

### **12.3. PORT LINCOLN HOUSING STRATEGY 2024- 2029**

#### **REPORT PURPOSE**

The purpose of this report is to present to Council the Port Lincoln Housing Strategy 2024-2029 for adoption.

#### **RECOMMENDATION**

**That Council:**

- 1. Note the contents of this report including the outcomes of the community consultation process conducted on the Port Lincoln Housing Strategy 2024-2029;**
- 2. Adopt the Port Lincoln Housing Strategy 2024-2029 as per copy attached to this report (document ID number 29365).**

### **12.4. COUNCIL MEETING LIVESTREAMING**

#### **REPORT PURPOSE**

The purpose of this report is to provide Council with an analysis of the feasibility and implications with respect to consideration of implementing livestreaming capabilities in the Council chambers, in terms of governance, resourcing and financial implications.

#### **RECOMMENDATION**

**That Council notes the Council Meeting Livestreaming Report and endorses that the current meeting procedures remain unchanged.**

### **12.5. PORT LINCOLN FORESHORE REDEVELOPMENT PROJECT COMPLETION REPORT**

#### **REPORT PURPOSE**

The purpose of this report is to provide Council with a report on the completion of the Port Lincoln Foreshore Project.

#### **RECOMMENDATION**

**That Council notes:**

- 1. The Port Lincoln Foreshore Redevelopment Project Completion Report;**
- 2. The updated Financial Summary Table; and**
- 3. That the final income and expenditure costs will be fully reflected in Council's 2023/24 Annual Financial Statements.**

**12.3 PORT LINCOLN HOUSING STRATEGY 2024- 2029**

<b>REPORT INFORMATION</b>								
<b>Report Title</b>	Port Lincoln Housing Strategy 2024-2029							
<b>Document ID</b>	29275							
<b>Organisational Unit</b>	Executive, Growth & Innovation							
<b>Responsible Officer</b>	Manager Economic & Tourism Growth - Naomi Blacker							
<b>Report Attachment/s</b>	Yes 29365 Port Lincoln Housing Strategy Final V8							
<b>REPORT PURPOSE</b>								
The purpose of this report is to present to Council the Port Lincoln Housing Strategy 2024-2029 for adoption.								
<b>REPORT DECISION MAKING CONSIDERATIONS</b>								
<b>Council Role</b>	Lead - Lead on behalf of the community; support community initiatives							
<b>Strategic Alignment</b>	SDP GOAL: Goal 1: Economic Growth and Opportunity SDP ACTION: 1.2 Investigate and implement policies to facilitate and enable diversity of economic development and investment activities							
<b>Annual Business Plan 2023/24</b>	ABP INITIATIVE: Housing strategy ABP PROJECT: Not Applicable							
<b>Legislation</b>	Not Applicable							
<b>Policy</b>	Not Applicable							
<b>Budget Implications</b>	Minor Variation < \$10,000  <table border="1"> <thead> <tr> <th>DESCRIPTION</th> <th>BUDGET AMOUNT \$</th> <th>YTD \$</th> </tr> </thead> <tbody> <tr> <td>Housing Strategy</td> <td>\$50,240</td> <td>\$52,921</td> </tr> </tbody> </table> Budget assessment comments: Total budget spent \$52,921 due to additional requests from council and additional travel expenses.		DESCRIPTION	BUDGET AMOUNT \$	YTD \$	Housing Strategy	\$50,240	\$52,921
DESCRIPTION	BUDGET AMOUNT \$	YTD \$						
Housing Strategy	\$50,240	\$52,921						
<b>Risk Implications</b>	Low Risk							
<b>Resource Implications</b>	This is a planned resource allocation							
<b>Public Consultation</b>	Not Applicable							
<b>IAP2 Commitment</b>	CONSULT - We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public feedback input has influenced the decision.							

## OFFICER'S RECOMMENDATION

### That Council:

1. Note the contents of this report including the outcomes of the community consultation process conducted on the Port Lincoln Housing Strategy 2024-2029;
2. Adopt the Port Lincoln Housing Strategy 2024-2029 as per copy attached to this report (document ID number 29365).

## **BACKGROUND**

The development of a housing strategy for Port Lincoln was a key recommendation of the Council's **Economic Development Strategy 2023-2026**.

Five economic themes were identified from the City of Port Lincoln's Economic Development Strategy, including "**Planning Growth**" which highlighted the need to develop a response to pressing housing supply issues in Port Lincoln and to address both short and mid-term housing availability and affordability.

Accordingly, in mid-2023 Council engaged URPS to prepare a housing strategy.

The project followed a six-stage approach as follows:

1. Analysis / Targeted Engagement
2. Preparation of Technical Paper
3. Community Engagement
4. Develop Draft Strategy
5. Community Engagement
6. Finalise Strategy

Council received regular updates across all stages of the project, providing input for consideration.

## **DISCUSSION**

In February 2024 Council endorsed a DRAFT copy of the Port Lincoln Housing Strategy for public consultation adopting the following resolution:

***CO 24/009 Moved: Councillor Broadfoot Seconded: Councillor Cowley That Council receive the Draft Housing Strategy and endorse the strategy for public consultation via "Your Say" for a period of three weeks, with direct approaches for feedback to be made to developers and workshop participants with a view that the final report be presented at the April 2024 Council meeting.***

## **CARRIED**

The document was subsequently released for a 6.5-week consultation period between 7 March – 23 April 2024.

The consultation period was advertised across several platforms including:

- Your Say page on Council's website
- Social media posts on Council's Facebook page
- Public Notice to invite community feedback
- Media release
- Email to all staff advising of consultation period
- Direct email communication to key stakeholders and workshop participants
- Article in Council e-newsletter
- Hard copies at Council office and Port Lincoln Library

At the conclusion of this period four submissions were received from the community. An analysis of submissions received and proposed amendments to the strategy are provided in the below tables:

<b>Respondent: Des Menz</b>		
<b>Issue</b>	<b>Response</b>	<b>Change to strategy</b>
<p>Introduction –</p> <ol style="list-style-type: none"> <li>Why wasn't this strategy prepared by Council staff?</li> <li>Recommendation for how the document could be improved.</li> <li>Actions identified for combined action plan are too costly and slow.</li> </ol>	<ol style="list-style-type: none"> <li>URPS is South Australia's largest planning consultancy. Their professional input was sought on this important project.</li> <li>The recommendations put forward are captured in the supporting technical report.</li> <li>Noted.</li> </ol>	Nil
<p>Know the why – Questions raised as to why a developer would be incentivized to support different housing type.</p>	<p>Through the investigative report, statistical data was analysed, and engagement with industry professionals undertaken. Intel gathered through this process identified an aging population, the rise of single-person households, an increasing need for worker accommodation, vacancy rates at an all-time low, etc. Each of these factors warrants the need for a greater diversity of housing types.</p>	Nil
<p>Question everything – The respondent provides several actions sought to be included into the strategy including an audit of vacant and suitably zoned land, an assessment of what this land can support, identification of other land to be rezoned to support residential development and identification of development fronts which can support homes not dependent on local utility infrastructure.</p>	<p>An audit of vacant and suitably zoned land is provided in the supporting technical report.</p> <p>Regarding the subsequent actions, the draft strategy identifies the preparation of an overarching structure planning study. This piece of work is envisaged to consider the matter identified.</p>	Nil
<p>Community of interest – Notion of extending Council boundaries identified to improve administrative efficiencies.</p>	Noted.	Nil
<p>Engineering standards – The respondent suggests a statewide infrastructure design manual to be developed. As opposed to Council developing their own in collaboration with the DCLEP.</p>	<p>Agree that a statewide approach to this matter would be valuable. Noting, the <i>Planning, Development, and Infrastructure Act 2016</i> enables the State Planning Commission to prepare design standards relating to the public realm or infrastructure.</p> <p>To date, draft design standards for driveway crossovers have been</p>	<p>Include an additional action advocating to the State Government to prioritise the development of infrastructure 'Design Standards'.</p>

