ETHOS URBAN

Snowy Mountains Special Activation Precinct

Housing and Accommodation Study

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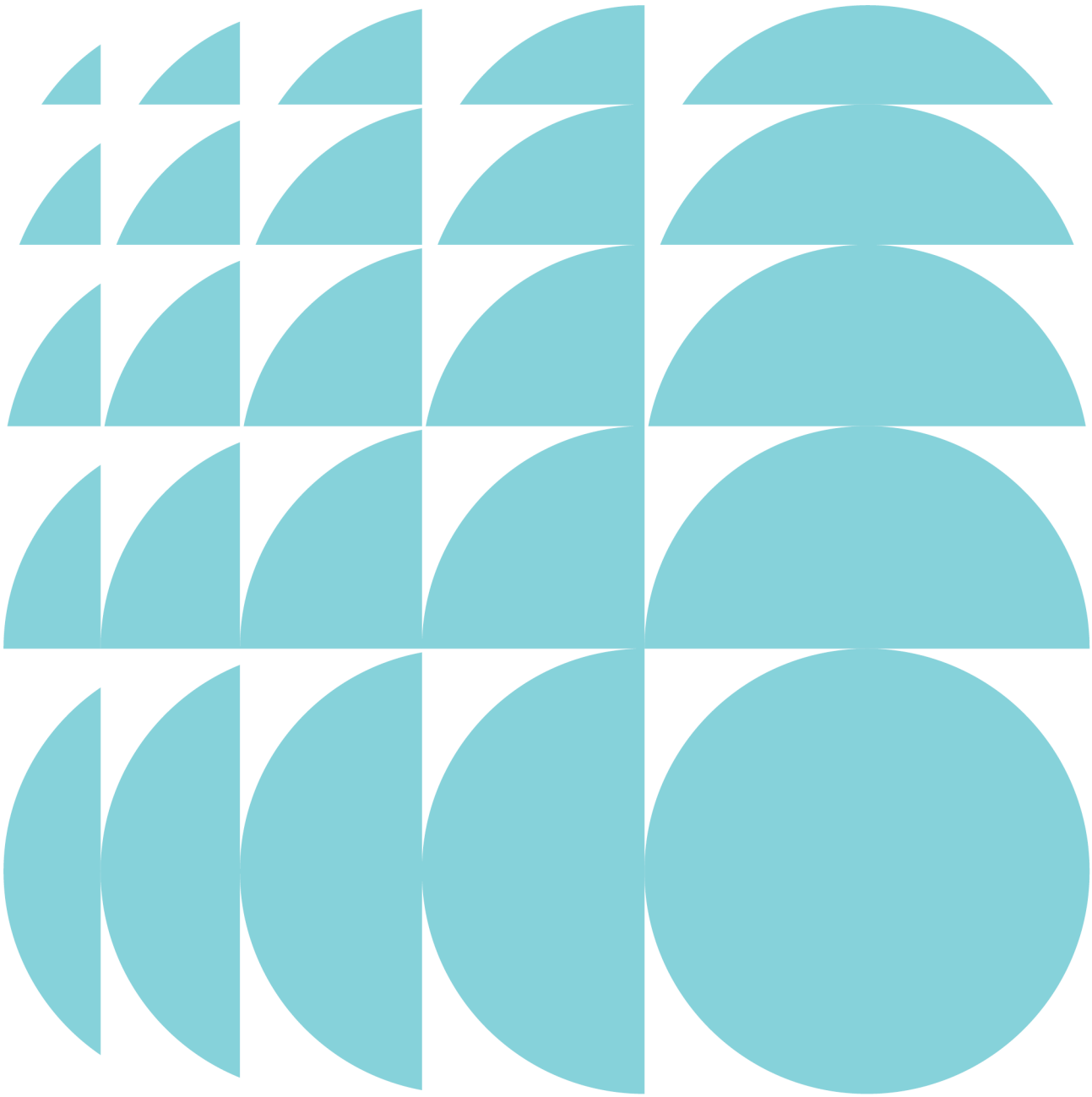

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Purpose of the Housing and Accommodation Study

The Housing and Accommodation Study is one component informing the Master Plan for the Snowy Mountains Special Activation Precinct (SAP). The purpose of Special Activation Precinct programs, as outlined by the NSW Department of Planning and Environment, is to facilitate job creation and economic development in designated areas of regional NSW through infrastructure investment and fast-tracked, streamlined planning.

As per the requirements set out by the NSW Department of Planning and Environment, the purpose of this SAP Housing and Accommodation Study is to *prepare a housing and accommodation analysis*, *with specific attention to the unique and differing housing/accommodation needs of permanent residents, seasonal workers, and temporary visitors, at 5-year intervals.*

The SAP geography has been defined by NSW Department of Planning and Environment (refer to **Figure 1** below) and forms the basis for the analysis in this Study.

The Housing and Accommodation Study profiles existing housing supply and market context, identifying issues and opportunities to inform future growth. The Study forecasts demand and assesses potential supply for new dwellings and accommodation to meet the needs of permanent residents, visitors and seasonal workers.

Forecast housing and accommodation demand has been derived from the Ethos Urban demand model that determines need based on population, visitor and worker forecasts prepared by the Centre for International Economics. The CIE has provided population, visitor and seasonal workforce forecasts for three scenarios:

- The ‘Original’ scenario, which was the basis for public exhibition of the draft SAP Structure Plan in 2021.
- A ‘Feedback’ scenario, that responds to issues raised in submissions received during exhibition, and derives from adjustments to tourism and other economic activity proposed in this scenario (refer to Stafford Strategy).
- An ‘Enhanced” scenario, that seeks to strike a balance between the outcomes of feedback on the draft SAP, and the vision and objectives for the Snowy Mountains Special Activation Precinct.

The capacity for new housing and accommodation is based on the SAP Structure Plan prepared by Jensen Plus. Jensen Plus has prepared structure plans that were refined through a series of agency stakeholder workshops that considered structure plans for each potential growth area based on development outcomes that would support each of the scenarios outlined above.

Key issues - Current housing and accommodation profile and market

- The geography of the SAP does not accurately align with ABS defined Statistical Areas and therefore Statistical Area Level 1(SA1) geographies have been used to approximate the SAP study area.
- At 2016, the population of the study area was approximately 5,600 people. Due to SA1 boundaries extending beyond the DPE’s defined SAP Study Area, this population includes a small number of people who live outside the SAP Study Area.
- At 2016, there were approximately 4,500 dwellings in the study area. Of these, 2,984 (68.8%) are privately occupied, with the remaining unoccupied.
- The SAP Study Area has a high proportion of visitors only households (37%). This is significantly greater than permanent population households including couple family with children (19%), couple family with no children (18%) and lone person households (17%).
- Housing and accommodation for tourists is currently the dominant influence on the local housing market and reflects the importance of tourism to the local economy. Visitation and seasonal employment places demand on the short term and permanent accommodation markets with housing stock being made available for tourist use, reducing the availability and increasing the price of private dwellings for the permanent population.
- Housing diversity is an issue with current housing supply. Across the study area, separate houses make up 41% of total dwellings and dwellings with three or more bedrooms comprise 68% of dwelling stock.

Crackenback, Jindabyne and East Jindabyne submarkets have a greater diversity of housing options, relative to the study area, with a mix of separate houses, semi-detached dwellings and flats.

- There are issues with deteriorating quality of housing stock and some forms of tourist accommodation. The quality of short-term accommodation in Jindabyne, Crackenback, and the alpine markets is variable. While numbers of visitors and seasonal workers are forecast to rise, seasonality will remain a key influence on housing and accommodation demand as the forecasts show strong peaks in visitation and long periods of low demand, and supply is expected to remain constrained. Peak demand for beds and accommodation will remain strong and peak period undersupply means that many visitors will pay high prices for accommodation, regardless of value for money or condition.
- There is little incentive for owners to invest in upgrading or maintaining properties when short term rental revenue is so high and demand remains strong, exceeding supply. However, in the longer term, deteriorating condition of short-term accommodation stock is a threat to growth of the tourism industry, as it is likely to start to impact on the reputation of the area as a visitor destination.
- Housing seasonal workers is an issue, largely because the peak demand for seasonal worker accommodation is only for 16 weeks a year and coincides with peak demand for visitor accommodation. In addition to low supply of accommodation options, housing is unaffordable for many seasonal workers on minimum or an award wage because of the strong influence of the visitor accommodation sector on the overall housing and accommodation market. As a result, overcrowding occurs to reduce the cost of rent which leads to amenity, health and potential fire safety issues. This is particularly an issue for older and poor-quality dwellings such as the old weatherboard housing stock in Jindabyne which is often occupied by seasonal workers.
- Lack of incentives for landowners to invest in upgrading or maintaining housing and accommodation has been identified as an issue. This Study forecasts housing and accommodation need for the permanent population, visitors and seasonal works and forms recommendations to stimulate development (through increased capacity in both infill and greenfield areas). Responding to housing and accommodation need through the delivery of new dwellings will increase the supply of quality products, shifting market dynamics and essentially incentivise older stock to be upgraded.
- Housing affordability is a significant issue for the permanent population as increasing competition for housing from visitors and seasonal workers is pricing residents out of Jindabyne. Ensuring a supply of suitable and affordable housing is a critical outcome of the SAP as these issues will remain barriers to home ownership or rental as the permanent population grows.
- At 2016, 10% of households with a mortgage in the Snowy Monaro LGA were in housing stress, slightly lower than NSW (12%) and 28% of households in the LGA were in rental stress. In total, 8.8% of households in the LGA are in housing stress.
- A significant problem facing the study area is the proportion of low-income households in mortgage stress (67.9%), well above the NSW proportion (61%). There is a clear need for affordable housing that supports very-low-income workers, particularly essential workers in the SAP study area.
- At 2019-20 the median sales value of a house in the Jindabyne market was $750,000 and $377,500 for a unit. Despite the median sales values slightly lower than other markets, Jindabyne has traditionally had the largest volume of transactions. In the last five years, the Jindabyne market has grown at an annual compound growth rate of 12.4%. East Jindabyne achieved a growth rate slightly below this, at 11%.
- The variance in rental values across the area indicates strong competition driven by seasonal workers and short-term accommodation seekers. Jindabyne market a high proportion of households in the rental market and highest rental volumes highlighting increasing pressure for housing from both permanent residents and seasonal workers.
- There is some development activity in the pipeline, most in the form of large lot subdivision delivering minimum 3,000sqm lots. Notably, these Planning Proposals are on hold until the Snowy Mountains SAP Masterplan is prepared. The relatively large lot sizes proposed will not meet projected demand or contribute to improved affordability for permanent residents and will offer limited diversity of household size and dwelling typologies to meet projected demand.
- The analysis that underpins this report was primarily undertaken in 2019 and 2020. Following exhibition of the draft Structure Plan in 2021, updates have been made to respond to issues raised in submissions. A comprehensive review of demographic and housing market data has not been undertaken. However, short term trends in internal migration have significantly impacted population growth and housing markets across regional

NSW including localities like the Snowy Mountains. Pressures on housing supply, increasing house prices and lack of availability of rental accommodation are likely to have been accentuated through the impacts of COVID-19. There is evidence of sharp increases in property prices in locations including Jindabyne.

- Increased domestic tourism activity while restrictions on international travel have been in place over the last two years are also likely to have impacted on visitor numbers, with more people choosing to travel locally to avoid international and interstate restrictions. However, this has also likely been tempered by the impacts of lockdowns in major cities including Canberra and Greater Sydney which restricted people's ability to holiday even within NSW.
- For the reasons outlined above, short term forecasts of demand for different types of accommodation come with higher than usual uncertainty, and the assessment of market conditions and demographics, which is largely based on pre-pandemic data and the 2016 census, do not reflect trends and pressures experienced over the last two years.

Total housing and accommodation demand

Total housing and accommodation demand has been forecast for the Original, Feedback and Enhanced scenarios, based on demand for permanent residents, visitors and seasonal workers. The sections that follow provide a breakdown for each of the three demand categories, summarised below.

Total housing and accommodation demand in 2061				
	Residential dwellings	Visitor accommodation	Seasonal workers	Total dwellings
Original	1877	2217	-53	**4041**
Feedback	1209	1651	-48	**2812**
Enhanced	1857	2327	-43	**4141**

Resident population housing demand

- Forecasts produced by The Centre for International Economics (March 2022) for the original, feedback and enhanced scenarios have informed the future housing need for the permanent population.
- By 2026, the population is forecast to reach:
  - 7,707 for the Original scenario.
  - 6,824 people for the Feedback scenario.
  - 6,847 for the Enhanced scenario
- The short (2020-26) and medium term (2031-36) periods are expected to experience the greatest annual average growth rates, achieving growth rates of 2.7% and 3.2%.
- Population growth peaks in 2051 under all scenarios:
  - 10,851 for the Original scenario.
  - 9,259 for the Feedback scenario.
  - 10,683 for the Enhanced scenario.
- Forecast population growth plateaus after 2051.
- Adopting the population forecasts provided by The Centre for International Economics, the Snowy Mountains SAP study area will need the following additional dwellings under each scenario to meet demand for permanent residents by 2061.

Dwelling demand	2020 (baseline estimate)	2026	2031	2036	2041	2046	2051	2056	2061
Original Scenario	2,981	522	814	1,469	1,832	1,945	1,951	1,917	**1,877**
Feedback Scenario	2,981	121	520	949	1,112	1,197	1,227	1,226	**1,209**
Enhanced Scenario	2,981	131	822	1,454	1,718	1,848	1,875	1,874	**1,857**

Source: The Centre for International Economics, March 2022 and Ethos Urban

- Dwelling forecasts are based on an average household size of 2.2 people maintained throughout the forecast period. Notably, the average household size is lower than the current occupancy rate to provide a supply buffer and acknowledging that household sizes across NSW are declining and are projected to continue to do so.
- Between 2026 and 2061, the forecast residential population will result in demand for diverse housing sizes. To 2061, the forecast demand for housing by number of bedrooms is based on the following proportional split for all scenarios:
  - 1-bedroom: 7.6%
  - 2-bedroom: 25.6%
  - 3-bedroom: 34.9%
  - 4-bedroom: 31.9%
- The significant forecast demand for 1-bedroom and 2-bedroom dwellings (32% of total new dwelling demand) reflects the need to respond to shifting household structures and demand from different demographics, particularly with an ageing population and growing proportion of lone person households. Increasing the supply of smaller housing options is also a mechanism for improving affordability.
- The Study translates the forecast resident population into demand for different housing products, based on:
  - 20% apartment dwellings
  - 20% semi-detached dwellings
  - 60% detached dwellings
- At a total study area level, the distribution of housing to meet the forecast dwelling requirement includes:

Scenario	Greenfield (50%)	Jindabyne Infill (40%)	Rural (10%)
Original	938	750	188
Feedback	604	483	121
Enhanced	928	742	186

  - Meeting 40% of total housing demand through infill development in the existing Jindabyne town centre and nearby residential areas, will contribute significantly to accommodating the demand for smaller and more affordable housing types including one and two-bedroom and a small proportion of 3-bedroom dwellings, the majority as apartments or townhouses.
  - Accommodating 50% of total demand through greenfield development in growth areas around Jindabyne and East Jindabyne will accommodate demand for 3 and 4+ bedroom dwellings and a small proportion of 2-bedroom medium density dwellings or dwelling houses in new subdivisions close to additional employment opportunities from tourism and related enterprises identified in the tourism study.
  - Up to 10% rural residential development predominantly as 4+ bedroom dwellings will continue to cater for demand for rural living in and around the SAP.

Future visitor accommodation need

- This Study forecasts the future number of visitors for the SAP study area, breaks down the forecast visitors into demographic groups (using Destination NSW Snowy Mountains Visitor Profile, March 2020) and translates this forecast to bedroom and dwelling requirements. The CIE visitor forecasts have been used to quantify accommodation needs.
- The highest peak in projected overnight visitation occurs in the winter of 2041. Peak demand (measured in terms of visitor nights) then reduces from 2041 to 2061 due to reduced seasonality and increasing visitation in the summer months. As the 2041 peak visitation occurs in the winter months, and the key objective of the SAP is to reduce the seasonality of visitation, the 2061 visitor night forecast (which shows a more even spread throughout the year) has been adopted as an economically sustainable peak demand and used to calculate requirements for additional visitor accommodation.
- Planning for housing and accommodation supply across the different market segments (residents, visitors and seasonal workers) is influenced by when the peaks in visitation and population growth occur. The peak demand for visitor accommodation is in 2041, with reductions in demand under each scenario (to varying degrees) through to 2061. There is a risk that catering for peak visitor demand (in 2041) will result in an over-supply of tourist accommodation in the long term (2041 through to 2061). Solutions to this are discussed in **Section 6**, such as the potential for adaptable accommodation stock (e.g., self-catered apartments and townhouses) that can be used for tourist accommodation in the short to medium term and transition to housing for the permanent population in the longer term, picking up on peak resident demand which occurs later in the forecast period.
- The enhanced scenario visitor night forecasts indicate a more consistent growth pattern throughout the forecast period. While the peak visitation is still forecast to be in 2041, the rate of decline in peak visitation to 2061 is less significant for the enhanced scenario than for the original scenario. The enhanced scenario forecasts represent a more sustainable growth profile with reduced risk of over-supply and redundancy compared to the Original scenario.
- To determine an appropriate supply of visitor accommodation, the forecast requirements for 2061 have been adopted as they are taken to be a longer term and more sustainable indication of demand. Higher projected demand in the middle of the forecast period reflects continued dominance of winter seasonal visitation. Longer-term visitor projections are more consistent with the objectives of the SAP to reduce seasonal fluctuation as they are driven by stronger visitation in the summer months and less variance between winter and non-winter months.
- While the highest peaks are in the winter period, forecast visitor growth in the summer months was also analysed for each scenario. For the Enhanced scenario, the summer (January) visitor night forecast in 2061 is roughly 90% of the winter visitor nights in 2061. This indicates that visitation is transitioning to more year round and less winter dominated growth throughout the forecast period.
- The next step in the analysis distributes the peak number of visitors into different demographic groups (using Destination NSW Snowy Mountains Visitor Profile, March 2020):
  - Friends/relatives demographic group
  - Family group
  - Adult couple
  - Travelling alone
- The forecast peak overnight visitors and visitor groups have been used to determine the number of short-term accommodation units required. The table below summarises additional accommodation requirements to meet forecast peak visitor needs by 2061 under each scenario.

Scenario	2020* (baseline forecast)	2026	2031	2036	2041	2046	2051	2056	2061
Original	7,095	911	2,218	3,985	4,152	3,759	3,203	2,695	**2,217**
Feedback		504	956	2,365	2,442	2,297	2,117	1,912	**1,651**
Enhanced		684	1,480	3,167	3,318	3,106	2,847	2,615	**2,327**

Source: The Centre for International Economics, December 2020 and Ethos Urban, December 2020
**The CIE forecasts note short term uncertainty due to COVID-19 to 2025.*

- The greatest need is for accommodation where there is currently an undersupply in the market, that being products in the form of hotel. This is consistent with findings in the SAP Tourism Study, which identified that there is a gap in the short-term accommodation market for 3- and 5-star hotel accommodation.
- Hotels have significant medium-term demand, with an additional 1,200 hotel units required at the absolute peak in 2041.
- Increasing the supply of commercially operated hotel accommodation will stimulate job creation and strengthen the local economy, as aligned with the strategic purpose of the SAP. It is the purpose of the SAP Tourism Study to identify pinch points in the market and demand for premium options, however this Study provides recommendations on locations that have the potential to accommodate the delivery of a new hotel.

Future seasonal worker accommodation need

- The CIE seasonal worker forecasts have been used to quantify accommodation needs.
- By 2061, the number of seasonal workers at the peak period is expected to be less than current estimated seasonal worker numbers. This is because the seasonality of visitors and economic activity is forecast to reduce, meaning that there are more opportunities for permanent employment. While the decline is different for each scenario, all scenarios see a reduction in numbers of seasonal workers by 2061 reflecting a transition to a more year-round economy and employment opportunities.
- Medium term growth in the number of seasonal workers and demand for accommodation is aligned with continued growth in winter tourist visitation. Forecast growth in the number of seasonal workers peaks at 2036 for all scenarios. The Original scenario has the highest peak and increase in demand for seasonal worker accommodation. The Feedback and Enhanced scenarios have significantly less pronounced mid-term peaks compared to the Original scenario.
- At the peak (2036), hotel/motel accommodation is forecast to experience the greatest demand, followed by shared housing, hostel and caravan park accommodation. These accommodation types could transition later in the forecast periods to meeting growth in demand for visitor accommodation, or for permanent housing to meet specific needs (for example key worker housing, co-living, or seniors housing).

Additional worker accommodation units	2020 (baseline forecast)	2026	2031	2036	2041	2046	2051	2056	2061
Original	1,241	-13	50	148	142	98	45	-5	**-53**
Feedback	1,241	4	-17	58	50	29	5	-20	**-48**
Enhanced	1,241	18	-10	72	67	41	14	-12	**-43**

Source: The Centre for International Economics, February 2022 and Ethos Urban

- The reduction in demand over the longer term is driven by a number of factors including increased activity and visitation in the summer months and shoulder periods. Forecasts suggest the summer months in the longer term are not anticipated to experience the level of seasonal workers the winter months generate.

- Therefore, seasonal worker accommodation needs in the medium term must be addressed, along with consideration of the long-term use of any accommodation that is delivered to meet medium term demand, but which may be excess to long term requirements, given that demand is forecast to peak in the middle of the forecast period then decline considerably.
- It is recommended that accommodation for seasonal workers is either temporary and able to be removed or re-used, or is adaptable to other uses, for example group style tourist accommodation, affordable housing for permanent residents or group homes to house key workers.

Housing for Aboriginal people

- There are Aboriginal Land Claims within the SAP and under the Aboriginal Land Rights Act 1983, this land recognises the rights of Aboriginal people in NSW.
- It is understood that Return to Country is a key priority for Aboriginal people, particularly from the Monero-Ngarigo people.
- The Aboriginal Housing Office (AHO) indicated that there are low levels of expressed demand for Aboriginal housing in the Snowy Mountains region and that there is currently no state owned or managed social or affordable housing in the SAP precinct provided specifically for Aboriginal people. AHO therefore has no current plans to provide new Aboriginal social or affordable housing in the area through the upcoming 3-year delivery program.
- As an outcome of the Snowy Mountains SAP Masterplan, ongoing consultation with Aboriginal community groups and the AHO should be undertaken to:
  - Identify employment and economic development opportunities that could be a catalyst or enabler for Aboriginal people to live in the SAP area.
  - Quantify demand, including the number of Aboriginal people, household structures, housing typologies, locational preferences, and affordability measures.
  - Establish targets for dedicated Aboriginal housing that support aspirations to return or remain on Country.

Housing for older people

- Lone person households make up high proportions of total households in Kalkite, Numbla Vale and Jindabyne submarkets. There is a low supply of 1- and 2-bedroom dwellings in these submarkets, indicating a gap in the availability of suitable housing that matches market need.
- There are around 600 people over the age of 65 living in the study area. Those who require supported aged care living are forced to relocate out of the SAP study area, yet often stay in the region (such as Berridale and Cooma and sometimes Canberra for greater needs). The supply of smaller (1 and 2 bedroom) dwellings is low, indicating a gap in the availability of suitable housing that matches the housing needs of the ageing population. There is a need to ensure sufficient supply of housing to meet the needs the ageing population, particularly lone persons living in the family home.
- Demand for housing for older people is forecast to grow as the population grows and ages. There is currently not sufficient demand for dedicated housing for older people to make purpose-built accommodation feasible, however, this is likely to change over the forecast period and there are opportunity sites in and around Jindabyne town centre to build housing for older people that will enable people to age in place.

Recommendations

The table below summarises the recommended provision for housing and accommodation to meet projected demand under the Enhanced Scenario in 2061. While there are peaks in demand in some accommodation types earlier in the forecast period, the long term demand in 2061 has been adopted as a basis for the recommendations as it reflects a sustained pattern of growth and changes in the economic drivers over the forecast period that lead to a more balanced (less seasonally biased) demand for housing and accommodation, in line with the SAP objectives and vision.

Population	Recommendation
Resident population	• Provide 1,857 new dwellings by 2061: – Deliver up to 40% of new dwellings (742 dwellings) as infill in and near Jindabyne town centre. – Deliver at least 50% of new dwellings (928 dwellings) on greenfield land as an extension to Jindabyne urban area. – Deliver a maximum of 10% of new dwellings (186 dwellings) as rural residential. • Incentivise urban renewal in appropriate locations near and within Jindabyne town centre • Introduce planning controls that permit diverse housing options • Provide facilities for aged care and housing suited to older people • Introduce limits on the number of days dwellings can be available as short term rental accommodation in new greenfield development areas, and consider prohibiting or limiting the proportion of short term rental accommodation in new greenfield areas. • Provide places and spaces to encourage Return to Country
Visitors	• Deliver an additional 2,327 short term accommodation units to meet the forecast visitor needs by 2061. • Introduce a condition of consent for new short term accommodation in the established residential areas of Jindabyne (where uplift in development potential is proposed) to impose a timeframe (e.g., 10 years) on the use, with an option to extend the duration of the consent beyond 10 years where the ongoing supply of short term accommodation does not unreasonably impact on the availability and affordability of permanent housing. • Increase bed capacity in KNP to meet short to medium term demand • Upgrade existing accommodation at the Sport and Recreation Centre. • Incentivise landowners to develop in Jindabyne infill sites • Provide high quality tourist accommodation • Provide places and spaces to encourage Return to Country
Seasonal workers	• Provide an additional 72 units for seasonal workers to meet peak demand at 2036, with flexible accommodation that can be re-purposed or removed as seasonal worker demand declines from 2036 to 2061. • Work with tourism operators to develop seasonal worker accommodation that can be transitioned to visitor accommodation or permanent housing as demand grows for those housing types and reduces for seasonal workers. • Introduce planning controls that permit diverse housing options and purpose-built affordable rental worker accommodation

Housing and accommodation capacity analysis

The housing and accommodation demand analysis has identified a total need for an additional 4,141 dwellings or accommodation units in 2061. However, the peak demand for additional housing and accommodation across the three categories (permanent residents, visitors and seasonal workers) of 5,103 occurs in 2041. The main driver of the higher peak demand in 2041 is tourist accommodation, which is mainly influenced by continued short to medium term growth in winter visitation.

The forecast peak demand at 2041 and the forecast growth of visitors and seasonal workers in the winter period has implications on housing and accommodation supply and demand.

The Jensen Plus Structure Plan has identified capacity to deliver new housing and accommodation in Jindabyne town centre, Jindabyne greenfield locations (including East Jindabyne), West Lake Jindabyne and Kosciuszko National Park (KNP) and surrounds. The capacity figures reported below are separate to the housing and

accommodation demand reported in this Study. The capacity analysis essentially identifies opportunity areas to increase supply of housing and accommodation, responding to the need reported in this Study. The Structure Plan indicates there is theoretical capacity for more housing and accommodation than is required to meet demand in 2061, and capacity similar to the peak demand in 2041. However, there are likely to be constraints to the full capacity of the identified growth areas being realised, particularly in areas of existing development and fragmented land ownership, where not all development sites would be expected to redevelop within the forecast period. Additionally, one of the key actions arising from the study is to remove supply constraints that are currently impacting on the availability of new housing and accommodation stock and driving prices up. The risks associated with oversupply are therefore less significant than the impacts of constrained supply that will continue to be experienced if the current situation remains throughout the forecast period.

	Jindabyne Town Centre + Infill	Jindabyne Greenfield + East Jindabyne	Western Lake Jindabyne	KNP + surrounds	Total Masterplan Capacity	Demand (2061)
Permanent resident dwellings	240	1,551	0	0	**1,792**	**1,857**
Tourist accommodation units	566	417	689	1,283	**2,955**	**2,327**
Seasonal worker accommodation units	90	143	36	58	**327**	**-43**
Dwellings/units total	**896**	**2,112**	**725**	**1,341**	**5,073**	**4,141**

Source: Capacity derived from Jensen Plus (April 2022)

The yield estimates indicate there is significantly more overall capacity in the Structure Plan to meet projected demand. There is capacity for approximately 1,100 more dwellings in the Structure Plan than the long-term forecast demand in 2061. It is important to note that typically not all capacity is taken up by development, and that the split between accommodation for visitors, temporary workers and residents can change from that assumed in the Structure Plan. For example, the table above indicates capacity in the Structure Plan for permanent resident dwellings is slightly less than projected demand. However, there is substantially more capacity for visitor accommodation and seasonal worker accommodation. Particularly in locations like Jindabyne, where the majority of infill and greenfield accommodation is anticipated to be delivered as dwelling typologies (apartments, houses and townhouses), there is flexibility for accommodation need to be met within the capacity of the Structure Plan.

The estimated Structure Plan capacity of 5,073 dwellings is roughly equivalent to the peak demand in 2041 of 5,101 dwellings. While this report recommends that capacity is provided to meet projected demand in 2061, there is also capacity to meet the peak demand in 2041 if required.

As the capacity analysis has involved only high-level analysis of constraints to development of each key site, the actual capacity of catalyst sites to accommodate growth may change as more detailed planning is undertaken. Actual delivery of new dwellings and accommodation will also be dependent on market conditions and viability, and the willingness of landowners to develop land.

1.0 Introduction

1.1 Background

In November 2019, the NSW Government announced commitment to investigating the Snowy Mountains Special Activation Precinct (SAP), to revitalise the Snowy Mountains into a year-round destination and Australia's Alpine Capital, with Jindabyne at its heart. The NSW Government has identified priorities for the Snowy Mountains SAP including a focus on year-round adventure- and eco-tourism, improving regional transport connectivity, shifting towards a carbon neutral region through investment in renewable energies and offsetting, increasing the lifestyle and wellbeing activities on offer, and supporting Jindabyne's growth as Australia's national winter Olympics training base.

The NSW Government has defined the Snowy Mountains SAP study area which covers an area of around 722 km^2 (refer to **Figure 1**). The study area includes Jindabyne village (around 35 km^2), alpine resorts in Kosciusko National Park and the proposed airport site. Jindabyne village has recently undergone planning as part of the Go Jindabyne Masterplan, however following the announcement of the Snowy Mountains SAP, this now forms part of planning for the wider Snowy Mountains SAP region.

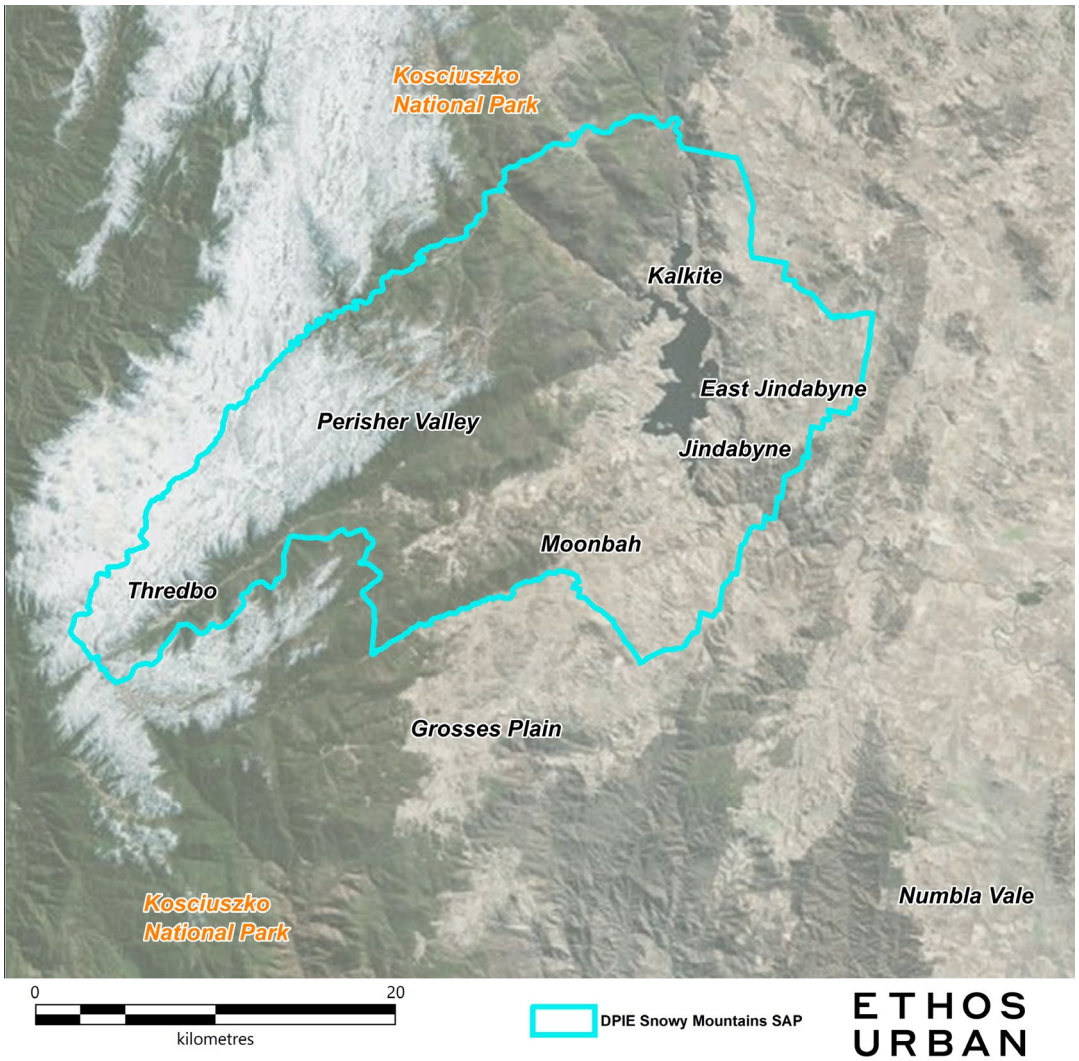


Figure 1: Snowy Mountains SAP Region
Source: Department of Planning and Environment

1.2 Purpose of this study

Ethos Urban was commissioned (through lead consultants Jensen Plus) by the NSW Department of Planning and Environment (DPE) to undertake this housing and accommodation study to:

- Understand the existing housing profile
- Identify trends or drivers influencing housing and accommodation supply
- Analyse housing diversity
- Analyse residential development activity pipeline
- Forecast housing and accommodation demand for residents, visitors and seasonal workers
- Identify catalyst sites suitable for increased density/development

These findings have contributed to the development of the Snowy Mountains SAP Structure Plan and new relevant planning controls for the Snowy Mountains SAP. The Structure Plan will inform a planning framework for future growth in Jindabyne and the Snowy Mountains, implementing the Snowy Mountains SAP objectives.

