



**ACT**

Government

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Chief Minister, Treasury and  
Economic Development

**Review of the  
ACT Government's Affordable  
Housing Action Plans  
from 2007 to 2016**

**March 2016**



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# 1 BACKGROUND

Spanning nine years and across three individual phases, the *ACT Government Affordable Housing Action Plan* (the AHAP) has been the ACT Government's key policy platform to address the issue of housing affordability across all tenures and income ranges.

The three phases contained 97 objectives in total and each focused on different areas of the affordable housing spectrum. The first provided a range of measures designed at improving supply to the market, the second was focused on addressing homelessness and older persons, while the third was targeted towards renters and taxation measures.

Over the period of the AHAP, two progress reports have been completed and published outlining implementation progress. The first of these was in 2008, marking the first anniversary of the plan, while the next was in 2011 and provided progress on phases 1 and 2 just prior to the launch of phase 3.

## **Previous Objectives, Governance and Reporting**

Prior to the launch of the AHAP in 2007, the then Chief Minister announced the establishment of the Affordable Housing Steering Group (the Steering Group) "to advise the Government on initiatives to increase the supply of affordable housing in the ACT".

The Steering Group was chaired by the ACT Chief Minister's Department (CMD), with participation from the ACT Department of Treasury (Treasury), and the ACT Department of Disability, Housing and Community Services (DHCS).

The Steering Group adopted the widely used definition of affordable housing as:

*"housing that is safe, appropriate and accessible and where housing services are purchased for 30 per cent or less of a household's gross income."*

Moreover the Steering Group acknowledged that:

*"Given that affordability and housing stress are matters of greatest concern for low-income households, most analysts apply the 30 per cent rule to the bottom 40 per cent of income earners (in the case of the ACT this would be up to a household income of around \$58,000 a year). In the case of house purchases, mortgage payments can represent an investment in an asset as well as the purchase of housing services. Thus for households on higher incomes, a figure of 40 per cent of gross income (representing 30 per cent of gross income spent on housing services, and 10 per cent for investment in the asset) might be considered reasonable."*

Despite this acknowledgment that the most pressure was being experienced within the lowest 40 per cent of households, the nine year plan put in place a number of key policies and programs that have provided an all of housing market response in line with the Steering Committee's broad aim of ensuring that all individuals, irrespective of circumstances, were able to access accommodation suitable to their needs.

Previous reporting of the AHAP has been focussed on progress against implementation. To date there has been no assessment of the effectiveness of the implemented objectives, and little analysis of the number of households that have received a benefit.

### **Current status of housing affordability**

With ongoing housing stress among households within the lowest two income quintiles, it is timely to revisit the objectives of the past nine years to make a specific assessment on their effectiveness in easing stress or providing opportunities for these households.

In its 2015 report titled *Housing Demand in the ACT*, the ACT Housing and Homelessness Policy Consortium made up of peak organisation including ACTCOSS and ACT SHelter highlighted the issue with an estimated 19,600 households in the bottom 40 per cent of household income paying more than 30 per cent of their gross household income in rent or mortgage payments.

The report also acknowledged that housing affordability for those lowest 40 per cent of income is very different for those inside and outside Public and Community Housing.

## 2 SCOPE OF CURRENT REVIEW

To properly inform any proposed next steps for housing policy, the Land Policy and Strategy Team within the Chief Minister, Treasury and Economic Development Directorate (CMTEDD), in cooperation with other ACT Government agencies, have provided both a quantitative and subjective assessment (from 'significant' to 'nil') of the impact of each objective in the context of the two key metrics of:

- improving affordability for those on the lowest 40 per cent of incomes in the ACT; and
- whether the objective provided a one off benefit or is still providing a benefit today.

In many instances it is impossible to quantify what effect a small procedural or taxation change has had on the actual provision of an extra affordable dwelling for those in the lowest two income quintiles so is open to interpretation. Additional complicating factors include the time lag associated with some of the initiatives (e.g. a change in the thresholds policy doesn't necessarily get realised until new greenfield estates are occupied several years later) and the impact of exogenous factors, in particular changes in interest rates.

In other instances it can be quantified and assessed.

### 3 SUMMARY OF FINDINGS

Of the 97 objectives within the three phases of the AHAP, nine have been assessed as having a significant influence on housing affordability for the bottom two income quintiles. A further 18 were assessed as having a moderate effect.

For the remaining 70 initiatives, the impact is assessed as being minimal or nil. Importantly while some these initiatives have previously been assessed as being a success for the housing market as a whole, they have missed the target of those most in need.

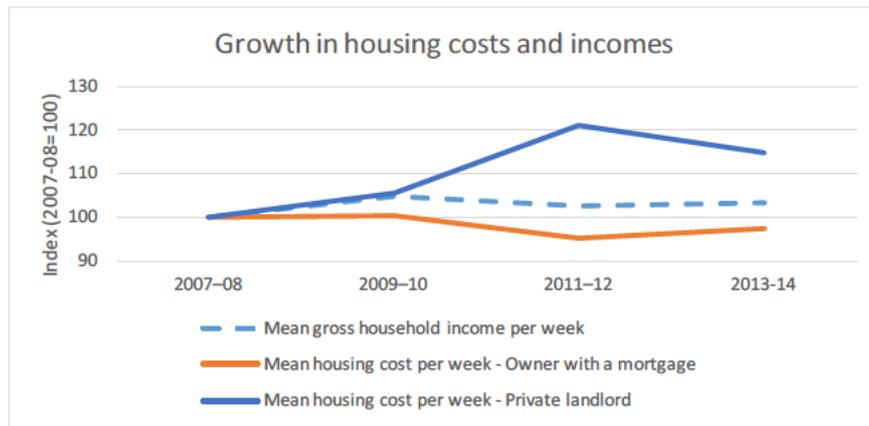
**Table 1** (below) contains a more detailed analysis by phase, while **Attachment A** provides a more detailed commentary against each individual objective.

