



Affordable Housing Implementation Plan 2020



A large, abstract graphic consisting of several overlapping, wavy bands of different shades of blue, ranging from a very light, almost white blue to a deep, solid blue. The waves flow from the top left towards the bottom right, creating a sense of movement and depth. This graphic occupies the upper two-thirds of the page.

Acknowledgement of Country

The City of Salisbury acknowledges that we are on the traditional Country of the Kurna people of the Adelaide Plains and pays respect to Elders past, present and emerging. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kurna people living today.

CONTENTS

Acknowledgement of Country	2
Introduction	4
Strategic Context	6
City Plan 2030 (under review at time of plan adoption)	6
Growth Action Plan	8
Regional Public Health Plan (2015)	10
Intercultural Strategic Implementation Plan 2017-2021 (2017)	11
Strategic Land Review Implementation Plan (under minor review at time of plan adoption)	11
Affordable Housing Policy – Development of Surplus Council Owned Land (2018)	12
State Government’s Affordable Housing Program	13
State Government’s Guide to the Draft Planning and Design Code (2019)	13
State Government’s Our Housing Future 2020-2030 (2019)	14
City of Salisbury Snapshot	17
Purpose & Our Role	20
Focus Areas	24
Review of the Plan	25
Action Plan Table	26

INTRODUCTION

Housing is a foundation of all opportunities and outcomes. It is much more than simply a roof over our heads. Safe, stable, and affordable housing provides a fundamental basis for individual, family and community wellbeing. The high cost of rent and housing prices mean people struggle to stay housed, are forced to live in substandard housing or live far from jobs, schools and services or work long hours to pay for housing; or go without essentials such as adequate clothing, food, heating / cooling, medication or education. Better housing leads to better health, better educational attainment and more economic opportunities and it is fundamental to achieving our vision 'Salisbury – A flourishing City with opportunity for all'.

City of Salisbury recognises the vital role that secure and affordable housing plays in the wellbeing and prosperity of its community. We have contributed to the delivery of affordable housing outcomes through a range of models on Council's strategic property development projects. The Strategic Development Project Division's role in the development of surplus Council land for residential development provides Council a mechanism for direct action to bring forward unique and quality housing outcomes within the Salisbury market, deliver affordable housing, and stimulate economic activity directly and indirectly by promoting increased private development interest in the City.





STRATEGIC CONTEXT

A strategic context analysis was undertaken to ensure critical actions are aligned with key strategic directions, actions and timing of actions to best contribute / integrate with other Council endorsed masterplans, projects and strategic agendas. The following Council strategic documents were included in the analysis to inform this document:

- > City Plan 2030 (under review at time of plan adoption)
- > Growth Action Plan (2016)
- > Regional Public Health Plan (2015)
- > Intercultural Strategic Implementation Plan 2017-2021 (2017)
- > City of Salisbury Affordable Housing Policy – Development of Surplus Council Owned Land (Last updated 2018)
- > Strategic Land Review Implementation Plan (under minor review at time of plan adoption)

The following State Government documents were also assessed:

- > Affordable Housing Program
- > Guide to the Draft Planning and Design Code (2019)
- > Our Housing Future 2020-2030 (2019)

City Plan 2030 (under review at time of plan adoption)

The Salisbury City Plan provides overarching strategies and actions to build on the city's existing assets and capture new opportunities that have the potential to be transformative for the City of Salisbury.

The relevant key directions for the Affordable Housing Implementation Plan are outlined below.



Key Direction	Relevant Objective	Relevant Strategies & Actions
The Prosperous City	4: Have well planned urban growth that stimulates investment and facilitates greater housing and employment choice	<ul style="list-style-type: none"> > Encourage well designed infill development and unlock new urban development opportunities > Regenerate the Salisbury City Centre into a vibrant, diverse and successful destination recognised as the business heart of northern Adelaide > Ensure Council's regulations and procurement activities support local economic growth where possible
The Sustainable City	3: Have natural resources and landscapes that support biodiversity and community wellbeing	<ul style="list-style-type: none"> > Recognise the importance of open space for community wellbeing and its importance to our community
The Liveable City	3: Be a connected city where all people have opportunities to participate 4: Be a proud, accessible and welcoming community	<ul style="list-style-type: none"> > Enhance our neighbourhoods, streets and public spaces so they are welcoming and connected > Provide a range of housing options > Develop a community where people feel safe
Enabling Excellence	1: Strengthen partnerships that enable us to better address our community's priorities 2: Develop strong capability and commitment to continually improve Council's performance 3: Have robust processes that support consistent service delivery and informed decision making 4: Embed long term thinking, planning and innovation across the organisation	<ul style="list-style-type: none"> > Work with neighbouring councils to address issues of regional importance > Work with State and Federal governments to influence policy and investment decisions > Develop stronger partnerships with business and industry to address the challenges facing our region > Design Council's strategic development projects so they can flexibly adapt to accommodate future opportunities > Collect and analyse information and data that enables Council to anticipate and respond to emerging needs and opportunities

Critical Actions

- > Progress the revitalisation of the Salisbury City Centre including encouraging and supporting private sector investment
- > Improve communication within the organisation and with our community to ensure integrated programs, projects and processes that meet community expectations, and delivers good customer service
- > Better use of our data and the research of others to support evidence-based decision-making and policy

Growth Action Plan (2016)

Council's Growth Action Plan provides the strategic and spatial framework to support the implementation of Council's City Plan.

