



Office of the Commissioner for Kangaroo Island



**Management Plan
For Housing on Kangaroo Island
December 2016**

Contents

Contents.....	2
List of Acronyms & Abbreviations.....	3
List of Key Publications Referenced in this Management Plan.....	3
Kangaroo Island Plan: A volume of the South Australian Planning Strategy (2011).....	3
Paradise Girt by Sea Report (2011).....	3
Submission to South Australian Housing Strategy Green Paper (2012).....	3
Housing Strategy for South Australia 2013-2018 (2013).....	3
Kangaroo Island Community Housing Strategy (2014).....	4
Kangaroo Island First (2015).....	4
Kangaroo Island Development Plan (2015).....	4
Kangaroo Island Housing Management Plan.....	5
1.0 Introduction.....	5
2.0 Background.....	6
2.1 Current Situation for Housing on Kangaroo Island.....	7
2.2 Vulnerable Sections of the Community.....	9
2.3 Temporary, Staff and Worker Accommodation.....	10
3.0 Management Plan Objectives, Proposals and Priorities.....	11
3.1 Objectives.....	11
3.2 Proposals.....	11
3.3 Priorities to Implement Proposals.....	12
References.....	14

List of Acronyms & Abbreviations

KIFA	Kangaroo Island Futures Authority
The Act	The Commissioner for Kangaroo Island Act
URPS	Urban and Regional Planning Solutions

List of Key Publications Referenced in this Management Plan

Kangaroo Island Plan: A volume of the South Australian Planning Strategy (2011)

The *Kangaroo Island Plan* was prepared by the South Australian Government, through the Department of Planning and Local Government (now Department of Planning, Transport and Infrastructure), as a volume of the South Australian Planning Strategy. This Plan sets out where housing, industry and commercial activity should best be located and the different roles and functions of towns on the Island. Available from:

www.kangarooisland.sa.gov.au/webdata/resources/files/Region_plan_Kangaroo_Island-1.pdf

Paradise Girt by Sea Report (2011)

The *Paradise Girt by Sea Report* was commissioned by the Economic Development Board of South Australia and provided an overview of the key development challenges that Kangaroo Island faces. Key recommendations of this report included the establishment of the Kangaroo Island Futures Authority, funding of the Tourism Optimisation Marketing Model (TOMM), and increasing tourist visitation and farm-gate incomes. This report identified skills development, infrastructure, and transport as key economic challenges for Kangaroo Island. Available from:

www.economicdevelopmentboardsa.com.au/wp-content/uploads/2013/07/1816DPC-EconomicDevelopmentDockI_FAW.pdf

Submission to South Australian Housing Strategy Green Paper (2012)

This Submission was made to the *Housing Strategy Green Paper* in 2012 by the then Youth Strategy Coordinator for KI, Bec Davis. This Submission highlighted a need for a Community Housing Strategy, which resulted in the development of the *Kangaroo Island Community Housing Strategy*.

www.saplan.org.au/media/BAhbBlsHOgZmSSlgMjAxMS8xMi8xNS8xNV8zMf8zN183MF9maWxlBjoGRVQ/15_30_37_70_file

Housing Strategy for South Australia 2013-2018 (2013)

This Strategy was developed by the South Australian Government in 2013 and supports the Government's strategic priority of making South Australia 'an affordable place to live'. The key priorities outlined in this document are to: increase housing choice and diversity, create places where people want to be, and change the way housing services are delivered. Available from:

www.sa.gov.au/_data/assets/pdf_file/0003/42564/Housing-Strategy-SA-2013-18.pdf

Kangaroo Island Community Housing Strategy (2014)

The *Kangaroo Island Community Housing Strategy* was prepared by Urban and Regional Planning Solutions (URPS) for the Kangaroo Island Council, Kangaroo Island Community Housing Association, and the Kangaroo Island Community. The preparation of this document followed a recommendation contained in a Submission to the Housing Strategy Green Paper in 2012 by the then Youth Strategy Coordinator for KI, Bec Davis. This strategy addresses Community Housing with its subsets of emergency and transitional accommodation touching on public housing and private rental for those receiving housing support. Available from:

www.kangarooislandcommissioner.sa.gov.au/_data/assets/pdf_file/0004/252436/KI_Community_Housing_Strategy_140929.pdf