**Table 1 – Impact of AHAP Initiatives on Households in the Lowest 2 Income Quintiles**

	Significant	Moderate	Minimal	Nil	Total
<b>AHAP Phase 1</b>					
Land Supply		1	1	5	7
Land Supply Pipeline			5	2	7
Compliance				2	2
Diversity of Housing Product			5	3	8
Planning and Building Regulation			1		1
Other Measures	1		4	3	8
Private Rental Market			3	1	4
Community and Not for Profit Housing		6	2	2	10
Public Housing	2	1	4		7
Supported Accommodation		2	1		3
Aged Accommodation	1				1
Actions Applicable to All Sectors		1	3		4
<b>AHAP Phase 2</b>					
Homelessness	2				2
Support at-risk groups	2	1	1	1	5
Support at Critical points of need	1	1			2
WoG Framework on Homelessness			1		1
Aged Housing Supply	0	2	2	0	4
Ageing in Place	0	0	0	6	6
<b>AHAP Phase 3</b>	0	3	5	6	14
<b>Total</b>	<b>9</b>	<b>18</b>	<b>39</b>	<b>31</b>	<b>97</b>

## 4 FUTURE POLICY OPPORTUNITIES

Arguably, the AHAP has boosted supply and stabilised both house prices and median weekly rents, albeit at a historically high level. Over the past 5 years, the ACT Government has released 19,500 dwelling sites; double that of the 5 years previous. Evidence of improvement in affordability for home buyers can be seen when comparing house prices to income growth. This has not however been the case in the private rental market as shown below.



These figures do however mask ongoing difficulties in the lower 2 income quintiles – or those households on \$100,000 or less.

A number of policy opportunities have been identified during the assessment of individual measures, consultation with relevant industry groups and stakeholders regarding housing affordability in the ACT and as part of the Affordable Housing workshops being facilitated by the Australian Housing and Urban Research Institute. It was universally acknowledged that ongoing policy changes need to target only those within the lowest 2 income quintiles.

These policy options have been explored in a separate report.

## 5 ASSESSMENT OF INDIVIDUAL AHAP MEASURES

### 5.1 Phase 1

#### Land Supply

- 1. Adopt the principles of the land Supply Strategy 2006-07 to 2010-11 as the foundation for addressing housing affordability.***

Impact	Summary
Nil	Principles of the Land Supply Strategy have been adopted, and Cabinet now approves new land supply targets each year.

- 2. Supplement the land release targets in the Land Supply Strategy by initiatives relating to community housing and institutional investment in rental accommodation.***

Impact	Summary
Moderate	<p>The land release targets have been supplemented over the past 8 years by a number of initiatives that have either been formulated by the ACT Government or have been made available to all states by the Federal Government.</p> <p>The ACT Government initiatives were</p> <ul style="list-style-type: none"> <li>• the funding and allocation of land to Community Housing Canberra</li> <li>• attracting institutional investment in rental accommodation</li> </ul> <p>More details on impact of these initiatives are contained elsewhere within this document.</p> <p>The Federal Government Initiatives that were unforeseen and introduced over the period were:</p> <ul style="list-style-type: none"> <li>• National Rental Affordability Scheme (2008)</li> <li>• Nation Building and Jobs Plan (2009)</li> </ul>

- 3. Introduce over-the-counter sales of land at a range of block sizes and prices, with particular emphasis on the release of land that provides for dwellings in the price range of \$219,000 to \$328,000. Transitional arrangements should apply in the short term, but be in place for no more than 6 months.***

Impact	Summary
Nil	There has been no large scale availability of detached blocks made available over the counter at any price since the commencement of the Affordable Housing Action Plan. The reasons for this are varied and can be summarised as follows:

	<ul style="list-style-type: none"> <li>• Over the period, the ACT’s population growth has exceeded all forecasts, staying close to 2.0 per cent per annum for the last decade compared to around 1.1 per cent for the previous decade.</li> <li>• There has been considerable emphasis on transforming Canberra into a more compact city, with new targets being set over the period that require a 50/50 split between greenfield blocks and infill dwelling sites.</li> <li>• Within this rapidly growing population, those seeking new homes had a strong preference for detached housing product and as such every single offering of detached blocks to the market since 2007 have been taken up and in many instances oversubscribed.</li> <li>• The Gungahlin Strategic Assessment process which was undertaken in conjunction with the Commonwealth Government ran from 2011 to 2013 and essentially stopped progress on 6 new greenfield suburbs over that period. When the assessment was concluded, 780 hectares of previously identified urban greenfield land was provided as an undevelopable offset. This equates to around 10,000 developable blocks being lost.</li> </ul>
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**4. Establish quarterly targets for over-the-counter sales, and implement monitoring systems to ensure performance against those targets.**

Impact	Summary
Nil	As highlighted in Objective 3, no targets have been established for over the counter sales and as such, no monitoring systems have been developed.

**5. To limit speculation in the land market, announce a program of regular englobo land releases, targeting two land sales annually with at least one third released by this means.**

Impact	Summary
Nil	<p>Englobo land releases feature as a component of the Land Release Program, with an intention to deliver a range of sites over the next four years.</p> <p>The Indicative Land Release Program is now published online and in hard copy format.</p> <p>The 2015-16 Indicative Land Release Program identified 9,281 englobo dwelling sites over the next four years.</p> <p>These announcements are still ongoing and are made by the LDA on a regular basis. Since 2007-08 9,276 dwelling sites have been released as englobo sites</p>

**6. Urgently review the need for trunk infrastructure to meet land supply, community housing and private land release needs and ensure budget funding is provided to meet these needs.**

<b>Impact</b>	<b>Summary</b>
Minimal	<p>While Capital works supporting new land release areas are being progressively implemented through feasibility studies, forward design and construction projects there has been no evidence of improved affordability for the end user.</p> <p>ACT Treasury have expressed concerns over the scoping and specification of infrastructure for land release and the “single price” approach when approval for major works is sought from cabinet with an apparent absence of a proper business case.</p> <p>It is now a requirement that business cases be prepared based on a range of infrastructure specification in order to improve returns to government and reduce development costs which can be passed on to end users. Procurement approaches have also been streamlined to support accelerated infrastructure delivery at Molonglo.</p>

**7. Benchmark land development costs every two years through independent analysis.**

<b>Impact</b>	<b>Summary</b>
Nil	There is no evidence of any benchmarking work having been completed.