The relevant key directions for the Affordable Housing Implementation Plan are outlined below.

Priority Area 1: Activity Centre / Transit Node Development

Objective: To establish policies, actions and partnerships to facilitate the provision of diverse, high quality residential development at higher densities within close proximity to employment opportunities, frequent public transport, services, open space and recreation opportunities.

Action	Priority for Action Completion
Deliver the Salisbury Hub demonstrating Council's commitment to the future of the Salisbury City Centre project and investigate opportunities to develop surplus Council owned land to stimulate private investment for mixed use/residential development.	High-Medium

PRIORITY AREA 3: Infill and Regeneration

Objective: Provision of an increasingly diverse mix of high quality housing of low to medium density within established urban areas located close to public transport corridors, open space and linked with employment areas to utilise and enhance existing infrastructure and services.

Action	Priority for Action Completion
Identification of potential development opportunities of surplus Council owned land and Renewal SA properties within infill and regeneration areas.	High-Medium

Priority Area 6: Development of Surplus Council Owned Land*

Objective: Ensure a proactive, integrated strategic approach towards development of surplus Council owned land to stimulate private investment, provide and demonstrate diverse housing opportunities with quality design outcomes and generate income to upgrade Council assets, whilst balancing community needs and expectations with regard to continued provision of appropriate levels of open space.

Action	Priority for Action Completion
Complete the Tranche 2 residential development projects from business case to delivery on: <ul style="list-style-type: none"> 5. Boardwalk at Greentree (Walpole Road Stage 3), Paralowie 6. Lake Windemere 7. Shoalhaven, Mawson Lakes (within Residential zone) 8. Hoyle Green, Para Hills 	Medium
Investigate opportunities to utilise surplus Council land holdings suitable for residential development by undertaking feasibility studies at: <ul style="list-style-type: none"> 9. Fairbanks Drive Reserve, Paralowie 	High

**subject to feasibility, community consultations and future decisions of Council*

Regional Public Health Plan (2015)

City of Salisbury Regional Public Health Plan is a strategic document that will guide Council's work to improve the health and wellbeing of the Salisbury community into the future.

The relevant key directions for the Affordable Housing Implementation Plan are outlined below.

OBJECTIVE 2: To provide and increase opportunities to live healthy lifestyles, have access to healthy food and physically active

Action	Timeframe
<p>2. Continue to consider the health implications of the design of the built environment</p> <p>> The way cities, towns and neighbourhoods are planned and designed impacts on people's opportunities to walk, cycle and use public transport; to access healthy food; recreate and to participate in community life.</p>	Ongoing

OBJECTIVE 4: To develop healthy built and natural environments that meet the needs of Salisbury's community today and into the future

Action	Timeframe
<p>5. Affordable Living Strategy</p> <p>> Develop an Affordable Living Strategy that identifies the actions needed to make the City of Salisbury a more affordable and sustainable place to live. Affordable living incorporates the size and type of our housing, the resources we use, how we move around and our relationship with the environment. The strategy will aim to facilitate a society that is inclusive, improves wellbeing and sustainability and provides opportunities to all residents.</p>	July 2015

Intercultural Strategic Implementation Plan 2017-2021 (2017)

Intercultural Strategic Plan provides direction to enable the City of Salisbury to become a welcoming, cohesive intercultural community in which all people can thrive and flourish. Interculturalism is defined as moving beyond the passive acceptance of multicultural communities to promoting interactions between cultures. The Intercultural Strategic Implementation Plan builds on the themes and directions outlined in the Intercultural Strategic Plan. It enhances the work already being undertaken by Council and outlines specific programs, policies and activities to be implemented over the next four years.

The relevant key directions for the Affordable Housing Implementation Plan are outlined below.

Advocacy and Partnerships

DIRECTION 1. Gather and disseminate information about the diversity of our community and its needs

Actions	Timelines
1.4 Investigate housing needs including the needs of diverse cultural groups and identify ways to address the housing needs through City of Salisbury's residential property projects.	Year 2

Strategic Land Review Implementation Plan (under minor review at time of plan adoption)

Council's Strategic Land Review is an analysis of Council land holdings to identify potential land that may not be required for open space, community, stormwater or other community uses, and may have capacity for further investigation as a development project to achieve Council's goals to provide capacity to fund strategic projects from an alternate revenue source.

The Strategic Land Review Implementation Plan includes a long-term pipeline of potential development opportunity sites for further investigation to inform Council's Long Term Financial Plan, and a short term five year action plan identifying those immediate priority projects within the broader pipeline to continue delivery of the strategic development projects agenda.

The Council's role in the development of surplus Council land for residential development provides a mechanism for direct action to bring forward high quality housing outcomes within the city and deliver affordable housing to the Salisbury community.

Affordable Housing Policy – Development of Surplus Council Owned Land (2018)

The City of Salisbury endorsed its Affordable Housing – Development of Surplus Council Owned Land Policy in 2012 which sets out the Council commitment for the delivery of affordable housing as part of the delivery of projects on surplus Council land, guiding our approach to affordable housing on our own development projects. This policy effectively matches the State Government Affordable Housing price points committed to providing a minimum of 15% affordable housing when developing surplus Council owned land for residential purposes, where the site is considered appropriate (i.e. those considered to have good access to public transport, activity centres and community services).

Where a site is not considered appropriate for provision of affordable housing, any shortfall in provision may be provided in subsequent developments. Where Council is the developer of affordable housing, or enters into a partnership, (as opposed to selling a vacant allotment for future provision of affordable housing), measures to reduce on-going living expenses and environmental sustainability features (such as measures to reduce utility bills etc) will be considered during the design stage of the dwelling.

