



AGENDA

Ordinary Meeting of Council

28 October 2025

Statement of Ethical Obligations

The Mayor and Councillors are reminded that they remain bound by the Oath/Affirmation of Office made at the start of the council term to undertake their civic duties in the best interests of the people of Eurobodalla Shire Council and to faithfully and impartially carry out the functions, powers, authorities and discretions vested in them under the *Local Government Act 1993* or any other Act, to the best of their skill and judgement. The Mayor and Councillors are also reminded of the requirement for disclosure of conflicts of interest in relation to items listed for consideration on the Agenda or which are considered at this meeting in accordance with the Code of Conduct and Code of Meeting Practice.

**ORDINARY MEETING OF COUNCIL
TO BE HELD IN THE COUNCIL CHAMBERS, MORUYA**

ON TUESDAY 28 OCTOBER 2025

COMMENCING AT 12:30 PM

AGENDA

(Proceedings of this meeting will be recorded as per Eurobodalla Shire Council's Code of Meeting Practice)

1. WELCOME

2. ACKNOWLEDGEMENT OF COUNTRY

3. APOLOGIES

Nil

4. CONFIRMATION OF MINUTES OF PREVIOUS MEETING

4.1 Ordinary Meeting held on 23 September 2025

4.2 Extraordinary Meeting held on 21 October 2025

5. DECLARATIONS OF INTEREST OF MATTERS ON THE AGENDA

(Declarations also to be made prior to discussions on each item)

6. PUBLIC FORUM

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7. MAYORAL REPORTS

Nil

8. NOTICES OF MOTION

Nil

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MARK FERGUSON
GENERAL MANAGER

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QON25/003 DRAFT HOUSING STRATEGY

Responsible Officer: Gary Bruce - Director of Planning and Environment

Attachments: Nil

The following question on notice was received from Councillor Turner:

Question

It is now 11 months since the community, or the Councillors have seen the Eurobodalla Shire Housing Strategy. We have yet to see a draft revised strategy though there has been feedback on the original strategy. So my questions are:

1. Given Councils integrated planning process, and given that affordable housing is the number one priority in the Community Strategic Plan Council endorsed earlier this year, why are we considering a master plan for one town at the same time as the Housing Strategy for the whole Shire?
2. What is included in the revised Housing strategy? What measures are included to increase housing affordability? When will the revised draft be presented to Council and the Community? Will the Community have a chance to make submissions on the revised strategy and when?
3. Has there been any progress in developing a contributions policy foreshadowed in the draft Strategy? Will that policy be included in the Housing Strategy?
4. A previous report to Council from Judith Stubbs and Associates recommended a range of mechanisms for affordable housing. Have those recommendations been included in the revised housing Strategy?
5. Council has received funding from the NSW Government Urban Renewal strategy. What are the outcomes and activities included in that funding?

Thanks for following up on these questions that are of considerable interest to me and to many members of the community.

Response

The draft Eurobodalla Housing Strategy was presented to Council in November 2024 and deferred to allow the consideration of further actions that would facilitate an increase in affordable, social and community housing. A subsequent report (scoping report) was presented to Council in February 2025 and publicly exhibited to elicit discussion on what actions should be incorporated into the housing strategy.

A workshop was carried out with Councillors in May 2025, and a revised draft Housing Strategy is proposed to be presented to Council in October 2025.

Question 1 – why do a masterplan before a housing strategy?

The priorities identified in the Community Strategic Plan include housing for all, infrastructure improvements, health services, environmental preservation and stewardship, and connecting towns through walking and cycling paths. Housing affordability and availability were identified as the number one priority.

Batemans Bay is the regional centre for our shire. There was and continues to be pressure from landowners and developers to allow greater density and development potential in Batemans

QON25/003 DRAFT HOUSING STRATEGY

Bay. The masterplan process was devised to provide certainty to landowners and allow for a strategic, Council led approach to how Batemans Bay should develop in the future.

It is good planning to look at our town centres and ask questions about increased density and height. This is because there are existing infrastructure and services within the town centre that do not need to be provided when building a greenfield centre. It reduces Councils costs to extend infrastructure and by also having people live within town centres, should also reduce traffic movements.

The housing Strategy and the Batemans Bay masterplan project are interconnected, and it would always be the case that any housing strategy would have an action around an urban densification project. The scoping report which was reported to Council in February 2025 illustrated that every local government area that was reviewed had similar actions.

LGA	Action	Project
Bega Valley Shire Council	Strategy 7	Amend height and FSR controls within 600 metres of Bega, Eden and Merimbula.
Queanbeyan Palerang Regional	Strategy 10	Providing additional FSR in the Queanbeyan B3 zone in return for the development of Boarding Houses and Co-living Housing, and studio and one-bedroom apartments, secured through a section 7.4 Planning Agreement and/or conditions of consent
Shoalhaven City Council	Action 2.4	Increase densities in strategic centres, new release areas and existing residential areas

Question 2 - What is included in the revised Housing strategy? What measures are included to increase housing affordability? When will the revised draft be presented to Council and the Community? Will the Community have a chance to make submissions on the revised strategy and when?

The revised draft Housing Strategy incorporates the priorities identified by Councillors in May 2025. These priorities were circulated to the Councillors on the 25 July 2025 and have been used as the foundation of a new and revised housing strategy.

The draft revised Housing Strategy is to be presented to Council in October 2025 for adoption. It is not proposed to be re-exhibited. The reason for this is that while it is acknowledged that the community has not commented on the current draft strategy, it also needs to be recognised that there have been two (2) public exhibitions in the preparation of the strategy,

QON25/003 DRAFT HOUSING STRATEGY

that being the original draft strategy and the subsequent scoping report. It is considered that Council should adopt the revised strategy and move to delivering some of the actions.

Question 3 - Has there been any progress in developing a contributions policy foreshadowed in the draft Strategy? Will that policy be included in the Housing Strategy?

There has not been any progress on developing an affordable housing contributions policy. It is a proposed action in the revised draft strategy.

Question 4 - A previous report to Council from Judith Stubbs and Associates recommended a range of mechanisms for affordable housing. Have those recommendations been included in the revised housing Strategy?

A number of actions have been included in the draft revised strategy. It is also proposed to prepare an interim affordable housing policy that would provide some planning controls/incentives/ etc for affordable housing while Council is reviewing and updating its planning controls.

Question 5 - Council has received funding from the NSW Government Urban Renewal strategy. What are the outcomes and activities included in that funding?

The outcome of the grant funding is to facilitate the planning proposal associated with the Batemans Bay Masterplan. In addition to the formal planning proposal documentation, there are a number of other planning related documents and technical studies required to finalise the amendments to the local environmental plan (planning proposal).

RECOMMENDATION

THAT the response to the question regarding the draft Housing Strategy raised by Councillor Turner be received and noted.

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QON25/004 BATEMANS BAY MASTERPLAN PROBITY REPORT

Responsible Officer: Gary Bruce - Director of Planning and Environment

Attachments: Nil

The following question on notice was received from Councillor Mayne.

Question

Could Council please advise on the status of the Probity Report in regards to the Batemans Bay Masterplan?

What actions have been taken to progress this Report and when will it be made available to the community?

Response

Council prepared a request for quotation and project brief in July 2025 with responses received at the end of the month.

Council received three proposals from companies listed on the Local Government Procurement Panel and Council's Professional Services Panel. Council engaged Centium Pty Ltd. on the 18 August 2025.

The probity report was due for completion in September 2025 but has been delayed due to staff absences. Council is expecting to have a draft probity report for review by the end of October 2025.

RECOMMENDATION

THAT the response to the question regarding the Batemans Bay Masterplan probity report raised by Councillor Mayne be received and noted.

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QON25/005 BATEMANS BAY MASTERPLAN - USE OF CONSULTANTS

OP0034-S001; OP0034-S006

Responsible Officer: Mark Ferguson - General Manager

Attachments: Nil

The following question on notice was received from Councillor Pollock:

QUESTION

*“Request for Quotation – Consultancy Service’s Batemans Bay Living Place Master Plan Project
Densification and Heights, Components, RFQ-2224-016”* which resulted in the appointment by
Council of MGS Architects.

The brief issued by Council, among other matters stated that:

“The project will deliver:

- 1. **Develop three scenarios** for urban infill in the town considering height, density and livability options.*
- 2. **Provide three built scenario models with 3D models** rendered to provide an artistic impression of what the town centre and Beach Road frontage might look like. These diagrams will be used during the community consultation processes.”*

“Site-specific assessment of building heights of landmark sites

- 1. 11-23 Beach Road and 21-37 Orient Street*
- 2. 1a Orient Street*
- 3. 21 Clyde Street*
- 4. 29-31 Clyde Street*
- 5. 2 Vesper Street*
- 6. **Visitor Information Centre***
- 7. Batemans Bay Hospital site”*

Inconsistency – the completed MGS Architects study exhibited with the draft Master Plan only provided one (1) scenario and 1 model. The brief required 3 of each!! Which was inconsistent with the proposals in the draft Master Plan.

Inconsistency – the brief required *“site-specific assessment of building heights of landmark sites”* including the *“Visitor Information Centre”*, but the completed study exhibited with the draft Master Plan did not include a site-specific assessment of the Visitor Information Centre site.

The Council’s Request for Quote also stated:

- 1. A discovery of emerging issues & opportunities that will shape the urban precinct,*
 - a. A process to set goals and objectives through a workshop with Councillors.*
 - b. Several Stakeholder engagement events, including an enquiry by design event.*
 - c. A possible forum will address the issues and opportunities and discuss possible futures. The forum will be in a large public theatre and will be available online with live feedback.*

QON25/005 BATEMANS BAY MASTERPLAN - USE OF CONSULTANTS

**OP0034-S001;
OP0034-S006**

- d. A multicriteria assessment to be run with stakeholders may be used to prioritise catalyst projects.*
- e. Present the emerging issues and opportunities arising from consultation and preliminary analysis to the Council.*

Inconsistency – these engagement activities were not undertaken.

The omission of these engagements signals a deviation from the initial brief, limiting the breadth of insights incorporated into the draft Master Plan. Such events and in particular an enquiry by design event and meetings with key stakeholders would have been instrumental in gathering diverse perspectives and fostering collaboration among community members, industry representatives and technical experts. This process would have been potentially avoided many of the issues with the draft Master Plan and avoided the need for rework which will now be required.

It is not clear why the work undertaken and presented with the draft Master Plan is inconsistent with the brief issued by Council.

Why were the technical studies not completed in accordance with the briefs used to select and appoint the consultants?

Were the fees paid to the consultants reduced to reflect the reduced scope of works? If not why not?

Was the full budget for the technical studies spent? How much of the budget is left?

There are inconsistencies between the draft Master Plan and the heights recommended by the MGS Architects study, for example:

- 29-31 Clyde Street recommended total height of 35m, proposed by the draft Master Plan 80-100RL

Why did we engage and pay for the advice of independent consultants if we are then going to ignore or depart so significantly from their advice?

Why has the draft masterplan not explained or justified the variations from the independent professional advice?

How much did Council spend on the independent advice? Why did we spend this money if we are going to ignore the advice?

RESPONSE (Questions and Response):

- 1. Why were the technical studies not completed in accordance with the briefs used to select and appoint the consultants?*

Response:

The original brief issued to MGS Architects was comprehensive and ambitious. However, the first RFQ process resulted in proposals that significantly exceeded the available budget. As a result, the project was redefined and reorganised to seek separate consultants for each project and reduce costs.

QON25/005 BATEMANS BAY MASTERPLAN - USE OF CONSULTANTS

**OP0034-S001;
OP0034-S006**

In the second RFQ round, all consultants proposed reduced scopes to align with the available budget. Council selected the most comprehensive proposal within those constraints, and the final contract reflected a reduced scope of work. Each consultant tailored their methodology to deliver usable outcomes within their area of expertise and within the financial limitations.

MGS Architects delivered most of the scope agreed upon in their contract, which included:

- One urban infill scenario and associated 3D model
- Site-specific assessments for most of the identified landmark sites (excluding the Visitor Information Centre due to scope prioritisation)
- A streamlined engagement process, which did not include the large-scale public forum or enquiry-by-design event due to budget limitations

There were further discussions about their ability to deliver a fully developed 3d model of the tourism quarter. Their modelling approach was more focused on architectural construction capability and more comprehensively covered site feasibility than the planning team considered necessary. Consequently, time and money were spent on details that, while valuable for construction processes, are less beneficial for community appreciation approaches.

2. *Were the fees paid to the consultants reduced to reflect the reduced scope of works? If not why not?*

Response:

Yes. The fees paid to each consultant were consistent with the reduced scope negotiated during contract finalisation. Council prioritised deliverables that would offer the most significant strategic value within the available budget, ensuring that essential components were addressed despite the reduced scope.

3. *Was the full budget for the technical studies spent? How much of the budget is left?*

Response:

Council allocated a total of \$350,000 for consultancy services to support the Master Plan. This full amount was spent across three consultancies:

- MGS Architects – Urban design, built form scenarios, and height analysis
- Movement & Place – Traffic, transport, and pedestrian activity analysis
- Landscape Architecture Input – Minor contributions to public realm and open space considerations

No funds remain from this allocation.

4. *Why did we engage and pay for the advice of independent consultants if we are then going to ignore or depart so significantly from their advice?*

Response:

Consultant advice was a key input into the draft Master Plan, alongside strategic planning frameworks, community feedback, and long-term policy objectives. In some cases, Council planning staff made adjustments based on broader considerations.

For example, the variation in proposed heights at **29–31 Clyde Street** reflects a strategic planning decision informed by multiple inputs. Notably, the consultants were allowed to review

QON25/005 BATEMANS BAY MASTERPLAN - USE OF CONSULTANTS

**OP0034-S001;
OP0034-S006**

and comment on the suggested changes before they were made, ensuring their expertise was considered in the final recommendation.

5. Why has the draft masterplan not explained or justified the variations from the independent professional advice?

Response:

The draft Masterplan is a strategic document that balances technical input with policy direction, community aspirations and feasibility. The consultant's advice was advice used in the preparation of the Masterplan and there were instances where internal review dictated a different outcome.

The Masterplan is currently being reconsidered based upon community feedback.

6. How much did Council spend on the independent advice? Why did we spend this money if we are going to ignore the advice?

Response:

Answered previously. Consultants provide expert advice, which is then reviewed on its merit and evaluated in light of broader planning considerations. Where differences have occurred, they were made transparently and with the intent to balance technical input with long-term community and policy goals. The draft masterplan and technical studies were all exhibited during the public consultation.

RECOMMENDATION

THAT the response to the question regarding the Batemans Bay Masterplan – Use of Consultants raised by Councillor Pollock be received and noted.

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QON25/006 NEW ANIMAL SHELTER DESIGN AND CONSTRUCTION

Responsible Officer: Gary Bruce - Director of Planning and Environment

Attachments: Nil

The following question on notice was received from Councillor Johnson:

Question

During Council's 29 April 2025 meeting, a resolution was passed that:

1. The report concerning the proposed site for the new animal shelter and re-positioning of the livestock yards be received.
2. Approval is sought to temporarily relocate all or part of the existing livestock sale yards to the car park of the current animal shelter during construction.
3. Approval be granted to prepare and submit a Development Application for the construction of the new animal shelter, re-positioning of the livestock yards and the demolition of the existing animal shelter.
4. Council approves the submission of grant applications to support this project.
5. That staff provide a comprehensive report to Council within this calendar year of the design, construction and budget.
6. A report be provided to Council in conjunction with its consideration of its annual operating plan in June 2025.

I respectfully request answers to these questions.

Staff inform Councillors of the community and stakeholder engagement conducted to date.

Response

The following response is provided to each of the items listed in the Council resolution.

1. Noted, no further action required.
2. Noted, future action.
3. A development application has not been prepared at this stage. A budget allocation was provided as part of the September quarterly Budget review. It is proposed to report on item 5 prior to proceeding with any development application documentation.
4. A grant application has not been submitted as there are no grants available, and the development application documentation has not been finalised.
5. Council staff are working on the report to address the design, construction and budget for a new animal shelter. As part of this process, there is a review of how the service can be provided and if there are other ways of providing this service and/or the construction of the animal shelter.
6. A report was provided to Council in June 2025 concerning the adoption of the Delivery program 2025-2029, Resourcing Strategy 2025-2035 and Operational Plan 2025-2026.

One of the resolutions of the June meeting was as follows:

QON25/006 NEW ANIMAL SHELTER DESIGN AND CONSTRUCTION

Council approves a budget allocation of \$100,000 in the 2025-26 capital works budget for the development approval of the new animal shelter. This adjustment and any associated funding will be reflected in the September Quarterly Budget Review.

The report outlined the following.

Council has currently resolved to seek grant funding and prepare a Development Application for the project. The 2025-26 Operational Plan has an action to continue work to replace Eurobodalla's animal shelter/pound. A budget is proposed to be included in the September 2025 Quarterly Budget Review to support this application process which is a precursor for the application of any grant funding.

Prior to December 2025, Council will receive a comprehensive report outlining design, construction and budget information. Funding options will also be considered for inclusion in the 2026-27 Operational Plan.

RECOMMENDATION

THAT the response to the question regarding the new animal shelter design and construction raised by Councillor Mick Johnson be received and noted.

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PET25/003 KERB AND GUTTERING - OCEAN ROAD, BATEHAVEN

S012-T00029; S028-T00009

Responsible Officer: Graham Attenborough - Director Infrastructure Services

Attachments: Nil

Council has received a petition on behalf of residents of Ocean Road, Batehaven, requesting the inclusion of this road in Council's schedule of kerb and guttering works.

MOTION

THAT Council receive and note the petition.

BACKGROUND

The petition specifically states:

Dear Sir/Madam,

We, the undersigned residents of Ocean Road, Batehaven, respectfully submit this petition for Eurobodalla Council's consideration. We are writing to request the inclusion of our street in the upcoming schedule of kerbing, guttering, and drainage works. A list of supporting signatures is attached.

Several years ago, Council completed kerbing and guttering along Ocean Road, but this work was limited to properties on the designated bus route. As a result, 24 homes including ours were left without these essential improvements. Ocean Road is part of one of Batehaven's original subdivisions, dating back to the 1950s. It is a well-regarded street with many established homes and is centrally located within walking distance of the Batehaven Shopping Centre.

Importantly, Ocean Road functions as a main thoroughfare in the area, especially during peak holiday periods. It experiences high volumes of both vehicle and pedestrian traffic, which makes the current state of the road even more concerning.

Without proper kerbing and drainage, rainwater runs unchecked down the street, creating slippery and unsafe conditions. The absence of a sealed edge and the presence of potholes make walking downhill - particularly for the elderly or those with mobility concerns hazardous. This situation is made worse by frequent pedestrian use of the road to access local shops and services.

Additionally, the lack of defined gutters results in stormwater spilling onto residents' nature strips, eroding grassed areas, and causing long-term damage to property frontages. These nature strips are maintained with care and contribute significantly to the presentation and amenity of the neighbourhood.

We also note that Edward Road, located at the back of Batehaven, has recently been upgraded to include kerbing and even a dedicated bicycle path. We respectfully ask why such works continue to bypass Ocean Road, despite repeated appeals from residents over many years.

We believe our request is fair and timely. The improvements we seek would not only enhance public safety but also improve the streetscape and stormwater management of an important local road.

PET25/003 KERB AND GUTTERING - OCEAN ROAD, BATEHAVEN

**S012-T00029;
S028-T00009**

We sincerely request that you include Ocean Road in your works program for the upcoming financial year.

Sincerely,

The Residents of Ocean Road, Batehaven.

GENERAL MANAGER'S RESPONSE

A petition containing twenty (20) names was received on 20 August 2025, however a contact name for the principal petitioner was not identified on the original correspondence. Council contacted a petitioner listed within the petition and was able to obtain the contact details of the principal petitioner.

Kerb and gutter is the concrete structure on the road edge designed to collect water and drain it away from the road. It can also help improve community safety, aesthetic appeal, and property values.

Many urban streets in Eurobodalla were built in the 1960s, 70s and 80s, without any formal road edge. It is part of Council's long-term asset management strategy to provide kerb and gutter in many of these streets on a priority basis as these roads are reconstructed.

Council uses a point score system to assess and prioritise installation of kerb and gutter for urban road upgrades across the Shire. Factors considered include:

- traffic volumes
- development in the street
- any drainage issues
- road condition
- road safety
- the environment
- maintenance costs.

Ocean Road, Batehaven has been included in Council's forward works program for kerb and gutter construction, and is ranked relatively high within this system, however, a definitive date for construction has not yet been confirmed. The current schedule for construction of kerb and gutter in Ocean Road, Batehaven is within the next five years. The point score system is reviewed every year, aligning with the approved budget, available grant funding and further design and investigations.

Council has undertaken a detailed engineering survey for Ocean Road and has already commenced the preliminary investigations to help define the scope for the project. Once Council's Design Team completes their current priorities within the 2025/26 Operational Plan they will begin work on the detailed design for Ocean Road. If Council was to bring forward the kerb and gutter for Ocean Road, it may delay the construction of projects currently underway and prioritised higher within the works program.

When Council installs kerb and gutter we may seek a financial contribution from property owners of adjoining land in line with the *NSW Roads Act 1993*.

PET25/003 KERB AND GUTTERING - OCEAN ROAD, BATEHAVEN

**S012-T00029;
S028-T00009**

The Act permits Council to recover half the cost of providing the infrastructure from property owners.

When the kerb and gutter installation is scheduled, Council commences a notification process for property owners and residents to inform them throughout the process. Council provides an estimated cost for each property, conducts a street meeting to discuss the project, seeks community feedback and explains issues including driveway reconstructions, prior to works commencing.

The policy applying to kerb and gutter installation is [Kerb and Gutter Construction – Contribution by Property Owners](#)

The shared pathway construction recently completed on Edward Road, Batehaven was funded under the NSW Safer Roads Program - Walking and Cycling sub-program, and was a project identified as a high priority within the [Eurobodalla Pathways Strategy](#). The current Strategy notes that “A footpath be provided in Ocean Road from Joseph Street to View Street and the construction of this pathway be considered in conjunction with reconstruction of kerb and guttering when due” with this project listed as a medium priority.

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PER25/019 ADOPTION OF DRAFT HOUSING STRATEGY

**S017-T00003;
OP0076-S006**

Responsible Officer: Gary Bruce - Director of Planning and Environment

Attachments: 1. draft Housing Strategy [↓](#)
2. Under Separate Cover - Confidential - Submissions

Community Goal: 3 Our region of vibrant places and spaces

Community Strategy: 3.1 Balance development between the needs of people, place and productivity

Delivery Program Link: 3.1.1 Review, prepare and deliver planning instruments that support sustainable social, environmental and economic outcomes as guided by our Local Strategic Planning Statements

Operational Plan Link: 3.1.1.5 Conduct ongoing reviews and update planning controls

EXECUTIVE SUMMARY

This report presents the revised Eurobodalla Housing Strategy for Council's endorsement and adoption. The Strategy has been developed in response to Council resolutions and community engagement, and outlines a clear implementation framework to address housing supply, diversity, and affordability across the Shire.