2.0 Context

2.1 Housing and accommodation profile

This section reports the current housing and accommodation profile of the study area. The analysis looks at the current population, household profile, housing by structure type, housing by number of bedrooms, housing by landlord type, short term accommodation supply and affordable housing.

For the purpose of understanding the state of housing supply and associated challenges in the SAP, a study area that extends beyond the SAP Study Area in **Figure 1** (see above), has been adopted to profile the housing and accommodation supply. The housing study area in this analysis has been defined using Statistical Area 1 (SA1) geographies that are either partly or wholly within the SAP Study Area, as identified in **Figure 2** below.

Widening the study area enables broader consideration of the overall housing stock as it contributes to the availability of housing in the region and comprises of settlements that accommodate people's worker, visitor and permanent housing needs if opportunities in the SAP defined geography are not available.

The SA1 geographies have been classed as submarkets and profile the context of housing and accommodation below.

Table 1: SA1 Housing Study Area

Statistical Area 1 (SA1) (2016) (7-Digit Code)	Submarket
1101601	Perisher Submarket
1101612	Kosciuszko National Park Submarket
1101611	Thredbo Submarket
1101605	Crackenback Submarket
1101613 1101614 1101615 1101616 1101617	Jindabyne Submarket
1101618	East Jindabyne Submarket
1101608	Grosses Plain Submarket
1101610	Numbla Vale Submarket
1101606	East Submarket
1101604	Kalkite Submarket

Source: ABS Statistical Areas 2016

Data caveat

Census data has been used to profile existing housing supply. Census data may not truly reflect non-private dwellings where the count of short-term accommodation options (such as hotels, serviced apartment and Airbnb's etc.) may not be accurately represented in Census data. Data from other sources, sense checked through consultation, has been used to report short-term accommodation stock.

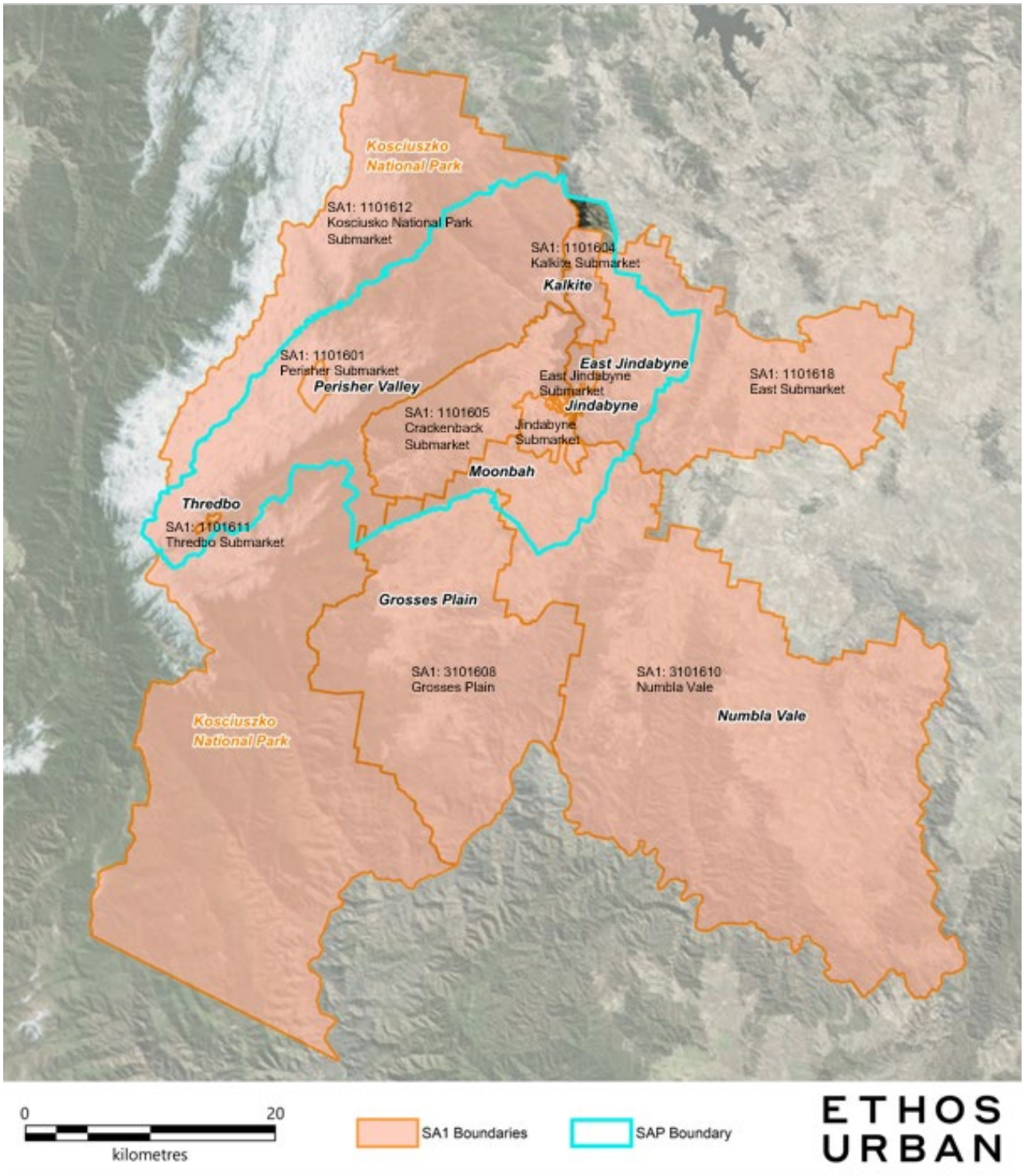


Figure 2: Housing Study Area

Source: Ethos Urban and NSW Planning, Industry and Environment

**Note Jindabyne submarket is made up of a number of SA1 geographies.*

2.1.1 Population

In 2016, the population of the housing study area was approximately 5,600. **Figure 3** shows the total population of the study area distributed by age group across the submarkets. The most populous submarket in 2016 was Jindabyne with a population of approximately 2,350, followed by the south submarket (approx. 800) and East Jindabyne (approx. 600).

Of the submarkets in the alpine area, the Thredbo submarket has the largest population with approximately 400 people in 2016. This compares to Perisher (approx.100) and Kosciusko National Park (approx. 50) submarkets.

At a study area geography, the 25-29 and 40-44 age groups are the largest, with both age cohorts containing approximately 450 people. The distribution of the 25-29 age group across the study area has a strong presence in Jindabyne (60%), Thredbo (9%), East Jindabyne (6%) and Perisher (6%) submarkets. The 20-24 age group follows a similar distribution trend across the submarkets, however slightly lower population rates.

In the Jindabyne submarket, the 40-44 age group makes up 38% of the population. In the Numbla Vale submarket, this population group makes up 18% of the submarket's population and 13% of the East Jindabyne submarket population. The population rate of school aged population groups, 5-9 and 10-14 years, align with the distribution trend of the 35-39, 40-44 and 45-49 age groups, indicating high concentrations of families. This is particularly evident in the South, Jindabyne and East Jindabyne submarkets.

There are 600 people aged over 65 years in the study area, making up 11% of the total study area population. Of this age group, 47% (or approx. 300) are aged 65-69 years and 24% (or approx. 100) are aged 70-74. There are approximately 200 people living in the study area aged 75 years and over.

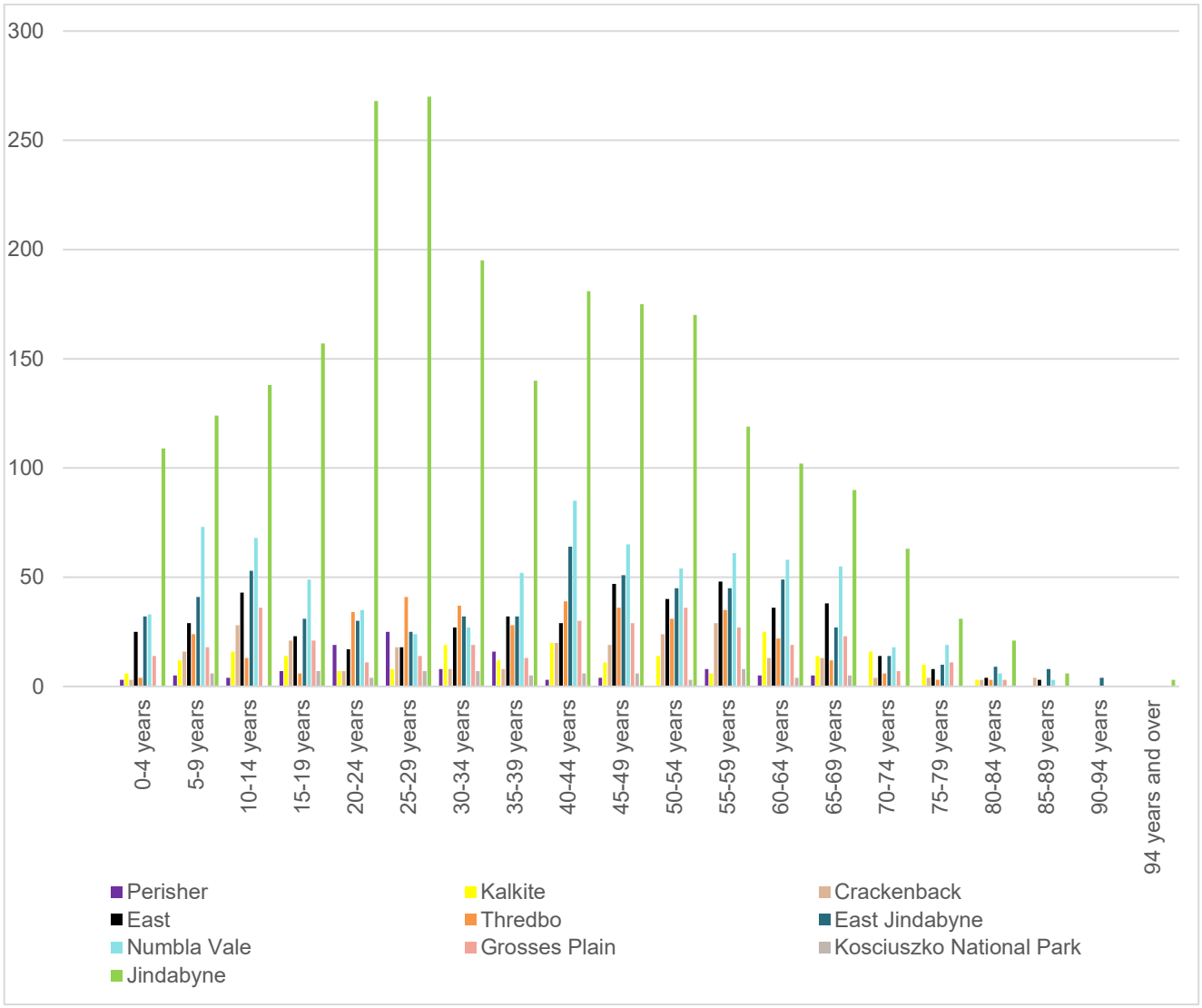


Figure 3: Population distribution by age group

Source: ABS Census (2016) and Ethos Urban

2.1.2 Household profile

The 2016 census records approximately 2,850 total households in the study area. Of this total, the predominant household groups are:

- Visitors only households (37%)
- Couple family with children (19%)
- Couple family with no children (18%)
- Lone person households (17%)

The composition of households by submarket is profiled in **Table 2**. The breakdown of household type highlights the importance of tourism accommodation in the area.

Table 2: Household composition

Submarket	One family household: Couple with no children	One family household: Couple family with children	One family household: One parent family	Two family household	Lone person household	Group household	Visitors only	Total
Study Area	**513**	**528**	**142**	**11**	**481**	**119**	**1,053**	**2,847**
Perisher	4	0	0	0	0	0	9	13
Kalkite	27	23	4	3	16	0	6	79
Crackenback	23	18	9	0	21	5	73	149
East	53	69	6	5	20	4	13	170
Grosses Plain	41	42	10	0	21	3	13	130
Numbla Vale	81	94	20	0	54	7	20	276
Thredbo	32	16	4	0	60	5	410	527
Kosciuszko National Park	4	0	0	0	0	0	31	35
Jindabyne	189	195	66	3	247	87	444	1,231
East Jindabyne	59	71	23	0	42	8	34	237

Source: ABS Census (2016) and Ethos Urban

The high proportion of visitors only households (37%) at the time of the 2016 census reflects the role of the Snowy Mountains as a tourism destination. The high volume of lone person households (17%) reflects the employment opportunities associated with the tourism industry, with more mobile single people moving into the study area either temporarily or permanently for largely seasonal employment. The higher than average proportion of these household types supports the need for short term, smaller and affordable accommodation.

Jindabyne and East Jindabyne submarkets are made up of a more defined mix of household types. In Jindabyne, family households together make up 37%, visitors only households make up 36% and lone person households account for 20%. Jindabyne has the highest number of group households across the study area with 87.

Given the low permanent population and higher supply of non-private dwellings such as hotels and lodges in the alpine submarkets, data on household types is limited and less reliable. However, based on available information, visitor households are the dominant household type, with 410 households in Thredbo, making up 78% of total households in the submarket. There are much smaller numbers reported in Perisher with 9 visitor households. The difference in household numbers between Thredbo and Perisher resorts is largely explained by different tenure and accommodation types between the two resorts: Thredbo has a higher proportion of accommodation that can be classed as permanent dwellings, whereas the accommodation in Perisher is predominantly lodges, hotels and chalets that are classed as tourist accommodation.

Kalkite, Grosses Plain and Numbla Vale are more defined submarkets with more family households and less visitors only households, reflecting the role of these settlements accommodating the local population, and longer distance from the main tourist drawcards in the national park and alpine resorts.

2.1.3 Housing by structure type

At 2016, there were approximately 4,500 dwellings in the study area. The supply of housing by structure type and submarket is presented in **Table 3**.

Across the study area, separate houses make up 41% of total dwellings. Separate houses are dominant house type in the Kalkite, Numbla Vale and East submarkets, making up 90% and over of total dwellings in each submarket.

Crackenback, Jindabyne and East Jindabyne submarkets have a greater diversity of housing options, relative to the study area, with a mix of separate houses, semi-detached and flats. In light of the local centre role of the Jindabyne submarket, there is a strong presence of smaller housing options with semi-detached and flats making up 51% and 23% of total houses in that submarket.

In the alpine area, ABS Census data on dwelling structure is only available for the Thredbo submarket. Data is not available for Kosciuszko National Park and Perisher submarkets given the high proportion of non-private dwellings (such as short-term accommodation), and differences in leasing and tenure arrangements between the two main resorts (which mean that the majority of accommodation in Perisher is classified as tourist accommodation rather than dwellings). The analysis on supply of non-private housing is provided later in this chapter.

Table 3: Housing by structure

Submarket	Separate house	Semi-detached	Flat	Other	Total
Study Area	**1,838**	**1,493**	**1,020**	**181**	**4,532**
Perisher	-	-	-	-	-
Kalkite	121	10	0	0	131
Crackenback	111	10	0	0	131
East	217	0	0	0	217
Grosses Plain	161	0	0	3	164
Numbla Vale	345	15	0	22	382
Thredbo	8	4	370	0	382
Kosciuszko National Park	0	0	0	27	27
Jindabyne	612	1,359	616	81	2,668
East Jindabyne	263	95	22	4	284

Source: ABS Census (2016) and Ethos Urban

Examples of the different types of housing products, including the pattern of new housing developments, medium density housing in Jindabyne town centre and older weatherboard stock are illustrated below for context.

2.1.4 Housing by number of bedrooms

Housing supply by number of bedrooms for each submarket is presented below. Census data on dwellings by bedroom number does not truly reflect the total number of dwellings available in the study area, however the following figures provide an indication of proportional split of dwelling size across the study area.

At a study area geography, 3-bedroom (843) and 4-bedroom (490) dwellings have the highest volumes, making up 37% and 22% of total housing. In total, dwellings of three or more bedrooms comprise 68% of dwelling stock (1,535 dwellings, of those included in this ABS data category) in the study area.

Crackenback, Jindabyne and East Jindabyne submarkets have a similar mix of bedrooms. In these submarkets, 2- and 3-bedroom houses are the predominant housing type, closely followed by 4-bedroom houses, and more specifically in Crackenback submarket, 5+ bedrooms.

Total counts in the alpine area are low given the classification of Census housing type data, however Kosciusko and Thredbo have a larger supply of smaller housing options (1 and 2 bedrooms) given the supply is largely short term and visitor accommodation. Notably, ABS Census (2016) data reports 100% of housing in the Perisher submarket comprises of 5+ bedrooms. This reflects the nature of short-term and visitor accommodation supply in private dwellings and does not account for the supply of non-private dwellings.

Kalkite, Grosses Plain and Numbla Vale submarkets have a relatively high proportion of lone person households, however there is a low number of 1-bedroom and 2-bedroom houses, illustrating a clear mismatch between the availability of suitable housing and market need. Much of the housing in these markets is under-occupied, and while residents' housing preferences may tend towards larger dwellings because of lifestyle reasons, the demographic forecasts point to likely stronger demand for smaller dwellings than the current supply provides as household size reduces and the population ages over time.

Table 4: Housing by number of bedrooms

Submarket	Studio	1-bed	2-bed	3-bed	4-bed	5+ bed	Total
Study Area	**61**	**199**	**462**	**843**	**490**	**202**	**2,257**
Perisher	-	-	-	-	-	5	5
Kalkite	-	-	12	36	23	5	76
Crackenback	7	8	31	31	19	26	122
East	4	5	23	53	55	27	167
Grosses Plain	0	3	18	55	29	3	108
Numbla Vale	5	20	44	97	82	36	284
Thredbo	3	30	20	13	4	8	78
Kosciuszko National Park	3	7	4	0	3	0	17
Jindabyne	35	117	275	475	209	49	1,160
East Jindabyne	4	9	35	83	66	43	240

Source: ABS Census (2016) and Ethos Urban

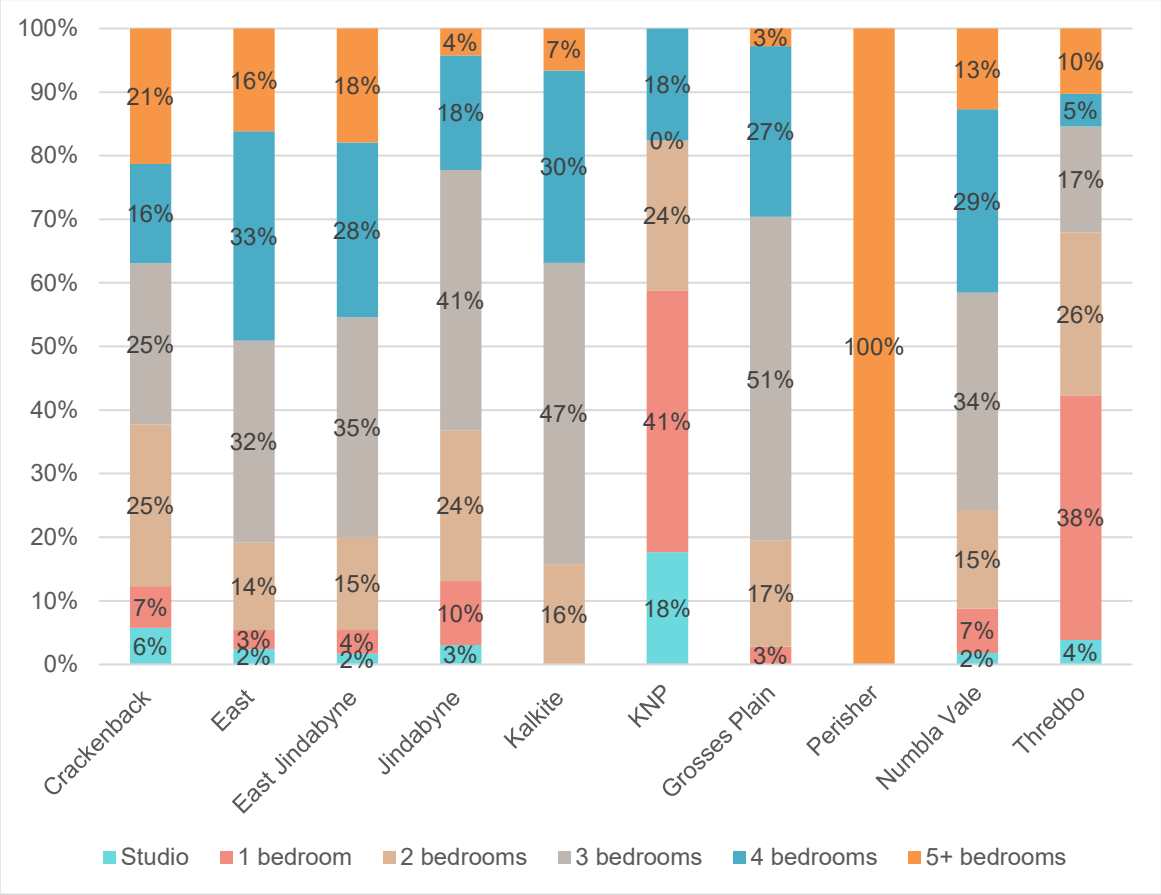


Figure 4: Housing by proportion of bedrooms by submarket
Source: ABS Census (2016) and Ethos Urban

2.1.5 Housing by occupancy

Housing by occupancy for each submarket is reported in the table below and the proportional split is illustrated in the figure below. Across the study area, Census data reports 2,984 private occupied dwellings and 880 unoccupied private dwellings. There are 392 non-private dwellings reported, however it is recognised that this does not necessarily capture all non-private dwellings.

Non-private dwellings make up 9% of total dwellings and mostly account for tourist accommodation. Submarkets in the alpine area have the highest volume of non-private dwellings compared to Jindabyne which is driven by the locational characteristics and tourism offerings of these areas. The main supply of accommodation stock in the alpine sub-markets is in the major resorts and other hotels, motels and chalets, and relatively small numbers of available accommodation that is classified as dwellings.

The highest volume of unoccupied dwellings are in the Jindabyne submarket, accounting for 43% of dwellings. Comprehensive data on the use of unoccupied dwellings is not readily available. However, given the nature of Jindabyne as a tourist hub for the Snowy SAP area, and review of listings on accommodation websites (Stayz, Airbnb, etc), the majority of unoccupied dwellings are assumed to be used for holiday accommodation either by the owner, for short term holiday letting, or both.

Table 5: Housing occupancy

Submarket	Occupied private dwellings	Un-occupied private dwellings	Non-private dwellings	Total
Study Area	**2,984**	**880**	**392**	**4,256**
Perisher	15	0	99	114
Kalkite	86	47	0	133
Crackenback	153	49	11	213
East	180	45	7	232
Grosses Plain	126	45	0	171
Numbla Vale	301	81	0	382
Thredbo	555	0	149	704
Kosciuszko National Park	32	0	58	90
Jindabyne	1,289	549	58	1,896
East Jindabyne	247	64	10	321

Source: ABS Census (2016) and Ethos Urban

Examples of the different types of housing products, including the pattern of new housing developments, older stock in Jindabyne and rural residential setting are illustrated below for context.



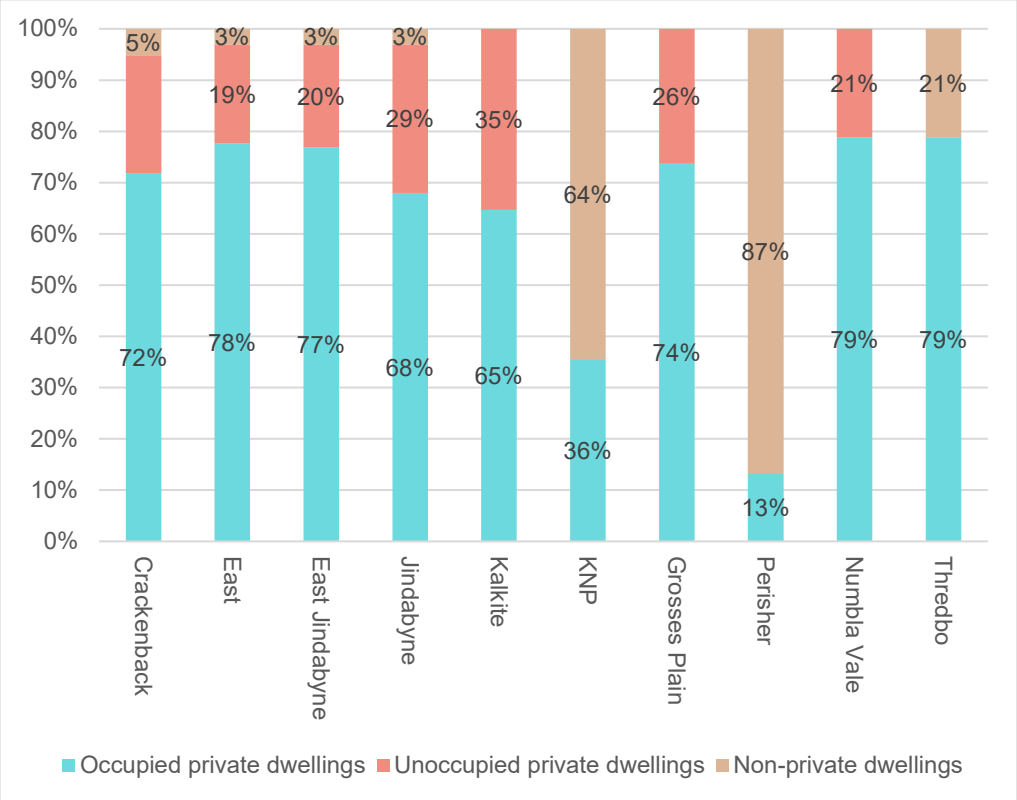


Figure 5: Housing by occupancy by submarket
Source: ABS Census (2016) and Ethos Urban

2.1.6 Housing by tenure type

At the study area geography, approximately 700 dwellings are owned outright (32%) and around 600 are owned with a mortgage (28%). 35% of total dwellings in the study area being rented.

Compared to submarkets in the alpine area, Jindabyne and East Jindabyne submarkets have a strong market dynamic, offering a mix of tenure types. This reflects the role of Jindabyne and East Jindabyne as a local centre catchment for surrounding villages and the alpine area, providing a mix of tenure types for both the permanent resident population and seasonal workers.

The submarkets of Jindabyne (558), East Jindabyne (54) and Numbla Vale (47) have the highest volumes of dwellings rented, reflecting demand for seasonal employees and extended short term accommodation. In comparison, rented tenure in the relatively small sub-markets of Kalkite, East and Grosses Plain submarkets is low, and these submarkets have higher proportions of houses owned outright. Overall dwelling supply is low in these markets relative to the main centres of Jindabyne and East Jindabyne, and these sub-markets are predominantly owner-occupied. They currently have little influence on the availability of housing and accommodation related to the main tourism related drivers of the SAP study area economy.

Table 6: Housing tenure

Submarket	Owned outright	Owned with a mortgage	Being purchased under a shared equity scheme	Rented	Being occupied rent-free	Being occupied under a life-tenure scheme	Other tenure type	Total
Study Area	**724**	**638**	**9**	**804**	**54**	**3**	**45**	**2,277**
Perisher	4	0	0	0	0	0	4	8
Kalkite	34	28	0	20	0	0	0	82
Crackenback	50	9	0	43	4	3	5	114
East	75	62	0	14	7	0	0	158
Grosses Plain	51	45	0	10	0	0	0	106
Numbla Vale	110	108	6	47	14	0	0	285
Thredbo	24	13	0	42	8	0	3	90
Kosciuszko National Park	9	0	0	16	0	0	0	25
Jindabyne	289	280	3	558	15	0	33	1,178
East Jindabyne	78	93	0	54	6	0	0	231

Source: ABS Census 2016

2.1.7 Rental housing by landlord type

The table below illustrates the split of rented dwellings by landlord type for each submarket. At the study area level, dwellings rented through a real estate agent uphold the highest volume (425), making up 47% of total rented dwellings.

Jindabyne submarket has the highest volume of dwellings rented through a real estate agent (338), accounting for 53% of total rented dwellings in the submarket. The high number of rented dwellings through person not in the same household in the Jindabyne (150) submarket compared to other parts of the study area suggests demand in this submarket is mostly driven by extended short term accommodation from seasonal workers and increasing competition from permanent residents for housing that is affordable with flexible tenancy periods.

Supply of rental housing provided by state or territory housing authority is significantly low with the only supply in the Jindabyne submarket with 51 dwellings.

Table 7: Rental housing by landlord type

Submarket	Real estate agent	State or territory housing authority	Person not in the same household	Residential park (includes caravan parks and marinas)	Employer-Government (includes Defence Housing Authority)	Employer-other	Total
Study Area	**425**	**51**	**252**	**50**	**12**	**113**	**903**
Perisher	0	0	0	0	0	3	3
Kalkite	11	0	11	0	0	0	22
Crackenback	10	0	7	19	3	11	50
East	4	0	12	0	0	0	16
Grosses Plain	5	0	11	0	0	0	16
Numbla Vale	12	0	29	0	0	3	44
Thredbo	7	0	18	0	0	23	48
Kosciuszko National Park	0	0	0	11	0	0	11
Jindabyne	338	51	150	20	9	70	638
East Jindabyne	38	0	14	0	0	3	55

Source: ABS Census 2016

2.2 Short term accommodation supply

In March 2019, the councils of Goulburn, Hilltops, Yass Valley, Upper Lachlan, Queanbeyan, Bega Valley and Snowy Monaro undertook an accommodation audit. The audit included a count of accommodation, food and drink, attractions, tours, events, journey options and hire services.

The audit data reports a total of 267 accommodation providers in Snowy Monaro Regional Council LGA. Across the participating LGA's, the audit found a total of 621 accommodation providers. Of this total, accommodation in Snowy Monaro LGA is the greatest contributor, making up 43%.

However, the audit did not count the total number of beds or dwellings/units, only the number of accommodation providers. **Figure 6** maps the location of the accommodation providers identified in the audit within the context of the SAP study area.

