



Investing in our Housing Future

Housing Strategy

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Cover Image: Adaptive Reuse: Sands and McDougall Warehouse to Affordable Housing (Common Ground)



Acknowledgement of Country

City of Adelaide tampendi, ngadlu Kurna yertangga
banbabanbalyarnendi (inbarendi). Kurna meyunna
yaitya mattanya Womma Tarndanyako.

Parnako yailtya, parnuko tappa purruna, parnuko yerta
ngadlu tampendi. Yellaka Kurna meyunna itto yailtya,
tappa purruna, yerta kuma burro martendi, burro
warriappendi, burro tangka martulyaiendi.

Kumarta yaitya miyurna iyangka yalaka ngadlu
tampinhi.

City of Adelaide acknowledges the traditional Country
of the Kurna people of the Adelaide Plains and pays
respect to Elders past and present.

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.

And we also extend that respect to other Aboriginal
Language Groups and other First Nations.

Lord Mayor Foreword



Vibrant and resilient cities rely on a diversity of housing. That means catering for young professionals, families, students, and retirees.

If Adelaide wants to be one of the world's most livable cities, its housing stock should come in all shapes and sizes and cater for people at different stages of their lives.

A significant demographic shift over the past few years has meant about 40 percent of homes in the city have only one resident, stymieing our ability to increase our population or support diverse neighbourhoods.

More accommodation will alleviate the housing crisis, allow city workers to reduce travel time, sustain a thriving retail and property sector, and above all produce greater vibrancy.

Doing nothing is not an option for a city with ambition.

This Housing Strategy outlines the City of Adelaide's 10-year plan for housing in the CBD, setting ambitious outputs and targets across the short, medium, and long term.

Adelaide should be a city where people from all walks of life can live, work, and play – and getting a good mix of housing will ensure we can achieve this.

Dr Jane Lomax-Smith

Lord Mayor, City of Adelaide



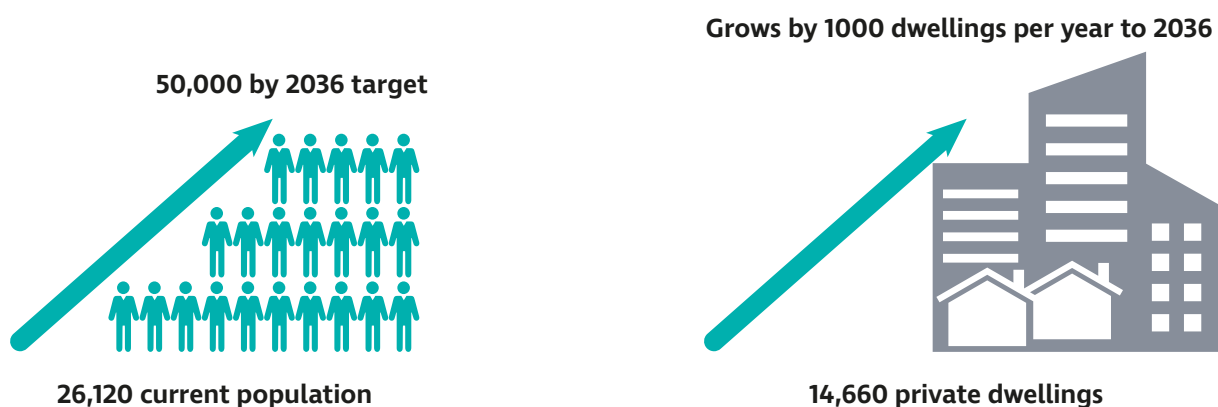
Adaptive reuse: Chaff Mill (Steam Sawmills) to Adelaide Hat Factory to Residential Apartments

Strategy on a page

Strategic plan commitment – to drive housing outcomes that attract and retain residents in our city.

GOAL 1: Housing for all	GOAL 2: Innovation and sustainability in housing
<p>Affordable Rental: Attract investment to deliver 600 affordable rental properties to low and moderate-income earners by 2028.</p> <p>Affordable Housing: 150 new dwellings per annum are available as affordable purchase or rental to low and moderate income earners.</p> <p>Accessible Housing: New dwellings adhere to the <i>National Construction Code 2022 Livable Design Standard</i> without exemptions or concessions.</p> <p>Rental Stress: Reduce rental pressures by increasing supply and unlocking properties for long-term tenants.</p>	<p>Adaptive Reuse: Deliver 50 dwellings annually through adaptive reuse of underutilised buildings.</p> <p>Electrify homes: All new dwellings built from 2025 are fully electric (no internal gas supply).</p> <p>Housing Diversity: New projects in the city use City of Adelaide or State Government incentive schemes or grants to increase diversity in housing and improve public realm, sustainability and community facilities outcomes.</p>

Accommodating a growing community



Demographics



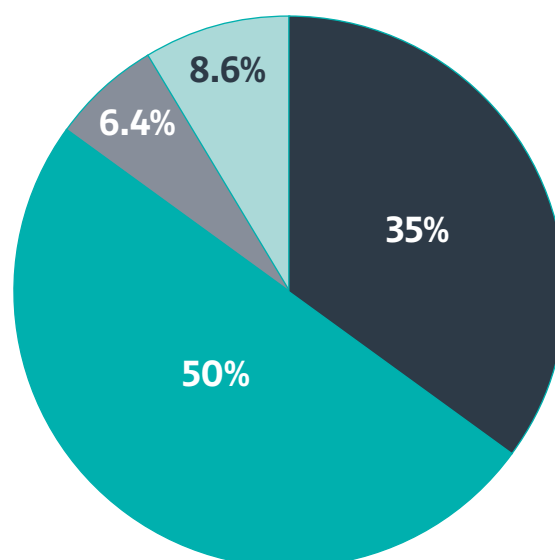
Housing Tenure (by households)

