

BALLINA  
SHIRE  
HOUSING  
STRATEGY  
2 0 2 4

#### ACKNOWLEDGEMENT OF COUNTRY

*Ballina Shire Council acknowledges that we are here on the land of the Bundjalung people. The Bundjalung are the traditional owners of this land and are part of the oldest surviving continuous culture in the world.*

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# executive *summary*

Housing is the foundation stone of community wellbeing and cohesion. Housing as shelter is the primary focus of this Housing Strategy.

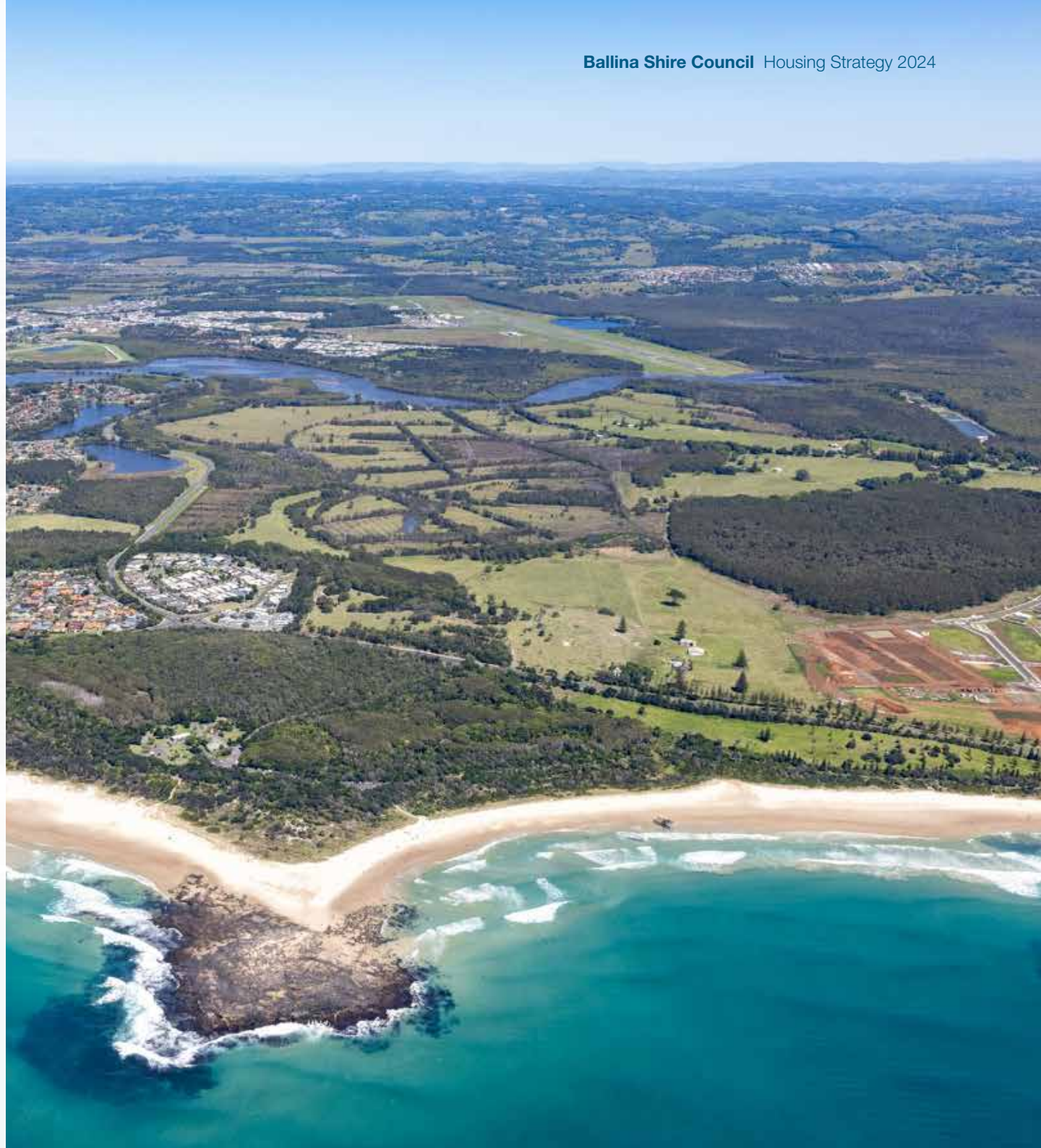
The housing system is complex involving a multitude of factors from macro-economic policies including interest rates and tax settings through to the rise of online holiday rental platforms impacting the local long term rental supply.

The complex and interrelated nature of housing provision has meant that governments at all levels have struggled to address housing issues effectively, particularly attempts to address housing affordability.

Within the limitations of local government powers, this Housing Strategy identifies gaps in housing supply and explores the role of Ballina Shire Council in planning for and encouraging housing that meets the needs of the local community.

It acknowledges also that the diminishing rates of housing affordability experienced locally and across Australia is being caused by systemic issues outside of Local Government's sphere of control, and that councils play an important role in advocating for changes to these systems.

Council's planning framework, the Ballina Shire Growth Management Strategy, the Ballina Shire Local Strategic Planning Statement 2020-2040 and local place plans inform the Ballina Local Environmental Plan 2012, which guides the residential zoning pattern of the shire and identifies Strategic Urban Growth Areas. This framework delivers residential land supply to the Ballina Shire.



# vision

The timely delivery of housing in the Ballina Shire. An urban structure that protects our environment and supports walkable, diverse and resilient housing that meets the needs of the local community.

The vision, principles, outcomes and actions in this strategy provide a framework to guide Council activities in contributing to achieving better affordability in housing in the shire and to meet the community’s housing needs over the next twenty years.

This Housing Strategy recognises that Council cannot address all the community’s housing needs. Landowners, developers, State and Federal Governments, Community Housing Providers (CHP’s) and local communities are all part of the housing supply system.

Desired outcomes are listed under each principle within the Strategy, all actions are listed in the Action Table organised by the principle they deliver. Each action specifies Council’s role either as lead, collaborator, or advocate.

All Council activities to encourage housing supply in the Ballina Shire are to be guided by four principles:

 <p><b>AVAILABLE</b></p>	<p>1 make housing <b>available</b> to local workers and residents</p>
 <p><b>DIVERSE</b></p>	<p>2 encourage <b>diverse</b> housing sizes and types to fit local household types</p>
 <p><b>WALKABLE</b></p>	<p>3 encourage smaller dwellings, located close to shops, infrastructure, services and destinations to encourage <b>walkable</b> neighbourhoods</p>
 <p><b>RESILIENT</b></p>	<p>4 not only must new housing be <b>resilient</b> to natural hazard risks but responses to disasters and housing stress are planned for proactively</p>



# background

# *why have a housing strategy?*

## **HOUSING IS OUR FOUNDATION**

Housing is a fundamental human need and contributes to individuals' sense of place and belonging, which is the foundation stone of community wellbeing and cohesion. The provision of safe, secure, and habitable dwellings is one of the building blocks for a fair and equitable society.

House building also plays a significant role in the economy. In Ballina Shire, the construction industry represents approximately 11.7% of the Shire's workforce, with jobs in related professional services, finance and real estate comprising a further 8.6%.

Ballina Shire Council recognises that no single organisation can resolve the complexity of local housing issues. However, Council can work in partnership with key stakeholders, taking a lead role in advocacy initiatives and ensuring planning controls contribute to good housing outcomes and do not create barriers to the provision of appropriate housing reflective of the community's needs.



