing'"

Two submissions were critical of Council's reliance on historical development activity, noting the danger of replicating recent levels of development activity, which it considered to be very low.

“It is our view that “historic development activity” is a poor indicator for the future needs of the Shoalhaven community.”

One submission requested that demand and supply analysis and forecasts be publicly available and updated on an annual basis.

Consideration of Feedback

Responding to Housing Targets

The Principles were developed prior to the NSW Government's release of its five year housing targets. It is anticipated these targets are likely to change over time and that more targets will be set for subsequent periods (e.g. 5-10 years and 10 years plus).

The NSW Government is also proposing a range of activities to deliver homes which will contribute to the meeting the targets, and is introducing a range of new State planning policies to facilitate the delivery of homes by the market. This includes the use of surplus NSW Government land and increasing densities in certain centres. This means there is an amount of work happening independently and outside of Council's efforts to contribute to meeting these targets. Council's Housing Strategy, a key component of future land use planning activity for Shoalhaven, will identify the ability and opportunities to contribute to meeting the residual component of the targets.

There is a need to reflect the Federal and State Government's expectations in this Principle.

Preparing an Evidence Base

A robust and accurate evidence base is critical to identifying the Shoalhaven communities' housing needs and informing the planning and growth management response in the future Housing Strategy. This evidence base will consider:

- Demographic indicators of social and economic factors.
- Housing demand trends and diversity.
- Housing supply trends and diversity.
- Land use opportunities and constraints.
- Areas with development capacity.
- Areas that are environmentally constrained or where there are feasibility barriers.
- Gaps in general housing supply.
- Localities requiring specific types of housing.

This is consistent with the information identified in the NSW Government's guidance for preparing housing strategies. Historic development activity is only one measure and is considered to have some value in that it indicates the capacity of the planning system and the construction industry to secure approvals and deliver homes.

Council's future Housing Strategy, including the evidence base informing its recommendations, will be publicly exhibited. Council will also engage with industry to validate components of the evidence base.

The Strategy will include a robust monitoring and reporting framework, providing opportunities to share updated analysis and forecasts. The NSW Government's Urban Development Program is currently developing a Housing Supply Audit. It's anticipated relevant information from this audit will be published.

Managing Short-term Rental Accommodation

Council is awaiting the outcomes of the NSW Government's review of its short-term rental accommodation planning policy before considering opportunities to manage short-term residential accommodation.

Recommended Response

- Recommendation 1: This Principle be amended from:

Housing supply is informed by an established evidence base, including local population forecasts and historic development activity.

To:

Housing supply is informed by an established evidence base and National and State Government housing goals.

- Recommendation 2: An additional sentence be added to the explanatory text supporting this Principle:

Planning work to identify future housing supply will also consider National and State Government commitments under the National Housing Accord and associated housing targets.

Council Resolution

As recommended.

7. Principle 2

Housing diversity is increased to provide the dwelling types needed to meet the identified housing needs of Shoalhaven's communities.

Local population forecasts indicate Shoalhaven's housing needs are changing. Overall, the population is increasing and ageing, while households are getting smaller. These changes create a demand for a range of dwelling types, including more compact and easily maintained homes located close to services and amenities to accommodate the needs of Shoalhaven's communities at all stages of their lives. Greater housing diversity has been shown to improve housing affordability by providing housing at lower prices.

Survey Response

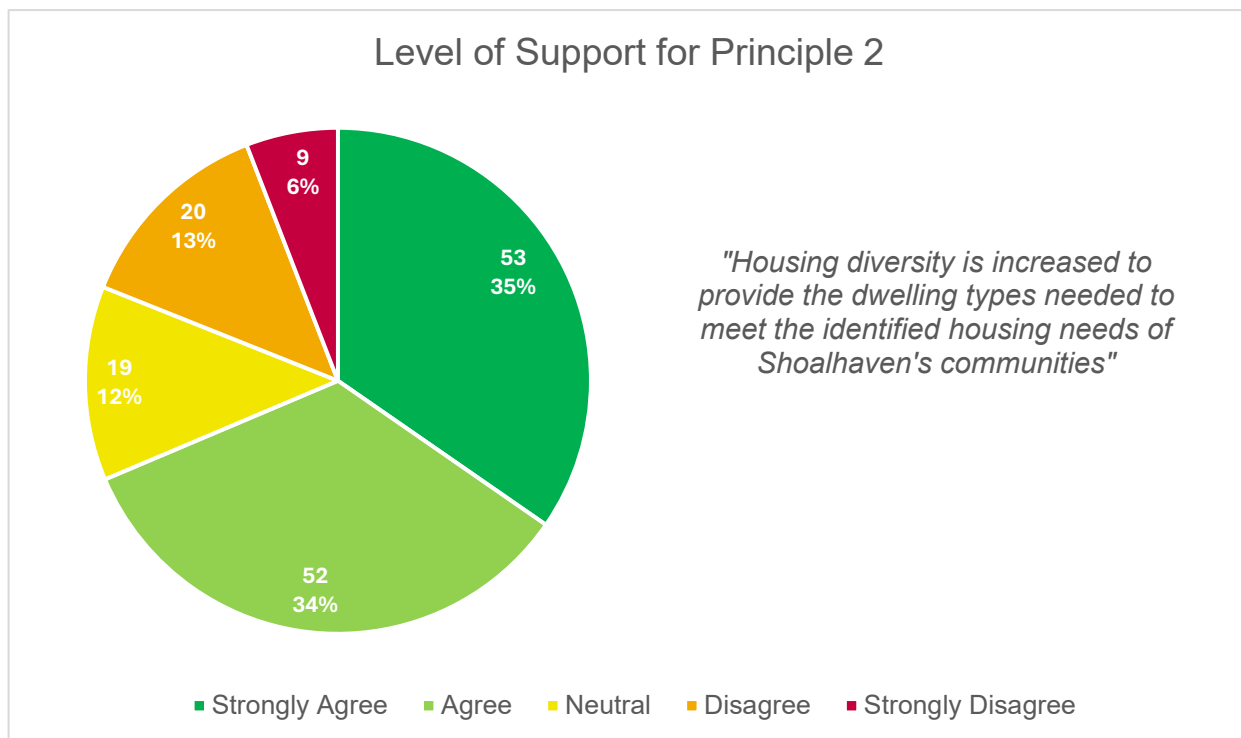


Figure 3: Level of Support for Principle 2.

Additional feedback on this Principle:

- Stressed the importance of housing diversity to meet the needs of key workers, low-income households, and the ageing and mobility impaired population.
- Suggested that the types of housing required depends on the location and needs of specific communities.

- Provided opposing positions on medium- and high-density development, with some responses promoting such development within or close to Nowra City Centre and others opposing increased densities.
- Identified the opportunities provided by temporary forms of housing, especially in the short-term.
- Recommended housing that is well designed, sustainable, and contributes to local or neighbourhood character.
- Raised concerns about diverse housing being purchased by investors for short-term rental accommodation.

Written Submissions

Submissions were supportive of increasing housing diversity across the Shoalhaven, with most requesting or encouraging increased densities close to Nowra City Centre and Ulladulla Town Centre.

“More dense urban areas providing a range of smaller housing typologies are crucial around existing town centres to provide an uplift in the types of dwellings that smaller households need.”

The submissions identified medium density housing, such as town houses, terraces and dual occupancies, are the most common form of diverse housing because they are permissible in numerous residential zones, feasible, and can be delivered by the local construction industry. The submissions request a review of local planning documents to identify opportunities in and around existing centres and transport nodes.

“As many of these housing typologies are already permissible [...], allowing greater permissibility [...] is likely to generate a positive response from developers [...]. This form of housing can also be built utilising the existing skill set of the housing industry, removing another barrier.”

One submission recommended that housing diversity needs to be identified in collaboration with, and to support, Shoalhaven’s workforce.

“Housing diversity should also go hand-in-hand with conversations around housing for the future work force.”

One submission raised concerns about the impact of increased densities on character, and suggested an additional sentence in the explanatory text to confirm this.

“To effectively implement such a principle, it needs to be acknowledged that all Shoalhaven communities may have resultant streetscape changes which may then be challenged as changing the local character of the area.”

Other feedback identified an opportunity to combine this Principle with Principle 7 which also addresses housing diversity.

Consideration of Feedback

Increasing Residential Density

Council has committed to detailed planning work for Nowra City Centre and Ulladulla Town Centre. This will include opportunities to adjust planning and development controls to promote high-density residential development. Council’s Housing Strategy will also review opportunities for different residential densities in existing centres. Any opportunities to increase residential density identified in the Housing Strategy will be implemented through adjustment of local planning and development controls.

Council remains mindful of its ability to influence non-planning related factors affecting the delivery of different densities, including finance, development feasibility, and the construction industry’s skill set or readiness.

Delivering Affordable Housing

Council’s Affordable Housing Strategy has a range of actions which aim to contribute to increasing the supply of Affordable Rental Housing and improving the affordability of housing more generally. Increasing the supply of housing for essential workers is a key theme and advocacy is already occurring with submissions made to the current NSW Government Inquiry into housing for essential workers.

