

ITEM 1 PLANNING PROPOSAL SUBMISSION - BELLAMBI POINT REZONING

The NSW Department of Planning, Housing and Infrastructure has exhibited a State-assessed Planning Proposal for part of Bellambi Point, lodged by Homes NSW. The Planning Proposal seeks to amend the Wollongong Local Environmental Plan 2009 and would enable the land to be redeveloped for 2,000–2,500 dwellings of two to six stories, over a 20-year timeframe. The Department is undertaking the assessment of this Planning Proposal. Accordingly, this report provides an overview of the Proposal to inform a submission.

A draft submission has been prepared for Council’s consideration.

RECOMMENDATION

The draft submission on the Bellambi Point State-assessed Planning Proposal (Attachment 4) be finalised by the General Manager and submitted to the NSW Department of Planning, Housing and Infrastructure.

REPORT AUTHORISATIONS

Report of: Luke Musgrave, Manager City Strategy
 Authorised by: Linda Davis, Director Planning + Environment - Future City + Neighbourhoods

ATTACHMENTS

- 1 Location
- 2 Structure Plan
- 3 Existing and Proposed LEP Maps
- 4 Draft Submission

ACRONYMS USED IN REPORT

Abbreviation	Meaning
DPHI	Department of Planning, Housing and Infrastructure
FSR	Floor Space Ratio
LEP	Local Environmental Plan
LGA	Local Government Area
SEIFA	Socio-Economic Indexes for Areas
TOD	Transport Oriented Development

BACKGROUND

In the 1970’s Bellambi Point was subdivided into residential sized lots by the (then) NSW Housing Commission for social housing. The estate has a mix of 2–3–4-bedroom dwelling houses and multi-dwelling housing (villas and town houses). Over time some of the social housing sites were sold to private owners and some sites have been redeveloped.

The Planning Proposal only applies to the northern part of Bellambi Estate, north of Rothery Street and Bott Drive (Attachment 1 – blue dashed line Bellambi Rezoning Area). The land south of Rothery Street is not part of the Planning Proposal and no change to the planning controls are proposed.

The Planning Proposal area has an area of 26 hectares and currently contains 171 lots, of which 138 are owned by Homes NSW, seven owned by the Aboriginal Housing Office, two owned by Council (part of Chounding Park and Bellambi Pre-school at 2 Riordan Place) and 24 are privately owned. There are 465 homes located on the 138 properties owned by Homes NSW, four of which are managed by the Illawarra Housing Trust.

Rothery Street provides the main access to the Estate, having a northern and southern intersection with Cawley Street. Rothery Street and Robert Cram Drive provide access to Bellambi Boat Ramp, a regional

facility owned by Transport for NSW. There is no formal road reserve between the Estate (Robert Cram Drive) and the boat ramp, with the road occupying Homes NSW land and a Crown reserve.

Also to the east of the Estate is the Bellambi Oval (accessed from Bott Drive) and the Bellambi Wastewater Treatment Plant and a Sewer Pumping Station (both accessed from Armour Street). The land surrounding the treatment plant is a declared Aboriginal Place and is in the process of being transferred to the Illawarra Local Aboriginal Land Council.

To the north of the Estate is a Crown Foreshore Reserve (R88075 gazetted 1971, 30.4m wide) which contains Bellambi Surf Club, Bellambi Pool, Bellambi Creek and the coastal cycle track. To the south-east of the Estate is Bellambi Lagoon.

To the west of the Estate is Holy Cross College and an IGA Express (corner of Cawley and Wardell Streets). Further west is Bellambi Station (0.7–1.1km), Corrimal Station (1.6km) and Corrimal Town Centre (2.4km)

Council owns Elizabeth Park (zoned RE1 Public Recreation, not subject to the Planning Proposal) and part of Chounding Park (zoned R2 Low Density Residential), and Bellambi Pre-school (2 Riordan Place – zoned R2 Low Density Residential). Elizabeth Park contains the Bellambi Neighbourhood Centre.