	<p>prepared and were consulted on in late 2023. These standards remain in a draft format.</p> <p>The preparation of a suite of design standards across South Australia is a significant undertaking. As a result, the extent of standards and the timeframes in which these will be developed are unclear.</p> <p>The preparation of Council standards will have the benefit of providing Council staff with clear standards sooner. Further, when or if further design standards are produced, it will place Council in a better position to engage and provide input through their development.</p>	
<p>Planning and Design Code – Concern raised that areas identified as containing native vegetation have been identified as constraints on urban development. Specific reference made to Murray Point and its current Deferred Urban zoning. Murray Point is of high biodiversity value, community significance and has enormous potential to support tourism. This area should not be considered development front but rather be zoned conservation.</p>	<p>Noted. The strategy more broadly observes that there is a lack of clarity between land envisaged to support urban development and land to be protected for conservation purposes. This adds complexity and cost to the development process. Work needs to be done to remove ambiguity in this regard by clearly identifying areas that can and should support urban development and those that should be conserved for their biodiversity value.</p>	<p>Nil</p>
<p>Alternative housing and incentives – An example of an alternative housing model provided to assist in providing accommodation for singles, couples, workers, and emerging families.</p>	<p>Noted.</p>	<p>Nil</p>
<p>Suggestions – Respondent provides the following suggestions:</p> <ol style="list-style-type: none"> <li>1. Council visits (staff and elected members) to successful developments can produce enduring positive outcomes.</li> <li>2. Establish an industry assistance policy to entice new entrants from elsewhere into the building industry.</li> <li>3. Be proactive in identifying potential players in an alternative housing model as described previously.</li> </ol>	<p>Noted.</p>	<p>Nil</p>

4. Persist, seek, find.		
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<b>Respondent: Sebastian Tops</b>		
<b>Issue</b>	<b>Response</b>	<b>Change to strategy</b>
<p>Port Lincoln is looking for residential development land – land occupied by sporting grounds or industrial land uses in the heart in town should be relocated to make way of residential development.</p> <p>Reference to polluting industrial land uses was also flagged, noting the impacts on residents.</p>	<p>The draft strategy identifies several actions related to conducting an overarching structure planning study for the town centre. This work aims to identify locations to support various housing typologies. This exercise may consider opportunities for repurposing employment land for residential development.</p>	<p>Nil</p>
<p>Cape Hardy is looking for industrial investments – The Cape Hardy deep seaport offers a deeper, safer, better positioned port offering than Port Lincoln.</p> <p>Submission suggests all port activities should be relocated away from Port Lincoln to Cape Hardy.</p>	<p>The concept of relocating Pt Lincoln’s industrial port activities away from the town is beyond the scope of this strategy.</p>	<p>Nil</p>
<p>Image repair needed ASAP – Reiterates the idea polluting industries should be relocated away from residential areas. Also the concept of repurposing Flinders Port to cater exclusively to tourism and a non-polluting fishing industry.</p>	<p>As above.</p>	<p>Nil</p>

<b>Respondent: Michelle Ebert</b>		
<b>Issue</b>	<b>Response</b>	<b>Change to strategy</b>
<p>Concern raised that homes owned/operated by the South Australian Housing Authority (SAHA) and Aboriginal Housing Services are not maintained to an adequate level. This creates re-occupancy issues and many are laying vacant.</p>	<p>Noted. SAHA were consulted through the preparation of this paper. They identified the lack of available tradespeople the key issue in this regard and were working towards getting a number of their homes up to standard for re-occupancy.</p>	<p>Nil</p>

<b>Respondent: Rob Donaldson</b>		
<b>Issue</b>	<b>Response</b>	<b>Change to strategy</b>
<p>Previous structure planning work was done with LEP around 2010-12. Abandoned when Planning SA refused to commit to this work informing then-</p>	<p>Noted. Previous structure planning work will be analysed through the preparation of an</p>	<p>Nil</p>

DPA [i.e., Code Amendment] steps. This was good work, probably mostly still valid, and was collaborative.	overarching structure planning study.	
Investigation work was done for the Port Lincoln Residential DPA around 2014. This included some precinct concept planning re infrastructure, agreements with some land owners, etc. Some may have been 'lost' with the Code transition.	Noted. Previous concept planning and infrastructure analysis will be analysed through the preparation of an overarching structure planning study.	Nil
Priority should be on worker accommodation (with future alternative use options) to support infrastructure and new housing construction.	Noted. A dedicated action is identified in the strategy to investigate location to accommodate dedicate workers accommodation.	Nil
I like the 'camping' option. And yes, consider vacant land owned by council.	Noted.	Nil
Solutions are definitely required for the unintegrated and blunt application of native veg protection policy. It is opaque and clearly challenging and limiting.	Noted.	Nil

**CONCLUSION**

The strategy has been updated to reflect the outcomes of public consultation and elected member feedback. Including:

- Refinement of project vision – *“Affordable and accessible housing and accommodation enabling population growth in a thriving economy.”*
- Updated text clarifying growth in City of Port Lincoln versus surrounding suburbs.
- Inclusion of new action (13.) under Goal 4 – Advocating for progress of statewide design standards.

The updated strategy has considered all feedback received through community consultation. It is the product of a robust analytical and consultative process and is recommended for adoption.

**BUDGET IMPACT**

Actions arising from the Housing Strategy will have financial and budget implications over the five-year period as outlined in the Action Plan. A budget allocation of \$120,000 has been allowed for in the 2024/25 draft budget for the Master Planning Process. Investment in future actions will be dependent on competing priorities within Council's budget at the time, and consideration of the financial sustainability impact within the context of Council’s Long Term Financial Plan.

City of Port Lincoln  
23ADL-0223  
8 May 2024

# City of Port Lincoln Housing Strategy 2024-2029





# City of Port Lincoln Housing Strategy 2024-2029

8 May 2024

Lead consultant	URPS 27 Halifax Street Enter via Symonds PI Adelaide SA 5000  (08) 8333 7999 urps.com.au
Prepared for	City of Port Lincoln
Consultant Project Manager	Grazio Maiorano, Director David Petruzzella, Senior Consultant
URPS Ref	23ADL-0223

We acknowledge the Kaurna People as the Traditional Custodians of the land on which we work and pay respect to their Elders past, present and emerging.

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## Acknowledgement of Country

### **We live and work on Barngarla Country.**

The City of Port Lincoln acknowledges Aboriginal and Torres Strait Islander peoples as the First Australians and their continuing connection to land, sea, culture and community.

We pay respect to Elders past, present and emerging and are committed to working together on our reconciliation journey.

# 1. Introduction

## 1.1 Why a housing strategy

The development of a housing strategy for Port Lincoln was a key recommendation of Council's Economic Development Strategy 2023-2026.

The COVID-19 pandemic created a unique situation in which the local housing market was dramatically impacted. This was/continues to be experienced across Australia and other developed countries as urban dwellers sought refuge in regional holiday homes, and or otherwise directed investment toward housing in regional areas. Regional areas which traditionally benefitted from stable markets, in terms of supply and cost, experienced significant price increases in both the buyer and rental markets. This was and continues to be compounded by dwindling stock<sup>1</sup>.

These factors amongst others, have significantly increased housing demand, and the property market is struggling to overcome these challenges to deliver affordable housing at a rate required to ease pressure. This is impacting individuals, the community, and the city more generally. Housing stress is on the rise, with households spending more of their income to cover living costs.