Managing Local Character

Principle 7 addresses housing diversity in established neighbourhoods to ensure they contribute to character. Council is also preparing new planning and development controls, including character statements, to manage the contribution that development makes to character. There is a clear need to manage community expectations about the potential change that may occur as dwelling diversity is increased.

Managing Short-term Rental Accommodation

Council is awaiting the outcomes of the NSW Government’s review of its short-term rental accommodation planning policy before considering opportunities to manage it.

Recommended Response

- Recommendation 3: An additional sentence be added to the explanatory text supporting this Principle:

New dwelling types will result in a new mix and change of housing within the streetscape.

Council Resolution

As recommended.



8. Principle 3

Housing affordability is improved through an increased supply of permanent Affordable Rental Housing.

Opportunities to increase the delivery of Affordable Rental Housing include partnerships with Community Housing Providers and other developers, and requirements for new development to contribute land, homes, and/or funds for the delivery of permanent Affordable Rental Housing. To secure rental affordability, it is estimated an additional 3,300 affordable homes are needed.

Survey Response

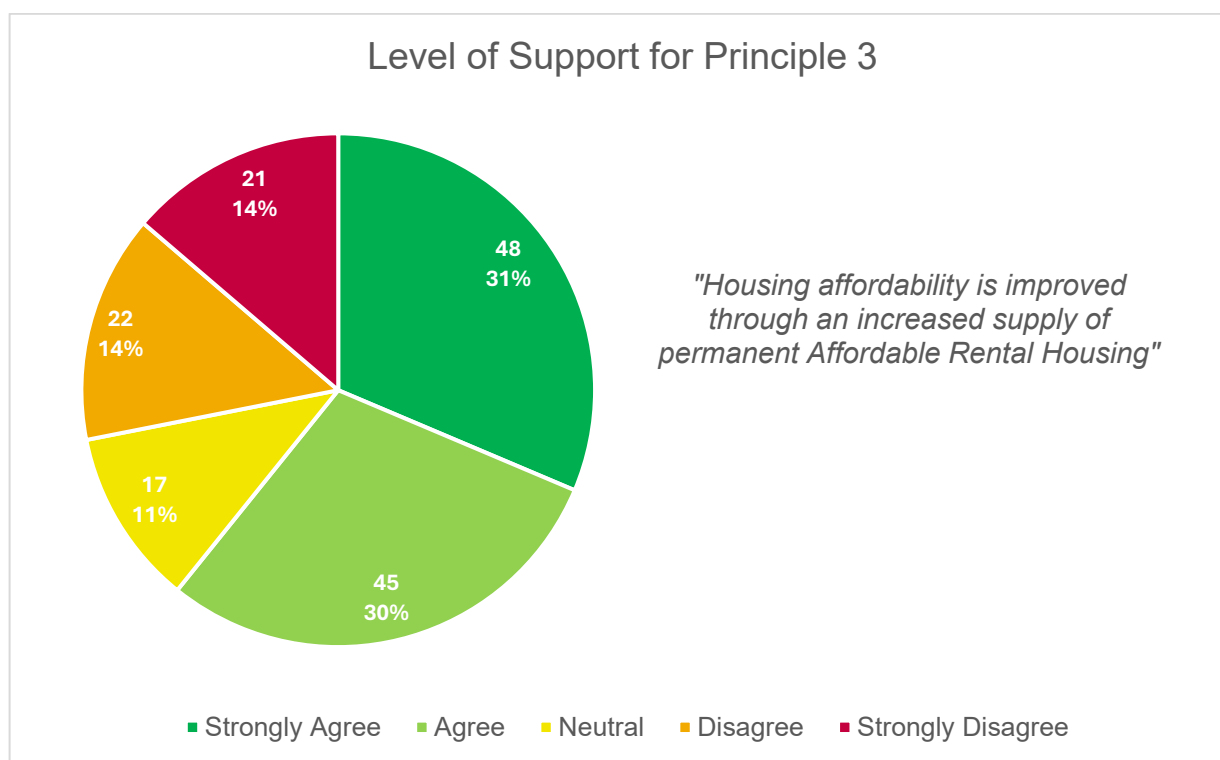


Figure 4: Level of Support for Principle 3.

Additional feedback on this principle:

- Supported work to increase housing affordability through the supply of permanent rental housing, especially in centres providing employment, services, and shops.
- Raised concerns about likely residents, negative social outcomes, and increased crime rates.
- Criticised the impact short-term rental accommodation is having on the supply of affordable, long-term rental accommodation.

- Queried Council’s role in the supply of Affordable Rental Housing.

Written Submissions

Submissions were generally supportive of this Principle, and proposed the use of government-owned land, suggested the need for market incentives to encourage the supply of Affordable Rental Housing, and offered to collaborate with Council to identify a range of appropriate incentives.

“Council should cooperate with the State Government, including an examination of council owned and crown lands, to identify locations for government funded social housing.”

One submission acknowledged Council’s recent update of its Affordable Housing Strategy, published in September 2024. This submission requested access to the analysis identifying affordable housing need, and suggested that it may need adjustment in response to the NSW Government’s Housing Targets.

“It is assumed the need for 3,300 additional affordable homes is based on some analysis. This analysis should be provided. This number may need to be adjusted in light of the recently released Housing Targets.”

Homes NSW highlighted the positive affordable housing outcomes resulting from its collaboration with Council and recommended opportunities to increase the delivery of Affordable Rental Housing including partnerships with Homes NSW, Community Housing Providers and other developers, and requiring new development to contribute land, homes, and funds to facilitate the delivery of Affordable Rental Housing.

“Homes NSW is proud of its Collaboration Agreement [...] and looks forward to continuing our shared priorities to maximise all opportunities for the provision of more and better social and affordable housing across the Shoalhaven.”

Submissions from the development industry recommended a minor amendment of the phrase “permanent” to “in-perpetuity” to align with other affordable housing work.

Consideration of Feedback

Increasing the supply of Affordable Rental Housing

Council’s Affordable Housing Strategy sets actions for Council to contribute to increasing the supply of Affordable Rental Housing and improving the affordability of housing more generally. The actions fall broadly into three themes: the use of Council land to provide homes,

adjusting planning and development controls to facilitate development, and advocacy activities with the Federal and State Governments. Other local opportunities include incentives for the delivery of affordable housing, faster development approvals, and community education.

Council is establishing an Affordable Housing Taskforce in 2025 to drive the implementation of the Strategy. The Taskforce's membership will include political, industry, and community representatives.

The Strategy provides an analysis of Shoalhaven's affordable housing need or demand using household income brackets and rates of rental stress. This demand is unlikely to be affected by supply targets.

The criticism of work to increase the supply of Affordable Rental Housing is a continuation of the matters raised about the Affordable Housing Strategy. The Strategy proposes to raise community awareness and knowledge about the benefits of affordable housing, potential residents, and the different types of affordable housing to help overcome historic notions of low socio-economic communities living in poor quality, overcrowded housing.

Managing Short-term Rental Accommodation

Council is awaiting the outcomes of the NSW Government's review of its short-term rental accommodation planning policy before considering opportunities to manage short-term residential accommodation.

Suggested Wording Changes

"Permanent Affordable Rental Housing" reflects Council's work and advocacy position for new Affordable Rental Housing to be provided as Affordable Rental Housing in-perpetuity.

Recommended Response

- Recommendation 4: An additional sentence be added to the explanatory text supporting this Principle:

Other initiatives include incentives for the delivery of affordable housing, faster development approvals, and community education to remove the stigma associated with affordable housing.

Council Resolution

As recommended.

9. Principle 4

Identified Urban Release Areas will deliver the majority of new housing supply and support new communities with essential infrastructure.

Council will focus its planning work, infrastructure supply, and resources on delivering the existing urban release areas identified within Council's adopted land use planning strategies. The development of these areas will maximise the efficient use of existing and planned infrastructure. Council will collaborate with infrastructure delivery agencies and the development industry to provide the infrastructure to support future communities in these identified release areas. Proposals for additional or alternative release areas will only be considered in the update and review of existing land use planning strategies.