Following Council's resolution on 21 May 2024 (Minute No. 24/52) [Minutes 21 May 2024](#), the draft Housing Strategy was placed on public exhibition for 42 days. A subsequent report was presented to Council on 19 November 2024 (Minute No. 24/155) [Minutes 19 November 2024](#), where Council resolved to defer adoption to allow further development of strategies and mechanisms to support affordable, social, and workforce housing.

To support this process, Council staff prepared a Scoping Report, which was exhibited for 28 days following the resolution on 25 February 2025 (Minute No. 25/8).

This report now presents the outcomes of that exhibition and community feedback and recommends adoption of the refined Housing Strategy.

RECOMMENDATION

THAT Council:

1. endorses the Eurobodalla Housing Strategy as the current policy guiding housing supply and diversity in the Shire.
2. prepares a final implementation plan in conjunction with the Housing Advisory group to guide Council in the delivery of the Housing Strategy.
3. prepares an interim Affordable Housing policy that outlines proposed targets for affordable housing and planning controls/ incentives to increase the supply of affordable housing.

BACKGROUND

The Eurobodalla Housing Strategy has been developed to address the growing need for housing diversity and affordability. Rising housing costs and limited supply have created barriers to

PER25/019 ADOPTION OF DRAFT HOUSING STRATEGY

**S017-T00003;
OP0076-S006**

access for many residents. The Strategy outlines a suite of implementation actions to support the delivery of affordable, diverse, and accessible housing across the Shire.

The Scoping Report was exhibited from 21 March to 23 April 2025, receiving 29 submissions. This report addresses the feedback received and outlines how the Strategy has been refined in response.

CONSIDERATIONS

Council has been progressing the Housing Strategy over the past four years. The Strategy reflects Eurobodalla's unique constraints and opportunities and responds to regional housing challenges through locally tailored actions.

The public exhibition of the Scoping Report resulted in the following concerns being raised:

Affordable and Social Housing - Issues / opportunities raised include:

- Strong support for a dedicated Affordable Housing Strategy.
- Calls to adopt models from Bega Valley and Shoalhaven.
- Requests for clear targets, performance indicators, and timelines.
- Advocacy for use of Council-owned land for affordable and crisis housing.
- Concern over lack of measurable commitments in the draft strategy.

Council Response:

- The Strategy commits to delivering 500 new social dwellings and 150 supported accommodation places by 2041.
- An Affordable Housing Contribution Scheme will be introduced by 2026.
- Council-owned land will be investigated for affordable and crisis housing.
- Monitoring and evaluation mechanisms will ensure accountability.

Housing Diversity and Inclusion - Issues / opportunities raised include:

- Need for smaller dwellings for older adults, single households, and people with disabilities.
- Support for innovative models: tiny homes, co-housing, lifestyle villages.
- Emphasis on inclusive planning and universal design.

Council Response:

- The Strategy promotes housing diversity through planning reforms and incentives.
- Supports models such as co-living, build-to-rent, and shared equity.
- Aligns with Liveable Housing Australia guidelines.
- Supports culturally appropriate housing for Aboriginal and Torres Strait Islander communities.

PER25/019 ADOPTION OF DRAFT HOUSING STRATEGY

**S017-T00003;
OP0076-S006**

Data, Evidence and Feasibility - Issues / opportunities raised include:

- Criticism of reliance on theoretical land supply without feasibility testing.
- Requests for realistic audit of zoned land and demographic analysis.

Council Response:

- The Strategy is informed by technical studies and demographic data.
- Feasibility studies will be conducted for proposed sites.
- A housing data dashboard and annual reporting will track progress.

Environmental and Planning Concerns - Issues / opportunities raised include:

- Opposition to high-rise development in coastal and sensitive areas.
- Support for modest height increases in urban centres only.
- Calls to preserve greenfield sites and integrate climate resilience.
- Suggestions for urban tree planting and disaster refuge centres.

Council Response:

- The Strategy prioritises infill development in serviced urban areas.
- Planning controls will balance growth with environmental protection.
- Design guidelines will promote sustainability and resilience.

Implementation and Resourcing -Issues / opportunities raised include:

- Calls for a dedicated Housing Officer and Housing Advisory Group.
- Requests for budget allocation and delivery mechanisms.
- Concern over lack of staffing and accountability framework.

Council Response:

- A Housing Officer will be re-purposed from an existing strategic planning position.
- An Affordable Housing Advisory Group will be established.
- Implementation actions are staged across short-, medium-, and long-term timeframes.

Governance and Council Role - Issues / opportunities raised include:

- Mixed views on Council's role in housing delivery.
- Some support active involvement; others prefer advocacy and facilitation.

Council Response:

- Council plays an enabling role through planning, partnerships, and advocacy.
- The Strategy outlines Council's coordination with State and Federal governments and housing providers.

PER25/019 ADOPTION OF DRAFT HOUSING STRATEGY

**S017-T00003;
OP0076-S006**

Localised Feedback - Issues / opportunities raised include:

- Support for medium-density infill near services in Moruya and Batemans Bay.
- Opposition to overdevelopment in beach villages.
- Desire for better use of existing infrastructure and land.

Council Response:

- The Strategy supports context-sensitive medium-density infill near town centres.
- Discourages overdevelopment in environmentally sensitive areas.
- Promotes repurposing underused public land and infrastructure.

Legal

The Strategy has been reviewed for compliance with relevant housing and planning legislation, ensuring adequate zoned land and alignment with statutory requirements.

Policy

Under NSW planning policy, a Housing Strategy is required to:

- Align housing growth with infrastructure and services.
- Deliver housing targets from Regional and District Plans.
- Support Housing 2041 objectives for affordability, diversity, and resilience.
- Enable evidence-based planning and local implementation.

The revised Housing Strategy achieves all these Policy requirements.

Environmental

The revised draft Housing Strategy clearly defines the needs for development to align with climate change and be resilient for future generations. The Housing Strategy aligns with all existing policies that relate to climate change and resilience and promotes sustainable design and development practices.

Asset

The Strategy does not include a detailed assessment of Council-owned land for housing projects. This will be considered in future implementation phases.

Social Impact

The Strategy aims to improve social outcomes by increasing housing diversity and affordability, supporting inclusive and resilient communities.

Economic Development Employment Potential

While not analysed in detail, increased housing development is expected to support local employment and economic activity. Further analysis may be undertaken during implementation.

PER25/019 ADOPTION OF DRAFT HOUSING STRATEGY

**S017-T00003;
OP0076-S006**

Financial

Estimated costs for implementation actions are outlined in the Strategy. These require further definition before inclusion in Operational or Delivery Plans.

Community and Stakeholder Engagement

Council has informed the community about the housing strategy previously, by providing information on the Council's website, Online News, and the Living in Eurobodalla residents newsletter, posting on the Council's Facebook, distributing a print brochure and fact sheet at local libraries and customer service centres, writing to residents, stakeholders, and community groups, and distributing a media release.

CONCLUSION

The refined Eurobodalla Housing Strategy reflects community feedback and provides a clear framework for implementation. It sets out actions to deliver affordable, diverse, and accessible housing by 2041 and will be subject to ongoing review to ensure its effectiveness.

Eurobodalla Shire Council

Draft Housing Strategy

Comprehensive Strategy for Sustainable, Diverse, and Affordable
Housing (October 2025)

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SECTION 1 – Introduction

1.1 Executive Summary

Eurobodalla Shire Council's draft Housing Strategy (Strategy) presents a researched framework to address the evolving housing needs of the Eurobodalla local government area (LGA) for the next 20 years and beyond.

This Strategy, grounded in the Eurobodalla Housing Strategy Background Report (December 2023) and prepared in accordance with the Local Housing Strategy Guideline, integrates demographic analysis, market trends, land-use planning, infrastructure assessment and community and stakeholder engagement.

The aim is to ensure accessible, affordable and diverse housing options for all residents, with a strong focus on social equity, environmental sustainability and economic resilience.

Key recommendations underpinning this Strategy include:

- Significantly boosting the supply of social and affordable housing to address acute shortages, with a target of at least 500 new social dwellings and 150 supported accommodation places by 2041.
- Expanding housing diversity through policies and incentives that promote a mix of dwelling types, sizes and tenures, including accessible, adaptable and age-friendly housing for all household structures and life stages.
- Encouraging innovation by supporting alternative models such as co-living, boarding houses, build-to-rent, secondary dwellings and shared equity schemes, ensuring that planning controls enable a dynamic and responsive housing market.
- Strengthening the integration of housing growth, infrastructure and services including transport, utilities, open space and social infrastructure, to create liveable, connected communities.
- Forging strong partnerships with the NSW and Australian Governments, community housing providers, Indigenous organisations, the private sector and advocacy groups to collaboratively deliver housing outcomes.
- Embedding robust monitoring, evaluation and review mechanisms to ensure the Strategy's effectiveness, transparency and adaptability to changing contexts.

1.2 Planning Policy and Context

This Strategy responds to Australia's complex policy landscape. Aligning with the *Environmental Planning and Assessment Act 1979*, the State Environmental Planning Policy (SEPP) (Housing) 2021, regional plans and Council's Local Strategic Planning Statement (LSPS), it recognises the critical intersections with infrastructure planning, environmental management, economic development, public health and climate resilience.

The Strategy is informed by Australian housing targets, the Indigenous equity *Closing the Gap* framework and best practice principles from State and international examples.

What is affordable housing?

The Stubbs report states: *“housing is generally considered to be affordable when households can meet their housing costs and still have sufficient income to pay for other basic needs such as food, clothing, transport, medical care and education.”*

“Affordable housing has a statutory definition under the NSW Planning and Environmental Act 1979, being housing for very low, low and moderate income households who pay no more than 30% of their gross income on housing costs as deemed to be in housing streets, and at risk of after-housing poverty.”

Based on figures in the 2023 Stubbs report, to be affordable, weekly rental costs would need to be:

	Very low-income household	Low-income household	Moderate-income household
Affordable rental benchmarks	<\$238	\$239-381	\$382-\$572

Note: these figures are current as at 2023

1.3 Local Government Area Snapshot

Eurobodalla Shire encompasses approximately 3,400 km² of coastal, rural and environmental lands in southern NSW, home to around 39,000 permanent residents (2021 Census), with significant seasonal population peaks due to tourism.

The major urban centres of Batemans Bay, Moruya and Narooma anchor a network of coastal villages, rural hamlets and hinterland localities. The Shire’s demographic profile features:

- A markedly older population with 30% aged 65+ and a median age of 54 years, well above the State median
- 2,466 Aboriginal and Torres Strait Islander residents, with unique cultural, social and housing needs
- Increasing diversity in household types, including one-person, lone-parent, multi-generational and non-family households
- Low average household size (2.2 persons), reflecting both an ageing population and recent migration patterns
- Key economic sectors: tourism, health care and social assistance, construction, agriculture and public administration.

The LGA is subject to hazards (bushfire, flood, coastal erosion), environmental constraints and infrastructure limitations. The natural disasters experienced since 2019 and the COVID-

19 pandemic have increased vulnerability, disrupted housing markets and intensified social needs.

1.4 Housing Vision

Eurobodalla will be a Shire where all residents—including vulnerable groups, First Nations peoples, families, older adults, young people and key workers—can access safe, appropriate and affordable housing¹, in communities that are resilient, sustainable and inclusive. The Strategy aspires to:

- Foster communities that support ageing in place, participation in local employment and strong social and cultural connections
- Promote environmentally responsible growth, respecting our Shire's unique coastal and rural identity, biodiversity and Aboriginal heritage
- Support innovative, flexible housing solutions that anticipate future changes in demographics, technology and climate.

SECTION 2 – Evidence and Analysis

2.1 Demographic and Socioeconomic Trends

At the 2021 Census, Eurobodalla LGA recorded a population of 40,593 including non-resident ratepayers—an increase of 13.6% since 2011, averaging 1.3% growth per year, slightly above the regional NSW rate of 1.2%. There were at least 2,466 Indigenous people, making up just over 6% of the total population.

Eurobodalla has an older population, with twice as many people aged 70+ compared to the NSW average. More people are living alone or as couples without children which means there is a greater need for help with daily tasks and generally lower household incomes with fewer people per home.

The population in Eurobodalla is expected to grow slowly—between 0.8% and 1.1% p.a. - adding just over 7,000 people over the next 15 years. This is a slower growth rate than what

¹ Affordable housing in this strategy, as distinct from social housing, public housing and community housing follows the definition in the NSW Housing SEPP 2021 which is tied to a percentage of the median household weekly income across NSW region.

has been seen in the past.

	2021	2036 (projected)	2041 (est.)	Total Change (#)	Total Change (%)	Annual Change (%)
Population	40,402	47,407	49,742	9,340	23.1%	
Households	18,118	20,913	21,844	3,726	21.1%	
Average household size	2.2	2.2	2.2	0	0%	-
Dwellings	24,524	28,473	29,789	5,265	21.5%	
Persons in Non-Private Dwellings	949	1,099	1,149	200	21.1%	
Dwelling occupancy rate	74%	74%	74%	-	0%	0%

Source: Population forecasts, 2016 to 2036, prepared by .id (informed decisions) 2023, with JSA estimated 2023.

Table 1 Key population, household and dwelling forecasts (2021-2041)

The following areas are expected to experience the largest population increases, each growing by approximately 300 people:

- Broulee – Tomakin – Mossy Point
- Urban Moruya – Moruya Heads
- Surfside – Long Beach – Maloneys Beach – North Batemans Bay
- Malua Bay – Lilli Pilli – Rosedale – Guerilla Bay.

In terms of social well-being and relative socio-economic disadvantage, the Shire has pockets of the most disadvantaged in Batemans Bay and Narooma-Bermagui. Our LGA is a relatively average area on the SEIFA table with pockets of more disadvantaged demographics.

	SEIFA Disadvantage	SEIFA Education and Occupation
Batemans Bay	20	15
Batemans Bay - South	39	33
Broulee - Tomakin	62	53
Eurobodalla Hinterland	42	33
Moruya - Tuross Head	41	30
Narooma - Bermagui	37	29
Eurobodalla LGA	54	45

Source: JSA 2023; ABS (2021) Census, General Community Profile, G02; ABS (2021) SEIFA.

Table 2 SEIFA (Socio-economic index for areas), Eurobodalla 2021 – ABS summary of socio-economic characteristics

A detailed demographic and socio-economic review reveals:

- Demographic trends reveal evolving housing needs and social challenges that require targeted and responsive planning. Population growth is projected at an average annual rate of 0.9% through to 2041, with the most significant increases expected among older adults aged 65+, lone-person households and couples without children. These shifts signal a growing demand for smaller, accessible and adaptable housing options.
- Youth out-migration continues to pose a concern. This is driven by limited access to education, employment and affordable housing. This trend undermines local workforce renewal and contributes to a loss of skills and vitality within the community.
- Overcrowding remains a critical issue, particularly among Indigenous households. Data indicates that 20% of Indigenous households accommodate five or more residents, compared to just 5% among non-Indigenous households. This disparity highlights the urgent need for culturally appropriate and adequately sized housing solutions.
- There has been a rise in single-person households in areas such as Malua Bay, Lilli Pilli, Rosedale, Guerilla Bay and Surfside (a 50% increase), Long Beach, Maloneys Beach and North Batemans Bay (a 37% increase). Similarly, lone-parent families are increasing in Broulee, Tomakin, Mossy Point (up 32%) and the Narooma rural hinterland (up 29%), indicating shifting family structures and associated housing requirements.
- Housing stress is acute among elderly residents, single women, Aboriginal individuals and those on very low incomes. These groups face heightened vulnerability in the housing market, underscoring the need for inclusive, affordable and supportive housing strategies that address both current and future demand.

2.2 Housing Demand

Housing can be seen as an investment rather than a place to live and as a result, developers often build large, standardised homes to maximise profits. This approach does not always meet the needs of the local community.

Builders are not keeping up with housing demand and the homes that are being built, do not correspond with what people want. Housing Australia suggest that more small homes are needed (eg., 1 or 2-bedroom apartments), especially in high-rise buildings; but builders keep making bigger homes containing three or more bedrooms. The Technical Report (JSA 2023) has found that 75% of housing stock in Eurobodalla has three or more-bedrooms and predominantly detached dwelling houses. Most are occupied by singles or couples.

The Shire faces multi-faceted housing demand challenges:

- There is a critical demand in the housing sector in relation to affordable and social housing. Rental vacancy rates have dropped below 1.5%, indicating a highly constrained market with limited availability. This has resulted in lengthy waiting lists for public housing and widespread rental stress, as many households struggle to secure stable and affordable accommodation.
- The demand for housing is diverse and reflects the needs of various community groups. There is a pronounced need for small, accessible dwellings and adaptable homes suited to older adults. Crisis and transitional accommodation is essential for individuals facing homelessness or domestic and family violence, while culturally appropriate housing is critical for our Aboriginal communities. Additionally, secure and affordable housing options are needed to support key workers and young families, who are increasingly priced out of the market.
- Home ownership remains unattainable for many, particularly first home buyers. Escalating property prices and a limited supply of modest dwellings has created significant barriers to enter the market, further exacerbating housing inequality.
- The impacts of the COVID-19 pandemic have intensified these challenges. The rise of remote work has prompted migration to regional areas, driving up property prices and increasing competition. In addition, the proliferation of short-term rentals has decreased the availability of long-term rental stock, placing further strain on the housing system and limiting options for permanent residents.

Housing demand projections show a sustained need for diverse, affordable and accessible housing types that significantly exceed current and planned supply levels.

2.3 Housing Supply

The Technical Report (JSA 2023) confirmed that the *Eurobodalla Local Environmental Plan 2012* provides at least 10 years of residential land supply, which is expected to support the projected population growth. This includes consideration of economic development and urban expansion opportunities to 2041, informing future land release planning in the Local Strategic Planning Statement (2021).

The land supply audit (Department of Planning, Industry and Environment 2023) suggests an expected 310 dwellings per year can meet the Shire's housing needs. However, the Technical Report proposed that 263 dwellings a year will meet local housing needs while also providing for the 26% of tourism/unoccupied second dwelling aspect, unique to the Eurobodalla housing market; tourism growth and second-home ownership impact on the housing supply.

Analysis of development applications and completions highlights the construction industry's inability to match the pace of planning approvals, creating a significant gap between the number of approved projects and those that are completed.

Assessment of the existing and planned supply shows:

- The housing landscape is characterised by detached dwelling houses. This equates to over 80% of the total dwelling stock. This has resulted in a limited supply of alternative housing types such as townhouses, apartments and other medium- or high-density options. This has had a significant impact on restricting diversity and choice in the market.
- Rental housing is unevenly distributed and is concentrated in specific localities. This has led to intense competition for affordable rental properties, particularly in areas with better access to services and employment. The scarcity of affordable rentals exacerbates housing stress for low-income households and vulnerable populations.
- Recent development activity has largely focused on greenfield subdivisions with limited numbers of infill projects. However, these new builds frequently lack the necessary diversity, affordability and accessibility features required to meet the needs of a broad demographic. This trend contributes to a housing supply that is misaligned with community need.

	Very low-income household	Low-income household	Moderate-income household
Income Benchmark	<50% of Gross Median H/H Income	50-80% of Gross Median H/H Income	80%-120% of Gross Median H/H Income
Income Range	<\$794	\$795-\$1,271	\$1,272-\$1,906
Affordable Rental Benchmarks	<\$238	\$239-\$381	\$382-\$572
Affordable Purchase Benchmarks	<\$194,000	\$194,001-\$313,000	\$313,001-\$469,000

Table 3 Affordability of household income (ABS 2021)

- According to data from the Australian Bureau of Statistics (ABS, 2021), social and community housing comprises less than 4% of all dwellings. There has been negligible growth observed in the supply in recent years. This shortfall highlights a critical gap in housing provision for those most in need.

	Eurobodalla LGA		Rest of NSW		NSW	
	2011	2021	2011	2021	2011	2021
Lone person household	29%	31%	27%	28%	24%	25%
Couple only	36%	37%	29%	30%	26%	26%
Family with children	31%	28%	40%	38%	45%	44%
Group household	2%	3%	3%	3%	4%	4%

Source: JSA 2023; ABS (2021) Census, Time Series Profile, T14.

Table 4 Change in household type, 2011-2021

Overall, there is a clear mismatch between the types of dwellings currently being constructed and the requirements of smaller households, older residents and individuals with lower incomes. Addressing this imbalance is essential to creating a more inclusive, equitable and responsive housing system.

2.4 Land Use Opportunities and Constraints

Eurobodalla LGA has a mix of opportunities and challenges that need careful planning. There is strong potential for new housing through infill and redevelopment in existing urban areas like Batemans Bay, Moruya and Narooma—places already supported by infrastructure and transport. These areas are well-placed for increased housing density and renewal, helping make better use of land.

Council-owned land, such as unused car parks and vacant sites, could be repurposed to create affordable housing and help meet urgent community needs while making better use of public assets.

Concurrently, new development must consider serious environmental risks, including bushfires, floods, coastal erosion and the protection of habitats for threatened species. Climate change adds to these challenges, so all development must be carefully assessed to ensure it is sustainable and resilient.

Infrastructure is another key issue. Water, sewerage and transport systems need to be upgraded or expanded to support future growth and maintain service quality.

It is important to protect the area's heritage, character and cultural values, and new development should respect what makes Eurobodalla unique and help strengthen community identity and pride.

2.5 Analysis: Key Housing Gaps and Needs

There is a clear gap in the types of housing available across the region. Smaller, more affordable and accessible homes are in short supply, making it difficult for older residents looking to downsize, essential workers and people living alone, to find suitable housing.

Emergency and supported housing is also limited. This leaves people experiencing homelessness, escaping domestic or family violence or needing extra support, without safe and appropriate options. More specialised housing is urgently needed to support these vulnerable groups.

There is a lack of housing types with a rarity in options like boarding houses, co-living spaces, granny flats and manufactured home parks, which limits flexibility and choice for residents.

Homes that are accessible for people with disabilities or limited mobility are especially lacking. This creates barriers to inclusive living and highlights the need for housing that suits people of all abilities.

2.6 Community and Stakeholder Engagement

Council engaged with a wide range of people across the community to help shape this Strategy. Workshops were held with residents, Aboriginal communities, service providers, real estate agents and developers to gather different views and ideas.

Surveys were utilised (online and in-person), focus groups and public exhibitions were held to give people avenues to get involved and share their thoughts.

Special efforts were made to reach groups like young people, older adults and those facing housing stress or homelessness, to make sure their voices were heard.

