



# *Shellharbour City Council*

## *Business Paper*

2 July 2019

Item 11.3.2 Attachment 2 to  
Shellharbour Housing Strategy

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### **Local Housing Strategy Initial Community Engagement Summary**

Appendix 5 of the Draft Housing Strategy

# Shellharbour City Council

## Local Housing Strategy – Initial Community Engagement Summary



**7 May 2019**

## Document Control

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# 1 INTRODUCTION

Council has resolved to seek a 12 month postponement of the introduction of the Low Rise Medium Density Housing Code (LRMDH Code) in the Shellharbour Local Government Area (LGA). As part of requesting this deferral, Council resolved to prepare a Local Housing Strategy (LHS) to address appropriate provision of all forms of housing for Shellharbour. The LHS will provide the evidence-base for any potential changes to the Shellharbour Local Environmental Plan 2013 (LEP) for controls that may influence the location of where the LRMDH Code can be applied within the City. The LHS also provides the opportunity to more broadly address and respond to housing demand/supply issues and their policy implications (Shellharbour City Council, 2019).

As part of the preparation of the LHS, PSA Consulting and Shellharbour City Council recently undertook initial stakeholder engagement on 15<sup>th</sup> and 16<sup>th</sup> April 2019, to gauge initial views and inputs to inform the preparation of the draft LHS.

## 1.1 Purpose

The purpose of this document is to provide a brief summary and record of the issues raised within the initial consultation conducted on 15<sup>th</sup> and 16<sup>th</sup> April 2019 in relation to the preparation of the Shellharbour LHS.

## 1.2 Preliminary Consultation Activities

PSA Consulting, in conjunction with Shellharbour City Council, recently undertook two stakeholder consultation workshops with the community and agencies/industry, to determine what specific issues potentially needed to be addressed in the preparation of the LHS. A Councillor briefing was also conducted as part of these consultation activities.

The consultation undertaken by PSA Consulting is in addition to the community surveys that Council recently undertook prior to engaging PSA to prepare the draft LHS. These surveys include:

1. Housing Preferences Survey conducted by IRIS on behalf of Council, between 16-21 December 2018. This involved a telephone survey of over 600 residents, to ascertain their views on housing preferences within Shellharbour.
2. An online survey conducted between 26 November 2018 and 17 January 2019 on the Lets Chat Shellharbour platform, which sought views on housing preferences. This survey garnered 104 responses.

The results of the IRIS survey were utilised in the development of a model which has been prepared as part of the preliminary research undertaken to support the development of the LHS, to assist in determining the aspirational dwelling demand for Shellharbour in years to come. These surveys will also help to inform the preparation of the LHS.

## 1.3 Community Workshop

A community workshop was conducted on 15<sup>th</sup> April 2019 between 5:30pm-7:30pm, to seek feedback on the issues that the community would like to see addressed within the preparation of the LHS. Five people attended the community workshop, with the primary focus of the discussions centring around the development of dual occupancies (or medium density development) within the Bella Vista Estate near Albion Park. There was a general concern and dissatisfaction about the ability to develop vacant blocks of land for multi-dwellings (including dual occupancies), and the estate being marketed as having the potential to build dual occupancies (subject to Council approval). This was particularly concerning for those residents who purchased in the Bella Vista estate and built/were building their own homes, with an expectation that the estate would be developed for detached houses.

There was a general consensus that multi-dwelling development in Shellharbour as a whole was not opposed, provided the location and concentration of these dwelling products within any one area was appropriate. Suggestions were made around the conditions under which medium density development could be appropriate – for example,

dispersal of these dwelling types throughout estates; ensuring sufficient car parking was provided on site to avoid a proliferation of on-street parking; as well as ensuring that street widths were wide enough to cater for any on-street parking that was required. The provision of sufficient infrastructure and facilities to service the communities which are being developed was also raised, including appropriate parks, accessibility to public transport and the like. Other matters related to tree retention/removal were also raised, as well as maintaining the existing character of areas being important.

*Appendix 1* contains a copy of the feedback provided, as well as a copy of the presentation that was presented to the workshop. The feedback will be considered in the preparation of the LHS, particularly in terms of any options that Council may consider regarding the potential to disperse medium density development throughout estates and/or within Shellharbour.

## 1.4 Agency/Industry Workshop

An agency/industry workshop was conducted on 16<sup>th</sup> April 2019 between 3:00pm-5:00pm, to seek feedback on the issues that these groups believe should be addressed within the preparation of the LHS. There was very good representation at this workshop, which comprised a mixture of local and state agencies and industry representatives, including housing providers and developers. A range of issues were raised according to the focus questions asked. The various issues were raised from the different perspectives of both agencies and the industry, therefore there were some varying viewpoints.

However, there were also some common themes raised within the consultation, with the concept of low rise medium density development being generally supported, provided that the right development controls and design features are in place to create good development outcomes.

In terms of the desired future character of housing in Shellharbour, some of the key matters raised were affordability, quality design and variety, liveability and infrastructure provision and there was general consensus around these concepts.

With respect to the key issues and opportunities for the delivery of an additional 10,100 dwellings for Shellharbour, the workshop raised simplification of the DA process and the timeframes for assessment, as well as providing greater clarity and flexibility in the application of provisions. The specific provisions of the LRMDH Code were also raised in terms of its strict application and the need for these provisions to be able to be varied. The total additional dwelling target of 10,100 was queried by some as being too low and not being enough to provide for future demand. There was comment that there needs to be more public and social housing provided in Shellharbour.

Key opportunities for the delivery of additional dwellings included the need for a longer term vision and responding to changes in technology; the application of SEPP70 for affordable housing and application of the liveable housing guidelines; opportunities for greenfield areas such as Tullimbar, Shell Cove and Calderwood to meet much of the dwelling demand, and the potential for shop top housing to be provided within establishes centres, such as at Shellharbour Village and the Shellharbour City Centre.

Examples of where medium density development has been done well were provided, which tended to be located in newly developing master planned areas. Areas both within and outside the Shellharbour LGA were touted as good examples.

Opportunities to present quality and well-designed low rise medium density product in Shellharbour included developing in the existing R3 zoned areas, provided that the provisions were sufficient to facilitate feasible development outcomes. Areas around Shellharbour and Albion Park for shop top housing and medium density development were raised, as was Shell Cove. Rear lanes were frequently mentioned as a good opportunity to provide high quality medium density development outcomes. Relocatable homes were mentioned as a good opportunity to provide affordable housing and the example of tiny houses (as developed in Victoria) was also raised as a potential opportunity/example to explore. Some further areas within Shellharbour were identified as possibly being suitable for the application of the LRMDH code, such as Albion Park Town Centre.

Post-workshop, several organisations provided some additional information to PSA Consulting and Council, for consideration in the preparation of the LHS. This included Shellharbour housing market data (provided by UDIA) and an Affordable Housing Background Paper (provided by Housing Trust).

*Appendix 2* contains a copy of the feedback provided at the workshop, as well as a copy of the presentation that was presented to the workshop. The feedback will be considered through the preparation of the LHS.

## 1.5 Councillor Briefing

A Councillor briefing was conducted on 16<sup>th</sup> April 2019 in the evening. A brief presentation was provided to the Councillors, to introduce them to the purpose of the LHS and to outline the preliminary findings to date.

Questions were asked by Councillors around what Council needed to do to opt out of the application of the Low Rise Medium Density Housing Code to Shellharbour, with Councillors being advised that there should be enough data by the preparation of the draft LHS to inform Council's preliminary position to the Department of Planning and Environment (DP&E). Further comments were made by Councillors about not wanting to see manor houses and what ability Council has to influence the type of housing that does occur. Councillors were advised that Council can influence its position strategically, provided that this position can be justified and that it can be demonstrated that there is sufficient supply to meet housing demand within Shellharbour.

Further feedback was provided that if Council is successful in opting out, this will have an influence on the built form outcomes for housing. It was observed that there seems to be more confidence in greenfield areas and having more control over where single residences go. It was explained that the big developers of these estates want to control the outcomes more – e.g. in Calderwood, Tullimbar, Shell Cove etc., while mid-tier developers want to maximise development potential. There are generally more safeguards in master planned communities.

Examples were provided of areas where caveats around compliance with design guidelines and built form outcomes have fallen away when a second owner takes possession of the land.

The Councillors were advised that there is a body of work available to inform the preparation of the LHS. Further questions were raised around the fact that there is so much residential land in the pipeline and whether this can strengthen Council's argument for less medium density development. It was questioned whether there are opportunities to clearly identify areas that are appropriate for medium density residential and there may be some desire to designate some areas for high density residential in the years to come. If the LHS is looking at a 20 year vision for housing provision, then Council will send a clear signal to the Department. The concept of actively densifying the community around appropriate areas was also raised.

*Appendix 3* contains a copy of the presentation that was presented to Councillors. The feedback provided will be considered through the preparation of the LHS, particularly if Council's position is that they would like to seek to reject the application of the Low Rise Medium Density Housing Code within Shellharbour, or apply it in certain locations or limited circumstances.

## 2 Next Steps

The results of the stakeholder feedback will be utilised to inform the preparation of the draft LHS. Upon completion of the draft LHS document, further consultation will be conducted with the community, agencies, industry and Councillors, to seek further feedback on the Local Housing Strategy document before it is finalised.

## APPENDIX 1: COMMUNITY WORKSHOP PRESENTATION AND FEEDBACK

AP01



# Shellharbour Local Housing Strategy Community Workshop

15<sup>th</sup> April 2019



# LOCAL HOUSING STRATEGY

## PURPOSE OF COMMUNITY WORKSHOP

- Context and objectives
- Overview of preliminary analysis
- Workshop Discussion #1
- Break
- Workshop Discussion #2
- Next Steps

## CONTEXT

- 12 June 2018 - Council resolved to seek a 12 month postponement to introducing the Low Rise Medium Density Housing Code (LRMDH Code) in Shellharbour.
- Council resolved to prepare a Local Housing Strategy (LHS) to address appropriate provision of all forms of housing for Shellharbour.
- The LHS will provide the evidence-base for any potential changes to the Shellharbour Local Environmental Plan 2013 (LEP) for controls that may influence the location of where the LRMDH Code can be applied within the City.
- The LHS also provides the opportunity to more broadly address and respond to housing demand/supply issues and their policy implications.