There is some misalignment between ownership, zone boundaries and land use, with:

- A few Homes NSW dwellings being partially located in the Crown Reserve zoned RE1 Public Recreation
- Part of a Homes NSW dwelling being located in Council's Rothery Street road reserve
- A large portion of the Bellambi Pool car park and playground and foreshore area located on Homes NSW land zoned RE1 Public Recreation (the recreation uses being permissible).

In June 2024 the Minister for Homes announced that Bellambi Estate had been identified for renewal.

On 7 August 2025 the NSW Department of Planning, Housing and Infrastructure – State Significant Rezoning Evaluation Panel, recommended that the rezoning progress as a State-assessed Rezoning Proposal.

During 2025 Homes NSW undertook community engagement activities, which Council officers attended. The engagement is summarised in the Bellambi People and Place Engagement Outcomes Report (July 2025) which forms part of the exhibition material.

In November 2025, Homes NSW lodged a Planning Proposal request, which was accompanied by a suite of technical supporting documents, with the NSW Department of Planning, Housing and Infrastructure.

On 13 February 2026 the NSW Department of Planning, Housing and Infrastructure released the Planning Proposal for exhibition, with the exhibition concluding on 13 March 2026. The Department granted Council an extension to enable the draft submission to be considered at the Council meeting.

PURPOSE

Homes NSW initially carried out investigations on the whole of Bellambi Estate (Attachment 1 – red line Renewal Investigation Area). The Planning Proposal only applies to the northern part of Bellambi Estate, north of Rothery Street and Bott Drive (Attachment 1 – blue dashed line Bellambi Rezoning Area). The land south of Rothery Street is not part of the Planning Proposal and no change to the planning controls are proposed.

The Planning Proposal seeks to facilitate the renewal of the northern part of the Estate, to provide an increase in housing supply and the renewal of existing social housing. The Planning Proposal is proposed to facilitate approximately 2,000–2,500 dwellings with a mix of social, affordable and private homes (an approximate increase of 1,500–2,000 additional dwellings).

The draft Structure Plan (Attachment 2) provides an indication of how proposed land uses, heights and modified road network is intended to be delivered across the precinct.

The Planning Proposal proposes to amend the Wollongong LEP 2009, through a State Environmental Planning Policy (SEPP).

Homes NSW propose a minimum of 30% social housing, which numerically will represent an increase in the number of social housing dwellings (474 to 600–750), but a decrease in the percentage due to the increased number of proposed private housing (93% to 30%).

ASSESSMENT

Housing

Council's Housing Strategy (2023) identifies the need to increase housing supply and the provision of social and affordable housing across the LGA. As part of the Housing Accord, the State has identified a housing target for the LGA of 9,200 dwelling completions between July 2024 and June 2029 (1,840 per year).

Homes NSW has indicated that there is a social housing waiting list for 2,300 households within the Wollongong LGA.

Council's Housing Strategy (2023) includes an action to work with Homes NSW to increase the provision of social housing in the LGA, seeking to maintain seven percent of the dwelling stock as social housing.

If approved, the Bellambi development will contribute to an increase in local housing supply and social housing which will extend beyond the 5-year Housing Accord period.

The proposal for Bellambi includes a commitment to a minimum of 30% social housing which would translate to 150 social housing dwellings in addition to the replacement of the existing number of 465 social dwellings. Council would support an increase to the proportion of social housing as well as the provision of affordable housing in the mix of housing tenures across the precinct.

Existing community profile

The Bellambi Estate is part of the suburb of Bellambi which has a population of 4,102 persons, contains 1,821 dwellings and has a population density of 1,797 persons per km² (id community profile).

Prior to the lodgement of the Planning Proposal request, the population of Bellambi suburb was forecast to reduce slightly to 4,012 persons by 2046 (id forecast), due to a decreasing occupancy rate, even though the number of dwellings is forecast to increase slightly. The Planning Proposal will result in a change to this forecast.

The Community Needs Assessment submitted as part of the Planning Proposal request indicates that the population of the Estate rezoning area could be between 4,800–6,000 persons over 20 years. At this stage, the characteristics of the incoming population is unclear. While there is currently a higher demand for smaller dwellings for social housing tenants (1-2 persons per household), there is also demand for family dwellings. The market housing is likely to also serve a range of household types and price points and will make up 70% of the new housing.