Kangaroo Island First (2015)

Prepared for the Kangaroo Island Futures Authority (KIFA), this document summarises some of the key achievements of KIFA during its three year term and sets out an agenda for the incumbent Commissioner for Kangaroo Island including housing needs and associated 'Community Services'. Available from:

www.kangarooislandcommissioner.sa.gov.au/_data/assets/pdf_file/0008/248336/02589_DPTI_-_KI_vfAe.pdf

Kangaroo Island Development Plan (2015)

The *Kangaroo Island Development Plan* is a self-contained policy document prepared under, and given statutory recognition pursuant to, the [Development Act 1993](#). It was produced by the Kangaroo Island Council and the Department of Planning, Transport and Infrastructure. Development Plans contain the rules that set out what can be done on any piece of land across the state, and the detailed criteria against which development applications will be assessed. Available from:

www.dpti.sa.gov.au/_data/assets/pdf_file/0009/249975/Kangaroo_Island_Council_Development_Plan.pdf

Kangaroo Island Housing Management Plan

1.0 Introduction

The functions of the Commissioner for Kangaroo Island, as set out in Section 8 of the *Commissioner for Kangaroo Island Act*¹ (the Act), include improving the management and delivery of services and infrastructure by government agencies, to provide assistance to businesses and residents dealing with government agencies, and to assist in improving the local economy of Kangaroo Island.

In carrying out these functions, the Commissioner may prepare a management plan pursuant to Part 4 of the Act:

- (1) *The Commissioner must prepare management plans setting out—*
- a) *the proposals of the Commissioner in relation to the provision of infrastructure, the effective delivery of services and other matters relating to Kangaroo Island; and*
 - b) *the priorities that the Commissioner recommends be pursued in order to implement the proposals; and*
 - c) *strategies for consulting and engaging with persons or bodies whose co-operation is required for the effective implementation of the proposals.*

The Office of the Commissioner for Kangaroo Island was preceded by the Kangaroo Island Futures Authority, which was formed by the South Australian Government in 2011 on the recommendation of the State Economic Development Board's [Paradise Girt by Sea Report](#). KIFA was overseen by an advisory board led by the Chair of the Economic Development Board and provided advice to the Deputy Premier, John Rau.

KIFA played a key role in developing a case for a Commissioner for Kangaroo Island and supported the development of the *Commissioner for Kangaroo Island Act*. KIFA had also begun some preliminary investigations into Community Housing on the Island by commissioning the [Kangaroo Island Community Housing Strategy](#)² in 2014. This Strategy highlighted how access to affordable housing posed a challenge on the Island; focussing on youth, those experiencing domestic violence, low income earners, those with a disability and those experiencing drug and alcohol addiction.

¹ Parliament of South Australia (2014) [Commissioner for Kangaroo Island Act](#) 2014

² Urban and Regional Planning Solutions (2014) [Kangaroo Island Community Housing Strategy](#), September 2014. Prepared for Kangaroo Island Council, Kangaroo Island Community Housing Association, Kangaroo Island Community.

In 2015 KIFA produced a report titled [Kangaroo Island First](#)³ which outlined the key priorities for Kangaroo Island's development. Community housing was identified as a priority, particularly in regards to vulnerable sections of the community.

In addition to the housing needs of vulnerable sections of the community, short and long term housing to accommodate a growing workforce may be required over the next 3-5 years. There are over \$171 million of public and private sector projects proposed for the island over the next five years with an estimated 300 jobs required to realise these developments in both their construction and ongoing operation. Developments include both private and public investments such as the Kangaroo Island Airport upgrade, the American River Resort and Marina, and a Wilderness Trail.