## COUNCIL'S HOUSING DOCUMENTS



## COUNCIL'S ROLE IN HOUSING

The housing system is complex, involving multiple stakeholders and a broad range of social, environmental and economic factors. Factors such as interest rates, bank lending policies and prudential regulation, federal and state government taxation settings, the rise of online holiday rental platforms and the cyclical nature of housing demand all impact significantly on the demand and supply of housing.

The complex and interrelated nature of housing provision has meant that governments at all levels have struggled to address housing issues effectively, particularly attempts to address housing affordability. Recognising this complexity, local government still has an important role to play, including:

- Ensuring availability of suitably zoned land for housing and investing in housing infrastructure.
- Implementing and revising planning controls, contributions plans', and other policy tools responsively to achieve diverse, sustainable, well-designed housing.
- Exploring new models of housing delivery such as tiny homes, co-housing, adaptive reuse of buildings, and adaptable/intergenerational housing.
- Identifying opportunities to support and lead local affordable housing delivery projects, leveraging Council owned land and assets where appropriate.
- Pursuing incentives to encourage desired housing outcomes through 'development bonuses' or discounts or waivers of developer contributions targeting, for example, key worker housing.

- Advocating to state and federal government agencies for changes to macro-economic policy, increased funding and provision of affordable and social housing or land for local projects.

Council's role and commitment to ensuring the community has access to adequate and appropriate housing opportunities is reflected in:

- **Community Strategic Plan and Delivery Program**, which identify affordable housing and infrastructure delivery as key desirable outcomes sought by the community.
- **Local Strategic Planning Statement 2020** sets out Council's strategy for the release of residential land to guide the rezoning (planning proposal) processes and infrastructure delivery program.
- **Place-based Strategic Plans** for Ballina, Lennox Head, Alstonville, Wollongbar and Wardell that identify the delivery of affordable housing as key objectives and initiate new provisions to enable housing types in specific areas.
- **Development Servicing and Developer Contribution Plans** for water, sewerage and other infrastructure, prepared according to the *Local Government Act 1993* and *Environmental Planning and Assessment Act 1979*.
- **Development approvals** of new subdivision and land use proposals including housing.



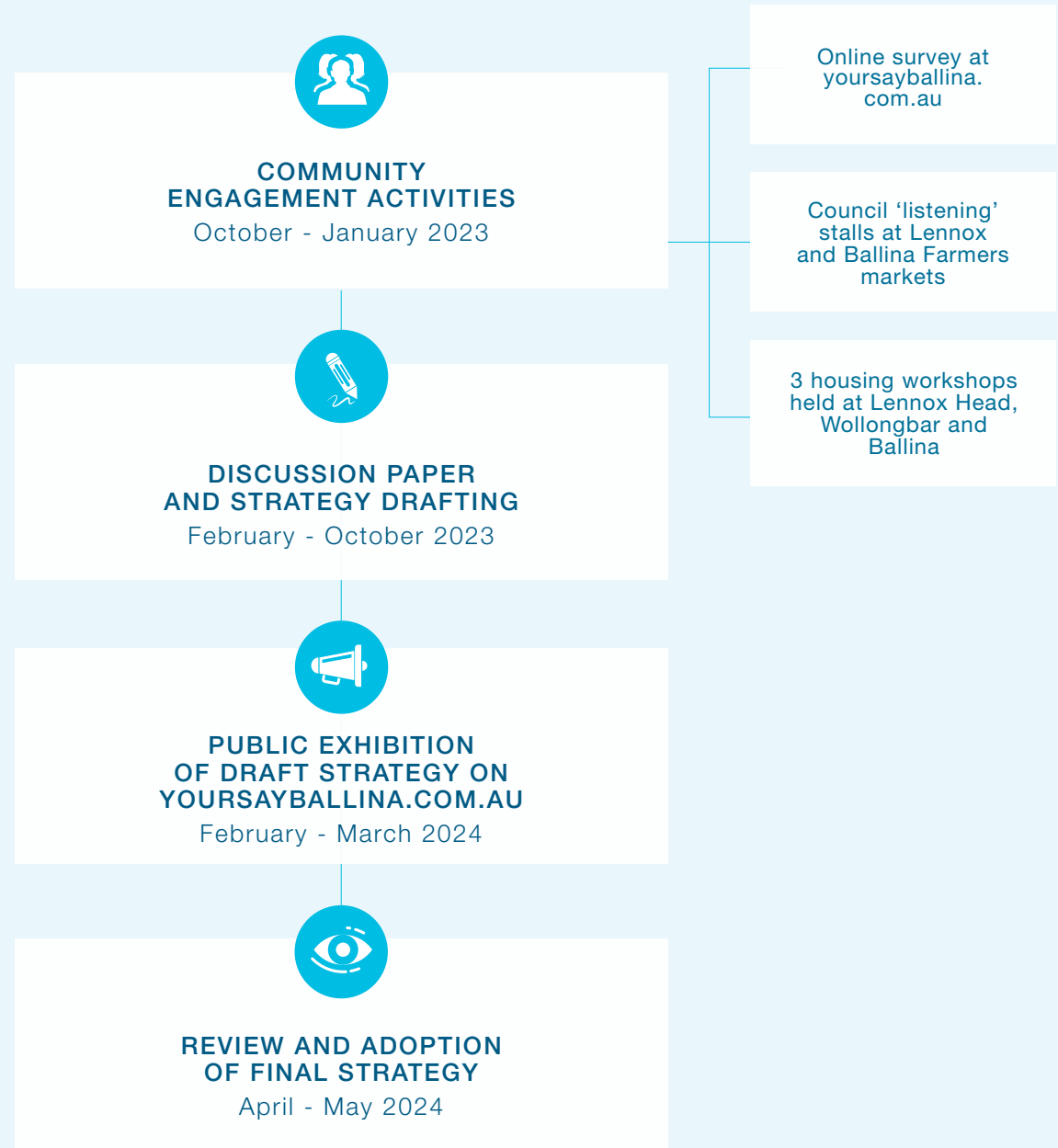
## PURPOSE OF THE HOUSING STRATEGY

The purpose of preparing the Housing Strategy is to outline Ballina Shire Council's role in addressing local housing challenges over the next 20 years. The Housing Strategy will complement Council's residential land release strategies and will:

- set out what we understand about Ballina Shire's housing needs now and into the future
- identify how those needs might best be met within Council's sphere of influence
- Identify additional actions that the Council might pursue to address particular housing concerns or issues.

In preparing the Housing Strategy, Council took a holistic perspective of the housing system, reflecting the influence of diverse factors and considering the perspectives and roles of a broad range of stakeholders, including Government agencies, developers, the community sector and local communities.

## HOW THIS STRATEGY HAS BEEN PREPARED





This Housing Strategy has been informed by community engagement activities, and a Background Paper that provides an analysis of demographic trends, local development activity and review of national and international housing studies and policy.

Council undertook a range of consultation activities between August 2022 and December 2022 to inform the housing strategy. These activities included an online survey and community workshops. A report detailing the activities and input received during this consultation is available on Council’s website<sup>1</sup>. The key areas of agreement and debate identified during this consultation are summarised below.