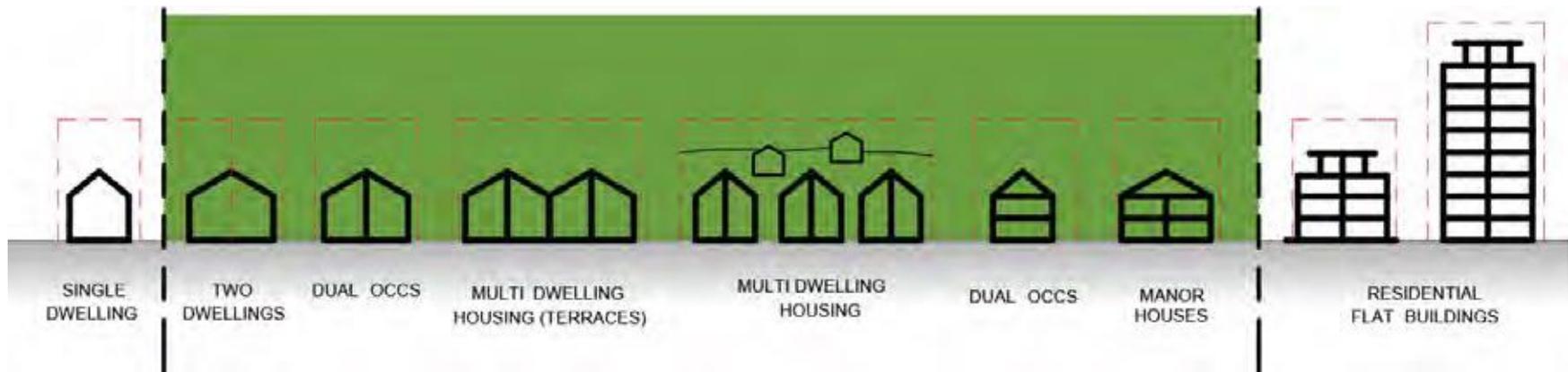
# LOW RISE MEDIUM DENSITY HOUSING CODE

## **Development that can be complying development under this code**

The erection or alteration of, or addition to, any of the following:

- any attached or detached 1 or 2 storey dual occupancy, manor house or multi dwelling housing (terraces)

# LOW RISE MEDIUM DENSITY HOUSING CODE



Source: DP&E Low Rise Medium Density Design Guide for Complying Development

# LOCAL HOUSING STRATEGY OBJECTIVES

- Community's aspirations and future needs in future residential development.
- Basis for future decision making and policy on residential development.
- Adequate supply of residential development to meet demand.

# DP&E LHS GUIDELINE AND TEMPLATE

- Department of Planning and Environment's (DP&E) Local Housing Strategy Guideline and Template will be relied on to complete the Local Housing Strategy.
- Structure:
  1. Introduction – executive summary, planning policy and context, LGA snapshot and housing vision
  2. The Evidence - demographic overview, housing demand, housing supply, land use opportunities and constraints, analysis of the evidence-base
  3. The Priorities - LHS objectives, land use planning approach, mechanisms to deliver options, evaluation of options
  4. Actions – implementation and delivery plan, planning proposal (if applicable), monitoring and reviews

# PRELIMINARY ANALYSIS

- From 2016, Shellharbour's population to grow by 23,400 people to 2041 (similar annual growth rate to NSW)

Area	2016	2021	2026	2031	2036	2041	Annual Growth Rate (2016-2041)
Albion Park	13,603	13,887	14,208	14,441	14,636	14,713	0.3%
Albion Park Rail	7,064	7,084	7,064	7,092	7,186	7,220	0.1%
Barrack Heights	6,042	6,169	6,236	6,248	6,289	6,402	0.2%
Blackbutt – Shellharbour City Centre	3,675	4,681	5,993	6,673	7,075	7,252	2.8%
Flinders	6,937	7,204	7,237	7,310	7,396	7,504	0.3%
Lake Illawarra	3,298	3,488	3,731	3,822	3,891	3,958	0.7%
Mount Warrigal	4,965	4,889	4,766	4,805	4,905	5,022	0.0%
Oak Flats	6,636	6,514	6,486	6,527	6,568	6,638	0.0%
Rural Balance	1,325	3,516	5,456	8,306	11,162	13,822	9.8%
Shell Cove	5,845	7,411	9,367	9,293	9,084	8,967	1.7%
Shellharbour – Barrack Point	4,417	4,360	4,532	4,573	4,694	4,923	0.4%
Warilla	6,684	6,774	6,962	7,155	7,335	7,476	0.4%
Shellharbour LGA	70,492	75,976	82,037	86,245	90,221	93,898	1.2%
NSW	7,748,000	8,297,500	8,844,700	9,386,850	9,925,550	10,463,900	1.2%

Source: Informed Decisions 2018 [Population Forecast];

# PRELIMINARY ANALYSIS

- From 2016, 10,100 new dwellings needed in Shellharbour to 2041 (similar annual growth rate to NSW)

Area	2016	2021	2026	2031	2036	2041	Annual Growth Rate (2016-2041)
Albion Park	4,631	4,843	5,007	5,125	5,214	5,274	0.5%
Albion Park Rail	2,716	2,768	2,799	2,811	2,824	2,836	0.2%
Barrack Heights	2,422	2,470	2,500	2,530	2,560	2,609	0.3%
Blackbutt – Shellharbour City Centre	1,364	1,745	2,256	2,545	2,719	2,814	2.9%
Flinders	2,373	2,521	2,585	2,645	2,705	2,765	0.6%
Lake Illawarra	1,633	1,701	1,736	1,771	1,806	1,841	0.5%
Mount Warrigal	1,878	1,898	1,918	1,938	1,963	1,988	0.2%
Oak Flats	2,582	2,607	2,632	2,657	2,682	2,707	0.2%
Rural Balance	471	1,361	2,104	3,188	4,304	5,370	10.2%
Shell Cove	1,871	2,420	3,155	3,248	3,268	3,288	2.3%
Shellharbour – Barrack Point	1,831	1,878	1,924	1,954	2,002	2,074	0.5%
Warilla	2,813	2,873	2,933	2,993	3,053	3,113	0.4%
Shellharbour LGA	26,585	29,085	31,549	33,405	35,100	36,679	1.3%
NSW	3,284,700	3,535,100	3,779,900	4,024,950	4,269,650	4,512,950	1.3%

Source: Informed Decisions 2018 [Population Forecast]

# PRELIMINARY ANALYSIS

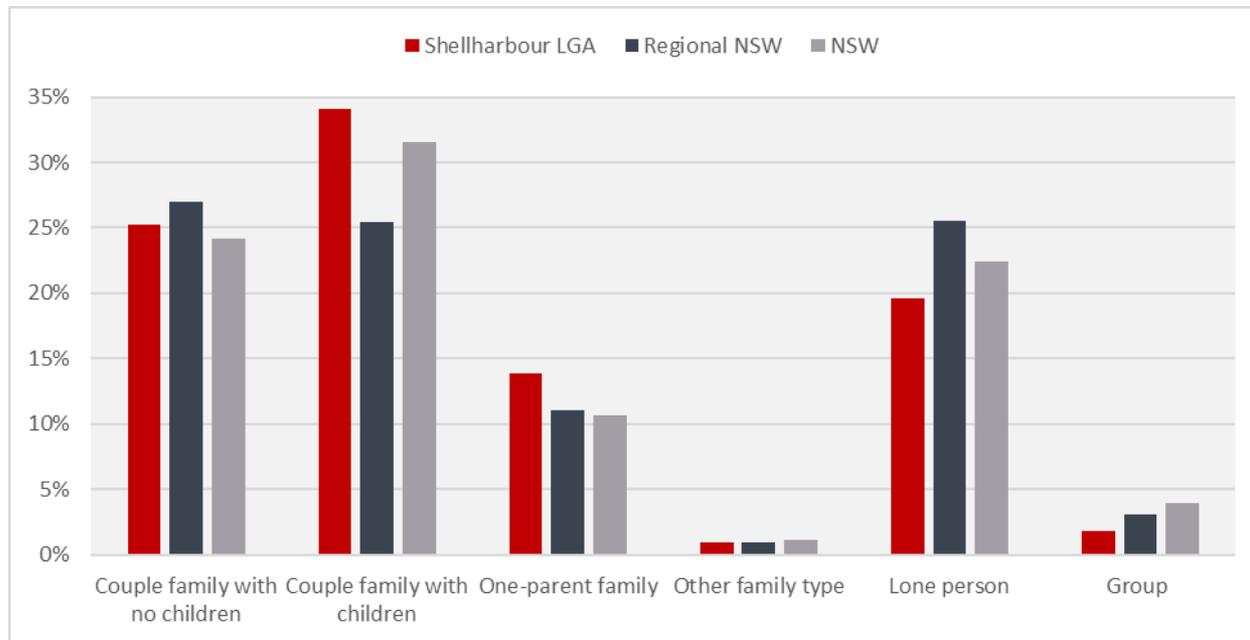
- As of 2016, 79% of dwellings in Shellharbour are houses - similar to regional NSW (80.2%), but significantly higher than NSW (64.9%)
- NSW has a higher proportion of high density dwellings (15.3%) compared to Shellharbour (0.1%)

Area	Separate House	Medium density (a)	High density (b)	Caravans, cabin and houseboat	Total
Albion Park – Rural West	4,287 (86.7%)	641 (13.0%)	0 (0.0%)	0 (0.0%)	4,942 (100%)
Albion Park Rail – Croom	2,121 (77.5%)	545 (19.9%)	0 (0.0%)	0 (0.0%)	2,738 (100%)
Barrack Heights	2,109 (87.5%)	294 (12.2%)	0 (0.0%)	5 (0.2%)	2,411 (100%)
Blackbutt – Shellharbour City Centre	898 (66.5%)	449 (33.3%)	0 (0.0%)	3 (0.2%)	1,350 (100%)
Flinders	1,684 (71.3%)	665 (28.2%)	0 (0.0%)	0 (0.0%)	2,361 (100%)
Lake Illawarra	804 (50.1%)	783 (48.8%)	5 (0.3%)	0 (0.0%)	1,604 (100%)
Mount Warrigal	1,805 (97.7%)	43 (2.3%)	0 (0.0%)	0 (0.0%)	1,848 (100%)
Oak Flats	2,181 (85.1%)	350 (13.7%)	0 (0.0%)	0 (0.0%)	2,562 (100%)
Shell Cove – Dunmore	1,779 (93.3%)	115 (6.0%)	0 (0.0%)	3 (0.2%)	1,907 (100%)
Shellharbour – Barrack Point	1,192 (65.9%)	516 (28.5%)	6 (0.3%)	83 (4.6%)	1,809 (100%)
Warilla	1,963 (70.7%)	557 (20.1%)	0 (0.0%)	254 (9.1%)	2,778 (100%)
Shellharbour LGA	20,866 (79.0%)	4,978 (18.8%)	19 (0.1%)	355 (1.3%)	26,428 (100%)
Regional NSW	965,443 (80.2%)	171,821 (14.3%)	29,897 (2.5%)	19,893 (1.7%)	1,203,863 (100%)
NSW	1,986,588 (64.9%)	548,076 (17.9%)	466,690 (15.3%)	23,253 (0.8%)	3,059,610 (100%)

Source: Informed Decisions 2018 [Community Profile]