As such, the Commissioner for Kangaroo Island has identified an opportunity to develop a management plan to respond to the complex and multifaceted housing needs on Kangaroo Island. Management plans under the *Commissioner for Kangaroo Island Act* present a unique opportunity to coordinate the delivery of services and infrastructure to regional South Australia, and if successful, could serve as a blueprint for future endeavours in inter-agency cooperation.

In accordance with the Act, this management plan outlines the key proposals being put forward to address the housing needs on the Island, details the priorities required to implement the proposals, and determines strategies for consulting and engaging with relevant agencies and interested parties as outlined below.

- (1) *The Commissioner must prepare management plans setting out—*
 - a) *the proposals of the Commissioner in relation to the provision of infrastructure, the effective delivery of services and other matters relating to Kangaroo Island; and*
 - b) *the priorities that the Commissioner recommends be pursued in order to implement the proposals; and*
 - c) *strategies for consulting and engaging with persons or bodies whose co-operation is required for the effective implementation of the proposals*

2.0 Background

As housing infrastructure and associated service delivery is administered by, or on behalf of, government, a coordinated and interagency approach will potentially improve the allocation of resources and achieve improved outcomes for the community. This management plan seeks to deliver on the Commissioner for Kangaroo Island's mandate to improve the delivery of government services and infrastructure while supporting the South Australian Government in meeting the fundamental social needs of the Kangaroo Island community more effectively and efficiently.

³ Belchamber, G. (2015) [Kangaroo Island First](#), May 2015. Prepared for the Kangaroo Island Futures Authority.

2.1 Current Situation for Housing on Kangaroo Island

The Kangaroo Island population was estimated at 4,513 in 2011, which is approximately 1 person per square kilometre of Island.⁴ In 2011, there were 1,783 occupied dwellings on Kangaroo Island with an average of 2.2 people per household.⁵ Currently, there are approximately 1,301 vacant lots on Kangaroo Island according to the Kangaroo Island Council.⁶

Kangaroo Island's population is expected to expand to around 6000 people by 2036: an additional 1,513 people from the 2011 population estimate.⁷ This figure does not account for the estimated 300 jobs that will arise from the \$171 million of public and private sector projects set to roll out on the Island over the next 3 - 5 years and the short and long term residents that they will attract through employment opportunities and associated business prospects. A population increase of 1,510 would require an additional 638 homes assuming 2.4 people were residing in each household.

Kangaroo Island's current housing situation and future needs are considered in a number of Local and State Government documents. Some of the key points relevant to the preparation of the management plan are outlined below.

Kangaroo Island Development Plan⁸

The [Kangaroo Island Development Plan](#) is a self-contained policy document prepared under, and given statutory recognition pursuant to, the [Development Act 1993](#), which determines what can be done on any piece of land across the state, and the detailed criteria against which development applications will be assessed.

The *Kangaroo Island Development Plan's* objectives for residential housing on Kangaroo Island are:

1. Safe, convenient, pleasant and healthy-living environments that meet the needs and preferences of the community.
2. An increased mix in the range and number of dwelling types available within urban boundaries to cater for changing demographics, particularly smaller household sizes and supported accommodation.
3. Higher dwelling densities in areas close to centres, public and community transport and public open spaces.

⁴ Australian Bureau of Statistics (2013) [National Regional Profile: Kangaroo Island \(DC\) \(Local Government Area\)](#) 27 May 2013. Classification Code: LGA42750.

⁵ Australian Bureau of Statistics (2013)

⁶ Boardman, A. Chief Executive Officer of the Kangaroo Island Council (2016)

⁷ Government of South Australia (2011: p 44) [Kangaroo Island Plan: A volume of the South Australian Planning Strategy](#), Department of Planning and Local Government.

⁸ Kangaroo Island Council and the Department of Planning Transport and Infrastructure, (2015: p 80) [Kangaroo Island Council Development Plan](#), September 2015.

4. The regeneration of selected areas identified at zone⁹ and/or policy area¹⁰ levels

Kangaroo Island Plan: A volume of the South Australian Planning Strategy¹¹

The objectives of the *Kangaroo Island Development Plan* are consistent with those identified in the *Kangaroo Island Plan: A volume of the South Australia Planning Strategy*. The Kangaroo Island Plan sets out where housing, industry and commercial activity should best be located and the different roles and functions of towns on the Island.

