SUBMISSION BY THE URBAN DEVELOPMENT INSTITUTE OF AUSTRALIA (SA) TO THE SENATE COMMITTEE INQUIRING INTO HOUSING AFFORDABILITY

GENERAL OBSERVATIONS:

Diminishing affordability has no single cause but results from many factors and these vary in each state.

In New South Wales for example, infrastructure charges have been a major factor while these have had virtually no impact in South Australia. The major factor in South Australia has been inadequate land supply and this has resulted from:

- a high proportion of developable land being held by government
- slow release of land by government
- an inadequate metropolitan development plan that looks 30 years ahead and links clearly with the South Australian strategic plan

It is nevertheless encouraging that the South Australian government has finally acknowledged the existence of a problem and sought to bring more land onto the market.

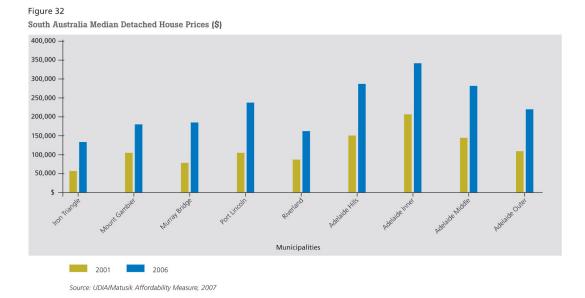
The Planning Review may also clear some bottlenecks, facilitate the development of new housing and help address the problem of diminishing affordability.

At a national level the Rudd Government has recognised the scale of the problem and measures such as the Housing Affordability Fund and the National Rental Affordability Scheme should progressively have some favourable if marginal impact.

A. Overall state situation

Housing affordability in South Australia

The following graph (Figure 32) shows the median detached house prices in a number of locations across South Australia for 2001 and 2006 and the substantial increase in prices that occurred in the period.



The level of affordability of home purchase decreased markedly in the period from 2001 to 2006 throughout South Australia and is graphically displayed in the following diagram (Figure 33).



Based on data from the UDIA/Matusik Affordability Measure, 2007

Affordability in South Australia deteriorated by 6 per cent in the year to September 2006 due to a combination of price increases and interest rate rises and at this point was at its lowest since 1991.¹

¹ The HIA – Commonwealth Bank Housing Affordability Index for first home buyers.

In the December Quarter 1990, Adelaide recorded its lowest level of housing affordability with the index at 123 and at this time the median dwelling price was \$105,000. In the September quarter 2006 the index stood at 127.6 and the median dwelling price was close to \$300,000. The median price has exhibited an increase of 10.7 per cent per annum from 1990, but this has accelerated since 2000 during a sustained period of economic growth.

As at September 2006 affordability was 22.1 per cent below long term average in South Australia.²

Urban Centres and the regions

South Australia's urban centres are based on significant primacy with one major city, the Adelaide Metropolitan area, with 1,138,000 persons (June 2006), representing 73 per cent of the South Australian population. For this reason a greater part of this chapter is focused on the Adelaide Metropolitan Area.

South Australia has a number of regional centres (Mount Gambier, Whyalla, Murray Bridge, Port Augusta, Port Pirie and the "Copper Coast" towns of Kadina/Wallaroo and Moonta with population ranging from 11,000 up to 24,000 for the largest regional centre Mount Gambier).

The Outer Metropolitan Area contains two major urban concentrations around Victor Harbor and the South Coast (23,000 persons) and Mount Barker (18,000 persons)

Economic trends

The current situation and likely trends are:

- South Australia has shown economic growth in recent times particularly with the mining sector's expansion, a rise in mineral prices and major defence contracts and activities. During the past year however the drought has had an impact while manufacturing and wine exports have suffered under a strong Australian Dollar. Never-the-less over 2005/06 the Gross State Product has risen by 2.2 per cent with State Final Demand up 2.5 per cent per annum.
- Unemployment has declined significantly from 10.6 per cent in 1996 to 6.1 per cent in 2003 to 4.8 per cent in late 2006 and 5.3 per cent in February 2007 indicating a continuing tight labour market.

² Westpac 2007/2009.