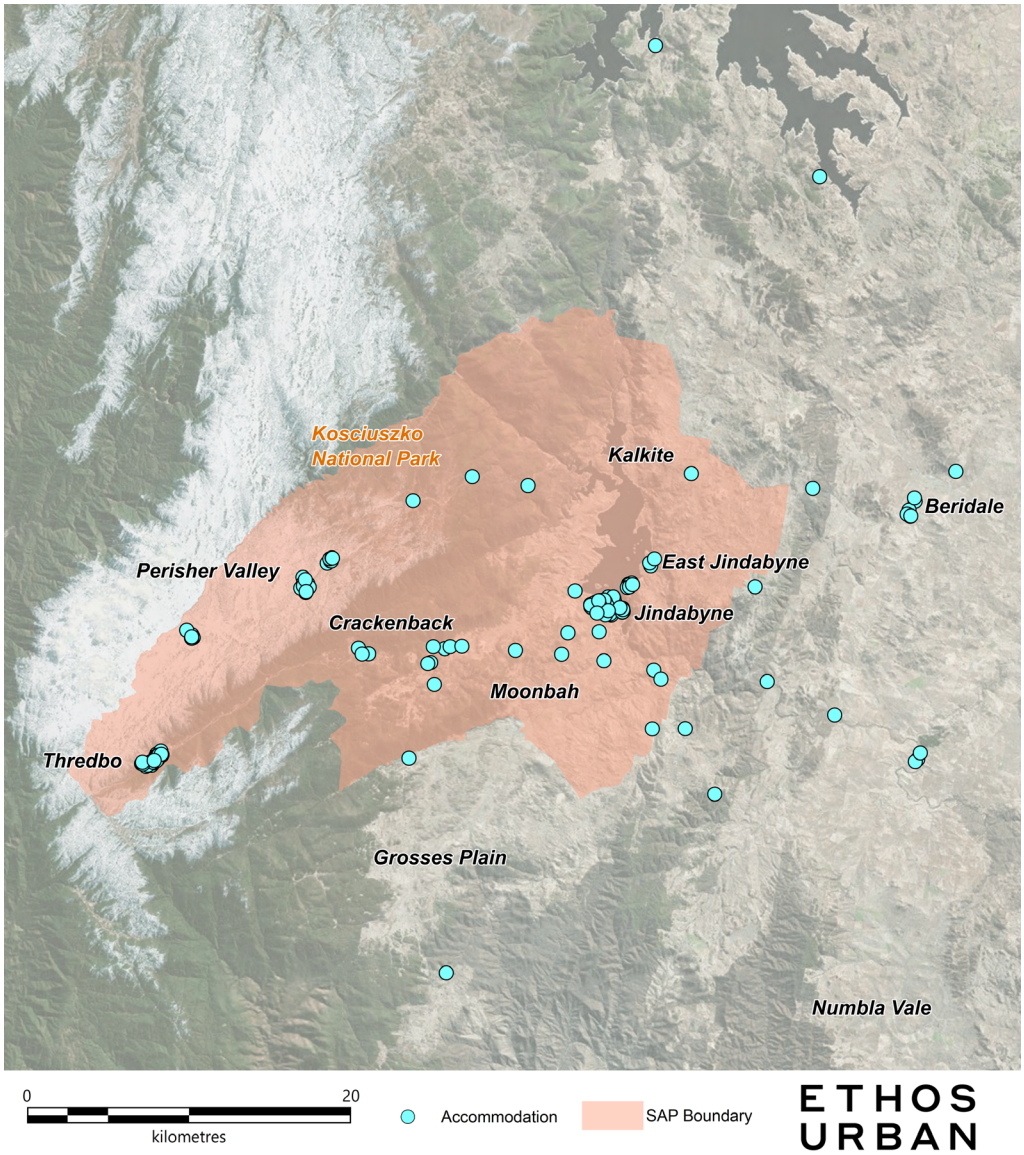


Figure 6: Distribution of accommodation providers
Source: Snowy Monaro Regional Council and Ethos Urban

To identify the number of rooms currently in supply, a desktop audit has been undertaken. The list of rooms provided through short term accommodation aligns with data collected and used in the Tourism Strategy by Stafford Strategy.

Hotel accommodation currently provides the largest proportion of room share across the study area at 33%. This is followed by Motels (16%) and Bed and Breakfasts (15%). These accommodation products are often booked for lone person visitors or couples, however they can supply up to two beds per room. These accommodation types are less flexible in accommodating other visitor groups such as a group of friends or relatives where more beds and bedrooms, and self-contained amenities are often a requirement.

Hostels often have multiple beds in one room, in the form of bunk beds, meaning the number of beds may be higher, however the share of rooms is lower. This accommodation product is appealing to seasonal workers, lone person visitors and groups of friends and or relatives that seek a social setting, low-cost accommodation and access to nearby amenity and entertainment.

The reported number of beds in **Table 8** reflects the findings from a desktop audit on current supply. The proportional split of rooms by accommodation type does not necessarily reflect visitor preferences as short-term accommodation supply is very constrained.

Table 8: Number of rooms currently in supply (2020)

Accommodation Type	Room	Proportion of total rooms
Hotel	1,467	33%
Motel	716	16%
Bed and Breakfast	648	15%
Lodges and Resorts	422	10%
Caravan, Camping and Holiday Park	339	8%
Apartments	321	7%
Chalets/Villas	147	3%
Holiday house	132	3%
Aparthotel*	121	3%
Hostels	38	1%
Farm Stay	35	1%
School and Church Accommodation	28	1%
Total	**4,414**	**100%**

Source: Ethos Urban, 2020 and Stafford Strategy, 2020

**A type of hotel providing self-catering apartments as well as ordinary hotel facilities*

Examples of the different types of short-term accommodation options are illustrated below for context.



National Parks and Wildlife Service (NPWS) implement bed cap numbers on the resorts in Kosciuszko National Park. **Table 9** reports the number of beds permitted under each lease as implemented by NPWS. There are 527 fewer beds in the resorts than permitted under the Plan of Management.

Table 9: Total Beds Permitted by Resort in Kosciuszko National Park

Resort	No. beds allocated	No. beds permitted
Charlotte Pass Village	Not reported	611
Thredbo	4,356	4,820
Guthega	272	330
Smiggin Holes	965	1,016
Perisher Valley	2,789	3,367
Selwyn Snowfields	36	50
Resort Area Total Beds	-	10,433
Total Beds	**8,418**	**10,960**

Source: NPWS, Schedule 8 Accommodation Bed Numbers Kosciuszko National Park, 2019

2.3 Affordable Housing

The number of permanent population households and the number of seasonal workers currently (2020) living in housing stress has been quantified. This has been calculated at the Snowy Monaro LGA geography.

2.3.1 Permanent population

Housing stress refers to households having trouble meeting their financial housing obligations in terms of rent and mortgage repayments. Data produced by Profile.ID for Snowy Monaro Regional Council has been used to identify the number of permanent households in housing stress. For those purchasing or renting, the standard methodology of households spending 30% or more of their gross household income on either rent or mortgage repayments is used.

As identified in **Table 10** below, 243 households (10.2%) with a mortgage in Snowy Monaro LGA are in housing stress. This is slightly lower than NSW at 12% (36,311 households). There are 568 (27.7%) households across the LGA in rental stress. In total, 811 (8.8%) of households in the LGA are in housing stress.

Table 10: Households in housing stress in Snowy Monaro Regional Council (LGA)

Type of housing stress	In Housing Stress	Not in Housing Stress
Renting	568	1,704
Mortgage	243	2,139

Source: Profile ID and ABS Census, 2016

Table 11 below shows the households with a mortgage in housing stress by income band. The proportion of very low households in mortgage stress in Snowy Monaro LGA (67.9%) is well above the rest of NSW (61.0%), signifying a significant need for affordable housing that supports very low-income workers, particularly essential workers in the SAP study area.

Incentives to ensure a proportion of affordable housing will direct the private sector to increase the provision of new builds that are affordable. This can be achieved through mechanisms such as a floorspace bonus if affordable housing is provided.

Low income and moderate-income households in mortgage stress in the LGA are below the rest of NSW.

Table 11: Mortgage stress by income Snowy Monaro LGA and NSW

Type of housing stress	Snowy Monaro LGA	Rest of NSW
Very low income	67.9%	61.0%
Low income	40.4%	50.2%
Moderate income	22.2%	33.5%

Source: Profile ID and ABS Census, 2016

In comparison to SA2 geographies at a regional scale, Cooma Region has the greatest number of households (147) in mortgage stress. Notably, Jindabyne-Berridale has the lowest number of households (23) estimated to experience mortgage stress across the region.

Table 12: Where mortgage stress is felt across the region (SA2 geography)

SA2	Number of households	Proportion of households
Cooma	63	14.5%
Queanbeyan	80	10.0%
Jindabyne- Berridale	23	9.8%
Bombala	70	9.0%
Cooma Region	147	5.1%

Source: Profile ID and ABS Census, 2016

In terms of rental stress, Cooma has the greatest number of households in rental stress (280), however Jindabyne-Berridale follows with 165 households. A major challenge for permanent residents in the SAP study area is relatively high rental prices as a result of minimal properties available on the long-term rental market and competition with seasonal workers who are also seeking long term tenancies. The dominance of the short-term rental market, driven by relatively high returns because of constrained supply and a sharp peak on demand over a short period of time means that many investor owners prefer to utilise dwellings as short-term rental properties rather than making them available for longer term rental. This challenge is reflected by the high proportion of households in rental stress.

Solutions to making affordable rental housing more accessible are discussed as part of the recommendations in Section 6. However, it is important to note that development incentives are only one option to encouraging the delivery of affordable housing.

Table 13: Where rental stress is felt across the region (SA2 geography)

SA2	Number of households	Proportion of households
Cooma	280	38.8%
Queanbeyan	109	18.8%
Jindabyne- Berridale	165	17.1%
Bombala	30	17.0%
Cooma Region	24	14.7%

Source: Profile ID and ABS Census, 2016

2.3.2 Seasonal workers

To quantify the number of seasonal workers living in housing stress, the following methodology has been used:

- It is assumed there are 2,612 seasonal workers (2020) as per the CIE forecast.
- $260 represents 30% of the median weekly income derived ($855) for seasonal workers. This is based on the hourly award[1] from a range of industries employing seasonal workers.
- NPWS report 435 staff beds in Kosciusko National Park[2], therefore it is assumed that the remaining seasonal workers (2,177) seek accommodation outside Kosciuszko National Park.
- A sample of 21 different accommodation options (summer and winter periods) was collected. To determine the number of affordable beds provided in Kosciusko National Park, the number of beds collected in the sample group with weekly rents below $260 was calculated, which accounted for only 20% of beds in the sample group.
- Based on this, it has been assumed that 20% of beds outside Kosciusko National Park are 'affordable', while the remaining 80% are unaffordable and represent more than 30% of median weekly income.

Housing stress: seasonal workers	
% of 'affordable beds'	20%
% of 'unaffordable beds'	80%
Number of seasonal workers in housing stress	1,742

2.4 Current Housing Market

This section undertakes an analysis of the sales and rental markets to identify the range of price points across the study area. It analyses historic residential development approvals to understand past development trends. It also looks at the residential development activity in the pipeline to gauge the type of housing product the market intends to deliver.

Appendix A provides greater detail on the sales and rental market for each sub-market in the SAP and provides an overview of current development activity in the pipeline.

2.4.1 Sales market

Figure 7 shows the median value of residential sales over the last four years by market and represents the median value of total houses and apartments.

The geography of sales markets reported in **Figure 7** differs to the submarket analysis in the previous section (ABS Census data) as different data sources have been used.

In the years to 2018, most markets across the study area performed well, increasing in median sales value annually. The performance of each market strongly reflects the role of each centre in housing the permanent population, accommodating the transient population and pressure for potential development potential.

At 2019-20 the median sales value of a house in the Jindabyne market was $750,000 and $377,500 for a unit. Despite the median sales values slightly lower than other markets, Jindabyne has traditionally had the greatest volume of transactions with the highest volume in 2016-17 (214 transactions) and the most recent sales year generating 130 transactions (2019-20). In the last five years, the market has grown at an annual compound growth rate of 12.4%. East Jindabyne achieved a growth rate slightly below this, at 11%. The slightly higher median sales value for a house ($824,500) in East Jindabyne supports the advice of local agents that permanent residents are choosing to live in East Jindabyne rather than Jindabyne due to amenity reasons and avoiding competition for housing with the transient population (seasonal workers and visitors).

The median sales value of vacant land has not been included in the analysis presented in **Figure 7**. For the Jindabyne market, vacant land sold in the year 2019-20 achieved a median sales value of $205,000. The vacant

[1] Australian Government Fair Work Ombudsman
[2] NPWS, Schedule 8 Accommodation Bed Numbers Kosciuszko National Park, 2019. Does not report staff beds in Thredbo.

lots sold ranged between 800sqm and 1,000sqm. East Jindabyne achieved a higher median sales value for vacant land over the same period at $265,000.

At year 2019-20 East Jindabyne and Tyrolean Village upheld the greatest median sales values. However, Tyrolean Village has a substantially lower volume of transactions compared to Jindabyne with only 4 transactions in the year 2019-20 and 9 the previous 12 months. The higher values reflect the small volume of housing supply and increasing demand for housing on the periphery of Jindabyne placing pressure on sales values.

Notably, the median sales value at the year 2018-19 in the Crackenback market was substantially greater than historic trends. This is driven by the transaction of larger lots at higher values. In the same year, the Kalkite market dropped to $390,000, below the value of the previous year. This looks to be driven by a smaller volume of transactions (12 compared to 16 the previous year) and a much smaller volume of units sold. Markets like these in the SAP study area have a significantly lower volume of transactions than Jindabyne and East Jindabyne, making historic trends difficult to measure.

Appendix A graphs sales value trends in more detail.

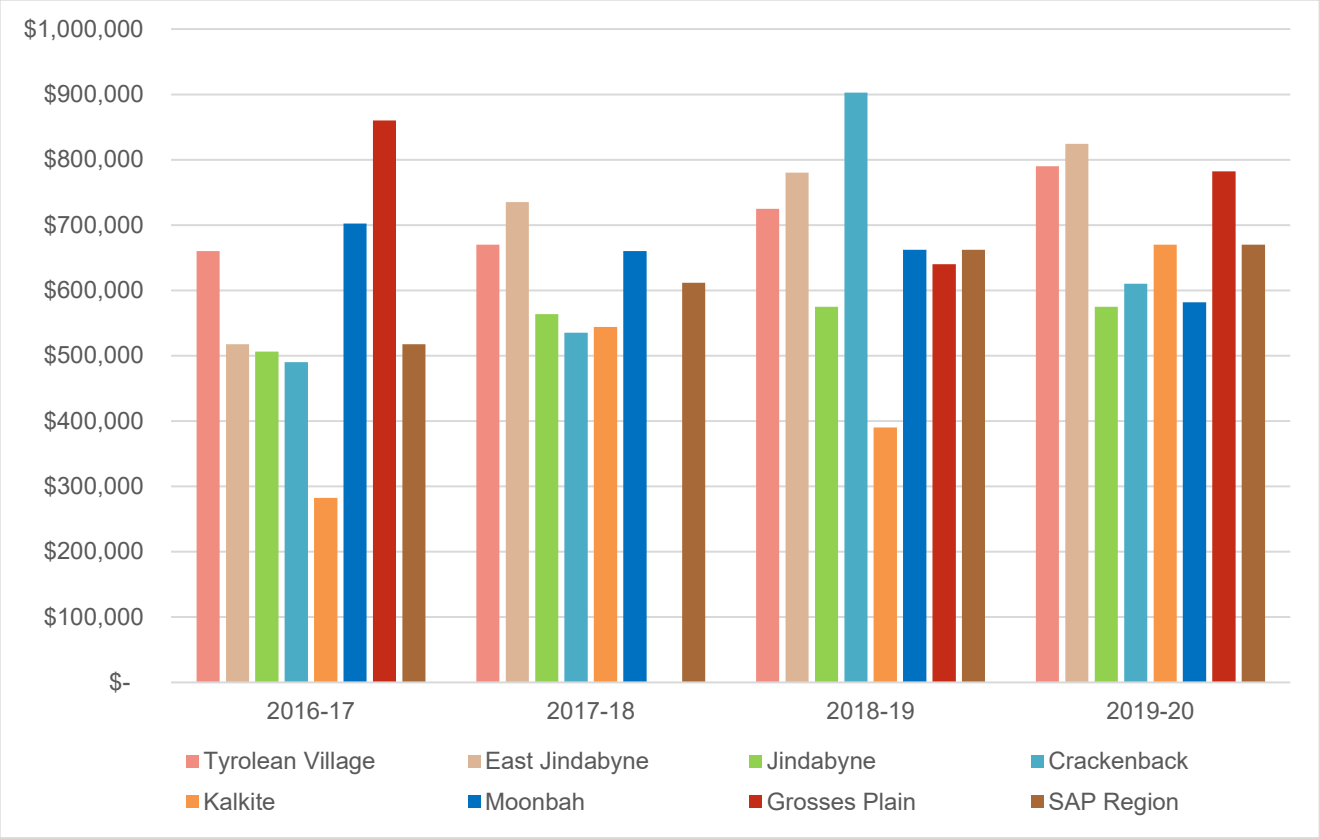


Figure 7: Median sales value (houses and units) by market
Source: Pricefinder and Ethos Urban

2.4.2 Rental market

The rental market is dictated by various factors, particularly in this unique market where permanent residents in the rental market are competing in a market that is driven by investors seeking higher returns from short term tourist accommodation. Long term rental accommodation is in short supply, and there is also limited demand for longer term rental accommodation because (in the absence of the SAP interventions to stimulate the economy) growth in employment is low and opportunities for permanent employment are limited. With affordability a key determinant of rental return for long term residential leases (because of relatively low wages), investor returns are often higher for short term tourist letting despite the relatively short peak season. The lack of available rental stock, low demand, and competition for suitable stock from the tourist market are the key influences on the rental market.

In Jindabyne, the current median weekly rental value for a house is $660 and $425 for a flat. This market has experienced the highest rental volumes since 2018.

The weekly rental value for a separate house in East Jindabyne ($1,300) is higher than Jindabyne, driven by the volume of supply and market demand for separate house rental options. Flat values are also higher at $540 per week. Yet, there are significantly more listed rental properties in Jindabyne (66) than East Jindabyne (15).

Across the housing market, there is low availability of rental stock which is driving the rise in rental values across the study area, clearly higher in some submarkets as identified above. The low supply of rental stock illustrates the preference of investor landlords to make properties available for short term holiday rentals as the financial return is often higher. Therefore, while in the key sub-market of Jindabyne there is a relatively high proportion of rental properties (35%), there is also a high proportion of unoccupied dwellings (31.2%), indicating that many dwellings classified as rental properties are unoccupied and likely used for holiday accommodation. This eliminates the available stock from the long-term rental market, placing greater pressure on rental values and threatening the number of households living in housing stress.

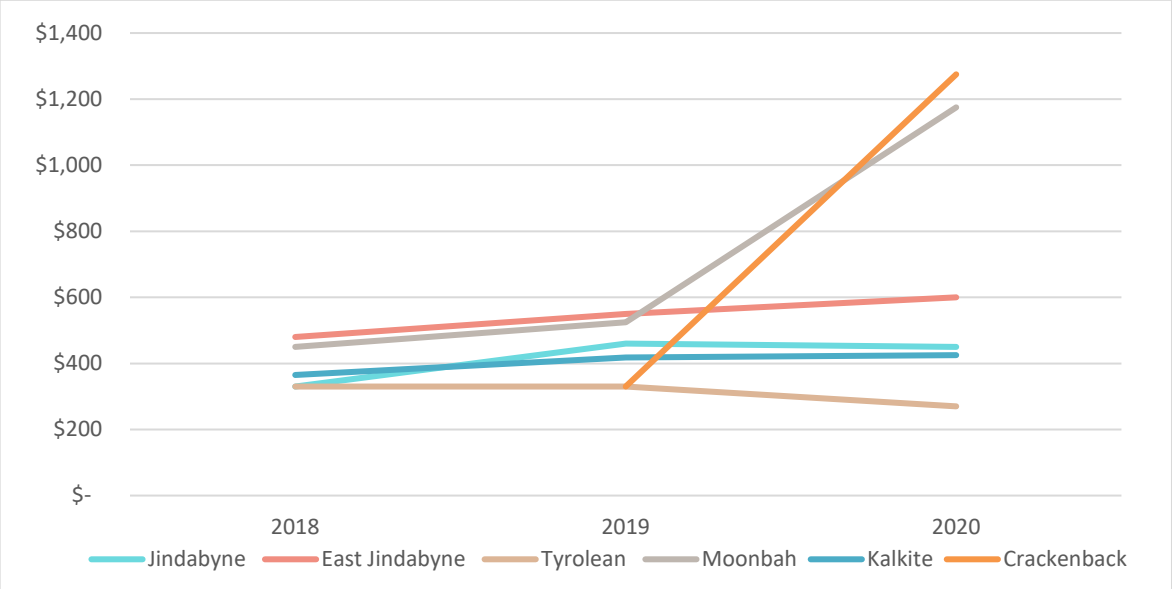


Figure 8: Weekly rental values by market
Source: Pricefinder and Ethos Urban

2.4.3 Housing for Aboriginal community groups

This section discusses the early stage in the planning process of understanding the housing needs of the Monero-Ngarigo people as part of supporting Return to Country and Remaining on Country.

Figure 9 below identifies land subject to Aboriginal Land Claims within the SAP precinct. Under the *Aboriginal Land Rights Act 1983*, this land recognises the traditional ownership rights of Aboriginal people in NSW.

It is understood that Return to Country is a key priority for Aboriginal people, particularly from the Monero-Ngarigo people. A major obstacle to Returning to Country is unaffordable housing in the region. Sustainable and stable employment opportunities are also a key consideration.

To help understand the housing needs of Aboriginal people in the Snowy Mountains region, consultation was undertaken with the NSW Aboriginal Housing Office (AHO). The AHO indicated that there are low levels of expressed demand for Aboriginal housing in the Snowy Mountains region and that there is currently no state owned or managed social or affordable housing in the SAP precinct provided specifically for Aboriginal people. Further, the AHO does not have established connections with local Aboriginal community groups or with Aboriginal community housing providers operating within the precinct.

AHO investment in new housing supply is informed primarily by expressed and projected levels of demand. Demand modelling based on census data and future Aboriginal population growth projections does not identify the Snowy Monaro Regional Council LGA as a priority for investment in new supply under the AHO's programs. The AHO therefore has no current plans to provide new Aboriginal social or affordable housing in the area through the upcoming 3-year delivery program.

Moving forward, if the SAP is to provide opportunities for Aboriginal people to both return to, and remain on, Country, there is a need for partnerships between Snowy Monaro Regional Council, AHO, DPE and local Aboriginal community groups to work towards making housing available and affordable. There will also need to be employment opportunities in the Snowy Mountains region to support Return to Country. Aboriginal land may present opportunities for both housing and targeted employment and business opportunities for Aboriginal people, and these opportunities should be further explored in partnership with the owners or claimants of these lands.

Given affordability is a major obstacle, affordable housing options will need to be provided through capital investment in new supply. There will be a need to understand in more detail what the housing requirements are in terms of location, housing size and structure. Whether new Aboriginal housing is delivered through DPE, Aboriginal community housing providers or through private-public partnership will be dependent on factors including land availability and funding.

As an outcome of the Snowy Mountains SAP Masterplan, ongoing consultation with Aboriginal community groups and the Aboriginal Housing Office should be undertaken to:

- Identify employment and economic development opportunities that could be a catalyst or enabler for Aboriginal people to live in the SAP area.
- Quantify demand, including the number of Aboriginal people, household structures, housing typologies, locational preferences, and affordability measures.
- Establish targets for dedicated Aboriginal housing that support aspirations to return or remain on Country.

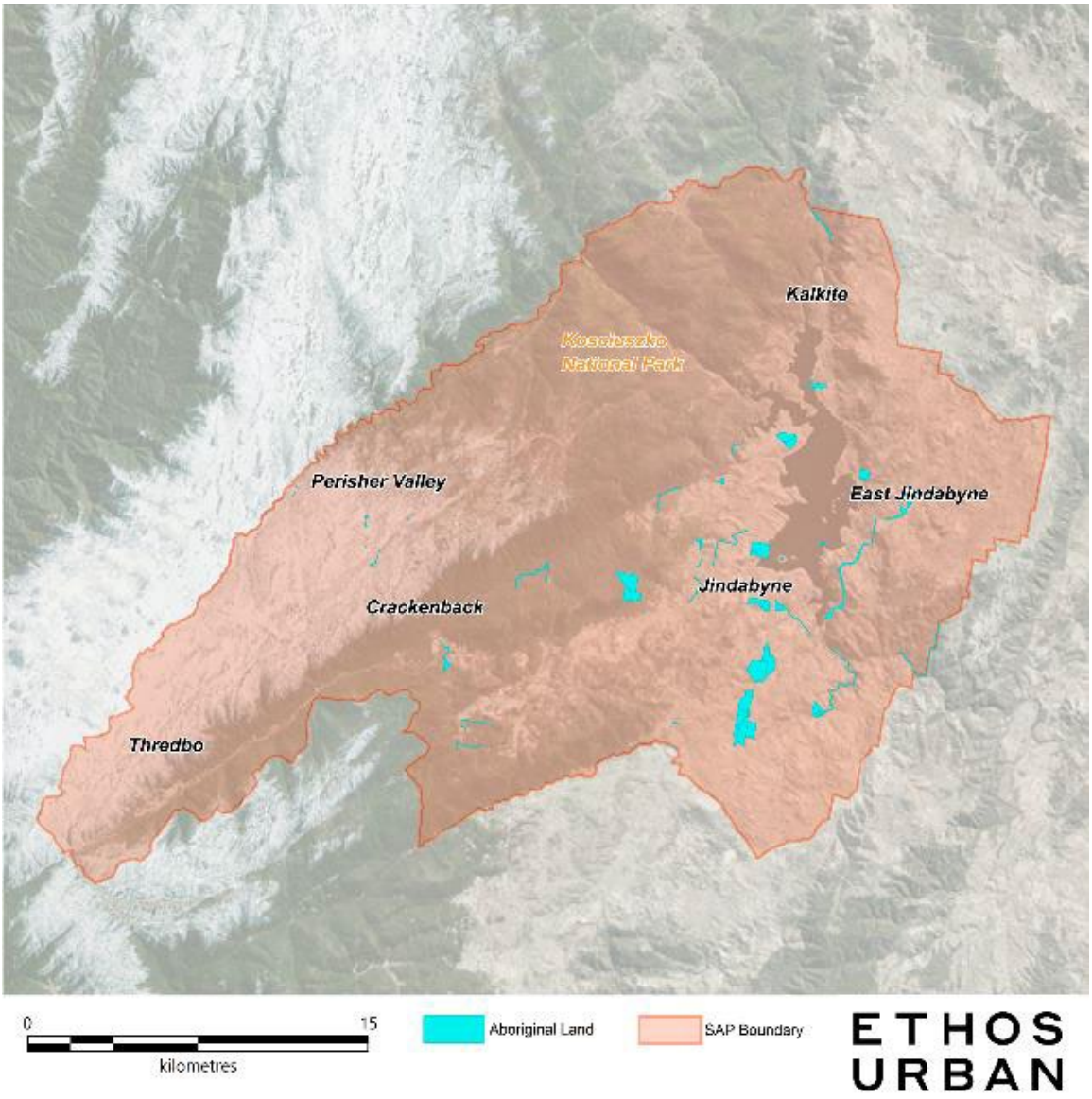


Figure 9: Aboriginal Land Claims
Source: NSW DPE and Ethos Urban

2.5 Summary

2.5.1 Current housing profile

- At 2016, the population of the study area was approximately 5,600 people. Because of SA1 boundaries extending beyond the DPE's defined SAP Study Area, this population includes a small number of people who live outside the SAP Study Area.
- Jindabyne and East Jindabyne have the largest populations with approximately 2,350 and 800 people, totalling 56% of the study area population. Other parts of the study area have very low population densities in rural, rural residential or small village settlement patterns.
- Across the study area, Census data reports 2,984 private occupied dwellings and 880 unoccupied private dwellings. The highest volume of unoccupied dwellings is in the Jindabyne submarket, accounting for 43% of dwellings this submarket.
- Separate houses are the dominant housing structure across the study area, reflecting the role of each submarket as a regional town or village.

- Aligned with housing structure types, family households are the dominant household type, reflecting the high proportion of the population in the 40-44 age group.
- Relative to the rest of the study area, Crackenback, Jindabyne and East Jindabyne submarkets have more diverse housing options, with a mix of separate houses, semi-detached and some flats. Jindabyne has larger proportions of semi-detached and flat dwellings and provides a mix of tenure types for the permanent population and seasonal workers.
- Group households have a greater presence in Jindabyne highlighting demand for larger (more bedrooms) and affordable houses in this submarket which heightens over the peak visitation periods, as seasonal workers increased demand for shared accommodation.
- Lone person households make up high proportions of total households in Kalkite, Numbla Vale and Jindabyne submarkets. There is a low supply of 1- and 2-bedroom dwellings in these submarkets, indicating a gap in the availability of suitable housing that matches market need.
- There are around 600 people over the age of 65 living in the study area. As the population continues to age, consideration of older persons future housing needs is important. There is currently no supply of aged-care or seniors living accommodation in the SAP study area. Those who require supported aged care living are forced to relocate out of the SAP study area, yet often stay in the region (such as Berridale and Cooma and sometimes Canberra for greater needs). The supply of smaller (fewer bedroom) dwellings is low, and there is a need to ensure sufficient supply of housing to meet the needs of downsizers.
- There are 243 households (10.2%) with a mortgage in Snowy Monaro LGA in housing stress. Within the SAP Study Area, affordability is a key issue for renters and seasonal workers in particular, because the local housing markets in locations where the greatest demand exists are dominated by pricing and availability that is geared towards the short-term tourist accommodation market.

2.5.2 Housing market

- At 2019-20 the median sales value of a house in the Jindabyne market was $750,000 and $377,500 for a unit. Despite the median sales values slightly lower than other markets, Jindabyne has traditionally had the greatest volume of transactions with the highest volume in 2016-17 (214 transactions). In the last five years, the market has grown at an annual compound growth rate of 12.4%. East Jindabyne achieved a growth rate slightly below this, at 11%.
- The Jindabyne market has the greatest supply of diverse housing options. It has a high proportion of households in the rental market and highest rental volumes highlighting increasing pressure for housing from both permanent residents and seasonal workers.
- The variance in rental values across the area indicates strong competition driven by seasonal workers and short-term accommodation seekers. Often seasonal workers have a maximum budget for rental accommodation; however, consultation with local agents found that rental properties are taken-up at higher values and result in over-crowding with seasonal workers increasing the number of tenants to reduce the value per person per week.
- This is resulting in rental affordability issues for the local permanent population. Increasing land values across the study area will likely result in home ownership becoming increasingly out of reach, placing pressure on the rental market to house permanent residents who will also be competing with seasonal workers for affordable rental housing in a market that is likely to continue to be dominated by short term holiday rentals which provide greater investor returns.
- There is some development activity in the pipeline, most in the form of large lot subdivision delivering minimum 3,000sqm lots. If the Planning Proposals seeking the rezoning of rural land are approved, together, the sites will contribute 23 new dwellings to the current supply. Notably, these Planning Proposals are on hold until the Snowy Mountains SAP Masterplan is prepared.
- The relatively large lot sizes proposed will not meet projected demand or contribute to improved affordability for permanent residents and will offer limited diversity of household size and dwelling typologies to meet projected demand.
- There is some developer interest in the SAP area with three landowners expressing future development intent, however these are in the early stages of the planning process.

3.0 Housing and Accommodation Demand Methodology

This section outlines the methodology applied to Ethos Urban's housing demand model to calculate the housing and accommodation need for the permanent population, visitors and seasonal workers. Resident population, seasonal worker and visitor forecasts produced by the Centre for International Economics (CIE) (December 2020) have been used in Ethos Urban's housing demand model, driving the housing and accommodation outputs.

Appendix B lists the data and assumptions applied the Ethos Urbans housing demand model.

3.1 Calculating forecast residential housing need

Resident population forecasts to the year 2061 have been produced by the CIE (2020) and inform planning for future housing need in the Snowy Mountains SAP.

The CIE forecasts have been generated at the Jindabyne- Berridale Statistical Area 2 (SA2) geography, which covers a substantially larger area than the Snowy Mountains SAP study area defined by DPE and includes the township of Berridale. At 2016, the population of Berridale (Urban Centres and Localities) was 957[3].

The township of Berridale has not been included in planning for the Snowy Mountains SAP. Therefore, to align forecast housing demand with the study area geography and project objectives of the Snowy Mountains SAP, assumptions have been applied to Ethos Urban's housing demand model to direct growth in the SAP study area. Berridale township has been excluded from the model, and it is assumed that 10% of forecast growth will occur at the township of Berridale and elsewhere outside the SAP study area.

Using the CIE forecasts, the Ethos Urban housing demand model has determined the total number of houses needed to meet the dwelling requirements of the forecast resident population.

The methodology applied takes the forecast population in private dwellings (not persons in non-private dwellings e.g., hostels, hospitals, aged care etc) divided by average household size[4], which determines the number of occupied private dwellings. This is multiplied by the current occupancy rate of 68.8%, to determine the dwelling housing need through to 2061.

It is assumed the existing (at 2016) unoccupied dwellings (31.2%) will continue to not be available for the permanent population. These unoccupied dwellings therefore do not contribute to the analysis of available housing supply for permanent residents. It is assumed that unoccupied dwellings are largely used for short term accommodation or as holiday houses for owners. The forecast demand for visitor accommodation (below) therefore factors in use of dwellings for short term accommodation and estimates additional demand based on projected visitor growth. The forecasts of housing demand to cater for projected future growth do not assume that 31.2% of new dwellings will be unoccupied.

Further detail regarding data and assumptions is presented in **Appendix B**.

3.2 Calculating forecast visitor accommodation need

The visitor forecasts produced by the CIE (2020) have informed the basis for modelling short-term accommodation demand.

The methodology to identify the need for future visitor accommodation takes the total number of visitor nights in August (August has the highest total number of visitor nights, throughout all forecast years) and divides by 31 days to establish the peak visitor demand on any one day.