35% owner occupier

50% private rental

6.4% social housing

8.6% other – includes life tenure schemes
occupied rent free and other forms of occupancy



Rental vacancy rates

0.9% (postcode 5000) & 1.3% (postcode 5006)

Rental stress




33% of rental households (2004 households)

Mortgage stress

9.5% of households with a mortgage (167 households)

Apartments

53.7% The city's predominant dwelling type

Youth and students	Jobs and workers	Top three employing industries
 <p>20 to 24 year olds are the city's largest age group</p> <p>Student housing</p> <p>Close to 4000 students live in and around the city centre</p> <p>2,204 students live in Purpose Built Accommodation and Halls of Residence (2021)</p> <p>18.6% of lone person households (private dwellings) in tertiary education (2021)</p>	 <p>157,498 jobs in 2021</p> <p>+30,000 jobs between 2011 and 2021</p> <p>Only 5.3% of city workers live in the City of Adelaide</p>	 <p>Public administration and safety</p> <p>Professional, scientific and technical services</p> <p>Health care and social assistance</p>

Introduction

The Housing Crisis

Australians are experiencing an unprecedented housing crisis. House prices are increasing much faster than wages, and rental vacancies are at record lows. Due to limited rental supply the rental market has become increasingly competitive resulting in higher rents and greater insecurity for tenants. Added to this, global events in recent years have escalated the cost of living, leaving many households struggling to meet living costs let alone in increasing cost of housing.

In response, all levels of government are considering what their role is addressing housing affordability, availability and quality of housing.

Local governments around the country are looking at ways they can contribute to increased supply and housing affordability. Some capital cities focus only on increasing supply of affordable housing.

This Strategy seeks to influence supply as a way of shifting affordability in the long term. This includes through partnerships, innovation in supply, adapting existing buildings and leading by example on Council led projects with a minimum standard of sustainability, community, accessibility and affordability outcomes.

The City of Adelaide's 2024–2028 Strategic Plan sets a growth target of 50,000 residents by 2036. To provide housing for this growing residential community, the City of Adelaide must play an active role in housing supply.

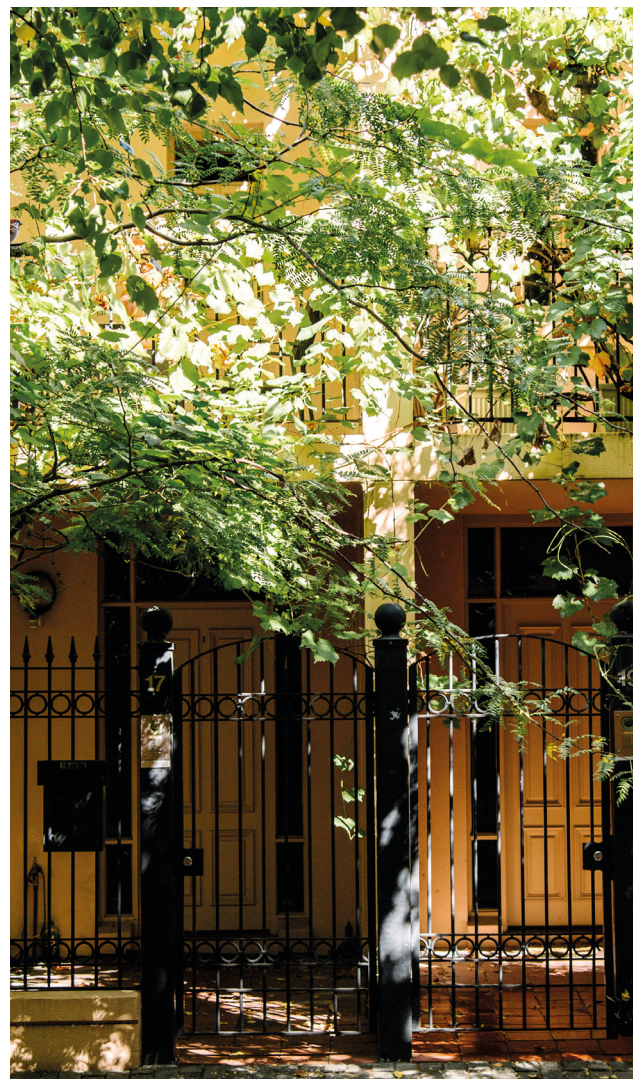
This Strategy responds to provision of long term housing. City of Adelaide's strategy to end homelessness is outlined in our Homelessness Strategy – 'Everyone's Business'. The Homelessness Strategy has a focus on prevention and early intervention to divert people from entering homelessness while continuing to support efforts by government and non-government organisations to provide support and services to people to gain and sustain long term housing.

The City We Want To Create

The City of Adelaide wants to create a welcoming, safe and vibrant community. The city is already known to be one of the most livable cities in the world, but it wants to improve on this by creating a sense of place and level of amenity that attracts people to live in the city and supports them to stay.

The City of Adelaide wants to be a city where people are not burdened by housing costs and have a choice in the type of housing they live in.

The City of Adelaide wants to enable less car ownership by creating a city that is walkable and cycle friendly. Greener, pedestrian centred streets will connect people to destinations and experiences with housing densities high enough to support local services. This will reinforcing the unique identity of local neighbourhoods.