Population and demographic change

The current situation and likely trends are:

- South Australia had a population of 1.554 million persons at June 2006 and a growth rate of around 0.8 per cent per annum. South Australia has experienced consistent growth in population of around 6,000 to 10,000 persons over the nine years to 2005.
- Whilst the fertility rate in South Australia has declined the total net migration has shown a positive improvement mainly due to overseas migration increases as a result of the regional visa scheme. Interstate migration still has a slight negative impact.
- South Australia's Strategic Plan has a target population for the State to be 2 million persons by 2050. This anticipates population growth rates of around 12,000 persons per annum for the next twenty five years. More recently, however, a more ambitious target has been espoused by Government.
- South Australia has an ageing population and under all recent population projection scenarios the absolute number and proportion of people aged 65 and over will increase substantially. Under the medium stable migration scenario the proportion of the population aged 65 and over will increase from 14.6 per cent to 29.8 per cent by 2051.³
- Household growth is outstripping population growth mainly because of the decline in fertility rates and ageing. In South Australia household size is projected to decrease from approximately 2.42 persons per household in 2001 to 2.15 in 2051.

Spatially the areas exhibiting major growth in population are:

- The "sea change" areas Victor Harbor and the South Coast as well as the Copper Coast towns and smaller communities on Yorke Peninsula.
- The outer metropolitan areas with growth at Mount Barker and Murray Bridge; and

³ SA Government Planning Strategy, August 2006.

 Mining growth areas (Roxby Downs) with a multiplier impact on the Upper Spencer Gulf towns of Whyalla, Port Augusta and Port Pirie.

Outlook for urban development

The most significant impacts on development will occur from:

- Major change in the northern and southern metropolitan areas of Adelaide caused by changes in the fortune of major employers and this could include a big boost from defence in the north and big potential risks from a loss of the major car industry and component manufacturers in the south. Northern Adelaide is undergoing significant economic development through transport logistics, motor car components, and the defence sector particularly the air warfare destroyer project at Osborne and the mechanised battalion relocation to Edinburgh. Southern Adelaide is somewhat more problematic with motor car industry rationalisation and isolation of this area from major developments in other parts of Adelaide;
- The recent review of the Urban Growth Boundary for Metropolitan Adelaide which should lead to opportunities for greenfield housing development within extensive fringe areas;
- Significant regional development in the Spencer Gulf towns as a result of a continuing expansion in the mining sector and continuance of the sea-change expansion on South Australia's coastline. Growth is expected to continue in the northern regions particularly driven by the expansion in the mining sector and the northern Spencer Gulf towns of Whyalla, Port Pirie and Port Augusta. The expansion of uranium and copper mining at Roxby Downs has potentially major multiplier impacts for the state;
- Continuing impact from the drought and rationalisation of the Murray River irrigation areas which will in turn affect the Riverland towns. The drought and Murray River water supply for irrigation activities particularly in the Riverland and Murraylands has had a significant impact on the rural areas of the state and the smaller rural town communities. Some of these areas will rebound with a break in the drought but the irrigation industry will require a lengthy period of restructuring that will slow the growth in the regions; and

 Further major development in the commuter belt within the outer metropolitan Adelaide Region, particularly in places like Mount Barker.

Demand and supply issues

The current situation and likely trends are:

- Metropolitan Adelaide has captured 67.6 per cent of the state's housing construction over the past five years. The regions have the following shares of activity and growth:
 - Outer Metropolitan with up to 18 per cent share of development. Mount Barker and Victor Harbor have significant levels of growth (3 per cent population increase per annum);
 - Yorke Peninsula and the Mid North including the Copper Coast with up to 5 per cent share of state development and growth of up to 2 per cent;
 - The Murraylands including Murray Bridge with up to 4 per cent share of state development and a growth of up to 1.3 per cent; and
 - The northern areas of the state including mining communities such as Roxby Downs have shown a significant growth spurt in recent times albeit off a small population base.
- The metropolitan Adelaide area has had a demand over recent years of 6,000 to 8,000 dwellings per annum and a greenfield take up of 390 hectares per annum;
- With the state population target of 2 million persons, the metropolitan area may need to supply at least 4000 to 4500 lots per annum from the fringe broadhectares to achieve this target by 2050;
- The Adelaide land supply pipeline is estimated to contain 7 to 8 years of urban land stocks. However the time scale for moving from non urban broad hectare land to the occupation of the first dwellings on the same land averages around 13 years;

- The major supply threat is that "existing broad hectare stocks could be expected to be substantially depleted by 2016", with the "equivalent of 4000 lots only remaining at that time"⁴; and
- Metropolitan Adelaide "fringe land supplies are now at critical levels and under the optimistic growth scenario, re-zoning of land to increase supplies is required urgently. Even under the conservative growth scenario produced by Planning SA, rezoning is required as a matter of priority in order to meet typical development time lines."⁵

B. Contributing factors

UDIA SA has identified the following key causal factors of housing affordability:

- Government housing policy;
- Taxes and charges;
- Land supply;
- Urban growth boundaries and township boundaries;
- Metropolitan or regional strategies;
- Infrastructure provision;
- Environmental issues, and
- Development assessment processes.