The next step in the methodology divides the peak visitors into a proportional split by demographic group, including lone traveller, adult couple, family group and friends/relatives[5]. An appropriate unit split for each demographic group

[3] ABS Census, 2016
[4] Assumes average household size of 2.2. This provides for a degree of flexibility and a buffer to avoid undersupply as 2016 Census reports average household size of 2.4.
[5] Proportional split of visitors by demographic group uses data from Destination NSW Snowy Mountains Visitor Profile report (year ending March 2020)

has been assumed based on Destination NSW data (see Appendix B) and multiplied out to determine the total bedroom and dwelling requirements.

The CIE has identified short-term uncertainty due to COVID-19 in earlier years and commences the forecast period at 2025. To align with reporting at 5-year intervals, the modelled outputs commence at the year 2026.

Further detail regarding data and assumptions is presented in **Appendix B.**

3.3 Calculating forecast seasonal worker accommodation need

The seasonal worker forecasts produced by the CIE (2020) have informed the basis for modelling short-term accommodation demand.

It is assumed that the seasonal workforce at the peak period is 80%. This assumption is based on not 100% of seasonal workers working all year around and a fairly high proportion of demand for work in the winter months. Therefore, the forecast seasonal workers is 80% of the CIE's forecast in order to appropriately translate temporary accommodation needs.

Using the CIE seasonal worker forecasts, we have assumed a series of living arrangements for the number of persons by unit, including hotel/motel (30%), shared housing (30%), caravan park (10%) and hostel (30%). This has been informed by consultation, professional judgement and experience in other tourism locations.

To overcome crowding issues apparent amongst accommodation occupied by seasonal workers, a number of seasonal workers per room by living arrangement has been assumed. This includes hotel/motel (1.5 workers), shared house (2 workers), caravan park (2 workers) and hostel (4 workers). Based on these arrangements, the number of seasonal workers in each living arrangement, is divided by the number of workers per room.

4.0 Key Findings: Future Housing Profile

This section profiles the future housing and accommodation need for the permanent population, visitors and seasonal workers through to the year 2061. Resident population, seasonal worker and visitor forecasts produced by the Centre for International Economics (2022) have been used in Ethos Urban's housing demand model, driving the housing and accommodation outputs.

Appendix B lists the data and assumptions applied to Ethos Urban's housing demand model.

4.1 Future resident population

Table 14 below reports the forecast resident population in 5-year increments through to the year 2061. Population growth rates are highest in the early years of the forecast period, to 2036, with growth rates of between 2.7-3.2%. Beyond 2036, rates of population growth decline. Under all scenarios, the population peaks around 2046 to 2051 then plateaus to 2061.

Table 14: Forecast resident population for the Snowy Mountains SAP to 2061

Forecast Resident Population	2020 (baseline forecast)	2026	2031	2036	2041	2046	2051	2056	2061
Original Scenario	*6,559*	*7,707*	*8,349*	*9,791*	*10,589*	*10,837*	*10,851*	*10,775*	*10,687*
Resident Population Growth 2020-2061		*1,148*	*1,791*	*3,233*	*4,030*	*4,279*	*4,292*	*4,217*	*4,128*
Feedback Scenario	*6,559*	*6,824*	*7,703*	*8,645*	*9,005*	*9,192*	*9,259*	*9,255*	*9,218*
Resident Population Growth 2020-2061		*266*	*1,145*	*2,087*	*2,446*	*2,633*	*2,700*	*2,697*	*2,659*
Enhanced Scenario	*6,559*	*6,847*	*8,367*	*9,757*	*10,337*	*10,624*	*10,683*	*10,680*	*10,645*
Resident Population Growth 2020-2061		*288*	*1,808*	*3,199*	*3,779*	*4,065*	*4,124*	*4,122*	*4,086*

Source: The Centre for International Economics and Ethos Urban, December 2020

4.2 Future resident population housing need

The resident population forecasts reported above (**Table 14)** are used to inform the future housing requirements generated by Ethos Urban's housing demand model.

The forecast number of private dwellings in the SAP study area is based on the population forecasts prepared by the CIE. Based on the CIE's population estimate for the year 2020, the occupied private dwelling requirement in 2020 is 2,981.

Adopting the population forecasts provided by the CIE, **Table 15** and **Figure 10** summarise projected resident population housing demand in the Snowy Mountains SAP study area for each of the scenarios.

Forecast resident dwelling demand is based on an average household size of 2.2 people. It is assumed that the currently unoccupied dwellings (31.2%) (from the 2016 census) will not be available for the permanent population throughout the forecast period. the forecast demand for new dwellings assumes that all new dwellings will be occupied by permanent residents.

Demand for visitor accommodation is addressed in **Section 4.3**.

Table 15: Forecast resident population translated to dwelling requirements to 2061

Dwelling demand	2020 (baseline estimate)	2026	2031	2036	2041	2046	2051	2056	2061
Original Scenario	2,981	522	814	1,469	1,832	1,945	1,951	1,917	**1,877**
Feedback Scenario	2,981	121	520	949	1,112	1,197	1,227	1,226	**1,209**
Enhanced Scenario	2,981	131	822	1,454	1,718	1,848	1,875	1,874	**1,857**

Source: The Centre for International Economics, March 2022 and Ethos Urban

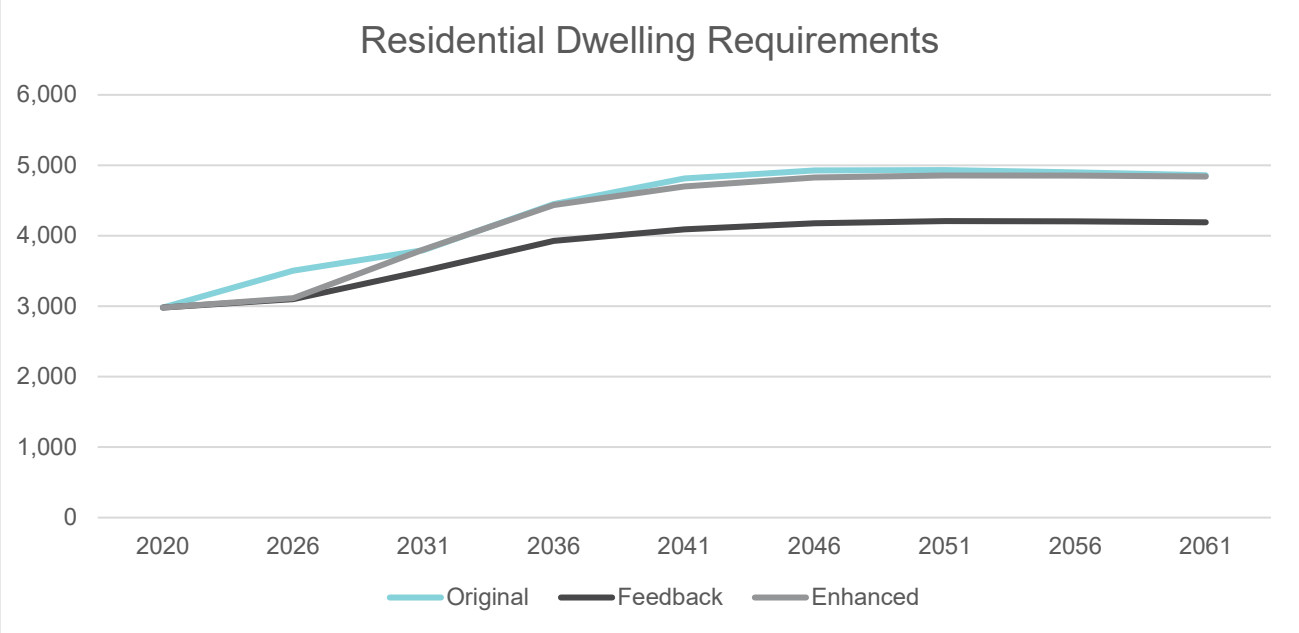


Figure 10: Forecast resident population and dwelling requirement for the Snowy Mountains SAP

Source: The Centre for International Economics, March 20220 and Ethos Urban

4.2.1 Forecast dwelling demand by number of bedrooms

The forecast dwelling requirement by dwelling type is based on the following split of bedrooms per dwelling:

- 1-bedroom: 7.6%
- 2-bedroom: 25.6%
- 3-bedroom: 34.9%
- 4+ bedroom: 31.9%

Table 16 shows the additional dwellings needed by number of bedrooms over the forecast period.

Table 16: Additional dwellings needed by number of bedrooms for the Snowy Mountains SAP to 2061

Bedrooms	2020 (baseline estimate)	2026	2031	2036	2041	2046	2051	2056	2061
Original Scenario									
1-bedroom	225	39	62	111	139	147	148	145	142
2-bedroom	764	134	209	376	469	498	500	491	481
3-bedroom	1,041	182	284	513	640	679	681	669	655
4+ bedroom	951	166	260	469	584	620	622	611	598
Total additional dwellings	**2,981**	**522**	**814**	**1,469**	**1,832**	**1,945**	**1,951**	**1,917**	**1,877**
Feedback Scenario									
1-bedroom	225	9	39	72	84	91	93	93	91
2-bedroom	764	31	133	243	285	307	314	314	310
3-bedroom	1,041	42	182	331	388	418	429	428	422
4+ bedroom	951	39	166	302	355	382	391	391	386
Total additional dwellings	**2,981**	**121**	**520**	**949**	**1,112**	**1,197**	**1,227**	**1,226**	**1,209**
Enhanced Scenario									
1-bedroom	225	10	62	110	130	140	142	142	140
2-bedroom	764	34	211	372	440	473	480	480	476
3-bedroom	1,041	46	287	508	600	645	655	654	649
4+ bedroom	951	42	262	464	548	589	598	597	592
Total additional dwellings	**2,981**	**131**	**822**	**1,454**	**1,718**	**1,848**	**1,875**	**1,874**	**1,857**

Source: The Centre for International Economics, September 2020 and Ethos Urban, October 2020

4.2.2 Forecast dwelling demand by type and location

Figure 11 translates forecast resident population growth into demand for different housing types, broadly categorised into detached housing (60%), semi-detached - townhouses and terraces (20%) and apartments (20%). This aligns with the forecast demand for dwelling sizes as discussed in **Section 0**.

The demand for 3-bedroom and 4+ bedroom dwellings is expected to be delivered through a mix of semi-detached and detached dwellings, and a relatively small number of 3-bedroom apartments. The majority of demand for 3 and 4+ bedroom dwellings is best able to be met with the SAP area through new greenfield land on the urban fringes of Jindabyne and East Jindabyne. Planning controls to enable greater diversity of housing stock to be delivered in greenfield areas will assist with the supply of appropriate dwelling types and sizes. A small proportion (up to 10% of total new dwelling stock) will be delivered as rural residential in locations beyond the urban boundary of Jindabyne and East Jindabyne. Opportunity sites are further discussed in the following chapter.

It is expected that 1-bedroom and 2-bedroom dwellings will be delivered predominantly through a mix of medium density dwellings (such as townhouses, villas, and duplexes) and low rise apartments, with a small number of 2-bedroom detached dwellings. Some 3-bedroom dwellings are also anticipated to be located in medium to high density dwelling types.

- Up to 40% infill development to accommodate the majority of one and two-bedroom and a small proportion of 3-bedroom dwellings.
- At least 50% greenfield development to accommodate a majority of demand for 3 and 4+ bedroom dwellings and a small proportion of 2-bedroom medium density dwellings or dwelling houses.
- Up to 10% rural residential development predominantly as 4+ bedroom dwellings.

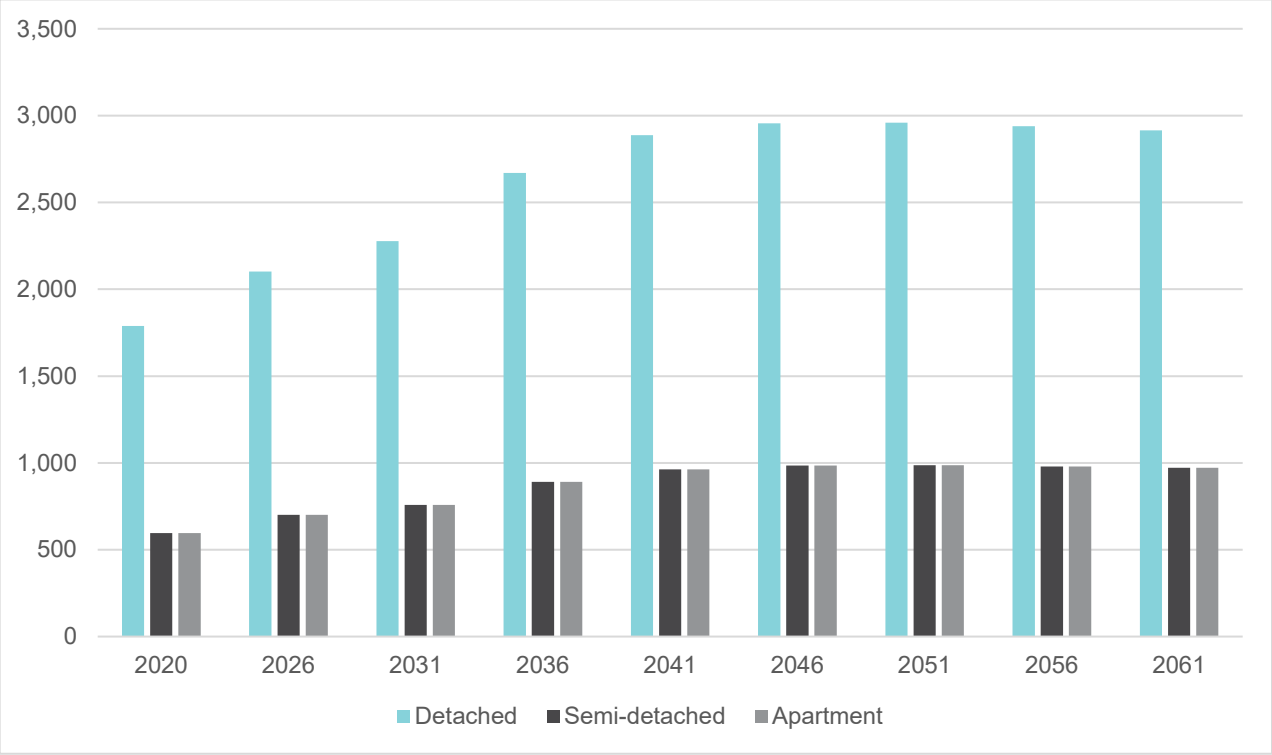


Figure 11: Forecast dwelling requirement by dwelling type for the Snowy Mountains SAP – Original scenario

Source: The Centre for International Economics, March 2022 and Ethos Urban

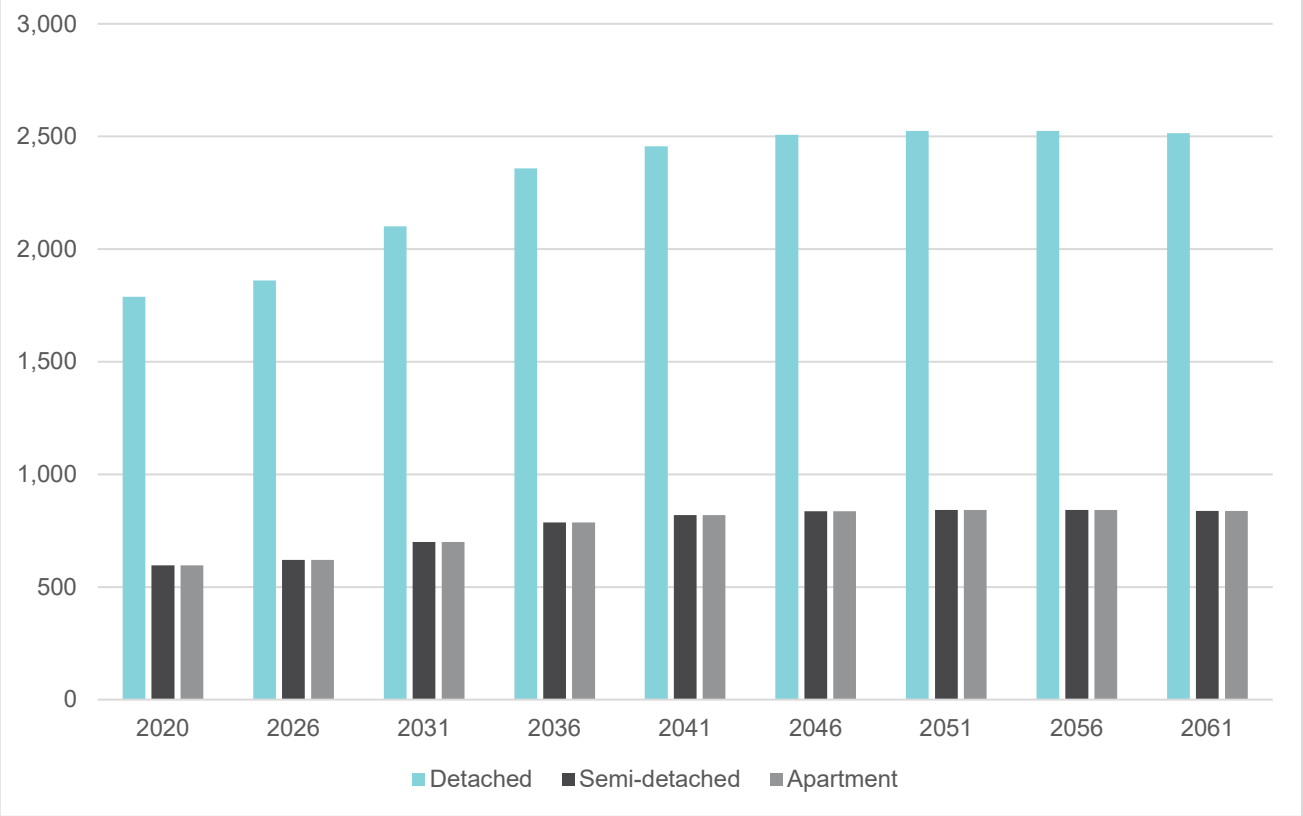


Figure 12: Forecast dwelling requirement by dwelling type for the Snowy Mountains SAP – Feedback scenario

Source: The Centre for International Economics, March 2022 and Ethos Urban

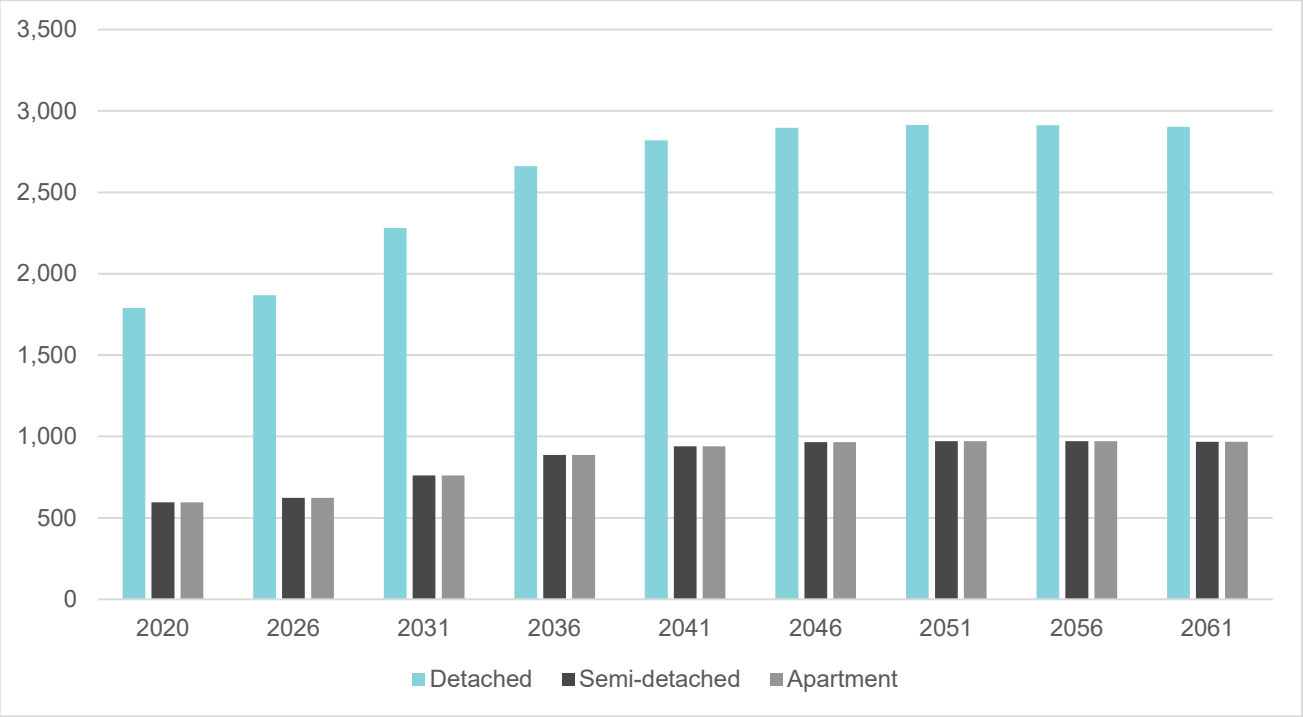


Figure 13: Forecast dwelling requirement by dwelling type for the Snowy Mountains SAP – Enhanced scenario

Source: The Centre for International Economics, March 2022 and Ethos Urban

4.3 Future visitor accommodation need

This section forecasts the future number of visitors for the SAP study area, breaks down the forecast visitors into demographic groups and translates this forecast to bedroom and dwelling requirements.

Table 17 shows peak visitor demand on any one night in August is greatest in the medium term (2036-2041) with increasing demand in the winter months driving high visitation forecasts.

An objective of the Snowy Mountains SAP is to reduce the seasonal visitation peak by increasing visitation in the non-winter months. The CIE visitor forecasts show peak visitor demand starts to reduce in the long term as a result of reduced demand in the winter months and increasing visitation in the summer months in the longer term. However, in terms of peak overnight visitation, winter months are projected to still generate the highest accommodation demand (per night). This trend is most pronounced in the Original scenario, which has the largest visitation peak in 2041 and most significant decline in visitor nights through to 2061. The Feedback and Enhanced scenarios still have peaks in the middle of the forecast period, but are projected to experience less significant declines in peak visitor nights. The enhanced scenario also indicates strong growth in non-winter peak visitation (in January, which is the highest visitor night month in the non-winter period. January visitor nights in 2061 for the Enhanced Scenario are in the order of 90% of the peak winter visitor nights, and demonstrate much stronger growth throughout the forecast period compared to winter growth. There is also a more linear growth pattern in the summer peak compared to the curved peak and decline for winter, indicating more sustainable long term growth.

This trend poses the question of how to plan for new housing and accommodation supply when the peaks in visitor numbers and population growth occur at different times in the forecast period. There is a risk that catering for peak visitor demand (in 2041) will result in an over-supply of tourist accommodation as peak visitor nights are forecast to reduce after that date to the end of the forecast period. However, as the permanent population increases at a steadier rate to 2051 and is forecast to experience a less significant decline to 2061, there is the potential for adaptable accommodation stock (i.e. Self-catered apartments, townhouses or dwellings) to be used for tourist accommodation in the short to medium term, and transition to providing permanent accommodation in the longer term. Issues of affordability and suitability would need to be addressed to ensure that dwellings are readily adaptable to different accommodation needs, and that price points are appropriate to meet the market. This issue is further explored in the recommendations in **Section 6.**

To determine an appropriate supply of visitor accommodation, the forecast requirements for 2061 have been adopted as they are taken to be a longer term and more sustainable indication of demand. Higher projected demand in the middle of the forecast period reflects continued dominance of winter seasonal visitation. Longer-term visitor projections are more consistent with the objectives of the SAP to reduce seasonal fluctuation as they are driven by stronger visitation in the summer months and less variance between winter and non-winter months.

Table 17: Peak nightly visitors in August in the Snowy Mountains SAP to 2061

	2020* (baseline forecast)	2026	2031	2036	2041	2046	2051	2056	2061
Original Scenario									
Peak overnight visitors at any one night	16,264*	18,347	21,335	25,372	25,755	24,857	23,585	22,425	21,332
Additional peak overnight visitors (2020-2061)	-	2,083	5,071	9,108	9,491	8,593	7,321	6,161	5,068
Feedback Scenario									
Peak overnight visitors at any one night	16,177	17,330	18,363	21,583	21,758	21,428	21,016	20,547	19,951
Additional peak overnight visitors (2020-2061)		1,152	2,186	5,406	5,581	5,251	4,839	4,370	3,774
Enhanced Scenario									
Peak overnight visitors at any one night	16,177	17,741	19,560	23,415	23,761	23,277	22,685	22,155	21,495
Additional peak overnight visitors (2020-2061)		1,563	3,383	7,238	7,584	7,100	6,508	5,978	5,318

Source: The Centre for International Economics, March 2022 and Ethos Urban
** The CIE forecasts note short term uncertainty due to COVID-19 to 2025.*

The next step in the analysis divides peak visitor demand into different demographics including lone traveller, adult couple, family group and friends/relatives. The proportional split by visitor demographics is based on evidence from the Destination NSW Snowy Mountains Visitor Profile report (year ending March 2020) (refer to **Appendix B**). This demographic split is the basis for determining the number of bedrooms and dwellings required to meet the forecast visitor demand. The greatest forecast demand for short term visitor accommodation over the forecast period is expected to be driven by the friends/relatives demographic group.

Data in the Destination NSW Snowy Mountains Visitor Profile report (year ending March 2020) indicates that adult couple and family groups share the same proportion of visitation. It is assumed that this demographic split will remain through the forecast period, hence the similar growth patterns expected for these groups.

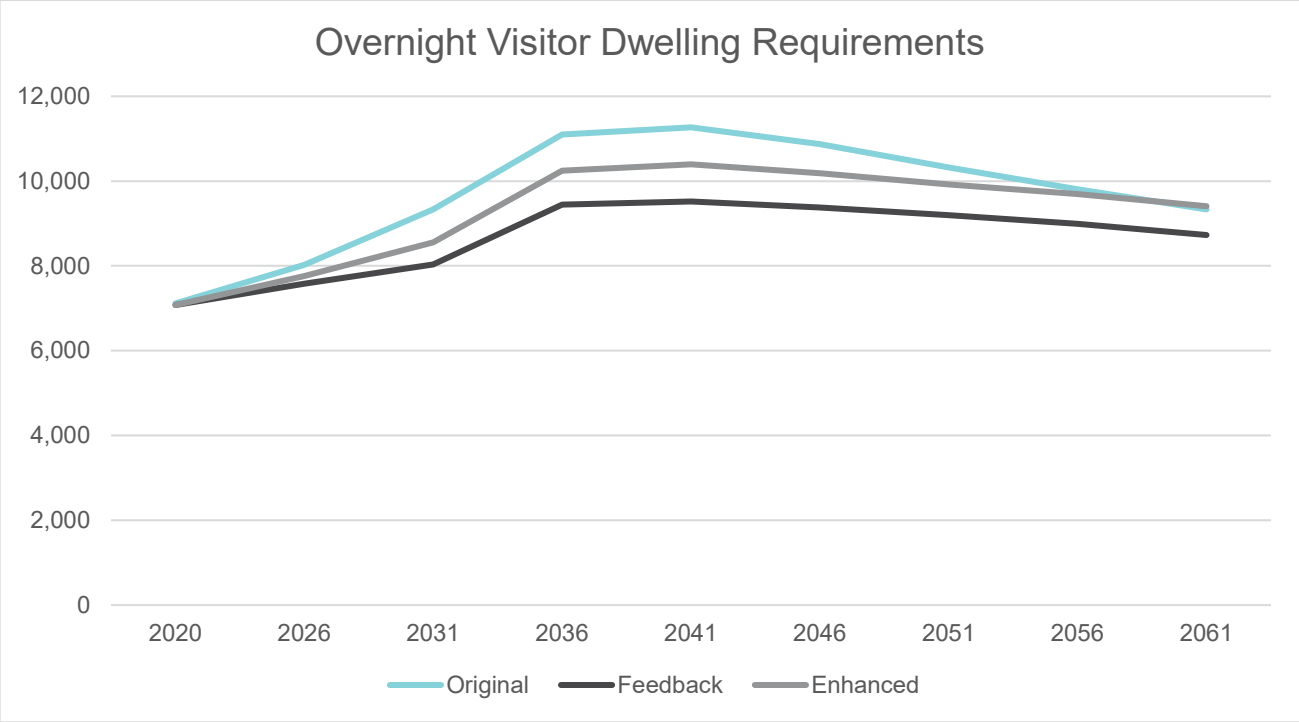
Overall demand for visitor accommodation units under each scenario is illustrated in summary for the 2020-2061 forecast period in **Figure 14**.The break-down of demand for short-term accommodation units by type for the Original, Feedback and Enhanced Scenarios are presented in **Table 18**, **Table 19** and **Table 20**. The Enhanced scenario predicts slightly higher (but similar, given the long term forecast period) demand for accommodation units to the Original Scenario in 2061.

The greatest need is for the delivery of new accommodation products that provide bedrooms for couples and lone person travellers, or 2 persons per bedroom, in the form of hotel, motel and B&B accommodation.

Hotels have significant medium-term demand, to 2041. This is consistent with findings in the SAP Tourism Study, which identified that there is a gap in the short-term accommodation market for 3- and 5-star hotel accommodation. An objective of the SAP is to grow the local economy and new hotels present an opportunity to increase the supply of new local jobs, provide premium products that attract the high-end tourism market and accommodation for business trips.

However, as visitor forecasts drop off in the longer term, the number of additional accommodation units needed across all types of accommodation reduces.

Figure 14: Visitor accommodation demand 2020-2061



It is important to note that the actual peak in projected overnight visitation occurs in 2041, with peak demand reducing from that point to 2061 due to reduced seasonality. As the 2041 peak visitation occurs in the winter months, and the key objective of the SAP is to reduce the seasonality of visitation, the 2061 demand has been adopted as an economically sustainable peak demand and used to calculate requirements for additional visitor accommodation. Flexibility in the supply of accommodation (so that accommodation is available for visitor use in the peak periods, and transitions to other use outside those times) may assist in meeting the highest winter peaks in the middle of the forecast period.

Table 18: Additional number of short-term accommodation units in the Snowy Mountains SAP to 2061 – Original Scenario

Type	2020* (baseline forecast)	2026	2031	2036	2041	2046	2051	2056	2061
Hotel	2,365	303	737	1,324	1,380	1,249	1,064	896	737
Motel	1,154	148	360	646	674	610	520	437	360
Bed and Breakfasts	1,045	134	326	585	610	552	470	396	326
Lodges and Resorts	680	87	212	381	397	359	306	258	212
Caravan, Camping and Holiday Park	546	70	170	306	319	289	246	207	170
Apartments	517	66	161	290	302	273	233	196	161
Chalets/Villas	237	30	74	133	138	125	107	90	74
Holiday house	213	27	66	119	124	112	96	81	66
Aparthotel	195	25	61	109	114	103	88	74	61
Hostels	61	8	19	34	36	32	28	23	19
Farm Stay	56	7	18	32	33	30	25	21	18
School and Church Accommodation	45	6	14	25	26	24	20	17	14
Total Additional Unit Requirement	**7,116**	**+911**	**+2,218**	**+3,985**	**+4,152**	**+3,759**	**+3,203**	**+2,695**	**+2,217**

Source: The Centre for International Economics, March 2022 and Ethos Urban
**The CIE forecasts note short term uncertainty due to COVID-19 to 2025.*

Table 19: Additional number of short-term accommodation units in the Snowy Mountains SAP to 2061 – Feedback Scenario

Type	2020* (baseline forecast)	2026	2031	2036	2041	2046	2051	2056	2061
Hotel	2,352	168	318	786	811	764	704	635	549
Motel	1,148	82	155	384	396	373	343	310	268
Bed and Breakfasts	1,039	74	140	347	358	337	311	281	242
Lodges and Resorts	677	48	91	226	233	220	202	183	158
Caravan, Camping and Holiday Park	544	39	73	182	188	176	163	147	127
Apartments	515	37	70	172	178	167	154	139	120
Chalets/Villas	236	17	32	79	81	77	71	64	55

Type	2020* (baseline forecast)	2026	2031	2036	2041	2046	2051	2056	2061
Holiday house	212	15	29	71	73	69	63	57	49
Aparthotel	194	14	26	65	67	63	58	52	45
Hostels	61	4	8	20	21	20	18	16	14
Farm Stay	56	4	8	19	19	18	17	15	13
School and Church Accommodation	45	3	6	15	15	15	13	12	10
Total Additional Unit Requirement	**7,077**	**504**	**956**	**2,365**	**2,442**	**2,297**	**2,117**	**1,912**	**1,651**

Source: The Centre for International Economics, March 2022 and Ethos Urban
**The CIE forecasts note short term uncertainty due to COVID-19 to 2025.*

Table 20: Additional number of short-term accommodation units in the Snowy Mountains SAP to 2061 – Enhanced Scenario

Type	2020* (baseline forecast)	2026	2031	2036	2041	2046	2051	2056	2061
Hotel	2,352	227	492	1,052	1,103	1,032	946	869	773
Motel	1,148	111	240	514	538	504	462	424	377
Bed and Breakfasts	1,039	100	217	465	487	456	418	384	342
Lodges and Resorts	677	65	142	303	317	297	272	250	222
Caravan, Camping and Holiday Park	544	53	114	243	255	239	219	201	179
Apartments	515	50	108	230	241	226	207	190	169
Chalets/Villas	236	23	49	105	110	103	95	87	77
Holiday house	212	20	44	95	99	93	85	78	70
Aparthotel	194	19	41	87	91	85	78	72	64
Hostels	61	6	13	27	29	27	25	23	20
Farm Stay	56	5	12	25	26	25	23	21	18
School and Church Accommodation	45	4	9	20	21	20	18	17	15
Total Additional Unit Requirement	**7,077**	**684**	**1,480**	**3,167**	**3,318**	**3,106**	**2,847**	**2,615**	**2,327**

Source: The Centre for International Economics, March 2022 and Ethos Urban
**The CIE forecasts note short term uncertainty due to COVID-19 to 2025.*

4.4 Future seasonal workforce accommodation need

To forecast the accommodation needs of the future seasonal worker population, the CIE projections of seasonal workforce at peak period forecasts have been used. Growth in 5-year increments is presented in **Table 21** for each of the Original, Feedback and Enhanced scenarios. **Figure 15** illustrates the forecast growth profile for all scenarios from 2020-2061. By 2061, the number of seasonal workers at the peak period is expected to be less than the current (2020) estimated seasonal workforce demand, under all three scenarios. This is significant as it indicates a shift through the forecast period to a more year-round economy that can sustain workforce throughout the year, consistent with the Snowy Mountains SAP objectives.