**Land Supply Pipeline**

**8. Develop more robust mechanisms for calculating and monitoring the developers’ and builders’ pipeline and distinguish between the Greenfields and redevelopment pipelines.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	<p>A Directors-General Steering Group on Land was established with representatives from the Chief Minister and Cabinet Directorate, Treasury Directorate, the Economic Development Directorate (EDD), the Environment and Sustainable Development Directorate (ESDD), and the Territory and Municipal Services Directorate (TAMSD).</p> <p>Procedures have been implemented to ensure the pipelines can be more rigorously measured and monitored, including the introduction of terms of reference for working groups associated with various pipelines. The Land Development Agency (LDA) has engaged Colliers International to provide regular market reports on demand.</p> <p>Closer links with industry have also been developed so that changes in demand and supply can be more readily identified.</p>

	<p>CMTEDD has commenced the publication of the Residential Land and Building Activity Report as of March 2011. This report includes the monitoring of the Builders' and Developers' Pipelines, land and property sales volumes and average prices. The Pipelines have been compiled by a range of sources of information including ABS statistics, ACTPLA data, consultants' reports, information from private sector developers, and analysis of aerial photography to monitor the status of land servicing and dwelling construction. The Report includes the status of land servicing, dwelling construction and land availability within LDA and private sector estates.</p>
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**9. In addition to the planning pipeline, adopt a four year builders' and developers' pipeline (one year builders' and three year developers') maintaining inventory on the shelf at each stage of the pipeline to improve responsiveness.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	<p>Required due diligence around pre-planning and land investigations has been ramped up significantly since 2007 resulting in a very large number of sites now sitting in the builders and developers pipeline.</p> <p>Challenges remain however converting this land to "build ready" and with most sales occurring well back in the builders pipeline where land servicing is in the early stages, coupled with low numbers of detached house blocks being made available anywhere, there continues to be panic and speculative behaviour at time of purchase. This evidenced by oversubscribed ballots, and higher than reserve prices being achieved at auction.</p> <p>Increased emphasis is being given to the preparation and approval of Estate Development Plans ahead of demand to ensure adequate supply in the pipeline. This in turn will allow the Government to respond more quickly in the future to demand for new dwelling sites.</p>

**10. Add an additional inventory to the pipeline of approved Estate Development Plans (EDPs) accounting for 8 to 12 months of current demand.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	<p>Required due diligence around pre-planning and land investigations has been ramped up significantly since 2007 resulting in a very large number of sites now sitting in the builders and developers pipeline.</p>

**11. Progress with implementation and status of the pipeline to be reported twice a year.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	The pipeline has consistently been reported at least twice a year since 2009.

**12. Review the practices, processes and delegations associated with land supply (including direct sale). This review should cover the financing, planning, land release and development approval aspects of land supply.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	<p>The land supply process was reviewed as part of establishing the land supply strategy.</p> <p>As part of this process, a new direct sale process was introduced within the new planning legislation. Disallowable Instruments for over-the-counter sales and sales to CHC have also been implemented.</p> <p>Over the period since 2007, the ACT Planning and Land Authority implemented eDevelopment (a system allowing applicants to upload applications and lodge information online).</p> <p>While this has been a welcome process improvement, the impact on affordability is unknown</p>

**13. Incorporate principles from the Land Release Strategy and Affordable Housing Steering Group report into the Statements of Intent for both ACTPLA and Land Development Agency. In particular, key activities for 2007-08 to 2010-11 should include clear, quantitative measures for delivering affordable housing outcomes.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	<p>Statements of Intent for the Land Development Agency and the ACT Planning and Land Authority have been updated to incorporate the appropriate principles as recommended.</p> <p>Both statements are available online at the respective agency websites, and include deliverables based upon the recommendations of the Action Plan.</p>

**14. Incorporate into the work plans of other agencies relevant elements of the land release Strategy and the Affordable Housing Steering Group Report**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	<p>Other Directorates have been active in implementing the initiatives of the Action Plan, Phases I , II and III.</p> <p>With these phases now passed, it is not known what elements remain within existing Directorate workplans</p>

**Compliance**

**15. Increase the penalty for failure to develop on new land within the specified times to up to five times the rates applying to the block.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	<p>A fivefold increase in fees for failure to develop and complete development were included through an amendment to the Planning and Development Regulation.</p> <p>Additionally, extension of time and commence/complete fees were also introduced.</p> <p>These fees however were rolled back as part of the 2014-15 Budget following evidence that they were discouraging or preventing work being undertaken as they were payable upon the commencement of development.</p> <p>Extension of Time fees are now calculated based on an annual basis, and are payable by developers upon being levied. Developers can apply to have fees accrued between 22 June 2012 and 31 March 2014 waived.</p>

**16. Introduce a hardship test for owners of individual blocks where financial difficulties may impact on completion of development, and set lower penalties for individuals and higher penalties for corporations.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	<p>A hardship test where special conditions apply was incorporated in the Planning and Development Regulation for applications for extension of time to commence or complete works.</p>

## Diversity of Housing Products

### ***17. Increase diversity in the market by introducing a new affordable house and land product.***

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	<p>All new Greenfield estate deeds now include a requirement that 20 per cent of the estate must be offered for affordable sale.</p> <p>In addition, between 2008 and 2011 the Land Development Agency implemented the OwnPlace initiative which offered affordable house and land packages to eligible home buyers.</p> <p>The rising cost of land however outstripped increases in general dwelling construction costs and as such the indexing method used did not properly account for this.</p> <p>An expansion of the criteria in 2012 to include smaller high density housing as part of this requirement has resulted in an increased number of 1 bedroom units and lack of diversity</p>

### ***18. Ensure that the land released each year provides a range of appropriately priced block sizes in diverse locations.***

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	<p>A range of block sizes and prices are now available in all estates released by the Land Development Agency, including a range of compact blocks, and affordable house and land packages</p> <p>New dwelling sites are available in a range of locations across the Territory, including sites in Molonglo and Gungahlin.</p> <p>Diversity of land released in the Territory has increased since 2008-09. The 50:50 policy and ongoing Urban Infill and renewal projects continue to contribute to the diversity of blocks and locations released in the ACT.</p> <p>Despite this diversity however, the price of land has continued to increase ahead of wage growth and CPI.</p>