Survey Response

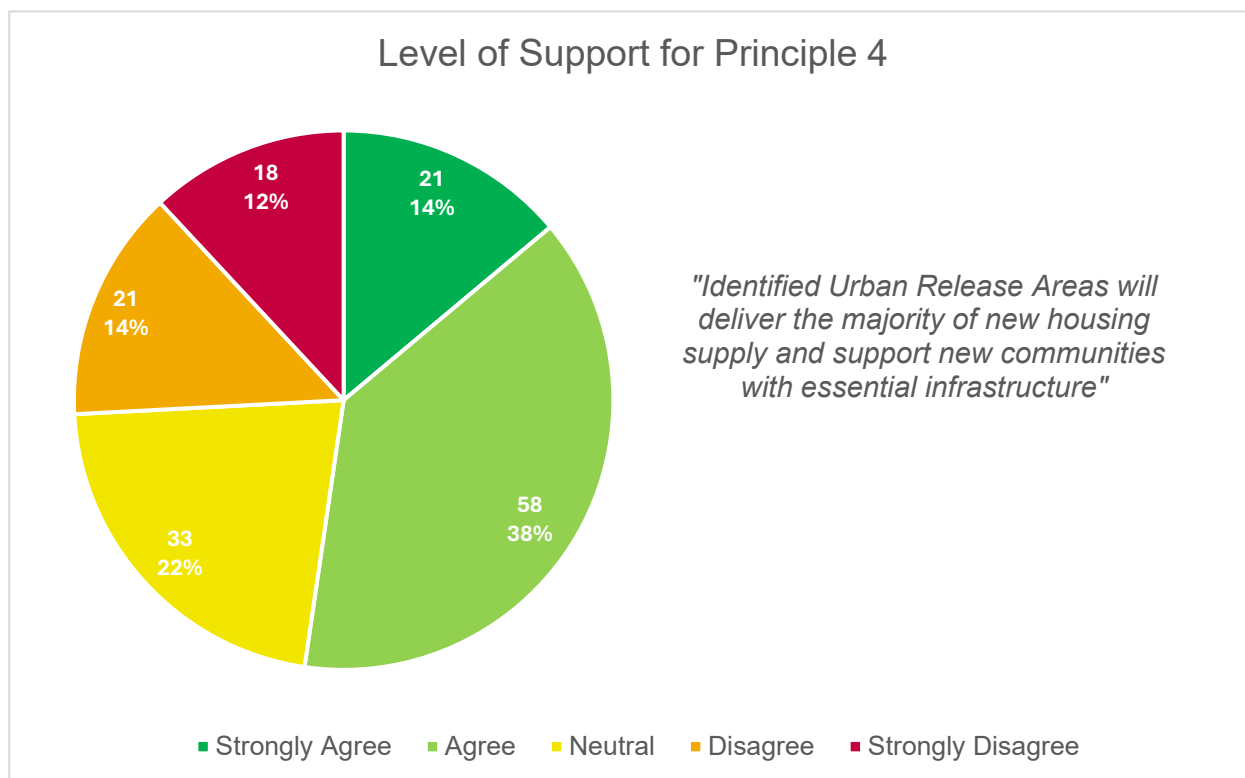


Figure 5: Level of Support for Principle 4.

Additional feedback on this principle:

- Supported work to plan and deliver new urban release areas, identifying the need for more areas in case forecast yields for existing release areas are not met.

- Stated that existing urban release areas are unlikely to deliver the majority of new housing supply or meet housing demand. This submission requested a greater focus on developing existing urban areas to help manage the urban footprint and make efficient use of existing and planned infrastructure and services.
- Noted the use of urban release areas to provide new homes would increase urban sprawl and would not contribute to improving housing affordability.
- Raised concerns about the ability to deliver necessary and suitable infrastructure and services to support future communities in the urban release areas

Written Submissions

Submissions from the Development Industry supported the delivery of new housing and infrastructure within identified urban release areas. The submissions also supported a balance between work to increase densities in existing urban areas and opportunities for new areas outside of confirmed urban release areas.

Three submissions analysed the indicative and realised yields of identified urban release areas and raised significant concerns about the ability of them to deliver the required long-term supply to meet the communities housing needs.

“[...] it is evident that the likely dwelling yields in Urban Release Areas within Nowra/Bomaderry area will not realise original expectations that underpinned their original identification.”

In response, the submissions requested a change in the “business-as-usual” approach of prioritising the delivery of identified urban release areas to a flexible longer-term approach of new growth areas with less focus on dated planning strategies. Adjusted wording was provided for the Principle to reflect this position.

One submission also suggested Council ensure new urban areas are released through the delivery of enabling infrastructure.

“Council should be ensuring the existing mapped URA’s and other large residentially zoned sites have the required enabling infrastructure to facilitate their development.”

Consideration of Feedback

Urban Release Areas

The delivery of identified urban release areas will provide a significant contribution to housing supply in Shoalhaven, even when environmental constraints and hazards impacting potential yields are considered.

The identified release areas reflect Council's strategic land use planning decisions, which are embedded in local planning documents to provide communities certainty about likely developments and associated change. The release areas are supported by planning frameworks and delivery mechanisms, with many of them already zoned for residential purposes. The NSW Government, Council, and service providers have all planned and committed resources to delivering the infrastructure and services to support the future communities in these release areas. These efforts and commitments promote continued focus on the delivery of the release areas.

Council's Housing Strategy will need to address any potential shortfall in housing supply and identify new opportunities to provide housing in existing, identified, and new urban areas.

Enabling Infrastructure

Council strives to deliver enabling infrastructure through a variety of mechanisms, including local infrastructure contributions, Federal and State Government funding initiatives, and collaboration with the development industry. The infrastructure funding from the NSW Government's Housing and Productivity Contribution provides a potential further source of funding. Council is contributing to the initial work on this contribution through its role on the NSW Government's Urban Development Program which is currently preparing Infrastructure Opportunity Plans to inform infrastructure funding decisions.

Shoalhaven Water is well advanced in its delivery of lead-in water and sewer infrastructure for the release areas currently being planned and delivered. It has also received NSW Government funding to install infrastructure for subsequent release areas and planning and design work has commenced.

In-fill Development

Increasing infill development has a different set of challenges, including community values around amenity and character, which may require more time to plan, test with existing communities, and deliver. Principle 6 outlines the approach to increasing residential densities through the delivery of master-planned urban consolidation in strategic centres, while

Principle 7 facilitates an increase in housing diversity in established neighbourhoods, which contributes to that neighbourhood's character.

Recommended Response

No changes are recommended to this Principle.

Council Resolution

As recommended.



10. Principle 5

Additional greenfield development will be focussed on cleared, unvegetated land, strategically located to make efficient and cost-effective use of existing and planned infrastructure.

The investigation of new greenfield growth opportunities will focus on land without significant biodiversity values and vegetation, including mapped habitats and riparian corridors. Urban expansion opportunities will be logical extensions to the existing urban edge to make efficient use of existing and planned infrastructure including roads, water, sewer, electricity and the like. Proposals for remote or isolated urban areas require significant and expensive enabling infrastructure and do not achieve the same efficiencies.

Survey Response

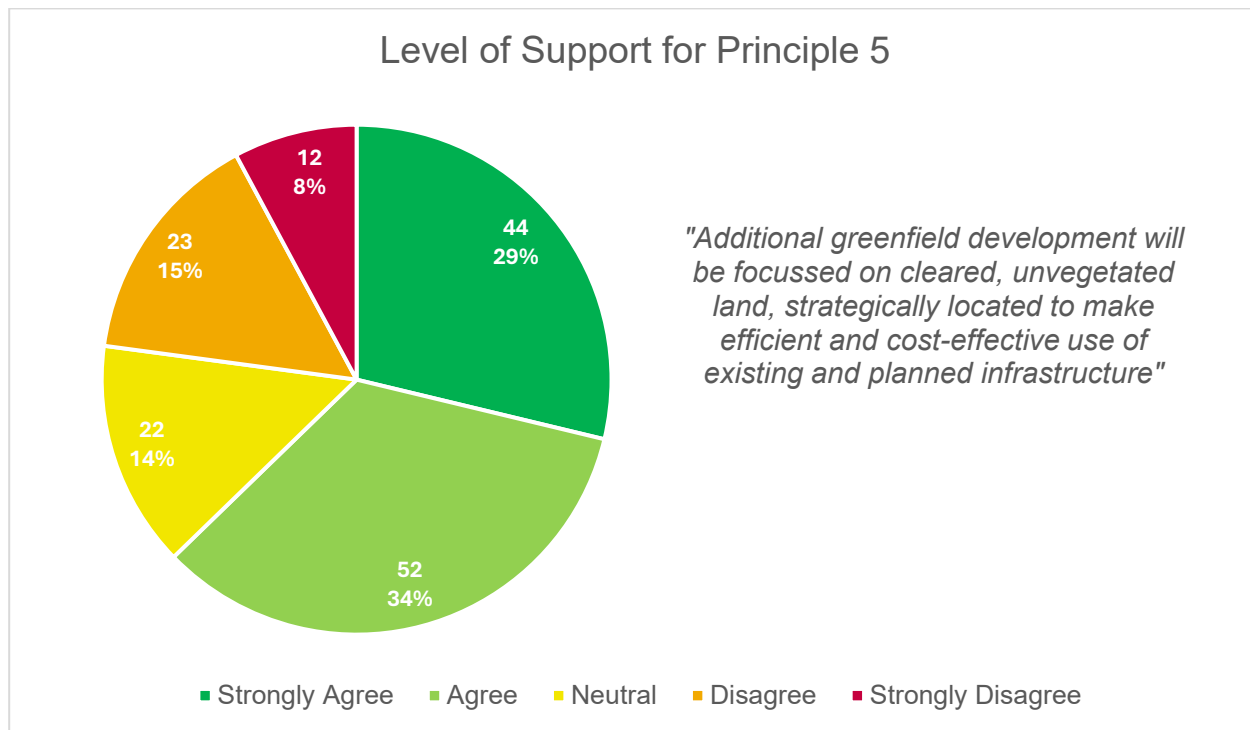


Figure 6: Level of Support for Principle 5.

Additional feedback on this principle:

- Agreed that cleared, unvegetated land, located close to existing centres was preferred for future greenfield.
- Raised concerns about the loss of agricultural resources, rural character, and scenic values.

- Promoted housing delivery as a priority over the protection of biodiversity resources due to the current housing availability and affordability situation.

