



Orange City Council

DRAFT LOCAL HOUSING STRATEGY

Shelter NSW submission

21 February 2022



About Shelter NSW

Shelter NSW has been operating since 1975 as the State’s peak housing policy and advocacy body. Our vision is to create a sustainable housing system that provides secure homes for all. We pursue our vision through critical engagement with policy, practice, and thought leadership. We provide systemic advocacy and advice on policy and legislation for the whole NSW housing system to resolve housing inequality.

We are especially concerned for low-income households which struggle to afford good-quality and well-located housing in the private market.

Our approach involves engaging, collaborating, and connecting with government, the private and not-for-profit sectors, stakeholders, and consumers. Our research centres on the causes of inequity and injustice in the housing system.

We consider a sustainable housing system one that delivers what we call Triple-A housing and Triple-P outcomes.

Affordable and diverse homes	Accessible and well-located housing	Appropriate and high-quality development
Housing supply and demand Tenure forms and rights Housing types and sizes	Proximity to jobs and services Access to public transport Accessibility and adaptability	Amenity and aesthetics Energy and environment Standards and maintenance
Productive cities and regions	Poverty-free communities	Protected neighbourhoods
Access to jobs and services Housing costs and consumption Financial and economic stability	Housing stress and homelessness Physical and mental health Education access and attainment	Energy use and consumption Urban heat Climate resilience and adaptation

At Shelter NSW, we believe that all people deserve to live in housing that delivers these priorities and objectives. We assert for example, that someone renting has as much right to secure, affordable, and sustainable housing as someone who owns their own property. We believe the housing system should be ‘tenure blind’ and delivering outcomes for all.

About our submission

Shelter NSW thanks Orange City Council for the opportunity to comment on the draft Local Housing Strategy (‘LHS’). The Australian housing market has moved a long way from what many would say is its inherent and essential purpose – to provide secure, functional, and affordable shelter to all people at various stages of their lives. Housing is now considered a financial product or a wealth-generating vehicle. The private housing market in this country is

consistently and persistently failing to provide secure, well-located, and affordable shelter especially for the lowest 40 percent of income earners.

Shelter NSW has strengthened its interest in and advocacy for regional housing solutions in NSW. In May 2021, we formally engaged the Regional Australia Institute ('RAI') to undertake a review of every local government area in regional NSW. Last week, copies of the final report were posted to Mr Phil Donato MP, Mr David Waddell, and Cr Jason Hamling. The Orange LGA is one of 16 top LGAs of concern when it comes to housing pressures in regional NSW. **We have outlined the implications of this needs-assessment of Orange in our submission.**

We attended an in-person community LHS workshop event on Wednesday, 10 February 2022. **Our submission reiterates some of the points raised in the workshop around the need for a coherent mixed use, infill housing strategy.**

Given our firmly held position that the private market fails to provide enough quality, well-located, affordable housing, we call on all levels of government to make urgent and widespread investments in social and affordable housing solutions. Garry Fielding's Regional Housing Taskforce recommendations report to Minister Anthony Roberts calls for the NSW Government to "consider social and affordable housing as essential social and economic infrastructure"¹. Critically, **targets for affordable rental housing can be implemented by local planning authorities via Affordable Housing Contributions Schemes** or Planning Agreement Policies.

There are other local government levers, such as **dedicating public land to a community lands trust** for in-perpetuity affordable housing and **opting into regulatory day-caps for short-term rental accommodation ('STRA')**. These local solutions are addressed in our submission and a summary of our recommendations are included on page 12 and 13.

Sincerely Yours,

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¹ Fielding, G. (October 2021, p. 5). *Regional Housing Taskforce: Recommendations Report*. Retrieved from <https://www.planningportal.nsw.gov.au/regional-housing>

Context: Orange as an LGA of high housing need

At the population level, regional and rural communities are often home to an ageing demographic which increasingly wants to age-in-place (this is considered best practice and reflected in the Aged Care Royal Commission’s recommendation to increase in-home aged care by 80,000 new packages into 2022)². Downsizers, ex-farmers, and older people in general will need housing which is easy to maintain, affordable, and well-located with respect to key health and social services. Orange is no different in this respect; it is anticipated that population growth will be highest in the 75+ year age group in the coming years³.