# HOUSEHOLD TYPES AS OF 2016

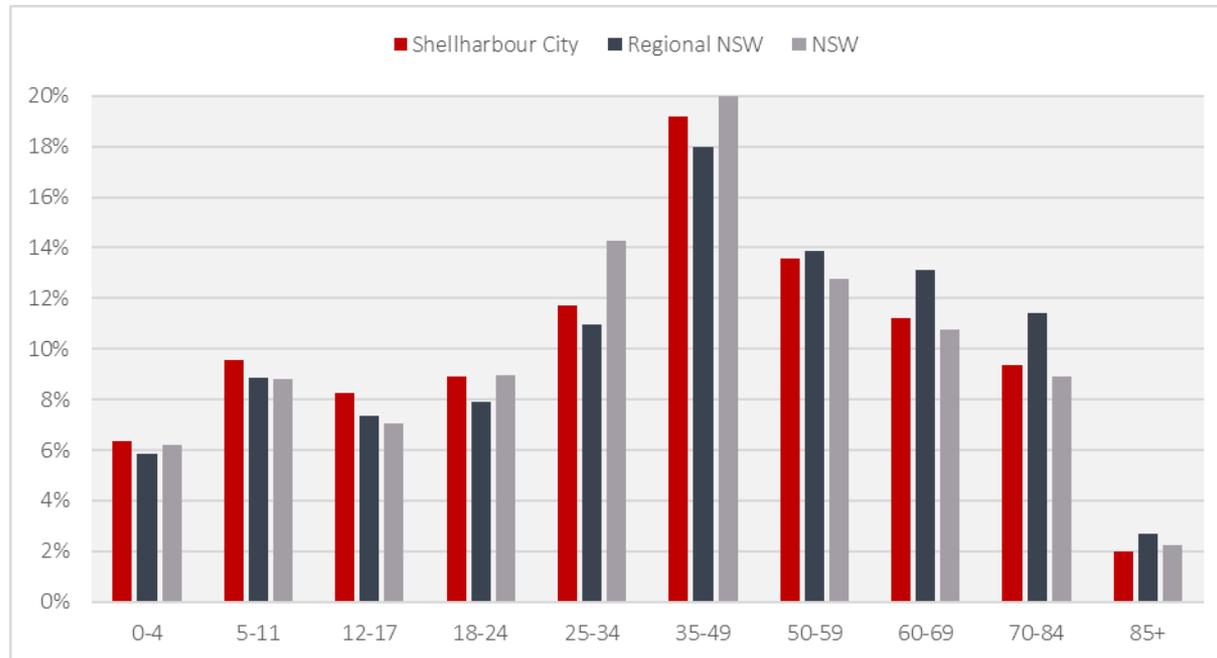
- Shellharbour is popular with families
- It has less lone person households and group households compared with NSW



Source: Informed Decisions 2018 [Community Profile]

# AGE STRUCTURE AS OF 2016

- Shellharbour has higher proportions of children and young adults compared with NSW
- Individuals under the age of 25 years accounted for 33.0%, compared to 30.0% for Regional NSW and 31.1% for NSW
- Individuals over the age of 60 years accounted for 22.5%, compared to 27.2% in Regional NSW and 21.9% in NSW

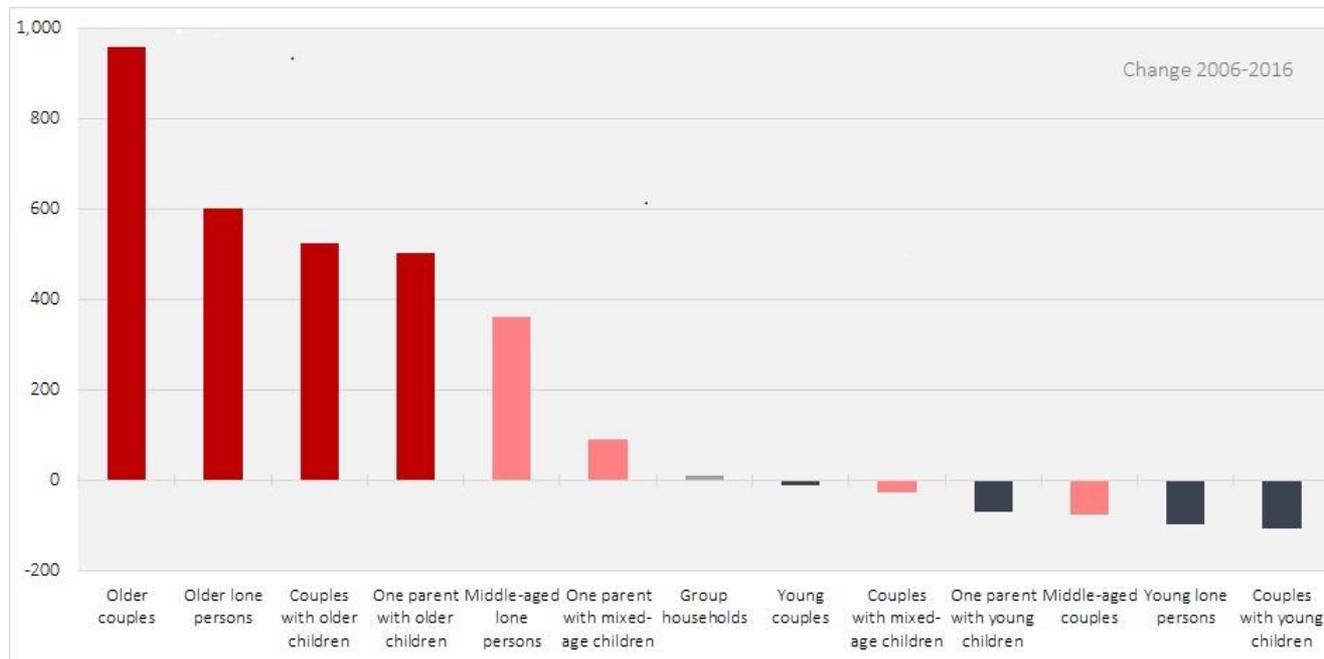


Source: Informed Decisions 2018 [Community Profile]

# CHANGES IN HOUSEHOLD TYPES 2006-2016

Between 2006-2016:

- The number of households with older people increased in Shellharbour
- The number of households with younger people decreased in Shellharbour



Source: *Informed Decisions 2018 [Community Profile]*

# DWELLING DEMAND MODEL (2016-2038)

## **Scenario 1 (Propensity – business as usual, trends, existing policy):**

- 7,718 separate houses are needed
- 1,242 semi-detached dwellings are needed
- 208 flats and apartments are needed
- 174 dwellings of other types

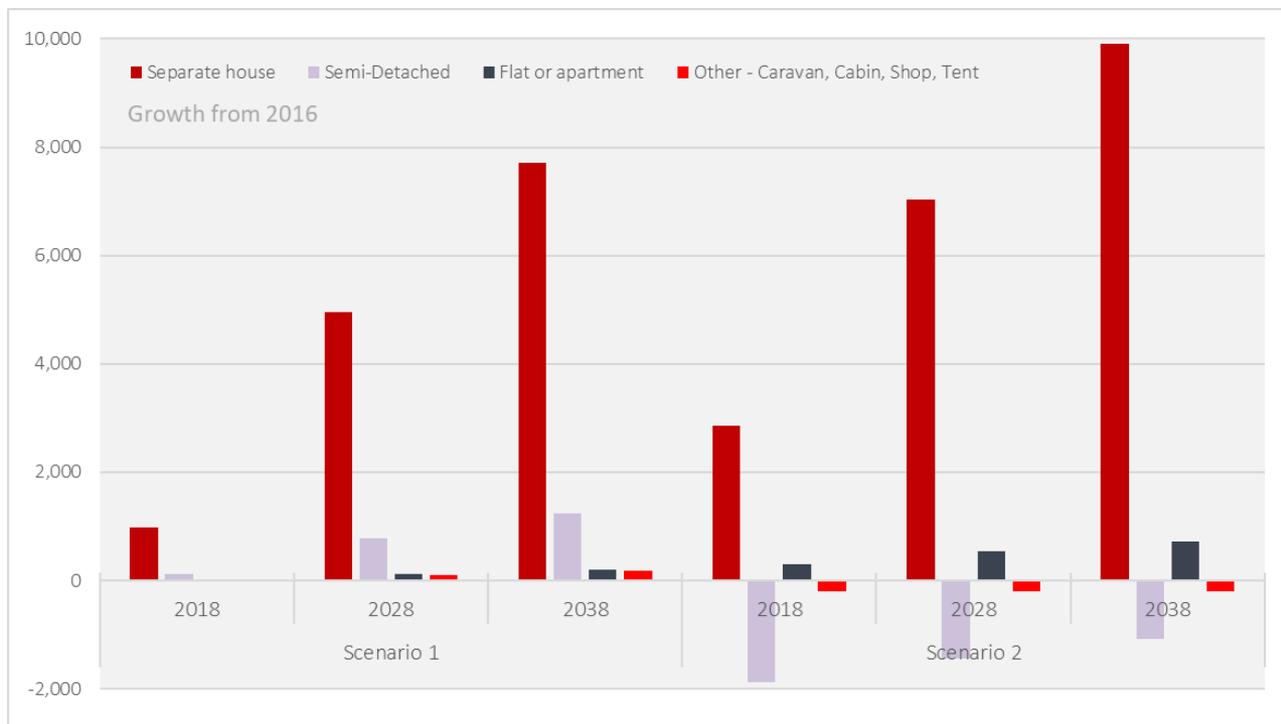
# DWELLING DEMAND MODEL (2016-2038)

## Scenario two (Aspirational – IRIS dwelling preferences survey):

- 9,902 separate houses are needed
- 1,084 *fewer* semi-detached dwellings than existed in 2016 are needed
- 717 flats and apartments are needed
- 193 *fewer* dwellings of other types than existed in 2016 are needed

# MODELLING RESULTS

## Comparison of Propensity and Aspirational Scenarios



# OTHER CONSIDERATIONS

- Continued need for separate houses
- Higher proportion of flats and apartments and smaller dwellings
- Dwelling diversity and choice in dwelling sizes
- Dwellings that incorporate adaptable housing design

# OTHER CONSIDERATIONS

- Low-cost dwellings for low income households and additional affordable dwelling stock
- Specific accommodation options for at-risk groups
- Considerable increase in public housing stock to meet demand
- Develop further retirement housing and other options for the ageing population

# WORKSHOP DISCUSSION #1

1. What are the key issues and opportunities for delivery of additional 10,100 dwellings for Shellharbour?
2. What is your desired future character for housing in Shellharbour?

# BREAK

# WORKSHOP DISCUSSION #2

1. What are some of the issues and opportunities for the development of low rise medium density development in Shellharbour?
2. Where might this be suitable?