The lack of accommodation is impacting the local economy, as people seeking employment in Port Lincoln cannot secure accommodation, while businesses cannot expand their operations because of the challenge of securing labour and suitable accommodation for employees.

Increasing housing supply will benefit the City of Port Lincoln (Council) both socially and economically. Through this strategy Council will proactively facilitate an environment which is conducive to increasing housing supply.

## 1.2 Purpose

Ensuring all people can access the right type of housing at the right time is fundamental to supporting growth and contributing to community wellbeing. This issue is impacting the community on multiple fronts and a coordinated response is required.

Council seeks to better understand what is contributing to the town's housing shortage and how it can improve the situation through the development of this City of Port Lincoln Housing Strategy (strategy).

The strategy will distinguish local influences from wider national and international factors which have also "contributed" the housing shortage in Australia.

Local government plays a significant role in supporting social and economic development and managing urban growth. Councils work with the development industry to achieve good quality development outcomes and create well serviced communities.

Council has several tools at its disposal which can reduce the burden upon the housing sector.

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<sup>1</sup> Eyre Peninsula Strategic Regional Plan 2023-2026

To be as effective as possible it is essential that Council has clear direction moving forward. This strategy identifies actions and articulates where Council's resources and time should be channelled to create an environment that facilitates appropriate residential development.

### 1.3 Local government's role in facilitating development

Local government provides a diverse range of services to support communities. Yet, its role in stimulating growth and development remains a challenge, having regard to the wide range of pressures Council's need to respond.

This is particularly relevant in regional areas where communities often look to local government for support on a variety of matters, including in ways which fall outside of council's traditional responsibilities and resources.

This housing strategy is a new initiative for Council, which responds to the need for more housing and a more facilitative regulatory environment. Local government has several levers it can use to stimulate and guide urban growth. Traditionally these are:

- Maintain (ongoing monitoring) an adequate supply of appropriately zoned land.
- Facilitate a policy environment which supports envisaged development outcomes.
- Develop and maintain infrastructure to provide services, amenity and facilities for the community.
- Attract investment through advocacy and strategic planning.
- Cost incentives (discounts) to facilities and services.
- Invest the public realm through enhancements and placemaking initiatives.
- Facilitate the release of redundant local government owned land to market.

Growth can still stagnate and require greater intervention or stimulus by governments despite the actions above. More direct levers that can be explored include:

- Directly invest into infrastructure or services.
- Utilise Council land to support desired growth outcomes.
- Actively participate in the development industry by the provision of land and housing.
- Utilise Council resources to incentivise businesses or services.
- Streamline the relevant regulation processes.
- Develop flexible policy to assist in diversifying the economy.
- Advocate for catalyst projects in growth industries to attract people and workers.

Utilising these levers is dependent on Council's financial and operational capacity, and its working relationship with other tiers of government and development partners.

The actions in this strategy have considered these levers in providing an innovative approach to supporting the residential sector.

## 2. Strategic Overview

### 2.1 Our city and region

Port Lincoln is both a city and local government area located near the southern end of the Eyre Peninsula. It is approximately 650km west of Adelaide by road and is a major service centre for the southern Eyre Peninsula.

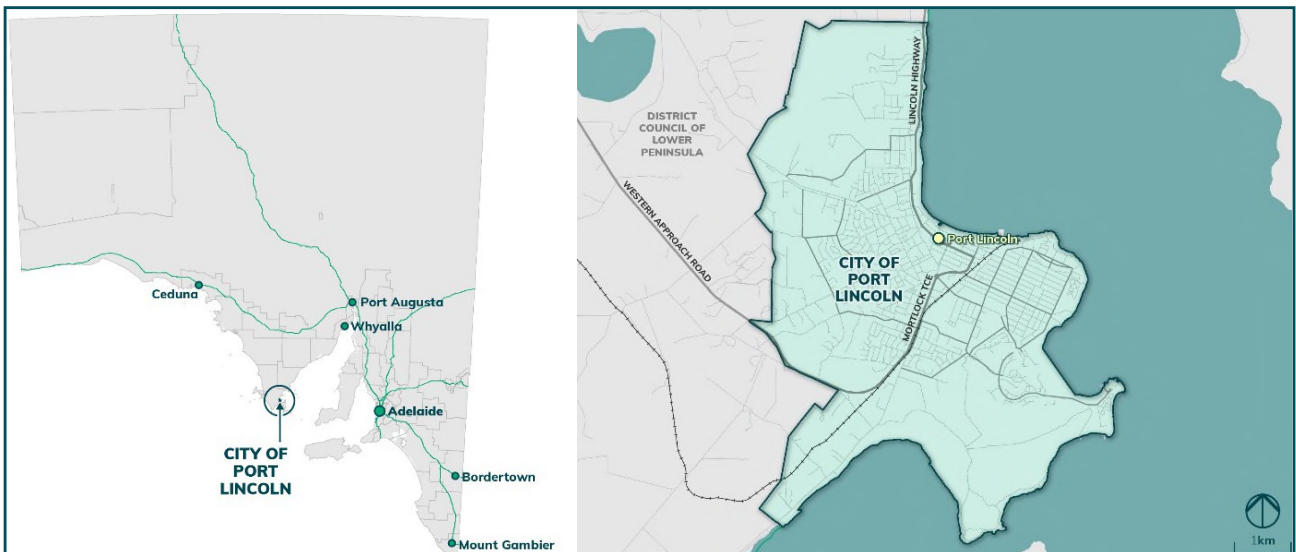
It is an iconic South Australian regional coastal city nestled within a stunning and diverse natural environment, famously known as the 'Seafood Capital of Australia'.

Port Lincoln is a major agricultural export and fishing centre, with 50% of South Australia's wheat, barley and oil seed making its way through the local harbour.

The economy benefits from a strong foundation in fishing and primary production and continues to grow and diversify. The Eyre Peninsula has a pipeline of projects valued at over \$14 billion with potential to create 25,000 jobs<sup>2</sup>. Port Lincoln is set to be a key beneficiary of a number of these projects.

Port Lincoln also benefits from a strong tourism market as a popular visitor destination.