<sup>1</sup> Ballina Shire Council (2022) Ballina Shire Housing Strategy – Stage One Consultation Summary. Available online: [yoursayballina.com.au/80783/wid-gets/397665/documents/252469](https://yoursayballina.com.au/80783/wid-gets/397665/documents/252469)

While there was a diversity of views expressed throughout the consultation, there were areas of broad agreement, with respect to:

- Need to facilitate/provide more **affordable housing** (purchase and rental).
- Need for **diverse and appropriate housing** that suit a broad range of household types and incomes.
- Need for appropriate **infrastructure** and related **services** to be provided in association with new development.
- Desire to **maintain existing character** and **built heritage**.
- Need to protect and enhance the **natural environment**, including more **trees** within blocks and on streets and parkland.
- Need to provide **open space, shops and community facilities** within reasonable proximity to housing.

- Desire for **human-scaled, high-amenity, walkable communities**.
- Need for **sustainable development** and **adaptable housing** that responds to climate change and vulnerability to natural hazards.
- Need for housing to be **accessible** and designed to suitable for ageing in place and disability.
- Need for **good local governance** that reflects local values, needs and concerns.
- Need for **improved planning** that delivers the outcomes desired by the community.
- Need for a built environment, including housing, that supports **community cohesion** and builds a **sense of community**.
- Need for **innovation** in the delivery of housing options and **good design** outcomes.
- Concerns with delays in Council **development assessment** processing.



# definitions

**Affordable housing** is housing that is appropriate for the needs of low to moderate income households and priced so that households are also able meet other basic living costs such as food, clothing and medical care. Housing is usually considered affordable if it costs housing costs (rent or mortgage) less than 30% of gross household income.

**Social Housing** is generally owned and managed by state or territory governments, and community housing providers or which is owned or managed by community-based organisations.

**Key Worker Housing** refers to affordable housing specifically targeted at employees whose roles are critical to the functioning of a community, but who may not earn enough to afford housing in the areas where they work. Includes nurses, teachers, police officers, or firefighters but can also include hospitality workers, cleaners and Council workers.

**Accessible Housing** is housing designed for people with disabilities or those with specific mobility needs. These homes are built or modified to be barrier-free and wheelchair accessible, with features like ramps, wider doorways and accessible bathrooms. The goal is to promote independent living for all residents, regardless of their physical abilities.

**Adaptable housing** is housing designed and built with flexibility in mind, allowing for future modifications to meet changing needs, eg, by

converting a single detached house into multiple separate units. This allows housing to adapt over time, catering to different household configurations, lifestyle changes, or market demands.

**Greenfield housing** refers to the development of housing on previously undeveloped land, typically in rural ('greenfield') or peri-urban areas. This type of development often requires the addition of necessary infrastructure, such as roads, electricity, and water supply.

**Infill housing** is housing developed on vacant or underused parcels within existing largely developed urban areas. Sites are between other developments and infrastructure is already in place.

**Community Housing Providers (CHP's)** are funded by State Government and the National Housing Finance Investment Corporation to provide social and affordable housing to people who would otherwise struggle to afford a home on the private rental market.

**An Affordable Housing Contributions Scheme (AHCS)** is a mechanism for Councils to levy developer contributions for affordable housing.

**Voluntary Planning Agreement (VPA)** is a planning tool that allows planning authorities and developers to work together to deliver innovative public interest outcomes alongside development proposals.



# Ballina Shire *housing snapshot*

Ballina Shire is in the Northern Rivers region of New South Wales 780km north of Sydney and 230km south of Brisbane. It covers an area of 485km<sup>2</sup> with its main commercial centre in Ballina, which is supported by smaller towns and villages including Lennox Head, Alstonville, Wollongbar and Wardell. There are also several small villages and localities in the rural hinterland.

## POPULATION GROWTH

Ballina Shire is continuing to experience relatively high population growth. It is projected to grow by close to 7,000 people in the next 20 years from an estimated residential population of 46,850 in 2022 to approximately 53,100 by 2040. This growth will be driven largely by tourism and lifestyle migration.

*\* average figures as at 2023 sourced from 2021 Census data, Evidence Base for North Coast Affordability Roundtables, GYDE 2023, and [profile.id.com.au/ballina](https://profile.id.com.au/ballina)*



49%  
of houses  
are occupied  
by one or  
two person  
households



75%  
of dwellings built  
between 2016-2021  
have 3 or more  
bedrooms

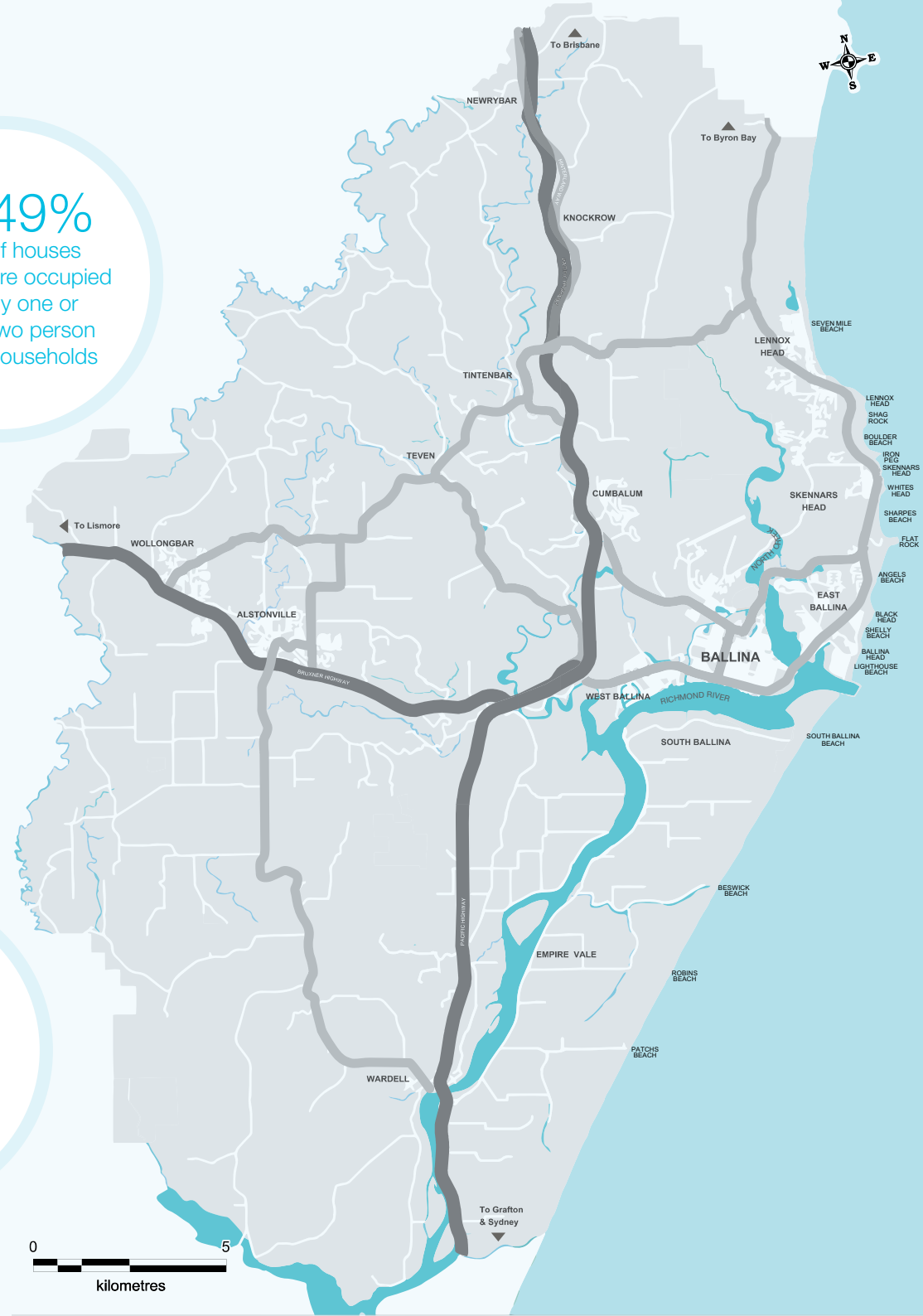


land values  
increased by 95%  
from 2018 to 2022  
average land value  
now \$670,000



389  
new dwellings are  
approved each year  
in Ballina Shire

*(on average between  
FY15/16 and FY21/22)*





## KEY DEMOGRAPHIC TRENDS

### AGEING POPULATION

While younger (under 50 years) age groups have grown in the last 20 years, it has occurred at a lower rate than older age groups 60 and above. Consistent with the general ageing of the Australian population this trend is expected to continue. By 2040 it is expected that close to 30% of Ballina Shire's population will be aged 65 and over.