**19. Require 20% of the blocks released each year target house and land packages within the affordable Housing requirement range.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	<p>The objective was highly ambiguous and when implemented in the early stages of the affordable housing action plan contained no checks and measures once the block was sold resulting in high priced trade up homes being built on these affordable blocks.</p> <p>The objective was deemed unsuccessful and later abandoned</p>

**20. Work with the industry to establish one or two demonstration villages showcasing affordable land and housing packages.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	<p>Demonstration housing projects to promote innovation and excellence in design, and affordable housing, were established in estates in Franklin and Dunlop.</p> <p>Aside from the provision of around 40 affordable homes in the early stages of the AHAP, it is unclear what impact this had on the rest of the affordable housing market.</p>

**21. Release two new demonstration projects with about 25 per cent of the housing targeted at households of medium income or lower.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	<p>Within the two demonstration villages built under initiative 20 of this plan, at least 66 per cent of houses were sold at a value equal to or less than the threshold for the ACT Homebuyer Concession Scheme.</p>

**22. Incorporate examples of highly sustainable and accessible housing in the demonstration village's packages.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	<p>A display village (the Bonner Living Showcase) was opened in April 2010, and includes 12 contemporary display homes (created by 12 builders) demonstrating the latest in modern living and sustainability. All homes achieved the minimum of six star energy efficiency ratings.</p> <p>None of the homes however had any accessible housing provisions included</p>

**23. Work with the industry to enhance apprenticeship training and other skills development in the demonstration villages.**

Impact	Summary of Findings
Nil	<p>Apprentices were used by the building contractor engaged by Village Building Company for the construction of the demonstration villages. PBS, one of the principal partners in the Crace Joint Venture, has developed a long association with the MBA Group training scheme, and is providing opportunities for training and skills development as part of the apprenticeship and cadetship programs.</p> <p>As part of the Nation Building program, 10 per cent of all workers on capital works projects over \$100,000 (for commercial work) and over \$500,000 (for civil work) were required to be apprentices.</p>

**24. Introduce an annual Excellence in Housing Affordability Award with a total prize value of \$20,000 to encourage excellence in affordable dwelling construction and design.**

Impact	Summary of Findings
Nil	<p>In 2007-08 the ACT Government committed \$20,000 to support the HIA/REIA collaborative Affordable Housing Design Competition, and the Master Builders Association Special Affordable Housing Award.</p> <p>In 2008, 2009 and 2010, affordable housing awards have been presented by the MBA and HIA with sponsorship support by the ACT Government, demonstrating the many innovative design opportunities for affordable housing in Canberra.</p> <p>The ACT's contribution to the award ceased in 2012. The annual Excellence in Housing Affordability Award continues to be provided by the Housing Industry Association.</p>

**Planning and Building Regulation**

**25. As part of the ACT Planning and Land Authority Review reassess the impact of planning requirements on the cost of new dwellings.**

Impact	Summary of Findings
Minimal	<p>Planning requirement impacts have been assessed and reforms to the planning system have been implemented via the amended Planning and Development Act 2007 and the restructured Territory Plan which commenced in March 2008.</p>

## Other Measures

### ***26. Seek not-for-profit providers to participate in a shared equity scheme or schemes for low-income earners and eligible first homebuyers.***

<b>Impact</b>	<b>Summary of Findings</b>
Nil	<p>A shared equity scheme has been introduced by Housing ACT for public housing tenants. Since the scheme commenced in May 2010, 73 properties have been purchased from a dwelling stock of some 11,000 homes.</p> <p>CHC has conducted preliminary investigations into implementation of a shared equity scheme. However, at this stage the company is focused on increasing supply of properties for affordable rental.</p>

### ***27. Continue to work through Housing Ministers' Council to explore a national approach to addressing housing affordability, particularly in relation to shared equity.***

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	<p>The ACT has entered into National Affordable Housing Agreements (NAHA) with the Commonwealth, including agreements on Homelessness, Federal Financial Relations, Remote Indigenous Housing, and Social Housing. Shared Equity schemes are included in a number of these agreements but this has not translated to widespread instances of shared equity purchase in the ACT.</p> <p>The Housing Ministers' Council ceased in 2014. The ACT has continued to participate in national and inter-jurisdictional work through the Housing Chief Executives Network.</p>

### ***28. Introduce a Land Rent Scheme***

<b>Impact</b>	<b>Summary of Findings</b>
Significant	<p>The Land Rent Scheme was introduced on 1 July 2008.</p> <p>As of December 2015:</p> <ul style="list-style-type: none"> <li>• 2,738 land rent contracts have been entered into (in total, including those that have been cancelled or converted)</li> <li>• 1,862 have either exchanged or settled (161 exchanged and 1,682 settled)</li> <li>• 764 have been cancelled</li> <li>• 112 converted to a standard lease before settlement.</li> </ul> <p>As at 30 June 2015 since inception, a total of 2,715 LDA contracts were involved in the Land Rent scheme.</p>

**29. Increase the Home Buyer Concession Scheme property valuation criteria to include median priced properties.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	<p>The Home Buyer Concession Scheme property value criteria are adjusted to the median transaction price every six months based on the prior six months residential housing transactions.</p> <p>The HSBC was accessed by a total of 9,873 households up until 2012-13, with total revenue foregone of \$69.4 million at an average of \$7,024 per property. From 2012-13 to YTD November 2014-15, the HSBC was accessed 2,734 times at a total cost of \$23.4 million, or an average of \$8,551 per property.</p> <p>Arguably foregoing almost \$100 million in revenue by making concessions available to households with incomes up to \$160,000, and purchasing properties up to the value of \$562,000 is not targeting housing affordability for those in the bottom 2 quintiles.</p>

**30. Provide conveyance duty deferral for first home buyers for up to five years.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	As at 31 August 2015, there were 2,054 transactions approved under the Deferred Duty Scheme with total duty deferred of \$24.883m. The outstanding deferred amount as at 31 August 2015 was \$19.490m.