# Low Rise Medium Density Development



Source: DP&E Low Rise Medium Density Design Guide for Complying Development

# Dual Occupancy - attached



Source: DP&E Low Rise Medium Density Design Guide for Complying Development

# Terrace Housing



Source: DP&E Low Rise Medium Density Design Guide for Complying Development

# Terrace Housing – rear lane access



Source: DP&E Low Rise Medium Density Design Guide for Complying Development

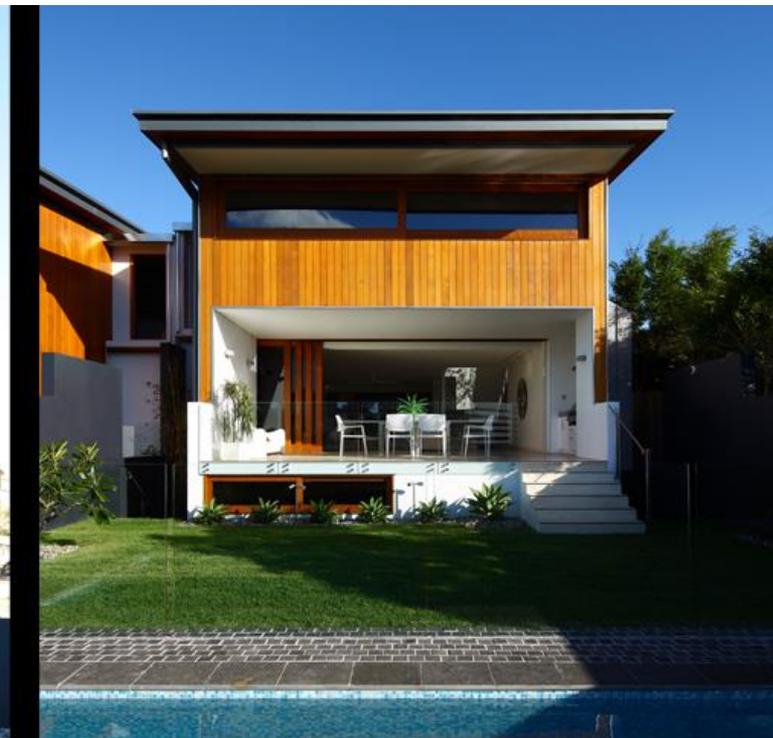


Source: Ellivo Architects



Source: Ellivo Architects





Source: Ellivo Architects

## NEXT STEPS

- Initial feedback from stakeholders – 10 May 2019
- Prepare draft Local Housing Strategy – May/June
- Consultation on draft Local Housing Strategy – June/July 2019
- Finalise Local Housing Strategy – August 2019

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## SHELLHARBOUR LOCAL HOUSING STRATEGY

### COMMUNITY WORKSHOP 15<sup>TH</sup> APRIL 2019 – FEEDBACK FROM ATTENDEES

1. **What is your desired future character for housing in Shellharbour?**
2. **What are the key issues and opportunities for delivery of additional 10,100 dwellings for Shellharbour?**
3. **What are some of the issues and opportunities for the development of low rise medium density development in Shellharbour?**
4. **Where might this be suitable?**
  - Bella Vista Estate, Albion Park. Surprise to purchase there and build a home, only to have investors purchase other lots and develop multi-dwellings
  - Fire zone limits/restricts where cars can park on the street, which pushes cars onto one side of the street, impacting those residents
  - Needs to be a limitation of where multi-dwellings can be developed
  - Should be a strategy when designing estates to disperse or limit the number of multi-dwellings
  - Not against multi-dwellings in general, but where they are located and should not be concentrated
  - Caged in by cars, due to smaller dwellings and more cars in estate, hard to find on – street parking
  - Narrow pathways in development are not sufficient
  - Small parks and lack of facilities to cater for increased densities
  - Duplexes okay, 3 or more units is the issue
  - There could end up being only 10% of houses in Bella Vista Estate, if developers continue to develop the land for multi-dwellings
  - Property values are dropping, difficult to try and sell
  - 86 lots in the estate will end up in a doubling of dwellings, if all lots were to be developed for duplexes.
  - Disperse multi-dwellings throughout developments throughout larger subdivisions
  - Should be a standard that any development has to abide by in regards to the number and concentration of multi-dwellings
  - Need for wider roads and infrastructure provision in new estates
  - Concern over public housing being developed in the estate
  - If estates are planned well, then it is fine to provide multi-dwellings
  - Issues of tree removal/retention on new lots approved for construction
  - Car parking rates to be addressed by Council to ensure there are sufficient spaces provided for multi-dwellings
  - Sufficient facilities for families – park equipment etc. is needed to cater for increased densities
  - Public transport accessibility is needed if not providing enough spaces for cars to park
  - Maintaining existing character of the area is important

## APPENDIX 2: AGENCY/INDUSTRY WORKSHOP PRESENTATION AND FEEDBACK

AP02



# Shellharbour Local Housing Strategy Agency and Industry Workshop

16<sup>th</sup> April 2019



# LOCAL HOUSING STRATEGY

## PURPOSE OF AGENCY AND INDUSTRY WORKSHOP

- Context and objectives
- Overview of preliminary analysis
- Workshop Discussion #1
- Break
- Workshop Discussion #2
- Next Steps

## CONTEXT

- 12 June 2018 - Council resolved to seek a 12 month postponement to introducing the Low Rise Medium Density Housing Code (LRMDH Code) in Shellharbour.
- Council resolved to prepare a Local Housing Strategy (LHS) to address appropriate provision of all forms of housing for Shellharbour.
- The LHS will provide the evidence-base for any potential changes to the Shellharbour Local Environmental Plan 2013 (LEP) for controls that may influence the location of where the LRMDH Code can be applied within the City.
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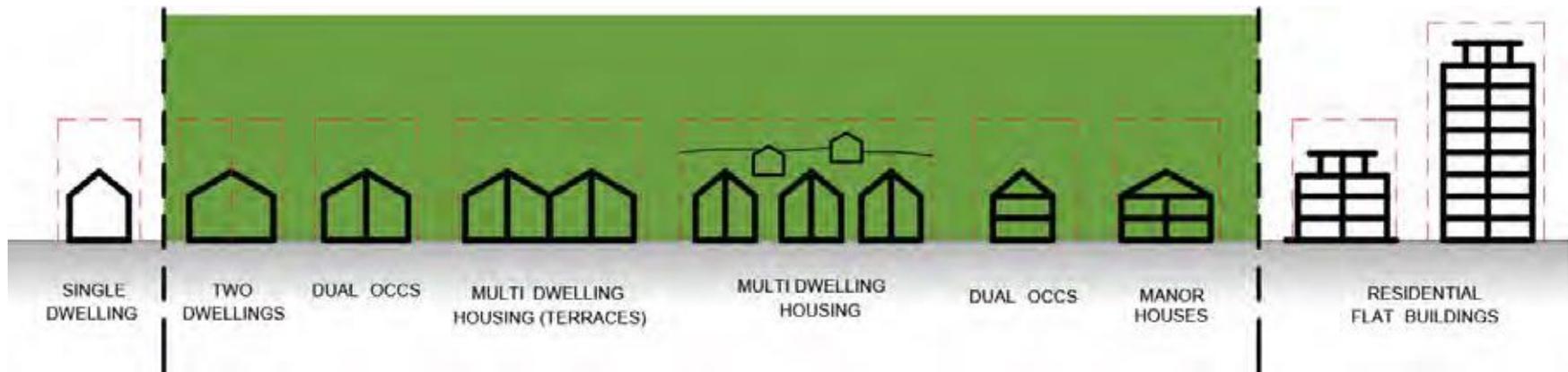
# LOW RISE MEDIUM DENSITY HOUSING CODE

## **Development that can be complying development under this code**

The erection or alteration of, or addition to, any of the following:

- any attached or detached 1 or 2 storey dual occupancy, manor house or multi dwelling housing (terraces)

# LOW RISE MEDIUM DENSITY HOUSING CODE



Source: DP&E Low Rise Medium Density Design Guide for Complying Development

# LOCAL HOUSING STRATEGY OBJECTIVES

- Community's aspirations and future needs in future residential development.
- Basis for future decision making and policy on residential development.
- Adequate supply of residential development to meet demand.

# DP&E LHS GUIDELINE AND TEMPLATE

- Department of Planning and Environment's (DP&E) Local Housing Strategy Guideline and Template will be relied on to complete the Local Housing Strategy.
- Structure:
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# PRELIMINARY ANALYSIS

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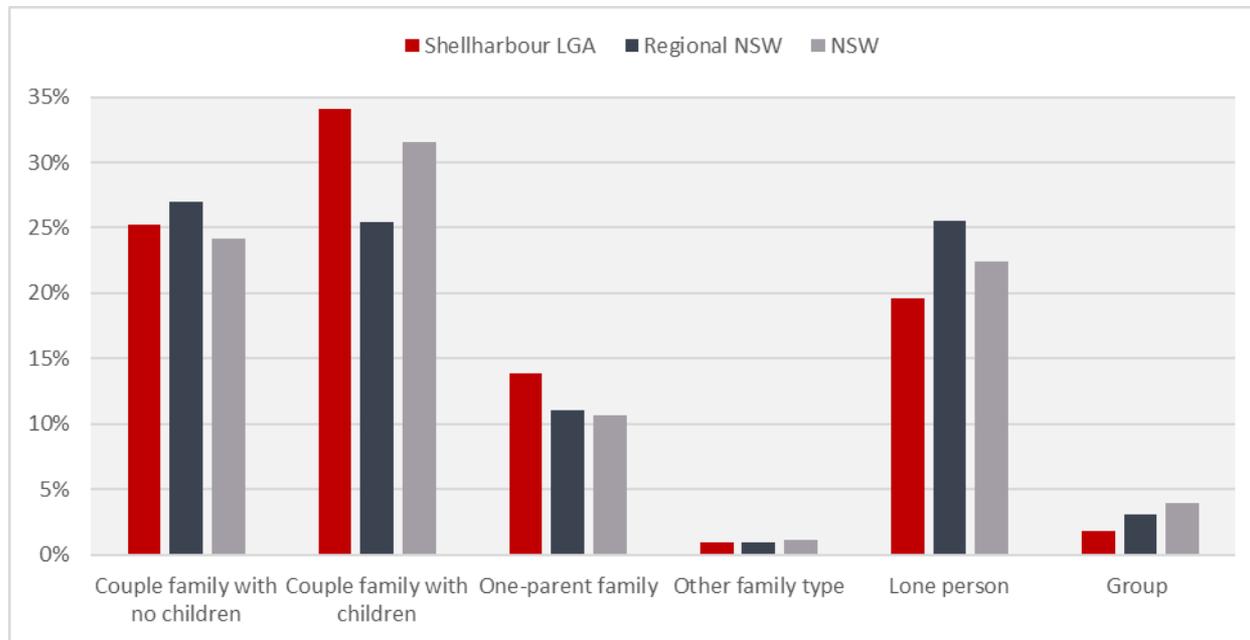
- As of 2016, 79% of dwellings in Shellharbour are houses - similar to regional NSW (80.2%), but significantly higher than NSW (64.9%)
- NSW has a higher proportion of high density dwellings (15.3%) compared to Shellharbour (0.1%)