Single-parent families and households in mortgage or rental stress are overrepresented in the Orange LGA, compared to the rest of the State⁴. Meanwhile, the proportion of dwellings as social housing stock is 4.9% which is relatively high compared to other regional LGAs; however, there are approximately 258 people on the general social housing waitlist waiting in excess of 2 years for studio/1-to-2 bedroom dwellings and waiting in excess of 5 years for 3+ bedroom dwellings⁵ in Orange.

Table 3.1: Rent changes Q1-Q4 2020 (agreed rents), NSW localities with extreme values

Local Government Area	March 2020 quarter			December 2020 quarter			% change
	Quartile 1 (\$)	Median (\$)	New bonds	Quartile 1 (\$)	Median (\$)	New bonds	
Orange	285	350	463	320	400	421	14
Newcastle	300	410	2,598	350	450	2055	10
Shellharbour	400	460	483	441	500	454	9
Hawkesbury	350	415	415	370	450	337	8
Lake Macquarie	355	416	1,184	375	450	1049	8
Bayside	480	590	2,901	420	500	3,093	-15
North Sydney	520	650	1826	440	550	2,025	-15
City of Sydney	530	649	8,227	440	540	9753	-17
Burwood	495	590	615	400	490	716	-17
Willoughby	545	630	981	446	520	1,214	-17

Source: NSW Rent and Sales reports. Note: Selected LGAs are the ‘top five’ and ‘bottom five’ in terms of median rent percentage change over the period. Areas with less than 100 lettings (new bonds) per month excluded

² Royal Commission into Aged Care Quality and Safety. (February 26, 2021). *Final Report - Recommendation 39*. Retrieved from https://agedcare.royalcommission.gov.au/sites/default/files/2021-03/final-report-volume-1_0.pdf

³ Shelter NSW in partnership with Regional Australia Institute. (November 2021, p. 42). *New South Wales Regional Housing Need Report*. Retrieved from <https://sheltersnsw.org.au/wp-content/uploads/2021/11/NSW-Regional-Housing-Need-Report.pdf>

⁴ Ibid, p. 42.

⁵ Ibid, pp, 13, 14, 42.

The COVID-19 pandemic has thrust regional NSW, and particularly Orange, into a housing crisis. In fact, **the Orange LGA recorded the most extreme jump in rent increases between quarter 1 and 4 of 2020 out of all NSW localities**⁶:

Due to the above factors (and other parameters outlined in our housing-need report), **Orange city is ranked in joint-eighth position as an LGA of highest housing need in regional NSW**. Shelter NSW is of the view that the most effective way of improving Orange's positioning is through the rollout of:

- an extensive social housing acquirement/construction program (in collaboration with State government and community housing providers),
- an Affordable Housing Contributions Scheme or fit-for-purpose and transparent Affordable Housing Planning Agreement Policy,
- a collated mixed use, residential infill strategy targeting specific sites in the established Orange township and satellite villages,
- public land dedicated to a community lands trust, and
- tighter regulations on short-term rental accommodation.

Relationship with draft Central West and Orana Regional Plan 2041 ('CWORP')

The NSW Department of Planning's *Central West and Orana Regional Plan 2041* is on exhibition concurrently with Council's LHS (as well as the Region's *Transport Plan* by Transport for NSW). Strategy 6.2 of the draft CWORP includes:

*Use local strategic planning and local plans to strengthen commercial cores by... incentivising medium density residential and mixed-use development in appropriate locations in and around centres...*⁷

Additionally, Strategy 7.3 of the draft CWORP outlines the need to:

*Use strategic planning and local plans to facilitate a diversity of housing in urban areas by... exploring public space improvements to encourage higher densities near town centres...*⁸

Strategy 8.1 and Collaboration Activity 8 of the draft CWORP continue in this vein with weight given to:

*Facilitating pilot projects that test... the use of publicly-owned land to test new housing typologies in partnership with industry and community housing providers.*⁹

⁶ Pawson, H., Martin, C., Thompson, S., & Aminpour, F. (2021, p. 45). *COVID-19: Rental housing and homelessness policy impacts*. ACOSS/UNSW Poverty and Inequality Partnership Report No. 12. Retrieved from https://shelternsw.org.au/wp-content/uploads/2021/11/Covid-19_rental-housing-and-homelessness-impacts-in-Australia-24-Nov.pdf

⁷ NSW Government. (November 2021, p. 43). *Draft Central West and Orana Regional Plan 2041*. Retrieved from <https://dpe.mysocialpinpoint.com.au/central-west/orana-2041>

⁸ Ibid, p. 47

⁹ Ibid, p. 50

Shelter NSW will be putting a submission in on the CWORP, with one key ask being the inclusion of an explicit action for Department of Planning to collaborate with councils and the Department of Communities and Justice to renew and augment social housing stock in the Central West.