### DECLINING HOUSEHOLD SIZE

Lone person and couple only households have experienced the highest growth in the past 20 years and collectively comprise the highest number of households in the Shire. This trend will continue with the ageing of the population. This decrease in household size will lead to a demand for more dwellings to house the same number if forecast residents.

### HOUSING TYPES

In contrast to the decline in household size, housing stock is dominated by detached dwellings and the highest growth has occurred in dwellings with 3 or more bedrooms. 20% of all detached houses are occupied by lone person households and 29% by couple only households, which suggests a lack of housing choice suitable for smaller households. An increase in smaller 1-2 bedroom dwellings may therefore free up currently underoccupied housing.

### HOUSEHOLD INCOMES

As the number of households in the Ballina Shire increased between 2016 and 2021, the proportion of households in the lowest income quartile group remained about the same (31.1%). During that

period there was a slight increase in the number of households in the highest income quartile group from 14.4% in 2016 to 16.1 % in 2021. The medium lowest and the medium highest income quartile group did not see significant changes during this period.

### HOUSING TENURE

Home ownership rates have declined for low-to-middle-income households as well as the rate of overall outright home ownership, which fell from 44.8% of Ballina Shire home households in 2001 to 39.7% in 2021. The number of households with a mortgage have increased from 19.8% in 2001 to 25.6% in 2021, there has been a slight (2.6%) decrease in renting privately, and a 1% decline in the number of households occupying social housing between 2001 and 2021.

### HOUSING AFFORDABILITY

House prices in Australia have risen significantly in recent years contributing to community housing stress. This is largely due to increase in land value which in Ballina increased 95% in five years, going from a median house price of \$344,000 in 2018 to a median house price of \$670,000 in 2022. At the same time, median rents have increased by around 33% between September 2018 and September 2023 from \$490 to \$650 per week. (*Evidence Base for North Coast Affordability Roundtables, GYDE 2023*).

Data from the 2021 Census on housing stress indicates that, at that time 13.1% of mortgagees and 40.1% of renters were under housing stress, paying more than 30% of their household income towards their mortgage or rent. Since the 2021 Census, interest rates have increased significantly, which will further exacerbate housing stress, particularly for



recent first home buyers.

Ballina Shire's houseless population has also increased. According to HomelessnessNSW, based on street counts, in 2023 it was estimated the houseless population in Ballina Shire was 30 people, up from 20 people in 2021, or an increase of 10 people or 50% over two years. At the 2021 Census, approximately 30.5% of houseless people were employed.

## LAND SUPPLY

Ballina Shire Council has over many years identified sufficient land for housing, both greenfield and infill, supported by appropriate levels of civil and social infrastructure, including water and sewerage, roads, recreation, and community facilities. There is sufficient greenfield land to meet projected demand for the next 20-30 years, which equates to between 3,500 and 6,500 dwellings.

## DWELLING APPROVALS

The number of approved dwellings in Ballina Shire increased from an average of 194 dwellings per year between FY2011/12 and FY2015/16, to an average of 389 dwellings per year between FY2016/17 and FY2021/22.

The most significant changes to new housing stock have occurred in or close to Ballina centre. Ballina, Ballina Surrounds, Lennox Head and Skennars Head collectively increased by approximately 1,600 dwellings over the 5 year period. (*Evidence Base for North Coast Affordability Roundtables – Northern Rivers, GYDE 2023*)

Housing completion rates are high (completions as a proportion of approvals); over the 5 years from 2017-18 to 2021-22 the average completion rate for Ballina Shire was 95%.

## RENTAL VACANCY

Rental vacancy is low, remaining under 1% consistently between early 2020 and early 2023. As a general rule, having rental vacancy at around 3% or above is viewed as a balanced rental market, where supply is keeping up with demand.





# future land supply

Council's planning framework, the Local Strategic Planning Statement 2020-2040, Ballina Shire Growth Management Strategy 2012, Place Plans, and the Ballina Local Environmental Plan 2023, enable Council to plan for future housing supply.

The following two maps show existing vacant residential zoned land and Strategic Urban Growth Areas in the Ballina Shire. This map shows there is sufficient planned supply to meet forecast growth.

Land identified as such on these maps is suitable for the implementation of an Affordable Housing Contributions Scheme at upzoning stage.

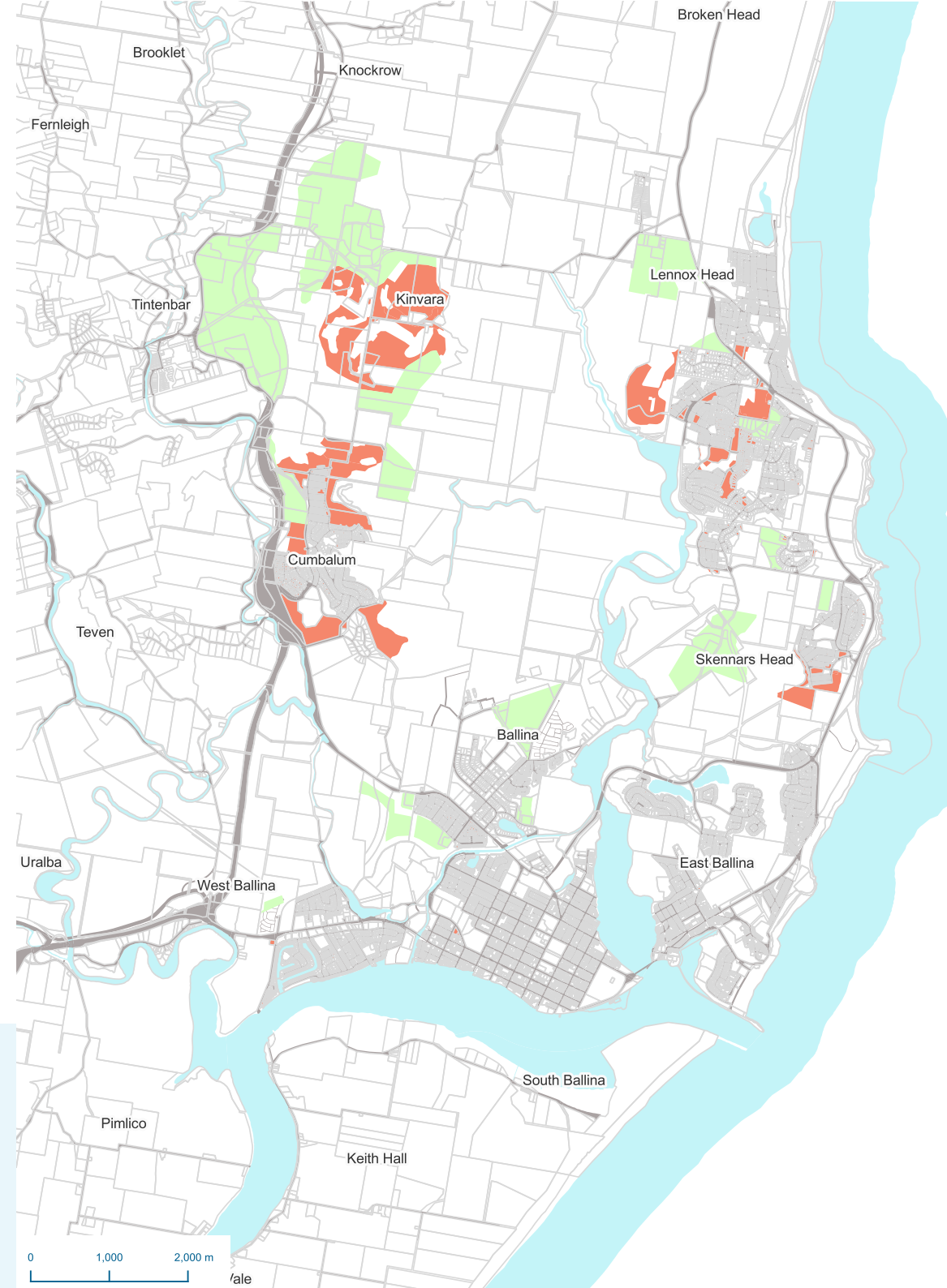
An Affordable Housing Contributions Scheme is a mechanism for Councils to levy developer contributions for affordable housing.