An indication of the future population characteristics is important in the consideration of housing needs, transport demand, community needs and recreation needs, which are discussed later in later sections of this report. Council's existing facilities are at, or nearing, capacity servicing the existing community needs, and are not designed to cater for the quantum of additional population.

The integration of the existing and future communities will be important for Homes NSW, other State agencies and Council to manage into the future.

Natural environment, constraints and hazards

The area proposed to be rezoned remains suitable for residential development:

- The area has gentle slopes with elevation ranging from sea level to 18m.
- The precinct is flood free, although Bellambi Creek (to the north) and Bellambi Lagoon (to the south) do have flood constraints. A stormwater network has been developed as part of the existing development. A Water Management Plan forms part of the exhibition material.
- The majority of the area is not mapped as bush fire prone. A small part around Bott Drive is mapped as buffer area due to proximity to Bellambi Lagoon bushland.
- A small part of the precinct, near Bott Drive, is mapped as class 3 and 4 Acid Sulfate Soils. The rest of the precinct is mapped as class 5 – Buffer Area (within 500m of other classes).

- The foreshore of the precinct is identified as having coastal hazards, including sea level rise, coastal inundation, and coastal erosion. The foreshore along the road to Bellambi Boat Ramp is being impacted by coastal erosion. The existing and proposed residential areas are above the mapped constrained areas. Council is preparing a Coastal Management Program, the Stage 2 report on Coastal Hazard Risk Assessment is being separately considered by Council on 23 March 2026.

Infrastructure

The precinct is currently serviced with water, sewerage, electricity and telecommunications. The submitted Utilities Infrastructure Servicing Strategy report identifies that a new 11kV electricity line will need to be provided from the Russell Vale substation to support development beyond 1,100 dwellings. This will be the responsibility of Homes NSW in consultation with Endeavour Energy.

The report indicates that Sydney Water has advised that there is sufficient water and sewerage capacity to service the proposed development. The internal water mains may need to be upsized to 150mm diameter, as part of the development.

There is no existing gas network within the Estate, and the installation of a gas network is not proposed.

Transport

The precinct is bounded by Rothery Road, which is a local road managed by Council. Rothery Street and Robert Cram Drive provide access to the Bellambi Boat Ramp (a regional boating facility managed by Transport for NSW).

The precinct is located 0.7–1.1km from Bellambi Station and 1.6km from Corrimal Station. The frequency of the train service offered by these stations would need to increase for them to provide an attractive transport alternative for new residents of Bellambi.

The precinct is currently serviced by three local bus routes to Wollongong which travel either by Balgownie or Towradgi and take around 30–35 minutes and operate 6am–10pm weekdays.

If the development progresses, the frequency of bus services would need to increase to support the increased population. There is also no bus linking the Estate with either Bellambi or Corrimal Stations.

The draft structure plan shows a modified road network (removing some culs-de-sac), with Rothery Road remaining the main collector road. A one-way edge road is proposed on the northern boundary of the residential area and foreshore land.

The Transport Management & Accessibility Plan suggests that active transport needs to be encouraged to reduce car trips and the following measures are proposed:

- Improved east-west links with the revised road structure
- A north-south green spine
- New shared paths
- Mid-block crossing points (Council-led responsibility)
- Improved amenity and safety on the path to Bellambi Station (Council-led responsibility)
- Bicycle facilities (parking and end-of-trip facilities)

Community & Recreation facilities

The precinct has a number of existing community and recreation facilities catering for the existing population. These facilities are already at capacity and need to be supplemented to support the proposed increased population.

The forecast proposed incoming population is likely to increase demand for all community and recreation facilities.

The exhibited Community Needs Assessment report indicates a future need for enhancements to community facilities both within and external to the precinct, recreation facilities as well as services used by residents such as medical and childcare facilities.

Council and Homes NSW are in discussion about potential investment in infrastructure that would represent the highest priority to support the future and existing population of Bellambi. It is Council's expectation that Homes NSW will make a commitment to provide or fund a range of community, open space and recreational infrastructure to support the development.

Specifically in relation to Elizabeth Park, Council has consistently requested consideration be given to an adjustment to the size and dimension of the space to enable greater utilisation for organised sports. Council is disappointed that this has not been accommodated in the planning proposal.