This section discusses factors that are considered to have impacted development and driven the affordability crisis.

Government housing policy

It is considered that the state government has a responsibility to house the low income earners and special housing needs groups within our community particularly those who are impacted by significant housing stress where the household pays more than 30 per cent of income on housing cost. Traditionally South Australian market housing has been more affordable than the Australian average. "Historically the key difference has been a greater emphasis on direct government involvement in the provision of housing for both home ownership and social housing. This activity was closely integrated with wider economic and social development".⁶

This unique housing model for South Australia is now abandoned with the decline of the role of the SAHT, the demise of the

4 UDIA Nov 2006.

5 ibid page 31.

⁶ Orchard L, 2006.

Commonwealth State Housing arrangement and its associated funding and the reduction of the public housing stock as property is sold to pay for new programmes. Some would argue that a stock of public housing is essential to assist affordability particularly for ownership and rental opportunities.⁷ The current shortage of rental accommodation and rental costs is seen as a compounding factor for those wishing to gain access to the home market. This decline in affordability and rise in rental cost is seen as "the perfect storm situation".⁸

The State Government released a Housing Plan in March 2005.⁹ The Plan contained a number of initiatives, including:

- An affordable housing innovations program between the State Government, private sector, not-for-profit organisations and local government to build social housing stock;
- The creation of new opportunities for home ownership through Home Start Finance including the new EquityStart loan for social housing tenants;
- Further action on the renewal and reinvigoration of neighbourhoods and acceleration of the re-development of public housing estates;
- Particular actions in relation to Regional South Australia including working with the private sector and opportunities for regional communities to participate in management of community housing assets;
- Initiatives to target 10 per cent affordable housing and 5 per cent high need in all significant developments; and
- In conjunction with other states and territories and with the Commonwealth, the negotiation of the development of a new Commonwealth State Housing Agreement and national housing policy to drive the affordable housing reform agenda.

Other Plans that are considered to have an impact on development of housing and land in South Australia are:

The Strategic Infrastructure Plan for South Australia (discussed below);

⁷ Stretton 2005, Spoehr 2007.

⁸ ABC Stateline 16/2/07.

⁹ Housing Plan for South Australia, State Government, March 2005.

- Water Proofing Adelaide Plan;
- State Natural Resources Management Plan;
- Adelaide and Mount Lofty Ranges Initial Natural Resources Management Plan; and
- South Australia's Waste Management Strategy.

Taxes and charges

Between 20 per cent and 35 per cent of the purchase price of a new house and land package in South Australia is indirect taxes. There are more than 20 different state and local government indirect taxes and levies applied to a new house and land package, such as stamp duty on land purchased by the developer, stamp duty on the purchase of a new house and land package, local council contributions and fees for community facilities, major roads drainage and public open space. The compounding impact of GST being added to taxes increases the overall burden.¹⁰

In South Australia, the key taxes and charges at the state level in the 2005/06 budget with a direct impact on house and land development costs are stamp duties (conveyancing and other duties) making 57 per cent of the total collections, land tax (private and taxpayers) 29.5 per cent, debits tax 0.5 per cent and emergency services levy 7.2 per cent. In the 2005/06 budget the total revenue from these collections was \$989.9M.¹¹

State taxes and charges are detrimental to other areas of subsidy and a very good example of this is the situation in South Australia where the First Home Owners Grant of \$7,000 for a \$300,000 house is totally nullified by stamp duty payments.

In South Australia between 1998/99 and 2005/06:

- Land taxes increased from \$133M to \$291M, an average of 16.9 per cent per annum;
- Municipal rates increased from \$482M to \$785M, an increase of 8.9 per cent per annum;
- Stamp duty on conveyances increased from \$216M to \$550M, an increase of 22.1 per cent per annum; and
- GST increased from \$173M in 2000/01 to \$361M in 2005/06, an increase of 21.7 per cent per annum.¹²

¹⁰ HIA, July 2003.