Short term growth in the seasonal worker population is forecast to slightly decrease in the initial years of the forecast period (to 2026). Following this, growth in the number of seasonal workers is forecast to experience substantial medium-term growth, peaking for each scenario in the year 2036. After 2036, the forecast number of workers is expected to start to decline as a result of reduced seasonality of tourism visitation. By 2061, all scenarios forecast a similar reduction in seasonal worker demand (and demand for accommodation as a result) relative to the 2020 estimate.

The drop off in demand over the longer term is driven by a number of factors including increased activity and visitation in the summer months and shoulder periods. Forecasts suggest the summer months in the longer term are not anticipated to experience the level of seasonal workers the winter months generate. The demand for seasonal workers again reflects that the forecasts indicate winter will remain the peak visitation period at least for the medium term, generating more demand for workers in jobs that are not all able to be sustained year-round. The sharp growth in winter visitation to 2041, and then decline to 2061, coupled with more linear growth in non-winter visitation through the forecast period, support the predicted mid-term peak in seasonal worker requirements (driven by winter visitation growth) and an overall reduction in seasonal worker demand in the longer term as economic activity is less seasonally biased.

Figure 15: Forecast demand for seasonal worker accommodation 2020-2061 for all scenarios

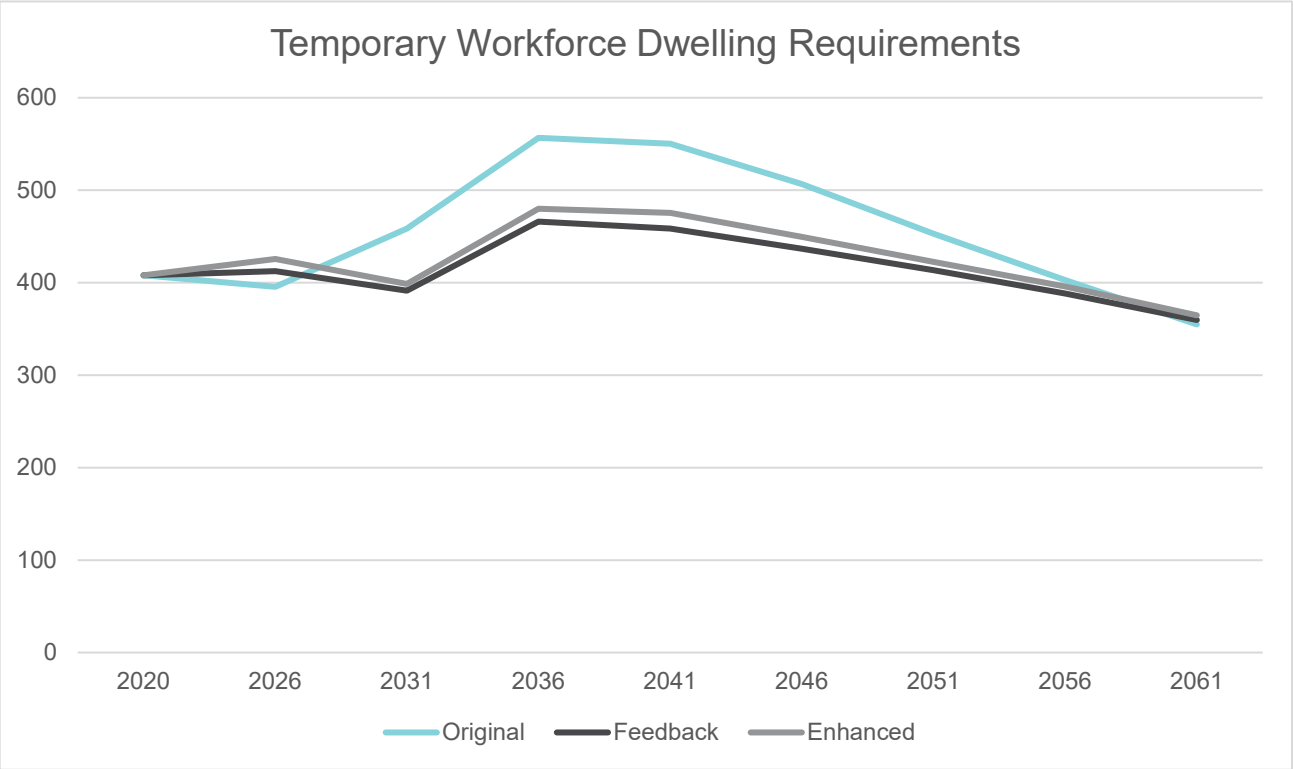


Table 21: The projected peak seasonal workforce to 2061

	2020 (baseline forecast)	2026	2031	2036	2041	2046	2051	2056	2061
Original Scenario									
Seasonal Worker Population SAP Total Projections	2,612	2,530	2,934	3,562	3,522	3,242	2,898	2,578	2,271
Additional Seasonal Worker Population (2020-2061)	-	-82	+322	+950	+910	+630	+286	-34	-341
Feedback Scenario									
Seasonal Worker Population SAP Total Projections	2,612	2,640	2,504	2,983	2,935	2,796	2,647	2,485	2,302
Additional Seasonal Worker Population (2020-2061)	-	28	-108	371	323	184	35	-127	-310
Enhanced Scenario									
Seasonal Worker Population SAP Total Projections	2,612	2,724	2,551	3,072	3,042	2,876	2,704	2,533	2,334
Additional Seasonal Worker Population (2020-2061)	-	112	-61	460	430	264	92	-79	-278

Source: The Centre for International Economics, March 2022 and Ethos Urban

The next step translates the forecast seasonal worker population into the number of additional units needed through to 2061. It is assumed that the proportion of seasonal workers are in short-term accommodation products as follows:

- Hotel/motel: 30%
- Shared housing: 30%
- Caravan park: 10%
- Hostel: 30%

Assumptions on the number of workers per unit and units per building are provided in **Appendix B**.

Table 22 below breaks down the number of additional seasonal worker units by type. Hotel/motel includes the proportion of seasonal workers granted accommodation as part of employment.

The population and visitation forecasts prepared by the CIE reflect the objectives of the SAP Masterplan to reduce the seasonality of the tourist economy, and therefore reflect reduced demand for short term employment to service peak demand. As the year-round economy strengthens and there are more opportunities for permanent employment, the forecasts predict that the permanent population will increase while the number of seasonal workers declines. The winter months will however continue to drive peak visitation, and not all new businesses (potentially even those that are focused on non-winter attractions) will be able to sustain an entirely year-round, permanent workforce. There will therefore continue to be some demand for short-term workers.

Therefore, the accommodation needs in the medium term must be addressed, along with consideration of the long-term use of any accommodation that is delivered to meet medium term demand, but which may be excess to long term requirements, given that demand is forecast to peak in the middle of the forecast period then decline considerably. Opportunities for additional supply and increased density are identified in **Section 6**.

Table 22: Additional number of seasonal worker units in the Snowy Mountains SAP to 2061

Type of Unit	2020 (baseline forecast)	2026	2031	2036	2041	2046	2051	2056	2061
Original Scenario									
Hotel/motel	522	-16	64	190	182	126	57	-7	-68
Shared housing	392	-12	48	143	137	95	43	-5	-51
Caravan park	131	-4	16	48	46	32	14	-2	-17
Hostel	196	-6	24	71	68	47	21	-3	-26
Total Additional Unit Requirement	**1,241**	**-39**	**+153**	**+451**	**+432**	**+299**	**+136**	**-16**	**-162**
Feedback Scenario									
Hotel/motel	26	6	-22	74	65	37	7	-25	-62
Shared housing	392	4	-16	56	48	28	5	-19	-47
Caravan park	13	1	-5	19	16	9	2	-6	-16
Hostel	20	2	-8	28	24	14	3	-9	-23
Total Additional Unit Requirement	**451**	**13**	**-51**	**176**	**153**	**87**	**17**	**-60**	**-147**
Total Additional Unit Requirement									
Hotel/motel	26	22	-12	92	86	53	18	-16	-56
Shared housing	392	17	-9	69	65	40	14	-12	-42
Caravan park	13	6	-3	23	22	13	5	-4	-14
Hostel	20	8	-5	34	32	20	7	-6	-21
Total Additional Unit Requirement	**451**	**53**	**-29**	**218**	**204**	**125**	**44**	**-37**	**-132**

Source: The Centre for International Economics, March 2022 and Ethos Urban

5.0 Opportunities and Constraints

This section is a qualitative analysis of housing and accommodation issues and constraints, trends, and opportunities. Engagement with Snowy Monaro Council, accommodation providers and local real estate agents was undertaken to understand the macro and micro trends influencing the state of housing and accommodation.

5.1 Housing requirements of the market

Separate houses are still the preferred housing type, and this is reflected in the delivery of new housing in the subdivision areas south of Jindabyne town centre. Buyers entering the market are expressing interest in separate houses, even smaller households such as couples with no children. Smaller housing products such as semi-detached (town houses and villas) and flats are not in great demand as a high proportion of buyers are not from the Snowy Mountains area, they are relocating from outside the region (in particular Sydney and Canberra) where housing choice is a limitation given higher land values. Often the younger adult population have recreational equipment such as skis, bikes and canoes and require space with storage. While household size data indicates a mismatch between housing size and the requirements of residents, household preferences are driving demand for larger or detached housing rather than more compact, denser multi-dwelling housing typologies (apartments, townhouses etc).

New housing supply is predominantly being delivered in rural subdivision areas south of Jindabyne. Modern homes in Jindabyne have a 20% premium and are often around $600,000, with evidence of more significant price rises for land and housing in the study area since 2020 as a result of COVID induced internal migration. This is out of reach for many permanent family households yet is an attractive price point for investors. For permanent family households, the alternative is the older housing stock, such as weatherboard houses on Cobbon Crescent and Banjo Paterson Crescent, however most of these have high sheet fibre and asbestos issues. Some landowners are renovating these houses, but it is a costly process as the fibro needs to be transported to Canberra for disposal.

Affordability and lack of suitable dwelling types mean many family households are forced to find accommodation outside the study area. There has been an internal migration trend of family households wanting to stay in the area and as a result, leaving Jindabyne for East Jindabyne. However, recent price growth in East Jindabyne is likely to slow or halt this affordability driven migration pattern. There is also a trend towards permanent residents choosing locations like East Jindabyne over Jindabyne because of a preference to not live in Jindabyne where there are perceived conflicts with tourists and short-term residents particularly during the current peak winter months.

First home buyers in the area are often local tradespeople who generally have higher incomes or first-time buyers from Sydney or Canberra with higher salaries seeking lifestyle change.

In the absence of intervention through the Snowy SAP project, which aims to drive economic growth and stimulate more year-round economic activity, DPE's population projections for the study area anticipate a declining permanent population over the next 20 years. This is contrasted with continued demand for short term tourist accommodation: Most new dwelling supply is geared towards meeting short term demand and the lack of population growth means there is little demand to invest in delivery of new housing for the permanent population.

5.2 Increasing land values

In recent years, property values in the SAP study area boundary have been driven by demand from buyers and short-term visitors from outside the area. It is recognised that the permanent population, seasonal workers and visitors have different housing requirements, however the limited supply of housing in the study area is resulting in competition for housing, driving a modest increase in the sales and rental market.

In the alpine markets, there is limited availability of existing dwellings and no new builds coming onto the market. This is placing pressure on the Jindabyne and East Jindabyne housing market, driving an increase in the rental and sales markets.

Another contributing factor to increasing land values is the growth from buyers in Sydney and Canberra. This group of buyers have been renting short term accommodation in the region and see the long-term economic benefit of buying rather than continuing to rent annually over the summer or holiday period. Consultation with local agents in the area has identified that quite often these buyers are investors, listing the Snowy Mountains property on a short-

term accommodation website such as Airbnb and blocking out the dates they wish to visit. The implication of this is it reduces the supply of housing available for the local permanent population, and with little supply of housing being built, when housing is available, competition drives values higher. It also has significant implications for the availability, and affordability, of housing for seasonal workers, as this accommodation is generally not available for longer term (i.e., 3 months or more) rentals, and is often priced for short term stays (and is significantly more expensive than seasonal workers can afford).

There is demand for housing in Kosciusko National Park, however NPWS does not allow people to live or reside unless they are employed in the resorts or associated within the businesses. In the circumstance where someone has been able to secure home ownership in the alpine market, the property must be made available for accommodation throughout the year.

5.3 Short term accommodation supply

During the winter periods, accommodation providers in the alpine markets in Kosciuszko National Park and Jindabyne regularly have high occupancy rates of 95-100%. In light of this, there is typically a shortage of accommodation, prompting visitors and seasonal workers to seek other means of accommodation options, such as Airbnb, room share, and in some circumstances, camping.

Consultation highlighted a conflict between accommodation providers including hotels, lodges, self-contained flats, and growing providers such as Airbnb and Stayz. The Snowy Mountains region has one of the highest volumes of Airbnb listings in Australia. Consultation found that low to mid-market accommodation providers struggle to compete with low prices of Airbnb. There is also an emerging market preference for self-contained accommodation with storage space for ski/mountain bike equipment, and these visitors are driving demand for dwelling/townhouse style accommodation as opposed to more traditional hotel/motel rooms. This has resulted in difficulty and low confidence in suppliers opening new mid-market accommodation in Jindabyne.

In the alpine markets, a high proportion of accommodation is owned by ski clubs. This is an exclusive type of accommodation available to club members only. For instance, in Thredbo, 24% of beds provided are through ski clubs.

Visitation in the summer months has slowly increased in recent years with mountain biking trails, hiking and other outdoor recreation opportunities increasing this demand. However, demand for accommodation is generally not as high in the summer months. As occupancy rates are generally lower in summer, many accommodation providers shut through the summer season as income generated from the winter period places them in a comfortable position to do so.

In the off-peak period, accommodation providers experience demand for other types of stays including corporate functions and conferences. This is an economic benefit to the accommodation providers that have accommodation with facilities on site for conferences, events, and weddings such as Thredbo Alpine Hotel, The Denman in Thredbo and Rydges Horizons in Jindabyne. It is expected that ongoing investment in the region through infrastructure projects such as Snowy Hydro will continue to sustain demand for accommodation in the off-peak period.

The leasing framework in Kosciuszko National Park is a barrier to increasing bed numbers for accommodation providers in Thredbo and Perisher. Consultation with accommodation providers found that there is difficulty securing loans to further invest in their resorts due to the short leases that NPWS typically offers. This is particularly the case for boutique providers who have no guarantee on lease renewal with NPWS. This has led to unwillingness to invest in upgrades to accommodation and in some instances, boutique providers facing financial issues when investing in improvements.

5.4 Quality of short-term accommodation

The quality of short-term accommodation in Jindabyne, Crackenback, and the alpine markets has been described as poor. Before the year 2000, housing and accommodation was not built for the winter with no double glazing or drying rooms and poor ventilation. Older building stock often has mould issues from ski clothes drying inside with heating on. As long as volumes of visitor and seasonal workers continue to rise, and supply remains constrained, demand for beds and accommodation will also rise, meaning people will pay any price for accommodation, regardless of value for money or condition. There is little incentive for owners to invest in upgrading or maintaining

properties when short term rental revenue is so high and demand remains strong, exceeding supply. However, in the longer term, deteriorating condition of short-term accommodation stock is a threat to growth of the tourism industry, as it is likely to start to impact on the reputation of the area as a visitor destination. It is also a potential limiting factor on growth of tourism visitation in other seasons, when demand is currently lower, and the Snowy Mountains area is competing with other destinations (e.g., coastal locations) for visitors.

There are limited financial incentives to invest in upkeep. In parts of the world, such as France, local government have introduced land tax incentives, providing a discount to landowners who invest in upkeep of building quality.

5.5 Rise of the seasonal population

Consultation with accommodation providers and local agents suggested there are up to 6,000 seasonal workers in the Snowy Mountains region in the winter months. Each year, the seasonal population is increasing over the summer and winter months. This trend has a number of implications, including increasing pressure on the availability and affordability of housing, supporting utility infrastructure, capacity of the local road network and managing the identity, character, and amenity of Jindabyne town centre.

5.6 Housing for seasonal workers

Seasonal workers are employed casually in a range of industries including entertainment, food and drink, retail, sports instructing, housekeeping and hotel services. Housing seasonal workers is an issue, largely because the peak demand for seasonal worker accommodation is only for 16 weeks a year and coincides with peak demand for visitor accommodation.

Seasonal workers stay in a mix of accommodation types, including private rental housing, private rooms with bunk beds, self-contained apartments, hostels, and campgrounds. Consultation found that on average, seasonal worker accommodation provides 2-beds per room at the cost of $350-$400/week per room. However, given short term accommodation supply is not keeping up with demand and affordability issues, there are anecdotal instances of more than 2 beds/occupants per room.

Some employers, notably the alpine resorts, provide beds on site as part of an employment contract. Around 500 seasonal workers have accommodation provided in the alpine areas. In other instances, Perisher and Thredbo resorts (as the largest seasonal worker employers in the study area) approach the private accommodation market seeking beds to rent for their staff and the cost of the bed is deducted from the employee's wage. Seasonal workers that do not have access to housing in the alpine resorts often travel to the resorts each day, creating capacity issues on the roads and car parks.

One example of limited access to seasonal worker accommodation is faced by a bakery in Jindabyne. The business hires 22 staff during the winter peak period and provides employees with housing. Finding accommodation for 22 employees is a challenge for this business. They have some beds on site, however, often rely on nearby private accommodation providers to house workers.

The old weatherboard housing stock on the rental market is usually absorbed by seasonal workers. Despite the poor quality of housing, the rent for a 3-bedroom separate house during the peak winter period can be up to $1,000 per week. This is often unaffordable for many seasonal workers on minimum or an award wage. As a result, there are often a number of people occupying a room to reduce the cost of rent. However, overcrowding has the potential to lead to amenity, health, and potential fire safety issues, particularly for older and poorer quality dwellings.

Seasonal workers that work beyond the 16-week period often seek better quality accommodation options. The preferred accommodation type in this instance is self-contained serviced apartments without the shared facilities which is particularly attractive to couples.

Despite these housing challenges, the solutions are currently limited as it is not economically viable through normal market processes to provide purpose built seasonal worker housing to relieve pressure for 16 weeks of the year. Consultation identified the potential to explore whether there are opportunities to occupy purpose-built seasonal worker housing such as school camps in off-peak periods. Intervention is required to ensure an adequate supply of

affordable accommodation for seasonal workers, and recommendations are included later in this report. The success of the SAP will be largely measured by the extent to which seasonal fluctuations are reduced as a result of more year-round economic activity.

Forecasts prepared by the CIE (used as the basis for determining future housing and accommodation demand) indicate medium term growth in seasonal worker population (peaking in 2041) and a sharp decline thereafter with the long term (2061) estimate of seasonal workers being less than current numbers. The need to accommodate additional seasonal workers to 2041 is predominantly driven by growth in winter visitation to the ski resorts and is therefore an issue best addressed through close working relationships with the main employers of seasonal workers. Solutions for accommodating seasonal workers are provided in **Section 6** of this report.

5.7 Housing for older persons

There are no retirement villages, nursing homes or hospitals in the study area. A lack of purpose-built accommodation, climate considerations and relatively poor access to services and facilities combine to discourage older people from moving to or staying in the SAP study area. Those that have lived in the region for their lifetime are often forced to move outside the region as they get older. Consultation found most older people move to Cooma or Canberra where there is better access to health services, appropriate seniors living options and facilities. Aged care facilities in Berridale are at capacity and unlikely able to absorb future housing demand from the study area.

As identified in **Section 2**, 600 people are aged over 65 years in the study area and approximately 200 people are aged over 75 years. In contrast, the supply of smaller dwellings (1 and 2 bedroom) is low, making up 29% of total dwellings. The region has traditionally been dominated by separate house types and this trend is continuing with newly built housing predominantly larger single dwellings, which are not well matched to the housing needs of older people.

The absence of housing options for older persons is a significant issue. Consultation with Council highlighted that there needs to be strong growth in the older population groups before there is sufficient demand for retirement or seniors living accommodation providers to enter the market. Projected population growth as a result of the SAP will lead over time to an increased number of older residents wishing to live in the study area (as the worker aged population that moves to the study area ages in place), and this is likely to lead to stronger demand for specific housing for older people. Whether it is feasible for the private sector to deliver purpose-built housing for older people is not able to be predicted at this stage.

the Kosciuszko National Park Plan of Management does not allow people to reside permanently in Kosciuszko National Park (including the resorts) unless they are employed in the resorts or other businesses that are located in the National Park. Consultation with accommodation providers highlighted that down sizers who sell the family house often seek a house in the mountains if access to health services is not a need. However, this is a barrier for retirees as they do not fit the criteria of being employed within the National Park.

5.8 Land availability

Council's Jindabyne Growth Structure Plan identifies rural land as opportunities to be rezoned to accommodate the delivery of new residential development. As market demand predominantly seeks separate houses, the greenfield expansion areas identified by Council are generally appropriate for future housing as they form an extension of Jindabyne's urban footprint with close proximity to local services. There have been issues delivering supporting infrastructure to rural subdivision areas. In one particular case, a site outside Jindabyne town centre requires infrastructure to service new residential lots, however it will likely cost around $190,000. It was suggested that there is a need to extend the development site by amalgamating neighbouring lots to increase the number of houses deliverable in order to make development feasible. Smaller lot sizes and increased residential densities and yields may also contribute to improved feasibility of providing urban services to these release areas.

The Growth Structure Plan identifies new greenfield growth areas around Jindabyne that have substantial capacity to accommodate future housing demand. However, given that DPE's population and household forecasts show population decline, re-assessment of potential supply is needed to support the population and other accommodation needs anticipated to arise from the SAP. Council has advised that the live Planning Proposals will not be determined until the Snowy Mountains SAP is prepared to ensure consistency with the strategic direction. The Snowy Mountains SAP process will focus on identifying opportunities for economic growth and reduced seasonal

variation, which is likely to drive demand for more permanent accommodation to house a larger workforce and more year-round employment opportunities. The SAP outcomes will therefore result in a need to revise the Growth Structure Plan and identify more land in both greenfield locations and the potential renewal of suitable sites in the existing Jindabyne urban area.

6.0 Recommendations

6.1 Housing and Accommodation Strategies and Actions

The following tables summarise recommendations from the housing and accommodation study to meet projected demand for housing and accommodation for permanent residents, visitors, and seasonal workers in the SAP study area. The recommendations have been explored and refined, including determination of capacity for growth and appropriate permissibility and development standards, through the Enquiry by Design workshops held in 2020. The strategies and recommended actions below are a product of the SAP Structure Plan process and include consideration of the capacity to deliver new housing and accommodation to meet the needs of permanent residents, visitors, and seasonal workers throughout the forecast period from 2021 to 2061.

6.1.1 Housing for permanent residents

The key issues for providing housing for permanent residents relate to the need to deliver new supply to meet the needs of projected population growth as the economic initiatives of the SAP are delivered and there is increased employment opportunity and a stronger year-round economy. The current imbalance between the visitor accommodation market (which has strong seasonal demand and constrained supply, impacting on overall housing prices) and the permanent accommodation market (which currently has low growth with low demand and is characterised by demand for affordable housing) will shift over time as the economy strengthens and diversifies. This will generate more demand for permanent accommodation. However, the seasonal visitor peak (while predicted to flatten) will remain and this will continue to impact on the market conditions for permanent housing.

The recommendations below are aimed at increasing supply, providing opportunities for more housing diversity, enabling a mix of tenure including ownership and rental, and meeting the needs of specific groups including older people, families, single person households and Aboriginal people.

Housing and Accommodation Strategy	Recommended Actions
Permanent residents	
Provide 1,868 new dwellings by 2061	• Safeguard opportunity areas to accommodate future residential development. • Deliver up to 40% of new dwellings (747 dwellings) as infill in and near Jindabyne town centre. • Deliver at least 50% of new dwellings (934 dwellings) on greenfield land as an extension to Jindabyne urban area. • Deliver a maximum of 10% of new dwellings (187 dwellings) as rural residential.
Incentivise urban renewal in Jindabyne town centre	• Undertake feasibility test of current planning controls that apply to land in Jindabyne town centre to determine thresholds that can support increased density. • Explore floorspace bonus provisions where development delivers smaller dwellings (1-2 bedroom) or provides affordable rental stock (ARH SEPP mechanisms, or other development incentives included in SEPP/LEP controls). • Require land amalgamations in infill opportunity locations in the residential zones proposed for uplift within Jindabyne to deliver medium to high density including low rise apartments at scale that enables better urban design and quality outcomes and encourages a more diverse housing mix through the legislative framework. A minimum site area for residential flat buildings of 2,000 square metres is recommended. • Rezone to facilitate mixed use development: school site (subject to relocation) and land on south side of Snowy River Avenue and eastern part of Park Road (east of Munyang Street). • Review height of building controls to allow development up to 5 storeys on opportunity precincts in and around the core town centre (nominally areas zoned or recommended as mixed use or local centre zones). • Rezone land between Thredbo Terrace and Munyang Street to permit medium to high density residential development with a minimum building height of 3-5 storeys. • Rezone existing low density residential zoned land adjacent to Jindabyne town centre, within a 5-minute walking catchment, to promote multi-dwelling housing that respects the context of the low-density built form. • Ensure performance based planning provisions are established where possible to promote flexibility in land uses responding to future market demand.

Housing and Accommodation Strategy	Recommended Actions
Introduce planning controls that permit diverse housing options	• Introduce flexibility in planning controls to promote multiple occupancies and small lot dwellings (e.g., granny flats, dual occupancy, attached dwellings) in low density zones elsewhere in Jindabyne. • Rezone Jindabyne town centre to stimulate medium scale/density development in the form of flats and townhouses and shop-top housing, and to increase opportunities for self-contained visitor accommodation (eg. serviced apartments) as part of mixed use renewal in the town centre core. • Preserve housing supply for permanent residents in existing residential areas (not recommended for uplift) by restricting new short term rentals. • Proceed with tourist related zoning along Lake Jindabyne foreshore (North of Kosciuszko Road) to increase capacity for purpose-built tourist accommodation to increase supply and take pressure off existing residential zones from short-term accommodation.
Provide facilities for aged care	• Investigate potential for aged care or other special purpose housing (including Aboriginal housing, subject to consultation with the Aboriginal community) as part of the church site rezoning. • In the longer term and subject to growth in demand from an aging population, form a partnership with a private aged care provider to deliver a new seniors housing development in Jindabyne, potentially utilising surplus State Government or Council land.
Provide places and spaces to encourage Return to Country	• Continue consultation with Aboriginal groups to understand the level of need, location and type of housing and accommodation. • In partnership with Aboriginal groups, investigate opportunities to develop Aboriginal land for employment and/or residential development (short-term accommodation and permanent housing) that provides opportunities specifically for Aboriginal people. • Continue to work with LAHC to capture the demand in social housing and devise an implementation program. • Consider employment opportunities for Aboriginal people Retuning to Country.

6.1.2 Visitor accommodation

The need for visitor accommodation is projected to increase as peak visitation increases as a result of the SAP economic outcomes. Visitation is projected to grow across all seasons, and the largest monthly peak in visitation is predicted in the middle of the forecast period, and in the winter months. Over the longer term, seasonality is predicted to reduce, with visitation continuing to increase in the non-winter months and stabilising or declining in winter. The recommendations below for visitor accommodation are aimed at accommodating the long term (2061) peak overnight visitor numbers.

The higher peak numbers in winter in the middle of the forecast period will be addressed through supply of flexible housing that can be adapted to cater for tourist, seasonal worker or permanent resident demand as growth in these different segments peaks at different times in the forecast period. The earlier peak in visitor accommodation (around 2036-2041) could be catered for through accommodation types like serviced apartments, hostels, group home and holiday houses that are able to transition to use as worker or permanent accommodation as demand for those segments peaks later (the permanent population peaks in 2051).

Increasing the supply of purpose-built tourist accommodation will assist to reduce the influence of visitor accommodation on housing supply and prices. Continued supply of visitor accommodation that is flexible and can be adapted to other uses is also important for the long-term supply of accommodation to meet all projected needs in the SAP study area.

Housing and Accommodation Strategy	Recommended Actions
Visitors	
Deliver an additional 2,238 short term accommodation units to meet the forecast visitor needs by 2061.	• Explore opportunity areas to apply appropriate rezoning to accommodate new quality and flexible accommodation in Jindabyne and the lake foreshore. • Require development consent for short term accommodation in the residential zoned land in Jindabyne. Impose time-limited consents (e.g. maximum 10 years) to create opportunities to turn over short term to permanent or seasonal worker accommodation as demand increases. After time lapses, the landowner can apply for extension of the time-limited consent subject to the state of supply and demand of the short-term accommodation and permanent housing market.
Increase bed capacity in KNP to meet short to medium term demand	• Any increase in capacity will be carefully planned for and with concern for public safety and environmental impact. • Review the KNP framework to permit flexibility for existing providers to expand properties and increase bed numbers.
Upgrade existing accommodation at the Sport and Recreation Centre.	• Upgrade existing accommodation at Sport and Recreation Centre and explore opportunities to increase the number of rooms. • Ensure new accommodation is flexible, responding to different sporting needs and to cater for groups (school, community groups). • Define opportunities in the Structure Plan to improve pedestrian and cycle access from the Sport and Recreation Centre to Jindabyne town centre.
Incentivise landowners to develop in Jindabyne infill sites	• Ensure planning controls are flexible and permit development of a new hotel/accommodation in Jindabyne town centre/lake foreshore. • Allow appropriate (tourism-specific, or B zones that permit tourism accommodation uses) land use zoning in high amenity locations, including the lake foreshore, Jindabyne town centre and Copper Tom.
Provide high quality tourist accommodation	• Work with boutique and high-end tourism accommodation providers to ensure the right zoning in the right locations. • Identify locations near but outside National Park boundary for rural-based tourism accommodation. • Implement the Structure Plan recommendations for tourism development at Hatchery Bay, Lake Jindabyne Village (Rabbits Corner).
Provide places and spaces to encourage Return to Country	• Continue consultation with Aboriginal groups to understand the level of need, location, and type of short-term accommodation. • Form a partnership with LAHC to capture the demand in the social housing roll out program.

6.1.3 Seasonal worker housing and accommodation

Providing sufficient and suitable supply of accommodation for seasonal workers will remain an important consideration throughout the forecast period. While the economic initiatives recommended through the SAP Structure Plan will increase non-winter tourist related activity and create a more year-round economy, strong growth in winter visitation is projected to continue through to 2041 and will drive ongoing demand for seasonal jobs and for some workers to spend a relatively short period living in the study area. In the long-term, demand for seasonal workers is expected to reduce as the economy strengthens and the differences between peak and low seasons reduce. Winter peaks are however forecast to remain the busiest times for tourist visitation, and much higher visitation in January compared to other non-winter months will also produce secondary peaks. These peak periods will likely mean that some businesses continue to employ additional staff for short periods. The number of seasonal workers is forecast to decline after peaking in 2041 and by 2061 is estimated to be less than current numbers. However, catering for the accommodation needs of seasonal workers will remain important.