Urban design

The proposed Structure Plan indicates

- A modified road internal pattern
- A new one-way road on the northern edge of the development – between the development and coastal recreation lands
- A new local centre near overlooking Bellambi Pool
- Building heights of four storey near the coast, stepping up to five and six stories in the central area
- An estimated 2,000–2,500 new dwellings in a mix of town houses and residential apartment buildings, and some shop-top housing at the proposed local centre

A staging plan has not been exhibited. For traffic modelling purposes the Transport Management & Accessibility Plan divides the re-development of the precinct into three stages, which suggests that 253 dwellings could be built in the short term (0–5 years), 873 dwellings in 6–10 years and 1,219 dwellings in 11–20 years.

A plan showing the possible distribution of social housing and market housing developments has not been exhibited.

Council's Housing Strategy (2023) proposes medium density housing around key rail stations and town centres, as well as high density housing near Wollongong City Centre. Similarly, the State-initiatives of Transport Oriented Development (TOD) and Low and Mid-rise Housing are focused on rail stations and town centres. Bellambi Point is 1.6km from the Corrimal station TOD precinct and the overlapping Corrimal Town Centre Low and Mid-rise precinct. The proposed planning controls are consistent with TOD and Low and Mid-rise precincts but without the same access to transport and services that justified the residential uplift. Being relatively remote from supermarkets, district community facilities and rail transport, the precinct will need significantly improved public transport to complement its coastal amenity. Without improved public transport, it will continue to be car dependent.

PROPOSAL

Planning Proposal

To implement the proposed redevelopment of the precinct, Homes NSW has prepared a Planning Proposal, and the NSW Department of Planning, Housing and Infrastructure is exhibiting an Explanation of Intended Effect (which will enable the Wollongong LEP 2009 to be amended via a SEPP amendment).

The Planning Proposal and Explanation of Intended Effect propose the following changes:

- Rezoning most of the residential area from R2 Low Density Residential to R3 Medium Density Residential
- Rezoning Chounding Park from R2 Low Density Residential to RE1 Public Recreation
- Identifying Council as the Acquisition Authority for the Homes NSW lot within Chounding Park
- Rezoning land near Bellambi Pool from R2 Low Density Residential to E1 Local Centre to facilitate local shops, services and a plaza
- Increasing the Height of Building limits from 9m to between 13m and 22m
- Increasing the floor space ratio from 0.5:1 to between 0.8:1 and 1.8:1

- Reducing the minimum lot size from 449m² to 200m².

Overall, the proposed rezoning is supported.

The Planning Proposal does not include a provision requiring the provision of 30% social housing. It is acknowledged that this is a commitment from the State Government and Homes NSW. The proposed 30% social housing will represent a numeric increase in social housing dwellings by about 150 dwellings. To address the stated 2,300 social housing waiting list Council would support a higher percentage of social housing being included in the development.

The Planning Proposal includes references to the need for Affordable Housing but does not include a provision requiring the provision of Affordable Housing. Council's Affordable Housing Policy requires a minimum of 10% Affordable Housing as part of Planning Proposals where there is an increase in residential density. Council would be supportive of the Planning Proposal including a minimum 10% Affordable Housing across the precinct. An applicant could also seek the State's 30% floor space ratio and height bonus for the provision of 10-15% Affordable Housing for 15-years.

It is noted that Council is identified as the acquisition authority for Homes NSW owned land located adjacent to Chounding Park for the purpose of forming a larger Park. Whilst Council would accept ownership of this land, it is our expectation that it be dedicated to Council free of cost. Council will continue to discuss this matter with Homes NSW.

The Planning Proposal report makes reference to a Site-specific DCP chapter, however a draft DCP chapter does not form part of the exhibition material.

There are a number of development pathways available to Homes NSW. SEPP (Housing) 2021 enables self-assessment of social housing developments up to 70 dwellings, provides bonus provisions and assessment criteria. The SEPP also includes provisions for aged accommodation. Homes NSW could also lodge development applications with Council.