State Government's Affordable Housing Program

Currently the State Government mandates that 15% of housing in significant new developments meet an affordable housing threshold of \$354,000 for house and land and \$159,000 for land only . The affordable housing threshold does not necessarily correlate to affordability for the City of Salisbury community, as the threshold is higher than the median house price within the City of Salisbury (which in 2018 was \$326,577). Given the socio-economic profile of the City of Salisbury, there is a significant component of our community who cannot afford home ownership even under the State Government's Affordable Housing Program.

State Government's Guide to the Draft Planning and Design Code (2019)

The South Australian Government is undertaking significant reform of the planning system underpinned by the Planning, Development and Infrastructure Act 2016. A key element of the reform is the introduction of a single set of state-wide planning development controls that will replace the 72 individual development plans of Councils and other regions. The new development controls will be known as the Planning and Design Code (P&D Code).

Draft Planning and Design Code has been released for public consultation by the SA Planning Commission. The Code will replace the current Development Plans of all Councils with the intention to standardise policy and have an efficient digital based system.

Guide to the Draft Planning and Design Code describes 'Affordable Housing Overlay' as:

This new overlay defines the areas of the state where 15% affordable housing must be provided as a part of development applications for 20 or more dwellings or residential allotments.

The overlay also contains policies allowing dispensations for typical planning requirements such as minimum site areas, car parking or building heights where affordable housing is being included.

This overlay does not apply to any areas within the City of Salisbury. Given that City of Salisbury's median house valuation (\$326,577 as of June 2018) are well under what the state considers to be affordable housing (\$354,000 updated 22/11/2018), requiring a 15% affordable housing overlay and associated policy as part of the P&D Code may not result in practical outcomes for many of our suburbs.

However, this presents opportunity to review the City of Salisbury's Affordable Housing Policy on Council Surplus Land to make the policy more relevant to Salisbury community, having regard to the fact that City of Salisbury's median house valuation is already \$75,133 lower than the median house valuation for South Australia, and in the order of \$27,000 below the State Government's affordable housing threshold.

State Government's Our Housing Future 2020-2030 (2019)

South Australia's Housing Strategy, Our Housing Future 2020-2030 was released in December 2019. The strategy is broad and covers topics from housing, homelessness and supporting services provided to those who need accommodation.

The relevant key strategies and actions identified to be led by local government and those with potential for Council to advocate to work through are outlined below.

1. Create conditions for a well-functioning housing market that meets the housing needs of all South Australians

Actions	Led by	Timeframe
1.3 Establishing leadership and governance mechanisms to coordinate housing policy across local, state and federal governments.	Local, state and federal government	Short
1.4 Developing local/regional housing plans to respond to specific conditions and local demand.	Local government	Medium

2. Reduce housing stress through 20,000 affordable housing solutions

Actions	Led by	Timeframe
2.2 Delivering new social, affordable and open market homes through a \$54 million neighbourhood renewal program over five years.	SA Housing Authority	Medium
2.4 Building up to 1000 new social, affordable and market houses through the Community Housing Asset and Investment Plans.	Community housing providers	Long
2.6 Encouraging new partnerships and investment through pilots and further development of innovative financing, planning and supply solutions including Build to Rent, innovative design, and shared equity products.	Housing industry, SA Housing Authority and Homestart Finance	Ongoing
2.7 Continuing to support home ownership through 10,000 HomeStart Finance loans targeted to low and moderate income households and extending the HomeStart Starter Loan beyond June 2021 by an additional 100 new outcomes per year for five years.	HomeStart Finance	Medium

3. Create housing pathways to enable people to access housing and services as their needs change

Actions	Led by	Timeframe
3.6 Enabling more low to moderate income households to buy a home by improving the provision of grants and subsidies and reducing financial barriers.	SA Housing Authority and Department of Treasury and Finance	Medium

4. Prevent and reduce homelessness through targeted and tailored responses

Actions	Led by	Timeframe
4.2 Piloting homelessness prevention initiatives and new innovative housing models through a \$20 million prevention fund leveraging further investment through partnerships.	Office for Homelessness Sector Integration	Ongoing



CITY OF SALISBURY SNAPSHOT

City of Salisbury is now an established middle-ring Council. New greenfield opportunities are becoming scarcer and are typically found on land parcels that have been or are currently active market gardens or contain industrial uses. It is forecast that up to 7,280 additional dwellings may be constructed in the City by 2036, largely through urban consolidation and infill development. Significant potential for further development exists along transit corridors, in our centres and older suburbs (such as Ingle Farm) that will be regenerated over time. Potential also exists to develop around 10,000 new dwellings on the Dry Creek Salt Pans.

In recent years incremental infill developments have increased and this has become an important source of new housing, particularly in older suburbs with larger blocks that can accommodate medium density housing developments such as villas and townhouses.

Salisbury is an attractive place for development. The proximity of Salisbury to jobs, services, transport and the CBD, together with the city's young and diverse population profile reflects local characteristics that are attractive to new homebuyers, young families and new migrants. Foremost is the availability of comparatively lower cost housing to purchase.