Our Housing Priorities

- We will increase housing supply to make it easier for people to find housing and help grow the number of people who call the city home.
- We will take steps to ensure that increases to housing supply, provide housing that is affordable for key workers to rent and meets greater accessibility standards. This will include initiating partnerships and facilitating opportunities for the private sector and specialist housing organisations.
- We will explore innovation in housing design, adaptive reuse of existing buildings, sustainability and housing models which improve affordability through cost of living while also providing environmental benefits through extending the life of housing.
- We will continue to advocate to the Commonwealth Government to reform taxation policies which impact housing and for investment and incentives which assist in the development of more affordable and accessible housing.
- We will use City Plan – Adelaide 2036 to test and facilitate a planning policy framework within the city that supports growth of housing supply through existing and new alternative housing models to provide greater housing diversity and choice.
- We will take a place-based approach to city planning to create active and engaging public realm that supports connection to community life and in turn attracts additional investment into new housing



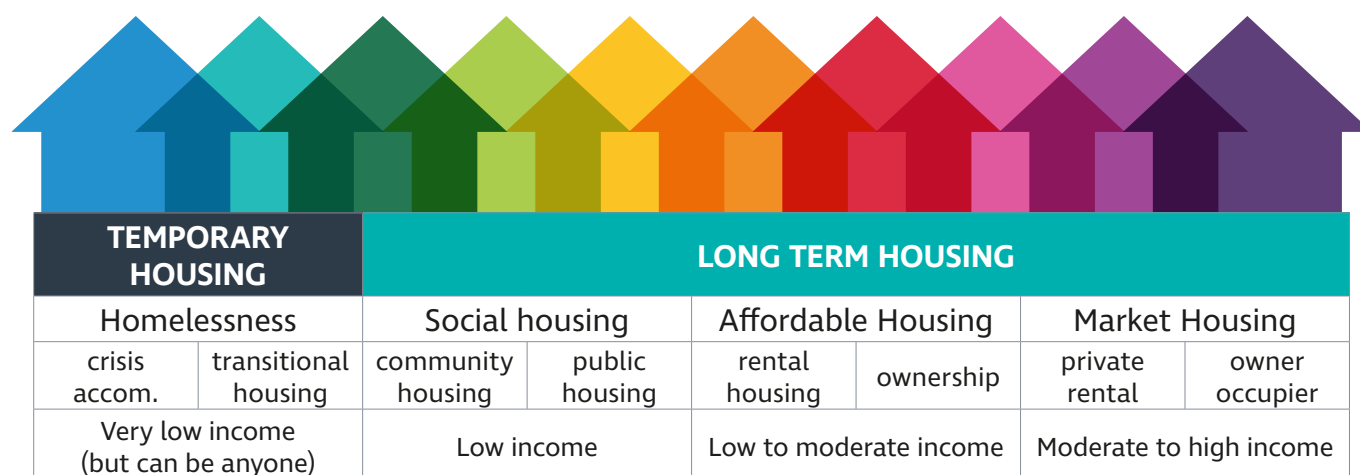
The Housing System

People and communities need access to secure, affordable and appropriate housing to thrive. Housing is a known factor contributing to improved quality of life and leads to better socio-economic outcomes for people and cities.

Across the housing system (see Figure 1) there is a range of housing types and tenures to meet the varying needs of people at different times in their lives.

Homelessness for example, can affect anyone across the housing system at any time, due to a sudden change in life circumstances. Sufficient housing supply of housing across the housing system is crucial to avoid homelessness and to improve liveability, create diverse and inclusive communities, while also contributing to population growth.

Figure 1 Housing System



Homelessness

Homelessness can be experienced in different ways, from sleeping rough on our streets, couch surfing with friends and family, staying in overcrowded conditions or living in accommodation without secure tenure.

Crisis and Transitional Housing

Crisis and transitional housing may be emergency housing provided to someone experiencing homelessness, escaping domestic violence or in need of other crisis support services for their mental and/or physical health.

Social Housing

Social housing is rental housing that is provided and/or managed by government or non-government organisations, including public and community housing. Social housing rent is capped at 25–30 percent of the tenant's income. Commonwealth welfare recipients represent up to 90 percent of social housing tenants. Social housing tenants may include people on very low incomes or people living with a disability.

Affordable Housing

Affordable housing is housing where a low or moderate income household pays no more than 30 percent of their annual income to rent or buy.

This ensures that affordable housing is appropriate, including for key workers, who typically are low to moderate income earners and are most likely to be priced out during real estate booms and the process of gentrification. Affordable housing at 30 percent of annual income allows these households to meet other basic living costs such as food, clothing, transport, medical care and education.'

For the purposes of this Strategy, City of Adelaide defines key workers as people who work in:

- Health and social care
- Education and childcare
- Emergency services
- Essential public sector services (including utilities)
- Food and other necessary goods, retail and services (including cleaning services)
- Essential transport/delivery services (including petrol stations).

The South Australian Government's Affordable Housing Purchase Program is aimed at moderate income households with the purchase price defined in the South Australian Gazette.

Private Rental

A private rental is when a tenant rents a home from a private landlord either directly or through an agent. Landlords could be individuals, landlords or institutional landlords through build-to-rent or purpose-built student accommodation.

Home Ownership

Home ownership is often seen as the great Australian dream, but it is no longer attainable for many Australians and nor is it everyone's dream. While capital cities typically have a higher proportion of renters than metropolitan areas, there are still home owners, who live in the housing they own (owner occupiers) in the City of Adelaide. Home owners may own their property outright (no loan) or may be paying a mortgage.

Alternative Housing Models

Increasingly cities are exploring alternative housing models to address affordability challenges, meet community needs and build dynamic communities. Models such as build-to-rent, ethical market-based development by organisations such as Nightingale and Assemble, and co-operative (co-op) community land trust and modern village housing models are delivering affordable, sustainable and community minded housing based on low-profit or social impact investment.

Alternative building and construction methods have a role to play to ensure that household goals are met.



Adaptive reuse – Providence Strict Baptist Chapel to private residence

Roles and Responsibilities

The housing and homelessness sector in Australia is complex. A coordinated effort by all levels of Government and non-Government sectors is needed.

Government

For the last twenty years there have been limited changes to the role of government in housing. Increasing challenges with the affordability and availability of housing nationally has prompted greater action from all levels of government in housing policy.