This Plan recognises the need to ensure an adequate supply of residential land for development, to address the housing needs of an ageing population and the development of affordable housing across the Island – particularly in areas that support employment industries.¹² In addition, Principle 13 of this Plan states the need to:

*“Provide land for a supply of diverse, affordable and sustainable housing to meet the needs of current and future residents and visitors.”*¹³

Housing Strategy for South Australia 2013-18¹⁴

The Housing Strategy for South Australia highlights the need to ensure a variety of housing choices are available to individuals and families in regards to the size, design, location and service accessibility through different life stages.¹⁵ The strategy aims to provide increased diversity in affordable housing across Australia.¹⁶

This Strategy also acknowledges the close relationship between the provision of suitable housing in regional areas with economic development:

*“Housing and access to essential services impacts on health and wellbeing, and affects participation in the workforce and broader community. Development must occur with people front of mind.”*¹⁷

⁹ “Maps are referenced within zones that show where land uses are suitable to be located. Generally, envisaged forms of development within a zone are identified and encouraged through carefully worded policies.” [Kangaroo Island Council Development Plan](#) (2015: p 7)

¹⁰ “Policy areas apply to a portion of a zone and contain additional objectives, desired character statements and principles of development control for that portion.” [Kangaroo Island Council Development Plan](#) (2015: p 8)

¹¹ Government of South Australia (2011) [Kangaroo Island Plan: A volume of the South Australian Planning Strategy](#). Department of Planning and Local Government.

¹² Government of South Australia (2011: p 12)

¹³ Government of South Australia (2011: p 19)

¹⁴ Government of South Australia (2011)

¹⁵ Government of South Australia (2013: p 9) [Housing Strategy for South Australia 2013-18: Building a Stronger South Australia](#)

¹⁶ Government of South Australia (2013: p 9)

¹⁷ Government of South Australia (2013: p 9)

In addition to these overarching Government strategies, a number of key documents ([Submission to South Australian Housing Strategy Green Paper](#), [Kangaroo Island Community Housing Strategy](#), [Kangaroo Island First](#)) have highlighted the needs specific to Kangaroo Island - particularly, the need to ensure adequate housing for vulnerable sections of the Community and to address the evolving needs of a local workforce. These two key priorities are briefly summarised below.

2.2 Vulnerable Sections of the Community

The *Kangaroo Island First Report* that was prepared for KIFA in 2015, reiterates the need for a collaborative approach in the provision of housing infrastructure and services to address the 'critical pressure points' that were identified in the *Kangaroo Island Housing Strategy*.

In 2012, Kangaroo Island median income was 15.5% lower than the state average.¹⁸ The 2011 Census identified that within the Kangaroo Island Local Government Area:

- 16.9% of low income households experience mortgage stress (second highest for Local Government Area in SA in 2011);
- 21.9% of low income households experience rental stress;
- 25% of low income households under financial stress from mortgage or rent;
- 13.9% of households in dwellings that receive rent assistance from the Australian Government.¹⁹

The availability and affordability of various types of housing, such as emergency, transitional, social, community, public and supported accommodation were identified as a priority in both the *Kangaroo Island First Report* and the *Kangaroo Island Housing Strategy*. The strategy highlighted a range of issues relating to housing and service delivery on Kangaroo Island that are complex and interrelated. In particular, it highlighted that underutilisation, under-occupancy and unsuitability (size, location and proximity to services) of existing housing in both public and privately owned properties pose challenges for housing on Kangaroo Island in addition to constraints in accessing services.

The *Kangaroo Island Housing Strategy* also acknowledged that the limitations of housing infrastructure are interconnected to the effective delivery of social services on Kangaroo Island and further influence educational, economic and social outcomes for the community.²⁰ Such limitations are more acutely felt by the more vulnerable sections of the community. The Strategy states that the largest accommodation gaps are for:

- Children aged under 15;
- Young people aged between 15-25;
- People with mental health issues and drug and alcohol addictions; and

¹⁸ Davis, B. (2012) [Submission to South Australian Housing Strategy Green Paper](#).