**31. Work with industry to consider whether there is an efficient and effective mechanism for charging stamp duty once during the initial development process.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	<p>Work was undertaken to determine whether there was opportunities to charge stamp duty once during the initial development process.</p> <p>It was found that this proposal was not feasible and could not be implemented.</p>

**32. Defer land payment (except for deposit) on affordable government house and land packages until a certificate of occupancy is issued.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	Financial institutions indicated that such a deferral would cause problems with their ability to finance loans for construction (due to issues of security over the land). As such, the full amount for the land component is now paid at settlement, with progress payments for the building component to be made during construction, and final payment made on issue of the certificate of occupancy.

**33. Work, including through the Housing Minister's Council, to seek a review of the taxation regime to ensure equitable treatment of home mortgages.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	<p>The ACT, together with other States and Territories, sought to have taxation issues considered in the context of the National Affordable Housing Agreement, following the Tax Summit in 2011.</p> <p>The ACT Taxation Review assessed the impact of property taxes, and a 20 year reform program was commenced as part of the 2012-13 ACT Budget. Conversations between the Territory and the Commonwealth Government on housing issues are ongoing. Current discussions with the Commonwealth Government on the Federalism reform on housing and homelessness does not consider taxation issues.</p>

**Private rental market**

**34. Call for expressions of interest from institutional investors to develop and rent 200-400 private rental dwellings. Incorporating the potential for shared equity and on sale to eligible tenants as part of a wider land release of up to 1000 sites.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	<p>In 2008, land was identified as part of a Request for Tender including sites in Franklin (Flemington Road) and a multi-unit site in Bonner. Expressions of Interest in response to these sites were sought, and three successful respondents were shortlisted.</p> <p>After evaluation of the tenders received, none of the respondent's proposals were deemed suitable, and a decision was made not to continue with the project.</p> <p>The desired outcome was not achieved and the scheme was unable to be implemented.</p>

**35. Support the introduction, through a non-government provider, a Homeshare program to both provide accommodation for low-income singles or students and support older people to remain in their homes.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	<p>Community Connections is currently funded by Disability ACT and ACT Health on an ongoing basis to run the Homeshare scheme.</p> <p>Homeshare works on a reciprocal principle – the householder provides reduced rent or no rent accommodation in exchange for pre specified support provided by the home sharer. Community Connections establishes on average 15 new Homeshare matches per annum as well as ongoing support and monitoring of the Homeshare relationships.</p>

**36. Expand the provision of tenant information and advocacy services by providing an additional worker.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	An allocation of \$80,000 was provided to the Tenants Advice Service to support additional staff in 2007-08. There was no ongoing funding.

**37. Work with the Australian Government and other States and Territories to improve the effectiveness of Commonwealth rental assistance to reduce the stress levels of private renters.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	Currently being addressed under the National Affordable Housing Agreement which is examining options for payment of funding for social housing, including Commonwealth Rent Assistance (CRA).

**Community and not-for-profit housing**

**38. Establish Community Housing Canberra as a not-for-profit entity independent of Government.**

<b>Impact</b>	<b>Summary of Findings</b>
Moderate	CHC Affordable Housing has been established as a not-for-profit entity independent of the Government. CHC's progress against targets as well as governance and budgeting issues are monitored by the Treasury and Economic Development Directorates.

**39. Increase the asset base of Community Housing Canberra by around \$40 million by transferring title to 135 dwellings and also provide a \$3 million capital injection.**

<b>Impact</b>	<b>Summary of Findings</b>
Moderate	The CHC Affordable Housing asset base has been expanded by \$40 million with the transfer of 132 properties from Housing ACT, and cash compensation paid in lieu of transfer of a further three properties.

**40. Provide a revolving finance facility of \$50 million to Community Housing Canberra.**

<b>Impact</b>	<b>Summary of Findings</b>
Moderate	The ACT Government and CHC Affordable Housing have entered into an agreement for a \$50 million revolving finance facility to enable the delivery of CHC's targets under this Action Plan.  Extension of the loan facility for a further \$20 million was approved by Government in a subsequent year.

**41. Increase the supply of affordable rental housing by: 250 dwellings within 5 years; and 500 dwellings within 10 years.**

<b>Impact</b>	<b>Summary of Findings</b>
Moderate	<p>The Loan Agreement target for CHC was to supply 250 affordable houses for rent by April 2012 and 500 by Feb 2018.</p> <p>By June 2012, CHC had delivered 238 homes for affordable rent. As at December 2015 they have delivered 401 homes and are on target to deliver 519 by the deadline.</p>

**42. Increase the supply of affordable dwellings for sale by: · 470 dwellings within 5 years; and · 1,000 dwellings within 10 years.**

<b>Impact</b>	<b>Summary of Findings</b>
Moderate	<p>The Loan Agreement target for CHC is to supply 220 affordable houses for both sale and rent by April 2012 and 500 by Feb 2018.</p> <p>By June 2012, CHC had delivered 176 homes for sale. As at December 2015 they have delivered 257 homes and are still forecasting a delivery of 500 homes by the deadline.</p> <p>CMTEDD will continue to monitor CHC's progress against the set targets.</p>

**43. Establish with CHC a program of monitoring of the delivery against targets, and evaluation of the business model.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	Monitoring conditions have been included in the CHC Affordable Housing Quarterly Report and its Statement of Corporate Intent.

**44. Renew 75 per cent of the assets transferred to Community Housing Canberra within five years, and 100 per cent of the assets within seven years.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	<p>As at June 2014 (the seven year deadline), 88 per cent of the transferred stock had been renewed. As at December 2015, 89 per cent has been renewed.</p> <p>CHC are forecasting a full renewal of the stock by June 2019.</p>

**45. Implement with LDA a rolling program of land sales to Community Housing Canberra for affordable housing projects with the first three projects in Belconnen and Gungahlin to start in 2006-07.**

<b>Impact</b>	<b>Summary of Findings</b>
Moderate	A rolling program of sales to CHC Affordable Housing commenced in 2007 and is continuing.