Currently, State Government considers housing to be affordable housing when a house and land price is \$354,000 or below in metropolitan area. In 2018, **City of Salisbury's median house valuation was \$326,577, which was \$71,133 lower than the median house valuation for South Australia.** Between 2017 and 2018, the median house valuation has increased for the City of Salisbury by 2.9% (+\$9,248) while the State average only increased by 1.7% (+\$6,883), indicating that the housing has become less affordable in our city compared to South Australia as a whole. When looking at the housing prices in the State, our City is considered to be affordable.

However, City of Salisbury's population experiences higher rates of socioeconomic disadvantage when compared to many other areas. Compared to Greater Adelaide the City of Salisbury has a smaller proportion of households in the highest equivalised income quartile (17.4% compared with 26.8% for Greater Adelaide), and a greater proportion in the lowest equivalised income quartile (28.2% compared with 23.6% for Greater Adelaide). 48% (23,900) households across the city with a weekly income less than \$1,250 cannot afford a typical 3 bedroom house with single garage within a new land division project. This can contribute to our people needing to move out from our city to other council areas where housing is more affordable.

The **percentage of overall housing stress is higher in the Salisbury Council area (15.6%)** in comparison to Greater Adelaide (12.6%), experienced by 8,034 households with a highest being 21.4% in the suburb of Salisbury. Although much of the policy interventions to address housing affordability have been focused around facilitating home ownership, 14.9% (3,047) of the City of Salisbury's households purchasing their dwelling were experiencing mortgage stress compared to 10.4% in Greater Adelaide. Within the city, the suburb of Salisbury had the highest proportion of 18.7%.



Housing stress is disproportionately experienced by those members of the community who are renting, with 34.3% (4,974) of the City of Salisbury's renting households experiencing rental stress compared to 31.9% in Greater Adelaide. In the suburb of Salisbury, 38.8% of renting households were experiencing rental stress in 2016. In November 2019, Rental affordability



in Greater Adelaide has overtaken Greater Sydney as the second least affordable capital city in Australia, as incomes in Greater Adelaide have failed to keep pace with rising rents⁶. **For very low income households the proportion of income paid as rent is as high as 77% for a single person** on benefits, and 50% for a single pensioner. Much of the housing stress data used here is from 2016 Census. It is likely that the proportion of household experiencing housing stress has worsened since.



We also know that there is a mismatch between existing housing stock and household demographics, with an overwhelming majority of existing housing being 3-4 bedroom detached dwelling, despite a significant proportion of 1-2 person households. **In 2016, over 80% of houses were detached dwellings** and were the most common in the City of Salisbury, while **large households (4+ people) only made up 26% of the community**. This mismatch can lead to land being underused, and also results in higher price for housing than what our community needs.



The trend of single and two person households is expected to continue to increase. This suggests increased demand for a variety of housing forms, smaller houses and/or fewer bedroom houses in the future. However there is a strong preference for Torrens Title properties over Community Title. Trends towards smaller allotments driven by affordability are noted. For example, delivery of 2-3 bedroom houses on allotments of less than 150 square metres, such as those available in new Council projects at Paralowie, reflect the changing demographic in the City and have been popular. These products provide an option that enables an increase in density in locations close to services, facilities and quality public realm.



There are key opportunities for Council to deliver low cost and affordable market housing that broadens housing choice for key demographic groups as identified in the below table :

Target market segments	Rationale
First home buyers	<p>Between 2011 and 2016 the City of Salisbury increased its proportion of population aged 18 – 24 years. This segment of the first home buying market presents as a potential competitive edge/opportunity for future Salisbury Living products compared with alternate offers across the broader market.</p> <p>There is a mobile market of persons aged 25 – 34 moving within the region that Salisbury Living products can continue to target as first and second home ownership opportunities.</p>
Downsizing market	<p>There is an available market of lone households and couples without children that have access to equity that could be targeted for higher quality small lot living within close proximity to services and transport, and with efficient design to support low ongoing cost of living.</p>
Investment market	<p>Based on an assessment of rent as a return on investment in construction, the City of Salisbury could identify key land holdings for a partnership approach to cheaper builds that generate affordable rental stock for a portion of the community that is unlikely to reach an income threshold that will allow for home ownership.</p> <p>Diversifying investors and distributing the investment products has the potential to increase choice to meet tenants' needs, and better integrate a more diverse demography within any single project.</p>
Second home buyers	<p>There is an available market of families with equity and income that could be drawn to appropriate products within locations close to education and employment. This group will have the highest capacity to pay and is therefore likely to be more sensitive to product size and quality.</p>
Overseas migrants	<p>There is a growing population of overseas migrants to the City of Salisbury. Land value, ease of access to employment, services and transport, and a general observation, newly arrived overseas migrants will locate into established community networks, suggests the trend of overseas migration will continue to increase. Accommodation needs will vary in size and attributes, price points, and tenure requirements.</p>

PURPOSE & OUR ROLE

The Affordable Housing Implementation Plan provides Council decision makers, the general community and stakeholders direction on how the City of Salisbury can further explore ways to increase low cost and affordable housing supply. The extent of the housing issues affecting our community is detailed in Council's Low Cost Affordable Housing Research Paper (2018).

Goals of the Affordable Housing Implementation Plan are to:

- > achieve better housing outcomes for individuals and families;
- > facilitate delivery of inclusive communities where people of all ages, backgrounds and incomes have a place to call home; and
- > advocate for increased low cost and affordable housing outcomes that are responsive to current and future needs of our community.

The housing affordability issue is complicated. It is affected by a web of inter-related policy decisions made at all levels of government from zoning and planning rules administered by Local Government, State Government decisions on planning, public and community housing and taxes to the way the Federal Government policies on taxes, migration, welfare support, etc. Rental affordability is affected by the capacity to pay and the availability of rental properties.