Written Submissions

The Development Industry raised concerns about the practicality of this Principle due to the limited number of greenfield development opportunities remaining in Shoalhaven. The submissions note most settlements are surrounded by vegetation or land affected by a multitude of constraints, citing Council's stalled progress on planning new urban areas around Milton. They also call for analysis that identifies the amount of available, undeveloped, cleared and vegetated land.

"Most of the Shoalhaven's existing towns and villages are surrounded by lands that are either forested, flood prone, bushfire prone, crossed with riparian areas or unsuitable for some other reason."

The industry submissions also noted that the existing planning framework provides opportunities for some clearing of vegetated sites, especially if supported by biodiversity assessments and offsets. Submissions also suggested that limiting new urban development to only cleared sites may not deliver the required housing supply. Alternative wording was proposed changing *"cleared, unvegetated land"* to *"land that is not environmentally constrained"*.

Two submissions emphasised a greater focus on strategic conservation planning for biodiversity resources and urban vegetation was required to avoid the loss of vegetated land.

One submission suggested the Principle duplicates the site-specific considerations required as part of the process to review planning proposals to amend planning controls.

Consideration of Feedback

Focussing development on cleared, unvegetated land

Council's August 2023 decision to commence the preparation of a new land use planning scheme included four guiding principles. One of which confirmed *"Any outward expansion to be focussed on cleared, unvegetated land."* This Principle retains the intent of the original guiding principle.

Managing Rural Land

The feedback demonstrates the competing interests and pressures placed on rural land and productive agricultural land. The use of rural land adjoining existing urban areas needs

careful and balanced consideration as, while it often provides opportunities for logical urban expansion making use of existing and planned infrastructure, it also provides a range of other benefits and values. This includes rural character, scenic values, and green space between urban areas.

The NSW Government is currently identifying and mapping significant agricultural land and resources. The current planning policy framework, which includes Ministerial Directions and Council's Policy Statement within the LSPS, manages planning and development proposals on such land.

Maintaining rural values and balancing competing priorities in rural areas requires a comprehensive approach, involving the development of an over-arching policy framework. Council has committed to preparing a Rural Lands Strategy as part of the future land use planning scheme for Shoalhaven. This Strategy will consider strategically important agricultural land and provide clarity around the uses and extent of protection for rural land.

Strategic Conservation

Council has committed to the preparation of a strategic conservation plan, including mapping, to confirm known areas of high environmental value and identify appropriate planning controls.

Planning Proposals

The Principles have been designed as a policy framework to support Council's strategic consideration of planning proposals recommending adjustments to land use zones and planning controls. They guide considerations and do not duplicate the process.

Recommended Response

No changes are recommended to this Principle.

Council Resolution

As recommended.

11. Principle 6

Increase residential densities and deliver master-planned urban consolidation in strategic centres.

Increased densities will be delivered in Nowra, Bomaderry, Ulladulla and other key centres close to jobs, services and facilities. The intensification of population in existing centres increases social and economic vibrancy and activation and supports the viability and delivery of improved public transport. Development of defined precincts within centres will be informed by master-planned approaches to ensure efficient built footprints, retain vegetation, manage traffic and parking, and provide necessary infrastructure such as roads, footpaths, and open space.

Survey Response

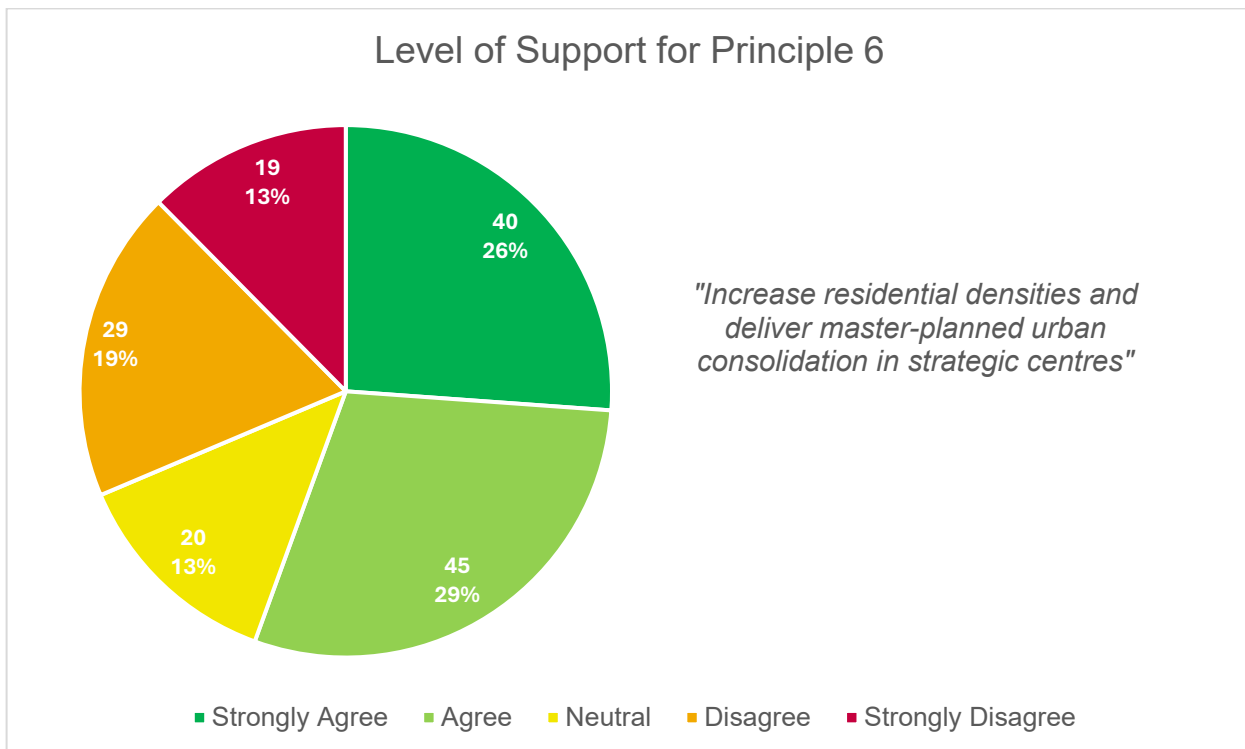


Figure 7: Level of Support for Principle 6.

Additional feedback on this principle:

- Recognised opportunities to protect rural land, vegetated land, and biodiversity resources.
- Raised concerns about perceived negative social and amenity impacts associated with increased residential densities.

- Recommended infill development be located in strategic centres, well designed, and not constrained by local character controls.
- Requested careful selection of key centres planned for increased residential densities to manage impacts and ensure sufficient infrastructure and services.

Written Submissions

The development industry was generally supportive of the Principle and identified opportunities for the industry to contribute to, or lead, the master planning work. They also noted that previous planning exercises required significant time and were not always successful.

“Master planning carried out with respect to Nowra, Bomaderry and Ulladulla has taken considerable time and resources in the past and not necessarily facilitated or stimulated the delivery of anticipated housing yields.”

The submissions call for a more flexible approach to identifying opportunities to meet the Government’s housing supply expectations, confirming the need for opportunities to deliver increased densities in a broader range of locations and enabling landowners and developers to initiate such outcomes.

One submission stated that the Principle doesn’t take into account the economic reality of higher density development in Shoalhaven, notably that it is currently financially unfeasible in the short- to medium-term and will not contribute to meeting the housing needs of the community.

“[...] does not take into account the economic reality that higher density development in existing town centres throughout the Shoalhaven (even in Nowra CBD) is unable to stack up financially at this point in time.”

Consideration of Feedback

Planning and Delivering In-fill Development

Master-planned infill development, including community testing and change management activities, takes considerable time and resources. The offer of assistance and collaboration is welcomed and opportunities for this to occur will be identified during the preparation of the Housing Strategy as suitable centres and growth options are identified.

Master-planning precincts provides unique opportunities to combine properties to provide larger sites, plan efficient built footprints, and retain urban vegetation. It also allows for the

broader management of traffic and parking and provision of necessary physical and community infrastructure. “Business-as-usual” development facilitated by current controls often misses these opportunities and delivers compromised outcomes such as town houses on gun-barrel lots with limited space for parking and landscaping.

The Principle acknowledges there are opportunities in other centres outside of Nowra, Bomaderry, and Ulladulla. The Principle does not limit the development industry’s own planning and delivery activities and initiatives.

It’s acknowledged that current levels of development feasibility are unlikely to deliver an immediate housing supply in existing centres, but that should not preclude advanced planning activities to ready centres for future investment.

Recommended Response

No changes are recommended to this Principle.

Council Resolution

As recommended.



12. Principle 7

Facilitate an increase in housing diversity in established neighbourhoods to provide a greater variety of homes which contribute to existing and desired future character.

Established residential areas play a role in providing new homes to meet the communities' diverse and changing housing needs. Opportunities include the delivery of secondary dwellings, dual occupancies, and multi-dwelling housing. Encouraging positive change and delivering diverse housing without impacting existing communities is acknowledged. Council will manage the contribution new development makes to local character through its assessment processes and by confirming existing and desired character.