**46. Identify development sites throughout Canberra for a mix of housing development which enhances the provision of affordable and accessible housing.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	Some infill sites have been allocated to CHC Affordable Housing for development as affordable housing, and a selection of supportive housing sites have been developed by the Community Services Directorate.

**47. Ensure that Community Housing Canberra incorporates a shared equity scheme for eligible tenants and home buyers, as part of its business model.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	CHC has not made shared equity available to tenants

**Public Housing**

**48. Housing ACT continue to provide housing support to households in stress on low incomes (below \$32,700).**

<b>Impact</b>	<b>Summary of Findings</b>
Significant	Housing ACT continues to provide housing support to households in stress on incomes benchmarked against Australian average weekly earnings.  CSD continues to review the Public Rental Housing Asset and Assistance Programs to ensure housing support is targeted to those most in need.

**49. Continue to examine the sale of up to 500 public housing properties with a tranche of sales to be to public housing tenants on moderate or high incomes.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	The Government announced a program to encourage public housing tenants on higher incomes to purchase their home, or consider renting in the private market. Despite the involvement of a financing partner, an evaluation of the scheme found low uptake resulting in properties targeted for the loan licence scheme or shared equity being absorbed into the Affordable Rental Scheme.

**50. Housing ACT aim to house top priority waiting list applicants within three months.**

<b>Impact</b>	<b>Summary of Findings</b>
Moderate	Housing ACT has had an ongoing aim to house applicants on the priority waiting list within three months.  This has been achieved in many cases, however there remain some cases with complex needs and property requirements which have exceeded this time frame.

**51. Continue stock restructuring program to increase proportion of two bedroom dwellings including the purchase of up to 20 of the new stand alone house and land packages.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	A program of modifying dwellings to suit the needs of tenants, as the tenants grow older, continues.  Some assets which are older and more costly in terms of maintenance and capital refurbishment as well as assets not being used or surplus to housing needs have been disposed of.  It is not known how the proportion of 2 bedroom properties has changed nor if 20 new stand alone house and land packages have been purchased.

**52. Continue to maximise the return to public housing in future joint ventures and redevelopments.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	There is only evidence of one Joint Venture Agreement since the launch of the AHAP. This was for a site in Lyons with partner Hindmarsh Constructions in June 2007.

**53. Introduce a shared equity program for eligible tenants through enabling Housing ACT to retain equity in houses sold to tenants.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	There have been 73 properties purchased since the scheme commenced and five purchasers have paid out the Commissioner for Social Housing equity share.

**54. Housing ACT to continue to better align stock to client needs.**

<b>Impact</b>	<b>Summary of Findings</b>
Significant	<p>Since 2006 a number of initiatives have been pursued including:</p> <ul style="list-style-type: none"> <li>• Allocation of \$30 million over 2006 to 2009 on new public housing stock.</li> <li>• The 2009 Federal Government's Stimulus package enabled the construction of 421 Supportive Housing Units</li> <li>• The current Public Housing Renewal Program guided by the Public Housing Asset Management Strategy 2012-17.</li> </ul>

**55. Work with other States and Territories to encourage the Commonwealth to fund public housing based on the realistic cost of managing the asset, including provision for managing higher complexity tenancies.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	The ACT has encouraged the Commonwealth through the National Affordable Housing Agreement but no funding has been secured.

**Supported Accommodation**

**56. Expand the stairwell model of accommodation for key client groups.**

<b>Impact</b>	<b>Summary of Findings</b>
Moderate	Housing ACT has commenced a 12 dwelling youth stairwell model at Kanangra Flats to enable target tenants to receive appropriate levels of support, managed by Barnados and Lowanna Youth Services.

**57. Continue reforms of the Supported Accommodation Assistance Program and expand outreach programs to assist in preventing evictions.**

Impact	Summary of Findings
Moderate	<p>The ACT Road Map Discussion Paper on the way forward for ACT homelessness services and related services was released in November 2009. The "Street to Home" Program began in March 2010 to identify new homeless, and assist them into appropriate housing.</p> <p>In 2014, an independent evaluation of reforms to the ACT Specialist Homelessness sector from 2009 to 2014 commenced.</p> <p>The evaluation is investigating the impact of reforms to the ACT's specialist homelessness service system since 2009; measuring their effectiveness in preventing, reducing, and responding to homelessness in the Territory; and identifying possible practice and policy implications of the findings now and into the future.</p>

**58. Strengthen the transitional housing program.**

Impact	Summary of Findings
Minimal	<p>45 properties were allocated to the transitional housing program and was extended to include 26 refugee and asylum seeker transitional housing properties. These properties have since been allocated to the Public Housing Renewal Taskforce following successful tenant transition</p>

**Aged Accommodation**

**59. Continue to identify development sites throughout Canberra for a mix of housing developments that enhances the provision of affordable aged housing.**

Impact	Summary of Findings
Significant	<p>Since 2007 a number of development sites have been identified which have enhanced the provision of affordable aged housing.</p>

## Actions Applicable to All Sectors

**60. Ensure there is sufficient labour for the building industry to deliver the goals of the affordable housing strategy. This is to be achieved through the work of the Skills Commission; by working with the Australian Government and other jurisdictions on mutual skills recognition; and continuing the Live in Canberra campaign.**

Impact	Summary of Findings
Minimal	Labour supply in the building and construction industry has continued to ebb and flow according to economic conditions. Since 2011 there has been no widespread evidence of skills shortages

**61. Develop accommodation options such as a caravan park and a 2-3 star motel in areas such as Stromlo to accommodate workers on short-term basis and to respond to peaks in industry demand.**

Impact	Summary of Findings
Moderate	2 sites have been developed since the launch of the AHAP in 2007:  The FreeSpirit accommodation development near Exhibition Park provides accommodation for 480 dormitory style beds plus 46 serviced caravan and camping sites and services for Recreational Vehicles Block 3 section 95 Watson has been sold at auction for affordable accommodation for student groups visiting Canberra.