The majority of housing is delivered through the private market. This means facilitating affordable housing supply in the private housing market results in the most efficient outcomes.

City of Salisbury is in the unique position to be able to investigate opportunities to deliver housing on Council owned land that is deemed surplus to community needs. Every strategic development project seeks to deliver a broad set of objectives:

- > Realise development profit returning a commercial return to pay down debt and increase Council financial capacity to fund major capital projects;
- > Delivery of a range of living options, including affordable housing that provides housing choice for the Salisbury community of all ages, backgrounds and budgets;
- > Demonstrate best practice design with a high attention to detail setting an improved standard for infill development in Salisbury;
- > Integration of projects with the existing community and provision of improved connection and open space areas for new and existing residents;
- > Use of Council land holdings to build a pipe-line of projects that support the region's economic growth and local construction industry, creating local jobs for local people; and
- > Partnering with appropriate agencies to deliver social outcomes in terms of access to services and affordable housing for target groups.

The provision of affordable, stable and secure housing options for people who are unable to enter the housing market as purchasers is vital as a fundamental platform for economic and social participation, and as a pathway out of continuing socio-economic disadvantage. To date, the City of Salisbury has delivered a range of low cost and affordable housing solutions including:

- > 15 shared equity model affordable homes delivered including 11 homes at Brahma Green, Brahma Lodge where eligibility criteria were set to prospective purchasers and four homes at Greentree Walk, Paralowie;
- > Council's Affordable Housing – Development of Surplus Council Owned Land Policy which sets out the Council

commitment for the delivery of affordable housing as part of the delivery of projects on surplus Council land, guiding the Strategic Development Projects Division's approach to affordable housing on our development projects. This policy effectively matches the State Government Affordable Housing price points;

- > Secured \$3.02M Housing Affordability Grant Funding from the Commonwealth Government to help people attain home ownership with the \$10,000 - \$12,000 grants;
- > Three Habitat for Humanity Homes constructed at Greentree Walk, Paralowie and The Reserve, Salisbury North through their Sweat Equity Model where Council received full market value for the land but provided flexible settlement terms to support the delivery of this housing, with construction commencing under license to occupy arrangements;
- > Development of affordable housing products through partnership with building companies e.g. low cost apartments (which looks like townhouses) at The Reserve, Salisbury North where Council sold a community title development site;
- > A development partnership and associated development agreement between City of Salisbury and building companies to deliver custom designed integrated small lot housing products "Jewel Living" at Boardwalk at Greentree, Paralowie which had a starting house and land price of \$229,000 and awarded the Urban Development Institute of Australia National Affordable Development Award 2019 for affordable housing product development through partnership;
- > Delivery of a range of affordable housing packages and land advertised to eligible buyers through the State Government Affordable Housing Program and via Homestart Finance; and
- > Other community housing providers have been active on Council's development projects including Community Housing Limited, who delivered a number of townhouses at Emerald Green, Parafield Gardens.

City of Salisbury is committed to driving innovation in local government by doing more with less, through partnership and seeking economic, social and built form outcomes in addressing housing affordability issues. These strategic development projects are also a demonstration of the proactive approach by the City of Salisbury towards meeting diverse housing targets including facilitating affordable housing options as identified in the State Government's 30-Year Plan for Greater Adelaide.

While development outcomes are largely market driven, increasing housing diversity to cater for people of all ages, lifestyles and budget is an important part of the solution. Through the strategic development projects, we have a good understanding of what type of housing would work from a market perspective and have a track record in developing innovative affordable housing solutions. Together with further evidence-based knowledge gained from the Low Cost Affordable Housing Research Paper, we are in a very good position to be able to not only increase the awareness of the issues our community is facing but also to offer practical, market proven housing solutions that will meet community needs.

Given the higher relative rates of low income households and households experiencing housing/rental stress in our city, it is clear that housing affordability is a serious issue facing a significant proportion of our population, and it substantially increases their vulnerability to homelessness. The provision of affordable rental stock alone will not alleviate this situation for low income households without attending to other factors that also increase risks for people experiencing higher levels of socio-economic disadvantage.

City of Salisbury does not have direct or legislative responsibility to provide direct services to people experiencing homelessness. However we have a long history of advocating to other levels of government on behalf of our community, and a number of our community services and programs, whilst not specifically directed at people experiencing homelessness, are able to be accessed by people in this situation.

City of Salisbury, through its network of community centres and libraries, provides significant resources and services to the community at low or nil cost to meet a broad range of community needs. We also provide a Housing Support Service for senior community members needing assistance with finding secure and affordable housing. For those people experiencing homelessness, or at increased risk of homelessness, there may be potential opportunity for City of Salisbury to seek funding to provide early intervention program that reduce the risk of homelessness in vulnerable populations. As such, the Implementation Plan focus areas span the breadths of our roles – from facilitator, to policy maker, advocate, catalyst, partner and developer. Areas where the City of Salisbury can effectively be involved to address housing and homelessness issues are:

- > Physically deliver low cost and affordable housing through developing surplus Council land for residential development;
- > Undertake research and advocacy in support of greater social, affordable and low cost housing provision; and
- > Facilitate affordable and low cost housing supply in private housing markets (e.g. through planning policies, efficient development assessment processes, and Business Friendly Council agenda).