Recommendation

Given the above, it would be prudent to:

- Update the LHS with greater emphasis placed on strategic alignments with the CWORP (Strategy 6.2, 7.3, 8.1, and Collaboration Activity 8).

Affordable Housing

The term 'affordable housing' is defined in the NSW planning system as:

Housing for very low income households, low income households or moderate income households, being such households as are prescribed by the regulations or as are provided for in an environmental planning instrument.¹⁰

Affordable housing is not necessarily public or community housing ('public' and 'community' housing both come under the umbrella of 'social' housing¹¹). **Affordable housing can be funded (and delivered) by local Councils**, particularly where private development must contribute funds/land/dwellings for the purposes of affordable housing.

Affordable housing is nearly always affordable rental housing. A greater variety of households may be eligible for affordable rental housing than social housing. Indeed, **income brackets for affordable rental housing eligibility tends to include key workers such as teachers, nurses, aged care workers, trade apprentices**, and other industry workers who are essential to local communities. Providing more housing opportunities for these working cohorts is therefore imperative to advancing any town or city's economic growth goals, Orange included.

Affordable Housing Contributions scheme ('AHCS')

In early 2019, the NSW Government removed a hurdle in the legislation (*State Environmental Planning Policy 'SEPP' No. 70*) to allow all LGAs in NSW to craft an Affordable Housing Contributions Scheme for their area. *SEPP 70* has now been consolidated into the *Housing SEPP 2021*, but the *SEPP 70* mechanism remains the same; that is, for Councils to be able to require in-kind or monetary contributions from property developers on a proportional basis for the purposes of delivering affordable rental housing (not social housing).

¹⁰ NSW Government. (current version December 1, 2021). *Environmental Planning and Assessment Act 1979 No 203*, s1.4 Definitions. Retrieved from <https://legislation.nsw.gov.au/view/whole/html/inforce/current/act-1979-203>

¹¹ NSW Government. (current version November 26, 2021). *State Environmental Planning Policy (Housing) 2021*, Dictionary="social housing provider". Retrieved from <https://legislation.nsw.gov.au/view/whole/html/inforce/current/epi-2021-0714>

As the LHS rightly acknowledges, creation and implementation of an AHCS needs to occur before planning uplift is applied to a site (through rezoning or changes to land use controls). This ensures contributions are drawn from the increase in land value generated by the changes to planning rules.

The NSW Department of Planning's guidance¹² is that an intention to develop an AHCS should be flagged in, or at least informed by, the evidence base that goes into each Council's LHS. Additionally, the NSW Government has made available a viability tool for Councils to use when assessing the feasibility of introducing an AHCS; however, the Regional NSW Housing Taskforce initial findings report¹³ does acknowledge that using the tool can be cumbersome and that more training for regional planners is required to ensure the viability tool can be practically used.

Affordable Housing Voluntary Planning Agreement Policy

Voluntary Planning Agreements ('VPAs') are sometimes used in lieu of formal Affordable Housing Contributions Schemes or Infrastructure Contributions Plans.

It is unclear whether Council is already relying upon VPAs with developers to negotiate affordable rental housing outcomes as part of the DA process. The Department of Planning has a ministerial direction and practice note setting out the need for an underlying local VPA policy to be in place before negotiating any planning agreements¹⁴.

Further, **the LHS is not clear on its intention to develop an AHCS versus an Affordable Housing Voluntary Planning Agreement Policy**, noting the wording of Section 9.1 Delivery Plan, subsection 4 "Support the supply of affordable housing" in the LHS:

Prepare and endorse affordable housing policy for development contributions via voluntary planning agreements by applying SEPP 70 to greenfield areas prior to any new rezonings.