**62. Ensure the ACT has access to accurate data on which to base future land release and service projections and continue to work with the Australian Bureau of Statistics to ensure the availability of high quality data.**

Impact	Summary of Findings
Minimal	The provision of high quality data has been maintained over the life of the AHAP
Further work to be done:	Nil

**63. Implement an education campaign to ensure people who move to Canberra update their Medicare immediately.**

Impact	Summary of Findings
Minimal	The education campaign was launched in August 2007, and continues to operate annually.

## 5.2 Phase 2

### Homelessness

**64. Provide active outreach to engage chronically homeless people and rough sleepers who do not utilise mainstream services through the implementation of a “Street to Home” program, and a “who’s new on the streets” committee.**

Impact	Summary of Findings
Significant	The Street to Home service for rough sleepers became operational in March 2010. Since its inception, the Street to Home Program has provided assertive outreach support, to 515 rough sleepers.

**65. Facilitate easy access to homelessness services through centralised intake, a common waiting list for public and community housing, and collocating Housing ACT’s Gateway Services and crisis accommodation advice service.**

Impact	Summary of Findings
Significant	<p>The Centralised Intake Service for homelessness - "First Point" - was launched in November 2010, and is operated by CanFacs. The Social Housing register combined waitlist for public and community housing began on 1 September 2010.</p> <p>The Central Access Point for social housing and homelessness services, collocating Housing ACT and community services, began in June 2011, and was launched on 5 July 2011.</p> <p>Between March 2012 and April 2015, 89, 200 visits were made to the CAP.</p>

**Support at risk groups maintain their housing**

**66. Develop options to implement a program to increase tenancy and clinical support for tenants with a mental illness similar to the Housing Accommodation and Support Initiative (HASI) in NSW.**

<b>Impact</b>	<b>Summary of Findings</b>
Significant	<p>The Housing and Support Initiative (HASI) was established in 2009-10 and provides supportive tenancy management for people with complex mental health issues.</p> <p>A total of ten clients were supported under the HASI model in the ACT in 2010-11, and the program will expanded to 15 clients in 2011-12.</p> <p>The Commonwealth Government has also committed recurrent funding for a further 20 places in 2011-12 under a Housing and Recovery Initiative (HARI).</p> <p>The Commonwealth Government expanded the number of places to 30 in 2012-2013, and 35 places in 2013-14. The HARI program operated under the same structure as the HASI program.</p> <p>With the introduction of the National Disability Insurance Scheme (NDIS), both the HASI and HARI programs are winding down. To ensure no break in service provision, clients of the programs will be supported to transition to support through the NDIS.</p>

**67. Introduce a Youth Foyer model in the Territory linking youth housing with opportunities for employment and training for people aged 16 to 25.**

<b>Impact</b>	<b>Summary of Findings</b>
Moderate	<p>A 15 unit facility was built in March 2011 to accommodate up to 28 young people. Up to 25 young people to be accommodated.</p> <p>The Service, Our Place is delivered in partnership by Barnardos and Anglicare and has accommodated and supported 192 young people engaged in a broad range of training/ education opportunities. (including secondary education from year 10 to year 12 certificate, tertiary education including vocational studies and University, apprenticeships and work based traineeships)</p>

**68. Investigate residential tenancy options to support victims of domestic violence to remain housed through a partnership between Housing ACT, the Domestic Violence Crisis Service and appropriate legal services.**

<b>Impact</b>	<b>Summary of Findings</b>
Significant	Housing ACT (HACT) now implements a policy to identify and assist victims of domestic violence.

**69. Focus the program of capital upgrades to social housing dwellings through inclusion of accessibility modifications, extensions, and temporary structures where appropriate and permitted under planning laws, to address changing family composition and overcrowding thus allowing tenants to remain housed in place.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	Since 2010/11, 1800 modifications to properties have been undertaken by Housing ACT.

**70. Introduce support and accommodation services for the elderly or frail homeless or older people at risk of homelessness (including the Wintringham model) through provision of an appropriate site for development.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	The Wintringham model was not agreed to.

**Homelessness – Provide housing and support at critical points of need**

**71. Provide stable long term housing with transitional support for people exiting the Alexander MacConochie Centre, and other institutional or care settings.**

<b>Impact</b>	<b>Summary of Findings</b>
Significant	Canberra Men’s Centre (CMC) and Toora Women Inc are funded to deliver the Managed Accommodation Program (MAP)  Since 2010/11, MAP has provided supported accommodation to 117 men and CHP has provided supported accommodation to 39 women.

**72. Build on the stairwell model of accommodation and support used as part of Housing ACT's Transitional Housing Program to provide transitional housing for people requiring short term assistance.**

<b>Impact</b>	<b>Summary of Findings</b>
Moderate	Construction of all 20 properties was completed in 2012–13 and over 50 per cent of the homes were allocated to Aboriginal or Torres Strait Islander families. The 'A Place to Call Home' initiative is continuing with the Directorate funding community organisations to support families in the program that have not yet made this transition.

#### **Homelessness – A whole of government framework**

**73. ACT Government housing and human service agencies to develop and sign protocols similar to the NSW Housing and Human Services Accord to ensure that responsibility for homelessness and housing is effectively shared and managed on a whole of government basis.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	An Inter-Directorate Committee (IDC) was established to provide advice on the most effective form of homelessness service collaboration across the ACT Government. To date, the IDC has consulted with the Homeless Pathways group, and held a workshop with key community groups.

#### **Accommodation for Older Canberrans – Increase supply and diversity**

**74. Expand the program for redevelopment of Housing ACT properties to provide more appropriate housing for older tenants, and explore partnership opportunities between Housing ACT and community care providers for the flexible provision of care to tenants.**

<b>Impact</b>	<b>Summary of Findings</b>
Moderate	Under the Federal Stimulus Initiative, the Community Services Directorate (CSD) built 421 properties.  The Affordable Rental Scheme was introduced in 2011 and provided up to 39 rental properties at 74.9% of the market rate. It was introduced simultaneously with the Loan Licence Scheme discussed above.