¹¹ UDIA SA, Nov 2006.

¹² HIA Economic Group Research Notes, 2006.

The growth of taxation in the housing/land development sector has been significant and has added to the burden of new taxes such as GST and the emergency services levy.

Land supply

In Adelaide, the share of land in new house prices doubled from 16 per cent in 1976/77 to 32 per cent in 2002. Land supply is now at a critical level in the metropolitan area with lot supply now declining and average prices increasing.

Fifty per cent of all land stocks in the metropolitan Adelaide area are controlled by state government mainly through the operations of the Land Management Corporation (LMC) (49 per cent); and the LMC controls 91 per cent of all broad hectare land that is greater than 10 hectares in size. In the metropolitan area only 13 per cent of all broad hectare land is in the hands of development companies and is therefore, subject to market conditions, immediately available.¹³

Dramatic increases in land prices have occurred in recent times particularly in 2003/04 when there was a change of 38 per cent in 12 months. "Even in 2005/06, with the market decidedly more subdued, land prices have increased by 8 per cent during the course of the year."¹⁴

The major growth area of the northern sector of Adelaide has little privately held greenfield stocks (8 per cent) and is therefore under significant threat from supply and upward pressure on prices. At present demand is being serviced by lots in Craigmore/Blakeview, Andrews Farm and Gawler; however prices have been on the rise. More affordable land is selling in the Paralowie/Burton area. There are currently 2389 recently finished allotments with a further 588 under construction.¹⁵

The southern sector has seen land stocks run down. Many areas are fully developed and the availability of new sites is very limited. In the outer south the present situation is more balanced as sales have been slow in Seaford Rise and Aldinga and Sellicks Beach will soon yield some 1700 lots.¹⁶

As mentioned above the decline of the public housing sector in South Australia has had a significant impact on affordability for the

¹³ Planning SA, September 2005.

¹⁴ UDIA, Nov 2006.

¹⁵ HIA APM Land Monitor, May 2007.

less advantaged in our community. The present operations of the SAHT also have a bearing on land re-development and dwelling supply. The SAHT Neighbourhood Redevelopment Programme should deliver additional dwellings or allotments per annum to the market from the renewal of its ageing housing estates, some of which are in highly accessible and potentially attractive parts of metropolitan Adelaide. However the random sale of housing stock to sitting tenants, funding restrictions and zoning limitations has reduced the potential opportunities of this source of supply to around 400 dwellings per annum. This is also a finite and constrained source of supply.¹⁷

In regional centres, particularly those undergoing significant levels of growth, land supply is restricted by infrastructure availability, particularly roads, wastewater and stormwater drainage, limited zoning for residential, larger allotment size and environmental constraints. The ability of the regional local governments to pay for infrastructure has led to demands for development local levies. All local governments in growth areas and in particular Mount Barker, Victor Harbor and Murray Bridge have recently undertaken reviews of land and infrastructure to identify new growth areas and the financial impact on the Council. All of these councils will require extensive areas of new land to be zoned residential to keep up with projected demand.

Urban growth boundaries and township boundaries

The Adelaide metropolitan fringe land supply is affected by an Urban

Growth Boundary that was imposed by changes to the Development Plan in April 2002 and a range of ad hoc limitations imposed on some country towns by the Planning Strategy in April 2002.¹⁸

There has been no review of the boundary since 2002 despite a recommendation to do so in the original research which was prompted by the knowledge that Adelaide would face significant land shortages within ten years. As a result of the imposition of the boundary the supply of broadhectare green field sites is now significantly reduced and developer activity has increased in outer metropolitan townships.

Calls to review the boundary policies have led to the state government beginning an analysis of growth opportunities particularly on the Adelaide fringes and within the Outer

¹⁷ UDIA, Nov 2006.

¹⁸ Boundaries for outer metropolitan townships were defined in the August 2006 Planning Strategy.

Metropolitan Area. The results of this work and policy implications is not yet available for industry input.

Metropolitan or regional strategies

South Australia has a number of strategic and policy instruments that are considered to have impact on affordability.

South Australia's Strategic Plan

The plan acknowledges that South Australia has had a competitive edge over the other States in regard to affordability but that the gap is narrowing. It handles affordability within the objective of "Expanding Opportunities" by two targets:

- "Increase affordable housing purchase and rental opportunities by 5 percentage points by 2014."
- "Halve the number of South Australians suffering housing stress by 2014."