Area	Separate House	Medium density (a)	High density (b)	Caravans, cabin and houseboat	Total
Albion Park – Rural West	4,287 (86.7%)	641 (13.0%)	0 (0.0%)	0 (0.0%)	4,942 (100%)
Albion Park Rail – Croom	2,121 (77.5%)	545 (19.9%)	0 (0.0%)	0 (0.0%)	2,738 (100%)
Barrack Heights	2,109 (87.5%)	294 (12.2%)	0 (0.0%)	5 (0.2%)	2,411 (100%)
Blackbutt – Shellharbour City Centre	898 (66.5%)	449 (33.3%)	0 (0.0%)	3 (0.2%)	1,350 (100%)
Flinders	1,684 (71.3%)	665 (28.2%)	0 (0.0%)	0 (0.0%)	2,361 (100%)
Lake Illawarra	804 (50.1%)	783 (48.8%)	5 (0.3%)	0 (0.0%)	1,604 (100%)
Mount Warrigal	1,805 (97.7%)	43 (2.3%)	0 (0.0%)	0 (0.0%)	1,848 (100%)
Oak Flats	2,181 (85.1%)	350 (13.7%)	0 (0.0%)	0 (0.0%)	2,562 (100%)
Shell Cove – Dunmore	1,779 (93.3%)	115 (6.0%)	0 (0.0%)	3 (0.2%)	1,907 (100%)
Shellharbour – Barrack Point	1,192 (65.9%)	516 (28.5%)	6 (0.3%)	83 (4.6%)	1,809 (100%)
Warilla	1,963 (70.7%)	557 (20.1%)	0 (0.0%)	254 (9.1%)	2,778 (100%)
Shellharbour LGA	20,866 (79.0%)	4,978 (18.8%)	19 (0.1%)	355 (1.3%)	26,428 (100%)
Regional NSW	965,443 (80.2%)	171,821 (14.3%)	29,897 (2.5%)	19,893 (1.7%)	1,203,863 (100%)
NSW	1,986,588 (64.9%)	548,076 (17.9%)	466,690 (15.3%)	23,253 (0.8%)	3,059,610 (100%)

Source: Informed Decisions 2018 [Community Profile]

# HOUSEHOLD TYPES AS OF 2016

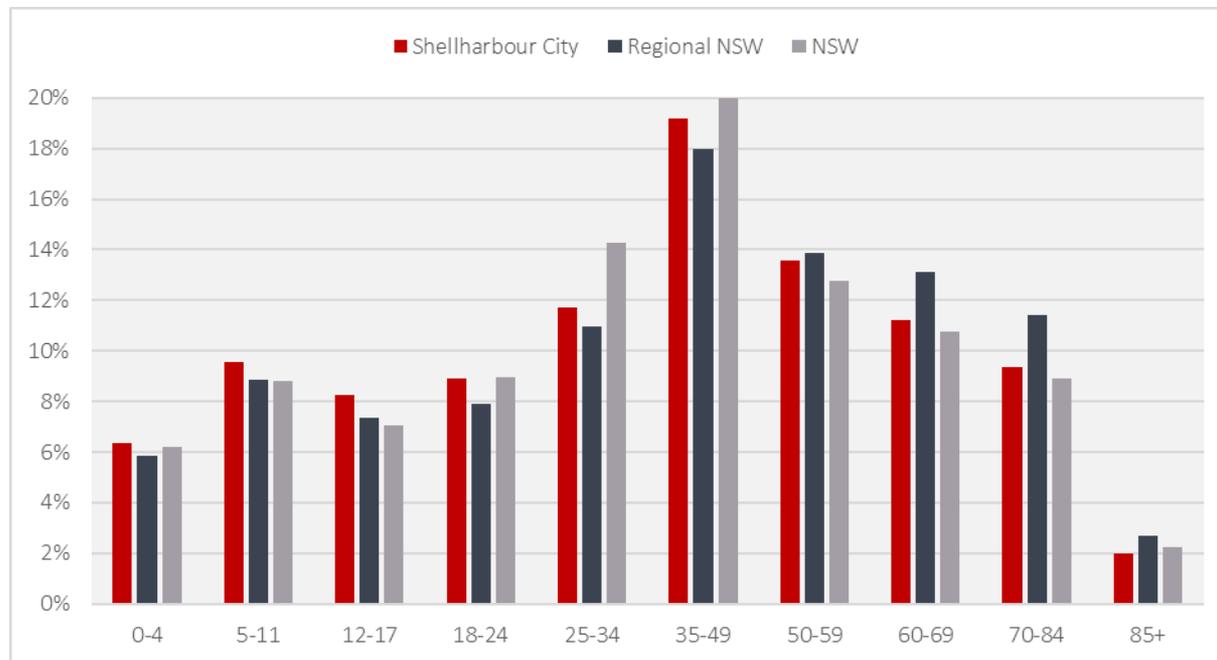
- Shellharbour is popular with families
- It has less lone person households and group households compared with NSW



Source: Informed Decisions 2018 [Community Profile]

# AGE STRUCTURE AS OF 2016

- Shellharbour has higher proportions of children and young adults compared with NSW
- Individuals under the age of 25 years accounted for 33.0%, compared to 30.0% for Regional NSW and 31.1% for NSW
- Individuals over the age of 60 years accounted for 22.5%, compared to 27.2% in Regional NSW and 21.9% in NSW

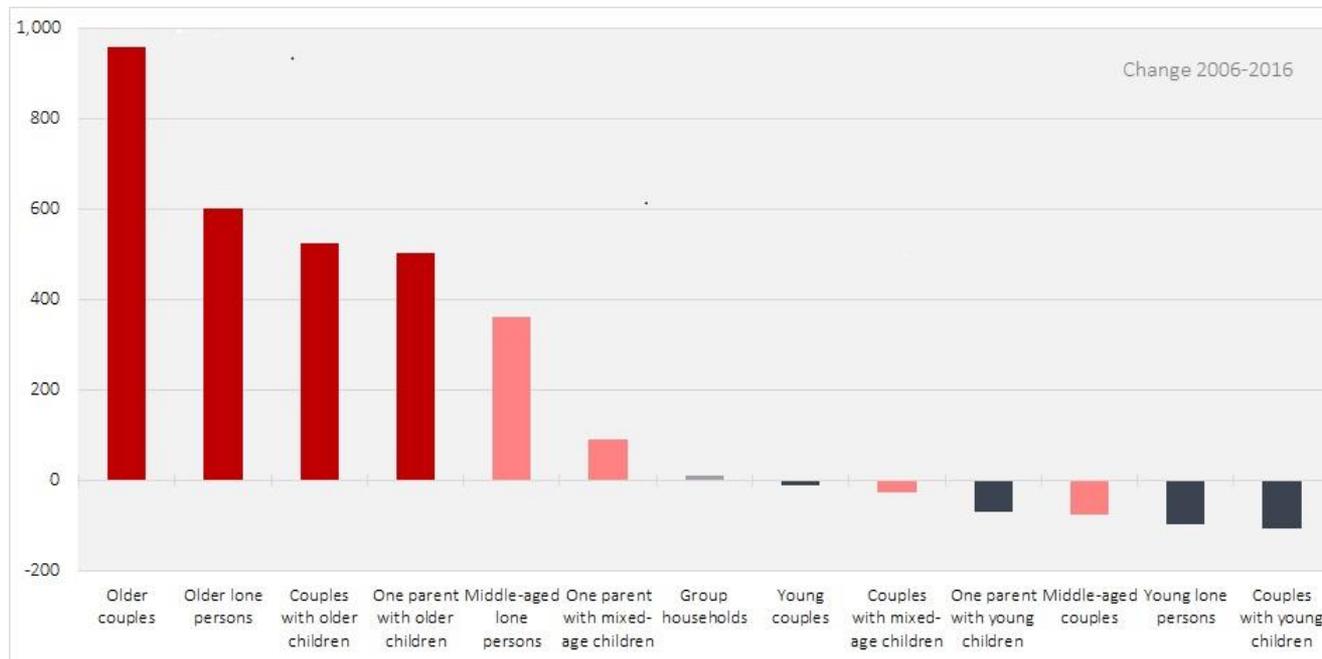


Source: Informed Decisions 2018 [Community Profile]

# CHANGES IN HOUSEHOLD TYPES 2006-2016

Between 2006-2016:

- The number of households with older people increased in Shellharbour
- The number of households with younger people decreased in Shellharbour



Source: *Informed Decisions 2018 [Community Profile]*

# DWELLING DEMAND MODEL (2016-2038)

## **Scenario 1 (Propensity – business as usual, trends, existing policy):**

- 7,718 separate houses are needed
- 1,242 semi-detached dwellings are needed
- 208 flats and apartments are needed
- 174 dwellings of other types

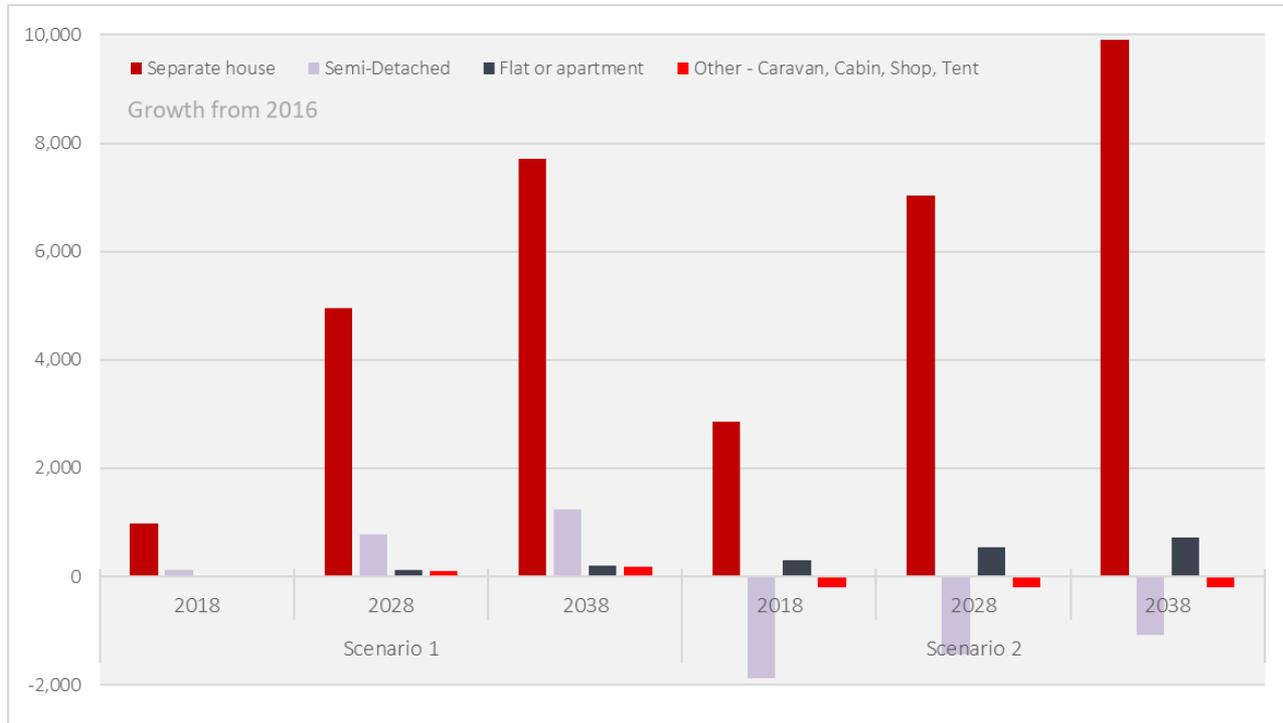
# DWELLING DEMAND MODEL (2016-2038)

## Scenario 2 (Aspirational – IRIS dwelling preferences survey):

- 9,902 separate houses are needed
- 1,084 *fewer* semi-detached dwellings than existed in 2016 are needed
- 717 flats and apartments are needed
- 193 *fewer* dwellings of other types than existed in 2016 are needed

# MODELLING RESULTS

## Comparison of Propensity and Aspirational Scenarios



# OTHER CONSIDERATIONS

- Continued need for separate houses
- Higher proportion of flats and apartments and smaller dwellings
- Dwelling diversity and choice in dwelling sizes
- Dwellings that incorporate adaptable housing design

# OTHER CONSIDERATIONS

- Low-cost dwellings for low income households and additional affordable dwelling stock
- Specific accommodation options for at-risk groups
- Considerable increase in public housing stock to meet demand
- Develop further retirement housing and other options for the ageing population

# WORKSHOP DISCUSSION #1

1. What are the issues and opportunities for the delivery of 10,100 additional dwellings in Shellharbour?
2. What is your desired future character for housing in Shellharbour?