**75. Engage with CHC Affordable Housing, and other community housing providers to develop a strategy for their contribution to the provision of affordable housing for older Canberrans.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	CHC have provided minimal aged specific properties as part of their redevelopments

**76. Mainstream provision of affordable aged accommodation villages through pilot schemes and land releases that better enable private investment.**

<b>Impact</b>	<b>Summary of Findings</b>
Moderate	Since 2011, a number of blocks have been taken to market that have allowed a sufficient level of flexibility in the provision of aged housing in order to attract private investment.

**77. Encourage and enable the affordable provision of granny flats, demountables/ prefabricated dwellings and extensions, and for dual occupancies, in existing and new suburbs.**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	There have been a total of 128 development applications for granny flats since the introduction of DV206 in 2011.

**78. Support the development of an exhibition home in the University of Canberra Innovation Centre to test the use of pre-fabricated dwellings in the provision of affordable accommodation for older people, by seeking expressions of interest from the market.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	The Economic Development Directorate worked with the University of Canberra to deliver demonstration housing on campus.

**Enable ageing in place**

**79. Work with industry to develop Universal Design Guidelines for the Territory.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	Guidelines have been prepared but they are not mandatory.

**80. Introduce a requirement that by the end of 2010, 20 per cent of all new detached housing comply with the universal design guidelines, with a target of 50 per cent by 2015, and 100 per cent by the end of 2020.**

Impact	Summary of Findings
Nil	No targets were met however a pilot program is anticipated to occur in 2016. Government attempted to introduce this requirement but was strongly opposed by industry, which has undertaken to achieve the targets voluntarily.

**81. Develop a checklist for voluntary disclosure of universal design and sustainability features on sale or rent of properties.**

Impact	Summary of Findings
Nil	A checklist is included in the guidelines.

**82. Expand promotion of the falls prevention program and investigate options for a program that encourages appropriate home modification (eg. rebates for home modification for eligible home owners, such as those eligible for a Seniors Card).**

Impact	Summary of Findings
Nil	The Government have implemented a Stay On Your Feet Falls Prevention Program.

**83. Engage with the not-for-profit sector and service providers on the scope for a Community Access Network pilot project.**

Impact	Summary of Findings
Nil	A six month pilot project for the Community Access Network program was launched in Weston Creek in September 2010 and completed in May 2011.

**84. Seek private investment, including not-for-profit providers, for an older persons' accommodation development, combining universal design and external services to facilitate ageing in place (such as the 'Apartments for Life' model). Subject to a successful EOI, release a suitable site for such a development.**

Impact	Summary of Findings
Nil	No providers nor private investment have been secured

### 5.3 Phase 3

**85. Reduce land tax on properties with average unimproved land values between \$75,000 and \$390,000**

Impact	Summary of Findings
Moderate	<p>The changes to land tax were implemented as part of the 2012-13 Budget. Since implementation the overall number of both standalone houses and units available for rental has increased by 3,894 since 2011-12. It is difficult to determine the extent to which the changes in land tax may have influenced the increase in supply of rental properties when considered alongside the increase in the land release program and other initiatives such as NRAS over the same period of time.</p> <p>Later changes to align land tax levied on houses and units however effectively undid this initiative.</p>

**86. Encourage institutional investment in affordable rental properties.**

Impact	Summary of Findings
Moderate	<p>The ACT has encouraged further institutional investment in affordable rental properties through its participation in the National Rental Affordability Scheme.</p> <p>The ACT currently has a total of 2008 properties operating under the NRAS.</p>

**87. Increase the supply of affordable rental properties through transfer of land or surplus properties to the community housing sector.**

Impact	Summary of Findings
Minimal	<p>Only one site has been made available under this initiative . Common Ground was officially opened on 3 July 2015 and the complex provides 40 purpose built units in Gungahlin, with 20 units allocated to affordable renters, and 20 allocated to chronically homeless people.</p>

**88. Investigate a requirement for the delivery of public and community housing stock in large infill and greenfield residential developments.**

Impact	Summary of Findings
Minimal	<p>A requirement is yet to be put in place however a significant amount of land has been transferred to the Public Housing Renewal Taskforce to address short term goals.</p>

**89. Provide grants to small clubs to assess the viability of their sites for residential development.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	Nine recipients of grants were announced in September 2012. While no new properties have been developed yet, early due diligence is occurring. There is no evidence however of properties being affordable for those on low incomes.

**90. Assess and consider options for facilitating residential development on underutilised community facility sites**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	This objective remains under development and is to be progressed as part of the wider consideration of CF zoned land as well as a possible housing policy position.

**91. Offer a lease variation charge remission to facilitate redevelopment or adaptive reuse of commercial accommodation that delivers affordable housing.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	There is currently no lease variation linked to affordable housing due to the stimulus package increasing remissions across all properties.

**92. Introduce variable thresholds for affordable housing based on dwelling size**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	The introduction of thresholds for different housing types has resulted in a decrease in the diversity of housing product as developers have shown a clear preference for building units below 80m <sup>2</sup>

**93. Commence abolition of stamp duty.**

<b>Impact</b>	<b>Summary of Findings</b>
Moderate	The abolition of stamp duty was commenced in the 2012-13 Budget and continues to be phased in annually.

**94. Increase property and income thresholds for the Home Buyer Concession Scheme**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	<p>While the property and income thresholds for the Home Buyer Concession Scheme (HBCS) was increased, in 2012-13 it was retargeted to those purchasing new properties only. 2,734 home buyer concessions have been provided at a total revenue foregone of \$23,380,078 or an average per property of \$8,551.</p> <p>There is a strong argument for the retargeting of concessions to those on the lowest 40 per cent of household incomes and targeting lower priced properties</p>

**95. Explore options for extending the OwnPlace scheme into englobo and joint venture developments**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	No options have been explored

**96. Investigate higher targets for affordable housing requirements in englobo releases.**

<b>Impact</b>	<b>Summary of Findings</b>
Nil	Higher targets are not being investigated

**97. Develop a Sustainable Land and Affordable Housing Guide**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	The LDA released the document 'Living Options: Designs for Cost Effective Living' in August 2014.

**98. Release land for short term accommodation**

<b>Impact</b>	<b>Summary of Findings</b>
Minimal	Work has commenced to facilitate increased investment in tourism infrastructure, including hotel, serviced apartment and group accommodation development. No developments have been commenced however.