Federal Government

- tax settings, financial rules and income support policy
- funding and support for housing – includes social housing and rental assistance

State Government

- social housing and homelessness services
- sets policy and process for housing – includes land use planning, building codes and major housing projects

Local Government

- local planning policy and development assessment
- support affordable housing through rate setting and rebates to not-for-profit housing providers
- provision and management of the public realm and elements of social infrastructure
- support the homelessness sector through advocacy, partnerships and facilitation of services

Private and Community Sectors

Not-for-profit, community housing providers and private industry play a role in housing and homelessness through delivery of housing and support services.

Community Housing Providers

- build and manage affordable rental properties
- often targeting specific groups such as people with a disability, older people, etc

Private Sector

- provision of affordable housing is not mandatory
- incentives and inclusionary zoning policies assists with delivery of limited affordable housing by the private sector



Adaptive reuse – Dover Castle Hotel to Residential Apartments

City of Adelaide Approach

Housing policy touches on a wide range of planning, finance and governance structures. We need to consider land use, zoning, building codes, infrastructure development, public finance, taxation, fee structures and legal, administrative and regulatory frameworks.

In Australia roles are split between levels of government. City of Adelaide acknowledges that it needs to partner and influence priorities across government to achieve the following:

1. More affordable housing choices for people renting in the city.
2. Identify key redevelopment sites, both public and private, that could provide opportunities for affordable housing and adaptive reuse.
3. Monitor city development sites for opportunities to assemble land and master plan for mixed use developments.
4. Drive innovation in housing product, environmental sustainability and delivery models to grow diverse housing stock including affordable and accessible housing.
5. Attract institutional and not-for-profit investment into the City of Adelaide as a targeted economic opportunity for key worker housing.
6. Leverage the delivery of affordable housing through government land holdings.
7. Integrate across levels of government for a more coordinated approach.



The City of Adelaide has played an active role in housing such as:

- Affordable housing initiatives
- Buying land and assembling sites
- Selling sites to housing providers at a subsidised price
- Changing land use to enable affordable housing development
- Sharing in the costs of development such as land charges, road widening and service infrastructure
- Playing the role of developer
- Partnering with the State Government.
- This Strategy assists with finding new ways for people to call the city home. The City of Adelaide is committed to acting where we can have impact.

Principles of Investment

A key question for all levels of Government is how to invest in housing. The City of Adelaide will use the following principles to help it decide when to invest.

- A want for lasting affordable rental housing
- Act where the market has failed
- A focus on action in the short-term for long term outcomes
- A need to avoid unintended consequences for the housing market
- Consideration of the efforts of other levels of government
- Strategic use of resources
- A targeted approach to partnerships to address specific needs including affordability and accessibility
- Projects for impact and community benefit.

Goal 1: Housing for all

The Problem and the Opportunity

Nationally we are facing a housing affordability crisis, including in the City of Adelaide. Recent pressures on the economy and a limited focus on housing by all levels of government have combined to create an unaffordable housing market, with limited supply and very low vacancy rates.

Most local governments around Australia have a stated policy to increase the supply of private rental accommodation as part of their economic and community development objectives, however in reality there are often limited levers for local government to outperform broader market conditions.

The City of Adelaide recognises that the availability of affordable, accessible and secure housing for residents of all ages is key to reaching the city and State's, economic development and population ambitions.

The city of Adelaide also recognises people will experience worsening house affordability challenges in different ways. The City of Adelaide is committed to working with the State Government and other partners to better understand these and address the challenges faced due to inequalities in our current housing system. This will include a focus on Aboriginal and Torres Strait Islander people, older women (aged 55 and over), people with disability, people experiencing mental health issues, people exiting care or institution situations and young people.

Currently 33 percent of low to moderate income households are experiencing rental stress in the city, a figure which has been increasing in the last 10 years. This means that 33 percent of households who are typically key workers, spend more than 30 percent of their income on housing costs. In 2021 this was equivalent to over 2000 households living in rental stress. Low vacancy rates of one percent, mean that there are very few rentals available for people to move into. Not only does this contribute to increasing rent prices but it also means homes simply aren't available for people who want to live in the city.

It is a priority of the City of Adelaide to improve the affordability of rents and the availability of private rentals. This will reduce the financial burden high rents currently have on city residents and attract more people to call the city home.

The current planning system does not incentivise or enforce affordable home ownership opportunities through new developments and former affordable rental schemes such as the National Rental Affordability Scheme (NRAS) are no longer embedded into the planning system. A stronger and consistently applied approach is required.

Much of the focus on increasing housing supply by the State Government has occurred in metropolitan Adelaide, outside the City of Adelaide. A targeted city approach is needed to improve housing affordability in the city.

Our Ambition

To meet our ambition to grow the population to 50,000 by 2036, and create sustainable and diverse neighbourhoods across the city, we will need an additional 1000 dwellings per year over this timeframe (based on occupancy of 1.8 per household)

The City of Adelaide is committed to making appropriate interventions to foster and grow a new affordable rental asset class to provide appropriate rental housing including for key workers.

As a capital city council, we acknowledge that leadership is required to engage with stakeholders to achieve this ambition.

We are committed to ensure increases to housing supply provide housing that is affordable for key workers to rent. This will include initiating partnerships and facilitating opportunities for the private sector and specialist housing organisations. We are seeking 15% of new housing as affordable homes (to purchase or rent) each year.. This equates to 150 affordable housing options per year.

To ensure the city's population can grow with diversity, housing offerings must be diverse. This means that the city will ensure new housing is accessible and adheres to the *National Construction Code 2022 Livable Design Standard*.

Our Targets – Housing For All

Affordable Rental: Attract investment to deliver 600 affordable rental properties to low- and moderate-income earners by 2028.