Recommendations

Shelter NSW recommends Council:

- Seek assistance from Department of Planning to utilise the AHCS viability tool or – if the viability tool has been used to help inform the LHS – release the workings/findings of inputs and outputs of the viability tool

¹² NSW Government. (February 2019, p. 13). *Guideline for developing an Affordable Housing Contribution Scheme*. Retrieved from <https://www.planning.nsw.gov.au/-/media/Files/DPE/Guidelines/guideline-sepp70-developing-affordable-housing-contribution-scheme-2019-02-28.pdf>

¹³ Fielding, G. (September 2021, pp. 35 & 36). *Regional Housing Taskforce: Initial Findings Report*. Retrieved from <https://www.planningportal.nsw.gov.au/regional-housing>

¹⁴ NSW Government. (February 28, 2019). *Ministerial Direction: Environmental Planning and Assessment (Planning Agreements) Direction 2018*. Retrieved from <https://www.planning.nsw.gov.au/-/media/Files/DPE/Directions/ministerial-direction-s7-9-environmental-planning-and-assessment-planning-agreements-2019-06-11.pdf?la=en> ; NSW Government. (February 2021). *Planning Agreements: Practice note*. Retrieved from <https://www.planning.nsw.gov.au/-/media/Files/DPE/Practice-notes/practice-note-planning-agreements-2021-02.pdf?la=en>

- Clarify whether (and why/why not) development of an AHCS is being pursued in light of the evidence-base that informed the LHS and content of submissions received on the LHS
- In the absence of pursuing an AHCS, make clear whether an Affordable Housing Voluntary Planning Agreement Policy is in place
- In the absence of pursuing an AHCS, commit to creating an Affordable Housing Voluntary Planning Agreement Policy and enable public scrutiny of the draft Policy before implementation.

Mixed use, infill residential development

Delivery of social and affordable rental housing needs to occur in a holistic way with infill development opportunities and not purely greenfield rezoning. The Australian Housing and Urban Research Institute's ('AHURI') report on older people (55+ age) in public housing¹⁵ demonstrates that this cohort are tenants in mostly detached (37% of NSW public housing tenancies) or semi-detached (29%) dwelling houses.

Greenfield estate development has long been on the Americanised trajectory of sprawling, detached, single-storey 'McMansions' with limited footpath infrastructure, heavy car reliance, and no minimum estate-wide targets for universally accessible design. Poorly designed suburban sprawl estates are incompatible with an ageing population, provision of cost-effective infrastructure, and climate change more generally. The lack of diversified housing in regional centres is at odds with ABS data indicating the number of people per household in regional locations is more conducive to 1-to-2 bedroom dwellings¹⁶.

The AHURI regional research¹⁷ supports this observation, noting many growing regional towns are experiencing land use pressure and sprawl. There needs to be a new focus on residential infill development and increased densities in selected locations rather than the observed tendency to instead use greenfield sites for new residential subdivisions. Diversity of housing and tenure choice would support a strong attraction and retention strategy for young workers.

Indeed, the draft Orange LHS concedes that community survey responses were in favour of more infill residential development with 63% of respondents expressing the view that infill development should be considered with the building of new housing within existing residential areas and **54% of respondents stating Orange should continue to grow**

¹⁵ Australian Housing and Urban Research Institute ('AHURI'). (November 2021, p. 31). *Final Report No 369: Ageing well in public housing*. Retrieved from https://www.ahuri.edu.au/sites/default/files/documents/2021-11/AHURI-Final-Report-369-Ageing-well-in-public-housing_0.pdf

¹⁶ Australian Bureau of Statistics. (2011-2016). Census of Population and Housing (Enumerated). Compiled and presented in profile.id, retrieved from <https://profile.id.com.au/australia/population?WebID=180>

¹⁷ AHURI. (August 2021, p. 69). *Final Report No. 362 Population growth, regional connectivity, and city planning—international lessons for Australian practice*. Retrieved from <https://www.ahuri.edu.au/sites/default/files/documents/2021-09/AHURI-Final-Report-362-Population-growth-regional-connectivity-and-city-planning.pdf>

through the building of multi-storey apartments in inner city areas¹⁸. References are made to the *Orange Future City – Planning and Design Framework* for infill areas already acknowledged for their development potential, but no mapping of these locations is included as an Appendix in the LHS and the *Orange Future City – Planning and Design Framework* is not available in-full on Council's website.