Across all consultations, people highlighted the need for clear communication, transparency in decision-making and ongoing community involvement, as the Strategy is put into action. These values will help build trust and ensure the Strategy stays relevant to community needs.

SECTION 3 – Strategic Priorities and Objectives

3.1 Objectives

To guide the delivery of inclusive, resilient and future-ready communities, the housing Strategy sets out a series of clear objectives that respond to local needs, demographic trends and broader social and economic priorities.

- Deliver a minimum of 500 new social and affordable dwellings and 150 supported places by 2041

- Broaden housing diversity through planning reforms, incentives and targets for a mix of types, sizes and tenures
- Promote accessible and adaptable housing, aligning with Liveable Housing Australia guidelines
- Support culturally appropriate housing models, including for Aboriginal and Torres Strait Islander people
- Integrate housing growth with infrastructure, services and environmental management, ensuring capacity and resilience
- Empower the local economy by supporting housing for key workers and enabling workforce attraction and retention
- Foster ongoing community and stakeholder engagement in planning, delivery and monitoring.

3.2 Land Use Planning Approach

To respond to growing pressure on housing supply, affordability and liveability, the Shire is developing a new Settlement Strategy responding to revised forecasts, to guide future development. This plan aims to support population growth, changing household needs and community expectations through inclusive and well-considered urban planning. The goal is to create neighbourhoods that offer a mix of housing, protect the local character and promote sustainability.

Key actions include:

- Encouraging higher-density and mixed-use development near town centres and essential services to make better use of land, improve access to shops and transport, and support walkable, vibrant communities
- Making it easier to build a wider range of housing types—like secondary dwellings, dual occupancies, boarding houses and new ownership models—to increase housing diversity and affordability for different household types and income levels
- Updating the Eurobodalla Local Environmental Plan and Development Control Plan (DCP) to support more housing options, better accessibility and higher density where appropriate, ensuring planning controls meet current and future needs
- Creating urban design guidelines to ensure new developments are safe, attractive and environmentally sustainable, helping improve quality of life and community wellbeing
- Protecting sensitive environments and the unique character of each area by applying planning controls that balance growth with conservation, respecting ecological values and cultural heritage.

3.3 Delivery Mechanisms

To ensure the Strategy delivers real results for the community, a set of practical actions will guide investment, partnerships, land use and progress tracking.

- To fast-track affordable and social housing, a clear and coordinated plan will be put in place. By 2026, the Shire will introduce an Affordable Housing Contribution Scheme, setting targets for developers and offering incentives to include affordable homes in new projects.
- Council and Government-owned land will be identified for housing projects, making better use of under-utilised sites. Partnerships will be formed with community housing providers, Aboriginal organisations and private developers to deliver innovative and inclusive housing models
- Ongoing funding and policy support from the NSW and Australian Governments will be essential to keep projects moving and ensure they align with broader housing and infrastructure goals
- Council will track progress through yearly reports and a flexible approach that allows for adjustments based on community feedback and changing needs.

3.4 Evaluation Framework

A strong Evaluation Plan will help track how well the Strategy is working. It will:

- Measure progress using clear targets, like how much housing is being built, how affordable and diverse it is, and how satisfied the community feels about liveability
- Include feedback from the community and stakeholders, making sure their views continue to shape the Strategy
- Adapt to changes in the economy, population, policies and environment by reviewing and updating the Strategy regularly.

SECTION 4 – Implementation Plan

4.1 Detailed Actions and Timelines

Council, along with other key organisations, has a range of actions it can take to help improve housing. While Council does not control the whole housing market, it can influence change through planning controls and policies. Council can also take a leading role by working with community housing providers, NSW Government agencies and private developers to deliver affordable housing, advocate for more social and community housing, and support more crisis accommodation in the Shire.

The actions in this Strategy are organised by when they may be delivered, but that does not reflect their importance. The list shows Council's overall housing priorities but this is

flexible—if there is a strong reason to act on something sooner, like political support or community need, that action can be reprioritised.

Short term (1-5 years)

1. Expand the availability of affordable housing across the Local Government Area, ensuring equitable access to secure, well-located and sustainable homes for low- to moderate-income households.

To make housing fairer and more accessible for everyone, especially people on low and moderate incomes, more affordable homes need to be available to rent and buy. This will require smart planning, updated policies and targeted investment.

Some keyways to do this include:

- Encouraging developers to include affordable homes in new projects by offering incentives
- Using under-utilised public land for social and community housing
- Supporting alternative housing options like co-living, granny flats and manufactured home estates
- Making sure new housing is built near existing infrastructure and services, especially in high-demand areas.

By improving access to safe, suitable and affordable housing, our Shire can build more inclusive communities, reduce housing stress and improve the wellbeing of residents across all income levels.

To enable this, the Strategy will use a mix of incentives and planning controls, like inclusionary zoning, which requires a portion of new housing developments to be set aside for affordable homes.

Incentives might include faster approvals, extra building allowances or financial benefits for developers who meet affordable housing targets. These tools aim to get the private sector involved while keeping housing diverse and affordable.

Together, inclusionary zoning and targeted incentives will help create a fairer housing market, reduce rental stress and support the social and economic health of the community.

Affordable housing includes a range of options for people with different income levels, making sure housing costs stay manageable and not cause financial hardship.

To plan effectively, it is important to understand how much affordable housing is currently available, how much is needed and where the gaps are. This will help guide future decisions and policies.

2. Ensure the delivery of a broad range of housing types, sizes, tenures, and models that reflect the diverse needs of the community and support inclusive, resilient neighbourhoods.

To meet the needs of different households and life stages, a mix of home sizes and bedroom layouts will be encouraged.

New and alternative housing models—like co-housing, build-to-rent and shared ownership—will be supported to improve affordability and offer more choice.

Homes will be designed to be flexible and adaptable, so they can meet changing needs over time, including ageing in place and accessibility for people with disabilities.

Planning controls will support dual occupancies, granny flats and co-housing in suitable residential areas to increase housing options.

Inclusionary zoning and value-sharing approaches will be used to make sure new developments contribute to affordable housing supply.

Planning controls will be reviewed and updated to remove barriers to housing diversity and support new and innovative housing designs.

Steps will be taken to strengthen the long-term rental market, including encouraging the shift of short-term holiday rentals into permanent housing.

3. Ensure sufficient staffing, funding, and organisational capacity to support the effective planning, implementation and monitoring of housing initiatives across the Local Government Area.

To help deliver more affordable housing, Council will dedicate staff resources, including allocating a strategic planner position to specifically look at housing/residential reforms. This role will lead the rollout of the Strategy, work with stakeholders and track progress.

An Affordable Housing Advisory Group will also be set up to provide advice, encourage collaboration and make sure decisions reflect community and industry views. The group will include representatives from Council, community housing providers, Aboriginal organisations and the private sector.

Council will also review the Settlement Strategy to work in conjunction with transport and infrastructure planning. This will help ensure new housing is supported by good access to public transport, essential services and strong infrastructure, creating more sustainable and inclusive communities.

4. Ensure that medium- and higher-density housing contribute positively to urban character, liveability, sustainability and community wellbeing through thoughtful planning, design excellence, and strategic location.

Medium and higher-density housing will be built in areas that are easy to walk around and already have good access to services. This will support sustainable growth and make it easier for people to reach shops, transport and other amenities.

New development will focus on major towns like Batemans Bay, with high quality designs that fit well with the existing buildings and local character.

Planning will prioritise medium and higher-density housing near town centres and along key transport routes to improve connectivity and make better use of land.

Taller buildings will be considered in suitable areas to allow for more homes, while still protecting important views and keeping the local character.

Development Control Plans (DCPs) will be updated to make sure new housing meets high standards for appearance, safety and environmental sustainability.

Demonstration projects will be used to showcase good design and planning, helping guide future development and engage the community.

Medium Term (5-10 years)

5. Expand access to safe, secure and appropriate housing for individuals and families experiencing disadvantage, through coordinated planning, partnerships and targeted support

To support residents facing urgent housing needs, the Strategy includes targeted actions to improve access to housing and support services:

- Council will help deliver affordable housing by offering specific prelodgment and assessment services and making Council-owned land available for suitable projects
- People at risk of or experiencing homelessness, will have better access to emergency, short-term and long-term housing, along with tailored support services to meet individual needs
- Council will advocate for more funding and expanded support services from the NSW and Australian Governments to help address housing insecurity in the region
- Innovative solutions like pop-up and modular housing will be supported to provide quick and flexible accommodation for people in urgent need
- Council will work closely with non-government organisations and health services to coordinate support and ensure people in housing crisis receive the help they need.

6. Enhance the delivery of affordable, social and diverse housing through strategic collaboration with community housing providers.

To support the delivery of affordable and diverse housing, Council will take a number of practical steps:

- Funding will be set aside to maintain Council-owned housing, buildings and gardens, helping keep them safe, attractive and sustainable over time
- Council will build strong partnerships with housing providers, Aboriginal organisations and private developers to deliver a mix of inclusive housing options
- More prelodgement meetings will be offered to developers to improve communication and make the development process smoother
- Council will regularly collect feedback from developers to improve the clarity and speed of planning advice and support continuous improvement
- Efforts will be made to reduce the time it takes to assess development applications, especially those that meet planning requirements, to give developers more certainty
- Council will aim to increase approvals for affordable and diverse housing types, showing its commitment to housing equity
- The number of public-private housing projects supported by Council will be tracked as a key measure of collaborative success
- Multi-agency housing forums will be organised to strengthen partnerships and align housing efforts with health, social and infrastructure services
- Planning certainty will be a priority, helping reduce risks and encourage investment in affordable housing.
- Council will use public and surplus land for pilot housing projects, showcasing new ideas and unlocking opportunities for future development.

Note: While Council is not responsible for directly providing or funding social housing, it plays a critical enabling role. This includes supporting partnerships, facilitating planning outcomes and advocating to NSW and the Australian Governments for investment in social and affordable housing.

Long-Term (10 years plus)

7. Ensure that all new and retrofitted housing contributes to environmental sustainability, reduces energy and water consumption, and is resilient to current and future climate risks.

New homes and upgrades to existing ones will be designed to cut greenhouse gas emissions, lower energy bills and better withstand climate-related risks.

Council will encourage the use of eco-friendly building materials and smart design features, like natural ventilation and insulation, to improve comfort and reduce environmental impacts.

Planning controls will support water and energy-efficient designs in all new housing to help conserve resources and support long-term sustainability.

In areas of high risk from bushfires or floods, stronger safety and resilience standards will be applied to make sure homes are built to last and protect residents.

8. Ensure transparent, accountable and data-driven implementation of the housing Strategy through regular monitoring, evaluation and public reporting.

Council will regularly track and report on housing supply, affordability and diversity to support ongoing improvements and keep planning and partnerships accountable:

- Each year, a housing outcomes report will be prepared, showing the number and types of homes approved, their affordability levels and their location.
- Council will monitor trends in developer engagement, including prelodgement meetings and satisfaction surveys, to assess how well planning services are working.
- Assessment timeframes for development applications will be reviewed, helping identify ways to make the process faster and more efficient.
- Progress toward housing targets in the Strategy will be checked regularly to make sure goals are being met.
- Council will track the number and impact of joint housing projects with community organisations and housing partners to measure success and guide future work.
- A local housing data dashboard will be created, giving the community easy access to up-to-date housing trends and performance indicators.
- Annual progress reports will be published, sharing achievements, challenges and any changes made to improve how the Strategy is delivered.

9. Implement Regional Housing Taskforce - Recommendation 5.2

To follow Recommendation 5.2 of the Regional Housing Taskforce about Short-Term Rental Accommodation (STRA), Council will take a staged and evidence-based approach to understand and respond to the impacts of recent and upcoming changes. This includes reviewing planning controls, infrastructure contributions and regulations, especially those related to STRA and long-term rental use of caravan sites.

Phasing of implementation:

Phase 1: 2025–2026 – Foundation and Early Action

- Adopt a Contribution Scheme: Introduce a targeted infrastructure contribution framework to ensure STRA and caravan parks contribute equitably to local services and amenities
- Initiate Planning Reforms: Begin updating local planning instruments to reflect new STRA regulations, including zoning, occupancy limits and compliance mechanisms
- Demonstration Projects: Launch priority housing demonstration projects on identified public land to showcase innovative models and test regulatory and funding approaches.

Phase 2: 2027–2031 – Delivery and Evaluation

- Roll Out New Housing: Expand the delivery of social and affordable housing with a focus on areas impacted by housing stress
- Monitor and Report: Establish an annual reporting framework to evaluate the effectiveness of reforms, track housing supply and affordability metrics, and assess community impacts
- Adapt Strategies: Use evidence from monitoring to refine policies, adjust planning controls and respond to emerging trends in STRA and long-term rental markets

Phase 3: 2032–2041 – Consolidation and Long-Term Planning

- Continue Delivery: Maintain momentum in constructing new dwellings and supported accommodation, ensuring alignment with demographic and market shifts
- Complete Infrastructure and Land Use Upgrades: Finalise upgrades to infrastructure and land use planning to support sustainable housing growth and mitigate STRA-related pressures
- Ongoing Engagement and Review: Sustain community engagement and conduct periodic reviews to ensure the Strategy remains responsive, inclusive, and effective.

4.2 Partnerships and Resourcing

To make the housing Strategy more effective, strong partnerships and coordinated advocacy are essential.

Council will formalise partnerships with NSW Government agencies, community housing providers and key local stakeholders. These partnerships will help to deliver projects more efficiently and ensure they align with broader policies and goals.

For complex projects, formal agreements like memoranda of understanding (MOUs) and joint ventures will be used to clearly outline roles, responsibilities and resources. These agreements will support transparency and help deliver innovative and scalable housing solutions.

Concurrently, ongoing advocacy will be important to secure funding from the NSW and Australian Governments, attract investment in infrastructure and influence policy changes. By working together and presenting strong, evidence-based proposals, the Shire can gain the support needed to meet its housing goals and respond to community needs.

4.3 Monitoring and Review

To keep the housing Strategy transparent, accountable and responsive, a clear system for tracking progress will be built into its delivery:

- Each year, Council will publish a housing dashboard and progress report to show what has been achieved, highlight trends and flag areas that need attention. This will help guide decisions and keep the community informed.
- Every five years, a full review of the Strategy will be carried out to check how well it is working, update the evidence base and adjust priorities to reflect changing community needs.
- A major update will happen every ten years to respond to long-term changes in population, policy, market conditions and the environment. If major changes happen sooner—like economic shifts, new laws or natural disasters—an earlier review will be triggered to keep the Strategy relevant and effective.

4.4 Risk Management and Contingencies

To make sure the Strategy is successfully delivered and stays effective over time, strong risk management and flexible planning are essential:

- Council will create a risk register to identify possible challenges—like funding gaps, market changes, bushfires, floods or delays in infrastructure. For each risk, backup plans will be put in place to reduce impacts and keep projects moving forward.

- The Strategy will also be flexible, so it can respond to changes in policy, the housing market or population needs. This means Council can adjust priorities, shift resources or change timelines when needed.

By planning ahead and staying adaptable, the Strategy will remain relevant and able to meet the community's changing housing needs.

Conclusion

Eurobodalla Shire Council's draft Housing Strategy sets out a clear and practical plan to meet current and future housing needs. It brings together strong evidence, new ways of delivering housing, good governance and partnerships to make sure all residents have access to safe, affordable and suitable homes in thriving, sustainable communities.

The Strategy commits Council and its partners to regularly review and adapt the plan, so it stays relevant and effective as Eurobodalla continues to grow and change.

ANNEXURE 1 – Detailed Site and Partnership Assessments

All proposed sites will need further checks, including feasibility studies, infrastructure and environmental assessments, and community consultation. Each project will also require a tailored delivery approach.

Batemans Bay

- **Princes Highway Caravan Park Site**
This site could support around 180 homes. It is located 1.3 km from the town centre and zoned for mixed use, making it suitable for a mix of housing types.
The area relies on cars, but the project has a projected return of 11%. There is potential for staged development and partnerships with community housing providers to deliver strong social and economic benefits.
- **Pacific Street Site**
This site could deliver 105 homes and is 1.4 km from the town centre. It qualifies for a seniors housing height bonus, making it ideal for age-friendly design.
With a projected 60% sales ratio, it is a strong market opportunity and could support a mix of affordable rentals and housing for older residents and low- to moderate-income households.

Moruya

- **Murray Street (a) Site**
This site could deliver 12 two-storey homes and is zoned for mixed use and located in the town centre.
With a 50% sales ratio, it is moderately viable and well-suited for key workers, downsizers and single-parent families. Its location and scale make it ideal for compact, accessible housing.
- **Murray Street (b) Site**
This smaller site could support 13 single-storey homes. It is in the town centre and suited to low-scale residential development.
With a 15% sales ratio, it is intended for low-income and older residents, offering affordable, ground-level homes designed for accessibility and inclusion.

Narooma

- **94 Campbell Street Site**
Located just 300 metres from the town centre, this site could deliver 28 homes. It benefits from a seniors housing height bonus, allowing for more homes and age-friendly design.

With a 68% sales ratio, it is a strong market opportunity for affordable and accessible housing, especially for older residents and those with mobility needs. Its central location supports a walkable, inclusive community.

ANNEXURE 2 – Implementation Plan

#	Action	What are we doing?	Consequence (what is it going to achieve)	Deliverable / measurable	\$ Budget
\$ Budget – AWEB (Achievable within existing budget) and ASP (aspirational)					
1. Facilitate social and community housing					
1.1	Social and community housing targets	Set targets for social and community housing and advocate to NSW and Australian Governments for funding.	Increase housing equity		AWEB
1.2	Audit Council-owned land	Review feasibility of Council-owned land for the purpose of affordable housing	Opportunities for affordable housing developments	Completed audit	AWEB
1.3	Advocate to the NSW and Australian Governments for funding to increase the supply of social and community housing.	Advocate to Government Agencies	Increase housing equity		AWEB
1.4	Advocate and seek funding for transitional and emergency accommodation.	Advocate to Government Agencies	Increase support services	Successful delivery of support services	AWEB
1.5	Provide targeted prelodgement and assessment services for specific affordable and community housing projects.	Due diligence and assessment services	Streamline development proposals		AWEB

#	Action	What are we doing?	Consequence (what is it going to achieve)	Deliverable / measurable	\$ Budget
\$ Budget – AWEB (Achievable within existing budget) and ASP (aspirational)					
2. Increase supply of affordable housing					
2.1	Update planning controls to allow pop-up and modular housing initiatives, including mechanisms to permit modular housing as a primary dwelling.	Update planning controls to allow for a variety of housing types.	An increase in modular housing, leading to faster occupation	Increased number of development applications for different styles of housing	AWEB
2.2	Encourage affordable housing through incentives and inclusionary zoning, defining affordable housing for low and middle-income earners and for those wishing or needing to rent.	Update planning controls to set aside a certain percentage of new units as affordable housing	Increased affordable housing	Increased numbers of affordable housing	AWEB
1.4	An overview of current provision and current need for all types of affordable housing to establish current need and likely future need.	Review current and future demand	Review of current controls	Consider current controls and determine whether they achieve the required targets.	AWEB
3. Mandate Housing Diversity					
3.1	Require different dwelling sizes and bedroom numbers.	Update planning controls to define dwelling sizes and bedrooms.	Increase variety and affordability of dwellings	Increased number of dwelling sizes with more variety	AWEB
3.2	Encourage the delivery of alternative housing models, tenures and adaptable housing plans.	Update planning controls to encourage more variety.	Increased variety in the available housing types on the market	Increased variety in the housing market	AWEB
3.3	Support flexible zoning that enables dual occupancies, granny flats and co-housing	Update planning controls to allow increased residential uses	Increase variety of permissible land uses in residential zones	Increased densities in residential zones.	AWEB
3.4	Support the conversion of holiday homes into permanent rental accommodation	Promote and advocate to second homeowners the benefits of permanent rental accommodation	Increased number of dwellings available as permanent rentals	Increased number of rentals available	AWEB

#	Action	What are we doing?	Consequence (what is it going to achieve)	Deliverable / measurable	\$ Budget
\$ Budget – AWEB (Achievable within existing budget) and ASP (aspirational)					
4. Resourcing					
4.1	Allocate a Housing officer to focus on residential and housing outcomes.	Repurpose a Strategic Planner position whose function will support the delivery of Housing	A dedicated officer within Council to advocate, monitor and encourage the delivery of residential and housing outcomes.	1 x FTE.	AWEB
4.2	The Housing officer is to coordinate a Housing Advisory Group that actively encourages and promotes the creation of affordable housing.	Create a Housing Advisory Committee	A committee of Council to collaborate with and encourage affordable housing.	A committee is created	AWEB
4.3	Develop a long-term plan with an integrated transport infrastructure.	Prepare a settlement strategy	Clearly define where it is appropriate for population density	Adopted settlement strategy	AWEB
5. Partnerships with Community Housing Providers					
5.1	Council fosters partnerships with housing providers, Aboriginal organisations and private developers to deliver affordable and diverse housing.	The Housing Advisory Committee is to engage with housing providers to encourage diverse housing.	A committee of Council to collaborate with and encourage affordable housing.	A committee is created	AWEB
5.2	Include budget provision for building and garden, and asset maintenance	Ongoing budget for community and affordable housing projects	Long-term financial commitment	Budget provision	ASP
NOTE: While Council is not responsible for directly providing or funding social housing, it plays a critical enabling role. This includes supporting partnerships, facilitating planning outcomes and advocating to the NSW and Australian Governments for investment in social and affordable housing.					
5.3	Increased numbers of prelodgement meetings held with developers and housing proponents.	Prelodgement meetings are used to encourage affordable housing offerings.	Increased affordable housing	Affordable housing is front of mind	AWEB
5.4	Reduction in average assessment times for compliant development applications.	Simplify development controls to allow fast track outcomes	Reduced development application timeframes	Decreased timeframes	AWEB
5.5	Coordinate multi-agency housing forums.	The Housing Advisory Committee is to engage with housing providers to encourage diverse housing.			AWEB

#	Action	What are we doing?	Consequence (what is it going to achieve)	Deliverable / measurable	\$ Budget
\$ Budget – AWEB (Achievable within existing budget) and ASP (aspirational)					
6. Sustainable and climate-resilient housing					
6.1	New and retrofit housing to reduce emissions, reduce energy costs and be resilient to climate risks.	Advocate to the Government to improve BASIX outcomes and facilitate grants/ subsidies for existing dwellings.	Reduce emissions, reduce energy costs and be resilient to climate risks.	Reduction in cost of living	AWEB
6.2	Encourage the use of sustainable building materials and passive solar design.	Update planning controls to provide more emphasis on sustainable building materials and passive solar design.	Reduced energy costs and reduced emissions.	Reduction in cost of living	AWEB
6.3	Promote water and energy efficiency through planning controls.	Update planning controls and advocate to the Government to increase water and energy efficiency targets in BASIX.	Reduced water and energy consumption and	Reduction in cost of living	AWEB
6.4	Apply bushfire and flood resilience standards in high-risk areas.	Update planning controls and Settlement Strategy to ensure new development is not within high-risk areas.	Remove development from high risk areas.	Protect lives from natural disasters.	AWEB