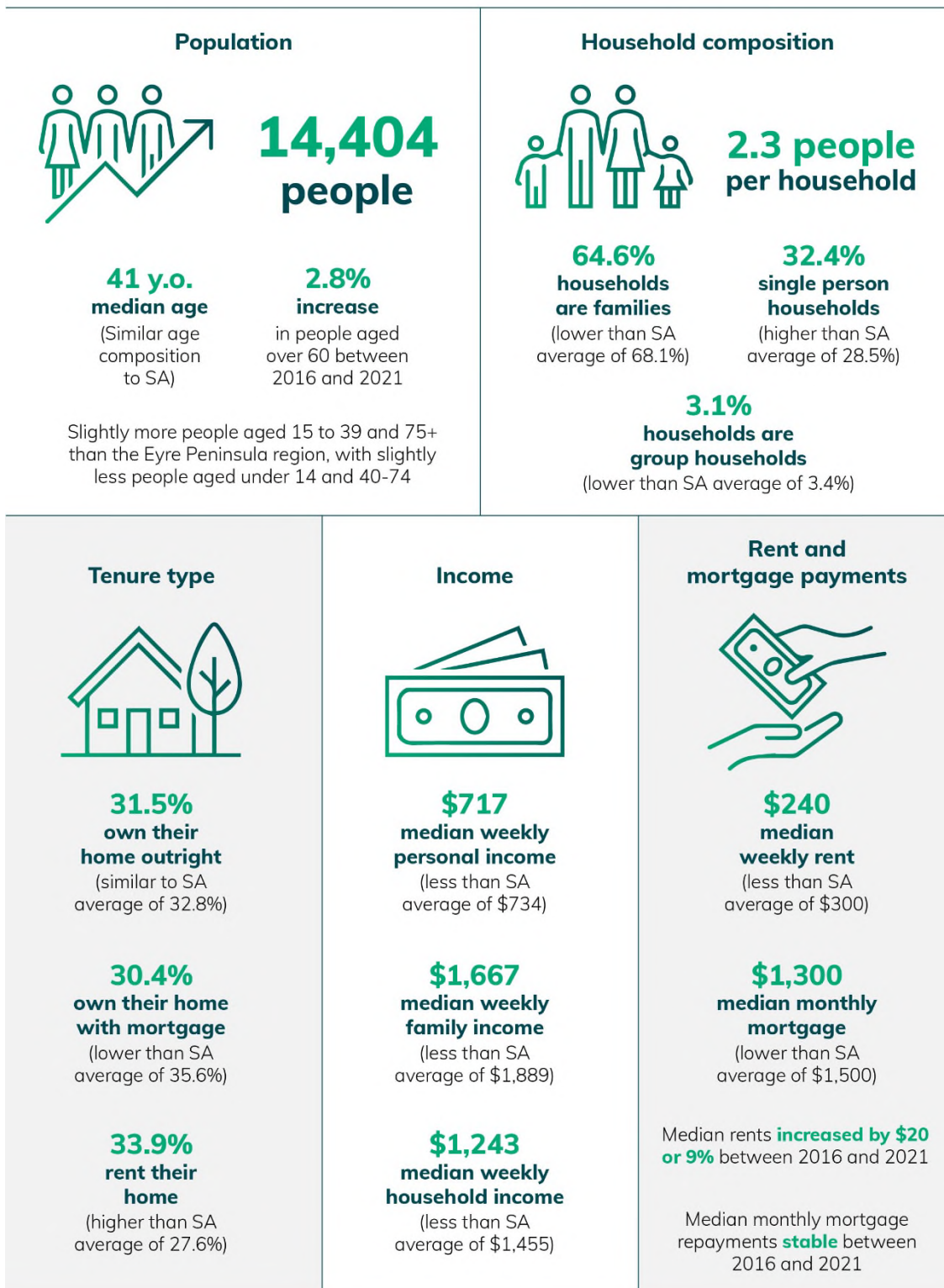
#### State and local context for Port Lincoln



<sup>2</sup> Eyre Peninsula Strategic Regional Plan 2023-2026

## 2.2 Population profile

The following data has been sourced from the Australian Bureau of Statistics 2021 Census and Profile ID 2022 for the City of Port Lincoln.



## 2.3 Population growth and projections

The City of Port Lincoln Local Government Area has experienced slow population growth since 2006, with a minor increase in population every year since 2006 besides a small downturn between 2014 and 2017 (Profile ID 2022). Some of the surrounding suburbs located in the District Council of Lower Eyre Peninsula have grown at a much faster rate.

The Council area grew by 340 people or 2.4% between 2016 and 2021 (Census 2021) and by 67 people or 0.45% between 2021 and 2022 (Profile ID 2022).

The local population is projected to grow by 1.5% or 211 people by 2026 and by 2.9% or 414 people by 2036. Feedback received through engagement suggests population growth in Port Lincoln is being constrained due to a lack of available accommodation.

There is an increasing number of older people in the City of Port Lincoln who may require downsizing housing options (e.g. smaller homes and land) in areas which are more accessible to services.

There is demand to live in/near Port Lincoln but there is an insufficient number of dwellings available in the Council's boundaries. Much of the growth occurring at the edge or outside the Council area has been accommodated in rural living zones. This has occurred whilst an available supply of residential land is vacant in Port Lincoln. Albeit some of this residential land is challenging to develop due to several reasons including affordable infrastructure connections, topography etc.

## 2.4 Policy context

Housing in the City of Port Lincoln needs to be considered within a broader policy context. A variety of local and state strategies exist which compliment and have guided this strategy, including:

- Eyre and Western Region Plan (under review)
- City of Port Lincoln Strategic Directions Plan 2021-2023
- City of Port Lincoln Economic Development Strategy 2023-2026
- City of Port Lincoln Planning Review – Eyre and Western Regional Plan

Refer to supporting technical report for a detailed review of relevant strategies and supporting documentation.

## 2.5 Factors impacting housing supply and affordability

There are many contributing factors driving up demand and limit housing supply. These include but are not limited to a historic lack of investment in new and renewed housing stock, an increasing trend of people leaving major urban centres for regional locations in pursuit of lifestyle opportunities and landlords seeking to earn higher rents via short term accommodation options.

Factors which Council can influence are the focus of this strategy's goals and actions, these include:

- Promoting efficiencies and clear direction through strategic planning.
- Facilitating a policy environment which supports envisaged development outcomes.



- Exploring cost incentives to promote development.
- Building capacity in the local development sector.
- Targeted advocacy and constructive collaboration.

It is acknowledged there is a range of factors discouraging development and impacting housing affordability and availability which Council has little control or influence over. These factors continue to impact the market and include but are not limited to:

- Stricter lending criteria in regional areas.
- Tax and investment incentives.
- High labour and material costs.
- High infrastructure augmentation and service connection costs.
- Environmental constraints - native vegetation and slope.

## 2.6 Supply and demand analysis

A supply and demand analysis was prepared as part of the technical paper. It identified the following:

### Housing supply

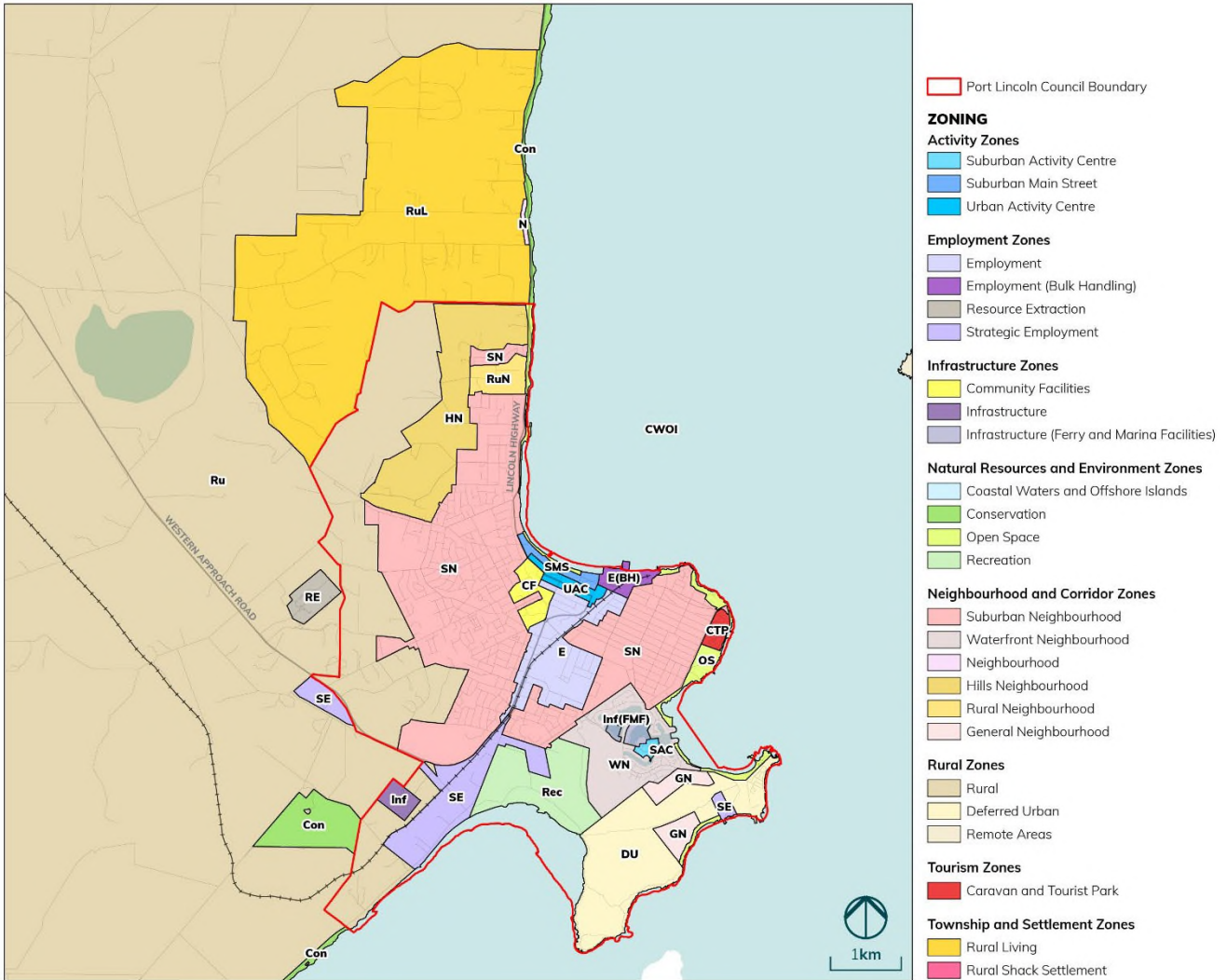
- 88.5% of private dwelling are occupied and 11.5% of private dwellings are unoccupied. While the rate of unoccupied dwellings is high, stakeholder engagement findings and real estate data suggests that houses are not being introduced to the property market and/or are not vacant. Many of these categorised 'unoccupied dwellings' may be used as short-term holiday accommodation rentals or holiday homes.
- Total property listings and residential vacancy rates are at their lowest in over a decade.
- The 2021-2022 financial year saw the lowest value of total building approvals over the last decade. Stakeholder engagement findings suggest that development has slowed due to prohibitively high infrastructure augmentation costs, materials and labour costs, a lack of available land, tradespeople and developers, and restrictive regulations.