Affordable Housing: 150 new dwellings per annum are available as affordable purchase or rental to low and moderate income earners.

Accessible Housing: New dwellings adhere to the *National Construction Code 2022 Livable Design Standard* without exemptions or concessions.

Reduce Rental Stress: Reduce rental pressures by increasing supply and unlocking properties for long-term tenants.



Levers of Change

Advocacy

City of Adelaide will continue to advocate to the State and Commonwealth Governments for financial incentives and initiatives which result in more affordable housing in the private rental market, including opportunities available through the Housing Australia Future Fund.

Continue to advocate to the State Government for planning reform as needed and for increased investment in social and public housing.

City of Adelaide will use City Plan – Adelaide 2036 to test scenarios and work with the State Government to set a planning policy framework that helps to create certainty of built form outcomes to reduce speculative development and support new and alternative housing models.

Advocate to the State Government to reform government fees and charges applied to residential development in the city to ensure it is not placed at a financial disadvantage to development elsewhere in metropolitan Adelaide.

To ensure long-term housing choice, the City of Adelaide will advocate for the inclusion of universal design principles in the Planning and Design Code and compliance with the Livable Housing Design Standards in the National Construction Code.

City of Adelaide will advocate to the State Government to establish a new partnership approach between agencies of government, Council, Community Housing Providers, industry and development groups that can oversee and/or be vested with responsibility to deliver significant affordable, social and specialised housing in the city and activate and/or expand existing joint project arrangements for the same.

We will continue to advocate for mandatory inclusionary zoning, including a definition for affordable rental housing.

Partner

City of Adelaide will actively seek partnership opportunities with private, public and community developers to increase and fast track supply of affordable rental housing. Partnership roles for Council are varied and may include:

Land lease – Use of Council land for a Community Housing Provider to build affordable rental houses.

Council as land owner – Develop Council land for a mix of uses and affordable rental housing.

Co-investment – Invest in developments that achieve Council's stated targets. Council investment might be for housing or public infrastructure.

Pre-sale – Pre-purchase houses in new developments for affordable rental.

Seed funding – Fund Community Housing Provider/s to build affordable rental houses.

Delivery Mechanisms

Property Strategy

The Property Strategy recognises the role that Council's property portfolio plays as one of the most powerful levers to shape and accelerate city liveability, growth and investment. It aims to optimise the performance of the city's property portfolio ensuring the effective use of assets with improved alignment to Council's strategic, community and financial objectives. Underperforming assets identified via the Property Strategy are proposed for redevelopment, enhancement or disposal with returns from asset sales to be reinvested into income generating opportunities via Council's Strategic Investment Reserve (formerly Future Fund). The Property Strategy identifies key city outcomes to be derived via property holdings together with acquisition and partnership opportunities to drive Council's strategic objectives.

Strategic Investment Reserve

The Strategic Investment Reserve ensures that proceeds from the sale of Council assets will be transferred and quarantined to a reserve fund (Strategic Investment Reserve) for the purpose of funding the future purchase(s) of new income generating assets or to fund new capital projects of a strategic nature (not to fund operational expenditure or the renewal of assets). This will enhance Council's capacity to respond to emerging opportunities in the future and facilitates the opportunity to grow community wealth without adding to public debt.

Adelaide Economic Development Agency (AEDA)

Working closely with businesses, industry groups, State Government agencies and other relevant organisations, AEDA delivers a range of programs designed to stimulate the city's economic growth including a focus on investment attraction and residential growth.

Code Amendments

Informed by the outcomes of City Plan, the City of Adelaide will pursue amendments to the State Government's Planning and Design Code to facilitate residential development and good design in the city. Across the city this will include:

- Implementation of policies that provide opportunities for innovative design and housing form based on universal design to bring certainty for the community and developers and encourage a range of housing models.
- Revision of catalyst site policies to better respond to development interface issues and ensure they do not apply within or adjacent to residential areas.
- Review of building height limits.

Goal 2: Innovation and sustainability in housing

The Problem and the Opportunity

Housing is not the only crisis impacting on the wellbeing of our community. The global climate crisis requires concerted action to mitigate its impacts. Housing is a significant contributor to global warming through inefficient energy use, building materials and waste. With all levels of government working to increase housing supply, all new housing developments should consider embodied carbon, sustainability and sufficiency principles.

We will explore innovation in housing design, adaptive reuse of existing buildings, sustainability, and housing models which improve affordability and accessibility through cost of living and extend the life of housing with benefits to the community and environment.

The City of Adelaide is committed to decarbonisation and will consider current and emerging technologies to support the transition to net zero. Electrification is a key strategy in Council's Draft Integrated Climate Strategy to be released for consultation in February 2024.

Our Ambition

Adaptive Reuse

Council is committed to creating housing outcomes through adaptive reuse of existing buildings and reviewing how these policies interface with existing heritage and sustainability policies and funds, and new calls for sufficiency measures and metrics.

Opportunities for adaptive reuse are a way to use suitable, latent building stock to increase housing supply. This can include the re-purposing and refitting of vacant or underutilised office buildings, redevelopment of heritage buildings and conversion of underutilised space above shops (eg shop top housing).

Adaptive reuse can reduce the total embodied carbon produced in the construction of new buildings. Combined with retrofits for energy

efficiency, adaptive reuse projects can reduce carbon emissions in operation and be more comfortable for occupants. This is supported by emerging evidence based circular economy (housing) principles, which should be considered by Government and developers where possible. The South Australian Government and City of Adelaide have jointly funded the City Housing (Adaptive Reuse) Initiative through the Capital City Committee to explore and progress adaptive reuse outcomes, including shop top housing, with an ambition to support delivery of 50 dwellings annually.