#	Action	What are we doing?	Consequence (what is it going to achieve)	Deliverable /measurable	\$ Budget
\$ Budget – AWEB (Achievable within existing budget) and ASP (aspirational)					
7. Medium to higher Density done well					
7.1	Increased medium- and higher-density housing is delivered in walkable, serviced locations, particularly within major towns like Batemans Bay, with high urban design quality and sensitive integration into the existing built form.	Prepare a settlement strategy and masterplans for our towns.	Review existing housing and land supply to determine if sufficient supply exists.	Increased dwelling densities.	AWEB
7.2	Prioritise medium- and higher-density housing near town centres and transport corridors.	Masterplan and strategic planning work to define key locations to support increased densities.	Increase densities in appropriate locations	Increased dwelling densities	AWEB
7.3	Consider increased building heights in appropriate zones to support greater density while preserving key view corridors and community character.	Prepare a Settlement Strategy and masterplans for Batemans Bay, Moruya and Narooma	Increased heights in appropriate locations.	Increased dwelling density.	AWEB
7.4	Update DCPs to encourage high-quality urban and landscape design.	Update existing DCPs to improve a focus on high-quality urban design supported by suitable landscape design.	Improved visual appearance and urban design in our higher density living areas.	Adopted DCPs	AWEB
7.5	Use demonstration projects to showcase good outcomes.	Facilitate demonstration projects with partners.	Community awareness about sustainability and energy efficiency		ASP

#	Action	What are we doing?	Consequence (what is it going to achieve)	Deliverable / measurable	\$ Budget
\$ Budget – AWEB (Achievable within existing budget) and ASP (aspirational)					
8. Monitoring and reporting to stay on track					
8.1	Housing supply, affordability and diversity are tracked and reported to guide continuous improvement.	Monitoring affordable housing numbers against targets	Monitoring also supports accountability in Council's planning engagement and partnership efforts.	Increased awareness	AWEB
8.2	Annual housing outcomes report including dwelling approvals by type, affordability and locations.	Prepared by the Housing officer, a report to Council, outlining approvals by type, affordability and the locations.	Monitoring of housing trends	Improved awareness	AWEB
8.3	Trends in prelodgement meetings and post-approvals by type, affordability and location.	Improved performance of prelodgement meetings with active encouragement for affordable housing options	Improved number of affordable housing units	Improved affordability	AWEB
8.4	Timeframes for assessing different categories of development applications.	Analyse timeframes for development applications and set targets.	Improved development application timeframes	Improved timeframes	AWEB
8.5	Delivery progress on housing targets identified in the Strategy.	Track the number of dwellings annually.	Track the number of dwellings annually.	Track the number of dwellings.	AWEB
8.6	Number and outcome of collaborative projects with community and housing sector partners.	Track the number of collaborative projects completed.	An increased number of affordable housing projects delivered.	Improved awareness	AWEB
8.7	Establish a local housing data dashboard.	User friendly dashboard provides readily available data on progress of housing Strategy	Dashboard on Council web page	Improved awareness	ASP

#	Action	What are we doing?	Consequence (what is it going to achieve)	Deliverable / measurable	\$ Budget
\$ Budget – AWEB (Achievable within existing budget) and ASP (aspirational)					
9. Regional Housing Taskforce – Recommendation 5.2					
9.1	Implement recommendation 5.2 of the Regional Housing Task Force Recommendations Report, October 2021 -	Advocating to the Government and keeping up to date with reforms.	Ensure Council is up to date with changes relating to short term rental accommodation.	Policy changes made promptly to align with Government reform.	AWEB
	Review the short- and long-term impacts of recent and planned reforms, such as the Housing SEPP, infrastructure contributions reform and the regulation of Short-term Rental Accommodation.	Policy review			AWEB

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SUBMISSIONS**

**OP0034-S001;
OP0034-S006**

Responsible Officer: Gary Bruce - Director of Planning and Environment

Attachments: 1. Under Separate Cover - Confidential - Submissions

Community Goal: 3 We sustain our shire by balancing growth and protecting our natural environment

Community Strategy: 3.3 Balanced development between the needs of people, place and productivity.

Delivery Program Link: 3.3.1 Plan for growth and resilient towns through Master Plans for Batemans Bay, Narooma and Moruya

Operational Plan Link: 3.3.1.1 Finalise the Batemans Bay Masterplan

EXECUTIVE SUMMARY

The purpose of this report is to acknowledge the submissions received on the draft Batemans Bay Masterplan and to inform the Council that the masterplan will be revised and take into account the feedback from the community.

The Masterplan underwent an extensive public consultation process over ten weeks, from 14 April to 30 June 2025. During this period, the Council received:

- 254 written submissions
- Engagement from 1,500 community members through the shopfront and pop-up market stalls
- 75 image submissions from community members, stakeholders, and interest groups

Key concerns raised during this consultation included building heights, environmental sustainability, infrastructure planning, housing affordability, and community engagement.

Supporters of the Masterplan emphasised its potential to revitalise the local economy, enhance public spaces, and modernise infrastructure. In contrast, opposing views highlighted environmental risks, potential strain on infrastructure, and concerns about the loss of Batemans Bay's coastal character.

Several submissions, including those from the Soldier's Club and the Zorba Motel, provided detailed feedback that is still under assessment. These submissions stressed the need for clarity on height controls, demographic planning, and the feasibility of implementation.

This report thanks the community for engaging in the masterplan process, informs Council and the community that a revised masterplan is currently being prepared and that there will be stakeholder engagement as part of the revision of the masterplan.

RECOMMENDATION

THAT Council:

1. Note the submissions received during the exhibition of the Batemans Bay Masterplan.
2. Thank all community members who made a submission.
3. Acknowledge that a revised Batemans Bay Masterplan is being developed and this will

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include engagement with external stakeholder groups.

BACKGROUND

The draft Batemans Bay Masterplan (Masterplan) sets out a long-term vision for Batemans Bay's economic growth and development through to 2100.

The Masterplan proposes changes to the character of Batemans Bay. It includes specific changes to building heights, transport networks and public spaces. It aims to balance growth with resilience, aligning with regional strategies and Council policy.

The Masterplan exhibition lasted ten weeks. Engagement activities included:

- A staffed shopfront in Batemans Bay
- Market stalls in Batemans Bay and Moruya
- A pop-up stall at Narooma Plaza
- Distribution of printed copies of the Masterplan and supporting documents at Council offices and the three libraries
- Dedicated and staffed hotline telephone number
- Promotion via media, Council newsletters, and social media.

Several submissions were technical and detailed, requiring further assessment to inform future revisions.

This report explores the themes that emerged from the submissions and outlines potential opportunities to amend the Masterplan to improve the outcomes for the future.

CONSIDERATIONS

The first consideration is to assess what people thought of the master plan and what changes were proposed during the consultation.

The following themes emerged from the 254 written submissions and 75 image submissions:

1 Building Heights and Urban Character

- Strong opposition to 100m+ towers
- Preference for up to 8 storey buildings
- Concerns about overshadowing, wind tunnels, and visual impact
- Desire to preserve coastal village character
- Calls to use metres instead of RL for height controls
- RL-based controls are confusing and inconsistent with the MGS Architects study

2 Environmental and Climate Resilience

- Support for climate adaptation strategies
- Objections to development on flood-prone and sensitive land
- Endorsement of green infrastructure and sustainable design
- Suggestions to strengthen Council's climate resilience policies

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3 Housing Affordability and Diversity

- Concerns about investor-driven high-rise development
- Requests for mandated affordable housing and inclusionary zoning
- Support for mixed-use and medium-density housing
- Advocacy for increased height and density in appropriate areas

4 Infrastructure and Transport

- Traffic congestion and parking shortages raised
- Calls for improved public transport, pedestrian safety, and cycling infrastructure
- Suggestions to relocate car yards and improve road layouts
- Need for more precise infrastructure planning in the Masterplan

5 Community Engagement and Governance

- Perception of inadequate early consultation (community consultation on density options commenced in 2016)
- Requests for more transparent and inclusive engagement (Engagement was through various formats, Shopfront, online and questionnaires)
- Calls for collaboration with Traditional Owners
- Several submissions require further technical review (See item 11 below)

6 Economic Development and Local Business

- Mixed views on economic revitalisation: some believe Batemans Bay needs revitalisation, others want it to become a small fishing village.
- Support for tourism, local business, and creative industries
- Concerns about displacement and over-commercialisation. There is a concern that it will be turned into a place for affluent holidaymakers who will push out residents by pushing up prices.
- Recognition of Batemans Bay's role as a regional centre

7 Masterplan Vision and Implementation

- Criticism of the 75-year timeframe as overly ambitious
- Suggestions for phased implementation and regular reviews
- Support for a feasible, deliverable plan with broad backing

8 Population Forecasts and Demographics

- Concerns about the lack of a detailed demographic analysis
- Issues raised around the aging population, youth decline, and dependency ratio
- Inconsistencies between the Hill PDA report and the Masterplan targets
- Masterplan proposes focusing future Shire growth on Batemans Bay

9 Geotechnical Feasibility and Deliverability

- Concerns about the lack of geotechnical data to support proposed heights
- Questions about ground conditions and structural feasibility
- Need for further technical studies to validate height controls

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10 Planning Integrity and Risk Assessment

- One submission called for complete rejection and a restart of the Masterplan
- Recommended a 20–30 year planning horizon
- Called for an extended consultation with independent facilitation
- Urged a comprehensive climate risk assessment and transparency in planning assumptions

11 Site-Specific Feedback

- Support increased density in key locations
- Emphasis on feasibility, certainty, and alignment with community expectations
- Council met with stakeholders to clarify planning assumptions, see below.

Batemans Bay Marina

- A more strategic approach is required to ensure high-quality tourism is provided around the marina, supporting the visitor and tourist economy.
- Car park and entry from Bavarde Avenue roundabout, improvements are required.

Batemans Bay Business Chamber

- Request for a cruise ship terminal in Batemans Bay. This will support the economy and improve tourism outcomes.
- An indoor multipurpose venue which could support a variety of events, eg, sporting, arts, trade shows, etc.

Bowling Club site

- Indoor multipurpose venue
- Health and emergency services precinct, including a new Batemans Bay hospital

Core Developments – Clyde Street precinct

- Support the removal of heavy vehicles from this precinct
- Enhanced architectural character and street appeal
- Addresses the housing crisis
- Supports economic growth and job creation
- There is environmental protection through urban densification
- Improved safety and crime reduction
- Strengthens Batemans Bay's role in the Eurobodalla

Mariners – 31 Orient Street

- The use of RLs and incentives is beneficial for creating variety and interest in the urban form
- Recommend an additional incentive relating to a response to country and an Aboriginal engagement.

Harvey Norman

- There is an insufficient supply of employment lands in Batemans Bay. Insufficient land supply for large format retailers who require 10,000m² floor space.

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- The draft Masterplan does not propose any strategies to capture escape or online expenditure.

Zorba Motel

- Concerned in relation to the height difference between their site and Mariners ' adjoining. Request the same height as Mariners. Change from the RL scheme to metres.
- There is no supporting feasibility study or infrastructure assessments.
- Geotechnical and groundwater conditions have not been considered.
- There is a need for precise planning controls surrounding the incentives.
- Aboveground parking has significant cost implications of approximately \$100,000 per space.
- Poor pedestrian connectivity, which has not been improved
- Adopt a strategy for key worker accommodation and affordable housing.
- Undertake a traffic study, which investigates parking and ensures housing affordability.
- Develop a strategy for funding and delivery of infrastructure.

Batemans Bay Soldiers Club

- Revisit engagement strategies
- Adopt consistent population projections and planning horizons between technical studies and the draft Masterplan.
- Adopt strategies to address key demographic and financial challenges, including capturing escape and online expenditure.
- Adopt building height in metres.
- Undertake geotechnical investigations
- Collaborate with landowners to develop a height strategy.
- Improve traffic and pedestrian connectivity.
- Assess the impacts of the significant loss of public car parks currently proposed by the draft Masterplan and develop plans to offset such loss and to meet the additional demand arising from increases in population and visitation.
- The land between Flora Crescent roundabout and Museum Place becomes a public road and not be used as a decked car park.
- Develop a strategy for funding and delivery of the infrastructure required to support the growth planned under the revised Masterplan including a stormwater strategy for south Batemans Bay area.

Bridge Plaza and Village Centre

- Increase height on both sites to RL5 80 to 100m
- Expand the permissible land uses within the MU1 zone to facilitate more tourism-related uses.
- Undertake economic feasibility studies to analyse and assess the financial viability of development based on the proposal planning controls.
- A need to balance the objective of reducing car dependency with the recognition of the importance of private vehicle travel to the CBD and wider Local Government Area in accessing essential everyday services
- Collaborate on the proposed Perry Street plaza.
- Remove reference to relocation of supermarkets.

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- Remove reference to removal of heavy vehicles from this precinct.
- There is a need for a detailed implementation plan.

2A Beach Road

- The land would benefit from becoming a landmark site
- Increased height required to support feasible shop top housing.

220-222 Beach Road

- Seeks to increase the height to a nine-storey residential flat building with an active private rooftop terrace.

The primary themes will assist with the direction of change to the masterplan. The master plan is a mechanism for the community to agree to the processes and rules we will put in place to manage change. The following section outlines some of the preliminary changes proposed to the masterplan.

Simplification of Themes

Feedback indicated that the thematic language was complex and caused confusion. As part of this process, Council is reviewing and updating the terminology used within the Structure Plan, ensuring greater clarity and purpose. The feedback also indicated that the original themes were too technical and not easily understood by the broader community. In response, the revised themes use plain English and align with commonly understood concepts:

Original Theme	Purpose	Proposed Theme
Flourishing	Economic growth, enhanced infrastructure, and amenities	Economy
Morphology:	Spatial arrangement and town function	Function and Spaces
Typology	Building characteristics and street interaction	Building and Places
Ecology	Open and green spaces, recreation, and landscape	Environment
Capacity	Networks, infrastructure, movement, and transport	Infrastructure and Services

The revision of the themes is proposed to be reflected in the guiding principles, which inform how changes will be implemented across the four quarters. Each quarter’s Masterplan addresses local challenges and opportunities, ensuring Batemans Bay evolves as a thriving, resilient, inclusive and vibrant coastal town into the future.

Revision of Building Heights

The issue of heights received mixed feedback. The majority of community members had a resounding preference for up to eight-storey development, whilst some landowners proposed height in excess of what was exhibited in the Masterplan.

The original scheme measured building heights using Reduced Levels (RL), meaning heights are measured from sea level rather than ground level. The implication is that the height of a building is dependent on the height of the land above sea level. The usual method is to measure height from ground level. Due to the complexity of the RL scheme, for future

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iterations, Council will revert to the existing height of buildings scheme - a vertical building measurement in metres from ground level.

Public feedback during the exhibition demonstrated a greater acceptance and understanding of height expressed as storeys, rather than as a vertical measurement in metres.

To ensure consistency with the existing height of building controls, it is proposed to adopt two separate approaches. It is proposed to have the height in the Masterplan expressed as the approximate number of storeys. There will be a correlation between the number of storeys and the vertical building measurement required for any future planning proposal.

Submissions from community members expressed a preference for building heights ranging up to eight storeys. Council is still investigating the heights across the study area. It is unlikely that the result will be a blanket reduction in height to a maximum of eight storeys.

Implications may include an inability to provide the housing variety the community seeks, resulting in an inadequate housing supply, which could lead to unplanned growth pressure on our coastal towns and villages. The work relating to heights is ongoing and will be workshopped at future stakeholder meetings.

The reduction in building heights will decrease the number of apartments available. Depending on the height reduction, it could be approximately 50% of the original targets in the Masterplan. This reduction in housing supply may limit the town's ability to meet short-term population growth, with increasingly significant impacts over the medium and long term.

The community has previously raised concerns with Council that the character of Batemans Bay is tired and requires invigoration to support the future growth and development of the town. This Masterplan seeks to realise that vision by implementing appropriate policy to direct future growth and development.

The Masterplan aims to provide opportunities for creating a more vibrant and inviting town, ensuring it meets the community's future needs and accommodates future population. The return of a low-scale coastal character does not align with the Government's desire to promote Batemans Bay as the regional town of the Eurobodalla Shire.

Developers and landowners actively contribute valuable site-specific feedback on various locations, such as the Batemans Bay Marina, the Bowling Club, Zorbas Hotel, Harvey Norman, Mariners at 31 Orient Street, the Batemans Bay Soldiers Club, Bridge Plaza, the Village Centre, and multiple sites along Beach Road. Their insights help identify both opportunities for enhancement and potential challenges within these areas.

Additionally, two landowners have brought forward minor issues concerning several properties, emphasising the importance of ongoing dialogue between stakeholders and the community.

Visionary Context

During the exhibition period, Council received feedback expressing concern that the Masterplan does not adequately address the impacts of climate change or outline adaptation strategies to protect Batemans Bay.

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Fundamentally, the Masterplan is a visionary document intended to guide the anticipated growth and development of Batemans Bay. It does not override or remove any obligation under existing legislation, policies or strategies.

The Masterplan complements existing plans and strategies, providing opportunities to adapt to climate change while maintaining Batemans Bay's identity as a regional centre. It also aims to deliver the facilities and services necessary to support current and future population growth. The Masterplan responds to and supports the objectives of several key Council strategies, including, but not limited to, the:

- Climate Action Plan
- Coastal Management Plan
- Economic Development Strategy

It incorporates a vision, structure plan and urban design plan that enhance the look and feel of Batemans Bay, while also addressing urgent economic and transport challenges. In addition, the plan offers indicative development heights, parks and recreation opportunities, nightlife and job creation. It works toward housing and accessibility solutions for the town.

Planning Horizon

The 75-year timeframe or 2100 horizon was considered unrealistic, with comments such as it is overly ambitious to plan for that long, suggestions for phased implementation and regular reviews, and support for a feasible, deliverable plan with broad backing.

The Masterplan was developed with a 75-year timeframe to align with current research that suggests master planning for the short and medium term is failing to address the long-term implications of the future. Current practices tend to see long-term planning as a greater risk than using calculated and educated predictions. Based on this, Council has attempted to create a Masterplan that addresses the short, medium and long-term visions for Batemans Bay, establishing three planning horizons:

- Horizon 1: 2050 short-term
- Horizon 2: 2075 medium term
- Horizon 3: 2100 long-term

The long-term approach was adopted to provide sufficient time for the community and Council to adapt to the challenges of climate change, ensuring there is time and funds available to adapt Batemans Bay. It addresses the contemporary planning problem of decision-making under conditions of deep uncertainty.

Council is responsible for ensuring that infrastructure and planning frameworks support the resilience of the town centre in response to climate change and address the needs of residents. The alignment of the Masterplan with sea level rise policy demonstrates the Council's commitment to proactive, long-term planning for climate adaptation.

Density and Growth

The draft Housing Strategy nominates growth for the Shire in a range of 0.8 to 1.1%. The Masterplan adopts a conservative 1% growth rate. Batemans Bay serves as the Regional Centre

**PER25/020 DRAFT BATEMANS BAY MASTERPLAN - RESPONSE TO
SUBMISSIONS**

**OP0034-S001;
OP0034-S006**

for the Shire and the growth centre in the South East and Tablelands Regional Plan, as well as the Eurobodalla Settlement Strategy. There is a need to recognise future population growth and provide for it.

Current data indicates that the majority of dwellings within the Shire, approximately 80% are occupied by one or two people and are located in a low-density environment, consisting of one dwelling on the land. A significant proportion of property owners have their primary residence outside the Eurobodalla Shire. The post-COVID surge in construction costs, combined with a lack of appropriately located building heights and opportunities for downsizing from family homes, is creating a housing shortage. The market is not providing the diversity in housing that people are seeking, and this is where Council as a planning authority can intervene.

Council has a responsibility to ensure that planning controls support a diverse range of housing options to meet the changing needs of current and future residents, including maintaining the area's livability for existing residents while also attracting new residents.

To address these challenges, Council is considering modifications to existing planning controls that will allow for increased mixed-use shop-top housing and residential densities. This approach would provide greater housing variety, including higher-density living in defined locations, particularly in town centres where shops and services are available.

Council will use urban design principles to guide growth and development as outlined in Part 1 of the revised Masterplan.

Infrastructure and Transport

Several submissions received during the consultation process raised concerns regarding:

- Traffic congestion and limited parking availability
- Requests for improved public transport, parking availability, pedestrian safety, and cycling infrastructure
- Confirmed the need for urgent solutions to the traffic congestion identified in the Masterplan
- Suggestions to relocate car yards and enhance road layouts
- A need for more detailed infrastructure planning within the Masterplan

Parking:

Parking shortages are most prominent during peak periods, with concerns raised about insufficient availability in Batemans Bay. Most parking facilities are at ground level and limited pedestrian connection to shops and services. As part of the Masterplan, Council proposed alternative parking solutions and car parking provision to be part of the developer contributions.

Public Transport:

The Masterplan envisages a revised location and drop-off points for interstate and local buses.

Pedestrian and Cycling Infrastructure:

The Masterplan seeks to enhance pedestrian safety by reducing heavy vehicle movements through the tourism quarter and improving road layouts for Beach Road and Orient Street.

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Shared pathway connections and new pathways are being explored as part of the masterplan.

Infrastructure Planning:

The Movement and Place framework within the Masterplan addresses pedestrian and vehicular movement across the study area. It provides a strategic foundation for future planning of infrastructure improvements, ensuring Batemans Bay evolves as a safe, accessible, and well-connected town. As part of the planning proposal and finalisation of the masterplan, a detailed traffic survey and model will occur.

Geotechnical Feasibility and Deliverability

Several submissions raised concerns regarding the absence of geotechnical studies to support the Masterplan. This report addresses these concerns and clarifies the Council's responsibilities in relation to geotechnical investigations at the Masterplan stage. There is no legal requirement for Council to undertake geotechnical studies as part of the preparation of a Masterplan.

The primary responsibility for understanding geotechnical risk lies with the landowner and developer. Council has engaged a geotechnical consultant to undertake a desktop analysis of the town. This approach provides a broad understanding of conditions without incurring the significant costs associated with site-specific geotechnical investigations across the entire study area.

Action Classification Framework

The draft Masterplan sets a vision and contains Actions. These actions do not separately define who will be responsible for their delivery. Some actions are aspirational. It represents a vision for the future and a commitment to agreed objectives.

Legal

Council has a statutory obligation under the *Local Government Act 1993* and the *Environmental Planning and Assessment Act 1979* to develop strategies and plans using the most current data, in a fiscally responsible manner, and with a focus on delivering long-term benefits for the community.