The lack of a targeted, collated, mapped mixed use residential infill strategy in the LHS is therefore at odds with empirical research and local sentiment on how regional towns need to grow into the future.

Recommendations

We recommend:

- The LHS be strengthened with a targeted, collated, mapped mixed use residential infill strategy (similar to the mapping and constraints process applied to EOI greenfield locations in the LHS) capturing the Orange township and satellite townships
- Numeric targets for affordable rental housing properties (with reference to dwelling types/sizes) be included in a targeted, collated, mapped mixed use residential infill strategy in synchronicity with an Affordable Housing Contributions Scheme or Affordable Housing Planning Agreement Policy.

Community land trusts

Shelter NSW is impressed by the commitment in the LHS to:

Consider different occupancy and ownership models including community title models for cooperative housing developments.

Council is uniquely placed to advance alternative housing and land solutions in Orange. Council owned or acquired land can be dedicated to a community land trust (or held under a peppercorn lease arrangement) for development of affordable housing in the LGA.

Effectively a community land trust attempts to separate land and housing for greater affordability (and price predictability) in accessing housing. Land is held (or operated) by the Trust, set up as a not-for-profit organisation, and rights to housing can be bought upon that land with long-lease models for access to land¹⁹.

There are several community land trust models and caveats, i.e. usually there are restrictions about resale values of dwellings on the land and putting equity back into the Trust to keep housing affordable. **Bellingen alongside Kempsey and Port Macquarie-Hastings Councils have established a community land trust** to operate as a not-for-

¹⁸ Orange City Council. (October 2021, p. 11). *Draft Local Housing Strategy*. Retrieved from <https://yoursay.orange.nsw.gov.au/orange-s-housing-future/widgets/354105/documents>

¹⁹ Crabtree, L. (n.d.). Community Land Trusts. Western Sydney University. Retrieved from https://www.westernsydney.edu.au/ics/research/impact/community_land_trusts

profit organisation, providing housing potentially through co-ownership or a 99-year lease model²⁰.

Community land trusts can provide perpetually affordable, secure housing and imitates the qualities of home ownership but with a wider range of community benefits in terms of neighbourhood planning and custodianship of shared spaces.

Recommendations

Shelter NSW recommends:

- The LHS scopes existing or feasible-to-acquire Council owned land for community land trust models
- Council to reach out to the Mid North Coast Joint Organisation for more information about how to create a community land trust in Orange.

Short term rental accommodation ('STRA')

Short-term letting platforms such as Airbnb are marketed toward tourists who can afford (or are willing) to pay a higher price for short term accommodation than residents who are seeking temporary housing. This is evident in the NSW Department of Planning's 2017 Option Paper on regulating short term holiday letting, which went on to form the basis of the STRA provisions in the Affordable Rental Housing SEPP and now the consolidated *Housing SEPP 2021*.

Increasingly in Australia, the type of STRA available on Airbnb is whole-house conversions of investment properties²¹ – presumably from the long-term rental market or owner-occupied premises following a sale to a property investor. Domestic tourism during COVID-19 has significantly increased in many regional towns and locations. The lure of higher-profits per week in converting a dwelling to short-term rental accommodation through easy-to-use platforms such as Airbnb has diverted a lot of long-term rentals from the private rental market. This has demonstrably been the case in the regions of Shoalhaven, North Coast, Snowy River, Central West & Orana, to name a few:

Region/Town	Number of whole-house STRAs listed on Airbnb – Q1 2019 ²²	Number of whole-house STRAs listed on Airbnb – March 2021 ²³	Change in rental vacancy rates between March 2019-2021 ²⁴
Shoalhaven	<4000	4720	-1.8 (2.6 to 0.8 for South Coast)
Byron Bay	<2000	2782	-0.8 (1.1 to 0.3 for Northern Rivers)

²⁰ Housing Matters Action Group. (n. d.). *Current Projects*. Retrieved from <https://www.housingmatters.org.au/current-projects/>

²¹ Sigler, T & Panczak, R. (February 13, 2020). *Ever wondered how many Airbnbs Australia has and where they all are? We have the answers*. Retrieved from <https://theconversation.com/ever-wondered-how-many-airbnbs-australia-has-and-where-they-all-are-we-have-the-answers-129003>