# BREAK

# WORKSHOP DISCUSSION #2

1. Where has low rise medium density development worked well?
2. What are the opportunities to present quality and well-designed low rise medium density product in Shellharbour?

# Low Rise Medium Density Development



Source: DP&E Low Rise Medium Density Design Guide for Complying Development

# Dual Occupancy - attached



Source: DP&E Low Rise Medium Density Design Guide for Complying Development

# Terrace Housing



Source: DP&E Low Rise Medium Density Design Guide for Complying Development

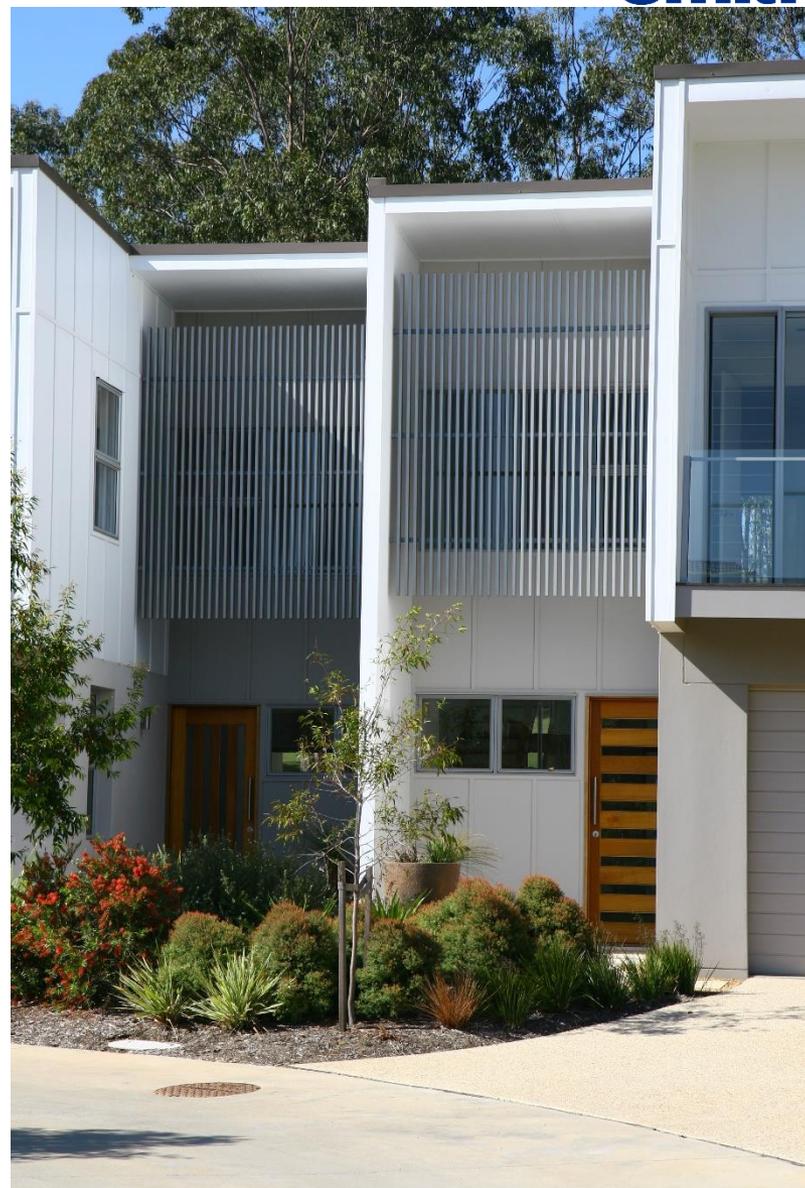
# Terrace Housing – rear lane access



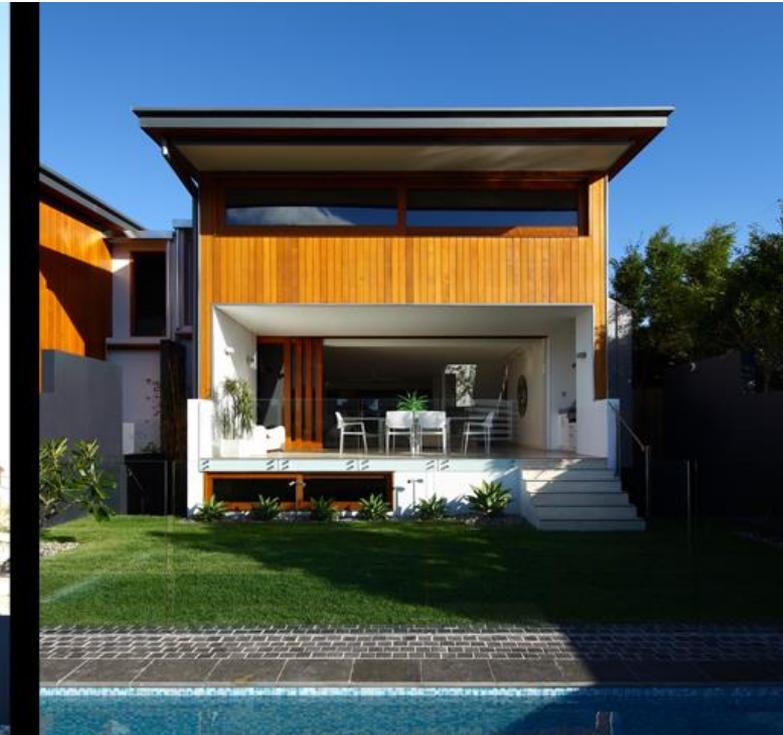
Source: DP&E Low Rise Medium Density Design Guide for Complying Development



Source: Ellivo Architects



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## NEXT STEPS

- Initial feedback from stakeholders – 10 May 2019
- Prepare draft Local Housing Strategy – May/June
- Consultation on draft Local Housing Strategy – June/July 2019
- Finalise Local Housing Strategy – August 2019

# CONTACT DETAILS

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0404 830 059

Kate Burke – [kate@psaconsult.com.au](mailto:kate@psaconsult.com.au)

0431 810 590

## SHELLHARBOUR LOCAL HOUSING STRATEGY

### CONSOLIDATED AGENCY/INDUSTRY WORKSHOP 16<sup>TH</sup> APRIL 2019 – FEEDBACK FROM ATTENDEES

#### 1. What is your desired future character for housing in Shellharbour?

- Safe, affordable homes for everyone
- Nobody in housing stress
- Can provide Housing Affordability Research Report – Property Council
- Quality design (parking, street widths) and buildings
- Additional infrastructure – public transport, parks/open space etc.
- Liveability
- Variety in housing types
- Establish character of each area and maintain it through planning controls. Don't erode the local character through development.
- Precinct planning and character statements can assist in this.
- Different attributes in the LGA that character can draw inspiration from. Some of the LGA has a rural feel and some has a coastal feel.
  - Character in newer areas can be driven by the developer/project home builder and company's economics.
  - Density also influences character.
- Particular character types can be achieved by design for 'different' precincts. Similar character provisions are in council's DCP specific to the attributes of the different centres.

#### 2. What are the key issues and opportunities for delivery of additional 10,100 dwellings for Shellharbour?

##### Issues

- Simplify the process:
  - DA process (time/fees) – reduce time taken and fees to be paid
  - There is a compliance mindset
- DA processing times are too long – e.g. duplex DA takes 6 to 9 months. Different DA planners focus assessment on different assessment criteria.
- Greater clarity:
  - Medium density and what this can look like
  - Provisions (what is acceptable)
  - e.g. use of pitched rooves (variance)
- Flexibility in Guidelines, which are strict
- LRMDH Code has strict criteria – e.g. car parking (should be able to be varied)
  - Parking requirements in DCP compared with LRMDHC.
- Home security for affordable housing is an issue. Require more social housing than affordable housing.
  - How do we promote / enable social public housing providers?
- Types of dwellings/buildings available on rental market are not always affordable for renters
- Value of rural environmental landscapes and how this is considered with LRMD development
- Planning for housing will assist any service and infrastructure provision issues
- Need a multi-pronged approach. Need a mix of green and brown-field development.
  - With precinct planning: tell the community what an area will look like so they know what they will be buying into.
- Detached dwellings – Blocks are getting smaller, but we are still building the same size dwelling. This isn't great for character and doesn't lead to a good design outcome.
- Ageing in place
- 10,100 homes won't scratch the surface of what is needed. This number will grow very quickly.
- We are losing the character of our areas through the development that is occurring.
- If urban footprint spreads further west, infrastructure an issue due to flood risk in low lying areas. Also an issue with infill development.
- Low height limits – e.g. 11m in Oak Flats means it's only viable to develop 1 level of commercial with 1 level of apartments. Incentive is too low.

- Public transport good in town centres and not good in other areas.
- Employment sustainability an issue for affordability and amenity.
  - Shellharbour does not have the same amount of jobs as the number of workers who reside there.
  - Historically workers commute to Wollongong and Sydney.
  - Better employment sustainability would improve affordability by driving down cost of living and improve lifestyle.
- Avoid more greenfield development if possible. Use existing greenfield more efficiently – e.g. smaller lots and increased heights.
- Not enough community housing or Department of Housing stock in the LGA.
- State Environmental Planning Policy 70: Affordable Housing - this should be considered as part of preparing the housing strategy.
- Private rental supply unaffordability is pushing more people towards social housing.