In addition to the above more direct roles, we have an impact and influence upon housing affordability through other areas and actions:

- > An efficient development assessment process and system reduces time and costs for the development industry;
- > Related to the above, our Business Friendly Council agenda whereby interactions with Council by developers of affordable housing should be time and cost efficient; and
- > A flexible planning policy framework allows consideration of new and innovative housing products, particularly medium density housing.

Having clarity in relation to Council's role in housing affordability is important so that resources and actions can be targeted. In this regard, the following table aims to set out the realm in which Council will operate in addressing housing affordability issues.

What is Council's Role	What is not Council's Role
Seeking commercial return in developing surplus Council land to increase Council financial capacity to fund emerging community needs which could involve large capital projects	About providing low cost / affordable housing without commercial return
Making housing more affordable by developing custom designed housing products through partnership with building companies that meet the community demands applicable to each of the suburbs where the project will be delivered	Delivering low cost / affordable homes that have no regard to the market demand
Unique, innovative and quality built form design, with sustainability and efficiency of dwelling design consideration to assist in reduced long-term operational costs of housing	Poor quality built form that will cost a lot to operate in the long-run
Delivering diverse housing product types and affordability levels within a single development	Providing a concentration of uniformed affordable housing, creating what is often described as 'ghetto'
Providing the opportunity for organisations already operating in the delivery and operation of affordable and social housing to develop and manage affordable housing for sale or rent	Becoming a direct manager of affordable / social housing

What is Council's Role	What is not Council's Role
Working in partnership with for-profit-organisations, State Government and not-for-profit organisation to explore a range of housing types, delivery / finance models that would suit all parties	Council delivering low cost and affordable housing on its own
Facilitating the low cost / affordable housing provision through flexible and prompt development assessment within the parameters of the Planning and Design Code policy and providing guidance on how to improve built form design outcomes	Mandating low cost / affordable housing provision to private owners through development policy
Advocating for better housing outcomes for the Salisbury community and potential opportunity to seek funding to provide early intervention program that reduce the risk of homelessness in vulnerable populations	Becoming a homeless shelter / emergency accommodation and associated services provider
Having control over what Council would like to see when developing Council surplus land through the review of Council's Affordable Housing Policy on Council Surplus Land	Mandating Council's Affordable Housing Policy on non-Council owned land



FOCUS AREAS

To further explore how City of Salisbury can involve itself in addressing housing affordability and homelessness issues, the Affordable Housing Implementation Plan has been developed to set out the priority actions and investigations from 2019-23.

The Implementation Plan has been developed in a manner to directly inform resource planning, internal division Business Plans and Annual Plan budgets. The Implementation Plan also identifies any known complementary plans, initiatives, services and projects that are the responsibility of other Departments / Divisions of Council and timing of the investigation parcel feasibilities considerate of known committed projects, broader masterplan timing or other Council strategic agendas.

The Affordable Housing Implementation Plan focusses on the following five areas:

- 1. Demonstration Projects** – Demonstration projects that highlight: the delivery of new affordable / low cost housing solutions to the City of Salisbury (whether be through new partnerships, financial / cost saving models, and/or new products); and is delivered as for-profit or not-for profit project. It is intended that the new product's risk profile will be evaluated at the project outset to clarify the expectation and associated implications to Council.
- 2. Program Delivery** – Additional factors and learnings to be taken into consideration as part of strategic development projects' Project Lifecycle Process to assist delivery of low cost affordable housing. This can be used as inputs to feasibility and business case processes that enable testing of Council's appetite in balancing the financial and community benefits objectives of these projects.
- 3. Product Development** – In partnership with the commercial and not-for profit housing sector, development of new products and refinement of the innovative product types to cater for the needs of Salisbury Community.
- 4. Advocacy** – Actions to influence all stakeholders including private developers, existing forums and other government organisations in: facilitating the delivery of low cost and affordable housing within the City and identifying strategic opportunities and challenges affecting the City.
- 5. Strategic Investigations** – Strategic investigations required to scope out the opportunities and recommendations identified in the City of Salisbury's Low Cost Affordable Housing Research Paper and the State's Our Housing Future.

Council's support for the ongoing delivery and return from the full development project pipeline, in line with the strategic development projects principles, is important if the outcomes of the Implementation Plan are to be achieved. Matters regarding alternative products, delivery model or finance model will be considered as part of the project planning and delivery process for individual land development projects as outlined in the Strategic Land Review Implementation Plan and reported to Council through the Strategic Property Development Sub-Committee.

The Strategic Development Projects Division's scope of each work is also strongly influenced by other Council strategic directions and priorities. For example, addressing community needs such as access to open space and improved stormwater management requirements will influence the scale, layout and look and feel of each project, together with outcomes of the technical investigations and financial feasibility assessments. A number of factors will be considered by taking an integrated design approach to identify the optimal outcomes for the community. Similarly, any strategic directions arising from investigations will become part of the scope of work for strategic development projects and delivery of housing may be a way to achieve one of the desired outcomes.

REVIEW OF THE PLAN

Many actions in the Affordable Housing Implementation Plan are inter-related to priority actions set out in the Strategic Land Review Implementation Plan. Consequently the Affordable Housing Implementation Plan's Action Plan Table will be updated at the same time as the Strategic Land Review to keep its currency through its minor two-year review and major four-year review.