²² AirDNA. (n.d.). *Vacation Rental Data*. Retrieved from <https://www.airdna.co/>

²³ Australia listings. (March 9, 2021). *Inside Airbnb*. Retrieved from <http://insideairbnb.com/get-the-data.html>

²⁴ REINSW. (April, 2021). *Residential vacancy rate*. Retrieved from https://www.reinsw.com.au/Web/Members/Property_data/Vacancy_Rates_Survey.aspx

Orange	<200	315	-1.4 (2.0 to 0.6 for Central West)
Snowy River	<500	891	-2.3 (2.9 to 0.6 for South East)

In boom-and-bust resource economies, short-term rental platforms such as Airbnb and Stayz impact the local rental market of regional and rural towns as mining operatives and key industry employers rely on short-term rentals to meet their accommodation needs. We believe greater scrutiny of DA proposals by local and state planners on the social impacts of resource industry proposals for accommodating DIDO/FIFO workforces is therefore required.

The STRA issue is acknowledged in the LHS:

The increasing popularity of short-term rental accommodation such as Airbnb and Stayz has reduced the number of rental properties available in the Orange LGA. There are currently 300 listings (May 2021) on Airbnb in Orange offering a range of accommodation including entire dwellings and units to house from 1 to 16 people.²⁵

As at November 2021, the total number of STRA on Airbnb for the Orange LGA was 304 dwellings, of which 282 were listed as “entire home” rentals with an average occupancy rate of 128 days in the last 12 month period²⁶.

With more than 90% of STRA being whole-home listings and most listings being occupied by visitors for more than three months of the year, it is evident that most whole-home STRAs in Orange operate in a commercial quasi-hotel fashion rather than as a home-sharing, one-off, incidental income generator.

STRA day-caps

If Orange City Council were to opt-into the *Housing SEPP 2021* rules for limiting exempt use of STRA to no more than 180 days per year, approximately 80 STRA dwellings (as listed on Airbnb) would be regulated. Shelter NSW is of the understanding that this opt-in process involves a relatively straightforward amendment by the NSW Department of Planning to list Orange City Council in the *Housing SEPP 2021*. If Orange City Council were to put the case to the NSW Department of Planning to opt-into a lower cap of no more than 90 days per year as exempt STRA use, approximately 160 STRA dwellings (as listed on Airbnb) would be regulated. These 80-160 regulated properties may feasibly be returned to the long-term residential private rental market (or be used as owner-occupied dwellings).

Returning 80-160 properties to the housing market from the short-term accommodation market in Orange is not an insignificant gesture. Presently, there are approximately 70 dwellings available for rent on the private long-term rental market

²⁵ Orange City Council. (October 2021, p. 29). *Draft Local Housing Strategy*. Retrieved from <https://yoursay.orange.nsw.gov.au/orange-s-housing-future/widgets/354105/documents>

²⁶ Cox, Murray. (November, 2021). *Data for Shelter NSW*. Inside Airbnb. Homepage retrieved from: <http://insideairbnb.com/index.html>

(with less than 20 properties listed below the mid-2021 Orange median price of \$400/week)²⁷ and the rental vacancy rate is 0.5 percent²⁸.

STRA density caps

Research internationally²⁹ has shown that annual day-caps for STRA use are less efficient in returning dwellings to the long-term rental market than policies limiting the total number of STRAs per suburb.

We suggest that the total number of non owner-occupied hosted STRAs should be capped per LGA in accordance with local studies into the maximum allowable number of STRAs that can occur without adverse impact on the long-term rental market in each location. This approach is being investigated in Tasmania³⁰, as state government and local councils try to address the housing crisis in Hobart and other high amenity locations as a result of Airbnb and other holiday accommodation platforms.

Total STRA volume caps for LGAs should be guided by density caps (e.g. no more than x number of non-hosted STRAs per y square metres/suburb) to ensure hollowing out of high amenity neighbourhoods for STRA use does not occur. Local research and evidence for density caps will be required.

The socio-spatial disadvantages of STRA use are well documented globally³¹, in that local residents are generally pushed further afield from their areas of employment and community facilities, with significant burdens on planning for transport, open space, schools, and other physical and social infrastructure. **Density caps that are tipped more favourably to STRA uses in certain neighbourhoods will allow better infrastructure planning**, more creative precinct planning, and more holistic leisure experiences in line with tourism goals of cities and regions.