Survey response

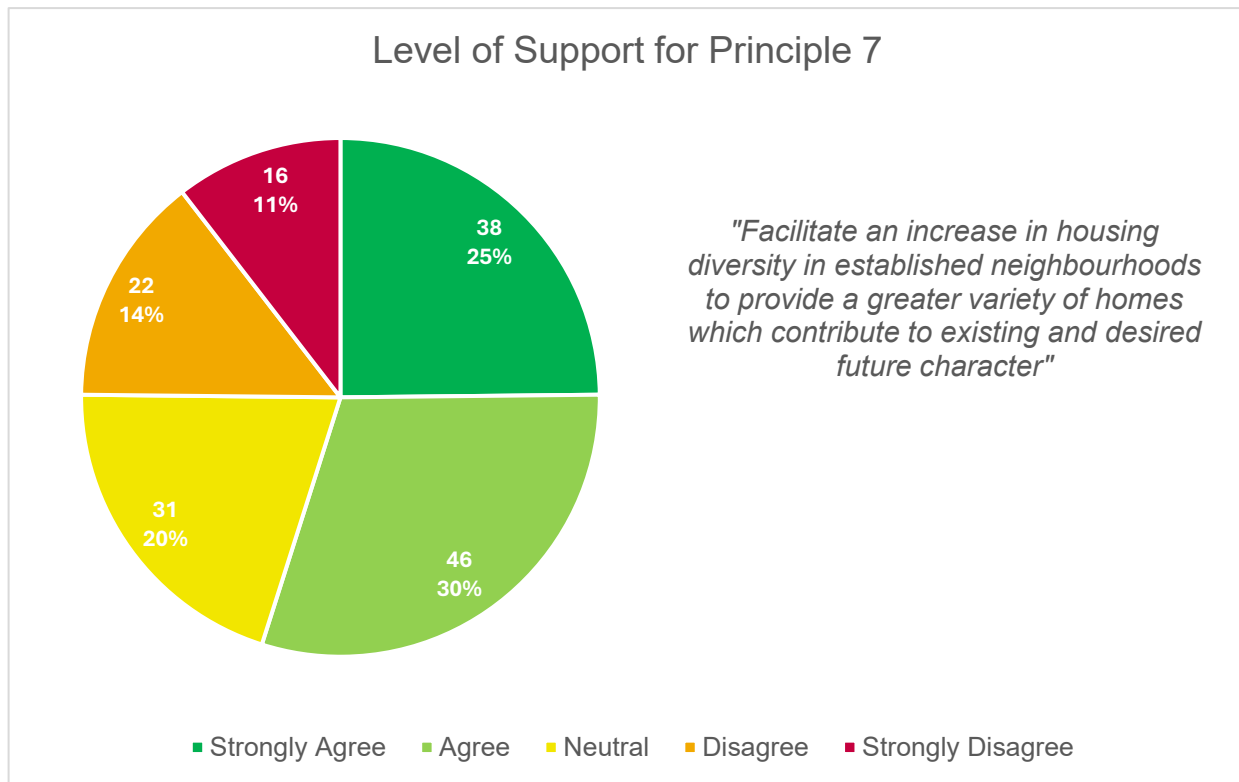


Figure 8: Level of Support for Principle 7.

Additional feedback on this principle:

- Stressed the importance of good design and aesthetics and maintaining older housing stock and gardens in combination with infill development.
- Recognised opportunities to leverage the use of existing infrastructure and adaptive reuse of heritage buildings.

- Identified the importance of preserving heritage items and places and maintaining existing local or neighbourhood character.
- Called for complimentary planning work to ensure infrastructure and services are provided to support the future community.

Written Submissions

The Development Industry raised numerous concerns with this Principle, identifying the potential contradiction between increasing the diversity of housing and maintaining existing character. The submissions suggested that development always results in changes, both positive and negative, to the existing character of an area or neighbourhood.

“There needs to be recognition that existing character may not last for ever, and indeed may not be in all situations appropriate, and that neighbourhoods, villages and towns will change over time.”

Two submissions requested the explanatory wording supporting this Principle “without impacting existing communities” be adjusted, suggesting an amendment to “minimising or mitigating negative impacts.”

Other submissions identified multiple principles also address housing diversity and that existing planning controls already promote diverse forms of housing such as dual occupancies and secondary dwellings.

“Secondary dwellings, dual occupancies, and multi-dwelling housing are already generally permissible in the existing urban areas.”

Consideration of Feedback

Managing Local or Neighbourhood Character

This principle recognises that development brings change, including positive and the more challenging, negative impacts, for existing communities.

The Principle confirms Council will **manage** the contribution development makes to the desired character of an area. It does not suggest the preservation of existing character, but that the level of management will be matched to a location’s sensitivity to change e.g. areas with heritage values.

The new planning scheme will build on the existing and desired character statements confirmed in the Shoalhaven Character Assessment Report. Planning controls to elevate the

consideration of character when assessing developments are close to finalisation. Future work may include development controls and updated statements.

Interaction of Principles

Principle 2 Housing diversity is increased to provide the dwelling types needed to meet the identified housing needs of Shoalhaven's communities aims to increase the diversity of housing types across Shoalhaven to meet the communities' housing needs. This Principle aims to manage the contribution development makes to the character of established neighbourhoods.

Recommended Response

- Recommendation 5: The following sentence be amended from:

Encouraging positive change and delivering diverse housing without impacting existing communities is acknowledged.

To:

These measures will encourage positive change and deliver housing while limiting impacts on existing communities.

and be relocated to the end of the explanatory text.

Council Resolution

As recommended.

13. Principle 8

New residential development will conserve, protect, and manage significant habitats and areas of high biodiversity value.

Development will maximise opportunities to conserve and protect biodiversity values and habitats in accordance with contemporary environmental legislation.

Survey response

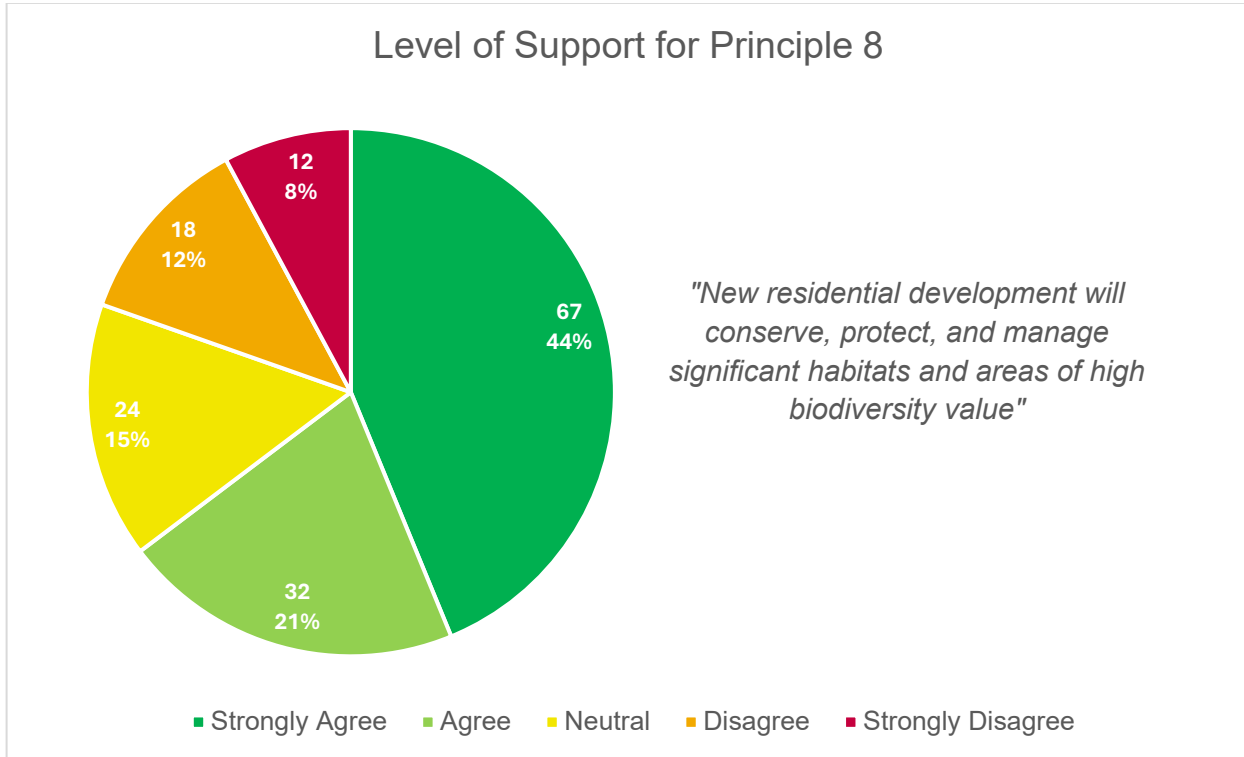


Figure 9: Level of Support for Principle 8.

Additional feedback on this principle:

- Highlighted the importance of protecting significant biodiversity resources and supported work to protect them and prevent their loss or degradation through site clearing and development.
- Recommended biodiversity corridors be identified and preserved.
- Recognised that increased densities in existing urban areas reduces pressure on biodiversity resources.
- Raised concerns with approved subdivisions and historical consents (also known as Zombie DAs).