Consideration of these lands at upzoning stage will also provide the opportunity to explore voluntary planning agreements (VPA) with proponents to help achieve actions within this housing strategy. A VPA is a planning tool that allows planning authorities and developers to work together to deliver innovative public interest outcomes alongside development proposals. A VPA can include the provision of contributions for affordable housing.



## BALLINA, LENNOX HEAD



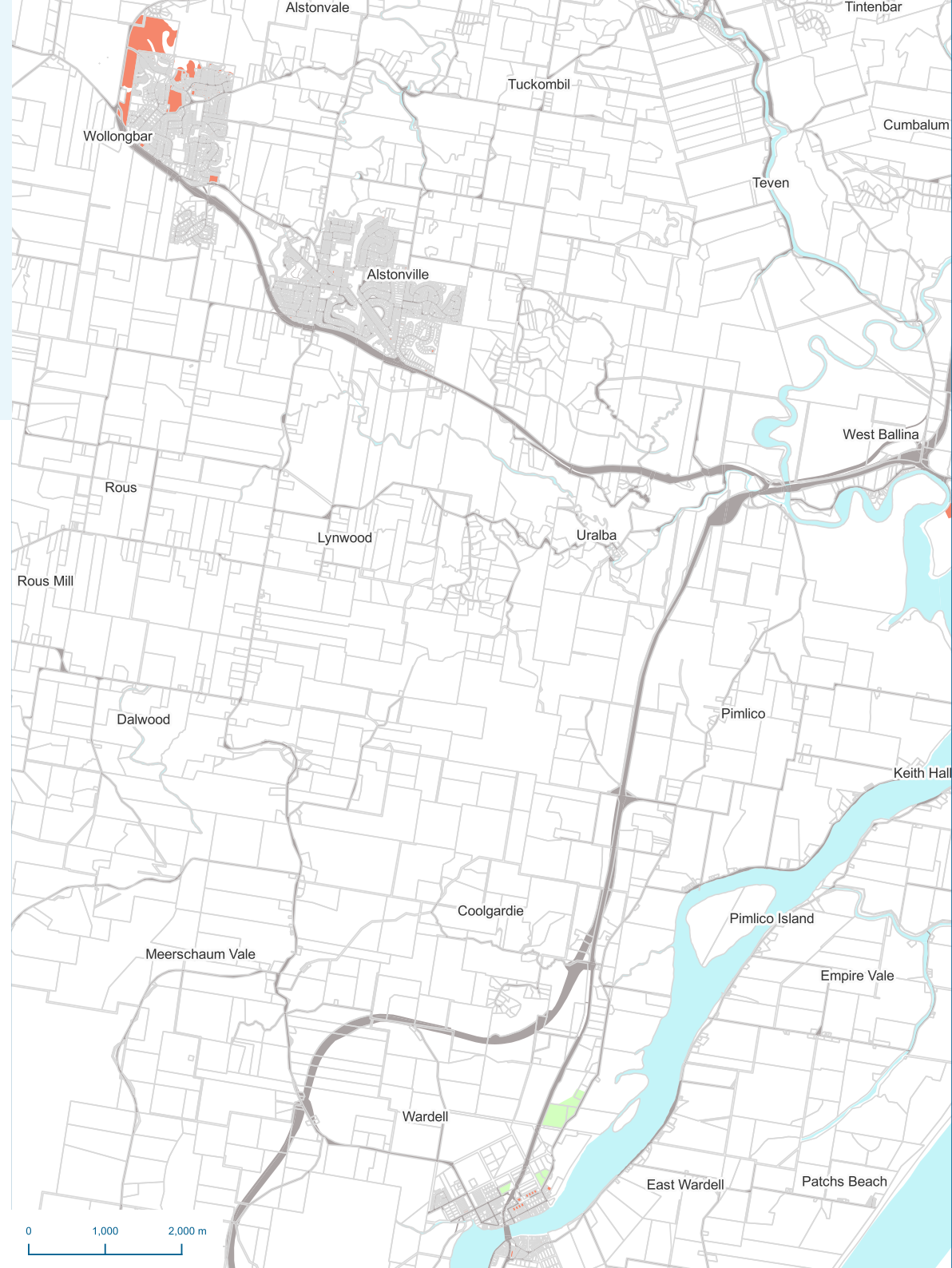
© NSW Spatial Services 2023. This plan is illustrative and not to scale.



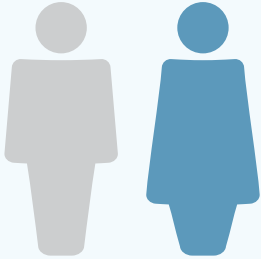
## WOLLONGBAR, ALSTONVILLE, WARDELL

-  Strategic Urban Growth Area
-  Vacant Residential Zoned Land

© NSW Spatial Services 2023. This plan is illustrative and not to scale.



# housing issues in Ballina Shire



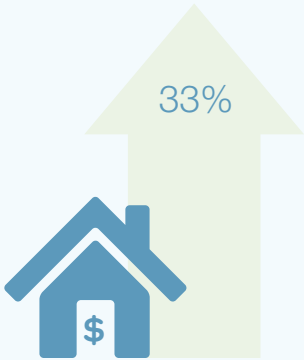
smaller households:  
**1 and 2 person households**  
make up most of the households in Ballina Shire



housing diversity:  
most of the dwellings in Ballina have  
**3 or 4 bedrooms**



pressures on housing supply:  
**flooding and natural hazards, short term rental accommodation, land banking**



cost of housing:  
median rents increased from \$490 to **\$650 per week** from 2018 to September 2023

*\* average figures as at 2023 sourced from 2021 Census data, Evidence Base for North Coast Affordability Roundtables, GYDE 2023, and [profile.id.com.au/ballina](https://profile.id.com.au/ballina)*



# *who needs housing in the Ballina Shire?*

Housing in Ballina must meet the needs of the local community, catering to seniors, families and local workers.