Affordable Living

Better quality homes use less energy, have lower bills and are more comfortable to live in. Requiring all new dwellings to be all-electric would improve energy efficiencies, with measurable benefits to the resident. All electric homes allow residents to use renewable energy supply, saving homes up to \$1,020 per year in energy bills and remove the negative health implication of gas in homes.

For renters, housing stock quality affects occupants' health and wellbeing with limited ability or very high costs to keep cool in summer and warm in winter. Retrofits to improve thermal efficiency (insulation, sealing leaks, window coverings) and choosing efficient, electric appliances addresses equity and climate justice for those on lower incomes.

City of Adelaide will incentivise and encourage electrification, while advocating to the State Government to amend its Planning and Design Code to phase out all new gas connections from 2025. With 49.9 percent of the city's households renting in the private market, it is important for government to encourage change, where renters are unable to initiate changes in areas of housing themselves.

City of Adelaide will also support opportunities to deliver affordable living, accessible housing and greater security of tenure for residents through alternative housing design, land tenure and finance models. Innovation in housing design, such as shared services and facilities will be included in financial models to deliver these outcomes.

Housing Diversity

We want to increase diversity and sense of community within the city. We can do this through diversity in housing supply and the curation of neighbourhoods to ensure that the city is a place people can live through all life stages. We also need to expand the definition of family, to better reflect the contemporary and multicultural nature of an Adelaide family. This includes housing and community facilities that are suitable for all ages, multi-generational families, co-housing, children and pets.

To support investment attraction, we need to ensure amenity is enhanced through high quality public realm and provision of social infrastructure. This in turn will attract new residential development and support our residents.

Our Targets – Innovation and Sustainability in Housing

Adaptive Reuse: Deliver 50 dwellings annually through adaptive reuse of underutilised buildings.

Electrify Homes: All new dwellings built from 2025 are fully electric (no internal gas supply).

Housing Diversity: New projects in the city use City of Adelaide or State Government incentive schemes or grants to increase diversity in housing and improve public realm, sustainability and community facilities outcomes.

Levers of Change

Advocacy

City of Adelaide will advocate for:

- Changes to the State Government's Planning and Design Code to restrict gas connections to new homes by 2025.
- Mandatory disclosure of the energy rating of homes to give prospective occupants an understanding of how much a house will cost to occupy and run.

- Improvements to conditions for renters, such as minimum standards for rental properties to include ceiling insulation.
- Changes to the National Construction Code for continual improvement of thermal efficiency rating, to reach higher than minimum 7 Star NatHERS rating.

Advocate for the mechanisms to support delivery of improved public realm and critical infrastructure needed for increased housing and population in the city. This includes increased provision of essential services for communities, including early childhood education, schools and health services.

City of Adelaide will use City Plan – Adelaide 2036 to work with the State Government to set a planning policy framework that helps to support innovative, affordable and accessible housing models.

Advocate to State Government to work with all stakeholders to reactivate the market for existing purpose-built student accommodation (PBSA) and support the enablers of growth including:

- Policy settings to enable easier entry into SA for overseas students
- Promoting new source markets
- Improving access and affordability of student housing in the city.
- Allowing for early career professionals to access PBSA
- Tighter regulations to ensure only 'gold standard' PBSA is developed

Facilitate

City of Adelaide will continue to provide support and incentives for city residents to transition from gas to all electric in their homes.

City of Adelaide will focus on programs that support strata-managed apartment buildings to overcome barriers to electrification.

City of Adelaide will support investigations for alternative housing models in the city, to provide diversity in housing tenure, design and form and deliver more affordable living and accessible housing opportunities.

City of Adelaide will enable public realm and social infrastructure improvements through funding mechanisms that facilitate and align with broader master plans, amenity upgrades and programmed infrastructure improvements.

Delivery Mechanism

Adaptive Reuse Housing

In collaboration with the State Government, City of Adelaide will identify ways to remove or address barriers to the repurposing of older and vacant buildings in the City of Adelaide and deliver an adaptive reuse development.

Sustainability Incentives Scheme

City of Adelaide's Sustainability Incentives Scheme assists homes to install technologies that reduce utility cost and environmental impact by providing rebates on new technology or appliances. It provided funding to over 700 projects between 2015 and 2022. Since 2023, the scheme has included replacement of gas appliances with electrical appliances, providing up to \$1,000 towards individual appliance costs, and up to \$25,000 for a whole building approach undertaken by residential strata apartment body corporates.

Sustainability Code Amendment

City of Adelaide will pursue a Code Amendment to change the State Government's Planning and Design Code to embed sustainable design principles into housing design, enhance energy and resource efficiency and improve affordability through life-cycle and running costs.

Privately Owned Property

Council will research the development of a program to target long-term (2-5+ years) vacant properties and land without current development applications with the aim of stimulating development. This will begin with any site which could leverage opportunities for affordable housing and adaptive reuse.



City of Adelaide Developments

City of Adelaide will lead by example when delivering or facilitating residential development projects. City of Adelaide housing developments will meet the four standards below, as well as a minimum of six of the seven sustainability standards, to ensure long term affordability, accessibility and sustainability of housing.

General Standards:

Affordability	20% affordable to low to moderate income households.
Accessibility	10% of dwellings comply with the <i>Livable Housing Design Voluntary Standard – Beyond Minimum, 2022</i>
Activated street frontage	Ground floor includes retail or hospitality, community use and/or social infrastructure.
Shared spaces	Shared spaces such as laundry, outdoor areas or common areas to support affordability, social and/or sustainability outcomes.

Sustainability Standards:

Highly efficient	Minimum 7 Star NatHERS Rating, subject to annual review.
Urban greening	Green roof and/or vertical gardens provided.
Solar	Solar power and/or access to a community battery.
All electric	All homes are fully electric for heating, cooking and hot water generation.
Emission reduction	Built with lower up-front emissions, through design and material use considerations.
Transport	Secure bicycle parking facilities and electric vehicle charging infrastructure.
Waste management	Requirement for whole of building and individual tenancies to have convenient and accessible management of a minimum of four waste streams: food/organics, landfill, recycling and hard rubbish.