### Housing land supply

- There are currently 530 vacant allotments or 696 hectares of vacant land in the City of Port Lincoln. This includes land currently zoned for urban development or proposed to be.
- Development potential exists in several greenfield sites within the Suburban Neighbourhood and Hills Neighbourhood Zones.
- Infill opportunities also exist throughout the Suburban Neighbourhood Zone. Current site area and frontage minimums in this Zone range from 300m<sup>2</sup>-450m<sup>2</sup> and 7m-25m respectively, depending on dwelling type.
- Rural Living Zoned land in the District Council of Lower Eyre Peninsula (DCLEP) may provide additional growth opportunities on the fringe of Council Area, albeit native vegetation and slope are development constraints.

- SA Housing Authority is working towards ensuring up to 40 of their dormant properties are available in the near future. In time these will be available to eligible clients.

**Current planning zones in and adjacent Port Lincoln**



**Housing demand**

- Vacancy rates are at their lowest in 15 years.
- Engagement with stakeholders indicates that there is strong demand for a variety of different housing types in the City of Port Lincoln, with supply is not currently meeting demand.
- Demand for rental properties is particularly high according to stakeholders.
- People who have secured employment in Port Lincoln are struggling to find accommodation.
- Population projections suggest an additional 92 new dwellings will be required by 2026 and 180 new dwellings by 2036. These projections do not take into housing demand associated with workers accommodation.
- Some suburbs adjacent to the Council area have grown at a much faster rate.

### Development constraints

- The entire Council area is affected by the Native Vegetation Act / the Native Vegetation Overlay. This means that several large potential development sites have native vegetation challenges.
- There are various bushfire risk ratings across the Council area, with medium and high-risk ratings along the periphery.
- The City of Port Lincoln is relatively well serviced by electricity and telecommunications infrastructure. However, water and sewer infrastructure are limited.

This analysis determined that a lack of available zoned land may not be a major constraint to development for additional conventional housing, at least in the short and medium term. A range of other infrastructure / economic and environmental factors (incl. native vegetation) are likely to inhibit supply of housing and development-ready land. These factors can impact on the financial viability of developing and bringing available land to market.

## 2.7 Our challenges and other considerations

Analysis and engagement identified the following key challenges and considerations for the strategy:

- **Demand for housing currently exceeds available supply.**

People seeking to purchase or rent housing are met with limited supply although, in theory, there is sufficient zoned land (that may not be connected to infrastructure). Property listings and residential vacancy rates are at their lowest in 10-15 years. Rental fees have increased dramatically and intensified rental stress.

- **A lack of housing supply is preventing growth.**

- Port Lincoln areas covered by the Council Boundaries (see points made in 2.7) has experienced low population growth compared to surrounding areas (including the rapidly growing Port Lincoln Suburbs that are in Lower Eyre Council area) and other regional coastal Australian towns in recent years. This may be partly due to limited housing supply. Many people who wish to relocate to Port Lincoln are unable to find accommodation. This has an impact on the ability of the local business community to attract employees and provide and support additional local services.

- **Provision of additional housing is constrained by a range of factors.**

A key barrier is a lack of local developers and tradespeople. There are high costs for infrastructure, service connections, building materials and labour. In many instances, housing typically used for long term rental has been converted into short-stay accommodation (e.g. 'Airbnb'). Some development projects face significant financial feasibility issues. Forecasted investment / financial returns are often detrimentally impacted by the high cost to develop land (i.e. infrastructure costs). Development is also inhibited by native vegetation, which covers many of the large allotments located in appropriate zones.

- **Lack of available zoned land may not be a major constraint to development for additional conventional housing (excluding rural living properties).**

Preliminary analysis suggests there is an adequate amount of land zoned for conventional residential purposes (particularly within the Suburban Neighbourhood Zone). However, the land is not development-ready, and it may take several years to bring it to the property market. Land may not be development-ready for a number of reasons: (i) it is being currently used for agricultural purposes (ii) development is not financially feasible due to high development costs.

- **There is a need to provide a variety of housing to suit varying community needs.**

Many residents prefer large, rural allotments with space for storage and families, while others prefer small houses that are more affordable, centrally located to services and easy to manage. There is need for additional private rental houses, houses for purchase, affordable housing, public housing and emergency housing.

- **Housing demand will continue to rise.**

Port Lincoln has strong employment prospects as well as offering a desirable lifestyle, and demand from people looking to relocate to the city is expected to continue.

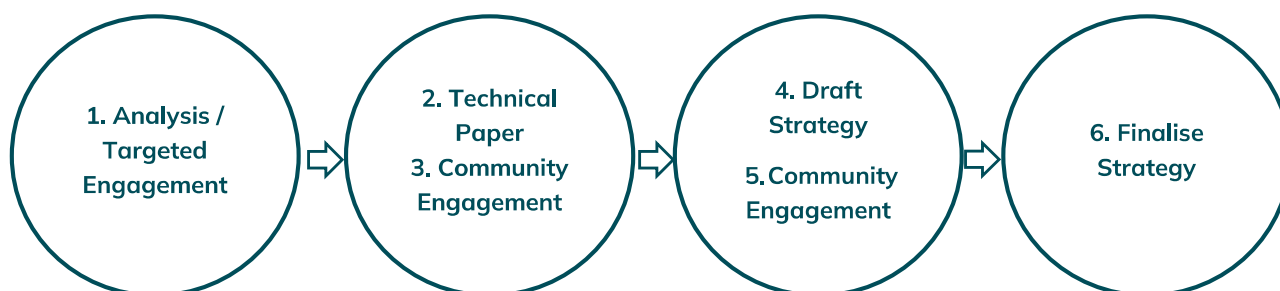
- **Council can take various approaches to support the provision of additional housing.**

These may include (i) providing strategic direction regarding where growth should occur (ii) collaborating with the development sector regarding improved processes and communication (iii) identifying infrastructure funding models (iv) considering home buyer incentives/schemes (promotion) (v) further enhancing collaboration opportunities across Council boundary (vi) considering rezoning of land and (vii) infrastructure standards provision (e.g. growth infrastructure development standards).