¹⁹ University of Adelaide (2015) [The Social Health Atlas of Australia](#), June 2015, Public Health Information Development Unit, University of Adelaide.

²⁰ Urban and Regional Planning Solutions (2014: p 9)

- Families experiencing domestic violence and crisis situations.²¹

The *Housing Strategy for South Australia 2013-2018* recognises the need to prioritise government investment in housing to those who are ‘most vulnerable’ in the communities in a way that allows increased economic and social participation.²²

The central recommendation of the *Kangaroo Island Housing Strategy* is: “the establishment of an integrated, resourced, collaborative, umbrella organisation, based and focussed on the Island, which brings together existing bodies active in provision of supported housing services.”²³

2.3 Temporary, Staff and Worker Accommodation

In addition to the current housing needs identified in the *Kangaroo Island First Report* and the *Kangaroo Island Housing Strategy*, future housing needs are anticipated for temporary, short and long-term workers expected to be involved in the \$171 million private and public sector projects proposed to roll out on Kangaroo Island over the next five years. These developments are expected to generate over 300 jobs in the construction, retail, food and wine, hospitality and tourism industries on the Island and will create significant economic growth. Affordable and suitably located housing will be required to accommodate this workforce but also to ensure project feasibility for developers.

Although housing for the Island’s workforce is not included in the scope of the *Kangaroo Island Housing Strategy*, the author’s acknowledge this as a ‘very real issue’ as the workforce struggles to find accommodation due to the seasonality of the rental market. The need for appropriate accommodation for workers is also identified in the *Kangaroo Island Development Plan*, outlining its objective of providing:

“A range of appropriately located accommodation types supplied to meet the housing needs of seasonal and short-term workers.”²⁴

The provision of adequate temporary, short and seasonal accommodation will support and attract jobseekers from both the Island and the mainland who have previously struggled to secure rental contracts, particularly during peak tourism seasons.

The ability to secure investment from prospective developers on the Island will be strengthened with the availability of suitable employee housing. It is essential that a lack of suitable housing does not impede prospective investment in Kangaroo Island’s economy, which is why this housing need must be considered as part of this management plan. In addition, the flow on effects of additional employment and relocation to Kangaroo Island, in terms of economic growth and social capital will benefit the Kangaroo Island community.

²¹ Urban and Regional Planning Solutions (2014)

²² Government of South Australia (2013: p 6)

²³ Belchamber, G. (2015: p 19)

²⁴ Kangaroo Island Council and the Department of Planning Transport and Infrastructure (2015: p 88)

The complex and interrelated housing needs outlined above reinforce the need, as recommended in the *Kangaroo Island Housing Strategy* for a coordinated, interagency response to improve the provision of government services for housing on Kangaroo Island. This can be achieved through the effective delivery of the [proposals](#) and [priorities](#) set out in this management plan and through inter-departmental cooperation addressing the short and long-term needs of the Community of Kangaroo Island.

3.0 Management Plan Objectives, Proposals and Priorities

The Act requires the identification of proposals and priorities by the Commissioner in achieving the objectives of the management plan. The need for adequate and affordable housing to service a variety of social and economic purposes has been clearly identified by the numerous reports detailed above.

This management plan will build on the scope of these reports and their recommendations and will also include forward planning for the provision of housing for an expanding workforce resulting from the \$171 million of public and private sector projects on the Island.

3.1 Objectives

The objectives of this management plan are:

- 3.1.1** To provide a strategy for an integrated, resourced, collaborative approach to ensure housing, land and other resources are fully utilised to better meet the current and future housing needs of the Kangaroo Island community. This will include collaboration:
- Across State and Local government;
 - The private sector (including property owners and developers);
 - The community housing sector;
 - Service providers.
- 3.1.2** To ensure that government services are delivered to those with the highest needs.
- 3.1.3** To ensure that both housing infrastructure and any associated social services are delivered with an integrated approach to meet the current and future needs of the community.