Developing this strategy

Strategic Alignment

Federal Government	State Government	City of Adelaide
National Housing Accord	State Planning Policies – Housing Supply and Diversity	City of Adelaide Strategic Plan
Interim National Housing Supply and Affordability Council	Living Locally – Greater Adelaide Regional Plan	City Plan – Adelaide 2036
National Housing and Homelessness Plan	Better Housing Future	Economic Development Strategy
National Agreement on Closing the Gap	Future Directions for Homelessness Strategy	Property Strategy
	Aboriginal Housing Strategy 2021–2025	Homelessness Strategy – Everybody's Business
	State Disability Inclusion Plan	Disability Access and Inclusion Plan
		Integrated Climate Strategy



How the Strategy was Developed

To inform our Housing Strategy we took time to understand the data and possibilities for growth. We looked at the roles the City of Adelaide can play and where we can act. We talked to people in the housing industry, community sector, economic sector, government, Community Housing Providers, and our workers and residents. We completed the following studies and reports that inform our next steps.

Housing Data

Our approach is based on data and research.

Land Supply and Population Capacity

We have identified more than 830 parcels of land that can be developed in the city. This includes 500 sites in the centre of our capital city.

Development at our Boundaries

Land at our boundaries is zoned for growth, so we talked to our neighbouring Councils about when and where housing on our edges will increase.

Social Infrastructure Assessment

We have reviewed existing social infrastructure, including community, cultural, education and recreation facilities and public open spaces, and looked to what the needs of our community will be to 2041. We have identified where there are potential gaps and possible interventions to ensure our future population is supported.

Housing Audit and Need Analysis

We consulted with State, local, economic development, student and community housing groups on barriers, opportunities and gaps in housing.

Housing Policy Discussion Paper

We looked at existing housing policy in Australia and found a gap in affordable rental in the city which has informed our policy direction.

Housing Policy Interventions Options Paper

We looked at interventions available to local government to increase supply of affordable rental housing in the city, as identified in the Housing Policy Discussion Paper. This informed the development of targets and principles for investment for the city.

Policy Review

Our existing policy and plans informed this Strategy, we learnt from what works and included it in this Strategy to be clear about the outcomes we want and the roles we will play.

Community and Market Research

We listened to businesses and residents through our regular surveys and have decided to focus on affordable housing for key workers, students, younger professionals and families.

Adaptive Reuse Roundtable & Working Group

Information received through the Adaptive Reuse Roundtable on 5 May 2023, and ongoing discussions of the Working Group have informed the development of this Strategy.

Homelessness Roundtable

We acknowledged that housing is a key response for homelessness and informed this Strategy through rich conversation with the homelessness sector at a Homelessness Roundtable on 10 August 2023.

City Plan Stakeholder Engagement

We ran sessions on being a Magnet City, Connecting People and Places and a New Urban Form, so we could hear from peers, government, experts, community and stakeholders during September 2023.

Investing in Adelaide

Our work to grow the local economy must be supported by housing and we need new housing projects and models for people to work, study and live in the city.

Case Studies

U City Case Study

Uniting Communities' U City, located on Franklin Street in the heart of the city, is a truly diverse and inclusive community. Home to 73 residents, in South Australia's first carbon neutral building you will find:

- Retirement Residences
- 23 Short Stay Accessible Serviced Apartments with a 90+% occupancy rate
- Accessible Serviced Apartments
- Function Centre
- Uniting Communities' Social Services Hub
- Commercial and retail spaces, including an op-shop and restaurant
- An artist in residence.



Uniting Communities – U City

Central Market Arcade Redevelopment

The \$400m Central Market Arcade Redevelopment, known as Market Square, will see an enhanced and expanded Central Market and will include retail, residential (including affordable housing), hotel, and office accommodation.

Located adjacent to the iconic Adelaide Central Market, Market Square is a joint venture project between ICD Property and the City of Adelaide. A catalytic investment in the city, the development will create a new social and commercial hub that will preserve and enhance the Central Market and secure the future of the market district for future generations.

The project will deliver 231 apartments. A total of 32 apartments were advertised exclusively through the HomeSeeker program for a period of 90 days (exceeding the 30-day requirement) with 13 apartments sold as affordable housing. In addition, most of the market apartment purchasers have entered into the Homes for Homes program with caveats noting the registered proprietors promise to donate 0.1 percent of a future sale to Homes for Homes supporting housing associations to increase social and affordable housing supply. Construction has commenced with completion in early 2026.



Central Market Arcade Redevelopment

Appendix – Glossary

Accessible Housing is housing designed in accordance with the National Construction Code 2022 Livable Housing Design Standard such that it is:

- a. easy to enter
- b. easy to navigate in and around
- c. capable of easy and cost effective adaptation
- d. responsive to the changing needs of occupants

Adaptive Reuse refers to the re-purposing and refitting of an existing building or structure to accommodate a new function – in this case residential dwellings. This process can involve modifications to meet current building codes and legislation and fulfill occupant expectations.

Affordable Housing is housing where households on low to moderate incomes are paying no more than 30 percent of their gross household income on housing costs (purchase or rent).

Affordable Rental Housing is aimed at low to moderate income households and is delivered to ensure it does not exceed 30 percent of their household income.

Affordable purchase (South Australian Government Affordable Purchase Program) is aimed at moderate income households with the affordable purchase price defined in the SA Government Gazette. This is currently \$417,000 to \$479,550 for Greater Adelaide.

Area Median Income (AMI) describes household income levels relative to the median household income of a subject geography. AMI can be used to identify distributions and income levels of households by size and type relative to the median.