## 3. Developing the strategy

### 3.1 Our approach

A proactive stakeholder engagement approach has been pivotal to the development of this strategy. Council engaged with various tiers of government, the local development and real estate industry, non-for-profit organisations, and the local community seeking their input. An overview of our approach is summarised in the below diagram.



The supporting technical paper and engagement summary report should be read in conjunction with this strategy. These documents provide further detail and summarise findings from earlier project stages.

#### 3.1.1 Preliminary targeted engagement (Step 1 of our approach)

The following stakeholders were consulted through a targeted preliminary engagement period in August 2023 to explore issues, opportunities and challenges to delivering more housing in Port Lincoln.

- Regional Development Australia – Eyre Peninsula
- District Council of Lower Eyre Peninsula
- West Coast Youth & Community Support
- Port Lincoln Chamber of Commerce & Tourism
- Real Estate (Kemp Real Estate & EXP Real Estate)
- South Australian Housing Authority (SAHA)

#### 3.1.2 Engagement on technical paper (Steps 2-3)

A technical paper was prepared in support of this strategy. It summarised outcomes from preliminary engagement and identified key findings from analysis.

The community were invited to comment on this technical paper for a three-week period in October 2023.

Two workshops (1 x stakeholder workshop and 1 x elected member workshop) were also conducted allowing participants to share their challenges and ideas for improvement. 18 people participated in the stakeholder workshop and 261 surveys were completed.

## 3.2 What we heard

The engagement activities identified several key objectives and opportunities for housing in Port Lincoln, summarised below:

- **Increase the supply and variety of housing** to suit different needs and incomes including private rental, houses for purchase, family houses, emergency housing, social/public housing, short-term and medium-term housing, granny flats, units/apartments, aged care and rural living blocks.
- **Address affordability** concerns by focussing resources on the provide more affordable housing and financial support.
- **Improve planning policy** by facilitating expedited planning consents, increasing the supply of appropriately zoned land, facilitating denser living in the city centre, allowing more than one dwelling on a single allotment (e.g. granny flats) and considering changes to native vegetation clearance processes in residential zones.
- Encourage **more builders, developers and tradespeople** to live and work in Port Lincoln.
- **Support locals** to buy and rent housing in the city. Address the impact of holiday homes, short term rental accommodation and interstate/overseas investors in taking housing stock away from local people.
- Consider strategies to **reduce the costs of infrastructure and service connections onto developers**.
- **Partner** with developers, state government agencies, the District Council of Lower Eyre Peninsula and the community to address housing issues.
- **Increase utilisation of existing properties** including empty SA Housing Authority properties, vacant blocks and holiday homes.
- **Assist the most disadvantaged** people in the community to find secure and affordable housing.
- Improve the **quality and sustainability** of housing.
- Support **new and innovative** housing concepts.

### 3.3 Previous council initiatives

Council has been proactive in planning for growth. Key initiatives are discussed below.

#### 3.3.1 City of Port Lincoln Planning Review – Eyre and Western Regional Plan (May 2023)

This review provides insight into why residential development is not occurring at the pace required in the Council area. Three overarching issues were identified as being key barriers to development:

- Infrastructure provision - in many instances low land / sales values make land divisions / development uneconomical, in part, because of high infrastructure connection costs. Growth has largely ceased within the Council area as a result.
- Development Assessment - the development industry has argued they require a clear and more consistent approach to the approval process within the Council area. Developers and builders have experienced inconsistencies with documentation expectations and approach to development assessment.
- Growth Planning - an investment in strategic planning is required to ensure necessary infrastructure upgrades are identified and funded. This will increase confidence in the development sector.

Among other things, this document recommends that Council:

- Refines internal processes and standards.
- Improves and clarifies development policy (within the framework of the Planning and Design Code).
- Undertakes strategic and infrastructure planning.

#### 3.3.2 City of Port Lincoln/DCLEP Planning Review – Eyre and Western Regional Plan (May 2023)

The review identifies barriers to residential development across the two Council areas, including areas directly abutting the City of Port Lincoln. Common development issues identified include:

- Limited growth options due to presence of native vegetation.
- Failure of various developments due to the high cost of infrastructure / connections.
- A need for more consistent infrastructure standards across both Councils.
- A need for a more consistent approach to development assessment and documentation.
- A need to identify infrastructure funding models.

The review provided seven recommendations. The most pertinent to this Housing Strategy is the commencement of a structure planning process to guide future growth for the wider Port Lincoln area. It is envisioned this process would cross over Council boundaries and aim to establish a shared vision whereby infrastructure provision can be best coordinated.

Recommendations from these reviews have been considered through the development of this strategy and identified actions.

### 3.4 Themes

Key messages and issues identified through analysis and engagement have been grouped into the following themes, which underpin this strategy's focus areas.

#### Affordability



- Improve affordability of housing via multiple avenues.
- Increase diversity of housing types and price.
- Support an increasing number of single person households.
- Plan for an ageing population / changing demographic.

#### Capacity



- Maintain adequate supply of residential land / rental supply.
- Build capacity in the building / development industry.
- Increase utilisation of existing properties.

#### Efficiency



- Support industry through efficient processes and clear direction.
- Support growth with appropriate infrastructure and services.
- Co-ordinated provision and funding of infrastructure.

#### Collaboration



- Collaborate with State Government, neighbouring councils, service providers and the development industry.
- Maintain involvement in broader regional planning.
- Identify key challenges impacting development industry.



## 4. Our strategy

### 4.1 Project vision and focus areas

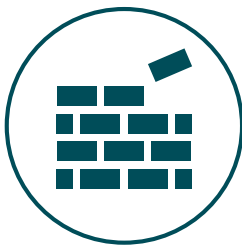
#### *Project Vision*

*Affordable and accessible housing and accommodation enabling population growth in a thriving economy.*

This will be achieved through the following focus areas:



Increase supply, affordability and diversity of housing.



Improve capacity and incentivise development.



Promote Council planning efficiencies.



Enhance regional advocacy and collaboration.

## 4.2 Increase supply, affordability and diversity of housing

Increasing housing and rental costs are impacting affordability and contributing to housing stress. Historically low vacancy rates demonstrate demand remains strong and without intervention housing affordability will continue to worsen, impacting the community and stifling the local economy. Rapidly increasing housing costs also puts the most vulnerable members of the community at risk of falling into homelessness.

There is demand for all types of accommodation including affordable, family and single person households. Several factors have contributed to the housing shortage, including but not limited to a historic lack of investment in new and renewed housing stock and an increasing trend of people leaving major urban centres for regional locations. Demographics and household composition also need to be considered. As our population ages and single person households continue to rise, housing diversity plays an important role in providing the correct type of housing for people at different points in their life. Further with median personal, family and household incomes lower in Port Lincoln than the South Australian average, affordability is essential in ensuring locals can actively compete in the market.

Stakeholder engagement suggested that dedicated workers accommodation could help improve housing affordability. A considerable number of rental properties are being occupied by transient workers employed by companies with the means to pay premium rental prices. Ancillary accommodation was also identified as an option which is underutilised, but has significant potential, particularly in a regional setting.