If Homes NSW sells sites to private developers for market housing, those development applications will be submitted to Council or the State for assessment, depending on the development value.

The State's Pattern Book of low and mid-rise developments is also available to applicants, which would enable a complying development pathway.

Infrastructure funding

Council's City-wide Development Contributions Plan 2025 applies to the precinct which requires a 1% contribution based on the capital value of development. Homes NSW is not required to pay development contributions, as a State agency providing social housing to address a community need.

Affordable Housing development, delivered by a register Community Housing Provider are also exempt from development contributions.

Notwithstanding, Council has commenced discussions with Homes NSW about potential investment into community, open space and recreation outcomes to support the needs of existing and future residents of Bellambi.

Market housing developments will be required to provide a development contribution consistent with the local contribution plan. As 70% of the proposed dwellings are proposed market housing (1,400–1,750 dwellings), an estimated \$7–9 million in contributions may be received over a 20-year period.

CONSULTATION AND COMMUNICATION

The Planning Proposal was exhibited by the NSW Department of Planning, Housing and Infrastructure. Council officers sent letters to the private landowners within the rezoning area to ensure they were aware of the exhibition.

Council received copies of some submissions from residents. Submitters were acknowledged and advised to ensure their comments were sent direct to the Department. Community members were concerned about the proposed change to the area, the increase in building height and density and the impact on infrastructure and local services and facilities.

PLANNING AND POLICY IMPACT

This report contributes to the delivery of Our Wollongong Our Future 2035 Goal 2 – ‘We have well planned, connected, and liveable places’. It specifically delivers on the following:

Community Strategic Plan 2035	Delivery Program 2025-2029
Strategy	Service
2.1 Urban areas are planned and well maintained to provide a healthy and safe environment for our community to live, work and play.	Land Use Planning
2.4 Housing provides choice, affordability, and liveability for our diverse community.	

The Planning Proposal is generally consistent with:

- Council Local Strategic Planning Statement (2025)
- Council’s Wollongong Housing Strategy (2023)
- Housing 2041 (Housing NSW, 2021)
- Illawarra Shoalhaven Regional Plan (DPHI 2021)

FINANCIAL IMPLICATIONS

An increase in the population at Bellambi will have an increase demand on Council’s facilities and services. While the response to increased demand will evolve as development progresses, funding sources may include increased rates income, negotiated infrastructure funding and development contributions.

CONCLUSION



In the 1970’s Bellambi Point was developed for social by the (then) NSW Housing Commission for social housing. The housing stock is now over 50 years old and, despite maintenance, no longer aligns with social housing needs. There is a social housing waiting list of 2,300 households for the Wollongong LGA.

Homes NSW have prepared a Planning Proposal seeking to renew the northern part of Bellambi Point, that proposes an increase in social housing and market housing. The NSW Department of Planning, Housing and Infrastructure is exhibiting the Planning Proposal.

It is recommended that Council provide a submission to the Department that supports the progression of the Planning Proposal (Attachment 4). The draft submission also notes issues of concern and suggested improvements. The draft submission also highlights the need for a commitment to improve infrastructure to support the future community.