### Opportunities

- Longer term vision – technology will change (e.g. share cars), environmental considerations, water provision
- SEPP 70 – Affordable Housing and its application
- Renewal of older areas
- Rental/purchase affordability to allow people into the market
- Livable Housing Design Guidelines (prepared by Livable Housing Australia), should be referred to
- More holistic discussion needed – housing, ageing in place
- Regional approach to delivery of housing
- There is a need for medium density.
  - More R3 in town centres
    - ‘Real’ medium density in town centres, not duplexes. Manor houses and apartments 6 storeys and above.
  - Medium density allows for greater affordability – LRMDH Code helps with affordability and aged care
    - Need to be mindful with medium density about who the end product is for. E.g. aged care - need to be careful with stairs and considerate of door widths etc.
    - There is currently about 700 people on the wait list for affordable housing (note: specific source of wait list was not mentioned).
- Regarding infill potential - newer areas have less development potential as the housing stock has substantial life.
- More potential in areas like Oak Flats, Warilla, Lake South, Mt Warrigal. However, there is decreased feasibility presently with the market downturn. Potential will fluctuate with market changes.
- Rear lanes help with redevelopment potential to enable rear access.
- Re town centres: Shellharbour City Centre and Shellharbour Village – there has been an appetite for shop top housing in these centres. Other centres less so.
- Greater potential for shop top housing redevelopment if DCP amended – e.g. requiring less private open space and less parking.
- Parking reductions more justified if in or near a town centre.
- Public transport important especially in terms of reducing parking on site.
- Consider zero on-site parking for certain well located/serviced development for particular demographic.
- Higher densities prevalent in other cities - need to accept higher densities.
- Greenfield areas of Tullimbar, Calderwood and Shell Cove will provide a little over half of the required additional dwellings.

### 3. Where has low rise medium density development worked well?

- Tullimbar (rural)
  - Rear lanes are desirable, as it provides for better design outcomes by allowing the dwellings to be located closer to the frontage
  - Design guidelines provide for this

- Kerb appeal (allowing homes to be built closer to the street frontage where rear lanes are provided)
- Vision/safety issues improved if not set back too far from street frontage
- Not driveway dominated, when rear lanes are provided
- Allows for more landscaping in front yards
- Shell Cove (coastal)
  - Rear lanes are also desirable here
  - Design guidelines provide for this
  - Push houses forward to address the street
- Calderwood
  - Design guidelines – improve feasibility
- Reflective of the existing character of the areas in which the housing is being provided
- Interaction with the community is important
- Newtown/Oran Park/Edmondson Park/Gregory Hills (Sydney examples)
- Flinders
- Melbourne rail corridors (this was done in association with supporting commercial development. Apartment design is posing some amenity issues).
- Paddington, Sydney - even though old, it resembles low rise medium density development. This area is rich in services, amenity, culture and a desirable living place and may be conducive to less or no on – site parking.
- Wollongong Council staff have tried in vain to find examples of LRMDHC product in Sydney.
- Has worked well when character has been identified and precinct planning occurs. This leads to better outcomes e.g. the planning of Shell Cove. Community knows what they are buying into and what sort of product to expect in Shell Cove.
- Berry – about 3 lots consolidated and 8 to 10 dwellings on the block. Tree in centre, drive around a loop. Done really well. North of the main street in Berry.
- Character and integrity helps LRMD work well. Not cookie-cutter development
- Site analysis is really important to get a good outcome.
- Responding to the environment and setting is also very important.
- Site analysis and responding to the environment can lead to better outcomes e.g. riparian corridors – particularly if lot consolidation is encouraged.
- For infill development, lot consolidation generally leads to a better outcome.
  - Is there an incentive that can be offered to encourage consolidation?
- Need allowances for communal open space when encouraging medium density. Roof top gardens or community gardens can assist with this.
- Balance of meeting the need for housing and maintaining character e.g. providing one product type might meet the need (e.g. secondary dwellings helping with affordable housing) but does not necessarily lead to a good design outcome. (Nowra was used as an example where one developer built a lot of secondary dwellings which assisted with the rental need, but they all looked exactly the same and did not lead to a good design outcome).
- Variety in design is incredibly important for LRMD.

#### **4. What are the opportunities to present quality and well-designed low rise medium density product in Shellharbour?**

- Tradeoff – public/private open space
- Challenge – affordable houses to redevelop
- Within the R3 zone – to be feasible for development, need to provide for minimum lot size of 2000 m<sup>2</sup> with a 70% FSR
  - Height, setbacks - need at least 3 standard lots to get a developable product, after taking height and setback requirements into consideration
- Shellharbour/Albion Park – shop top housing, mixed use development, buses and people will drive vibrancy
- Terrace houses:
  - Still not a lot of examples
  - Better opportunity to provide good design outcomes (e.g. compared to gun barrel design)

- Design competition when LRMDH code released – has examples
  - Shell Cove – approval for 30m height, which will be highest in Shellharbour if developed
- Height in the right locations – 9m standard; 12 m could be acceptable
- Subdivision code:
  - Rear lanes should be facilitated in design of subdivisions
  - New areas (Calderwood)
- Tiny houses – This has been very successful in Victoria
- In Victoria (might be Footscray?) Road authority had land reserved that they knew they wouldn't be using for 10-20 years. They told a social housing provider they could have it for peppercorn rent for that time period to meet social housing needs. Council changed planning controls for that area to allow for relocatable dwellings. The housing provider was able to put around 50 dwellings on about 8 blocks of land, very quickly and cheaply.
- Relocatable homes can help with housing affordability.
- Government / Council incentives for encouraging good design – maybe reduction in developer contributions etc.
- We design so much for waste and cars which makes good design hard. Good quality design outcomes are needed which don't necessarily need to primarily focus on the provision of sufficient car parking and road widths.
- Good quality LRMD housing can assist with ageing in place.
- Creating villages with LRMD housing is an opportunity.
- Identify the character in Shellharbour and build on it and maintain it.
- Duplexes easier to develop as one frontage accommodates this type of development. For other dwelling styles, rear lane access is needed.
- Certainty very important for developers – DCP needs to give certainty.
- Application of the LRMDHC may provide affordable housing and may also provide more certainty because of the standardised controls and the ability for private certification.
- LRMDHC has different provisions to Council's DCP. Where the DCP is more onerous, this should be justified.
- Affected agencies and entities need to be consulted early in the DA process – e.g. whether a sub-station is needed, so that this can be planned in the site design.
- Albion Park town centre maybe suitable for application of LRMDH, but this would need to be in association with general renewal of the town centre area.
- George Street Warilla may be suitable because of its rear lanes.
- The rail corridor through the LGA could be conducive to LRMDHC product.

## APPENDIX 3: COUNCILLOR BRIEFING PRESENTATION

AP03



# Shellharbour Local Housing Strategy

Councillor Briefing/Workshop  
16<sup>th</sup> April 2019

Councillor Briefing/Workshop – 16 April 2019

## Purpose of briefing/workshop

- Context
- Overview of preliminary analysis – population, household types, housing stock, housing model and future demand
- Results of stakeholder consultation – online survey, phone survey, 2 x workshops
- Discussion and feedback

# WHO ARE WE?

PSA Consulting (Australia) provides professional town planning, engineering and program management services to Councils, State Governments and private sector clients

# LOCAL HOUSING STRATEGY OBJECTIVES

- Community's aspirations and needs in future residential development.
- Basis for future decision making and policy on residential development.
- Adequate supply of residential development to meet demand.

# DP&E LHS GUIDELINE AND TEMPLATE

- Department of Planning and Environment's (DP&E) Local Housing Strategy Guideline and Template will be relied on to complete the Local Housing Strategy.
- Structure:
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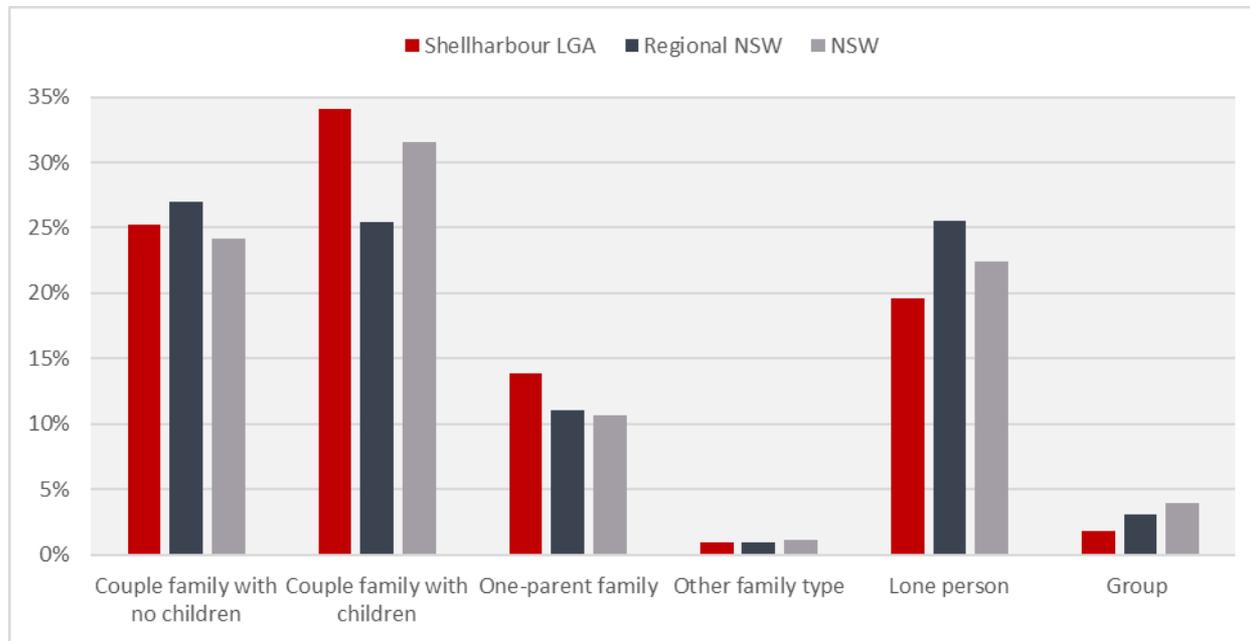
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Area	Separate House	Medium density (a)	High density (b)	Caravans, cabin and houseboat	Total
Albion Park – Rural West	4,287 (86.7%)	641 (13.0%)	0 (0.0%)	0 (0.0%)	4,942 (100%)
Albion Park Rail – Croom	2,121 (77.5%)	545 (19.9%)	0 (0.0%)	0 (0.0%)	2,738 (100%)
Barrack Heights	2,109 (87.5%)	294 (12.2%)	0 (0.0%)	5 (0.2%)	2,411 (100%)
Blackbutt – Shellharbour City Centre	898 (66.5%)	449 (33.3%)	0 (0.0%)	3 (0.2%)	1,350 (100%)
Flinders	1,684 (71.3%)	665 (28.2%)	0 (0.0%)	0 (0.0%)	2,361 (100%)
Lake Illawarra	804 (50.1%)	783 (48.8%)	5 (0.3%)	0 (0.0%)	1,604 (100%)
Mount Warrigal	1,805 (97.7%)	43 (2.3%)	0 (0.0%)	0 (0.0%)	1,848 (100%)
Oak Flats	2,181 (85.1%)	350 (13.7%)	0 (0.0%)	0 (0.0%)	2,562 (100%)
Shell Cove – Dunmore	1,779 (93.3%)	115 (6.0%)	0 (0.0%)	3 (0.2%)	1,907 (100%)
Shellharbour – Barrack Point	1,192 (65.9%)	516 (28.5%)	6 (0.3%)	83 (4.6%)	1,809 (100%)
Warilla	1,963 (70.7%)	557 (20.1%)	0 (0.0%)	254 (9.1%)	2,778 (100%)
Shellharbour LGA	20,866 (79.0%)	4,978 (18.8%)	19 (0.1%)	355 (1.3%)	26,428 (100%)
Regional NSW	965,443 (80.2%)	171,821 (14.3%)	29,897 (2.5%)	19,893 (1.7%)	1,203,863 (100%)
NSW	1,986,588 (64.9%)	548,076 (17.9%)	466,690 (15.3%)	23,253 (0.8%)	3,059,610 (100%)