Policy

Council has developed a suite of strategies and policies over many years, in close consultation with the community and elected representatives. These documents guide the growth, development, and management of urban spaces across the Shire, ensuring our towns remain vibrant, resilient, and well-managed into the future.

The Masterplan does not override or replace existing Council policies. Rather, it complements them by articulating a clear vision for Batemans Bay that responds to current and future projections. It is intended to sit alongside existing strategies and guide future development within the study area.

The Masterplan process also informs the Planning Proposal process, ensuring that the vision for Batemans Bay is supported by appropriate development controls.

**PER25/020 DRAFT BATEMANS BAY MASTERPLAN - RESPONSE TO
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Environmental

These will be considered in the preparation of the plan.

Asset

These will be considered in the preparation of the plan.

Social Impact

These will be considered in the preparation of the plan.

Economic Development Employment Potential

These will be considered in the preparation of the plan.

Financial

This report does not result in any financial implications for Council. The report responds to submissions and outlines proposed changes to the Masterplan.

Community and Stakeholder Engagement

Council has informed the community through the public exhibition that was carried out from 14 April to 30 June 2025. It is proposed to continue stakeholder engagement with community representatives to workshop the proposed changes.

CONCLUSION

The purpose of this report is to acknowledge the submissions received on the draft Batemans Bay Masterplan and to inform the Council that the masterplan will be revised and take into account the feedback from the community.

The Masterplan underwent an extensive public consultation process over ten weeks, from 14 April to 30 June 2025 with 254 submissions received.

Key concerns raised during this consultation included building heights, environmental sustainability, infrastructure planning, housing affordability, and community engagement.

Supporters of the Masterplan emphasised its potential to revitalise the local economy, enhance public spaces, and modernise infrastructure. In contrast, opposing views highlighted environmental risks, potential strain on infrastructure, and concerns about the loss of Batemans Bay's coastal character.

A revised masterplan is currently being prepared and stakeholder consultation will occur over the next few months.

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**PER25/027 DA0550/25 - CONCEPT APPROVAL FOR A DWELLING
HOUSE, YOUNGS ROAD, AKOLELE**

DA0550/25

Responsible Officer: Gary Bruce - Director of Planning and Environment

Attachments:

1. Under Separate Cover - DA0550/25 - Applicant's Clause 4.6 Variation Request
2. Under Separate Cover - Deposited Plan & 88B - DP 826655
3. Under Separate Cover - Survey - Lot 1 DP 826655 Youngs Road Akolele
4. Under Separate Cover - Statement of Environmental Effects
5. Under Separate Cover - Assessment Report

Community Goal: 3 We sustain our shire by balancing growth and protecting our natural environment

Community Strategy: 3.3 Balanced development between the needs of people, place and productivity.

Delivery Program Link: 3.3.3 Provide receptive and responsive development assessment services

Operational Plan Link: 3.3.3.1 Assess and determine development applications

Applicant: Candor Town Planning

Land: Youngs Road AKOLELE NSW 2546, Lot 1 DP 826655

Area: 2.04Ha

Setbacks: N/A (concept only)

Height: N/A (concept only)

Zone: RU1 Primary Production

Current Use: Agricultural

Proposed Use: Dwelling-house

Description: Concept approval for a dwelling house

Permitted in Zone: Yes – Dwelling-house permitted with development consent in the RU1 Zone subject to satisfying Clause 4.2A of the Eurobodalla LEP 2012

DA Registered: 7 July 2025

Reason to F&S: >10% variation to minimum lot size

Recommendation: Refusal

EXECUTIVE SUMMARY

The purpose of this report is to seek Council's determination for refusal of a development application for concept approval of a dwelling house at Youngs Road, Akolele – Development Application No: DA0550/25 .

**PER25/027 DA0550/25 - CONCEPT APPROVAL FOR A DWELLING HOUSE,
YOUNGS ROAD, AKOLELE**

DA0550/25

The DA seeks a variation to the *Eurobodalla Local Environmental Plan 2012* (ELEP) Clause 4.2A - Erection of dwelling houses or dual occupancies in the Zone RU1 Primary Production in relation to a minimum lot size of 100Ha (site is 2.04Ha). Developments with a variation greater than 10% need to be determined by Council.

The proposed development has been assessed against the requirements of the *Environmental Planning and Assessment Act 1979* (EPA Act), relevant State Environmental Planning Policies (SEPPs), *Eurobodalla Local Environmental Plan 2012* (ELEP), Rural, R5 Large Lot Residential and C4 Environmental Living Zones Development Control Plan (DCP) and is satisfactory with regard to the applicable planning controls, with the exception of the ELEP 2012, as detailed below.

The DA was notified in line with the Community Engagement Framework and Participation Plan. During the notification, no submissions were received.

RECOMMENDATION

THAT Development Application DA0550/25 for the Concept approval for a dwelling-house be refused for the following reasons:

1. Pursuant to the provisions of Section 4.15 (1)(a)(i) of the *Environmental Planning and Assessment Act 1979*, the proposed development is inconsistent with Eurobodalla Local Environmental Plan 2012 with respect to:
 - Aims of plan
 - Clause 2.3 Zone Objectives
 - Clause 4.2A Erection of dwelling houses or dual occupancies on land in Zone RU1 Primary Production
 - Clause 4.6 Exceptions to development standard.
2. Pursuant to the provisions of Section 4.15 (1)(a)(i) of the *Environmental Planning and Assessment Act 1979*, the proposed development is inconsistent with Rural, R5 Large Lot Residential & E4 Environmental Living Zones Assessment Development Control Plan in relation to site access.
3. Pursuant to the provisions of Section 4.15 (1)(b) of the *Environmental Planning and Assessment Act 1979*, the proposed development would have an adverse impact on the natural environment as the proposed dwelling would sterilise the land from its intended agricultural use and fragment and alienate resource land, reducing opportunities for agricultural amalgamation and long-term productivity.
4. Pursuant to the provisions of Section 4.15 (1)(c) of the *Environmental Planning and Assessment Act 1979*, the proposed development site is not suitable for the proposed development as a dwelling-house is not permitted on the land and does not encourage primary production.
5. Pursuant to the provisions of Section 4.15 (1)(c) of the *Environmental Planning and Assessment Act 1979*, the proposed development has not demonstrated that the site has access to a public road.
6. Pursuant to the provisions of Section 4.15 (1)(e) of the *Environmental Planning and Assessment Act 1979*, in the circumstances of the case, the development is inappropriate

**PER25/027 DA0550/25 - CONCEPT APPROVAL FOR A DWELLING HOUSE,
YOUNGS ROAD, AKOLELE**

DA0550/25

and is therefore not in the public interest.

BACKGROUND

The lot was created as a result of a two-lot subdivision, approved on 31 August 1990, which created Lot 1 with an area of 2.04Ha (subject site) and Lot 2 with an area of 16.78Ha. The initial subdivision application involved a variation to the minimum 40Ha lot size in the *Eurobodalla Rural LEP 1987*. The application was accompanied by a SEPP 1 objection (variation request) which had concurrence by the NSW Department of Planning.

The application was approved by Council on 27 August 1990. Lot 1 (subject site) was approved on the condition that there would be a long-term lease arrangement for agricultural purposes (palm plantation). A condition of consent states '*The subdivision is approved for the purposes of lease only*' and '*... a dwelling application will not be approved on either of the proposed lots*'.

Prior to the lodgement of the development application, the applicant was advised that the site still does not have a dwelling entitlement.

POLICY

The application has been assessed in accordance with the provisions of the *Environmental Planning and Assessment Act, 1979* and the following relevant legislation, planning instruments and policies.

The following planning controls apply to the proposal:

- State Environmental Planning Policy (Biodiversity & Conservation) 2021
- State Environmental Planning Policy (Resilience and Hazards) 2021
- State Environmental Planning Policy (Primary Production) 2021
- State Environmental Planning Policy (Transport and Infrastructure) 2021
- Eurobodalla Local Environmental Plan 2012 (ELEP)
- Rural, R5 Large Lot Residential and C4 Environmental Living Zones Development Control Plan (DCP)

The proposal is satisfactory regarding the applicable planning controls, with the exception of the *ELEP 2012*, as detailed below. Please see attached Assessment Report for detailed assessment of applicable planning controls.

Eurobodalla Local Environmental Plan 2012 (ELEP)

Clause 1.2 Aims of Plan

The proposal contradicts the aims of the ELEP (f) – refer to attached Assessment Report.

Clause 2.3 Zone objectives and land use table

The proposal does not satisfy the objectives of the zone – refer to attached Assessment Report.

Clause 4.2A Erection of dwelling houses or dual occupancies on land in Zone RU1 Primary Production

The proposal does not meet the provisions in this clause – refer to attached Assessment Report.

**PER25/027 DA0550/25 - CONCEPT APPROVAL FOR A DWELLING HOUSE,
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DA0550/25

Clause 4.6 Exceptions to development standards

A Clause 4.6 Statement is submitted seeking a variation to the minimum 100Ha lot size in Clause 4.2A, to permit a dwelling-house on a 2.04Ha lot in the RU1 Zone, a variation of 97.96%.

Council is not satisfied the applicant has demonstrated that—

- (a) compliance with the development standard is unreasonable or unnecessary in the circumstances, and*
- (b) there are sufficient environmental planning grounds to justify the contravention of the development standard.*

(a) Compliance with the development standard is unreasonable or unnecessary in the circumstances

Council is not satisfied the proposal is consistent with *Objective (a) 'to minimise unplanned rural residential development'* as briefly provided below. Please refer to the attached Assessment Report for detailed assessment.

The original 2.04 ha lot was created in 1990 under a condition specifically prohibiting a dwelling, intended only for lease-based agricultural use (a palm plantation). The lot was originally approved for agricultural purposes (palm plantation) and remains capable of small-scale primary production. The lot was never planned or intended for residential development. A dwelling house is not a primary industry, so the proposed use would not contribute to or encourage primary production as required by the RU1 zone objectives.

The proposal conflicts with the objectives of the RU1 Primary Production zone to support primary production. The proposal would convert productive land to residential use. A dwelling would alienate a rural resource lot from agricultural use.

A dwelling house is not permitted on the land. Although dwelling houses are listed as permitted with consent in the RU1 zone, Clause 4.2A restricts that permissibility to land meeting the minimum lot size (100 ha) or other listed exceptions (e.g. existing holdings). Nearby dwellings mostly exist on “existing holdings” that have long-standing entitlements and the subject lot does not qualify as one. Granting consent would therefore create a new residential entitlement, increasing fragmentation and undermining the intent of the rural zoning.

(b) There are sufficient environmental planning grounds to justify the contravention of the development standard

Council does not support the proposal as it is inconsistent with the objectives of the RU1 Zone which are to protect the primary productivity of rural land. A dwelling-house is not permitted on the land as the site does not meet the minimum lot size. The proposal is inconsistent with the Rural Lands Strategy 2016 which identifies the site within a prime agricultural landscape (Tilba system) intended for 100 ha minimum lot sizes to protect rural character and limit rural-residential sprawl.

It is noted there are a myriad of other land uses that are permitted in the RU1 zone that do not rely on minimum lot size for permissibility.

**PER25/027 DA0550/25 - CONCEPT APPROVAL FOR A DWELLING HOUSE,
YOUNGS ROAD, AKOLELE**

DA0550/25

Please see attached Assessment Report for a detailed assessment of applicable planning controls.

Rural, R5 Large Lot Residential and C4 Environmental Living Zone DCP

2.3 Parking and Access

The proposal has not demonstrated that the site has access to a public road. The site is accessed via a Crown Road. Owner's consent has not been provided by Crown Lands and no details have been provided from Crown Lands demonstrating that they have no objections to the use of the Crown road for access purposes.

Environmental

Flora and fauna/biodiversity

The proposal is for concept approval only and does not seek any tree removal.

Traffic and access

The site is accessed via Youngs Road then an existing Crown road which is owned and managed by the Crown. The proposal has not demonstrated that the site has access to a public road.

Utilities

The site is not capable of connection to reticulated sewer or water. An On-Site Sewer Management (OSSM) report has been submitted to demonstrate the site is capable of being serviced with OSSM which has been assessed by Council's Environmental Health Officer as satisfactory. Water supply is capable of being supplied as self-sufficient (water tanks). The site is connected to electricity.

Water

The proposal will have minimal impact on water quality. The proposal is seeking concept approval only. No built form proposed.

Construction, noise, vibration and waste

No construction proposed, concept approval only.

Social impact

The proposal would provide additional housing for the community. The proposal is not considered to have a detrimental social impact.

Economic impact

The proposal would have a negative economic impact for the region due to the loss of agricultural land. The proposal is not proposed to continue its existing agricultural use.

Cumulative impact

The proposal may result in an adverse cumulative impact in regard to the loss of agricultural land. The proposal is inappropriate for further residential development on undersized lots in the RU1 primary production zone.

**PER25/027 DA0550/25 - CONCEPT APPROVAL FOR A DWELLING HOUSE,
YOUNGS ROAD, AKOLELE**

DA0550/25

CONSULTATION

The proposed development was notified in accordance with Council's Community Engagement Framework and Community Participation Plan. No submissions were received.

The application was referred to Council's Environmental Health Officer and a satisfactory response was received.

CONCLUSION

The purpose of this report is to seek Council's determination for refusal of a development application for concept approval of a dwelling house at Youngs Road, Akolele, Lot 1 DP 826655 – Development Application No: DA0550/25 .

The application seeks to vary the minimum lot size required for a dwelling house in Clause 4.2A of the Eurobodalla Local Environmental Plan 2012 and due to the requirements of the NSW Department of Planning and Environment, any variation greater than 10% must be determined by the elected Council.

The application has been assessed in accordance with the *Environmental Planning and Assessment Act 1979* and is not supported due to inconsistencies with the Eurobodalla Local Environmental Plan and the Rural R5 Large Lot Residential and C4 Environmental Living Zone Development Control Plan.

Development Application DA0550/25 for the concept approval for a dwelling-house is recommended for refusal.

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**FCS25/055 PART ROAD CLOSURE - ADJACENT TO LOTS 1, 2 AND 3
DP1230661, LOTS 269 AND 308 DP752137 CONGO (SOUTH)**

S023-T00023

Responsible Officer: Stephanie Speedy - Director Finance and Corporate Services
Attachments: 1. Confidential - Part Road Closure Congo (South)
Community Goal: 5 We are an engaged community progressive leadership.
Community Strategy: 5.3. Well managed and governed resources systems and processes
Delivery Program Link: 5.3.2 Manage land and property under Council control and develop a strategy to guide future actions
Operational Plan Link: 5.3.2.3 Seek endorsement of a property strategy to support management of council land and property

EXECUTIVE SUMMARY

The purpose of this report is to seek approval for the closure and sale of an unformed road reserve that is not required by Council.

An application has been received from the landowner of a rural property requesting to purchase an unused road reserve that is adjacent to their properties at Congo (south), Lots 1, 2 and 3 DP 1230661, Lot 308 DP 752137 and Lot 269 DP 752137. The unused road reserve is surrounded by the landowner's other holdings and has no potential to be needed as part of the public road network.

On closure of this road reserve, the newly created lot would be vested to Council as operational land, sold to the applicant landowner and consolidated with their adjoining properties.

All costs including survey, valuation and legal costs associated with the road closure will be borne by the applicant. The applicant will be required to pay Council for the newly created lot and in addition, the cost of survey and legal cost for the consolidation of the newly created lot with their own property.

The proposed road closure is to take place in accordance with *Council's Land Management – Acquisition, Disposal and Leasing/Licensing Policy*.

The proposed road closure matter has been publicly notified in the local newspaper and on Council's website from 23 July to 21 August 2025 allowing 30 days for submissions. No adverse submissions have been received.

The landowner's details are shown in the confidential attachment to this report.

RECOMMENDATION

THAT:

1. Council approve the proposed road closure at Congo Road (south) adjacent to Lots 1, 2 and 3 DP 1230661, Lot 308 DP 752137 and Lot 269 DP 752137 and sell that part to the owner of Lot 1, 2 and 3 DP 1230661, Lot 308 DP 752137 and Lot 269 DP 752137.
2. A Deed of agreement be entered into with the landowner of Lots 1, 2 and 3 DP 1230661, Lot 308 DP 752137 and Lot 269 DP 752137 for the closure of road reserves adjacent to its properties requiring the landowner to pay all costs associated with the closure of the road

**FCS25/055 PART ROAD CLOSURE - ADJACENT TO LOTS 1, 2 AND 3
DP1230661, LOTS 269 AND 308 DP752137 CONGO (SOUTH)**

S023-T00023

- reserve, including payment for the land to be determined following valuation by a registered valuer.
3. Once closed and vested in Council, the former segments of unformed road reserve adjacent to Lots 1, 2 and 3 DP 1230661, Lot 308 DP 752137 and Lot 269 DP 752137 be transferred to the landowner following payment of agreed value.
 4. The general manager be given delegated authority to execute all necessary documentation.

BACKGROUND

Road reserves are areas of land reserved for future use as a road, often created in subdivision plans from the 19th century. Many private properties within Eurobodalla have road reserves in or adjacent to them which are known as ‘paper’ roads, these have never been built as physical roads and often there is no longer any potential for future public use as road.

In such cases, there is a legal process whereby Council can undertake public notification of its intent to close the road and sell the land to the adjoining owner.

An application has been received from the landowner of the following properties seeking closure of the unformed road reserve that is adjacent to its properties at Congo Road (south) being Lots 1, 2 and 3 DP 1230661, Lot 308 DP 752137 and Lot 269 DP 752137. The unused road reserve is surrounded by the landowner’s other holdings and has no potential to be needed as part of the public road network. The landowner plans to incorporate this land in a proposed subdivision of its surrounding properties.

Council has no future need for the unformed road requested by the landowner.

A Deed of Agreement will be entered into with the landowner which will include the condition that no landlocked parcels are created from this transaction.

CONSIDERATIONS

The closure of part of the unformed road reserve will devolve Council of any future maintenance responsibilities over the areas disposed of.

Council’s procedure for road closures has been followed, including public notification and notification to the appropriate statutory authorities, allowing a minimum of 30 days for submissions to be received. The only submissions received were from the statutory authorities who had no objections to the road closure. No adverse submissions have been received.

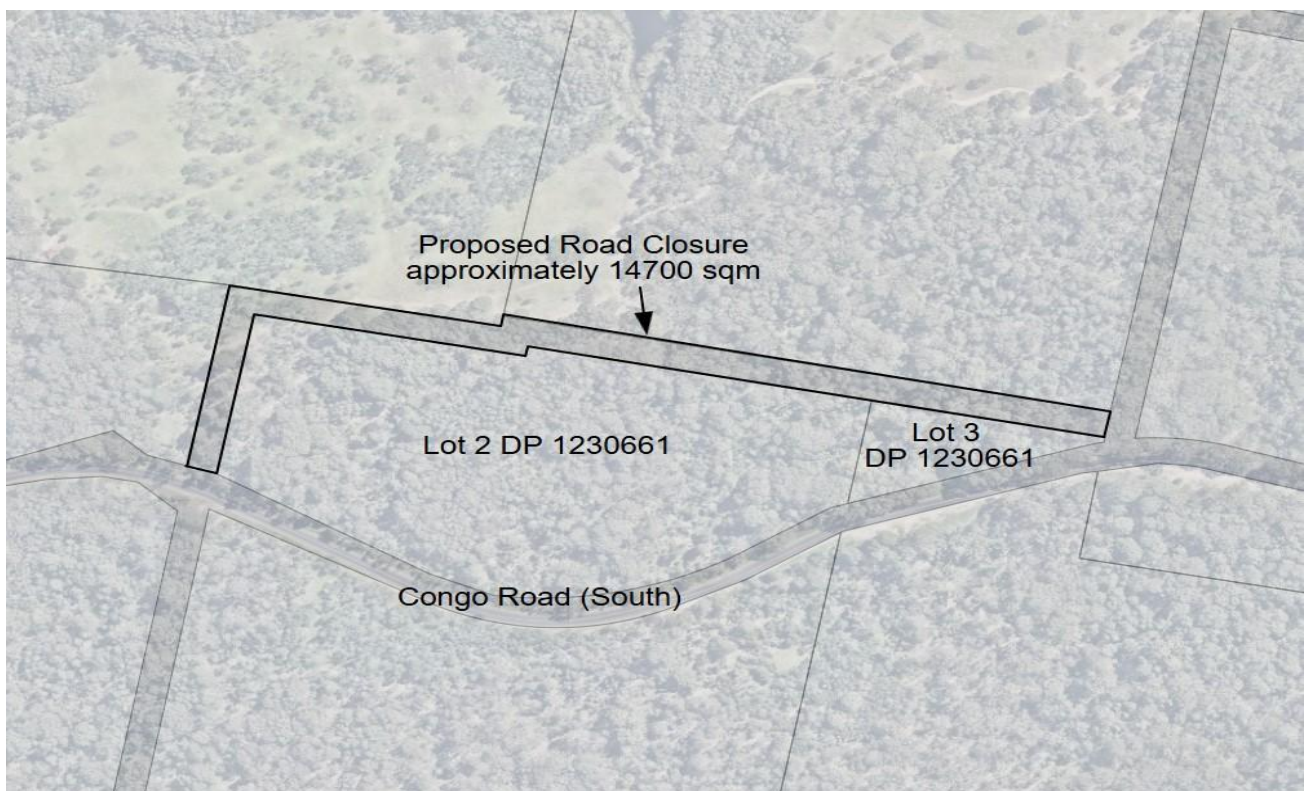
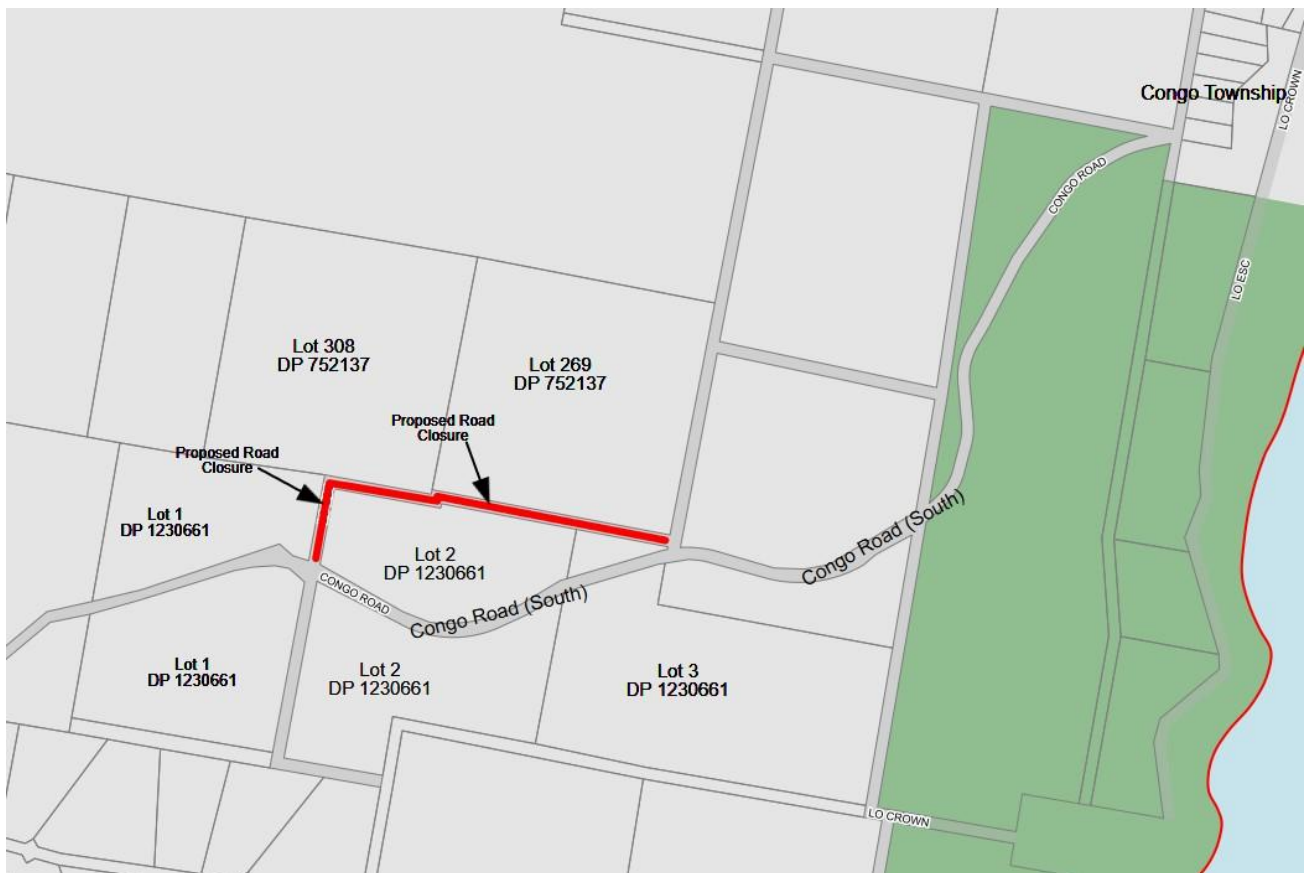
Below is the diagram of the part road reserve Congo (south).