- Expressed confusion about current biodiversity legislation and the associated offset or banking scheme.
- Suggested that due to the current housing crisis biodiversity values should be a secondary consideration to the priority of delivering housing.
- Suggested that the Principle was not required due to other relevant legislation.
- Stated that it conflicted with *Principle 5 Additional greenfield development will be focussed on cleared, unvegetated land, strategically located to make efficient and cost-effective use of existing and planned infrastructure.*

Written Submissions

The Development Industry questioned the need for the Principle, identifying overlap with current biodiversity legislation, and calling for its deletion. It also raised concerns that the application of the Principle to existing zoned land may restrict permissible development outcomes.

“This Principle appears to already be captured in Principle 6 and both Federal and State Environmental Legislation and does not need to be repeated here.”

The NSW Department of Planning, Housing and Infrastructure suggested including a goal to reduce carbon emissions and consolidating the Principle with other Principles (5, 10, and 11).

Callala Matters supported the Principle, recognising that its implementation, along with Principles 5 and 9, may avoid repeated examples of unsuitable residential subdivision activity. It also requested that the Principle be retrospectively applied to consents and rezonings in the Callala Bay area.

Consideration of Feedback

Biodiversity Legislation

The biodiversity conservation regulatory framework provides assessment and approval pathways for planning proposals and development applications that have the potential to impact biodiversity values. The Principle is intended to compliment this framework and provide guidance for higher-level strategic land use planning activities.

Management of Historical Consents

The NSW Government has established a Parliamentary Committee to review and report back on opportunities to manage historical consents. Council made a submission to the

Committee and addressed it at a formal hearing and is now awaiting the Committee's recommendation and the NSW Government's response.

Strategic Conservation

Council has committed to the preparation of a strategic conservation plan, including mapping, to confirm known areas of high environmental value and identify appropriate planning controls.

Consolidating/Duplicating Principles

Principle 5 *Additional greenfield development will be focussed on cleared, unvegetated land, strategically located to make efficient and cost-effective use of existing and planned infrastructure* guides work to identify new greenfield development opportunities and the consideration of rezoning proposals on greenfield sites. This Principle recognises the need for residential development facilitated by current land use zones and controls to also manage impacts on biodiversity resources.

Recommended Response

No changes are recommended to this Principle.

Council Resolution

The following sentence be amended from:

Development will maximise opportunities to conserve and protect biodiversity values and habitats in accordance with contemporary environmental legislation.

To:

Development will maximise opportunities to conserve and protect biodiversity and indigenous values and habitats in accordance with contemporary environmental legislation.

14. Principle 9

New residential development will avoid areas of known environmental risks and minimise impacts on emergency management.

A risk management hierarchy will be applied to new development to firstly avoid and then manage risks. Known and anticipated risks and constraints will be validated with contemporary assessments. The ability of emergency services to support communities during events is also an important consideration. Proposals with unacceptable social, environmental and economic costs will not be supported. The elimination of risk for existing and future communities is not possible, with many settlements at risk from flooding, bushfires, and other coastal hazards. Some communities are also isolated during certain events. Council will consider alternative ways to increase dwelling supply in constrained locations to meet the communities housing need instead of further urban expansion.

Survey Response

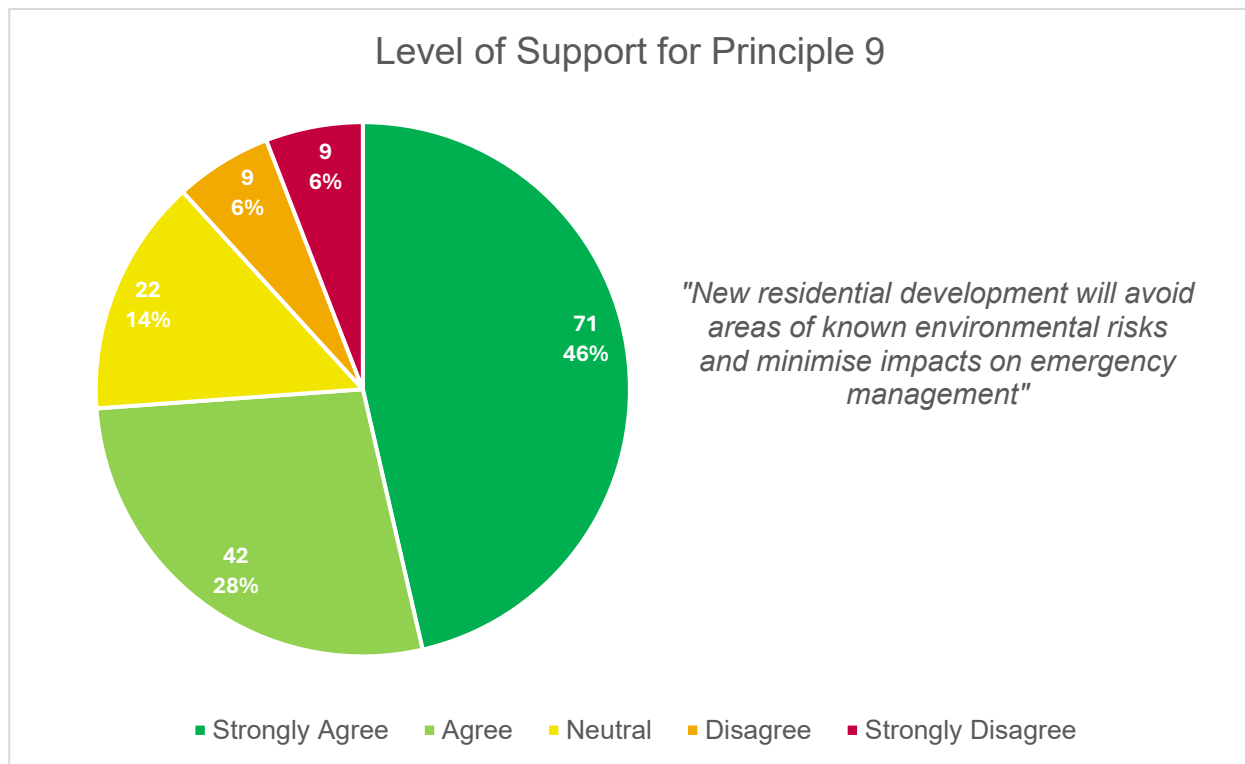


Figure 10: Level of Support for Principle 9.

Additional feedback on this principle:

- Focused on measures to manage contributions to and impacts of a changing climate, including increasing costs to maintain and repair infrastructure.

- Raised concerns about the ability of local planning to manage the impacts of disasters.
- Claimed the potential impacts of climate change would be used as justification to increase the height and density of buildings in existing urban areas.
- Requested that Council focus on “essential” tasks and services such as maintaining roads.

Written Submissions

The Development Industry generally supported the Principle, noting that it aligned with current work relating to land use planning and managing flood risk. One submission indicated that it was potentially unnecessary as it duplicated other principles and legislation, encouraging its intent to be distributed amongst other Principles.

“This Principle appears somewhat superfluous as it is already captured in other Principles and under the requirements of the Environmental Planning and Assessment Act 1979.”

The NSW SES were generally supportive of this Principle, and offered several recommendations to help strengthen and clarify the Principle in response to NSW Government’s Flood Prone Land Policy and the 2022 Independent Flood Enquiry.

“[We recommend] planned retreat from areas most at risk in the floodplain...[and] ensuring the provision of appropriate evacuation routes with sufficient capacity where development is proposed in hazard-prone areas with consideration of future climate scenarios.”

One submission raised concerns about the final sentence in the explanatory text, stating it would restrict Council’s housing supply expectations. It outlined that restricting the ability to consider further urban expansion may inhibit Council’s efforts to provide the required housing supply. The submission recommended the removal of the final sentence to allow for consideration of sites with environmental constraints and risks. Another submission suggested the need to clarify the aims of the principle to improve the resilience of existing towns and villages.

Consideration of Feedback

Managing Environmental Constraints and Risks

Shoalhaven has a broad range of environmental constraints and natural hazards that limit urban expansion opportunities. These constraints and hazards also limit the full utilisation of identified urban release areas. This Principle recognises the range of work being carried out by Council and NSW Government Agencies to identify and manage the risks from natural hazards.

Environmental constraints and risks, either already identified or those identified through new planning work, will limit development opportunities with or without this Principle in place. It is correct the Principle should not limit the consideration of suitable urban expansion opportunities where such risks can be appropriately managed. However, there remains a need to increase housing diversity in constrained locations to ensure the communities' housing needs continue to be met.

Council's program of flood risk management plans, which also includes the preparation of a flood evacuation capacity analysis, will identify opportunities to provide suitable evacuation routes. A further role of the flood risk management plans will be to identify solutions to manage flood risks under current and future climate scenarios. These solutions may include upgrades to road networks to provide appropriate evacuation routes where needed.

Management of Historical Consents

The NSW Government has established a Parliamentary Committee to review and report back on opportunities to manage historical consents. Council made a submission to the Committee and addressed it at a formal hearing, and is now awaiting the Committee's recommendation and the NSW Government's response. There are limited opportunities and mechanisms to apply the principles retrospectively.