Source: Informed Decisions 2018 [Community Profile]

# HOUSEHOLD TYPES AS OF 2016

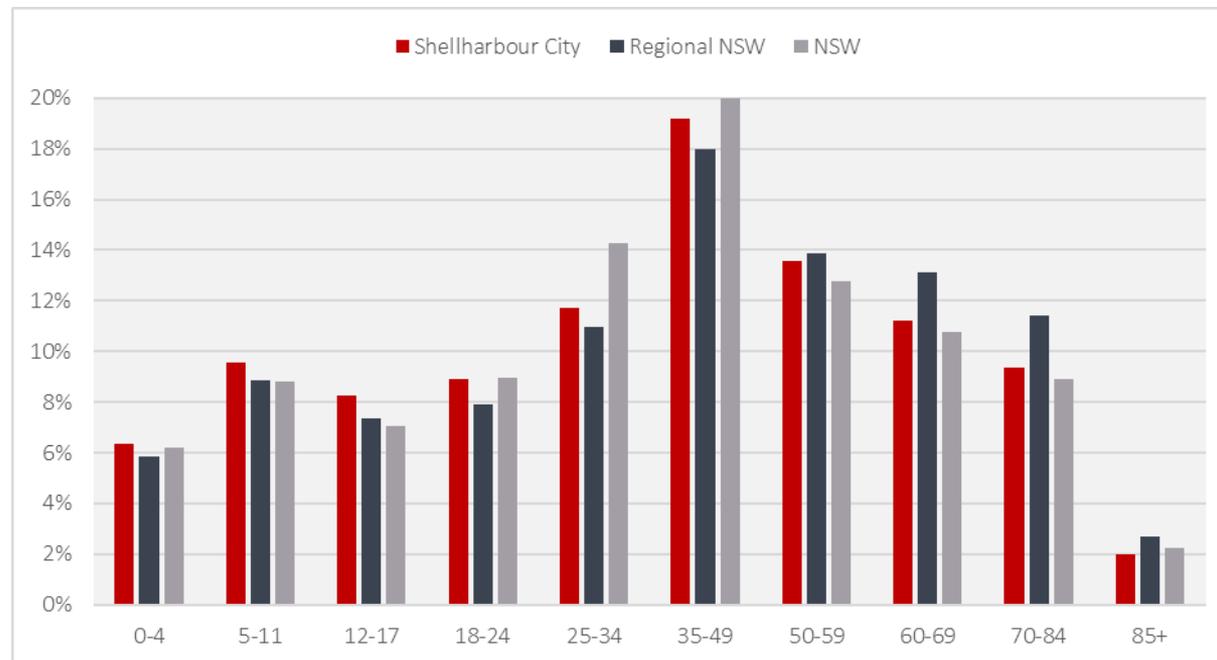
- Shellharbour is popular with families
- It has less lone person households and group households compared with NSW



Source: Informed Decisions 2018 [Community Profile]

# AGE STRUCTURE AS OF 2016

- Shellharbour has higher proportions of children and young adults compared with NSW
- Individuals under the age of 25 years accounted for 33.0%, compared to 30.0% for Regional NSW and 31.1% for NSW
- Individuals over the age of 60 years accounted for 22.5%, compared to 27.2% in Regional NSW and 21.9% in NSW

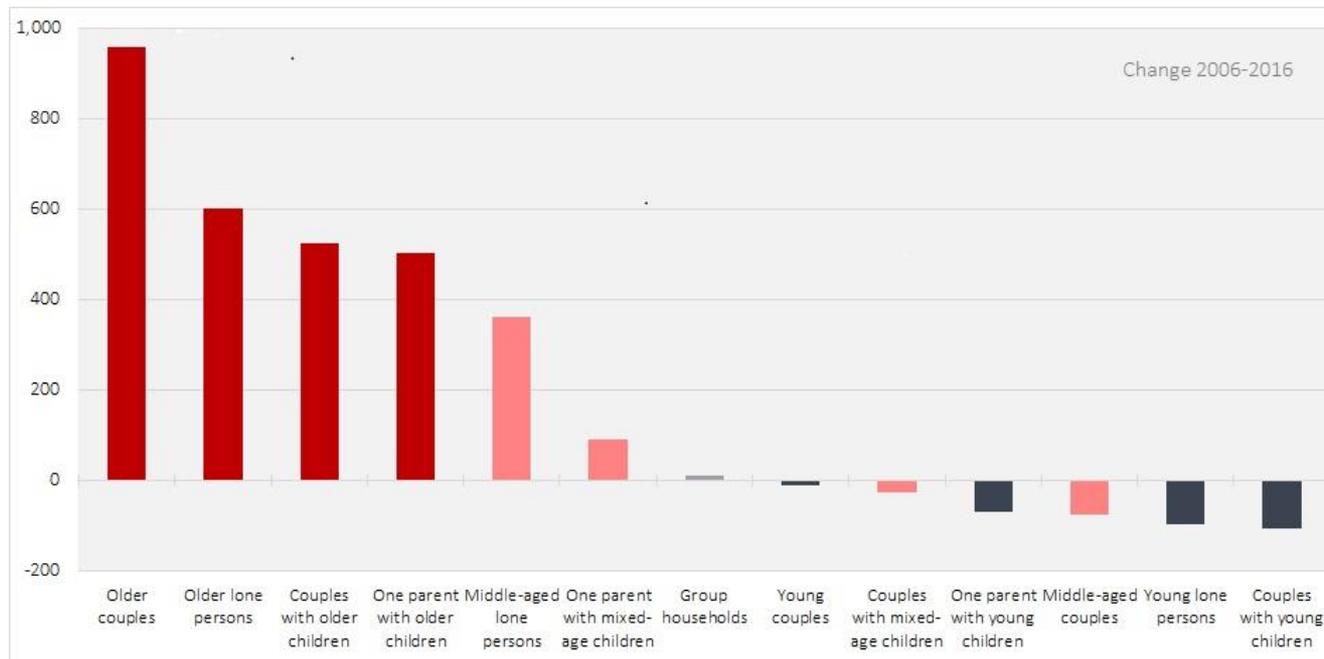


Source: Informed Decisions 2018 [Community Profile]

# CHANGES IN HOUSEHOLD TYPES 2006-2016

Between 2006-2016:

- The number of households with older people increased in Shellharbour
- The number of households with younger people decreased in Shellharbour



Source: Informed Decisions 2018 [Community Profile]

# DWELLING DEMAND MODEL (2016-2038)

## **Scenario 1 (Propensity – business as usual, trends, existing policy):**

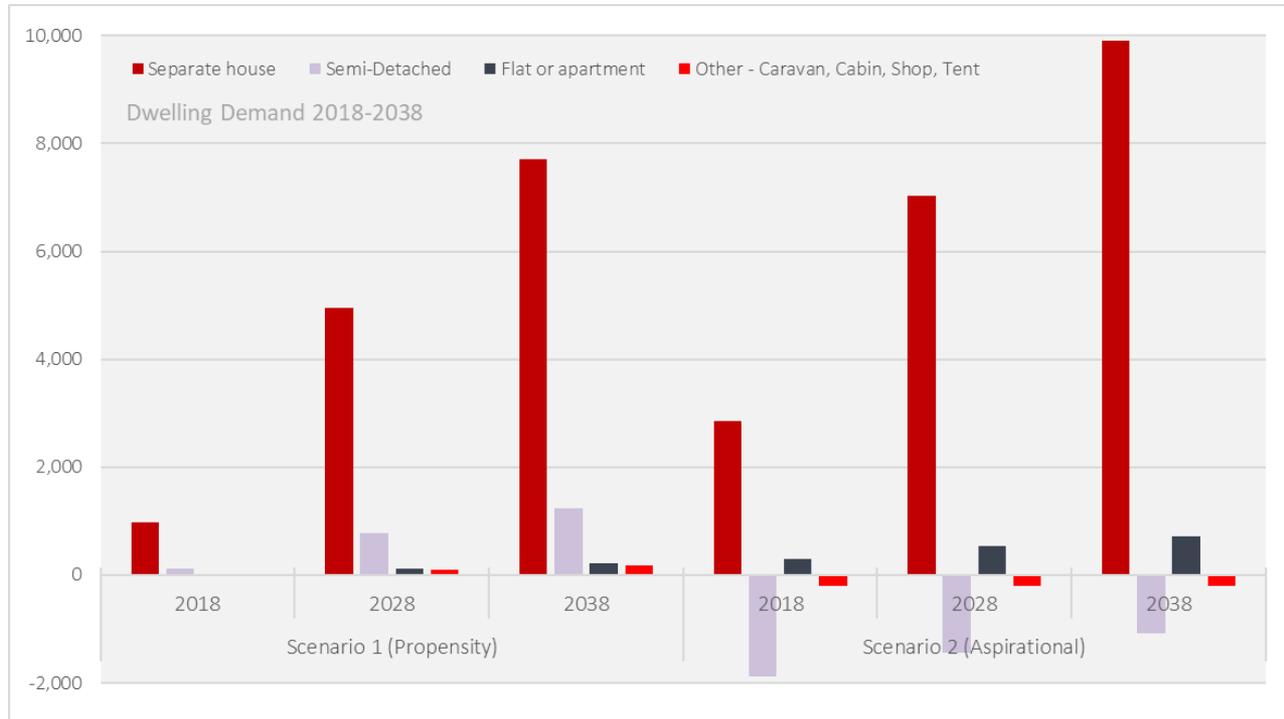
- 7,718 separate houses are needed
- 1,242 semi-detached dwellings are needed
- 208 flats and apartments are needed
- 174 dwellings of other types

## **Scenario two (Aspirational – IRIS dwelling preferences survey):**

- 9,902 separate houses are needed
- 1,084 *fewer* semi-detached dwellings than existed in 2016 are needed
- 717 flats and apartments are needed
- 193 *fewer* dwellings of other types than existed in 2016 are needed

# MODELLING RESULTS

## Comparison of Propensity and Aspirational Scenarios



# OPEN DISCUSSION

- Continued need for separate houses
- Higher proportion of flats and apartments and smaller dwellings
- Dwelling diversity and choice in dwelling sizes
- Dwellings that incorporate adaptable housing design
- Low-cost dwellings for low income households and additional affordable dwelling stock
- Specific accommodation options for at-risk groups
- Considerable increase in public housing stock to meet demand
- Develop further retirement housing and other options for the ageing population



# Shellharbour CITY COUNCIL

## Shellharbour Local Housing Strategy – Next Steps



Councillor Briefing/Workshop – 16 April 2019