### Goal 1

*Increase the supply of diverse and affordable dwellings to provide long-term housing for the local community.*

#### Actions

1. *Prepare an urban design framework for the town centre which identifies locations where housing diversity can be suitably accommodated and encouraged.*  
*(Incorporate into an overarching structure planning study)*
2. *Investigate alternative zoning options to support housing diversity across Port Lincoln, which may include enabling medium density development in strategic locations or modifying the existing site area and frontage minimums in the Suburban Neighbourhood Zone of the Planning and Design Code.*  
*(Incorporate into an overarching structure planning study)*
3. *Investigate locations that can accommodate dedicated workers accommodation to service major projects and multiple industries across the Eyre Peninsula.*  
*(Incorporate into an overarching structure planning study)*

4. *Encourage the development of aged care, key worker housing and short-term accommodation within or in proximity to activity centres.*
5. *Explore potential benefits and shortcomings of options to incentivise long-term accommodation over short-term holiday stay through Council's rating system.*
6. *Support the South Australian Housing Authority in retaining and reactivating social housing in Port Lincoln.*
7. *Explore policy options to refine and streamline the assessment of ancillary accommodation ('granny flats'), micro housing and other forms of contemporary accommodation. Consider outcomes from 'Future Living Code Amendment' (underway) as policy updates may be suitable in Port Lincoln. Advocate for policy change.*  
*(Incorporate into an overarching structure planning study)*
8. *Explore opportunities with registered housing providers to deliver housing on surplus council land.*

### 4.3 Improve capacity and incentivise development

Port Lincoln's building and development sector lacks capacity. A shortage of builders and trades people is prolonging construction timeframes and contributing to houses lying dormant. Lower property values and high infrastructure augmentation costs are deterring larger scale builders, from entering the local market.

The cost of development is deterring local developers from pursuing projects, with the 2021-2022 financial year seeing the lowest value of total building approvals over the last decade. Stakeholders have suggested that taxes, development fees and land holding costs are all significant contributors that can impact a project's financial viability. Further compounding these issues, is costs and time delays associated with a significant labour shortage.

A lack of strategic planning creates ambiguity around where urban growth can and is best placed to be accommodated. Although land supply in the short and medium term is not considered a barrier to growth, there are several factors which can impact this land coming to market. As a result, planning for long term growth is imperative.

#### **Goal 2**

*Improve the capacity of Port Lincoln's building industry, help combat high development costs and guide development through strategic planning*

#### **Actions**

1. *Investigate options to provide Council rate concessions when land division occurs in growth areas. This can be capped for approximately 12-18 months to ease development holding costs.*
2. *Undertake strategic and structure planning to identify long term residential growth areas (15-30 years). This work needs to consider the significant challenges associated with bringing online (if possible) much of the deferred urban land impacted by native vegetation.  
  
(Incorporate into an overarching structure planning study)*
3. *Prepare a suite of growth management plans identifying the stormwater, traffic and open space infrastructure required to support growth.*
4. *Explore opportunities to implement a basic infrastructure scheme through the Planning, Development and Infrastructure Act 2016 (or other infrastructure funding mechanism) to secure necessary growth infrastructure and disburse expenses.*
5. *Work with developers to promote more efficient developments which use alternative construction methods and materials (e.g. prefabrication). Continue to prioritise quality and longevity.*
6. *Explore opportunities with TAFE SA and the SA Skills Commission to incentivise study, expand offerings in trade/construction courses and promote apprenticeships in Port Lincoln.*

## 4.4 Promote Council planning efficiencies

Stakeholders have indicated that the development approval process is inconsistent and would benefit from refinement according to feedback and analysis. We note this feedback needs to be balanced having regard to the characteristics and challenges imposed by the development site and planning policy.

Creating an efficient and consistent development approval process is critical to build industry confidence and promote orderly development.

Efficiencies can be created by streamlining procedures and ensuring that consistent advice is provided to applicants. This will also assist Council by enhancing productivity, increasing output and saving time/resources.

An efficient development regulatory service supports the competitiveness and resilience of the construction and housing industries.

### **Goal 3**

*Improve administrative efficiency and productivity while building industry confidence.*

#### **Actions**

1. *Develop clear engineering standards to guide stormwater, road and open space infrastructure through the development process (underway).*
2. *Update Council's Open Space Strategy to be more explicit regarding contributions into the open space fund and how these contributions are intended to be utilised.*
3. *Undertake a capital value / site value analysis to determine areas most likely to experience infill growth. Use this data to guide future infrastructure planning and investment.*  
*(Incorporate into an overarching structure planning study)*
4. *Prepare structure plans for key residential growth areas in Port Lincoln to support good development outcomes.*  
*(Incorporate into an overarching structure planning study)*
5. *Continue to refine internal processes to streamline development assessment timeframes. This could be informed by a more detailed engagement/feedback process that targets applicants that have recently lodged applications in the Council area.*
6. *Developer forum to be held annually to improve communication between Council and the development industry.*

## 4.5 Enhance regional advocacy and collaboration

Many factors drive up housing and rental costs in Port Lincoln. Many of these factors are outside the control of Council. A collaborative approach between multiple tiers of government and the private sector is essential to develop solutions. Council also has a vital role in leading by example and elevating key messages to higher tiers of government.

Collaboration encourages knowledge sharing, reinforces observations, creates clear messaging, and builds networks for mutual benefit.

It is critical Council continues to collaborate with neighbouring councils and the State government when undertaking strategic planning.

### Goal 4

*Provide leadership through collaboration with government and the development industry.*

#### Actions

1. *Develop effective long-term partnerships between registered housing providers and the property development industry to deliver more affordable housing.*
2. *Actively promote to the development/building industry (UDIA, Property Council, HIA etc.) the strong demand and business opportunities available in Port Lincoln.*
3. *Advocate to the State Government to reduce/defer fees, charges, and other infrastructure connection costs for new housing development to encourage investment (while acknowledging many infrastructure providers are no longer government service providers).*
4. *Collaborate with the District Council of Lower Eyre Peninsula and Planning and Land Use Services to prepare a Structure Plan across the wider Port Lincoln area. The Structure Plan should consider infrastructure requirements which affect both Councils and provides a strategic approach to accommodating Rural Living development on the periphery of Port Lincoln.*
5. *Collaborate with the District Council of Lower Eyre Peninsula to develop engineering standards which are clear and consistent across both Council areas (underway).*
6. *Advocate for ongoing Aboriginal and regional representation on the South Australian Housing Trust board.*
7. *Encourage the real estate industry to prepare and maintain a list of available tools and resources to support home buyers and renters.*
8. *Collaborate with Lower Eyre Leadership Group in maintaining a directory for homeless and crisis care service providers.*

9. *Collaborate with the Plan SA to develop a strategic approach to managing native vegetation within identified urban growth areas. Audit and review native vegetation restrictions in established parts of Port Lincoln and/or explore whether offset areas can be provided elsewhere.*
10. *Actively pursue a working relationship with the Office for Regional Housing/Renewal SA to explore contemporary infrastructure funding models.*
11. *Advocate and lobby for review of native vegetation legislation as it applies to areas earmarked for urban development.*
12. *Investigate affordable camping options which can support short term non-tourist/local accommodation.*
13. *Advocate to the State Government to prioritise the development of Design Standards for infrastructure via the Planning, Development and Infrastructure Act 2016.*

## 5. Strategic partners

While it is important for local government to play an active role in identifying and resolving housing affordability and housing shortage issues, it cannot do this alone. Collaboration with the following organisations is fundamental:

- Regional Development Australia – Eyre Peninsula
- Eyre Peninsula Local Government Association
- District Council of Lower Eyre Peninsula
- Urban Development Institute of Australia — SA Division
- Property Council Australia – South Australia
- Housing Industry Association
- Master Builders Association
- Infrastructure SA
- Planning and Land Use Services (PLUS)
- State Planning Commission
- SA Water
- SA Power Networks
- Native Vegetation Council / Department of environment and Water
- TAFE SA
- South Australian Housing Authority
- West Coast Youth and Community Support
- Australian Building Codes Board (ABCB)
- South Australian Country Fire Service (CFS)
- South Australian Environment Protection Authority



## 6. Measuring progress

Alleviating housing pressures and increasing supply are key objectives of this strategy. The actions in this strategy seek to streamline and incentivise the development process using the tools and levers at Council's disposal. It is good practice for Council to track progress on a regular basis to ensure its advocacy, actions and investment are having a meaningful impact.