Some seasonal worker accommodation demand could be met through the market delivering more housing however, affordability will remain a significant issue as seasonal workers are generally on lower incomes. A range of accommodation options are potentially suitable for seasonal workers including group homes, hostels, caravan park style cabins or on-site vans, and short-term rental of dwelling stock. Availability of suitable rental accommodation at the right price is likely to require intervention as the rental market is unlikely to provide affordable and reasonable standard accommodation to provide for the comfort and safety of seasonal workers. Overseas examples typically rely on the large tourism operators providing dedicated worker accommodation; however, this is often poorly located.

Providing seasonal worker accommodation that is suited to singles, groups, and couples in or near Jindabyne (the station resort is a good example) would mean that tourism operators can cater for the short to medium term growth in seasonal worker demand (particularly in winter months) and that accommodation can potentially transition to use as tourism accommodation as more non-winter tourism attractors are established in and around Jindabyne and seasonal worker demand reduces.

Additional staff accommodation should also be provided at the alpine resorts (Thredbo and Perisher in particular) as these attractors will be the key drivers of demand for seasonal workers in the winter peak periods to 2041. Consideration should be given to the use of modular, prefabricated and temporary structures that have a minimal environmental footprint and which can be removed, relocated or repurposed to provide other accommodation or facilities if seasonal worker demand reduces.

Over-crowding is likely to remain an issue while the cost of accommodation is high relative to wages. There is a need for intervention through either government or tourist operator delivery of purpose-built seasonal worker accommodation. Ideally this accommodation would also be suited to other uses outside peak seasonal worker periods, for example school camp accommodation for non-winter group visitation by schools, sporting, or community groups.

Housing and Accommodation Strategy	Recommended Actions
Seasonal workers	
Provide an additional 451 units for seasonal workers to meet peak demand at 2036, with flexible accommodation that can be re-purposed or removed as seasonal worker demand declines from 2036 to 2061.	• Deliver purpose built seasonal worker accommodation in Jindabyne that is flexible and adaptable to other markets in off-peak (e.g. school camps, sporting groups, potentially at or near sport and rec centre). • Grow the supply of temporary accommodation through on-site van, cabin and caravan style accommodation. • Include requirements for affordable rental accommodation for workers in contract documents or lease agreements for renewal/use of surplus government land or long-term leases for tourism or related purposes. • Increase the availability of beds for seasonal workers in alpine resorts by excluding worker accommodation from capacity limits (purpose-built or dedicated worker housing). • Allocate a proportion of beds for seasonal workers in newly expanded or redeveloped alpine resorts. • Investigate potential for seasonal worker accommodation at or near Bullocks flat.
Introduce planning controls that permit diverse housing options and purpose-built affordable rental worker accommodation	• Increase supply of 1- and 2-bedroom dwellings in Jindabyne town centre. • Rezone Jindabyne town centre to stimulate medium to high density and mixed-use development to increase capacity for smaller dwellings, group homes and other diverse and affordable housing in highly accessible locations. • Include affordable housing development incentive provisions in the SAP statutory planning framework including increased FSR/adjusted design standards, reduced requirements for amenities, shared facilities (including characteristics of Build to Rent models) for a proportion of dwellings guaranteed for key worker rental during peak season (similar to ARHSEPP incentives, with rent caps tied to income thresholds), or purpose-built worker rental housing. • Permit build to rent and other new housing typologies in Jindabyne town centre core and adjacent medium/high density residential areas (subject to draft Housing SEPP being finalised with new land use definitions, or inclusion of Build to Rent definition in SAP SEPP).

6.2 Structure Plan capacity

This section identifies the capacity to deliver permanent housing, visitor accommodation, and seasonal worker accommodation based on the Structure Plan. The catalyst sites with opportunity for growth have been informed by stakeholder engagement over a series of workshops in 2020 and post exhibition review of the Structure Plan in late 2021 and early 2022. Representatives from State Government agencies, Snowy Monaro Regional Council and technical consultants provided input on potential future land uses, type of housing and accommodation product and density.

6.2.1 Jindabyne Town Centre and Infill Capacity

Capacity for housing and accommodation within Jindabyne is focused on renewal and making use of under-utilised land within the existing town to provide a greater diversity of housing and accommodation options, including more smaller dwellings to meet the needs of smaller households and a projected aging of the population. Infill development in these locations has several advantages:

- Increased diversity of housing.
- Housing and accommodation that is well located with access to shops, entertainment and other facilities and services in the town.
- Less reliance on cars and more opportunities for active transport.
- Activation of the town centre and creation of lively streets and public places by having more year round activity with more residents and visitors living or staying within and near the town centre.

Capacity: Jindabyne Town Centre + Infill	
Permanent resident dwellings	240
Tourist accommodation units	566
Seasonal worker accommodation units	90
Dwellings/units total	**896**

Source: Jensen Plus Structure Plan (April 2022)

Jindabyne town centre

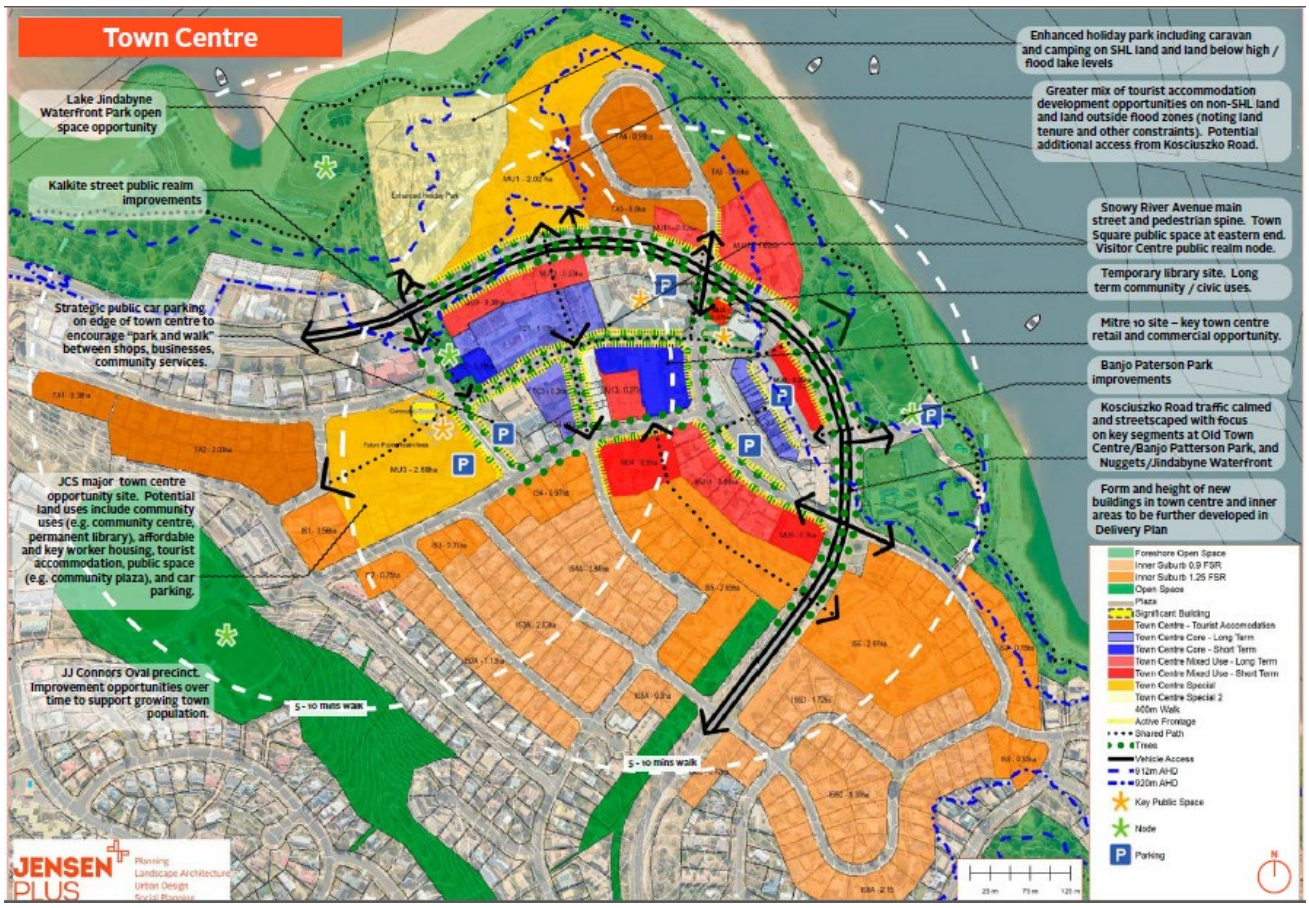


Figure 16: Jindabyne town centre growth area
Source: Jensen Plus Structure Plan April 2022

Table 23: Growth opportunities in Jindabyne town centre

Opportunity	Description
Increase density in Jindabyne town centre through infill of vacant sites and intensification of underutilised sites and/ or functioning low density sites with high strategic value. Objective: • Increase accommodation capacity for tourists, permanent residents and seasonal workers in and near Jindabyne town centre.	From a strategic perspective, there is an opportunity to deliver increased housing and accommodation in Jindabyne town centre and through infill in nearby residential areas and along the lake foreshore. The town centre is expected to experience economic development, aligned with forecast population, visitor and seasonal worker growth. The retail, commercial, recreation and social infrastructure offering will likely diversify, improving the role of Jindabyne as a town centre. Delivering housing and accommodation to support the role and function of a town centre, will have significant social and economic benefits to the community and the tourism industry. There are a number of sites in the town centre core that can support significant increased density, in the form of residential walk-up apartments and mixed-use. For instance, sites surrounding the at-grade car park and the Jindabyne Central School have strong access to local retail and services, open space, education, and tourism opportunities. Development in Jindabyne town centre could accommodate increased density of up to 5 storeys in the core. On the edge of the core, within a 5-minute walking catchment, intensification could include low rise multi-dwelling housing and apartments. Intensification could accommodate a mix of short-term accommodation, seasonal worker accommodation and housing for the permanent population. Intensifying sites in the town centre will help to facilitate activation of the centre and promote the delivery of a diverse range of housing options, particularly responding to the housing needs of lone person households and the ageing population (smaller dwellings). Sites at the lake foreshore are well connected to the town centre and benefit from an aesthetical landscape location. This area could create a more enhanced and integrated development. There is opportunity to improve connectivity and the relationship between the town centre and activity on the lake foreshore. The area has the capacity to deliver short-term accommodation and potentially some permanent resident housing. It is anticipated that residential housing and tourist accommodation near the foreshore would attract premium prices.

6.2.2 Greenfield Development Area Capacity

Greenfield development areas include the residential growth areas south and west of Jindabyne, and East Jindabyne, and around the western foreshore of Lake Jindabyne, including the following sub-precincts:

- South Jindabyne (**Figure 17**)
- Sport and Education (**Figure 18**)
- East Jindabyne (**Figure 19**)
- Jindabyne West (**Figure 20**)
- Barry Way South (**Figure 21**)

- Western Lake Jindabyne – Rabbits Corner (**Figure 22**)
- Western Lake Jindabyne – Hatchery Bay (**Figure 23**)

The table below summarises capacity under the Structure Plans for each sub-precinct to accommodate permanent resident dwellings, visitor accommodation and accommodation for seasonal workers.

Capacity	Jindabyne Greenfield	Western Lake Jindabyne
Permanent resident dwellings	1,551	0
Tourist accommodation units	417	689
Seasonal worker accommodation units	143	36
Dwellings/units total	**2,112**	**725**

Source: Jensen Plus Structure Plan (April 2022)

South Jindabyne sub-precinct

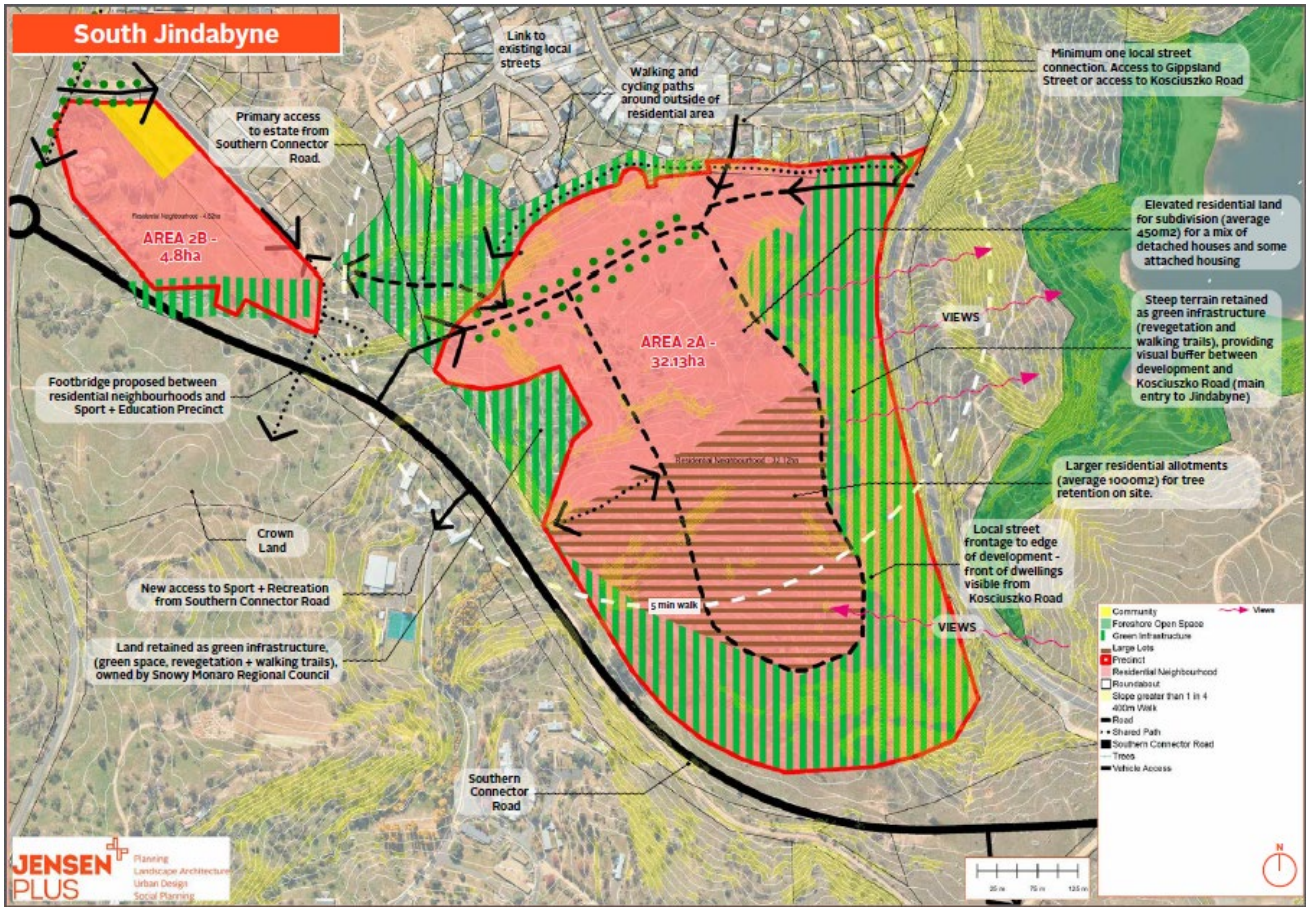


Figure 17: South Jindabyne sub-precinct
Source: Jensen Plus Structure Plan, April 2022

Table 24: Growth opportunities in South Jindabyne

Opportunity	Description
There is opportunity to deliver residential development south of the Jindabyne urban footprint through greenfield housing. Objective: • Deliver at least 50% of new dwellings on greenfield land as an extension to Jindabyne urban area.	South of the Jindabyne town centre footprint presents opportunity for greenfield development in the form of low density and rural residential housing. There is around 37 Ha of land identified with capacity to support growth in one large area east of the Southern Connector Road alignment and a smaller area immediately east of Barry Way. The northern boundary of the identified area in **Figure 17** above benefits from elevated land and would be suitable for small lot subdivision for low density housing. Low density housing does not necessarily mean typical greenfield small lot detached housing, there is opportunity for diversity. It is envisaged that the low density lots will comprise of a mix of 450sqm detached and attached dwellings to increase smaller housing supply. This is an opportunity for future planning controls to allow the attached stock to be innovative and design multi-dwelling products that respond to the natural landscape, and provide flexibility in housing options, appealing to down-sizers, first-home buyers and other couple and lone person households. Feasibility needs to be a key consideration when drafting suitable planning controls. This area benefits from surrounding green infrastructure, existing active transport links to established housing settlement to the north and views from the elevated land. There is opportunity for larger residential lots of around 1,000sqm in the southern part of the sub-precinct (illustrated in hatching in **Figure 17**). Larger lots could retain some natural vegetation and capture the natural landscape views, including proximity to steeper and partly vegetated land around the perimeter of the precinct which is proposed to be retained as a buffer. This part is well-located with the opportunity to strengthen active transport links, including connections along the Southern Connector Road and to the Sport and Education Precinct to the south-west.

Sport and Education Sub-Precinct

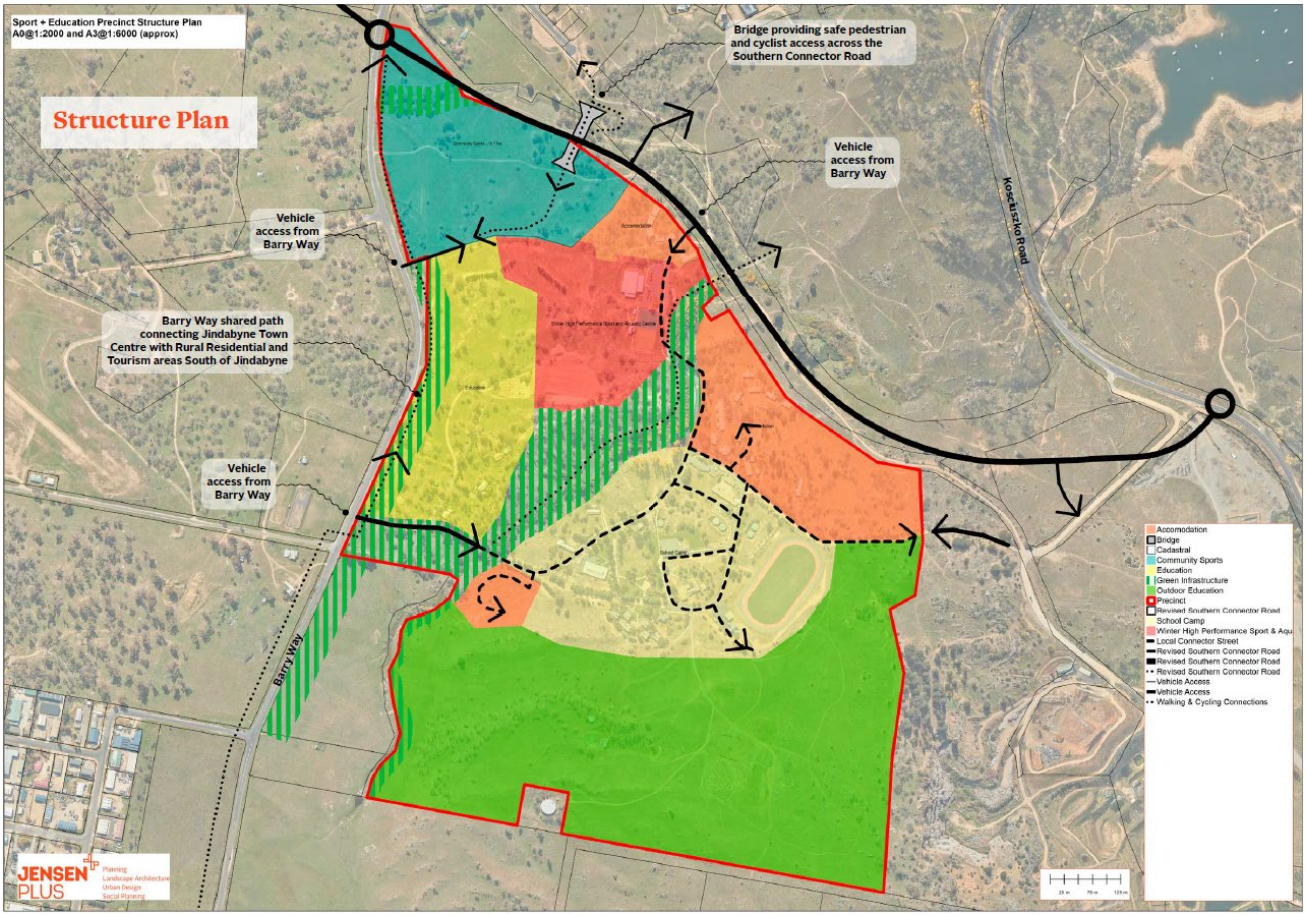


Figure 18: Sport and Education Precinct sub-precinct
Source: Jensen Plus Structure Plan, April 2022

Table 25: Growth opportunities at Sport and Education sub-precinct

Opportunity	Description
There is opportunity to increase short term accommodation supply at the Sport and Recreation Centre site. Objective: • Additional 2,238 short term accommodation units needed to meet the forecast visitor needs by 2061.	The Sport and Recreation Centre site includes purpose-built facilities and accommodation that is not flexible in the type of visitor groups they can accommodate. The key focus of this sub-precinct (from a housing and accommodation perspective) is on accommodation for visitors including athletes, school and community groups. The site provides an opportunity to redevelop the existing buildings to create better quality accommodation and increase the number of beds. There is an also an opportunity to expand to the greenfield land north east and increase the number of beds with accommodation that is flexible. In the future, the Sport and Recreation Centre will struggle to meet the accommodation needs of professional athletes in its current format. There is an opportunity to expand the site and refocus the market it serves to accommodate other visitors in addition to athletes. This could be more beds to support school camps or community groups. Accessibility to Jindabyne town centre for pedestrians and cyclists will need to be improved from this location.

East Jindabyne

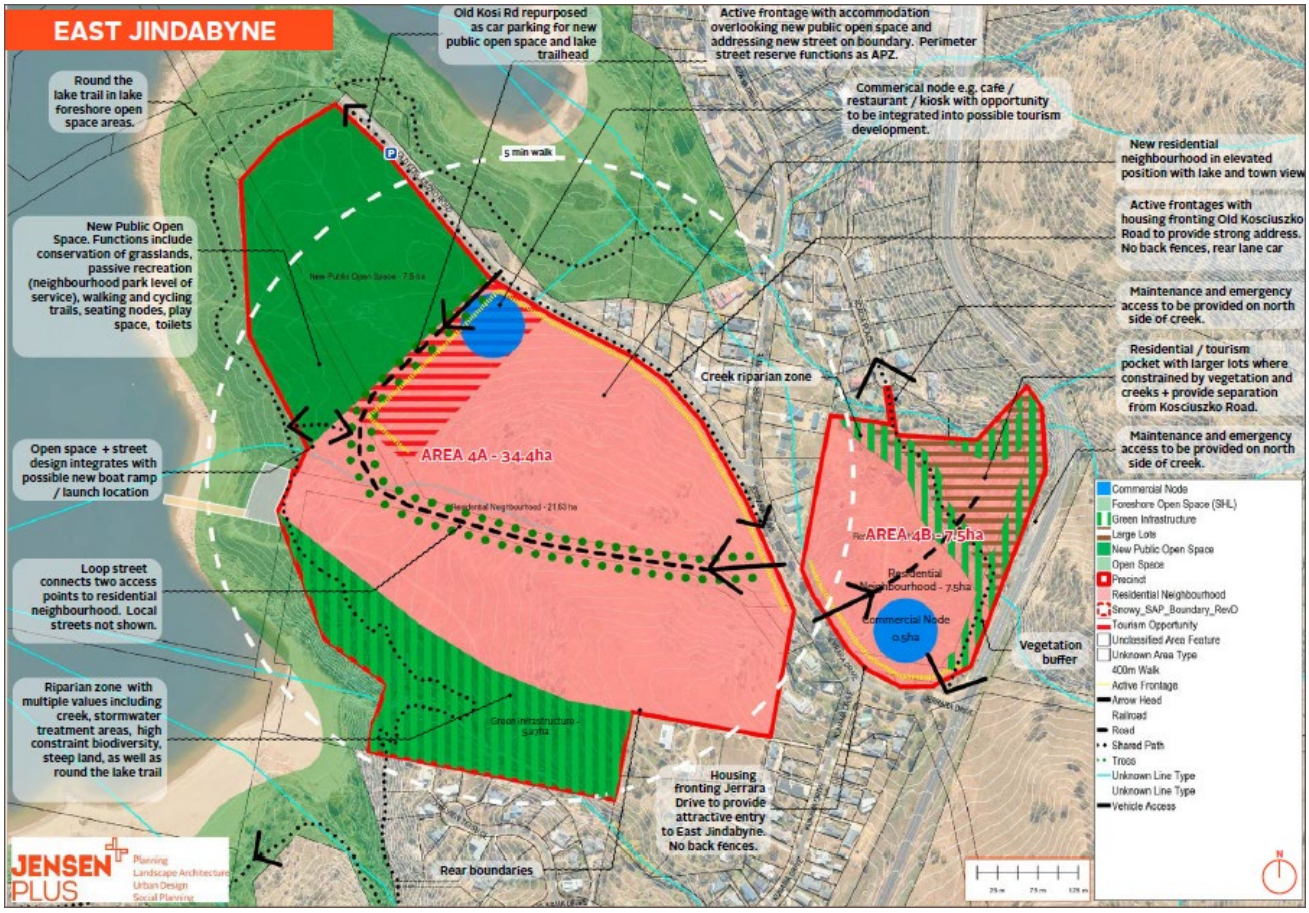


Figure 19: East Jindabyne growth area
Source: Jensen Plus Structure Plan, April 2022

Table 26: Growth opportunities in East Jindabyne

Opportunity	Description
Strategic opportunity for new low density residential at East Jindabyne. Objective: • 50% of new dwellings (934 dwellings) on greenfield land as an extension to Jindabyne urban area.	There are two areas in this sub-precinct suitable for increased low density housing options, comprising of around 7.5Ha and 34Ha. The area fronting the proposed lake-side open space will be suitable for products of a range of densities and dwelling types which will have strong access to active transport links, open space, and views to the lake. The height will need to ensure the view from land behind is not obstructed. The remaining land is suitable for low density residential development and will likely be in the form of small lots around 400sqm. There is an opportunity to apply flexible planning controls to permit low-density multi-dwelling housing (such as granny flats and villas). This will ensure an adequate bedroom mix is provided. There is an opportunity to permit neighbourhood population serving retail, to ensure the daily needs of the permanent population are met within walking distance, rather than increasing pressure on Jindabyne Town Centre. This could be achieved through shop top housing. Demand will likely be for new housing to meet the forecast population, particularly given access to employment in surrounding regional towns and the new airport to the north east. In light of access to the airport, there will also likely some demand for short-term accommodation in this location. However, this type of product should be flexible in this location and be adaptive for different use in longer term (long term rental market or sales market). The focus of growth opportunities in East Jindabyne is recommended to be on housing for permanent residents.

West Jindabyne

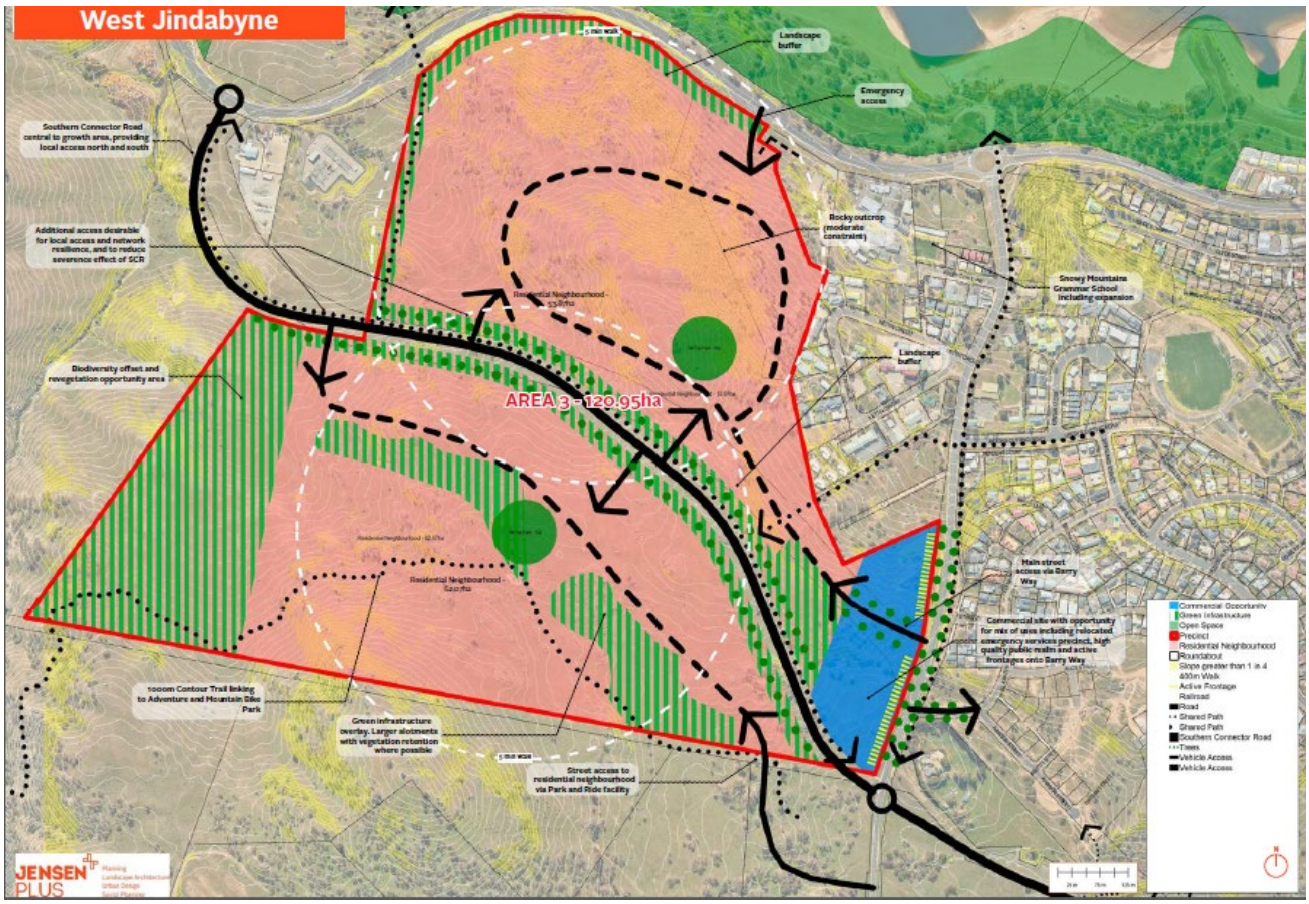


Figure 20: West Jindabyne sub-precinct
Source: Jensen Plus Structure Plan, April 2022

Table 27: Growth opportunities in West Jindabyne

Opportunity	Description
There is an opportunity to focus a mix of tourism and residential development at West Jindabyne and on the foreshore. Objective: • Deliver at least 50% of new dwellings on greenfield land as an extension to Jindabyne urban area. • Additional 2,327 short term accommodation units needed to meet the forecast visitor needs by 2061.	West Jindabyne is made up of two areas that have development potential for low density residential with a total area of 120 hectares. The sub-precinct extends from Kosciuszko Road south and includes areas north and south of the proposed Southern Connector Road corridor. There is a considerable supply of undeveloped land available, subject to landowner intent. The land that comes forward first for development in this location will be driven by landowner intent, feasibility, and market appetite. Land north of the corridor may return higher values given lake-side access and landscape views. Both areas are suitable for low density residential development and will likely be in the form of small lots around 400sqm. There is an opportunity to apply flexible planning controls to permit low-density multi-dwelling housing (such as granny flats and villas). This will ensure an adequate bedroom mix is provided. The land north of the corridor presents an opportunity to draw on access to the foreshore and proximity to Jindabyne to the east and deliver a mix of new housing and short-term accommodation supply. The strategic location with Jindabyne to the east and the alpine areas to the west well positions this land to accommodate short-term accommodation demand. Given the uniqueness of the landscape, the type of short-term accommodation could be marketed towards high-end products such as hotels, wellness facilities, boutique bed and breakfasts and premium serviced apartments. These types of product are forecast to experience short-medium term demand and this site is well positioned to accommodate such growth. There is also an opportunity for future supply to respond to the needs of larger visitor groups and deliver short term accommodation options that can be adapted in the long term when forecast visitation numbers reduce. For instance, new apartments and holiday houses/apartments could be delivered at this site in response to short to medium term visitor demand and then used for permanent resident housing in the long term. West Jindabyne presents the opportunity to deliver a mix of 1, 2 and 3-bedroom units for seasonal workers. This type of product does not necessarily need to be purpose-built accommodation but should focus on a product that can transition to support other housing needs in the long term such as short-term visitor accommodation and affordable rental housing for the permanent population. There is a pedestrian and cycle link from this stie to Jindabyne town centre, however under the scenario of new housing and short-term accommodation supply, there will need to be improved access for all age groups with improved lighting, sealed surfaces, and landscaping. By doing so, it creates the opportunity to better integrate this site with Jindabyne town centre and encourages visitors to spend in Jindabyne, stimulating the local economy.