Recommendations

Shelter NSW recommends Council:

- Request the NSW Department of Planning to opt the Orange LGA into the *Housing SEPP 2021* for regulating STRA, specifically seeking:
 - exempt use of STRA to be no more than 180 days per year, or
 - exempt use of STRA to be no more than 90 days per year

²⁷ Domain app. (February 18, 2022); Owen, E. (July 21, 2022). *Which regions have seen the highest rent value increases over the year?* CoreLogic. Retrieved from <https://www.corelogic.com.au/news/which-regions-have-seen-highest-rent-value-increases-over-year>

²⁸ REINSW. (January, 2022). *Residential vacancy rate*. Retrieved from <https://www.reinsw.com.au/common/Uploaded%20files/2022/REINSW-Vacancy-Rate-Result-January-2022.pdf>

²⁹ Frenken, K & Schor, J. (2019). Putting the sharing economy into perspective. In *A research agenda for sustainable consumption governance*. Edward Elgar Publishing ; Temperton, J. (February 13, 2020). *Airbnb has devoured London – and here's the data that proves it*. Retrieved from <https://www.wired.co.uk/article/airbnb-london-short-term-rentals>

³⁰ Tasmania Government. (n.d.). *Tasmanian Planning Reform: Short stay accommodation*. Retrieved from <https://planningreform.tas.gov.au/short-stay-accommodation-act-2019>

³¹ Shabrina, Z, Arcaute, E & Batty, M. (2021). Airbnb and its potential impact on the London housing market. *Urban Studies*. Retrieved from <https://doi.org/10.1177/0042098020970865> ; Cocola-Gant, A & Gago, A. (2019). Airbnb, buy-to-let investment and tourism-driven displacement: A case study in Lisbon. *Environment and Planning A: Economy and Space*. Retrieved from <https://doi.org/10.1177/0308518X19869012>

- Research and monitor the local impacts of STRA use on matters such as socio-spatial disadvantage, rental affordability, workforce attraction/retention, and tourism
- Advocate to State government on legislating alternative methods for regulating STRA (i.e. flexible application of day and/or density caps), after conducting local research and monitoring.

Summary of recommendations

The recommendations peppered throughout this submission are collated below. Shelter NSW recommends Council:

- Update the LHS with greater emphasis placed on strategic alignments with CWORP 2041 (Strategy 6.2, 7.3, 8.1, and Collaboration Activity 8)
- Seek assistance from Department of Planning to utilise the AHCS viability tool or – if the viability tool has been used to help inform the LHS – release the workings/findings of inputs and outputs of the viability tool
- Clarify whether (and why/why not) development of an AHCS is being pursued in light of the evidence-base that informed the LHS and content of submissions received on the LHS
- In the absence of pursuing an AHCS, make clear whether an Affordable Housing Voluntary Planning Agreement Policy is in place
- In the absence of pursuing an AHCS, commit to creating an Affordable Housing Voluntary Planning Agreement Policy and enable public scrutiny of the draft Policy before implementation
- Strengthen the LHS with a targeted, collated, mapped mixed use residential infill strategy (similar to the mapping and constraints process applied to EOI greenfield locations in the LHS) capturing the Orange township and satellite townships
- Include numeric targets for affordable rental housing properties (with reference to dwelling types/sizes) in a targeted, collated, mapped mixed use residential infill strategy in synchronicity with an Affordable Housing Contributions Scheme or Affordable Housing Planning Agreement Policy
- Scope existing or feasible-to-acquire Council owned land for community land trust models
- Reach out to the Mid North Coast Joint Organisation for more information about how to create a community land trust in Orange.
- Request the NSW Department of Planning to opt the Orange LGA into the *Housing SEPP 2021* for regulating STRA, specifically seeking:
 - exempt use of STRA to be no more than 180 days per year, or

- exempt use of STRA to be no more than 90 days per year
- Research and monitor the local impacts of STRA use on matters such as socio-spatial disadvantage, rental affordability, workforce attraction/retention, and tourism
- Advocate to State government on legislating alternative methods for regulating STRA (i.e. flexible application of day and/or density caps), after conducting local research and monitoring.