Recommended Response

- Recommendation 6: The final sentence of the explanatory text supporting this Principle be adjusted from:

Council will consider alternative ways to increase dwelling supply in constrained locations to meet the communities housing need instead of further urban expansion.

To:

Council will consider alternative ways to increase dwelling supply to meet housing need in constrained locations where further urban expansion is limited.

Council Resolution

Retain original wording:

Council will consider alternative ways to increase dwelling supply in constrained locations to meet the communities housing need instead of further urban expansion.



15. Principle 10

Ecologically sustainable development will provide resilient and climate appropriate neighbourhoods and dwellings.

Development should continually improve the quality of life, both now and in the future, in a way which maintains or enhances environmental and community values. Urban vegetation will be retained and increased in residential areas to deliver amenity and manage urban heat. Water sensitive urban design will help manage water quality in in urban environments, rivers, and aquatic environments. New homes will maximise thermal, energy and water efficiency to provide comfortable homes and lower household bills.

Survey Response

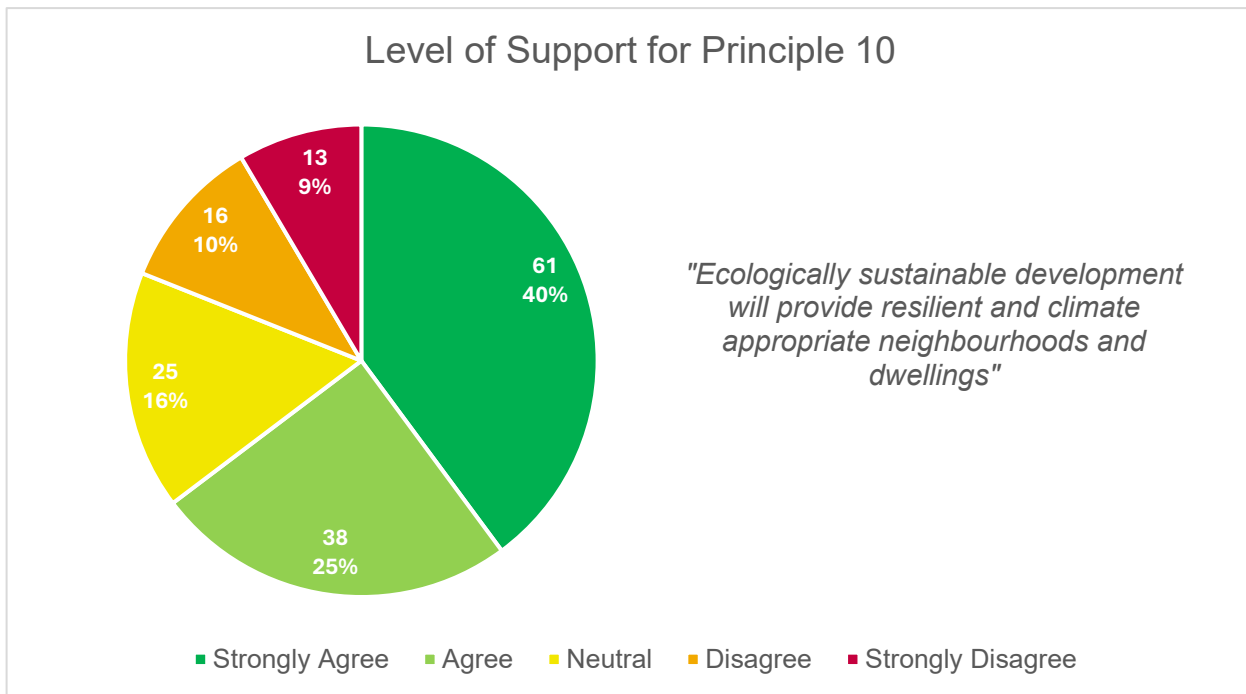


Figure 11: Level of Support for Principle 10.

Additional feedback on this principle:

- Suggested that new development should include solar panels, water tanks, urban vegetation/green infrastructure, and other "estate-wide" sustainability initiatives (e.g. community batteries, recycled water, electric vehicle chargers etc.).
- Refuted the impacts of climate change and stated that additional development costs associated with sustainable development would increase the cost of housing.

- Objected to additional large lot residential opportunities as they don't provide sustainable, climate appropriate, and affordable residential outcomes.
- Queried how the Principles would be implemented and monitored.

Written Submissions

Two submissions supported the Principle and acknowledged the need for more sustainable development in new and existing urban areas.

One submission raised concerns with retaining or introducing native vegetation in an urban setting and the need for flexibility when selecting vegetation types. The submission also highlighted the need for greater emphasis on strategic conservation planning to assist with facilitating growth in urban areas affected by native vegetation.

Another submission claimed the Principle could increase the cost of development, calling for a balance between costs and benefits. This submission also raised concerns about the wording of the last sentence of the explanatory text, suggesting adjustment from *“new homes will maximise [...]”* to *“new homes will use a suitable level [...]”*.

“All sustainable development comes at a cost, sometimes this is significant, and there needs to be a suitable trade-off between, for example, thermal insulation in a new dwelling and the cost/benefit of providing this.”

Two submissions identified that the intent of the Principle was captured in other Principles as well as other legislation and policy documents, such as the NSW Government's *Sustainable Buildings State Environmental Planning Policy* (also known as BASIX). The submissions queried the need for Council to adopt and implement its own Principle.

“[...] this Principle does appear somewhat superfluous as it is already captured in other Principles and under the requirements of the Environmental Planning and Assessment Act, various SEPPs, LEP 2014 and the Shoalhaven DCP.”

Consideration of Feedback

This Principle ensures ecologically sustainable development concepts are considered and embedded into the land use planning framework of policies, plans and strategies. The *Sustainable Buildings State Environmental Planning Policy* focusses on buildings, while the Principle will influence and facilitate precinct- and estate-wide sustainability initiatives. There are also opportunities to better the outcomes promoted by the State Environmental Planning Policy. The cost pressures of sustainable development are noted. Encouraging attempts to

maximise sustainable development initiatives as development is planned and designed is different to requiring or mandating maximum outcomes.

Recommended Response

No changes are recommended to this Principle.

Council Resolution

As recommended.



16. Feedback on Adopted Policy Statements

Council's LSPS already includes two existing Policy Statements.

1. *Retain and manage existing rural land, avoiding the rezoning of such land for other uses including rural-residential and residential outcomes, unless identified in a relevant strategy.*
2. *Retain and manage existing zoned industrial land, including from rezoning for other purposes, while future need is established.*

Written Submissions

One submission addressed the Policy Statement concerning the retention and management of rural land. It identified potential inconsistencies with Principle 5, which aims to focus urban expansion on cleared, unvegetated land, and requested consideration be given to the economic viability of agriculture.

"Cleared unvegetated land that adjoins existing urban areas will invariably comprise rural land within the Shoalhaven."

The submission suggested amendments to the Policy Statement to ensure it focussed on the retention and management of agricultural land, rather than all rural land.

Consideration of Feedback

Managing Rural Land

The use of rural land adjoining existing urban areas needs careful and balanced consideration as, while it often provides opportunities for logical urban expansion, it also provides a range of other benefits and values including rural character, scenic values, and green space between urban areas.

The NSW Government is currently mapping significant agricultural land and resources to support the current planning policy framework for managing agricultural land, which includes Ministerial Directions and Council's Policy Statement within the LSPS.

Maintaining rural values and balancing competing priorities in rural areas requires a comprehensive approach, involving the development of an (overarching) policy framework. Council has committed to preparing a Rural Lands Strategy as part of the future land use planning scheme for Shoalhaven. This Strategy will consider strategically important agricultural land and provide clarity around the uses and extent of protection for rural land.

Recommended Response

No changes are recommended to this Principle.

Council Resolution

As recommended.



17. Landowner Nominated Site

Matron Porter Drive, Milton (Lot 20 DP 1174684)

This 38.5 hectare site is zoned C3 Environmental Management and has a development standard that prohibits its further subdivision. The site is on the edge of Milton Town Centre and adjacent to an area zoned for, and developed with, large lot residential development. The site contains riparian corridors and some native vegetation; however the submission advises that preliminary investigations do not identify significant biodiversity values or vegetation. The site has access to the existing road network. The nomination proposes a mix of large lot residential and environmental outcomes, with the potential to provide about 50 new lots. It notes the site has a single owner, allowing for short-term delivery.

This nomination will be reviewed and considered as part of the forthcoming work preparing the Local Housing Strategy. There is no opportunity to advance it as part of the work setting Strategic Growth Principles.



Figure 12: Landowner nominated site, Matron Porter Drive, Milton.

Appendix 1 – Exhibited Strategic Growth Principles

1. Housing supply is informed by an established evidence base, including local population forecasts and historic development activity.

The communities' housing needs will be identified using Council's evidence base. This includes population forecasts and the monitoring of development activity. The population forecasts consider a range of inputs such as Census data and information about births, deaths and migration to predict anticipated population change for each of Shoalhaven's settlements. Change can include population growth, and the size, age, and composition of households. Monitoring of development activity provides information on the number and type of homes being delivered, development trends, and the remaining capacity of zoned land. The local forecast indicates the need for approximately 14,200 extra homes by 2051.

2. Housing diversity is increased to provide the dwelling types needed to meet the identified housing needs of Shoalhaven's communities.