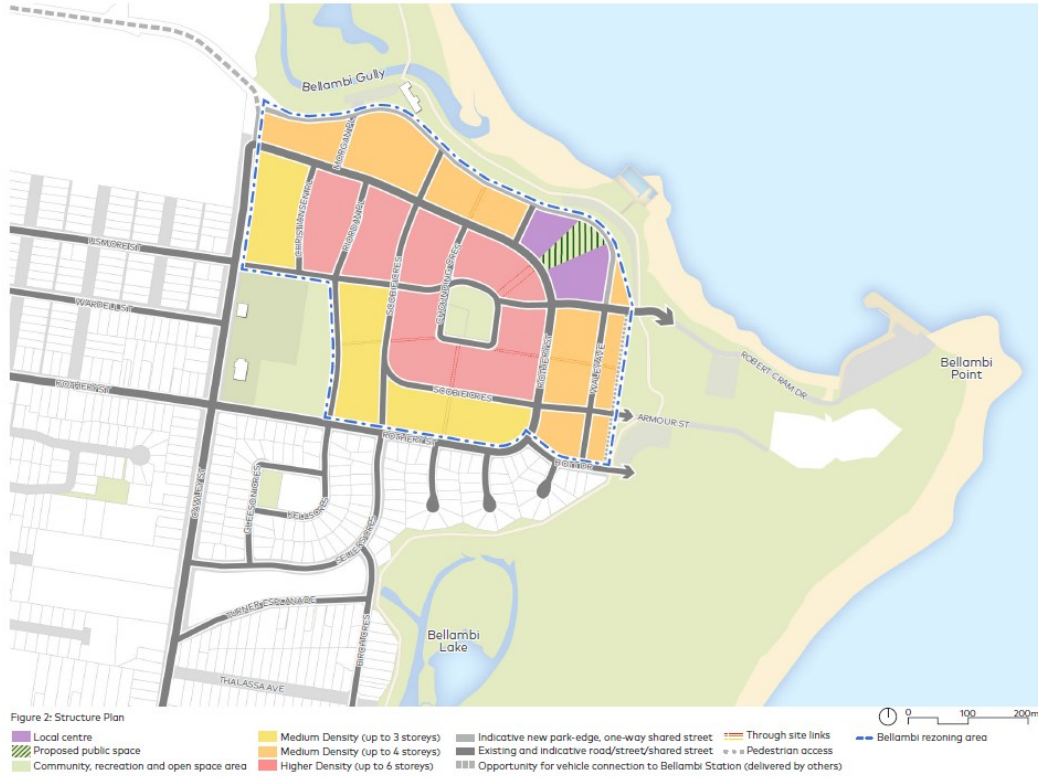


Bellambi Point

-  Study Area
-  Rezoning Area

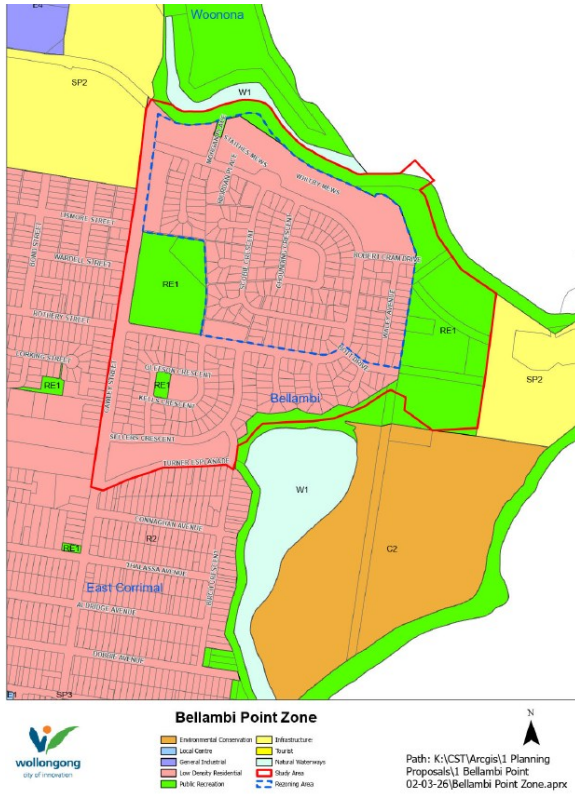


Structure Plan