3.2 Proposals

To fulfil the Management Plan's [Objectives](#), it is proposed that:

- 3.2.1** A housing plan for Kangaroo Island is produced that will include financial and non-financial models²⁵ to meet the current and future housing infrastructure and service delivery needs of the Kangaroo Island community.
- 3.2.2** Solutions developed in response to this management plan consider and address issues relating to:

²⁵ Non-financial models refers to inter-agency property exchange or tenancy exchange.

3.2.2.1 Affordable housing on Kangaroo Island

3.2.2.2 Those with special needs on the island, which include but are not limited to:

- a) Ageing parts of the population, particularly those on low incomes;
- b) Youth;
- c) Those with a disability or mental illness;
- d) Those affected by drug and alcohol abuse;
- e) Those facing the risk of homelessness; and
- f) Those affected by domestic violence.

3.2.3 Solutions developed in response to this management plan consider access issues, affordability and availability of housing infrastructure for sections of the community listed in Proposal 3.2.2, while also ensuring the coordination of service delivery for these groups.

3.2.4 Agencies involved in the development and delivery of solutions to meet the objectives of this management plan collaborate to ensure the most effective and efficient delivery of outcomes on Kangaroo Island.

3.2.5 Stakeholders, including the Kangaroo Island Council and community groups, are engaged and informed where appropriate in the planning and delivery of solutions on the Island to ensure transparency and evidence-based decision making.

3.3 Priorities to Implement Proposals

3.3.1 Develop a map of current housing needs, considering affordable housing and the identified groups listed in proposal 3.2.2.2, to determine the current usage of available housing infrastructure and opportunities for improved utilisation, suitability and occupancy.

3.3.2 Develop a map of future housing needs, considering the identified groups listed in proposal 3.2.2.2 and the anticipated expansion of the local workforce.

3.3.3 Consider the social and economic returns that improvements in housing could generate when developing strategies to address housing needs on Kangaroo Island.

3.3.4 Ensure that strategies that are developed in response to this management plan, consider the potential for:

- a. relocation of people to optimise service delivery and maximise the use of available housing infrastructure;
- b. the refurbishment or rebuilding of properties and housing infrastructure to maximise utilisation;
- c. the redevelopment of properties and land including opportunities to sell, purchase and swap land that could be used for housing infrastructure as part of this management plan;

across public, private and community sectors, and that such considerations adequately account for costs, timeframes, responsibilities, and reporting requirements for the various options available.

3.3.5 Prepare an implementation plan to respond to findings from priorities 3.3.1, 3.3.2, 3.3.3 and 3.3.4 that considers:

- a. Project governance;
- b. Stakeholder engagement;
- c. Risk management;
- d. Implementation and resource management.

3.3.6 Consider the advice of the Local Advisory Board that will be established pursuant to Section 16 of Act.

As such, the role of the Local Advisory Board will be to:

- a. Provide advice to the Commissioner on the draft management plan, following approval by the Governor.
- b. Consider and provide feedback on written representations on the draft management plan made.
- c. Provide advice to the Commissioner, on any matters relating to housing including current and future housing needs, and the delivery of services on Kangaroo Island.
- d. Be available for consultation on issues referred to the Board during the implementation of proposals included in the draft management plan.
- e. Provide advice on any other housing matters referred to the Board by the Commissioner.
- f. Come together at least every 12 weeks.

References

- Australian Bureau of Statistics (2013) [National Regional Profile: Kangaroo Island \(DC\) \(Local Government Area\)](#) 27 May 2013. Classification Code: LGA42750.
- Belchamber, G. (2015) [Kangaroo Island First](#), May 2015. Prepared for the Kangaroo Island Futures Authority.
- Belchamber, G., Spencer, R., Worrall, L. (2011) [Paradise Girt by Sea: Sustainable economic & social development for Kangaroo Island](#), South Australian Economic Development Board Report to Government, 16 June 2011.
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