Given the gravity of the current situation it is considered that affordability should be addressed far more comprehensively within the Strategic Plan.

The Planning Strategy has been a part of the State's strategic armoury and is a part of the statutory framework closely linked to the Development Plan operations of State and local government. The Planning Strategy is a requirement of the Development Act 1993 and presents the South Australian Government's guidance for policy formulation for the development of the State over the next 10 to 15 years.

The Metropolitan Development Programme is included as a part of the Strategy and identifies development land in the Adelaide Metropolitan area, the sequencing of that land for development and its impact on infrastructure. It is an essential tool for an organised, managed and cost saving approach to land development.

Infrastructure provision

The Strategic Infrastructure Plan (SIP) is a recent Government initiative picking up on the priority need to put significant effort into planning future infrastructure requirements.

The SIP outlines key energy, water, transport, (including public transport projects) health, education and community services projects and programmes that will have a significant bearing on the possibility of developing parts of the metropolitan area and the regions. For example, the construction of the Northern Expressway

will have a significant positive impact on the value of land, its accessibility and its development in the Salisbury and Playford areas and the outer metropolitan region around Gawler, Roseworthy and Freeling. This will in turn have an opportunity to create an affordable housing supply in these new areas.

The provision of strategic and significant infrastructure by Government can promote the supply of properly serviced land and essential community support. There is a significant short fall of infrastructure provision in certain parts of the metropolitan area and the regions and particularly in regard to the growth areas of Victor Harbor, Mount Barker, Murray Bridge where road, waste water, stormwater drainage and energy infrastructure is required. The lack of provision of this infrastructure will impact on affordability

Developer levies

South Australia, unlike Victoria, New South Wales and Queensland does not have a system of developer contributions that is mandated by state legislation. The Development Act 1993 currently allows for contributions for open space and car parking, but contains no powers for developer contributions. It is considered this approach is part of the reason for South Australia's present relative advantage in housing affordability.

Attempts have been made by the Local Government Association to push for a form of developer contributions through legislative changes to the Development Act 1993 but this consideration has currently stalled at the state government level.

Whilst there is no mandatory system in South Australia there have been:

- Attempts by a council to re-zone land subject to arrangements with developers to pay for these infrastructure costs including implications on and off the developer's land; and
- Ad hoc pressure on developers for the funding of items of infrastructure on such items as stormwater provision requiring the detention of all stormwater on site so as not to impact on council's system, particular traffic access requirements and connection to a council waste water scheme.

Environmental issues

Water has become a major issue in the South Australian community and in the design of new housing areas. Requirements are being imposed for short term flood detention and in some cases wetland areas and the possibility of reuse schemes such as Aquifer Storage and Recovery. In some cases local government is requiring detailed schemes on site and if detention cannot be achieved contribution is required to be made to trunk systems.

From July 1, 2006 changed building rules in South Australia require an additional water supply for new dwellings to supplement mains water. Installing specially plumbed minimum sized rainwater tanks is seen as most common way of meeting this objective, but can add an estimated \$1600 to \$3000 to the cost of a new house.

Within inner areas of the city constraints from existing industrial operations requiring buffers for noise and fumes and in some cases 24/7 operations has constrained opportunities for re-development.

A recent case in the middle ring suburb of Kilburn highlights this situation.

Open space is still an issue for land development and while the relatively generous 12.5 per cent requirement is still in place for land division, communities are demanding significant concessions on larger land developments in the inner area. This is evidenced by the community concern for open space in the re-development debate over Cheltenham Racecourse.

Adelaide has significant controls on water catchment areas and the Hills Face of the Mount Lofty Ranges and these sensitive zones serve to push development of the metropolitan area further to the north and south. The southern areas are also coming under more impacts from environmental and rural interfaces.