Housing for local workers ensures a vibrant economy, an exemplary service industry and resilient emergency services. Workers in many different industries need housing in the Ballina Shire.

The specific examples in this section come from the Shire's three largest employment sectors. This list is not exhaustive.





## HEALTH CARE AND DISABILITY SUPPORT WORKERS

The largest employment sector in the Ballina LGA is health care and social assistance, providing 3,865 jobs in 2020/21.

Those employed in the sector work in our hospitals and medical centres, aged and residential care facilities, ambulance services, dental and allied health services. Female share of these jobs is 76.2%.

WORKER EXAMPLE	AVERAGE INCOME per annum full time	AVERAGE INCOME per week full time	RENTAL / MORTGAGE AFFORDABILITY per week
<b>Aged and disabled carers</b>	\$71,864	\$1,382	\$414.60
<b>Nursing support and personal care workers</b>	\$66,664	\$1,282	\$384.60
<b>Receptionists</b>	\$56,784	\$1,092	\$327.60

Incomes source: Australian Government – [labourinsights.gov.au](http://labourinsights.gov.au)



## TEACHERS AND CHILD CARERS

The education and training sector is the second largest employment sector in the Ballina LGA, providing 2,210 jobs in 2020/21.

Employees in this sector work in our schools and preschools, child care centres and technical colleges. Female share of these jobs is 72.3%.

WORKER EXAMPLE	AVERAGE INCOME per annum full time	AVERAGE INCOME per week full time	RENTAL / MORTGAGE AFFORDABILITY per week
Child Carers	\$55,068	\$1,059	\$317.70
Education Aides	\$59,124	\$1,137	\$341.10
Early Childhood Teachers	\$86,632	\$1,666	\$499.80
Primary School Teachers	\$103,168	\$1,984	\$595.20

Incomes source: Australian Government – [labourinsights.gov.au](https://labourinsights.gov.au)





### RETAIL AND HOSPITALITY WORKERS

The retail sector is the third largest employment sector in the Ballina LGA, providing 2,187 jobs in 2020/21. Hospitality (food and accommodation services) made up for another 1,824 jobs. Together the retail and hospitality sectors are the second largest employer in the Ballina LGA.

Those employed in this sector work in our shops, supermarkets, cafes, bars and restaurants. These workers are often but are not always young people and work hours are often outside of normal business hours. Workers often have multiple jobs in various locations. Female share of hospitality jobs is 55.3% and retail jobs is 54.2%.

WORKER EXAMPLE	AVERAGE INCOME per annum full time	AVERAGE INCOME per week full time	RENTAL / MORTGAGE AFFORDABILITY per week
<b>Kitchenhand</b>	\$48,828	\$939	\$281.70
<b>Cashier</b>	\$46,384	\$892	\$267.60

Incomes source: Australian Government – labourinsights.gov.au

# Our strategy

The Ballina Shire Housing Strategy comprises the following:





### PRINCIPLE 1: AVAILABLE

Council believes that the primary role of housing is long-term shelter and that every resident deserves a quality home they can afford. Council will limit barriers to housing delivery by streamlining controls and encouraging new housing delivery methods.

Ballina Shire Council has, for several decades, maintained a buffer of ‘development-ready’ land for residential subdivision sufficient to meet 20-30 years of forecast demand. This work will continue through Council’s planning framework.

Despite an adequate supply of vacant residential zoned land Council has no mechanism to encourage developers to release the lots to market. Timely release of zoned land to market is key to ensuring availability of housing in the Shire.

The encouragement of ‘infill’ development is another efficient way to deliver well serviced housing. Picking up the State Government’s lead, changes to low and med-rise housing will be incorporated to inform local controls.

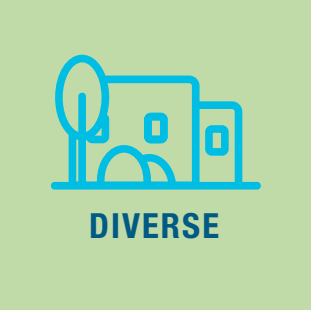
Different groups within the community have specific needs for housing. Seniors need smaller dwellings close to services, people living with disabilities need flexible dwellings to enable support arrangements. First Nations people may need culturally appropriate housing to support kinship relationships and responsibilities.

Council will collaborate with housing providers and State and Federal Governments to enable provision of housing to meet the needs of specific groups within the community.

### DESIRED OUTCOMES

- An adequate supply of greenfield land, serviced with essential and affordable infrastructure.
- An increase in infill housing that optimises the use of existing urban spaces without compromising community wellbeing.
- An increase in available permanent rental stock through limits on non hosted short-term rental accommodation.
- Access to spaces for homeless people close to services.
- New and emerging construction technology enterprises located in Ballina Shire.
- An increase in housing opportunities for local workers and very low to low-income households.





### PRINCIPLE 2: DIVERSE

We believe in housing supply that caters to diverse needs, preferences, and lifestyles. Encouraging the delivery of a diverse range of housing types, facilitates a better match of housing product to the population and provides a range of price points within the market.

Household size is getting smaller, mainly due to the ageing population. Dwellings in the Ballina Shire are predominantly 3 and 4-bedroom dwellings. This mismatch is contributing to a lack of housing choice for renters and purchasers.

Exploring new housing types for medium density zonings and understanding the incentives and barriers to delivery is part of making the right sized dwellings available in the right places.

Consideration of innovative subdivision layouts is required to deliver varied lot sizes and shapes, accommodating diverse housing structures and arrangements to 'build in' adaptable dwellings for the next generation.

### DESIRED OUTCOMES

- An increase in the mix of housing options provided (housing type and design, lot size, number of bedrooms, quality of fit out and dwelling tenure) that reflect the financial capacity of households with different income levels.
- More forms of urban housing that enable intergenerational living opportunities which strengthen social interaction and support between different age and life stage groups.
- An increase in smaller dwelling types is provided to provide more choice in housing types.
- Increased housing density is achieved in existing established neighbourhoods.



### PRINCIPLE 3: WALKABLE

We commit to the sustainable use of available land and infrastructure. Land is a finite resource. Maximising the potential of land in existing and emerging centres uses infrastructure efficiently and protects the natural environment.

Compact development promotes walkability, reduces dependence on private vehicles, creating opportunities for social cohesion, lower carbon emissions and a more sustainable lifestyle.

An orderly release of lots, matched with existing and planned infrastructure delivers well-serviced communities. Development pressure to rezone for residential lots, distant from existing infrastructure, will always be present. The uplift value of rezoning land to residential is much more lucrative to individuals than developing land already zoned for the purpose.

To achieve walkable communities, dwellings need to be closer together particularly close to local destinations, infrastructure and services to maximise the benefits and accessibility of centres.

The social, environmental, and economic benefits of walkable communities require the Council to prioritise the development of existing zoned land rather than to rezone more land for housing. This is the more difficult path, but one that will deliver more sustainable, socially cohesive and healthy communities in the long term.

### DESIRED OUTCOMES

- Limit on additional greenfield release areas.
- Increased density, including new housing close to services.
- Prioritise the creation of walkable communities that minimise environmental impact.
- New release areas are serviced by local centres in a timely manner.