These scheduled reviews will ensure the prioritisation and actions are adjusted to respond to:

- > Changes to the Council's strategic agenda;
- > Outcome of completed feasibilities;
- > Market force changes;
- > Any new funding or grant opportunities that may be identified;
- > Opportunities from changes to the State Government strategic agenda; and
- > Council's other related projects to optimise the final products through coordinated / integrated community engagement, planning and delivery resulting in a better outcome for the community.

Further to the minor and major reviews discussed above, the Action Plan Table will be reviewed bi-annually at the same time as to the Strategic Land Review Update. The outcome of the review would be presented through the Strategic Property Development Sub-Committee as a method to monitor progress and inform Divisional Business Plans and Annual Plan processes of the relevant discussions across the organisation.

Action Plan Table

#Action Number	Focus Area	Required Action to be completed	Coordination with other plans, initiatives, services	Priority Short-term Medium-term Long-term	Assumed Project Duration	Organisational responsibility (Division)		Timing			
						Driver	Contributor	2019/2020	2020/2021	2021/2022	2022/2023
1	Demonstration Projects	<ul style="list-style-type: none"> Demonstration projects that highlight: the delivery of a new affordable / low cost housing solutions to the City of Salisbury; and is delivered as for-profit or not-for-profit projects. It is intended that the new product's risk profile will be evaluated at project outset. Scope of the expression of interest process for Lake Windemere project be expanded to explore the range of partnership opportunities identified in the Low Cost Affordable Housing Research Paper as part of the market approach with the project seeking to deliver both commercial returns and social affordable housing outcomes as part of the refined Business Case Driven by product innovation, identify product gaps in Salisbury market and consider the role of architects in the delivery of improved design outcomes and environmental performance as part of the new product development with potential to roll out across the City, taking benefits and costs into consideration while ensuring market acceptance. 	Lake Windemere Residential Project	Short		Strategic Development Projects		For project timing delivery, refer to Strategic Land Review Short Term 5 Year Action Plan			
2	Program Delivery	<ul style="list-style-type: none"> Review Council's Affordable Housing Policy on Council Surplus Land to make the policy relevant to Salisbury Community by potentially setting the City of Salisbury's affordable housing price thresholds. In reviewing the policy, consideration to be given: <ul style="list-style-type: none"> Current State Government's affordable housing price point \$354,000 (updated 22/11/2018) City of Salisbury's median house valuation \$326,577 (as of June 2018), which is already \$75,133 lower than the median house valuation for South Australia How do we achieve higher quality affordable housing How do we increase housing diversity and options at an increased quality How do affordable housing options also assist in reduced cost of living through sustainability measures such as solar, heating and cooling, passive design, and access to public transport, services, etc. 	City Plan Public Health Plan	Short		Strategic Development Projects	Urban Policy Social Policy Governance Finance	Policy Review & Council Endorsement			
3	Program Delivery	<ul style="list-style-type: none"> Consider the following as part of any future expressions of interest process and investigate further as appropriate/required while balancing financial and non-financial benefits arising from the projects: <ul style="list-style-type: none"> Use of "Special Purpose Vehicles" to ring-fence project operations and funding as part of future joint ventures to develop housing for sale or rent through partnership with Community Housing Providers or medium density builders. Provision of sites to not-for-profit groups and special needs groups at agreed discounts, in return for the delivery of a predetermined sales or rental discount. Attraction of grants, subsidies, finance cost savings, purchaser support mechanisms, etc, as add ons to projects rather than the basis of those projects and concentration of those benefits to deliver bigger cost reductions across fewer houses rather than small savings to larger numbers of dwellings. Provision of long term equity in projects, especially rental projects in partnership with not-for-profit organisations/joint ventures made possible by using Council's equity in land. Such properties may be delivered by the City of Salisbury and managed through third party providers. Consider whether long term leasehold is plausible land delivery mechanism for not-for-profit housing providers. 	Strategic Land Review Implementation Plan ³ Long Term Financial Plan			Strategic Development Projects	Finance Property	Ongoing			
4	Product Development	<ul style="list-style-type: none"> Consider the following product types as part of Business Case and investigate appropriateness, design, cost as required: <ul style="list-style-type: none"> Single storey detached dwellings as co-housing options delivered by special needs partners. Tiny homes, mews, and manor homes delivered by Council as demonstration projects. Apartments, tiny homes, mews and manor homes as part of a partnership where the for-profit or not-for-profit partner takes the risk on delivery. Land (larger allotments or superlots) delivered to special needs/not-for-profit groups at discounted value in return for the delivery of predetermined low cost/low income housing. Review opportunities for small lot housing design improvements to reduce delivery costs, including multiple use of spaces and reduced car parking needs. Continually work with build partners to develop new products and pioneer them in the Salisbury market through advocating for them despite challenges e.g. presented by banks. 	Strategic Land Review Implementation Plan ³			Strategic Development Projects	Planning	Ongoing			
5	Advocacy	<ul style="list-style-type: none"> The Planning & Design Code (P&D Code) will result in standardised policy for affordable housing across Councils with little opportunity to have local policy provisions. The P&D Code does not identify any areas within Salisbury Council area that will have the Affordable Housing Policy Overlay applied. It will not restrict such development from occurring in areas that are not covered by the Affordable Housing Overlay should a developer and Council come to an arrangement for the provision of affordable housing. The ongoing Review of the new P&D Code planning control mechanisms to facilitate desired housing outcomes, densities, heights, car parking requirements will identify ways in which Council may be able to optimise criteria for assessment consideration within the P&D Code assessment parameters. 	State Government Planning Review		Currently underway	Urban Policy Planning		Planning and Design Code Phase 3 release for consultation	Planning & Design Code rollout		
6	Advocacy	<ul style="list-style-type: none"> Approach State Government regarding the neighbourhood renewal program which aims to increase amenity, supply and diversity of housing types and local tenant mix through renewal of locations with older, low-density public housing over five years. With initial priority focus around Para Vista and Ingle Farm (due to proximity to the CBD and the number of existing SA Housing Trust stocks) as a discussion point. 	State Government Housing Strategy	Short		Strategic Development Projects			Communication initiated with appropriate personnel from SA Housing Authority		