Existing and proposed planning controls

Existing zoning map



Proposed zoning map

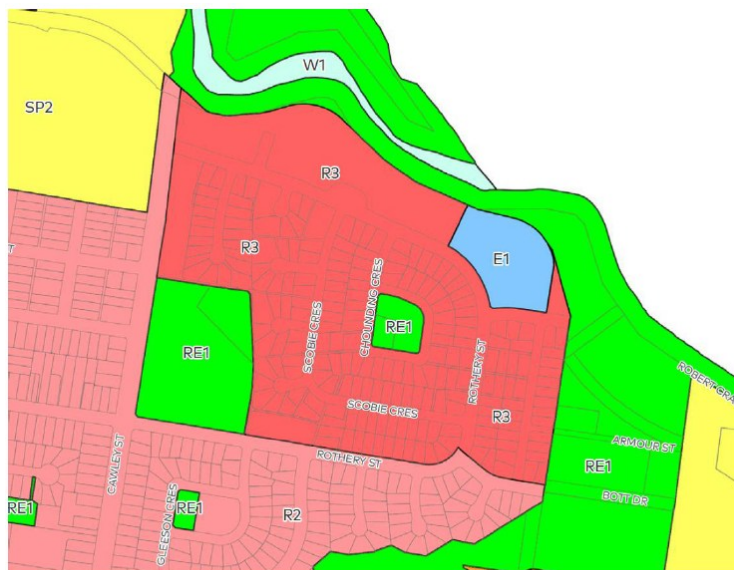
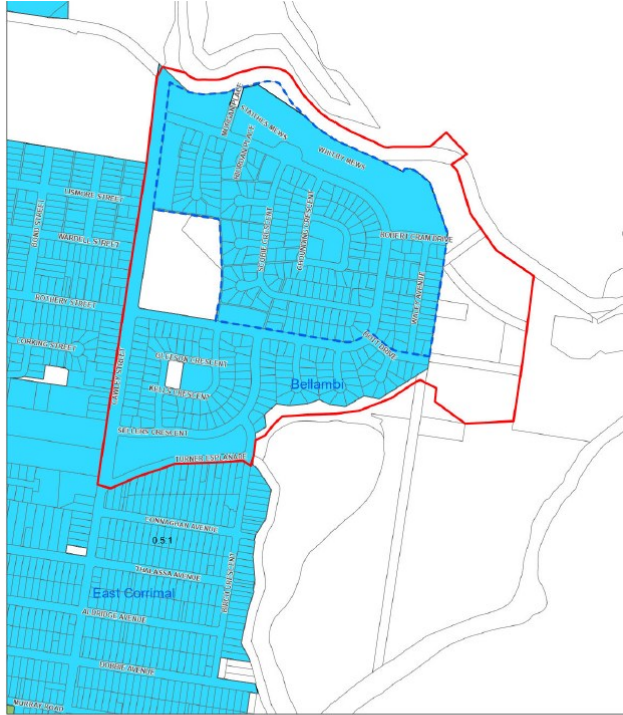