Local population forecasts indicate Shoalhaven's housing needs are changing. Overall, the population is increasing and ageing, while household sizes are getting smaller. These changes create a demand for a range of dwelling types, including more compact and easily maintained homes located close to services and amenities to accommodate the needs of Shoalhaven's communities at all stages of their lives. Greater housing diversity has been shown to improve housing affordability by providing a range of housing at lower price points.

3. Housing affordability is improved through an increased supply of permanent Affordable Rental Housing.

Opportunities to increase the delivery of Affordable Rental Housing include partnerships with Community Housing Providers and other developers, and requirements for new development to contribute land, homes, and/or funds for the delivery of permanent Affordable Rental Housing. To secure rental affordability, it is estimated an additional 3,300 affordable homes are needed.

4. Identified Urban Release Areas will deliver the majority of new housing supply and support new communities with essential infrastructure.

Council will focus its planning work, infrastructure supply, and resources on delivering the existing urban release areas identified within Council's adopted land use planning strategies. The development of these areas will maximise the efficient use of existing and planned infrastructure. Council will collaborate with infrastructure delivery agencies and the development industry to provide the infrastructure to support future communities in these identified release areas. Proposals for additional or alternative release areas will only be considered in the update and review of existing land use planning strategies.

Appendix 1 – Exhibited Strategic Growth Principles

- 5. Additional greenfield development will be focussed on cleared, unvegetated land, strategically located to make efficient and cost-effective use of existing and planned infrastructure.**

The investigation of new greenfield growth opportunities will focus on land without significant biodiversity values and vegetation, including mapped habitats and riparian corridors. Urban expansion opportunities will be logical extensions to the existing urban edge to make efficient use of existing and planned infrastructure including roads, water, sewer, electricity and the like. Proposals for remote or isolated urban areas require significant and expensive enabling infrastructure and do not achieve the same efficiencies.

- 6. Increase residential densities and deliver master-planned urban consolidation in strategic centres.**

Increased densities will be delivered in Nowra, Bomaderry, Ulladulla and other key centres close to jobs, services and facilities. The intensification of population in existing centres increases social and economic vibrancy and activation and supports the viability and delivery of improved public transport. Development of defined precincts within centres will be informed by master-planned approaches to ensure efficient built footprints, retain vegetation, manage traffic and parking, and provide necessary infrastructure such as roads, footpaths, and open space.

- 7. Facilitate an increase in housing diversity in established neighbourhoods to provide a greater variety of homes which contribute to existing and desired future character.**

Established residential areas play a role in providing new homes to meet the communities' diverse and changing housing needs. Opportunities include the delivery of secondary dwellings, dual occupancies, and multi-dwelling housing. Encouraging positive change and delivering diverse housing without impacting existing communities is acknowledged. Council will manage the contribution new development makes to local character through its assessment processes and by confirming existing and desired character.

- 8. New residential development will conserve, protect, and manage significant habitats and areas of high biodiversity value.**

Development will maximise opportunities to conserve and protect biodiversity values and habitats in accordance with contemporary environmental legislation.

- 9. New residential development will avoid areas of known environmental risks and minimise impacts on emergency management.**

A risk management hierarchy will be applied to new development to firstly avoid and then manage risks. Known and anticipated risks and constraints will be validated with contemporary assessments. The ability of emergency services to support

Appendix 1 – Exhibited Strategic Growth Principles

communities during events is also an important consideration. Proposals with unacceptable social, environmental and economic costs will not be supported. The elimination of risk for existing and future communities is not possible, with many settlements at risk from flooding, bushfires, and other coastal hazards. Some communities are also isolated during certain events. Council will consider alternative ways to increase dwelling supply in constrained locations to meet the communities housing need instead of further urban expansion.

10. Ecologically sustainable development will provide resilient and climate appropriate neighbourhoods and dwellings.

Development should continually improve the quality of life, both now and in the future, in a way which maintains or enhances environmental and community values. Urban vegetation will be retained and increased in residential areas to deliver amenity and manage urban heat. Water sensitive urban design will help manage water quality in urban environments, rivers, and aquatic environments. New homes will maximise thermal, energy and water efficiency to provide comfortable homes and lower household bills.

Appendix 2 – Adopted Strategic Growth Principles

1. Housing supply is informed by an established evidence base and National and State Government housing goals.

The communities' housing needs will be identified using Council's evidence base. This includes population forecasts and the monitoring of development activity. The population forecasts consider a range of inputs such as Census data and information about births, deaths and migration to predict anticipated population change for each of Shoalhaven's settlements. Change can include population growth, and the size, age, and composition of households. Planning work to identify future housing supply will also consider National and State Government commitments under the National Housing Accord and associated housing targets. Monitoring of development activity provides information on the number and type of homes being delivered, development trends, and the remaining capacity of zoned land. The local forecast indicates the need for approximately 14,200 extra homes by 2051.

2. Housing diversity is increased to provide the dwelling types needed to meet the identified housing needs of Shoalhaven's communities.

Local population forecasts indicate Shoalhaven's housing needs are changing. Overall, the population is increasing and ageing, while household sizes are getting smaller. These changes create a demand for a range of dwelling types, including more compact and easily maintained homes located close to services and amenities to accommodate the needs of Shoalhaven's communities at all stages of their lives. Greater housing diversity has been shown to improve housing affordability by providing a range of housing at lower price points. New dwelling types will result in a new mix and change of housing within the streetscape.

3. Housing affordability is improved through an increased supply of permanent Affordable Rental Housing.

Opportunities to increase the delivery of Affordable Rental Housing include partnerships with Community Housing Providers and other developers, and requirements for new development to contribute land, homes, and/or funds for the delivery of permanent Affordable Rental Housing. Other initiatives include incentives for the delivery of affordable housing, faster development approvals, and community education to remove the stigma associated with affordable housing. To secure rental affordability, it is estimated an additional 3,300 affordable homes are needed.

4. Identified Urban Release Areas will deliver the majority of new housing supply and support new communities with essential infrastructure.

Council will focus its planning work, infrastructure supply, and resources on delivering the existing urban release areas identified within Council's adopted land use planning strategies. The development of these areas will maximise the efficient use of existing

Appendix 2 – Adopted Strategic Growth Principles

and planned infrastructure. Council will collaborate with infrastructure delivery agencies and the development industry to provide the infrastructure to support future communities in these identified release areas. Proposals for additional or alternative release areas will only be considered in the update and review of existing land use planning strategies.

5. Additional greenfield development will be focussed on cleared, unvegetated land, strategically located to make efficient and cost-effective use of existing and planned infrastructure.

The investigation of new greenfield growth opportunities will focus on land without significant biodiversity values and vegetation, including mapped habitats and riparian corridors. Urban expansion opportunities will be logical extensions to the existing urban edge to make efficient use of existing and planned infrastructure including roads, water, sewer, electricity and the like. Proposals for remote or isolated urban areas require significant and expensive enabling infrastructure and do not achieve the same efficiencies.

6. Increase residential densities and deliver master-planned urban consolidation in strategic centres.

Increased densities will be delivered in Nowra, Bomaderry, Ulladulla and other key centres close to jobs, services and facilities. The intensification of population in existing centres increases social and economic vibrancy and activation and supports the viability and delivery of improved public transport. Development of defined precincts within centres will be informed by master-planned approaches to ensure efficient built footprints, retain vegetation, manage traffic and parking, and provide necessary infrastructure such as roads, footpaths, and open space.

7. Facilitate an increase in housing diversity in established neighbourhoods to provide a greater variety of homes which contribute to existing and desired future character.

Established residential areas play a role in providing new homes to meet the communities' diverse and changing housing needs. Opportunities include the delivery of secondary dwellings, dual occupancies, and multi-dwelling housing. Council will manage the contribution new development makes to local character through its assessment processes and by confirming existing and desired character. These measures will encourage positive change and deliver housing while limiting impacts on existing communities.

Appendix 2 – Adopted Strategic Growth Principles

8. New residential development will conserve, protect, and manage significant habitats and areas of high biodiversity value.

Development will maximise opportunities to conserve and protect biodiversity and indigenous values and habitats in accordance with contemporary environmental legislation.

9. New residential development will avoid areas of known environmental risks and minimise impacts on emergency management.

A risk management hierarchy will be applied to new development to firstly avoid and then manage risks. Known and anticipated risks and constraints will be validated with contemporary assessments. The ability of emergency services to support communities during events is also an important consideration. Proposals with unacceptable social, environmental and economic costs will not be supported. The elimination of risk for existing and future communities is not possible, with many settlements at risk from flooding, bushfires, and other coastal hazards. Some communities are also isolated during certain events. Council will consider alternative ways to increase dwelling supply in constrained locations to meet the communities housing need instead of further urban expansion.

10. Ecologically sustainable development will provide resilient and climate appropriate neighbourhoods and dwellings.

Development should continually improve the quality of life, both now and in the future, in a way which maintains or enhances environmental and community values. Urban vegetation will be retained and increased in residential areas to deliver amenity and manage urban heat. Water sensitive urban design will help manage water quality in in urban environments, rivers, and aquatic environments. New homes will maximise thermal, energy and water efficiency to provide comfortable homes and lower household bills