Build-to-Rent is a fast-growing international asset class which is generally targeted to higher-income earners and offers high-amenity stable rental accommodation where the entire building is owned by an institutional investor.

Community Housing is social housing delivered by community housing providers. Community housing is for low to moderate income or special needs households, providing safe secure and affordable rental housing.

Homelessness refers to the experience of someone who:

Is in an improvised dwelling, tent or sleeping rough

Has no security of tenure eg temporary lodgings, supported accommodation or couch surfing

Does not have control of, and space for social relations for example; severely crowded dwellings

Does not have access to suitable alternatives.

Household Income Levels are identified relative to the median household income. The categories represent common definitions used at the Australian national and state levels.

Housing stress is defined nationally as a household paying more than 30 percent of its gross income in housing costs and its income falls in the lowest 40 percent of all households.

Key Workers are service workers most likely to be priced out during real estate booms or gentrification, as they are often low to moderate income earners. For the purposes of this Strategy, City of Adelaide defines key workers as people who work in:

- Health and social care
- Education and childcare
- Emergency services
- Essential public sector services (including utilities)
- Food and other necessary goods, retail and services (including cleaning services)
- Essential transport/delivery services (including petrol stations)

Missing Middle is medium density housing that is 'missing' between typically low density/low rise single household houses and high density/high rise apartment or unit type housing. Missing Middle housing is generally required in inner and middle ring suburbs to bridge the gap between low- and high-density housing.

NatHERS Rating Nationwide House Energy Rating Scheme (NatHERS) assessments are the most common way to meet the minimum energy efficiency requirements of the National Construction Code (NCC).

Public Housing is social housing delivered by the State Government.

Social Housing is public and community housing rented to tenants at 25 to 30 percent of their income. Commonwealth welfare recipients represent up to 90 percent of tenants.

Subsidised rental housing is market housing offered at either 80 percent or 75 percent of market rent; funded by commonwealth, state or local government.

Household Income Levels

Household Income Level	Household Income Range (2022)	Area Median (household) Income
Very Low	Up to \$42,721	Income under 50% AMI
Low	Up to \$68,354	Incomes between 50% and 80% AMI
Moderate	Up to \$102,531	Income between 80% and 120% AMI
High and very high	Over \$102,531	Income above 120% AMI



Contact List

City of Adelaide

Customer Centre

25 Pirie Street, Adelaide

Monday to Friday from 8.30am to 5.00pm

customer@cityofadelaide.com.au

Submit an online enquiry

Phone: (08) 8203 7203

Website: customer.cityofadelaide.com.au

General Housing Support

RentRight SA Housing Advice and Advocacy

Phone: 1800 060 462

(8.00am to 8.00pm Monday to Friday)

Website: syc.net.au/rentrightsa

Housing Choices Advocacy Services

and Resident Resources:

Phone: 1300 312 447

Website: housingchoices.org.au

Housing SA

Phone: 131 299

Website: affordablesa.com.au

Community Housing Providers

sa.gov.au – Find a community housing provider

Student Accommodation Links

[Student Accommodation in Adelaide | StudyAdelaide](#)

[Accommodation Service | University of Adelaide](#)

[Student Accommodation | University of South Australia](#)

[Accommodation | Flinders University](#)

Shelter SA

Website: sheltersa.asn.au

Email: sheltersa@sheltersa.asn.au

Service Provision for people experiencing or at risk of homelessness

Toward Home Alliance

Phone: 1800 809 273

9.00am to 5.00pm, Monday to Friday

Website: towardhome.org.au

Wardli-ana – Toward Home

Phone: 1800 809 273

Website: towardhome.org.au/wardli-ana

Homeless Connect SA

Phone: 1800 003 308

(free call 24 hours a day, seven days a week)

Website: homelessconnectsa.org

Other services which offer support:

Hutt Street Centre and Homelessness

Phone: (08) 8418 2500

Website: huttstcentre.org.au

Catherine House

Phone: (08) 8232 2282

Website: catherinehouse.org.au

Domestic and Family Violence Services

Phone: 1800 737 732 (24 hours)

Website: 1800respect.org.au

Ninko Kurtangga Patpangga

Free call: 1800 800 098

(via Domestic Violence Crisis Line)

Website: womenssafetyservices.com.au

Pets owned by people escaping domestic violence in South Australia

Phone: 1300 4777 222

Website: rspcasa.org.au/safe-kennels-project

Crisis and Mental Health

Phone 000 for emergency assistance

Lifeline

Phone: 13 11 14

Website: lifeline.org.au

National Suicide Call Back Service

Phone: 1300 659 467

Website: suicidecallbackservice.org.au

Thirrili Postvention Response Service

Phone: 1800 805 801

Website: thirrili.com.au/postvention-support

Beyond Blue

Phone: 1300 224 636

Website: beyondblue.org.au

13 YARN

Phone: 13 92 76

Website: 13yarn.org.au

1800RESPECT

Phone: 1800 737 732

Website: 1800respect.org.au

Kids Helpline

Phone: 1800 551 800

Website: kidshelpline.com.au

Open Arms – Veterans & Families Counselling

Phone: 1800 011 046

Website: openarms.gov.au

QLife

Phone: 1800 184 527

Website: qlife.org.au

Financial support and advice

National Debt Helpline

Phone: 1800 007 007

Website: ndh.org.au

Support for people from non-English speaking backgrounds:

Translating and Interpreting Service (TIS)

Phone: 131 450

Website: tisnational.gov.au

Aboriginal Language Interpreting Service (ALIS)

Phone: 1800 280 203

Website: translate.sa.gov.au/ALIS

National Relay Service (NRS)

Voice relay | Phone: 1300 555 727

TTY | Phone: 133 677

SMS relay | Phone: 0423 677 767



CITY OF
ADELAIDE