It is proposed to close part of the road reserve to create a new lot, to be sold and subsequently incorporated in the proposed subdivision of the landowner’s surrounding properties.

Subject to final survey, the area of road reserve proposed to be closed is approximately 14700sqm.

**FCS25/055 PART ROAD CLOSURE - ADJACENT TO LOTS 1, 2 AND 3
DP1230661, LOTS 269 AND 308 DP752137 CONGO (SOUTH)**

S023-T00023



**FCS25/055 PART ROAD CLOSURE - ADJACENT TO LOTS 1, 2 AND 3
DP1230661, LOTS 269 AND 308 DP752137 CONGO (SOUTH)**

S023-T00023

Legal

In accordance with S38A of the *Roads Act 1993*, Council is the roads authority for public roads and may propose the closure of a public road for which it is the authority.

In accordance with S38B of the *Roads Act 1993*, the proposal to close the road must be advertised in the local paper and all affected landowners and notifiable authorities must be given a minimum 28-day period within which to lodge a written submission to the proposal. Public notification has taken place and no adverse submissions have been received.

A Plan of Road Closure and First Title Creation will be registered at NSW Land Registry Services. Following registration of the plan, the road closure is to be notified in the Government Gazette. On closure of the road section, the land will vest in Council as operational land.

Subject to negotiation, a Deed of Agreement can be entered into with the applicant and the newly created lot can be transferred and form part of the proposed subdivision of the adjoining properties 1, 2 and 3 DP 1230661, Lot 308 DP 752137 and Lot 269 DP 752137.

- [ROADS ACT 1993 - s38A](#)
- [ROADS ACT 1993 - s38B](#)

Policy

All actions in respect of the sale of the closed road serve will be in accordance with Council's *Land Management – Acquisition, Disposal and Leasing/Licensing Policy*.

- [Land Management - Acquisition Disposal and Leasing Licensing Policy](#)

Asset

The closure of part of the unformed road reserve for the above matter will devolve Council of future maintenance responsibilities over the areas disposed of.

Financial

All costs including survey, valuation and legal costs associated with the road closure and transfer will be borne by the applicant.

The value of the unformed road reserve proposed to be closed, and a new lot created will be determined following a valuation by a registered valuer. Council will negotiate the sale with the applicant who will be required to pay the agreed amount to Council for the sale of the newly created lot following road closure.

Community and Stakeholder Engagement

In accordance with s38B of the *Roads Act 1993*, the proposed road closure matter has been publicly notified through the local newspaper, to statutory authorities and on Council's website from 23 July to 21 August 2025 allowing 30 days for submissions. Twelve submissions were received from statutory authorities who agreed with the road closure. No other submissions were received.

**FCS25/055 PART ROAD CLOSURE - ADJACENT TO LOTS 1, 2 AND 3
DP1230661, LOTS 269 AND 308 DP752137 CONGO (SOUTH)**

S023-T00023

CONCLUSION

An application for a proposed road closure and purchase of unformed road reserve has been received from the landowner of Lots 1, 2 and 3 DP 1230661 and Lot 308 DP 752137 and Lot 269 DP 752137.

Public notification was carried out between 23 July to 21 August 2025 to consider approval of the proposed closure and sale of part road closure. No adverse submissions have been received.

Following closure, the newly created lot will vest in Council as operational land. The closed road land be transferred and form part of a proposed subdivision of the landowner's property at Congo Road (south).

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FCS25/056 POSITION OF DEPUTY MAYOR

S012-T00020

Responsible Officer: Stephanie Speedy - Director Finance and Corporate Services
Attachments: 1. Schedule 7 Local Government (General) Regulations 2021[↓](#)
Community Goal: 5 We are an engaged community progressive leadership.
Community Strategy: 5.2 Proactive, responsive and strategic leadership
Delivery Program Link: 5.2.2 Implement effective governance and long-term planning
Operational Plan Link: 5.2.2.2 Implement effective governance processes including strategic approach for policy review

EXECUTIVE SUMMARY

At the Ordinary Meeting of Council held 29 October 2024, Council resolved to create the position of Deputy Mayor, in accordance with section 231 of the *Local Government Act 1993*, and that this would be for a term of twelve months. In accordance with this resolution, Councillor Anthony Mayne was elected as Deputy Mayor for a twelve month period.

With the twelve month period set to expire on 29 October 2025 Council needs to resolve the position, appointment and term of appointment.

RECOMMENDATION

THAT in accordance with section 231 of the *Local Government Act 1993*:

1. Council resolve to create the position of deputy mayor;
2. Council resolve that the term of appointment for the position of deputy mayor to be the remainder of the term of Council;
3. Council resolve that the method of ballot be by open voting pursuant to Schedule 7, Part 1(3) of the Local Government (General) Regulation 2021;
4. Nominations be called for the position of deputy mayor and the election be conducted as determined in (3) above;
5. The result of the election be provided to the Chief Executive of the Office of Local Government, along with the local media and other councils in New South Wales.

BACKGROUND

For many years, Eurobodalla Shire Council has created the position of deputy mayor. The deputy mayor may be elected for the mayoral term or a shorter term.

The deputy mayor may exercise any function of the mayor at the request of the mayor or if the mayor is prevented by illness, absence or otherwise from exercising the function or if there is a casual vacancy in the office of mayor. This includes being called upon to chair the meeting in the absence of the mayor, conducting citizenship ceremonies, and signing the Council's financial statements for Audit. The position of deputy mayor does not receive additional remuneration.

CONSIDERATIONS

[Section 231](#) of the *Local Government Act 1993* provides that:

FCS25/056 POSITION OF DEPUTY MAYOR

S012-T00020

- 1) The councillors may elect a person from among their number to be the deputy mayor.
- 2) The person may be elected for the mayoral term or a shorter term.
- 3) The deputy mayor may exercise any function of the mayor at the request of the mayor or if the mayor is prevented by illness, absence or otherwise from exercising the function or if there is a casual vacancy in the office of mayor.
- 4) The councillors may elect a person from among their number to act as deputy mayor if the deputy mayor is prevented by illness, absence or otherwise from exercising a function under this section, or if no deputy mayor has been elected.

[Schedule 7](#) of the *Local Government (General) Regulations 2021* outlines the process for nomination to the position of deputy mayor. In summary, this states:

- 1) The general manager (or a person appointed by the general manager) is the returning officer.
- 2) A councillor may be nominated without notice for election as deputy mayor.
- 3) The nomination is to be made in writing by two or more councillors (one of whom may be the nominee). The nomination is not valid unless the nominee has indicated consent to the nomination in writing.
- 4) The nomination is to be delivered or sent to the returning officer.
- 5) The returning officer is to announce the names of the nominees at the Council meeting at which the election is to be held.

Nomination forms for the position of deputy mayor have been provided for councillors. Additional copies will also be available at the meeting.

[Schedule 7](#) of the *Local Government (General) Regulations 2021* provides details on the methods of voting.

After calling for nominations, the general manager as returning officer will determine if an election is necessary and if so, an election will be conducted in accordance with the method adopted by Council.

Council must resolve the method of voting it wishes to follow for the position of deputy mayor, in accordance with the provisions of the *Local Government Act 1993* and *Local Government (General) Regulations 2021*. Voting is either by ordinary (secret) ballot, open voting (show of hands) or preferential ballot.

A copy of Schedule 7 of the *Local Government (General) Regulation 2021* is attached to this report.

The nomination form for the position of deputy mayor has been circulated to councillors.

Legal

The *Local Government Act 1993* and *Local Government (General) Regulation 2021 – Schedule 7* provide for the election of a deputy mayor.

FCS25/056 POSITION OF DEPUTY MAYOR

S012-T00020

CONCLUSION

Council is required to determine if it wishes to create the position of deputy mayor, and if so determine the term of the deputy mayor.

The general manager as returning officer will then call for nominations for the position of deputy mayor and conduct the ballot in accordance with the method of voting determined by Council.

Local Government (General) Regulation 2021

Current version for 2 August 2024 to date (accessed 27 August 2024 at 13:48)

Schedule 7

Schedule 7 Election of mayor by councillors

(Section 394)

Part 1 Preliminary

1 Returning officer

The general manager (or a person appointed by the general manager) is the returning officer.

2 Nomination

- (1) A councillor may be nominated without notice for election as mayor or deputy mayor.
- (2) The nomination is to be made in writing by 2 or more councillors (one of whom may be the nominee). The nomination is not valid unless the nominee has indicated consent to the nomination in writing.
- (3) The nomination is to be delivered or sent to the returning officer.
- (4) The returning officer is to announce the names of the nominees at the council meeting at which the election is to be held.

3 Election

- (1) If only one councillor is nominated, that councillor is elected.
- (2) If more than one councillor is nominated, the council is to resolve whether the election is to proceed by preferential ballot, by ordinary ballot or by open voting.
- (3) The election is to be held at the council meeting at which the council resolves on the method of voting.
- (4) In this section—

ballot has its normal meaning of secret ballot.

open voting means voting by a show of hands or similar means.

Local Government (General) Regulation 2021 [NSW]

Part 2 Ordinary ballot or open voting

4 Application of Part

This Part applies if the election proceeds by ordinary ballot or by open voting.

5 Marking of ballot-papers

- (1) If the election proceeds by ordinary ballot, the returning officer is to decide the manner in which votes are to be marked on the ballot-papers.
- (2) The formality of a ballot-paper under this Part must be determined in accordance with section 345 of this Regulation as if it were a ballot-paper referred to in that section.
- (3) An informal ballot-paper must be rejected at the count.

6 Count—2 candidates

- (1) If there are only 2 candidates, the candidate with the higher number of votes is elected.
- (2) If there are only 2 candidates and they are tied, the one elected is to be chosen by lot.

7 Count—3 or more candidates

- (1) If there are 3 or more candidates, the one with the lowest number of votes is to be excluded.
- (2) If 3 or more candidates then remain, a further vote is to be taken of those candidates and the one with the lowest number of votes from that further vote is to be excluded.
- (3) If, after that, 3 or more candidates still remain, the procedure set out in subsection (2) is to be repeated until only 2 candidates remain.
- (4) A further vote is to be taken of the 2 remaining candidates.
- (5) Section 6 of this Schedule then applies to the determination of the election as if the 2 remaining candidates had been the only candidates.
- (6) If at any stage during a count under subsection (1) or (2), 2 or more candidates are tied on the lowest number of votes, the one excluded is to be chosen by lot.

Part 3 Preferential ballot

8 Application of Part

This Part applies if the election proceeds by preferential ballot.

Local Government (General) Regulation 2021 [NSW]

9 Ballot-papers and voting

- (1) The ballot-papers are to contain the names of all the candidates. The councillors are to mark their votes by placing the numbers “1”, “2” and so on against the various names so as to indicate the order of their preference for all the candidates.
- (2) The formality of a ballot-paper under this Part is to be determined in accordance with section 345 of this Regulation as if it were a ballot-paper referred to in that section.
- (3) An informal ballot-paper must be rejected at the count.

10 Count

- (1) If a candidate has an absolute majority of first preference votes, that candidate is elected.
- (2) If not, the candidate with the lowest number of first preference votes is excluded and the votes on the unexhausted ballot-papers counted to him or her are transferred to the candidates with second preferences on those ballot-papers.
- (3) A candidate who then has an absolute majority of votes is elected, but, if no candidate then has an absolute majority of votes, the process of excluding the candidate who has the lowest number of votes and counting each of his or her unexhausted ballot-papers to the candidates remaining in the election next in order of the voter’s preference is repeated until one candidate has received an absolute majority of votes. The latter is elected.
- (4) In this section, **absolute majority**, in relation to votes, means a number that is more than one-half of the number of unexhausted formal ballot-papers.

11 Tied candidates

- (1) If, on any count of votes, there are 2 candidates in, or remaining in, the election and the numbers of votes cast for the 2 candidates are equal—the candidate whose name is first chosen by lot is taken to have received an absolute majority of votes and is therefore taken to be elected.
- (2) If, on any count of votes, there are 3 or more candidates in, or remaining in, the election and the numbers of votes cast for 2 or more candidates are equal and those candidates are the ones with the lowest number of votes on the count of the votes—the candidate whose name is first chosen by lot is taken to have the lowest number of votes and is therefore excluded.

Part 4 General

12 Choosing by lot

To choose a candidate by lot, the names of the candidates who have equal numbers of

Local Government (General) Regulation 2021 [NSW]

votes are written on similar slips of paper by the returning officer, the slips are folded by the returning officer so as to prevent the names being seen, the slips are mixed and one is drawn at random by the returning officer and the candidate whose name is on the drawn slip is chosen.

13 Result

The result of the election (including the name of the candidate elected as mayor or deputy mayor) is—

- (a) to be declared to the councillors at the council meeting at which the election is held by the returning officer, and
- (b) to be delivered or sent to the Secretary and the Chief Executive Officer of Local Government NSW.

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**FCS25/057 AUDIT RISK AND IMPROVEMENT COMMITTEE - MEETING
MINUTES 2 APRIL 2025**

S004-T00048

Responsible Officer: Stephanie Speedy - Director Finance and Corporate Services
Attachments: 1. ARIC Minutes April 2025 [↓](#)
Community Goal: 5 We are an engaged community progressive leadership.
Community Strategy: 5.2 Proactive, responsive and strategic leadership
Delivery Program Link: 5.2.2 Implement effective governance and long-term planning
Operational Plan Link: 5.2.2.7 Facilitate the Audit, Risk and Improvement Committee in line with guidelines issued by the Office of Local Government

EXECUTIVE SUMMARY

All councils and joint organisations are required under the NSW Local Government Act 1993 to have an Audit Risk and Improvement Committee (ARIC) from 4 June 2022. The ARIC is an advisory committee to Council. The NSW Office of Local Government (OLG) has issued comprehensive Guidelines for Risk Management and Internal Audit for Local Government in NSW which outline the purpose of the ARIC, the Statutory Framework, the role of the governing body, the role of the General Manager, and the role, composition and criteria for membership of the ARIC.

A requirement of the OLG Guidelines is that ARIC meeting minutes be present at a subsequent Ordinary Meeting of Council. As such, the minutes of the meeting held 2 April 2025 are presented to this Ordinary Meeting of Council by way of this report.

This report provides a summary of the meeting with a copy of the minutes attached for Council to receive and note.

RECOMMENDATION

THAT Council receive and note the minutes of the ARIC meeting held on 2 April 2025.

CONSIDERATIONS

The key items covered at the meeting include:

- Presentation by Crowe Australasia of Council's Audit Engagement Plan for FY2025
- Report covering Council's draft Strategic Risk Register
- Report covering previous and upcoming internal audits
- Update on Southern Storage Dam project status

CONCLUSION

This report summarises the Eurobodalla Audit Risk and Improvement meeting held on 2 April 2025, with minutes attached separately for Council to receive and note.



Minutes

Audit Risk and Improvement Committee

2 April 2025

**MINUTES OF THE
AUDIT RISK AND IMPROVEMENT COMMITTEE
HELD IN THE COMMITTEE ROOM, COUNCIL'S ADMINISTRATION BUILDING
ON WEDNESDAY 2 APRIL 2025
COMMENCING AT 11.04AM**

PRESENT: Grant Doran (in the Chair)
Nick Derera – Independent Member
Jodi Keast – Independent Member
Jason Gilbert, Crowe (online – External Auditor)
Mayor Mathew Hatcher

Staff: Scott Westbury, Acting Director, Finance and Corporate Services
Corporate Manager, Governance and Risk
Jacqueline Sullivan, Chief Financial Officer
Brett Izzard, Coordinator Risk
Harvey Lane, Water and Sewer Strategy and Projects Engineer
Heather Johnson, Minute Secretary

1. WELCOME AND ACKNOWLEDGEMENT OF COUNTRY

The Chair welcomed everyone to the meeting and acknowledged the Traditional Owners.

2. APOLOGIES

Stephanie Speedy, Acting General Manager

3. FY2025 AUDIT ENGAGEMENT PLAN - (EXTERNAL PRESENTER, JASON GILBERT, CROWE)

RECOMMENDATION:

THAT:

- (a) The information in the report on FY2025 Audit Engagement Plan be received and noted.
- (b) Update to be provided to the next ARIC Committee Meeting with regard to disclosures around contractual disputes.
- (c) Project Plan to be tabled as an attachment so that the Committee can identify the controls that are in place to meet the requirements of the Audit Office.

At 11:28am Jason Gilbert left the meeting.

**4. CONFIRMATION OF MINUTES OF THE AUDIT RISK AND IMPROVEMENT COMMITTEE OF
27 NOVEMBER 2024**

RECOMMENDATION:

- (a) That the minutes of the Meeting held on 27 November 2024 be confirmed.
- (b) In future, Minutes will be included as an attachment to the Agenda.

5. DECLARATIONS OF INTEREST OF MATTERS ON THE AGENDA

Nil

6. OPEN ITEMS FROM PREVIOUS MEETINGS

RECOMMENDATION:

THAT the following documents be provided to the Committee on the Hub:

- Bay Pavilions KPMG Report
- Business Case for Southern Storage Dam
- 2023/24 Financial statements, Annual Report and Audit Management Letter

7. COUNCIL UPDATE – MEETINGS, KEY DECISIONS, OUTCOMES

RECOMMENDATION:

THAT:

- (a) The information in the report on Council updated – meetings, key decisions, outcomes be received and noted.
- (b) The Cash Reserves Policy and Quarterly Budget Review be provided to the Committee on the Hub

8. FINANCE STATUS UPDATE

RECOMMENDATION:

THAT:

- (a) The information in the report on Finance Status be received and noted.

Brett Izzard joined the meeting at 12:12pm

9. STRATEGIC RISK REGISTER

RECOMMENDATION:

THAT:

- (a) the information in the report on Risk Management Framework update including the Strategic Risk Register be received and noted.
- (b) The updated Enterprise Risk Management document and Risk Policy be presented at a future ARIC meeting ahead of Council adoption.

At 12:43pm Brett Izzard left the meeting.

10. INTERNAL AUDIT FINDINGS – ASBESTOS MANAGEMENT

RECOMMENDATION:

THAT:

- (a) the information in the report on Asbestos Management Update be received and noted.
- (b) Further status update to be provided at next ARIC meeting

11. INTERNAL AUDITS IN PROGRESS – DEVELOPER CONTRIBUTIONS

RECOMMENDATION:

That the Committee receive and note that the Development Contributions Audit is in progress, expected completion June 2025.

Harvey Lane joined the meeting at 12:59pm

12. SOUTHERN STORAGE DAM – BUDGET AND LOAN UPDATE

RECOMMENDATION:

THAT:

- (a) the information in the presentation be received and noted.
- (b) Summary of lessons learned to be provided at next ARIC meeting

At 1:29pm Harvey Lane left the meeting.

13. UPDATE FROM GENERAL MANAGER/DIRECTOR

RECOMMENDATION:

THAT the update from Acting Director, Finance and Corporate Services Corporate Manager, Governance and Risk, Scott Westbury be received and noted.

Meeting closed: 1:32pm

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**FCS25/058 DISCLOSURE OF PECUNIARY INTEREST AND OTHER MATTERS
RETURNS**

**S012-T00031,
S021-T00004**

Responsible Officer: Stephanie Speedy - Director Finance and Corporate Services
Attachments: Nil
Outcome: 5 We are an engaged community progressive leadership.
Focus Area: 5.2 Proactive, responsive and strategic leadership
Delivery Program Link: 5.2.2 Implement effective governance and long-term planning
Operational Plan Link: 5.2.2.2 Implement effective governance processes including strategic approach for policy review

EXECUTIVE SUMMARY

In accordance with section 440AAB of the *Local Government Act 1993* councillors and designated persons who hold that position on 30 June in each year are required to lodge a "Disclosures by Councillors and Designated Persons Return" with their general managers by 30 September each year.

Accordingly, the Disclosure of Pecuniary Interest and Other Matters returns for councillors and designated staff for 2024-25 are tabled.

RECOMMENDATION

THAT the report on the Disclosure of Pecuniary Interest and Other Matters returns for 2024-25 be received and noted.

BACKGROUND

The lodgement date for Disclosure of Pecuniary Interest and Other Matters returns covering 1 July 2024 to 30 June 2025 was 30 September 2025.

CONSIDERATIONS

Legal

The lodgement of Pecuniary Interest and Other Matters returns is required to comply with section 440AAB of the *Local Government Act 1993*.