## PRINCIPLE 4: RESILIENT

Resilience refers to the ability to recover quickly from difficult, or changing, conditions. This relates to environmental conditions but also different stages of life that individuals experience and challenges that communities go through together, for example, disaster recovery.

Climate change and environmental hazards pose considerable risks to housing, business and infrastructure in the region, as seen most recently by the major regional bush fire events in 2019-20 and major regional flood events in 2017 and 2022.

Longer-term, the threat of increased coastal inundation due to climate change presents a challenge for growth and development in the coastal zone.

Council is committed to minimising the risks of natural hazards to residential land through assessment at rezoning stage considering likelihood and severity of impacts and evacuation options. Minimising environmental hazard risks is another reason to prioritise a compact development form in new and existing neighbourhoods.

In relation to environmental hazards, adaptations in dwelling construction and infrastructure delivery to minimise risks to people and property are required.

The adaptability of housing to adjust to individuals needs at different life stages and accessible for different levels of mobility and disability is a sign of resilient housing stock.

Mechanisms to deliver emergency housing to assist with natural disaster recovery contributes to community resilience.

## DESIRED OUTCOMES

- New data on natural hazard risks is analysed to inform policy settings particularly after significant events.
- New housing is resilient to natural disasters.
- New housing is accessible to accommodate different stages of life and levels of mobility and disability.
- Planning for emergency housing for disaster recovery is proactive.



# action plan

Actions are grouped under each principle they aim to deliver. Council's role in implementing the action, is either as a lead, a collaborator or an advocate.

## COUNCIL'S ROLES

- Lead** is an action Council can initiate and complete within the current legislative framework.
- Collaborator** is an action where Council needs to seek partnerships with other organisations to initiate and complete the action.
- Advocate** is an action where Council lacks legislative power to make the change, instead Council can act as an advocate for that change.

## PRIORITY

- Very High** within 1-2 years of adoption of the Strategy
- High** within 5 years of adoption of the Strategy
- Medium** within 10 years of adoption of the Strategy
- Low** within 20 years of adoption of the Strategy

## RESOURCE INTENSITY

- \$** less than \$10,000
- \$\$** \$10,000 - \$50,000
- \$\$\$** \$50,000 - \$100,000
- \$\$\$\$** \$100,000 - \$300,000



## PRINCIPLE 1: AVAILABLE

NO.	ACTION	KEY ACTIVITIES	COUNCIL'S ROLE	PRIORITY	RESOURCE INTENSITY
1	<b>Maintain adequate zoning and urban infrastructure capacity to accommodate anticipated housing demand</b>	<ul style="list-style-type: none"> <li>■ Undertake bi-annual review of residential zoning capacity of greenfield and infill development opportunities</li> <li>■ Ensure supply buffer equivalent to a minimum of 20 years supply</li> <li>■ Undertake regular review of development servicing and contributions plans</li> <li>■ Ensure works programs and funding arrangements for infrastructure are equitable &amp; commensurate with future needs</li> </ul>	Lead	Ongoing	\$
2	<b>Investigate opportunities to consolidate well-located medium density sites to achieve improved integrated outcomes through land assembly approach known as 'greening the greyfields'</b>	<ul style="list-style-type: none"> <li>■ Identify potential sites for redevelopment based on factors including accessibility to centres, facilities and transport, age of dwelling stock and infrastructure</li> </ul>	Collaborator	Medium	\$\$\$
3	<b>Investigate opportunities for the utilisation of Council owned land for housing projects</b>	<ul style="list-style-type: none"> <li>■ Identify potential Council owned sites</li> <li>■ Undertake feasibility analysis for housing</li> </ul>	Lead	Medium	\$\$\$\$
4	<b>Investigate the establishment of a community housing trust to deliver well-designed, sustainable and affordable housing opportunities</b>	<ul style="list-style-type: none"> <li>■ Investigate Community Land Trust model</li> <li>■ Explore partnerships with CHP's</li> <li>■ Undertake feasibility analysis</li> </ul>	Collaborator	Low	\$\$\$\$



NO.	ACTION	KEY ACTIVITIES	COUNCIL'S ROLE	PRIORITY	RESOURCE INTENSITY
5	<b>Place plans prepared and reviewed to guide housing supply that responds to local conditions, contributes to local character, and helps achieve local objectives</b>	<ul style="list-style-type: none"> <li>Local Strategic Planning Statement to guide place planning program</li> </ul>	Lead	High	\$\$
6	<b>Investigate an Affordable Housing Contributions Scheme (AHCS) to apply to existing vacant residential zoned land and Strategic Urban Growth Areas identified on pages 4 and 5 of this strategy</b>	<ul style="list-style-type: none"> <li>Investigate feasibility and possible outcomes associated with an AHCS in Ballina Shire</li> <li>Amend the Local Strategic Planning Statement to identify the land to which an AHCS will be applied</li> <li>Undertake study to provide an evidence base for the rate and impact on development feasibility</li> <li>Produce a scheme and submit a planning proposal</li> </ul>	Lead	High	\$\$
7	<b>Prepare a policy with supporting procedures that identifies the circumstances in which Council will seek to enter into a Voluntary Planning Agreement with a landowner / developer for the provision of affordable housing</b>	<ul style="list-style-type: none"> <li>Research appropriate means and circumstances for providing affordable housing, eg by land dedication or monetary contribution where more than a set number of lots or dwellings are approved</li> <li>Establish the trigger for the contribution (at rezoning or development application stage)</li> </ul>	Lead	Very high	\$\$
8	<b>Advocate, both individually and in partnership with stakeholders, to State and Federal government for increased provision, investment and funding for centrally located affordable housing and social housing in new housing release areas</b>	<ul style="list-style-type: none"> <li>Coordinate with CHP's to advocate for the provision or more social housing to meet specific needs in the Ballina Shire</li> </ul>	Advocate	Very high	\$



NO.	ACTION	KEY ACTIVITIES	COUNCIL'S ROLE	PRIORITY	RESOURCE INTENSITY
9	<b>Review tourism accommodation types for opportunities to encourage increased development of tourist accommodation other than STRA</b>	<ul style="list-style-type: none"> <li>■ Liaise with other tourism focused local governments to share data and policy innovations</li> <li>■ Review tourism related planning provisions in relation to principle of encouraging tourist accommodation</li> </ul>	Lead	Medium	\$
10	<b>Advocate for surplus Crown land (or buildings) in appropriate locations to be developed for housing</b>	<ul style="list-style-type: none"> <li>■ Identify suitable Crown land within the Ballina Shire</li> <li>■ Undertake targeted advocacy to utilise these parcels for housing</li> <li>■ Link to action 5</li> </ul>	Advocate	Very High	\$
11	<b>Advocate to State Government for mechanisms that prohibit 'land banking'</b>	<ul style="list-style-type: none"> <li>■ Coordinate with other local governments within the region to advocate for tools to address land banking</li> </ul>	Advocate and Collaborator	Very high	\$
12	<b>Monitor short-term rental accommodation (STRA) within the Shire and the broader region to allow for responses to any major changes in the regulatory environment or the market</b>	<ul style="list-style-type: none"> <li>■ Review outcomes from the Independent Planning Commission Report on STRA in the Byron Shire</li> <li>■ Advocate for State Government monitoring and active management of the non hosted STRA system in NSW</li> <li>■ Identify options for limitation of non hosted STRA in Ballina Shire having regard for dwelling stock availability</li> <li>■ Continue to seek up to date research and data on the benefits and impacts of STRA on local housing supply and economic growth</li> </ul>	Advocate	High	\$