Barry Way South

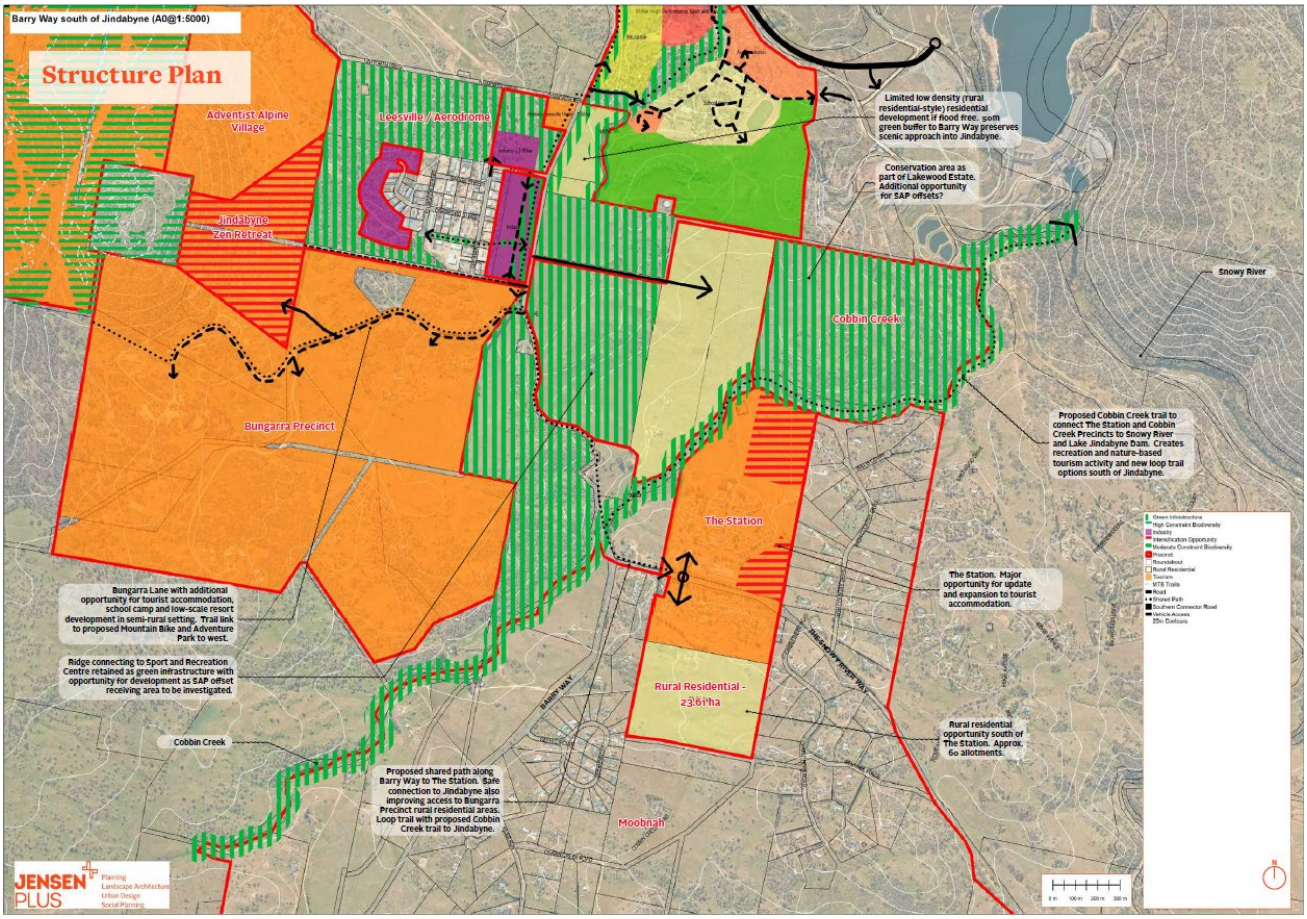


Figure 21: Barry Way South sub-precinct
Source: Jensen Plus Structure Plan, April 2022

Table 28: Growth opportunities in Barry Way South

Opportunity	Description
There is an opportunity to focus a mix of tourism and rural residential development in the Barry Way sub-precinct. Objective: • Deliver at least 50% of new dwellings on greenfield land as an extension to Jindabyne urban area. • Deliver up to 10% of new dwellings as rural residential. • Additional 2,327 short term accommodation units needed to meet the forecast visitor needs by 2061.	Barry Way South sub-precinct includes a number of development opportunities, including rural residential development, expansion and improvements to existing tourist accommodation and conservation of environmental values including watercourses and remnant vegetation. There are a number of existing tourist resorts and proposals for rural residential development. A key focus for this area is to integrate development with the surrounding rural character and environmental values. There is also potential to improve connections to existing and proposed tourist attractions including cycle trail connections to the proposed mountain bike park to the west, and to the Sport and Education sub-precinct to the north.

Western Lake Jindabyne – Rabbits Corner

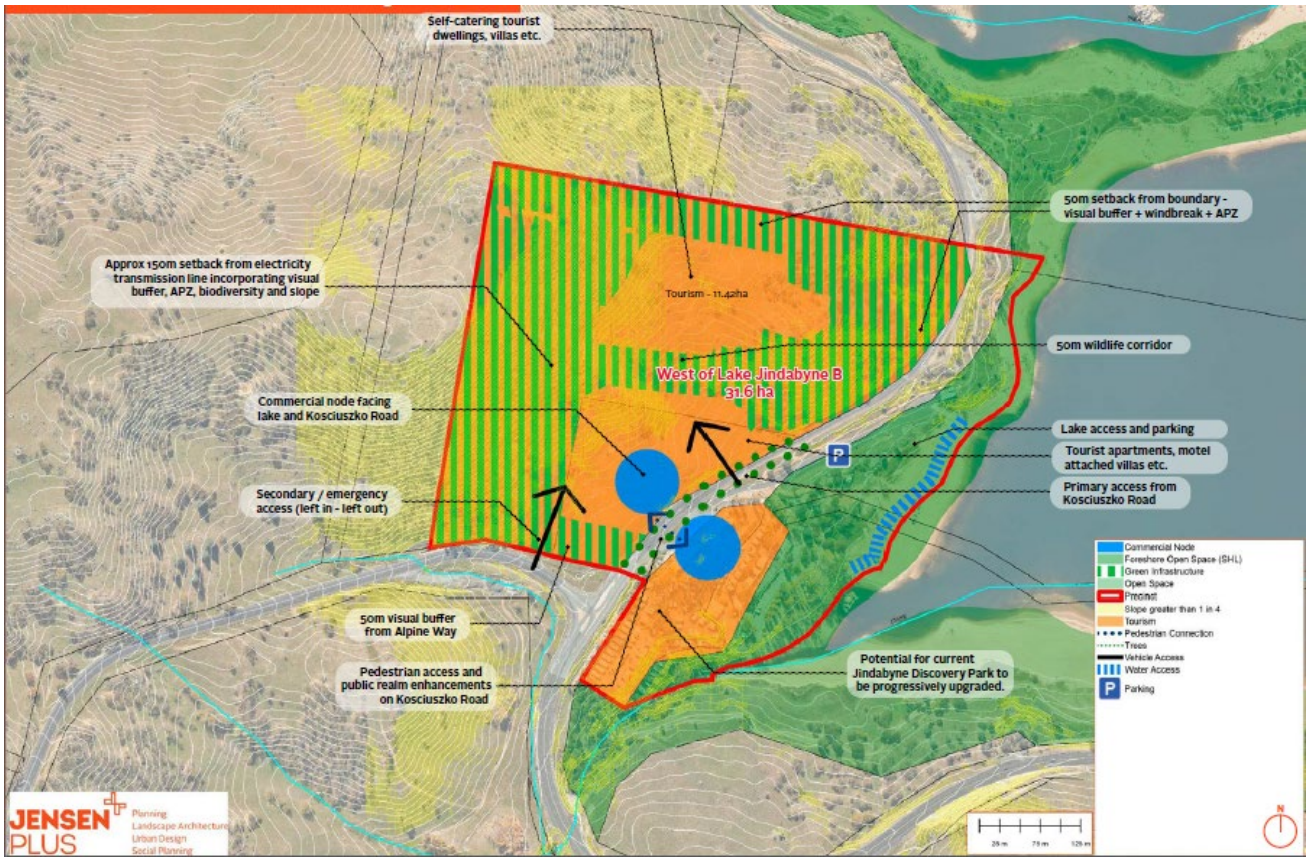


Figure 22: Lake Jindabyne Village (Rabbits Corner) sub-precinct
Source: Jensen Plus Structure Plan, April 2022

Table 29: Growth opportunities in Lake Jindabyne Village (Rabbits Corner)

Opportunity	Description
There is an opportunity to deliver low density residential and tourism-oriented investment at Lake Jindabyne. Objective: • Additional 2,327 short term accommodation units needed to meet the forecast visitor needs by 2061.	The natural landscape at this site provides an opportunity to draw on access to the foreshore and proximity to the surrounding environment, with a focus on tourist accommodation and attractions. There is potential for a mix of accommodation types including hotel rooms, bed and breakfast, backpacker or group accommodation, along with supporting shops, restaurants, function centres and the like. It is also immediately adjacent to the proposed Mountain Bike Park. There is potential to upgrade the existing Jindabyne Discovery Park to provide improved camping and caravan style accommodation. This location would be suited to being innovative with the type of products that are delivered. Forecasts indicate that visitor demand is expected to peak in the medium-term. Therefore, it would be beneficial to invest in short-term accommodation products that meet the short-medium term needs of the visitor market, such as villas and self-contained units that could transition to meet permanent population demand in the longer term. In addition, there is demand for other types of short-term accommodation products, and this location is well-positioned to accommodate investment in a new hotel.

Opportunity	Description
	The type of short-term accommodation could be marketed towards high-end products such as hotels, wellness facilities, boutique bed and breakfasts and premium serviced apartments. These types of product are forecast to experience short-medium term demand and this site is well positioned to accommodate such growth. The supply of short-term accommodation at this site could be supported by tourism related activities such as hiking, wellness retreats, fly fishing and water-based activities (e.g., rowing, sailing, canoeing).

Western Lake Jindabyne – Hatchery Bay

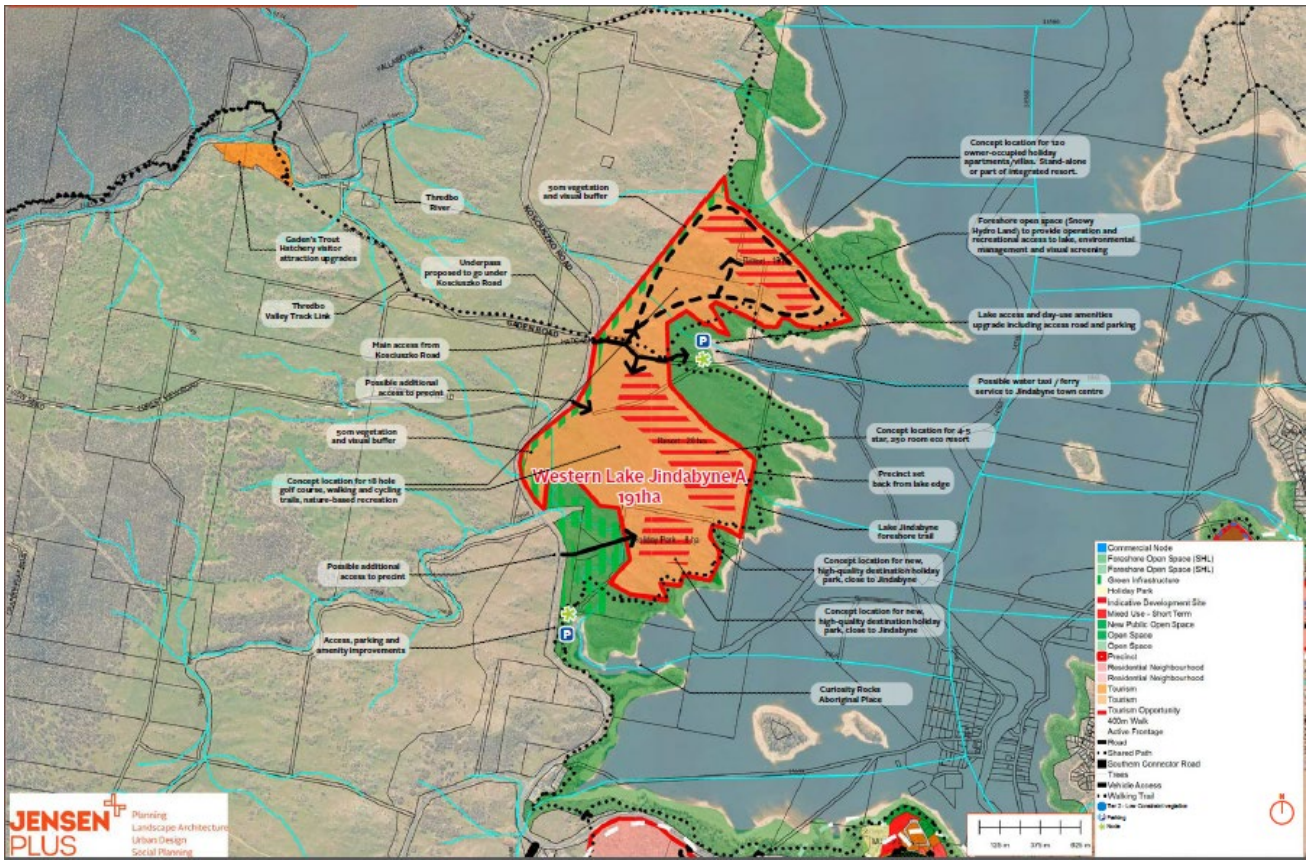


Figure 23: Hatchery Bay sub-precinct
Source: Jensen Plus Structure Plan, April 2022

Table 30: Growth opportunities in Hatchery Bay

Opportunity	Description
There is an opportunity to deliver low density residential and tourism-oriented investment at Hatchery Bay. Objective: • Additional 2,327 short-term accommodation units needed to meet the forecast visitor needs by 2061.	Hatchery Bay presents an opportunity to accommodate short-term tourist accommodation in a high amenity location. These uses will benefit from bike path connections along the lake to Jindabyne, proximity to other proposed tourist facilities including the Mountain Bike Park, proximity to the foreshore and natural landscape. Development in the Hatchery Bay sub-precinct would be purpose built tourist accommodation in resort style facilities that responds to the environmental and visual sensitivity of the site. facilities would include

Opportunity	Description
	hotel rooms, owner-occupied tourist apartments, sporting and recreation facilities and conference facilities. There is also potential for a destination holiday park with a mix of cabins, caravan and camping sites. Recreational facilities would focus on outdoor activity, water-based recreation, and sports.

6.2.3 Kosciuszko National Park and Surrounds

Accommodation options within Kosciuszko National Park are focused on meeting projected demand for visitor accommodation, and providing accommodation that is suited to the needs of a seasonal workforce. There are a range of locations within the national park that have potential to increase the capacity of accommodation and the range of accommodation types from high end hotel and resort facilities to self contained apartments/lodges and camping. In the short to medium term, leading up to the peak in projected tourist accommodation demand in 2041, there is potential to cater for strong ongoing demand for accommodation in the winter months. While winter visitation is projected to remain strong through to 2061, providing additional capacity for accommodation types including camping will cater for growth in non-winter visitation. Resorts that offer year round activities including snow sports, mountain biking and hiking will also benefit from improved and diversified accommodation offerings.

Total accommodation capacity in the KNP and surrounds is summarised in the table below, with the following sections expanding on potential opportunities under the Structure Plans for each of the key sub-precincts that include accommodation (**Figure 24** to **Figure 28**). Consistent with the current Plan of Management, no capacity is identified for permanent resident housing within KNP. The Structure Plans include capacity for increased tourist accommodation (and in some cases workforce accommodation) across a range of smaller existing resorts or hotels within the alpine area, including:

- Sponars Chalet
- Smiggins Hole
- Kosi Tourist Park
- Campgrounds at Island Bend, Thredbo Diggings and Ngarigo
- Creel Bay

Structure Plans and detailed analysis of capacity are not provided in this report for these locations, although they contribute to the overall Structure Plan capacity summarised below.

Capacity: KNP & surrounds	
Permanent resident dwellings	0
Tourist accommodation units	1,283
Seasonal worker accommodation units	58
Dwellings/units total	**1,341**

Source: Jensen Plus Structure Plan (April 2022)

Thredbo Resort

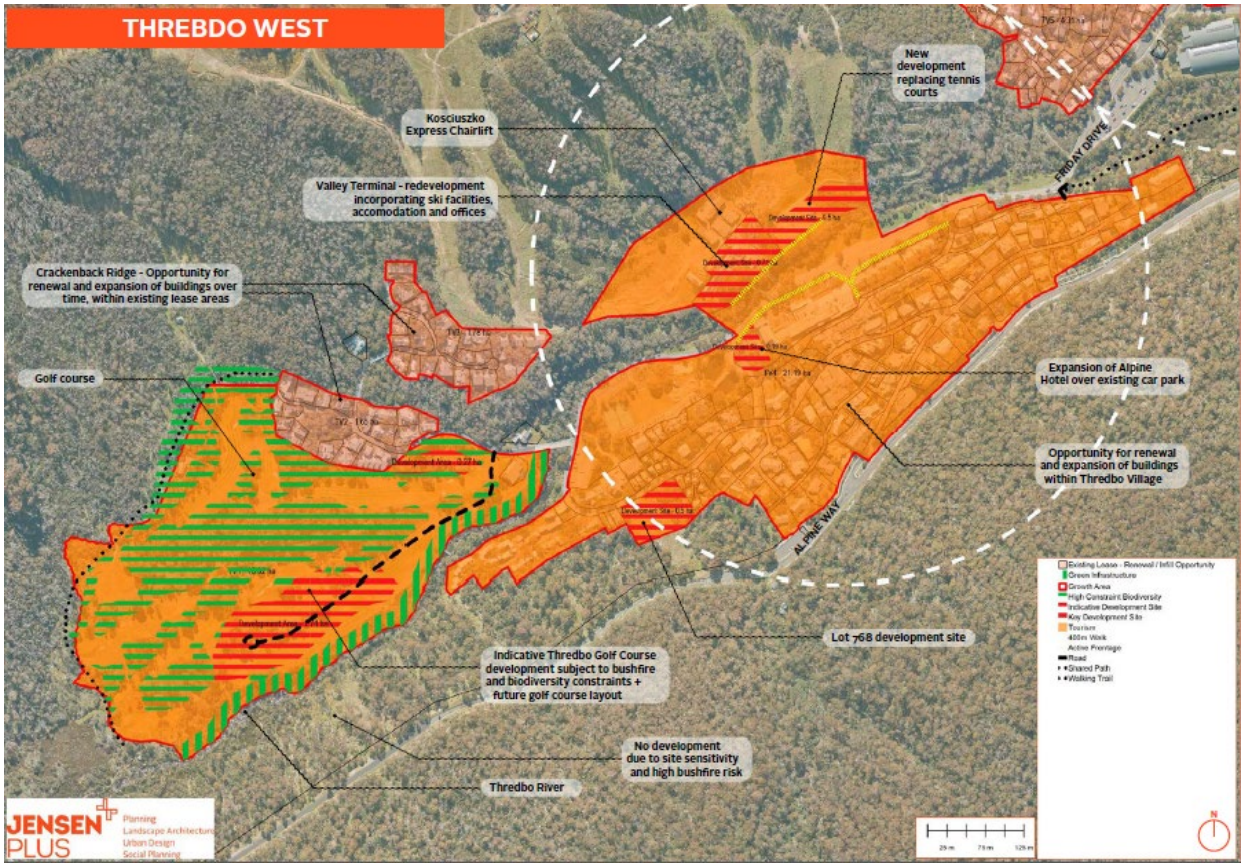


Figure 24: Thredbo Resort (west) sub-precinct
Source: Jensen Plus Structure Plan, April 2022

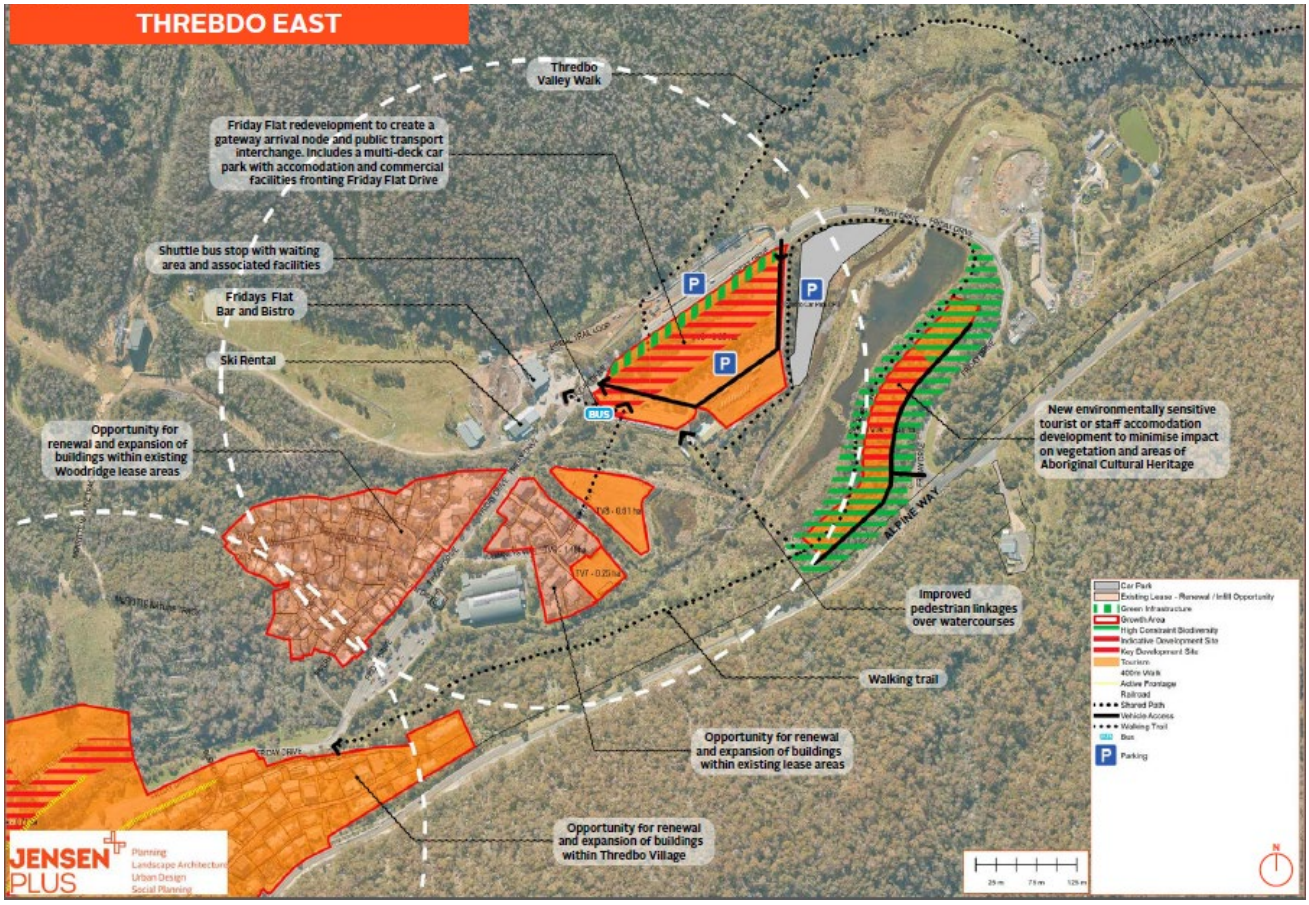


Figure 25: Thredbo Resort (east) sub-precinct
Source: Jensen Plus Structure Plan, April 2022

Table 31: Growth opportunities in Thredbo Resort

Opportunity	Description
There is an opportunity to increase the supply of short-term visitor accommodation with a focus on expanding the current resorts. Objective: • Additional 2,327 short term accommodation units needed to meet the forecast visitor needs by 2061. • Respond to medium term demand for seasonal worker housing.	Thredbo Resort presents an opportunity to deliver new low scale short-term accommodation as an expansion from the current resort. There is undeveloped or under-utilised land suitable for expansion both in the east and west sub-precincts. This land is an appropriate location to increase bed capacity in Thredbo and alleviate some pressure from existing accommodation sites in the Thredbo that face development constraints. Further, the amenity and local services fit to meet visitor needs are already available, making it an appropriate location for expansion. There is also an opportunity to provide short-term accommodation that supports seasonal workers. There should be the consideration of a product that can be flexible in its use, responding to different types of demand in the seasonal worker off-peak.

Thredbo Ranger Station

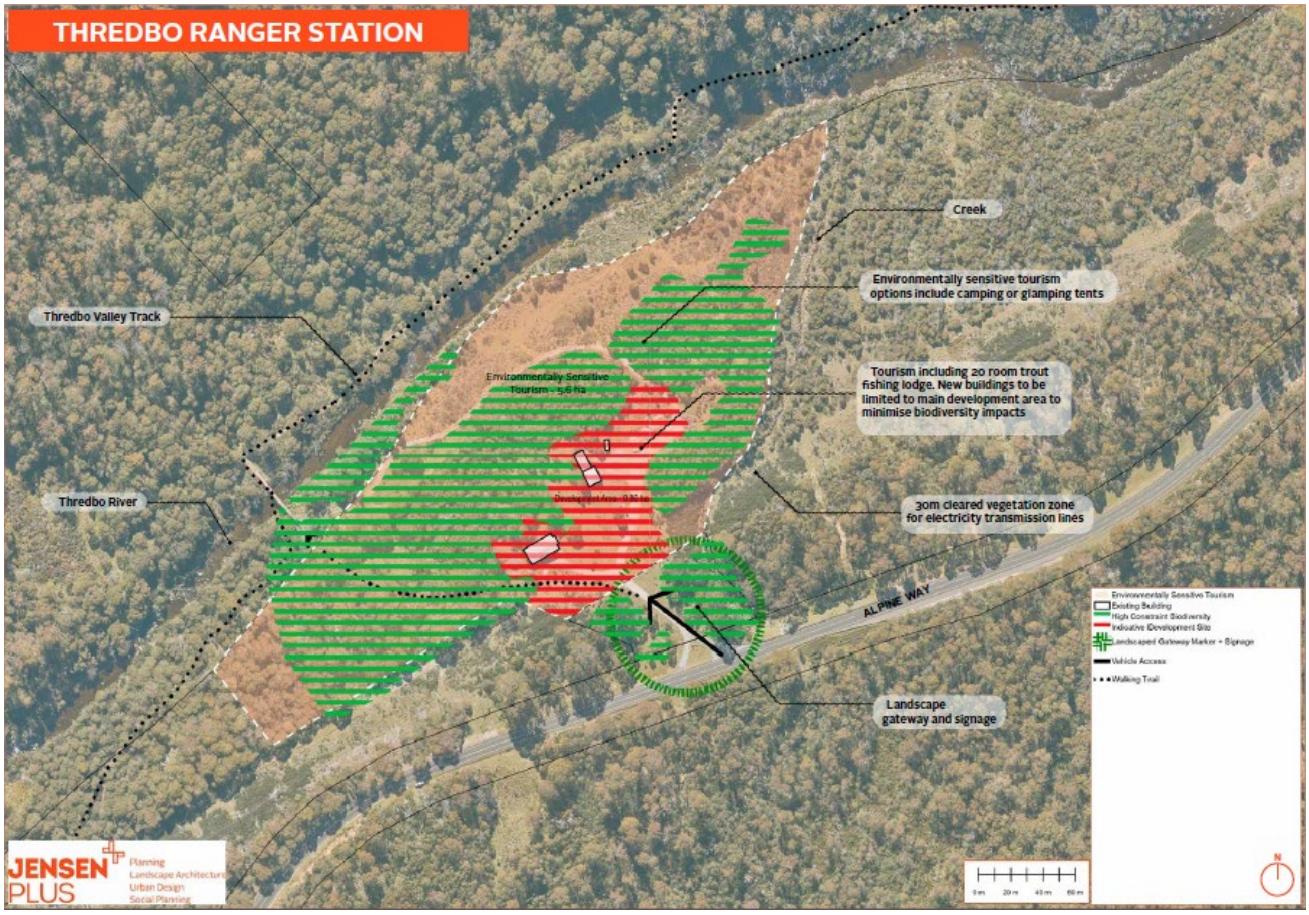


Figure 26: Thredbo Ranger Station sub-precinct
Source: Jensen Plus Structure Plan, April 2022

Table 32: Growth opportunities in Thredbo Ranger Station

Opportunity	Description
There is an opportunity to increase the supply of short-term visitor accommodation with a focus on eco-tourism. Objective: • Additional 2,238 short term accommodation units needed to meet the forecast visitor needs by 2061.	Thredbo Ranger Station presents an opportunity to deliver new low scale short-term accommodation. This type of product would focus on glamping and boutique resort style accommodation, drawing on the natural location and proximity to outdoor activities. Development would be low scale and include re-purposing of existing buildings and low impact and moveable accommodation on other disturbed parts of the site. The housing and accommodation demand model indicates an additional need for around 180 “caravan, camping and holiday park” units by 2061. Delivering some of this additional need at this site will alleviate some pressure from existing accommodation sites in the Thredbo village and provide more diverse opportunities within KNP, particularly for non-winter visitation.

Perisher Village

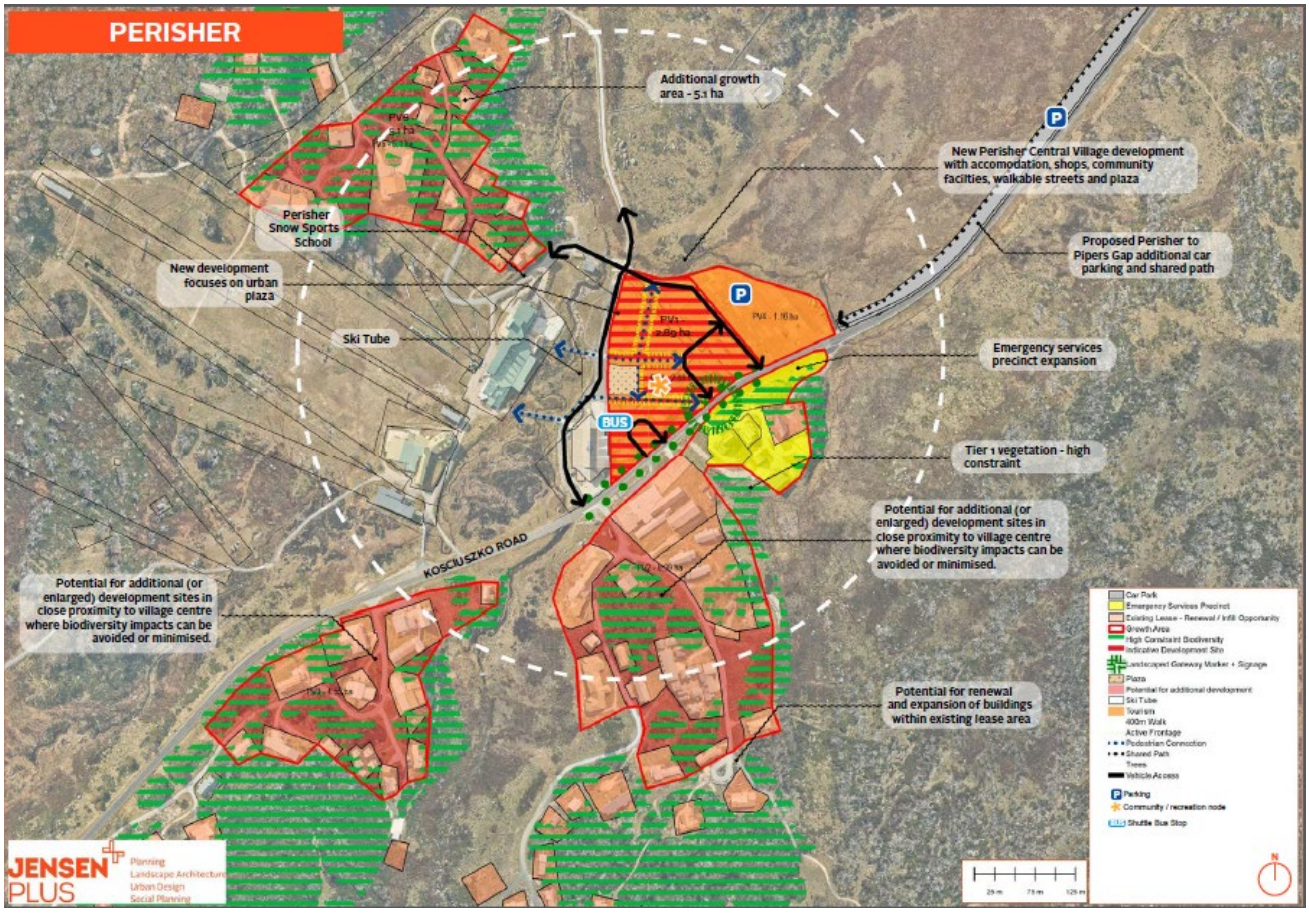


Figure 27: Perisher Village sub-precinct
Source: Jensen Plus Structure Plan, April 2022

Table 33: Growth opportunities in Perisher Village

Opportunity	Description
There is an opportunity to increase the supply of short-term visitor accommodation with a focus on expanding the current resorts. Objective: • Additional 2,327 short term accommodation units needed to meet the forecast visitor needs by 2061. • Respond to medium term demand for seasonal worker housing.	Perisher Village presents an opportunity to deliver new short-term tourist accommodation, through expansion of short-term accommodation on under-utilised land and redevelopment of old stock. Redevelopment of existing supply will provide more beds and better-quality options. The main focus of accommodation development in Perisher is to limit the footprint and take advantage of disturbed areas that are currently under-utilised. This includes development over existing at-grade parking areas that occupy very large areas and are well located relative to ski lifts. Creating a more compact 'heart' for the village with a focus of activity centred around the shops and ski lifts would be a significant outcome of the proposed Structure Plan. There is also an opportunity to provide short-term accommodation that supports seasonal workers. There should be the consideration of a product that can be flexible in its use, responding to different types of demand in the seasonal worker off-peak. There is anticipated to be a continued demand for seasonal workforce accommodation at Perisher, as current plans for the resort do not include development of non-winter activities.