Community Engagement

Councillor and designated staff forms are provided on Council's website with personal information redacted.

CONCLUSION

The register of returns by councillors and designated staff for their disclosures of pecuniary interests and other matters is now tabled in accordance with section 440AAB of the *Local Government Act 1993*.

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FCS25/060 POLICY REVIEW - CODE OF MEETING PRACTICE

S012-T00025

Responsible Officer: Stephanie Speedy - Director Finance and Corporate Services

Attachments: 1. Under Separate Cover - DRAFT Code of Meeting Practice October 2025

Community Goal: 5 We are an engaged community progressive leadership.

Community Strategy: 5.2 Proactive, responsive and strategic leadership

Delivery Program Link: 5.2.2 Implement effective governance and long-term planning

Operational Plan Link: 5.2.2.2 Implement effective governance processes including strategic approach for policy review

EXECUTIVE SUMMARY

Council's current Code of Meeting Practice was adopted at the Ordinary Meeting of Council held on 26 August 2025 in accordance with the requirements of section 360 of the *Local Government Act (1993)* (the Act), which requires that a council must adopt a Code of Meeting Practice not later than 12 months after an ordinary election of councillors.

On 29 August 2025 a new Model Code of Meeting Practice for Local Councils in NSW (the Model Meeting Code) was issued by the Office of Local Government. The Model Meeting Code is prescribed under s360 of the Act and the *Local Government (General) Regulation 2021* (the Regulation).

Councils must adopt a code of meeting practice that incorporates the mandatory provisions of the Model Meeting Code no later than 31 December 2025, however transitional provisions in the Regulation provide that if a council does not adopt a code of meeting practice that incorporates the mandatory provisions of the 2025 Model Meeting Code by 31 December 2025, from 1 January 2026, any provision of the council's code of meeting practice that is inconsistent with a mandatory provision of the 2025 Model Meeting Code will be automatically overridden by the relevant mandatory provision of the 2025 Model Meeting Code.

Council's draft new Code of Meeting Practice is based on the Model Meeting Code including the non-mandatory provisions. For ease of reference, clause numbering is consistent between the draft Code and the Model Meeting Code

Under s361 of the Act, Council is required to exhibit the Code of Meeting Practice for a period of not less than 28 days, inviting submissions for a period of at least 42 days.

RECOMMENDATION

THAT:

1. Council endorse the draft Code of Meeting Practice be placed on public exhibition for 42 days from 29 October to 9 December 2025.
2. Following public exhibition, a further report will be presented to a future Ordinary Meeting of Council for the consideration of submissions and adoption of the Code of Meeting Practice.

FCS25/060 POLICY REVIEW - CODE OF MEETING PRACTICE

S012-T00025

CONSIDERATIONS

The [Model code of meeting practice for local councils in NSW](#) (the Model Meeting Code) is made under [s360](#) of the Act and [s232](#) of the [Local Government \(General\) Regulation 2021](#) (the Regulations).

The Model Meeting Code applies to all meetings of councils and committees of councils of which all the members are councillors (committees of council). Council committees whose members include persons other than councillors may adopt their own rules for meetings unless the council determines otherwise.

Before adopting any changes to Council's Code of Meeting Practice, under s361 of the Act, Council is required to exhibit the Code of Meeting Practice for a period of not less than 28 days, inviting submissions for a period of at least 42 days.

The Model Meeting Code includes mandatory and non-mandatory provisions. Council proposes to adopt all mandatory provisions as prescribed.

A council's adopted code of meeting practice may also incorporate the non-mandatory provisions of the Model Meeting Code and other supplementary provisions. However, a code of meeting practice adopted by a council must not contain provisions that are inconsistent with the mandatory provisions of this Model Meeting Code.

Mandatory Provisions – Key Changes

A key focus of the changes made to the 2025 Model Meeting Code is to ensure meetings are conducted in a dignified and orderly way befitting a chamber of democracy and to promote community confidence in councils and their decisions. The following is a summary of the key changes. It is not an exhaustive list of all the changes that have been made.

- Extraordinary meetings: The mayor may now call an extraordinary meeting without the need to obtain the signature of two councillors.
- Dealing with urgent business at meetings: The process for dealing with urgent business at both ordinary and extraordinary meetings has been simplified. Business may be considered at a meeting at which all councillors are present, even though due notice has not been given of the business, if the council resolves to deal with the business on the grounds that it is urgent and requires a decision by the council before the next scheduled ordinary meeting of the council. The resolution must state the reasons for the urgency. If all councillors are not present at the meeting, the chairperson must also rule that the business is urgent and requires a decision by the council before the next scheduled ordinary meeting
- Prohibition on pre-meeting briefing sessions: The 2025 Model Meeting Code prohibits briefing sessions being held to brief councillors on business listed on the agenda for meetings of the council or committees of the council. The prohibition on briefing sessions does not prevent a councillor from requesting information from the general manager about a matter to be considered at a meeting, provided the information is also available to the public. The information must be provided in a way that does not involve any discussion of the information.

FCS25/060 POLICY REVIEW - CODE OF MEETING PRACTICE

S012-T00025

- **Public forums:** The public forum provisions are now mandatory but leave it to councils to determine whether to hold public forums before council and committee meetings. Councils are also free to determine the rules under which public forums are to be conducted and when they are to be held. Public forums must be livestreamed.
- **Councillors' attendance at meetings by audio-visual link:** The provisions governing attendance by councillors at meetings by audio-visual link have been made mandatory and the option to attend meetings by audio-visual link has been restricted to where councillors are prevented from attending a meeting in person because of ill-health or other medical reasons or because of unforeseen caring responsibilities.
- **Absences from council meetings:** Changes have been made to the provisions governing absences from meetings. Where councillors are unable to attend one or more meetings of the council or committees of the council, the new provisions encourage them to submit an apology for the meetings they are unable to attend, state the reasons for their absence from the meetings, and request that the council grant them a leave of absence from the relevant meetings. Where a councillor makes an apology, the council must determine by resolution whether to grant the councillor a leave of absence for the meeting. Councils are required to act reasonably when deciding whether to grant a leave of absence to a councillor. To ensure accountability, if the council resolves not to grant a leave of absence for the meeting, it must state the reasons for its decision in its resolution.
- **Mayoral minutes:** The restrictions on mayoral minutes under the previous code have been removed. A mayoral minute may be put to a meeting without notice on any matter or topic that the mayor determines should be considered at the meeting.
- **Rules of debate:** The rules of debate have been simplified and the rules governing the foreshadowing of motions and amendments have been removed. It remains open to councillors to foreshadow that they intend to move an amendment during the debate, but there are no longer formal rules governing this. An amendment has been made to clarify that there is nothing to prevent a further motion from being moved at a meeting on the same item of business where the original motion is lost, provided the motion is not substantially the same as the one that was lost. Councils will no longer have the option of reducing the duration of speeches to less than 5 minutes. However, councils continue to have other options to expedite business at meetings such as moving that a motion be put where the necessary conditions have been satisfied and to resolve to deal with items by exception.
- **Voting on planning decisions:** Consistent with the Independent Commission Against Corruption's (ICAC) recommendations, a council or a council committee must not make a final planning decision at a meeting without receiving a staff report containing an assessment and recommendation in relation to the matter put before the council for a decision. Where the council or a council committee makes a planning decision that is

FCS25/060 POLICY REVIEW - CODE OF MEETING PRACTICE

S012-T00025

inconsistent with the recommendation made in a staff report, it must provide reasons for its decision and why it did not adopt the staff recommendation.

- Making information considered at closed meetings public: Consistent with ICAC's recommendation, the general manager must publish business papers for items of business considered during meetings that have been closed to public on the council's website as soon as practicable after the information contained in the business papers ceases to be confidential. Before publishing this information, the general manager must consult with the council and any other affected persons and provide reasons for why the information has ceased to be confidential.

Non-mandatory Provisions

For the non-mandatory provisions (shown below in red), or those where Council can prescribe the detail, Council's proposed position is as follows

1. Clause 3.10: Councils can determine "reasonable time before the meeting" with regard to notices of motion/questions on notice. It is proposed this will remain as 12.30pm on the Friday preceding distribution of the agenda at which the matter is to be considered. This is consistent with Council's current adopted Code of Meeting Practice.
2. Clauses 4.1,4.2 : While Council may determine rules under which Public Forums (and Public Access even though these are not mentioned in the Model Code), are to be conducted, the new Model Code requires that these are held separately from Council Meetings. As such it is proposed that Public Forums will be held between 10am and 12 noon on Council Meeting days. Commencement of Council Meetings will remain at 12.30pm in line with the resolution made at the Ordinary Meeting held on 26 August 2025. Public Access sessions will remain on the dates as resolved.

The rules by which Public Forum and Public Access sessions will be conducted are covered in Appendix A to the draft Code. The only proposed change to the current adopted process is to allow for a right of reply by the general manager to speakers at Public Forum and Public Access sessions.

3. **Clause 11.11: (non-mandatory clause)** requires all voting to be recorded in the minutes. It is proposed that Council adopts this clause as it is consistent with the current process and adopted Code of Meeting Practice. Adopting this clause allows deletion of clauses 11.6-11.6 and 11.15 which cover recording of dissenting votes, as these are already recorded in the minutes.
4. **Clauses 13.1 – 13.7 (non-mandatory clauses):** These clauses cover dealing with items by exception. It is proposed to adopt these clauses, as they are consistent with the current adopted Code of Meeting Practice.
5. **Clauses 15.15 or 15.16 (Councils may use one or the other):** These clauses provide for the process of expulsion from Council Meetings for acts of disorder. Clause 15.15 allows the Chair to expel any person including a councillor for acts of disorder, while clause 15.16 requires a resolution of Council in order for councillors to be expelled. It is

FCS25/060 POLICY REVIEW - CODE OF MEETING PRACTICE

S012-T00025

proposed to adopt clause 15.16 which is consistent with Council's current adopted Code of Meeting Practice.

6. **Clause 17.10 (non-mandatory clause):** provides for the process of rescinding decisions relating to approval of development applications. It is proposed to accept this clause which requires that notice of motion to rescind a resolution relating to a development application must be submitted to the general manager no later than 1 day after the meeting at which the resolution was adopted. This will be a change to Council's current adopted Code of Meeting Practice has this timing as midday on the day after the meeting at which the resolution was adopted.
7. **Clauses 17.12-17.14 (non-mandatory clauses):** these clauses cover rescission motions and are consistent with Council's current adopted Code of Meeting Practice. It is recommended these be adopted.
8. **Clauses 17.15-17.20 (non-mandatory clauses):** these clauses cover recommitting resolutions to correct an error and are consistent with Council's current adopted Code of Meeting Practice. It is recommended these be adopted.
9. **Clauses 18.1-18.4 (non-mandatory clauses):** these clauses cover time limits on Council Meetings. Council can determine time for Council Meetings to conclude. It is proposed that a time limit of 5.30pm is resolved, beyond which time an adjournment is required unless Council resolves to extend the meeting. This will be a change to Council's current adopted Code of Meeting practice has a 4.30pm time limit which may be extended to 5.30pm by resolution. The remaining provisions of clauses 18.2 to 18.4 are proposed to be adopted as these are consistent with Council's current adopted Code of Meeting Practice.
10. **Clause 20.25 (non-mandatory clause):** this clause states that all voting must be recorded in the minutes. It is proposed to adopt this clause, which is consistent with Council's current adopted Code of Meeting Practice.

COMMUNITY ENGAGEMENT

Council will place the Draft Code of Meeting Practice on public exhibition for a period of 42 days from 29 October to 9 December 2025. Informing the community about the public exhibition and inviting the community to provide feedback on the Code will be achieved using Council's own platforms. Details on making a submission can be found on council's ['have your say'](#) webpage.

CONCLUSION

On 29 August 2025 a new Model Code of Meeting Practice for Local Councils in NSW (the Model Meeting Code) was issued by the Office of Local Government. The Model Meeting Code is prescribed under s360 of the Act and the *Local Government (General) Regulation 2021* (the Regulation).

FCS25/060 POLICY REVIEW - CODE OF MEETING PRACTICE

S012-T00025

Council's draft Code of Meeting Practice adopts the mandatory provisions within the new Model Meeting Code and includes the proposed position on the non-mandatory provisions. Additional clauses and appendices do not contradict the Model Code.

This report recommends that Council endorse the draft updated Code of Meeting Practice be placed on public exhibition for 42 days from 29 October to 9 December 2025. Members of the public are invited to make submissions during this period. Following the exhibition period a report will be presented to a future Ordinary Meeting of Council to recommend adoption of the Code.

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FCS25/059 CHANGE IN PUBLIC ACCESS DATE FOR NOVEMBER 2025

S012-T00025

Responsible Officer: Stephanie Speedy - Director Finance and Corporate Services

Attachments: Nil

Community Goal: 5 We are an engaged community progressive leadership.

Community Strategy: 5.2 Proactive, responsive and strategic leadership

Delivery Program Link: 5.2.2 Implement effective governance and long-term planning

Operational Plan Link: 5.2.2.2 Implement effective governance processes including strategic approach for policy review

EXECUTIVE SUMMARY

At the 29 October 2024 Ordinary Meeting of Council the 2025 Council Meeting and Public Access dates were resolved. The calendar may be amended at any time if Council resolves to alter the meeting day/s.

The November 2025 Public Access session was resolved for 11 November 2025.

To allow councillors the opportunity to attend Remembrance Day ceremonies it is proposed to move the Public Access session to the following day, 12 November 2025.

RECOMMENDATION

THAT Council amend the previously endorsed November Public Access session date from Tuesday 11 November 2025 to Wednesday 12 November 2025 (no change to commencement time).

COMMUNITY AND STAKEHOLDER ENGAGEMENT

The updated Public Access date will be published on Council's website ahead of the relevant Public Access session and on Council's social media.

CONCLUSION

To allow councillors the opportunity to attend Remembrance Day ceremonies on Tuesday 11 November 2025, it is proposed to move the Public Access session to the following day, 12 November 2025 (no change to commencement time).

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FCS25/061 INVESTMENTS MADE AS AT 30 SEPTEMBER 2025

**S011-T00006,
S012-T00025**

Responsible Officer: Stephanie Speedy - Director Finance and Corporate Services
Attachments: Nil
Community Goal: 5 We are an engaged community progressive leadership.
Community Strategy: 5.3. Well managed and governed resources systems and processes
Delivery Program Link: 5.3.1 Demonstrate future focussed corporate and financial management that is ethical, sustainable, transparent and accountable
Operational Plan Link: 5.3.1.1 Provide strategic financial management and services guided by the Finance Strategy

EXECUTIVE SUMMARY

The purpose of this report is to:

- Certify that Council's investments in financial instruments have been made in accordance with legislation and policy requirements.
- Provide information and details of investments.
- Raise other matters relevant to investing.

RECOMMENDATION

THAT the certification of investments as of 30 September 2025, made in accordance with the *Local Government Act 1993*, Council's Investment Policy and the provision of Clause 1 (Reg. 212) of the *Local Government (General) Regulation 2021*, be received.

CONSIDERATIONS

Policy

As at 30 September 2025, the portfolio is compliant with Council's Investment Policy adopted by Council on 23 September 2025 (Minute 25/148). A summary of holdings by risk category is summarised below in Table 1.

Table 1 – Policy Risk Categories

S&P Long Term Category	Current Holdings	Maximum Holdings
NSW Treasury Corporation (TCorp)	0%	100%
AAA	1.05%	100%
AA+ to AA-	45.73%	100%
A+ to A	23.54%	100%
A-	29.68%	40%

FCS25/061 INVESTMENTS MADE AS AT 30 SEPTEMBER 2025

**S011-T00006,
S012-T00025**

BBB+ to BBB	0%	30%
BBB- & Below	0%	5%

Investment holdings summary

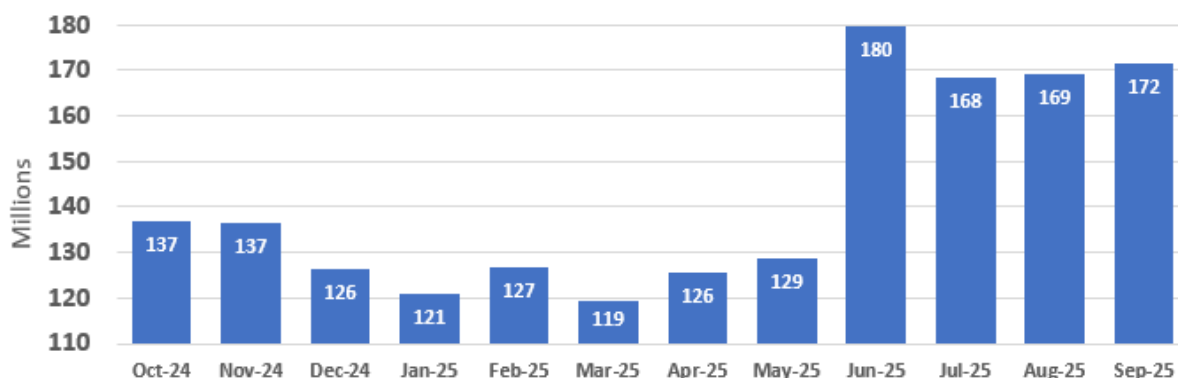
Table 2 provides a summary of cash and investment balances as at 30 September 2025. Fossil fuel free refers to institutions that have no exposure or no longer directly finance projects in the fossil fuel industry but still have some exposure from historical funding.

Table 2 – Investment holdings by category

Category	(\$)	% of Portfolio
At Call Deposit	9,759,605	5.85%
Term Deposits – Government Guaranteed	1,750,000	1.05%
Term Deposits – Fossil Fuel Free Institutions	50,000,000	29.98%
Term Deposits	105,280,000	63.12%
Total Investments	166,789,605	
Cash at Bank (Operating Account)	4,724,358	
Total Cash and Investments	171,513,963	

Cash and investments increased by \$3 million in September 2025, primarily due to the receipt of the 1st rates instalment.

Graph 1 – Total Cash and Investment Balances (12 months)



Performance

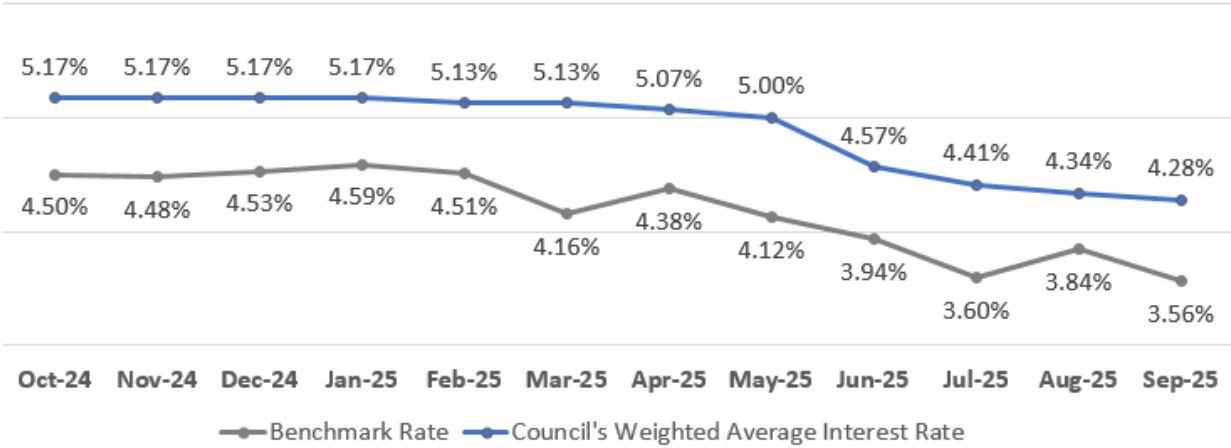
The weighted average monthly return on Council's investments for September 2025 is 4.28%, surpassing the Council policy benchmark of 3.56% (AusBond Bank Bill Index 1 month

FCS25/061 INVESTMENTS MADE AS AT 30 SEPTEMBER 2025

S011-T00006,
S012-T00025

annualised). Graph 2 compares Council’s weighted average return to the benchmark rate over a 12-month period.

Graph 2 – Investment performance over 12 months



CONCLUSION

Pursuant to provision of Clause 1 (Reg. 212) of the *Local Government (General) Regulation 2021*, I hereby certify that these investments have been made in accordance with the *Local Government Act 1993* and related regulations.

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**CAR25/016 DEVELOPMENT OF ADDITIONAL AMENITIES AT HANGING
ROCK SPORTS GROUNDS**

S026-T00009

Responsible Officer: Carlyle Ginger - Divisional Manager Recreation Services

Attachments: Nil

Community Goal: 5 We are an engaged community progressive leadership.

Community Strategy: 5.2 Proactive, responsive and strategic leadership

Delivery Program Link: 5.2.1 Be proactive leaders and an effective governance body with a focus on better outcomes for our community

Operational Plan Link: 5.2.1.2 Seek grants funds to support identified priority works and services in line with the Grants Strategy

EXECUTIVE SUMMARY

The purpose of this report is to advise that Council has been invited to apply for a \$3 million non-competitive grant through the Australian Government Major and Local Community Infrastructure program (MLCIP) to construct a new amenities building, to be located adjacent to the existing Function Centre and AFL oval at Hanging Rock Regional Sporting Grounds.

The Seahawks AFL Club were successful in obtaining a funding commitment from the Federal government prior to the 2024 election. The grant is to build the new amenities building, and additional ground upgrades, with a total value of \$3 million.

This report seeks in principle support from Council to prepare a grant application for submission by the 1 December 2025 deadline.

RECOMMENDATION

THAT Council:

1. Note the invitation to lodge a non-competitive grant application of \$3 million to the Australian Government Major and Local Community Infrastructure program (MLCIP), for the construction of an additional amenities building and additional grounds upgrades at Hanging Rock Regional Sporting Grounds.
2. Subject to its success, incorporates the funding into the budget as part of its quarterly review process.

BACKGROUND

Council was approached by the Seahawks AFL Club (the Club) with a proposal to improve existing amenities and construct an additional amenities building at Hanging Rock, as part of their application to join the AFL Canberra Premier League.

The AFL preferred Community Facility Guidelines 2024 refer to required inclusions for regional level facilities joining the Premier League. The existing facility adjacent to Field 1 does not currently meet the regional requirements, necessitating the proposed project.

Council has worked with the Club and AFL Canberra to identify the specific requirements and prepare an indicative design for a regional facility that includes all essential components to meet AFL Guidelines, as well as complementing existing infrastructure within the precinct.

CAR25/016 DEVELOPMENT OF ADDITIONAL AMENITIES AT HANGING ROCK S026-T00009
SPORTS GROUNDS

CONSIDERATIONS

The Seahawks have been invited to join the AFL Canberra Premier League at the start of the 2026 competition. To do so, the facilities at Hanging Rock need to meet specific requirements, including an additional amenity building and upgrades to the existing Function Centre.