The strategy should be evaluated and refined periodically to identify initiatives which have been completed or require refinement. This approach will ensure the strategy remains relevant.

Council's annual report is an ideal platform to track progress made against the actions in this strategy.



Port Lincoln

## 7. Combined Action Table – Timeframe / Resources

Goal	Action	Timeframe / Resources				
		24/25	25/26	26/27	27/28	28/29
<b>Goal 1</b> <i>Increase the supply of diverse and affordable dwellings to provide long-term housing for the local community.</i>	1. Prepare an urban design framework for the town centre which identifies locations where housing diversity can be suitably accommodated and encouraged.		External \$150K- \$200k			
	2. Investigate alternative zoning options to support housing diversity across Port Lincoln, which may include enabling medium density development in strategic locations or modifying the existing site area and frontage minimums in the Suburban Neighbourhood Zone of the Planning and Design Code.		Combined with Action 1, Goal 1			
	3. Investigate locations that can accommodate dedicated workers accommodation to service major projects and multiple industries across the Eyre Peninsula.		Combined with Action 1, Goal 1			
	4. Encourage the development of aged care and key worker housing within or in proximity to activity centres.	Ongoing/Internal				
	5. Explore potential benefits and shortcomings of options to incentivise long-term accommodation over short-term holiday stay through Council's rating system.	External \$25K				

Goal	Action	Timeframe / Resources				
		24/25	25/26	26/27	27/28	28/29
	6. Support the South Australian Housing Authority in retaining and reactivating social housing in Port Lincoln.	Ongoing/Internal				
	7. <i>Explore policy options to refine and streamline the assessment of 'ancillary accommodation' ('granny flats'). Consider outcomes from 'Future Living Code Amendment' (underway) as policy updates may be suitable in Port Lincoln. Advocate for policy change.</i>	Ongoing/Internal - PLUS				
	8. <i>Explore opportunities with registered housing providers to deliver housing on surplus council land.</i>	Ongoing/Internal				
Goal 2	Actions	24/25	25/26	26/27	27/28	28/29
<i>Improve the capacity of Port Lincoln's building industry, help combat high development costs and guide development through strategic planning</i>	1. <i>Investigate options to provide Council rate concessions when land division occurs in growth areas. This can be capped for approximately 12-18 months to ease development holding costs.</i>		Internal			
	2. <i>Undertake strategic and structure planning to identify long term residential growth areas (15-30 years). This work needs to consider the significant challenges associated with bringing online (if possible) much of the deferred urban land impacted by native vegetation.</i>		Combined with Action 1, Goal 1			

Goal	Action	Timeframe / Resources				
		24/25	25/26	26/27	27/28	28/29
	3. Prepare a suite of growth management plans identifying the stormwater, traffic and open space infrastructure required to support growth.			External \$100K	External \$100K	External \$100K
	4. Explore opportunities to implement a basic infrastructure scheme through the Planning, Development and Infrastructure Act 2016 (or other infrastructure funding mechanism) to secure necessary growth infrastructure and disburse expenses.					Internal
	5. Work with developers to promote more efficient developments which use alternative construction methods and materials (e.g. prefabrication). Continue to prioritise quality and longevity.	Ongoing/Internal				
	6. Explore opportunities with TAFE SA and the SA Skills Commission to incentivise study, expand offerings in trade/construction courses and promote apprenticeships in Port Lincoln.	Ongoing/Internal				
<b>Goal 3</b>	<b>Actions</b>	<b>24/25</b>	<b>25/26</b>	<b>26/27</b>	<b>27/28</b>	<b>28/29</b>
<i>Improve administrative efficiency and productivity while building industry confidence.</i>	1. Develop clear engineering standards to guide stormwater, road and open space infrastructure through the development process (underway).	Internal				
	2. Update Council's Open Space Strategy to be more explicit regarding contributions into the open space fund and how these contributions are intended to be utilised.			External \$50K		

Goal	Action	Timeframe / Resources				
		24/25	25/26	26/27	27/28	28/29
	3. Undertake a capital value / site value analysis to determine areas most likely to experience infill growth. Use this data to guide future infrastructure planning and investment.		Combined with Action 1, Goal 1			
	4. Prepare structure plans for key residential growth areas in Port Lincoln to support good development outcomes.		Combined with Action 1, Goal 1			
	5. Continue to refine internal processes to streamline development assessment timeframes. This could be informed by a more detailed engagement/feedback process that targets applicants that have recently lodged applications in the Council area	Ongoing/Internal				
	6. Developer forum to be held annually to improve communication between Council and the development industry.	Ongoing/Internal				
<b>Goal 4</b>	<b>Actions</b>	<b>24/25</b>	<b>25/26</b>	<b>26/27</b>	<b>27/28</b>	<b>28/29</b>
<i>Provide leadership through collaboration with government and the development industry.</i>	1. Develop effective long-term partnerships between registered housing providers and the property development industry to deliver more affordable housing.	Ongoing/Internal				
	2. Actively promote to the development/building industry (UDIA, Property Council, HIA etc.) the strong demand and business opportunities available in Port Lincoln.	Ongoing/Internal				

Goal	Action	Timeframe / Resources				
		24/25	25/26	26/27	27/28	28/29
	3. Advocate to the State Government to reduce/defer fees, charges, and other infrastructure connection costs for new housing development to encourage investment (while acknowledging many infrastructure providers are no longer government service providers).	Ongoing/Internal				
	4. Collaborate with the District Council of Lower Eyre Peninsula and Planning and Land Use Services to prepare a Structure Plan across the wider Port Lincoln area. The Structure Plan should consider infrastructure requirements which affect both Councils and provides a strategic approach to accommodating Rural Living development on the periphery of Port Lincoln.					External \$100K
	5. Collaborate with the District Council of Lower Eyre Peninsula to develop engineering standards which are clear and consistent across both Council areas (underway).	Internal				
	6. Advocate for ongoing Aboriginal and regional representation on the South Australian Housing Trust board.	Ongoing/Internal				
	7. Encourage the real estate industry to prepare and maintain a list of available tools and resources to support home buyers and renters.	Ongoing/Internal				
	8. Collaborate with Lower Eyre Leadership Group in maintaining a directory for homeless and crisis care service providers.	Ongoing/Internal				

Goal	Action	Timeframe / Resources				
		24/25	25/26	26/27	27/28	28/29
	9. Collaborate with the Plan SA to develop a strategic approach to managing native vegetation within identified urban growth areas. Audit and review native vegetation restrictions in established parts of Port Lincoln and/or explore whether offset areas can be provided elsewhere.	Ongoing/Internal				
	10. Actively pursue a working relationship with the Office for Regional Housing/Renewal SA to explore contemporary infrastructure funding models.	Ongoing/Internal				
	11. Advocate and lobby for review of native vegetation legislation as it applies to areas earmarked for urban development.	Ongoing/Internal				
	12. Investigate affordable camping options which can support short term non-tourist/local accommodation.	Ongoing/Internal				
	13. Advocate to the State Government to prioritise the development of Design Standards for infrastructure via the Planning, Development and Infrastructure Act 2016.	Ongoing/Internal				
Financial Year / Totals		24/25	25/26	26/27	27/28	28/29
		\$25k	\$150k-200k	\$150k	\$100k	\$200k