**COUNCIL'S ROLES**

**Lead** is an action Council can initiate and complete within the current legislative framework

**Collaborator** is an action where Council needs to seek partnerships with other organisations to initiate and complete the action

**Advocate** is an action where Council lacks legislative power to make the change, instead Council can act as an advocate for that change

**PRIORITY**

**Very High** within 1-2 years of adoption of the Strategy

**High** within 5 years of adoption of the Strategy

**Medium** within 10 years of adoption of the Strategy

**Low** within 20 years of adoption of the Strategy

**RESOURCE INTENSITY**

**\$** less than \$10,000

**\$\$** \$10,000 - \$50,000

**\$\$\$** \$50,000 - \$100,000

**\$\$\$\$** \$100,000 - \$300,000



## PRINCIPLE 2: DIVERSE

NO.	ACTION	KEY ACTIVITIES	COUNCIL'S ROLE	PRIORITY	RESOURCE INTENSITY
13	<p><b>Enable more dwelling diversity within the existing lot pattern in medium density zoned areas</b></p> <p><b>Review development standards to encourage greater diversity in dwelling sizes and improved accessibility and adaptability</b></p>	<ul style="list-style-type: none"> <li>■ Review development standards in relation to intergenerational housing design and provision</li> <li>■ Evaluate the need for minimum lot sizes within medium density zoned land</li> <li>■ Monitor planning framework relative to new and alternate forms of housing (e.g. tiny homes, manor houses) to enable different housing types</li> <li>■ Advocate for State based planning policy that enables housing diversity consistent with local character and environmental attributes</li> </ul>	Lead/ Advocate	Very High	\$\$
14	<p><b>Investigate utility of discounting infrastructure contributions to encourage targeted housing types</b></p>	<ul style="list-style-type: none"> <li>■ Investigate targeted discount options</li> <li>■ Liaise with other local governments regarding similar schemes</li> <li>■ Report results to Council</li> </ul>	Lead	High	\$
15	<p><b>Encourage more dwelling diversity close to existing infrastructure and services</b></p> <p><b>Investigate barriers, incentives, and feasibility in relation to medium density development</b></p>	<ul style="list-style-type: none"> <li>■ Identify areas viable for redevelopment</li> <li>■ Run viability models testing planning controls such as parking rates, FSR and minimum lot sizes</li> </ul>	Lead	High	\$\$

NO.	ACTION	KEY ACTIVITIES	COUNCIL'S ROLE	PRIORITY	RESOURCE INTENSITY
16	<b>Encourage modular housing construction methods and invite companies to establish in the Ballina Shire</b>	<ul style="list-style-type: none"> <li>■ Assess development controls to encourage modular housing construction methods</li> <li>■ Assess and plan for site needs for modular housing (and related industry) construction activities</li> </ul>	Lead	High	\$
17	<b>Encourage tiny homes in appropriate areas</b>	<ul style="list-style-type: none"> <li>■ Monitor current tiny homes pilot programs in other areas</li> <li>■ Produce educational materials on approval pathways for tiny homes</li> <li>■ Review controls relating to tiny homes</li> </ul>	Lead	High	\$

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**PRIORITY**

**Very High** within 1-2 years of adoption of the Strategy  
**High** within 5 years of adoption of the Strategy  
**Medium** within 10 years of adoption of the Strategy  
**Low** within 20 years of adoption of the Strategy

**RESOURCE INTENSITY**

**\$** less than \$10,000  
**\$\$** \$10,000 - \$50,000  
**\$\$\$** \$50,000 - \$100,000  
**\$\$\$\$** \$100,000 - \$300,000





WALKABLE

## PRINCIPLE 3: WALKABLE

NO.	ACTION	KEY ACTIVITIES	COUNCIL'S ROLE	PRIORITY	RESOURCE INTENSITY
18	<p><b>Use land efficiently by encouraging more medium density development in appropriate locations</b></p> <p><b>Investigate barriers and incentives for medium density development in areas already zoned</b></p>	<ul style="list-style-type: none"> <li>■ Select areas for investigation</li> <li>■ Undertake feasibility modelling of current controls</li> <li>■ Identify barriers and incentives through results from modelling</li> </ul>	Lead	High	\$\$\$
19	<p><b>Ensure no net loss in density on sites close to shops and services</b></p> <p><b>Introduce minimum density controls in strategic zones to promote efficient land use</b></p>	<ul style="list-style-type: none"> <li>■ Identify suitable areas to enforce minimum density controls</li> <li>■ Investigate minimum density clause to be included in the BLEP 2012</li> </ul>	Lead	High	\$
20	<p><b>Use land efficiently by encouraging more high-density development in appropriate locations</b></p> <p><b>Investigate incentives to encourage redevelopment of underutilised sites with high density zoning capacity in central locations close to services and facilities (CBD areas)</b></p>	<ul style="list-style-type: none"> <li>■ Identify suitable areas and sites within Ballina Island</li> <li>■ Undertake feasibility modelling of current controls</li> <li>■ Identify barriers and incentives through results from modelling</li> </ul>	Lead	High	\$\$

### COUNCIL'S ROLES

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### PRIORITY

**Very High** within 1-2 years of adoption of the Strategy

**High** within 5 years of adoption of the Strategy

**Medium** within 10 years of adoption of the Strategy

**Low** within 20 years of adoption of the Strategy

### RESOURCE INTENSITY

**\$** less than \$10,000

**\$\$** \$10,000 - \$50,000

**\$\$\$** \$50,000 - \$100,000

**\$\$\$\$** \$100,000 - \$300,000



## PRINCIPLE 4: RESILIENT

NO.	ACTION	KEY ACTIVITIES	COUNCIL'S ROLE	PRIORITY	RESOURCE INTENSITY
21	<p><b>Review policies and planning controls regarding flood resilience/mitigation after the 2022 floods</b></p> <p>Once updated flood studies are completed, review flood controls, including requirements for fill, height controls and where development is allowed</p>	<ul style="list-style-type: none"> <li>■ Review updated flood modelling and incorporate into the planning and housing policy framework</li> </ul>	Lead	High	\$\$
22	<p><b>Plan for temporary emergency accommodation in disasters</b></p> <p>Investigate the provision of accessible short-medium term emergency/natural disaster accommodation for residents and recovery workers</p>	<ul style="list-style-type: none"> <li>■ Compile lessons from recent natural disaster housing projects</li> <li>■ Identify suitable sites for temporary emergency accommodation</li> <li>■ Review development standards to enable temporary emergency accommodation in appropriate locations</li> </ul>	Lead	Medium	\$
23	<p><b>Encourage adaptable housing in new and existing dwellings</b></p>	<ul style="list-style-type: none"> <li>■ Investigate requirements for adaptable (dual key) dwellings</li> <li>■ Encourage new dwellings to include accessible features</li> </ul>	Lead	High	\$
24	<p><b>Partner with local service providers to enable support for people living in vehicles, without impinging on the amenity of existing residential neighbourhoods</b></p>	<ul style="list-style-type: none"> <li>■ Establish partnerships</li> <li>■ Identify needs</li> <li>■ Assess Council's capacity to respond</li> <li>■ Advocacy to local landowners to consider options</li> </ul>	Collaborator/ Advocate	High	\$





BALLINA  
SHIRE  
**HOUSING**  
**STRATEGY**  
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