#Action Number	Focus Area	Required Action to be completed	Coordination with other plans, initiatives, services	Priority Short-term Medium-term Long-term	Assumed Project Duration	Organisational responsibility (Division)		Timing			
						Driver	Contributor	2019/2020	2020/2021	2021/2022	2022/2023
7	Advocacy	<ul style="list-style-type: none">Investigate opportunities to: increase awareness of the outcomes of the Low Cost Affordable Housing Research Paper and affordable housing products to all stakeholders involved; access and/or encourage private land holdings in key locations to deliver low cost housing including facilitating opportunity for manufactured home development within existing policy context.				Urban Policy	Planning Strategic Development Projects	Ongoing			
8	Advocacy	<ul style="list-style-type: none">Investigate opportunities to increase awareness of the outcomes of the Low Cost Affordable Housing Research Paper and utilise existing forums (e.g. Housing Forum, Northern Homelessness and Violence Against Women Collaboration Network) and other opportunities to continually monitor and input into the discussions at the regional level and identify strategic opportunities and challenges affecting the Salisbury community.	Public Health Plan Age Friendly Salisbury Strategy State Government Housing Strategy			Community Health & Wellbeing Social Policy		Ongoing			
9	Strategic Investigations	<ul style="list-style-type: none">Identify level of housing needs, investigate the interest of larger not-for-profit groups (e.g. Tier 1) investing in Salisbury and the circumstances under which they would be attracted.Subject to the outcome of the above,<ul style="list-style-type: none">Identify locational preferences of low cost housing providers and match to Salisbury’s land availability and strategic directions for key development precincts as part of the feasibility and business case as appropriate.Identify separate projects or specific sites within Salisbury Living Projects to target low cost housing and special needs outcomes. These projects should not have the burden of achieving a commercial profit and may involve land subsidies or free land to achieve particular targeted outcomes. Separately account for projects which have a non-commercial objective, whether they are demonstration projects, not-for-profit or special needs projects.	Ability Inclusion Strategic Plan Strategic Land Implementation Plan3 Public Health Plan	Short	10 months	Social Policy Community Health & Wellbeing	Strategic Development Projects Finance		Scoping & Investigation	Investigation	
10	Strategic Investigations	<ul style="list-style-type: none">Investigate specific migrant group requirements for housing in Salisbury, taking into considerations on people’s capacity to pay, different values outside of what are provided by standard design.	Intercultural Strategic Implementation Plan (Salisbury Intercultural Strategic Alliance) Public Health Plan	Short	10 months	Community Health & Wellbeing Social Policy	Strategic Development Projects		Scoping & Investigation	Investigation	
11	Strategic Investigations	<ul style="list-style-type: none">Identify affordable housing opportunities around activity centres as part of the Strategic Land Review.	Integrated Transport Plan Future Directions Community Hubs Future Recreation Needs Planning Place Activation Strategy Strategic Land Review Neighbourhood Planning / masterplanning e.g. Ingle Farm			Strategic Development Projects	Community Capacity & Learning Community Planning Urban Policy	Scoping & Investigation in line with concurrent concept development for Burton and Ingle Farm			
12	Strategic Investigations	<ul style="list-style-type: none">Investigate opportunities afforded through the state homelessness prevention fund to provide early intervention programs that reduce the risk of homelessness in vulnerable populations.	State Government Housing Strategy			Social Policy		Ongoing			

Summary of Assumptions

- Actions identified in the Action Plan are developed based on recommendations included in Low Cost Affordable Housing Research Paper.
- Assumed project duration is only noted for actions that have distinctive body of work e.g. strategic investigation piece.
- Most of the actions will be considered as part of the existing ‘business as usual’ processes e.g. project scoping / planning for strategic development projects; through advocacy works, etc.

- The Strategic Land Review and its associated Implementation Plan does not seek to make decisions to proceed with any future projects on Council land that are deemed to be surplus to recreational, open space, stormwater management or any other identified community needs. This document’s role is to identify and prioritise land that meets set criteria and set out a program to further investigate these parcels. Any potential project that may come out of one of the identified investigation parcels remains hypothetical until community engagements are undertaken in accordance with City of Salisbury’s Public Consultation Policy and statutory processes, feasibility work is completed, and a decision to proceed further made by Council at pre-determined “stop/go” decision points along the process.
- Many of the actions in the Affordable Housing Implementation Plan are inter-related to priority actions set out in the Strategic Land Review Implementation Plan. Consequently the Action Table will be updated at at the same time as the Strategic Land Reivew to keep its currency through its minor two-year and major four-year review. It will be also reviewed bi-annually at the same time as to the Strateic Land Review Update.



AFFORDABLE HOUSING IMPLEMENTATION PLAN 2020

City of Salisbury, 34 Church Street, Salisbury SA 5108

web: www.salisbury.sa.gov.au

email: city@salisbury.sa.gov.au

phone: 8406 8222