Development assessment processes

The following are considered the major concerns within the existing Development Assessment process:

- The need to undertake a continuing reform of the planning system in keeping with the observations of the Economic Development Board for the State which has made particular reference to local government involvement in relation to composition of Development Assessment Panels (DAP) interpretation of policy and the linkage of policy with the strategic directions of the state. Recent changes to include a broader membership on the DAP is an attempt to strengthen both the timeliness of decisions and the attitude to development;¹⁹
- A more comprehensive review of the overall planning system rather than a continuing "renovation" may be necessary and the Master Builders Association as well as other professional development bodies have called for a "complete reform" because of the lack of practicality, costly delays, unnecessary information requirements, inconsistencies between planning authorities, random adoption of design guidelines, lack of delegation and elected member disregard of Act, Regulations and Strategic Plans. It is noted that the HIA market snapshot (January 2007) illustrates an extreme level of frustration from building companies regarding the South Australian planning system with all companies interviewed expressing concerns with unnecessary lengthy delays and costs associated with the planning process at the local government level;

¹⁹ SA Economic Development Board, May 2003.

- The zoning of land has a major influence on the supply of land to the residential market. "The influence of zoning (and the manner of its interpretation by local councils) is significant both in yield achieved from broad hectare, infill and redevelopment sites and in the viability of even pursuing redevelopment."²⁰ The observation is that obtaining zoning change to increase the density of housing is difficult to achieve, particularly in locations within the inner and middle ring of Adelaide. New larger greenfield sites in the Adelaide middle suburbs have also not achieved substantial increases in density;
- The reaction by the state government to flaws in the process has taken a number of forms and in particular considerable effort has been put into the Better Development Plan Programme to identify best practice. The best practice statements have been formatted into a planning policy library to be used (on a voluntary basis) to rewrite existing Development Plans; and
- The state government has in recent time resorted to declaring Major Project status to some larger developments in an attempt to fast track and abrogate local planning activity. A large housing project (Buckland Park) on Adelaide's northern fringe has been dealt with in this manner. Whether this process can arrive at the best planning outcomes in the most expedient manner still remains to be seen.

C. UDIA approach

UDIA SA recognises that one of the key platforms to the success of the urban development industry is the opportunity to provide products that are accessible to purchasers at all levels and that in order to deliver improved affordability there needs to be a whole of Government recognition and response to the issue.

In particular:

 Restricting land supply, failing to deliver more flexible planning policies in infill areas and the continuing imposition of ever increasing building standards and requirements (e.g. rainwater tanks, solar hot water services and occupational health and safety standards) run counter to housing affordability. These initiatives must be balanced with affordability requirements;

²⁰ UDIA, Nov 2006.

- Government has a critical role in the funding of affordable, special needs and welfare housing and should not seek to abrogate this responsibility to the private sector. Funding should be drawn from general revenue and should not be a direct burden on home buyers via the development process;
- Government should reduce the cost impact of planning, environmental and regulatory requirements on housing affordability;
- There needs to be Development Plan support for density increases and for housing and land products that improve yields and provide more affordable housing.²¹

Recommendations

There is no one solution to the current situation and indeed the loss of affordability has much to do with a sustained buoyant economic cycle as well as other factors. It is important, however, at times of economic pressure and to maintain economic growth that other structural changes occur to offset these forces. Therefore, the following are considered important in order to achieve some solution to the current affordability situation in South Australia:

- Review the increasing cost of the development of land and housing resulting directly from the growing number and complexity of government requirements under particular legislation such as the Development Act, its regulations and policies;
- 2. Review the inefficiencies in planning approval processes at the state and local level and the number of local government jurisdictions, particularly in the metropolitan area, which deal with similar development activities in different ways. If land is zoned for a residential use then this should be allowed with the minimum impediment;
- Review the inequitable taxation of land and housing development in comparison to other sectors assets and services and in particular the significant impact of charges and levies on land and housing development. In particular lobby the state government to reduce or abolish stamp duty;
- 4. Support the state government attempts to boost the provision of public housing and review administrative operations within

²¹ UDIA, July 2006.

government and investigate the best way the private sector can be involved in this process;

- 5. Lobby for the specific provision of infrastructure to strategic development areas in Metropolitan Adelaide and the regions through the Metropolitan Development Programme and ensure that the costs of this infrastructure are not set solely against specific residential developments such that they are passed directly to the new home buyer and thus impact on affordability;
- 6. That the LMC concentrates on its role to release surplus government land to the marketplace and compile fragmented parcels into developable parcels;
- 7. That the LMC should accelerate the release of broad hectare land in a range of market niches in the north and south of metropolitan Adelaide;
- 8. Review the metropolitan Adelaide Urban Growth Boundary to release new land in strategic locations on the fringe; and
- 9. Given the gravity of the current situation it is considered that affordability should be addressed far more comprehensively within South Australia's Strategic Plan.