Figure 16 Proposed Land Use Zoning Map

Existing Floor Space Ratio Map



Proposed Floor Space Ratio Map



Figure 18 Proposed FSR Map

Existing Height of Buildings Map



Proposed Height of Buildings Map



Figure 17 Proposed Height of Buildings Map

Existing Minimum Lot Size Map



Proposed Minimum Lot Size Map



Figure 19 Proposed Minimum Lot Size

Proposed Land Reservation Acquisition Map

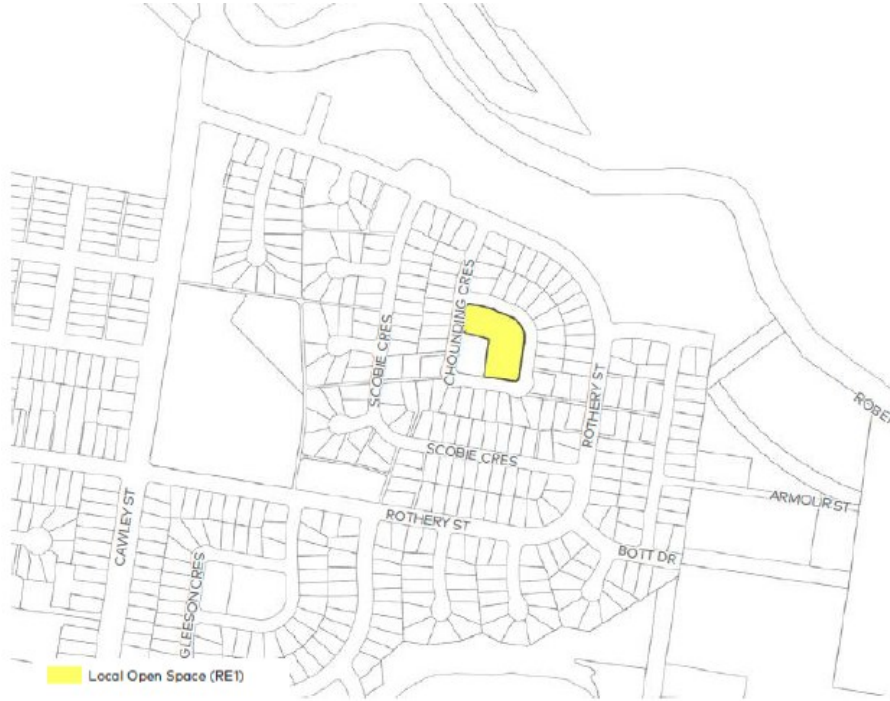


Figure 20 Proposed Land Reservation Acquisition Map

NSW Department of Planning, Housing and Infrastructure
rezoningpathways@dpie.nsw.gov.au

Our Ref:
Date:

27362562
12 March 2026

Dear Sir/Madam

BELLAMBI POINT PLANNING PROPOSAL

Thank you for the opportunity to comment on the State Assessed Planning Proposal lodged by Homes NSW for land at Bellambi Point.

Council considered a report on the Planning Proposal at its meeting on 23 March 2026 and endorsed this submission.

Council has been cooperatively working with Homes NSW for a number of years on projects to renew ageing social housing stock in the Wollongong LGA. Council recognises the need to provide additional social and affordable housing, and to increase housing supply generally.

Overall, Council is generally supportive of the Planning Proposal and the redevelopment of Bellambi Point.

Council supports the proposed increase in social housing but encourages Homes NSW to consider delivering a higher proportion of social housing and to include a clear commitment to Affordable Housing within the proposal. Council supports the inclusion of a minimum 10% Affordable Housing requirement in the Planning Proposal, in addition to the social housing target, consistent with Council's Affordable Housing Policy. The exhibited documentation notes the need for Affordable Housing but does not provide a mechanism for delivery.

Council welcomes the commitment from Homes NSW to invest in infrastructure to support the precinct's future population. In this regard, Council will work with Homes NSW to identify appropriate open space, recreation/sports and community facilities that best support the needs of existing and future residents.

The identification of the local centre to support the local service needs of the community is supported, and Council is interested in understanding the mechanisms that will be put in place to ensure commercial and mixed-use premises in the precinct provide for these needs (i.e. childcare and health services)

Specifically in relation to Elizabeth Park, Council has consistently requested consideration be given to an adjustment to the size and dimension of the space to enable greater utilisation for organised sports. Council is disappointed that this has not been accommodated in the Planning Proposal.

It is noted that Council is identified as the acquisition authority for Homes NSW owned land located adjacent to Chounding Park for the purpose of forming a larger park. Whilst Council would accept ownership of this land, it is our expectation that it be dedicated to Council free of cost.

Appropriate investment in active transport infrastructure and public transport services (buses through the precinct and train services at nearby train stations) will also be required to support the success of the precinct. This investment will need to be appropriate and proportionate to the scale and diversity of the future population as well as responding to the broader popularity of the foreshore location.

Council would further appreciate the assistance of Homes NSW in advocating to the NSW Government agency responsible for improved public access to the Bellambi Boat Ramp, a regionally significant facility.

As development progresses to delivery, any assets intended to be handed over to Council will need to be designed and constructed with consideration to the appropriate level of service and maintenance burden. We would welcome the opportunity to discuss this throughout the life of the project.

It is also important that the proposal is consistent with the most recent coastal hazard assessments undertaken by Council, ensuring resilience and safety over the long term. As development plans for the precinct are refined, urban design should ensure development appropriately interfaces with the foreshore and encourages connectivity and permeability for residents and visitors.

Council also highlights the need for Homes NSW to consider the programs, partnerships and approaches necessary to support the community through the scale of change proposed, including measures that strengthen social cohesion given the significant demographic transformation anticipated.

In reviewing the suite of technical reports and material, Council's subject matter experts have identified a range of detailed and technical feedback for consideration. This feedback will be provided separately, and we would be pleased to discuss the feedback with the Department's assessing officers.

Council looks forward to continued engagement with Homes NSW as more detailed planning is undertaken and as staged development progresses. If you require further information, please contact Linda Davis, Director Planning + Environment on 4227 7111.

Yours faithfully

Greg Doyle
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Wollongong City Council
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