The Seahawks have provided a concept design and presented a project scope to Council which includes a new building, grandstands, covered seating, fencing, player benches and umpire requirements.

If grant funds allow, Council will value add to the project, including the provision of additional carparking, street lighting and pathway connections.

Council will review and confirm the concept and estimated costs, which will be included in the grant application.

Legal

Council will be applying for the grant and will be responsible for delivery and acquittal of the funds if successful with the application.

Asset

The new amenities building and associated upgrades will be the property of Council, with Council responsible for ongoing maintenance and depreciation.

Financial

The proposed non-competitive grant application of \$3 million will cover the full cost of construction and project management. Ongoing operational costs will need to be covered by Council, offset by revenue generated from users of the facility.

Community and Stakeholder Engagement

We will inform the community through providing information on Council's website, Online News, Living in Eurobodalla residents newsletter and via a media release, where applicable.

Council will continue to liaise with the Seahawks Football Club and AFL Canberra throughout the development and execution of the grant.

CONCLUSION

The purpose of this report is to advise that Council has been invited to apply for a \$3 million non-competitive grant through the Australian Government Major and Local Community Infrastructure program (MLCIP) to construct a new amenities building, to be located adjacent to the existing Function Centre and AFL oval at Hanging Rock Regional Sporting Grounds.

The Seahawks AFL Club were successful in obtaining a funding commitment from the Federal government prior to the 2024 election. The grant is to build the new amenities building and additional ground upgrades, with a total value of \$3 million.

This report seeks in principle support from Council to prepare a grant application for submission by the 1 December 2025 deadline.

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**CAR25/015 POST EXHIBITION REVIEW AND ADOPTION OF PROPOSED
FEES AND CHARGES FOR PRIMITIVE CAMPING AT MORUYA
SHOWGROUND**

S004-T00048

Responsible Officer: Kathy Arthur - Director Community, Arts and Recreation Services

Attachments: Nil

Community Goal: 4. Our community has reliable and safe infrastructure networks and community facilities.

Community Strategy: 4.4 Ensure community facilities and public spaces are clean, safe and have great amenity

Delivery Program Link: 4.4.2 Plan for, and deliver safe and accessible recreation opportunities, guided by the Recreation and Open Space Strategy and Asset Management Plan

Operational Plan Link: 4.4.2.1 Commence a review and update of the Recreation and Open Space Strategy

EXECUTIVE SUMMARY

The purpose of this report is to advise Council of the outcomes of the public exhibition of the proposed fees and charges for primitive camping at Moruya Showground.

Following the adoption of the proposal to establish a primitive camping ground at Moruya Showground, Council invited community feedback on the proposed fees and charges which were exhibited for a period of 28 days from 24 July 2025 to 22 August 2025.

The exhibited fees for camping at Moruya Showground in self-contained caravans and motorhomes only, for a maximum of seven nights per stay are:

- Standard rate - \$30 per night (maximum two people)
- Family rate - \$35 per night (5-person family)

During the public exhibition period, a total of nineteen (19) submissions were received. A summary of the submissions and Council's consideration of the matters raised is provided in the body of this report.

A report was tabled at the 23 September 2025 Council meeting, requesting adoption of the exhibited fees and charges. The report was deferred (minute 25/013), with staff to provide clarification regarding the proposed fee criteria prior to bringing the report back to Council.

This report provides the required clarification and recommends Council endorse the proposed fees and charges for primitive camping at Moruya Showground, as outlined in **Table 2**.

RECOMMENDATION

THAT Council endorse the fees and charges for primitive camping at Moruya Showground, as outlined in Table 2.

BACKGROUND

At the Council meeting of 22 July 2025, Council resolved (minute 25/106) to endorse the public exhibition of the proposed fees and charges for a period of 28 days.

CAR25/015 POST EXHIBITION REVIEW AND ADOPTION OF PROPOSED FEES AND CHARGES FOR PRIMITIVE CAMPING AT MORUYA SHOWGROUND S004-T00048

In accordance with this resolution, the proposed fees and charges were exhibited from 24 July 2025 to 22 August 2025. During the exhibition period, a total of (19) submissions were received.

Submissions have previously been provided to Councillors in full via the Hub, while relevant themes identified in the submissions, and staff responses, summarised below and in **Table 1**.

Of the 19 submissions received, a summary of the level of support for the proposal is outlined as follows:

- Eleven (11) submissions agreed with the proposed fees and charges, outlining that they were reasonable and consistent with other showgrounds in NSW.
- Four (4) submissions partially agreed, recommending that:
 - Council considers what other Showgrounds across NSW charge and applying a rate of up to \$30 per night where there are facilities (e.g. power/toilets/showers) and a dump point or a cheaper rate, such as \$20, for self-contained sites.
 - a pensioner concession be applied.
 - Children stay free.
- One (1) submission supported the proposal but recommended that the scope of the proposal be broadened from 7 to 50 days to assist people experiencing homelessness.
- Three (3) submissions disagreed with the proposed fees and charges, outlining that they are too expensive for “self-contained” camping and identifying that a price of \$20 is more appropriate and recommending a pensioner price be implemented.

While camping at the Showground will only permit self-contained caravans and motorhomes, the proposed fees provide access to facilities including, powered sites, water, use of toilet and shower amenities and a dump point. Fees and the facilities provided are comparable with other Showground campgrounds across the state and therefore considered appropriate.

Table 1

Theme No.	Submission	Submission Summary	Staff Response
1.	Show ground camping is amazing and more affordable. \$25 to \$30 with electricity and water would be amazing in Moruya. You'd find we'd spend money in a lot of businesses.	Agrees with proposed fees. Fees are reasonable and consistent with other showgrounds in NSW.	Noted.
2.	As an avid Grey Nomad traveller, the fees quoted by Council & the Showground Committee are in line with what we've found in our	Agrees with proposed fees. Fees are reasonable and consistent with other	Noted.

CAR25/015 POST EXHIBITION REVIEW AND ADOPTION OF PROPOSED FEES AND CHARGES FOR PRIMITIVE CAMPING AT MORUYA SHOWGROUND S004-T00048

Theme No.	Submission	Submission Summary	Staff Response
	travels around the country . A maximum stay of 5 nights is most generous, too.	showgrounds in NSW.	
3.	I am fully for camping in Showgrounds. People look often for 1 or 2 night stays and if it's weekend the caravan parks charge extra on Friday night and Saturday. In school holiday time it's double So allowing a showground having this nearby is what people look for. It's within close proximity for shopping	Agrees with proposed fees. Fees are reasonable and consistent with other showgrounds in NSW.	Noted.
4.	Such a pity this Council is proposing a Fee of \$30 for self contained. This is Exorbitant for travellers, where is a Pensioner price? Why would we detour for so much? The local van parks, with beautiful amenities don't charge much more. Rethink your pricing. BTW, we've camped regularly at Moruya whilst travelling Australia over the past 12 years, we've always enjoyed our time there but just feel the pricing is wrong.	Disagrees – too expensive for self-contained camping. Recommends a pensioner price be implemented.	While camping at the Showground will only be permitted by caravans and motorhomes, fees include access to power, water, use of serviced toilet and shower amenities and access to a dump point.
5.	If site with power- \$30 If non-power - \$25 Self-contained means amenities on board so pricing not to be compared to parks.	Partially agrees. Recommends cheaper fees for self-contained and up to \$30 for greater facilities and a dump point.	While camping at the Showground will only be permitted by caravans and motorhomes, fees include access to power, water, use of serviced toilet and shower amenities and access to a dump point.
6.	Great idea however doesn't help	Partially agrees.	The proposal is for

CAR25/015 POST EXHIBITION REVIEW AND ADOPTION OF PROPOSED FEES AND CHARGES FOR PRIMITIVE CAMPING AT MORUYA SHOWGROUND S004-T00048

Theme No.	Submission	Submission Summary	Staff Response
	with housing crisis, where do we go after there? We leave DV to end up homeless. If there's any way the 7 days be extended for people like myself with 2 animals living below the poverty line. Give the mayor and councillor's with families and pets a tent or van to survive in for a week and see if they change their minds about 7 day limit Shoalhaven is 50days in a calendar year, come on south coast please help us	Recommends scope of proposal be broadened from 7 to 50 days to cater for those experiencing homelessness.	short-term camping by tourists in caravans and motorhomes and not intended to be used as ongoing housing for people experiencing homelessness.
7.	Fantastic incentive for travellers. A lot of people prefer low cost camping there should be concession for pensioners	Partially agrees. Recommends a pensioner concession.	Fees are comparable with other Showground campgrounds across the state. The other campgrounds reviewed did not provide a pensioner concession. Fees are considered appropriate given the Showgrounds proximity to town and facilities including power, water, use of serviced toilet and shower amenities and access to a dump point.
8.	Having checked the caravan charges on Wikicamps I think \$30 per night is too high for just a parking spot with toilet access when for about 25% more that plus power and water is available at the RV park. \$20 would be more reasonable.	Disagrees – too expensive for self-contained camping.	While camping at the Showground will only be permitted by caravans and motorhomes, fees include access to power, water, use of serviced toilet and

**CAR25/015 POST EXHIBITION REVIEW AND ADOPTION OF PROPOSED FEES S004-T00048
AND CHARGES FOR PRIMITIVE CAMPING AT MORUYA
SHOWGROUND**

Theme No.	Submission	Submission Summary	Staff Response
			shower amenities and access to a dump point.
9.	We find that \$20 is more than normal with facilities and up to \$30 with good facilities and a dump point.	Partially agrees. Recommends that a price of \$20 is more appropriate and a pensioner price be implemented.	Fees are comparable with other Showground campgrounds across the state. The other campgrounds reviewed did not provide a pensioner concession. Fees are considered appropriate given the Showgrounds proximity to town and facilities including power, water, use of serviced toilet and shower amenities and access to a dump point.
10.	You need to be looking at other Showgrounds at what they charge . Most charge \$25-\$30 per night with power/water/showers and toilets. Usually cheaper for no power. We won't be staying there at \$30 for basically a piece of ground. Will keep driving through	Partially agrees. Recommends \$20 fee for self-contained and up to \$30 for facilities and a dump point.	While camping at the Showground will only be permitted by caravans and motorhomes, fees include access to power, water, use of serviced toilet and shower amenities and access to a dump point.
11.	As a grey nomad I prefer to stay in Showgrounds than a Caravan Park. CP's cater for children, which I do not travel with, so don't need the jumping pillows or play equipment (usually costing more). I believe the fees proposed are reasonable and	Agrees with proposed fees. Fees are reasonable and consistent with other showgrounds in NSW.	Noted.

CAR25/015 POST EXHIBITION REVIEW AND ADOPTION OF PROPOSED FEES AND CHARGES FOR PRIMITIVE CAMPING AT MORUYA SHOWGROUND S004-T00048

Theme No.	Submission	Submission Summary	Staff Response
	in line with other showgrounds.		
12.	Ref S004 - T000 48 - We support Councils proposed Fees and Charges that is out on exhibition. We believe having a caretaker at the showground and campers will help deter anti social behaviour. Regards Patricia and Robert Hellier	Agrees with proposed fees. Fees are reasonable and consistent with other showgrounds in NSW.	Noted.
13.	I am writing this on behalf of the Eurobodalla Canine Club. We agree that a reasonable fee for camping would be \$30.00 per night per couple or \$35.00 per family per night	Agrees with proposed fees. Fees are reasonable and consistent with other showgrounds in NSW.	Noted.
14.	In my view, Council should set fees consistent with similar arrangements across NSW and review those fees from time to time. The standard rate suggested on Council's feedback page is \$30 for up to two people, but you have not quoted what additional amount is payable for adults/children staying in the same site/van/vehicle. I suggest that the standard fee structure needs to be clearer. I support fees being set, initially, at \$30 for up to two adults staying on the same site and then a modest extra amount (to be determined by Council) for each additional adult on the same site. I think families with children often have less disposable income and are likely to target staying at primitive campgrounds in an effort to save money. Children should be free when	Partially agrees. Suggests children stay free.	The proposed fees provide a simplified structure, providing a standard rate that caters for couples and a family rate. The other campgrounds reviewed charge \$5 per extra person over 12 years of age.

CAR25/015 POST EXHIBITION REVIEW AND ADOPTION OF PROPOSED FEES AND CHARGES FOR PRIMITIVE CAMPING AT MORUYA SHOWGROUND S004-T00048

Theme No.	Submission	Submission Summary	Staff Response
	contained within a single site with one or more adults. The fee structure I have suggested would therefore negate the need to have a separate family rate (as a family of two adults and any number of children would be \$30. If a travelling party has more than two adults, only the additional adult members of the party would incur an extra fee, unless they need more than one site). If you are going to charge a family rate or for children, then the term "children" should be defined clearly too, such as being under a certain age. In summary, I suggest a \$30 flat fee for up to two adults and only additional adults staying on the same site should be charged an additional 'per adult' rate. The establishment of a campground at the showgrounds is a positive initiative. It will have many benefits including attracting more people to the area, and I think having a caretaker and other people on site will discourage vandalism and other bad behaviour in that area.		
15.	We would like to acknowledge and support Council's proposed fees and charges for the Moruya Showground. We regularly stay at showgrounds in the many travels in our caravan. The proposed fees and charges are in line with the many showgrounds	Agrees with proposed fees. Fees are reasonable and consistent with other showgrounds in NSW.	Noted.

**CAR25/015 POST EXHIBITION REVIEW AND ADOPTION OF PROPOSED FEES S004-T00048
AND CHARGES FOR PRIMITIVE CAMPING AT MORUYA
SHOWGROUND**

Theme No.	Submission	Submission Summary	Staff Response
	that we have stayed at.		
16.	Having checked the caravan charges on Wikicamps I think \$30 per night is too high for just a parking spot with toilet access when for about 25% more that plus power and water is available at the RV park. \$20 would be more reasonable.	Disagrees – too expensive for self-contained camping. Recommends that a price of \$20 is more appropriate and a pensioner price be implemented.	While camping at the Showground will only be permitted by caravans and motorhomes, the facilities provided will include powered sites, toilet and shower amenities and a dump point.
17.	I fully endorse the suggested charges of \$30 per night for a couple or \$35 per family which is in align with charges at other campgrounds and will mean affordable holidays for families that can't afford the much higher costs at caravan parks.	Agrees with proposed fees. Fees are reasonable and consistent with other showgrounds in NSW.	Noted.
18.	Hello, I am making a submission on the proposed fees and charges for primitive camping at Moruya Showground (Reference: S004-T00048). I fully support the standard rate of \$30.00 per night and the family rate of \$ 35.00. It will bring the Moruya Showground camping fees in the middle of the fees that the other Showgrounds in the state charge. Kind regards Lindsay	Agrees with proposed fees. Fees are reasonable and consistent with other showgrounds in NSW.	Noted.
19.	I support councils proposed fees for camping at Moruya Showground. I congratulate Council and the Showground committee for adopting a proposal to establish a primitive campground at the showgrounds. It is a much needed	Agrees with proposed fees. Fees are reasonable and consistent with other showgrounds in NSW.	Noted.

CAR25/015 POST EXHIBITION REVIEW AND ADOPTION OF PROPOSED FEES AND CHARGES FOR PRIMITIVE CAMPING AT MORUYA SHOWGROUND S004-T00048

Theme No.	Submission	Submission Summary	Staff Response
	facility in the shire.		

CONSIDERATIONS

As part of Council's investigations and research, camping site fees at showgrounds across New South Wales were reviewed. Fees typically range between \$25-\$35 per night for up to two people, with an additional charge of \$5 for each additional person. These findings have informed the development of the proposed fees and charges for primitive camping at Moruya Showground, ensuring they are consistent with regional standards and represent fair value for the community.

EXHIBITED FEES AND CHARGES

The exhibited fees for camping at Moruya Showground were as follows:

- Standard rate - \$30 per night (maximum 2 people)
- Family rate - \$35 per night (5-person family)

At its meeting on 23 September 2025 Council sought clarification regarding the proposed fees and charges, including the makeup and age cutoff for family members.

In response the following clarification is provided, and will be advertised clearly to potential users:

- The Family rate is defined as 2 adults and up to 3 children under 16 years of age. The age cutoff is in line with other fees in Council's adopted fees and charges for 2025-26.
- An additional fee of \$5 per person will apply for any additional people (any age) per night, per campsite. This is consistent with other campsites reviewed during this process.

The proposed fees provide access to facilities including powered sites, water, use of toilet and shower amenities and a dump point.

As a result, the exhibited fees and charges have been reviewed with the aim of providing greater clarity, as outlined in **Table 2**.

CAR25/015 POST EXHIBITION REVIEW AND ADOPTION OF PROPOSED FEES AND CHARGES FOR PRIMITIVE CAMPING AT MORUYA SHOWGROUND S004-T00048

Table 2

Booking type	Criteria per camp site	Fee per night
Standard	2 adults	\$30
Family	2 adults and up to 3 children (under 16 years old)	\$35
Additional	Additional guests under Standard or Family booking type will be charged at \$5 per person (any age). A maximum of 12 guests per campsite is allowed.	\$5

The age criteria for children is consistent with the criteria already included in the adopted fees and charges for 2025-26, which defines a child as being 'under 16 years old.' (Fees and Charges 2025-2026).

Social Impact

Establishing a primitive camping ground at the Showground is expected to create positive social outcomes that will benefit the community and stimulate economic growth.

Financial

The proposed fees and charges for primitive camping at Moruya Showground have been developed with consideration of Council's investigations and research. Established camping site fees at showgrounds across New South Wales typically range between \$25-\$35 per night for up to two people, with an additional charge of \$5 for each additional person.

The proposed fees are consistent with these findings and reflect a competitive rate for the region.

Table 2 includes a Standard and Family rate per day, per site. It also includes a clear age criteria, consistent with Council's adopted fees and charges in 2025-26 and a flat fee for any additional guests per site.

Community and Stakeholder Engagement

Council consulted with the community by seeking feedback through 28 days public exhibition, from 24 July 2025 to 22 August 2025.

The proposed fees and charges for primitive camping at Moruya Showground was made available on Council website, at the Batemans Bay, Moruya and Narooma Libraries and Moruya Customer Service Centre.

CONCLUSION

Council exhibited the proposed fees and charges primitive for camping at Moruya Showground for a period of 28 days, from 24 July 2025 to 22 August 2025. During the exhibition period, a total of nineteen (19) submissions were received.

CAR25/015 POST EXHIBITION REVIEW AND ADOPTION OF PROPOSED FEES S004-T00048
AND CHARGES FOR PRIMITIVE CAMPING AT MORUYA
SHOWGROUND

Additional clarification was requested and provided regarding the proposed fees and charges. This report recommends endorsement of the proposed fees and charges for primitive camping at Moruya Showground, as per **Table 2**.

17. DEALING WITH MATTERS IN CLOSED SESSION

In accordance with Section 10A(2) of the *Local Government Act 1993*, Council can exclude members of the public from the meeting and go into Closed Session to consider confidential matters, if those matters involve:

- (a) personnel matters concerning particular individuals; or
- (b) the personal hardship of any resident or ratepayer; or
- (c) information that would, if disclosed, confer a commercial advantage on a person with whom the council is conducting (or proposes to conduct) business; or
- (d) commercial information of a confidential nature that would, if disclosed;
 - (i) prejudice the commercial position of the person who supplied it, or
 - (ii) confer a commercial advantage on a competitor of the council, or
 - (iii) reveal a trade secret,
- (e) information that would, if disclosed, prejudice the maintenance of law; or
- (f) matters affecting the security of the council, councillors, council staff or council property; or
- (g) advice concerning litigation, or advice that would otherwise be privileged from production in legal proceedings on the ground of legal professional privilege or information concerning the nature and location of a place; or
- (h) an item of Aboriginal significance on community land.

and Council considers that discussion of the material in open session would be contrary to the public interest.

In accordance with Section 10A(4) of the *Local Government Act 1993*, a council, or a committee of a council, may allow members of the public to make representations to or at a meeting, before any part of the meeting is closed to the public, as to whether that part of the meeting should be closed.

EUROBODALLA SHIRE COUNCIL

ETHICAL DECISION MAKING AND CONFLICTS OF INTEREST

A GUIDING CHECKLIST FOR COUNCILLORS, OFFICERS AND COMMUNITY COMMITTEES

ETHICAL DECISION MAKING

- Is the decision or conduct legal?
- Is it consistent with Government policy, Council's objectives and Code of Conduct?
- What will the outcome be for you, your colleagues, the Council, anyone else?
- Does it raise a conflict of interest?
- Do you stand to gain personally at public expense?
- Can the decision be justified in terms of public interest?
- Would it withstand public scrutiny?

CONFLICT OF INTEREST

A conflict of interest is a clash between private interest and public duty. There are two types of conflict: Pecuniary – regulated by the *Local Government Act* and Department of Local Government; and Non-Pecuniary – regulated by Codes of Conduct and policy, ICAC, Ombudsman, Department of Local Government (advice only).

THE TEST FOR CONFLICT OF INTEREST

- Is it likely I could be influenced by personal interest in carrying out my public duty?
- Would a fair and reasonable person believe I could be so influenced?
- Conflict of interest is closely tied to the layperson's definition of "corruption" – using public office for private gain.
- Important to consider public perceptions of whether you have a conflict of interest.

IDENTIFYING PROBLEMS

- 1st** Do I have private interests affected by a matter I am officially involved in?
- 2nd** Is my official role one of influence or perceived influence over the matter?
- 3rd** Do my private interests conflict with my official role?

Whilst seeking advice is generally useful, the ultimate decision rests with the person concerned.

AGENCY ADVICE

Officers of the following agencies are available during office hours to discuss the obligations placed on Councillors, Officers and Community Committee members by various pieces of legislation, regulation and Codes.

CONTACT	PHONE	EMAIL	WEBSITE
Eurobodalla Shire Council Public Officer	4474-1000	council@esc.nsw.gov.au	www.esc.nsw.gov.au
ICAC	8281 5999	icac@icac.nsw.gov.au	www.icac.nsw.gov.au
The Office of Local Government	4428 4100	olg@olg.nsw.gov.au	www.olg.nsw.gov.au
NSW Ombudsman	1800 451 524	info@ombo.nsw.gov.au	www.ombo.nsw.gov.au

Reports to Committee are presented generally by 'exception' - that is, only those items that do not comply with legislation or policy, or are the subject of objection, are discussed in a report.

Reports address areas of business risk to assist decision making. Those areas include legal, policy, environment, asset, economic, strategic and financial.

Reports may also include key planning or assessment phrases such as:

- Setback* Council's planning controls establish preferred standards of setback (eg 7.5m front; 1m side and rear);
- Envelope* taking into account the slope of a lot, defines the width and height of a building with preferred standard of 8.5m high;
- Footprint* the percentage of a lot taken up by a building on a site plan.