Charlotte Pass

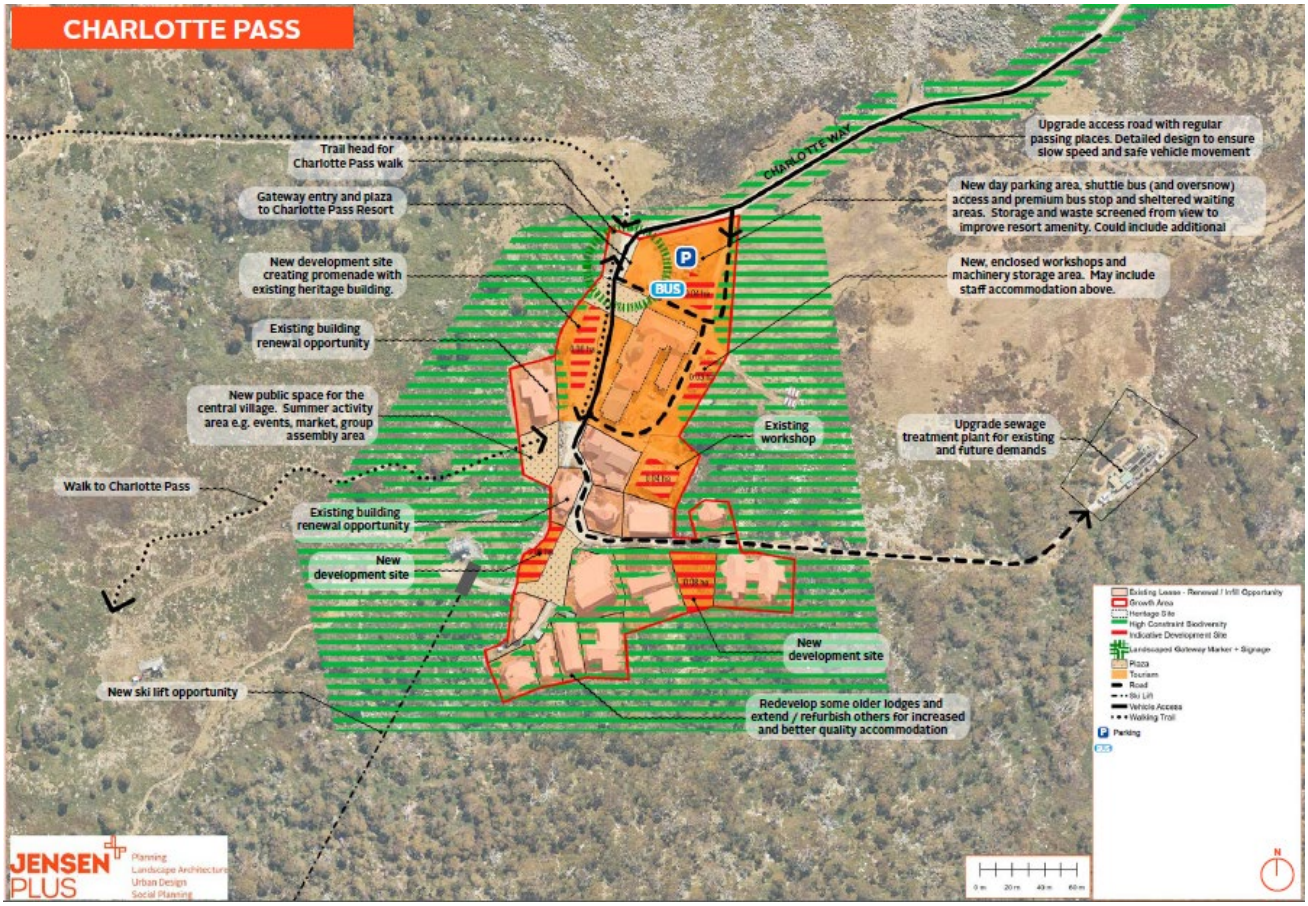


Figure 28: Charlotte Pass sub-precinct
Source: Jensen Plus Structure Plan, April 2022

Table 34: Growth opportunities in Charlotte Pass

Opportunity	Description
There is an opportunity to deliver a new resort and accommodation to house seasonal workers. Objective: • Additional 2,327 short term accommodation units needed to meet the forecast visitor needs by 2061.	In light of investment in the new ski lift and improved accessibility, it is considered appropriate that capacity is increased at Charlotte Pass. There are expansion opportunities east and north of the existing resort at Charlotte Pass. These locations are undeveloped and may be subject to further environmental technical studies, however present an opportunity to expand to respond to significant medium-term growth in visitation.

6.3 Recommended Objectives and Controls – Planning Framework

Building on the strategies and actions identified to stimulate housing and accommodation that meet the needs of the permanent population, visitors and seasonal workers, the table below lists appropriate controls to implement in the preparation of provisions for the Snowy SAP under State Environmental Planning Policy – Precincts (Regional) 2021 (Precincts – Regional SEPP).

Population type	Recommended Controls
Permanent population	• Map opportunity areas to safeguard land for future residential development, aligned with the Jensen Plus Structure Plan. • Rezone Jindabyne town centre to stimulate medium scale/density development. • Introduce flexibility in planning controls to promote multiple occupancies and small lot dwellings. • Explore floorspace bonus provisions where development delivers smaller dwellings (1-2 bedroom) or provides affordable rental stock (Housing SEPP mechanisms, or other development incentives included in Precincts – Regional SEPP/LEP controls). • Require land amalgamations in infill opportunity locations in the residential zones proposed for uplift within Jindabyne to deliver medium to high density including low rise apartments at scale that enables better urban design and quality outcomes and encourages a more diverse housing mix through the legislative framework. A minimum site area for residential flat buildings of 2,000 square metres is recommended. • Introduce height of building controls to allow development up to 5 storeys on opportunity precincts in and around the core town centre (nominally areas zoned or recommended as mixed use or local centre zones).
Visitors	• Proceed with tourist related zoning along Lake Jindabyne foreshore (north of Kosciuszko Road). • Allow appropriate (tourism-specific, or Employment zones that permit tourism accommodation uses) land use zoning in high amenity locations, including the West Lake Jindabyne area, the lake foreshore within Jindabyne, and Jindabyne town centre. • Introduce a condition of consent for new short-term accommodation dwellings in the residential zoned land in Jindabyne. Impose time-limited consents (e.g. maximum 10 years) to create opportunities to turn over short term to permanent or seasonal worker accommodation as demand increases. After time lapses, the landowner can apply for extension of the time-limited consent subject to the state of supply and demand of the short-term accommodation and permanent housing market. • Limit the number of days per year that dwellings can be used for short term accommodation (for new development in greenfield areas or new infill development in residential zones) to reduce pressure from short term accommodation on the supply of new dwellings for permanent residents and assist with improving affordability.
Seasonal workers	• Rezone Jindabyne town centre to stimulate medium to high density and mixed-use development to increase capacity for smaller dwellings, group homes and other diverse and affordable housing in highly accessible locations. • Permit build to rent and other new housing typologies in Jindabyne town centre core and adjacent medium/high density residential areas (subject to draft Housing SEPP being finalised with new land use definitions, or inclusion of Build to Rent definition in SAP SEPP). • Include affordable housing development incentive provisions in the SAP statutory planning framework including increased FSR/adjusted design standards, reduced requirements for amenities, shared facilities (including characteristics of Build to Rent models) for a proportion of dwellings guaranteed for key worker rental during peak season (similar to ARHSEPP incentives, with rent caps tied to income thresholds), or purpose-built worker rental housing.

6.4 Housing and Accommodation Demand and Capacity Analysis – Delivery Plan

6.4.1 Housing and Accommodation demand analysis

The housing and accommodation demand analysis has identified a total need for an additional 4,141 dwellings or accommodation units in 2061. However, the peak demand for additional housing and accommodation across the three categories (permanent residents, visitors, and seasonal workers) of 5,808 occurs in 2041. The following trends are important in determining the total provision of new dwellings and accommodation units that should be supplied to meet demand:

- Visitor accommodation demand peaks in 2041 at 3,318 additional dwellings/units (and this is the key driver of total peak demand) and then reduces by 991 units to 2061 (2,327).
- Seasonal worker demand peaks in 2036 at 72 additional units, but by 2061 has reduced by 115 units and is less than current (2020) demand (by 43 units).
- Permanent resident demand increases more steadily over the forecast period, peaking later (in 2051) than the other accommodation types and only reducing slightly to 2061.

Table 35: Housing and Accommodation peak and long term demand summary

Accommodation type	2036	2041	2046	2051	2056	2061	Difference (Peak to 2061)
Permanent residents	1,454	1,718	1,848	1,875	1,874	1,857	-22
Visitors	3,167	3,318	3,106	2,847	2,615	2,327	-991
Seasonal workers	72	67	41	14	-12	-43	-115
Total demand		5,103				4,141	-1,124

Note: red cells show the peak demand year. Blue cells are 2061 and the difference (peak to 2061) for each row is the red cell minus the blue cell. The difference between total demand in 2041 and 2061 doesn't equal the total difference in peak demand because it accounts for the peak in seasonal worker demand which is in 2036, and the peak in permanent resident demand in 2051, rather than 2041 (the highest combined demand year).

The increases and decreases in demand over the forecast period across the different accommodation types, occurring at different times, create a mix of opportunities and challenges:

- There is a risk of oversupply in the visitor and seasonal worker accommodation types (and to a lesser extent permanent accommodation) because the differences between peak demand and the long-term forecast are particularly large.
- There is an overall risk of dwelling/accommodation oversupply of up to 1,124 dwellings/units if peak demand is met through sufficient supply across all sectors in 2041, and demand then falls as predicted in the forecasts.
- Oversupply may assist in catering for periods of very high peak visitation and may assist with limiting price increases and making tourist and permanent accommodation more affordable.
- There is a strong need for housing and accommodation supply to be flexible, adaptable, and cost-effective so that at least a proportion of accommodation that might be delivered to meet the peak demand for visitors and seasonal workers up to 2041 can be re-purposed (or relocated and re-used) as demand drops off.
- Visitor accommodation will continue to be the biggest sector in the market, and will continue to dominate the type, location, and cost of new accommodation. Because tourism is central to economic activity in the Snowy Mountains SAP, there should be a strong focus on delivery of a wide range of tourist accommodation to cater for diverse visitor needs (in terms of quality, type, and price point).
- There are opportunities for targeted intervention through the statutory planning system or other government actions to address affordability issues. Measures such as inclusionary zoning, development incentives, and making surplus government land available for affordable housing should be further explored and implemented to counter the effects of the tourist accommodation market on affordability for seasonal workers and permanent residents who will underpin economic growth and diversification in the Snowy Mountains SAP area.

- While there will be continued demand for purpose-built tourist accommodation (for example hotels, motels, and resorts) there is also strong demand for self-catered short term holiday rental properties (houses and apartments that are used for holiday rentals). This form of accommodation is more readily adaptable to meet permanent resident housing need as demand changes. Planning controls in the SAP area (particularly in and around Jindabyne) should encourage the delivery of new dwelling stock that is suitable for a range of housing and accommodation needs.
- Providing new accommodation to cater for projected growth in seasonal worker accommodation to 2036 is important to sustain economic activity as the local economy transitions from a very pronounced winter peak to more year-round activity. In and near Jindabyne, seasonal worker accommodation should be located and designed to enable adaptation to other accommodation uses including budget/group tourist accommodation or special purpose accommodation for seniors, Aboriginal housing, or other uses such as conference facilities. In the alpine resorts (where seasonal worker demands are predicted to be strong in the winter months through to 2041) accommodation should have a minimal environmental footprint, be adaptable to other accommodation uses, or be easily relocated if no longer needed.

6.4.2 Capacity for housing and accommodation in the Snowy SAP Structure Plan

The Jensen Plus team has prepared a series of Structure Plans for key growth areas within the Snowy Mountains SAP study area. The Structure Plan identifies capacity of the key growth areas to increase supply of housing and accommodation, responding to the need reported in this Study.

The key growth areas include Jindabyne town centre, Jindabyne greenfield locations, and Kosciuszko National Park (KNP) and surrounds. It is important to note that the capacity analysis is separate to the housing and accommodation need reported in this Study. The capacity figures have applied a buffer, addressing the risk of undersupply.

The key growth areas are accompanied by yield estimates that have been broken down into potential capacity for permanent resident dwellings, visitor, and seasonal worker accommodation.
summarises the housing and accommodation capacity of all catalyst sites in the SAP Structure Plan. An indicative breakdown has been provided for permanent residents, tourist accommodation and seasonal workers. While it is not proposed to mandate a split between the different accommodation types, the breakdown provides an indication of capacity to identify any constraints across the different types of housing and accommodation demand. The indicative breakdown includes the following general distributions of housing and accommodation:

- An indicative split of permanent resident accommodation has been adopted for the capacity analysis, targeting:
  - At least 50% of new dwellings in greenfield subdivisions on the fringes of Jindabyne and East Jindabyne
  - Up to 40% of new dwellings as infill within the established areas of Jindabyne.
  - Approximately 10% of new dwellings in rural residential areas.
- Capacity is indicatively required to cater for a split of dwelling types for permanent residents of 60% detached dwellings, 20% townhouses and 20% apartments. A range of dwelling types is needed to cater for a range of household types, an aging population, and anticipated reductions in household size over the forecast period.
- The majority of new permanent resident dwellings have been allocated to Jindabyne greenfield catalyst sites (including East Jindabyne), with some assumed infill development for permanent residents within the existing Jindabyne urban area through renewal of existing low density residential areas.
- New tourist accommodation is predominantly in Jindabyne town centre/infill areas, the alpine resorts, and dedicated new tourist accommodation sites identified in the structure plan (for example Lake Jindabyne Western Foreshore and the lake foreshore in Jindabyne town centre).
- While the Structure Plans allocate yield in Jindabyne infill areas predominantly to tourist accommodation, there is scope within renewal areas particularly to the south and east of the town centre to accommodate dwellings for permanent residents to meet demand. Delivery of new accommodation in the form of self contained dwellings provides flexibility to meet the needs of both visitors and the permanent population, and to account for changing demand over time, as forecast tourist demand peaks earlier and resident population demand grows more steadily over a longer period.

- Some tourist accommodation has been allocated to greenfield areas to account for self-contained house or apartment style accommodation that may transition between permanent and tourist uses subject to market demand changes over the forecast period. Likewise, some permanent resident dwellings in these locations may be used as tourist accommodation. New dwellings in these locations provide the greatest opportunities for flexibility, providing dwelling stock is appropriately designed to allow adaptation to different uses.
- There is capacity for seasonal worker accommodation across all locations, however the majority has been allocated to Jindabyne town centre/infill sites and the alpine resorts. Seasonal workers will help to activate Jindabyne town centre and can make use of flexibly designed accommodation in both the town centre and alpine resorts (where winter demand is projected to remain strong until around 2041) that could transition to other accommodation uses as seasonal worker demand reduces.

The housing and accommodation demand analysis has identified a total need for an additional 4,141 dwellings or accommodation units in 2061. However, the peak demand for additional housing and accommodation (5,103 dwellings/units) across the three categories (permanent residents, visitors and seasonal workers) occurs in 2041. The main driver of the higher peak demand in 2041 is tourist accommodation, which is mainly influenced by continued short to medium term growth in winter visitation.

The forecast peak demand at 2041 and the forecast growth of visitors and seasonal workers in the winter period has implications on housing and accommodation supply and demand.

The Jensen Plus Structure Plan has identified capacity to deliver new housing and accommodation in Jindabyne town centre, Jindabyne greenfield locations (including East Jindabyne), West Lake Jindabyne and Kosciuszko National Park (KNP) and surrounds. The capacity figures reported below are separate to the housing and accommodation demand reported in this Study (although total demand is provided in the last column in the table for comparison). The capacity analysis essentially identifies opportunity areas to increase supply of housing and accommodation, responding to the need reported in this Study. The Structure Plan indicates there is theoretical capacity for more housing and accommodation than is required to meet demand in 2061, and capacity similar to the peak demand in 2041. However, there are likely to be constraints to the full capacity of the identified growth areas being realised, particularly in areas of existing development and fragmented land ownership, where not all development sites would be expected to redevelop within the forecast period. Additionally, one of the key actions arising from the study is to remove supply constraints that are currently impacting on the availability of new housing and accommodation stock and driving prices up. Identifying additional land for greenfield development and changing planning controls in established areas to enable more housing and accommodation is one mechanism to assist with delivering more supply. The risks associated with oversupply are therefore less significant than the impacts of constrained supply that will continue to be experienced if the current situation remains throughout the forecast period.

Table 36: Housing and accommodation capacity in the Structure Plan against demand in 2061

	Jindabyne Town Centre + Infill	Jindabyne Greenfield + East Jindabyne	Western Lake Jindabyne	KNP + surrounds	Total Masterplan Capacity	Demand (2061)
Permanent resident dwellings	240	1,551	0	0	**1,792**	**1,857**
Tourist accommodation units	566	417	689	1,283	**2,955**	**2,327**
Seasonal worker accommodation units	90	143	36	58	**327**	**-43**
Dwellings/units total	**896**	**2,112**	**725**	**1,341**	**5,073**	**4,141**

Source: Capacity derived from Jensen Plus (April 2022)

The yield estimates indicate there is more overall capacity in the Structure Plan to meet projected demand. There is capacity for approximately 1,100 more dwellings in the Structure Plan than the long-term forecast demand in 2061. It is important to note that typically not all capacity is taken up by development, and that the split between accommodation for visitors, temporary workers and residents can change from that assumed in the Structure Plan. For example, the table above indicates capacity in the Structure Plan for permanent resident dwellings is slightly

less than projected demand. However, there is substantially more capacity for visitor accommodation and seasonal worker accommodation. Particularly in locations like Jindabyne, where the majority of infill and greenfield accommodation is anticipated to be delivered as dwelling typologies (apartments, houses and townhouses), there is flexibility for accommodation need to be met within the capacity of the Structure Plan.

The estimated Structure Plan capacity of 5,073 dwellings is roughly equivalent to the peak demand in 2041 of 5,101 dwellings. While this report recommends that capacity is provided to meet projected demand in 2061, there is also capacity to meet the peak demand in 2041 if required.

As the capacity analysis has involved only high-level analysis of constraints to development of each key site, the actual capacity of catalyst sites to accommodate growth may change as more detailed planning is undertaken. Actual delivery of new dwellings and accommodation will also be dependent on market conditions and viability, and the willingness of landowners to develop land.

The most significant excess capacity is in the allocation of yield to tourist accommodation. While the split between permanent, tourism and seasonal worker accommodation types is not mandated, there is significant oversupply of land and renewal sites for tourist accommodation. The greatest capacity is in the alpine resorts and Kosciuszko National Park and surrounds. With the focus on growth of non-winter activities, growth in accommodation provision in the National Park should be carefully considered. There is currently an over-supply of accommodation in non-winter periods with substantial vacancies and many properties not being made available to tourists. The need to deliver more accommodation to cater for non-winter growth will need to be carefully considered in the content of environmental sensitivity. While growth in accommodation capacity for the winter peak could be justified up to 2041, the total number of winter peak visitor nights is forecast to reduce substantially beyond 2041, and it is reasonable to expect the decline in demand would be most noticeable in the alpine resorts, although differences in projected snow cover between resorts may mean winter visitation remains strong in parts of the alpine area. Priority should therefore be given to providing increased capacity in tourist accommodation in other locations that are proximate to planned new tourist activities and facilities identified in the Snowy Mountains SAP Structure Plan that will support year round, or more non-winter, visitation.

6.4.3 Staging of housing and accommodation delivery

To meet anticipated demand, the following general staging of development across the SAP study area is recommended:

- Amend planning controls in Jindabyne town centre (south of Kosciuszko Drive) to facilitate higher density mixed use renewal of key sites and a more activated town centre core (including redevelopment of the existing Jindabyne Central School site subject to construction of a new school in a different location).
- Rezone and bring forward for redevelopment land in the foreshore precinct (north of Kosciuszko Drive) including the caravan park and other strategic government land holdings, primarily to increase the capacity of purpose built and high-quality visitor accommodation in Jindabyne.
- Investigate and rezone land for new greenfield development south and west of Jindabyne, followed by investigation and rezoning of greenfield areas in East Jindabyne, to cater predominantly for demand for new housing for permanent residents.
- Review the lease and planning frameworks for Thredbo and Perisher resorts to provide capacity for increased visitor accommodation and dedicated worker housing (particularly for seasonal workers) to cater for predicted winter season growth up to 2041.
- Progress plans for tourist and residential accommodation in other growth locations including Hatchery Bay and Lake Jindabyne Village (Rabbits Corner).
- Review leasing and Plan of Management to facilitate growth and renewal of other key sites in Kosciuszko National Park as identified in the Snowy SAP Structure Plan to deliver additional visitor accommodation.

7.0 Conclusion

This housing and accommodation study has profiled the existing housing context, housing market including residential development activity pipeline, identified trends influencing housing supply and identified case studies relevant to issues faced in the Snowy Mountains SAP.

As an important part of shaping the future development of the Snowy Mountains SAP Structure Pan, this report has translated the CIE's resident population, visitor and seasonal worker forecasts into housing and accommodation need over the forecast period (2021-2061). Key outputs identifying the required housing and accommodation need have framed the following objectives moving forward:

- Provide 1,857 new dwellings by 2061.
- Deliver an additional 2,327 short term accommodation units to meet the forecast visitor needs by 2061.
- Provide an additional 72 units for seasonal workers to meet peak demand at 2036, with flexible accommodation that can be re-purposed or removed as seasonal worker demand declines from 2036 and is ultimately forecast to be less than current demand by 2061 in response to more year-round employment opportunities.

The housing and accommodation demand analysis has identified a total need for an additional 4,141 dwellings or accommodation units in 2061. However, the peak demand for additional housing and accommodation across the three categories (permanent residents, visitors, and seasonal workers) of 5,101 occurs in 2041. The following trends are important in determining the total provision of new dwellings and accommodation units that should be supplied to meet demand:

- Visitor accommodation demand peaks in 2041 at 3,318 additional dwellings/units (and this is the key driver of total peak demand) and then reduces by 990 units to 2061.
- Seasonal worker demand peaks in 2036 at 72 additional units, but by 2061 has reduced by 115 units and is less than current (2020) demand by 43 units.
- Permanent resident demand increases more steadily over the forecast period, peaking later (in 2051) than the other accommodation types and effectively plateauing (with a nominal decline in demand) to 1,857 dwellings in 2061.

A number of catalyst sites across the SAP have been identified as having capacity for future development to enable the delivery of dwellings and accommodation to meet the projected demand in 2061, and to accommodate peak demand earlier in the forecast period if required. To support development at these catalyst sites, this report identifies a number of recommendations to increase supply and resolve the key housing and accommodation issues to meet the needs of projected population, vision, and seasonal worker growth. Particularly as the economic initiatives of the SAP are delivered and there is increased employment opportunity and a stronger year-round economy.

Moving forward, these findings have informed the development of the Snowy Mountains SAP Structure Pan will contribute to the Master Plan and delivery strategy to be prepared by DPE, including a new planning framework for the Snowy Mountains SAP.

Appendix A. Housing Market and Development Activity

As part of the sales and rental market analysis, markets have been identified to further understand the distribution of sales and rental values across the SAP region and pinch points in housing affordability. The housing markets include:

- Crackenback
- East Jindabyne
- Jindabyne
- Grosses Plain
- Kalkite
- Moonbah
- Tyrolean

Crackenback Submarket

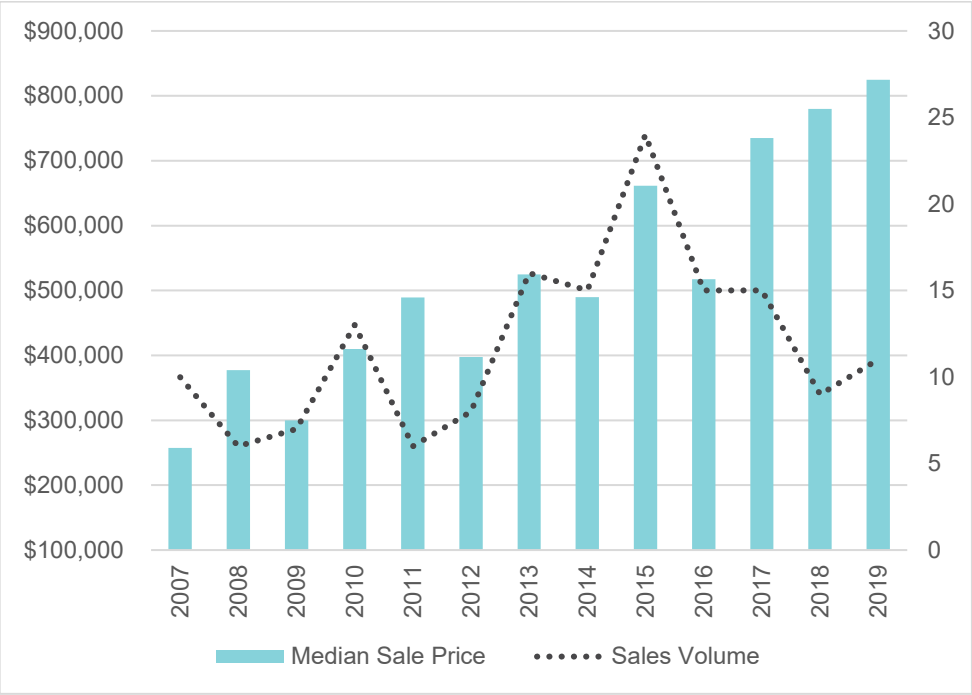
The current median sales value (total dwellings) of Crackenback is $610,000 (2020). The annual compound growth rate of median sales in Crackenback over 4-year period is 7.6%. The year 2019 experienced a sharp spike in median sales values reaching $902,500, however since returned to the markets expected value. The relatively small sales volumes are the most likely explanation of the significant variance in median prices (a small number of relatively high value sales can significantly influence median prices from year to year).

Source: Princefinder and Ethos Urban

East Jindabyne

The current median sales value in East Jindabyne is $824,500 (2019). The annual compound growth rate over the 5 year period is 11%, a slightly higher growth rate compared to the 10 year period (10.6%).

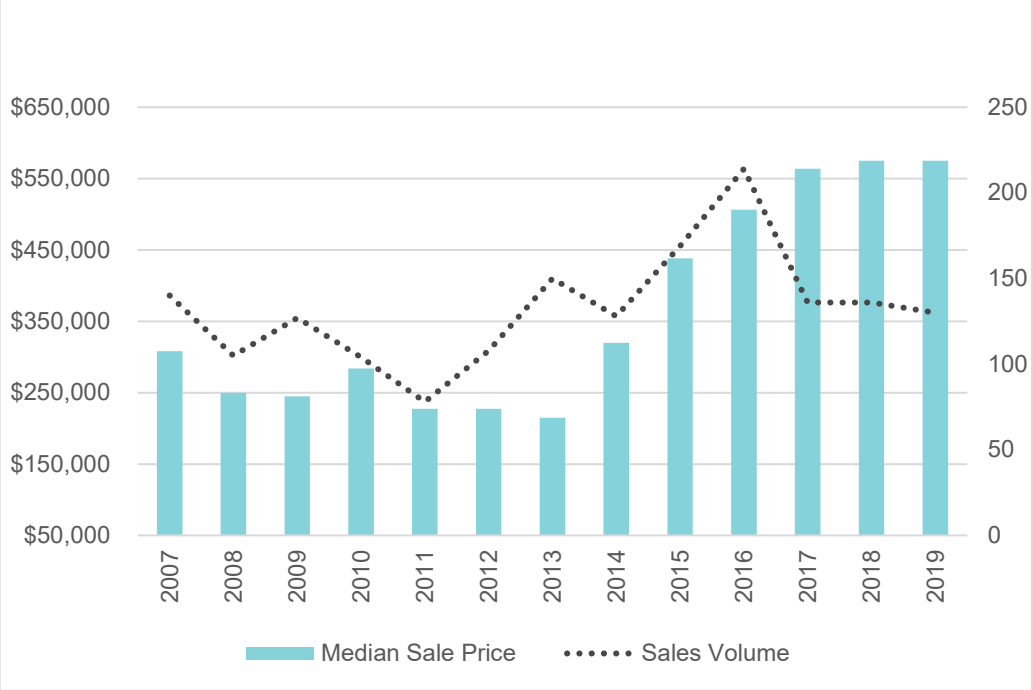
The sales volume was 15 in 2014, peaked at 24 sales in 2015 and dropped back to 15 at years 2016 and 2017. Following 2017, the volume of sales decreased to 9 and 11.



Source: Princefinder and Ethos Urban

Jindabyne

Median sales values have demonstrated strong growth in Jindabyne. At 2019, the median sales price was $575,000, reflecting $750,000 median house price and $377,500 median unit price. The 5-year annual compound growth rate in Jindabyne is 12.4% and 8.9% over a 10-year period. Sales volumes have remained consistently strong, peaking in 2016 with 214 sales recorded.



Source: Princefinder and Ethos Urban

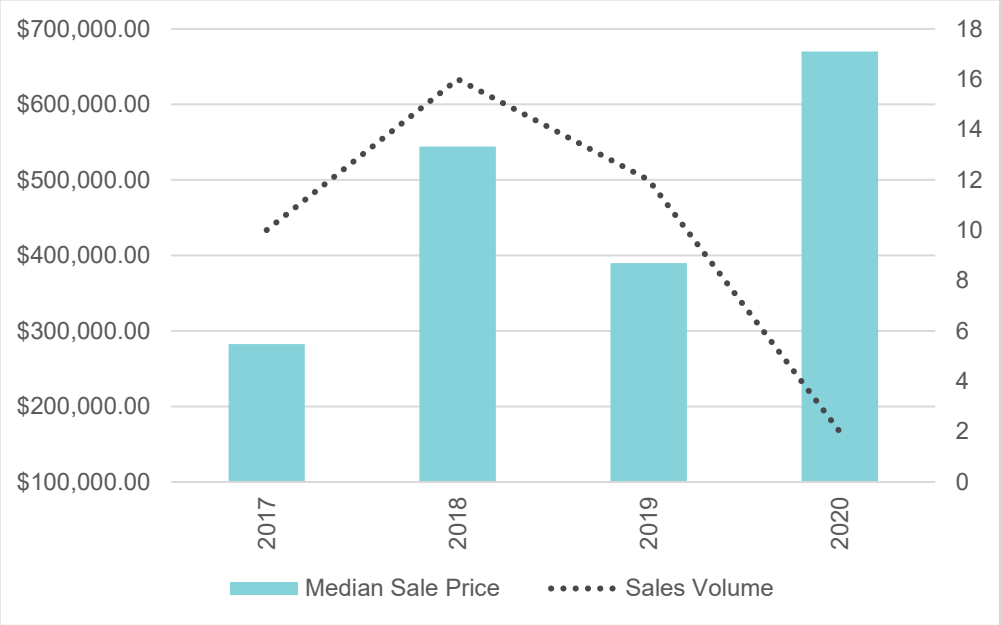
Grosses Plain

There have been very few sales in the Grosses Plain market since 2017. This is due to the low supply of housing and low level of demand for housing in the market. The current sales value is $782,000; however, this is based on 1 transaction. Sales values are generally higher in this market in light of lot sizes and ability to conduct primary production.

Source: Princefinder and Ethos Urban

Kalkite

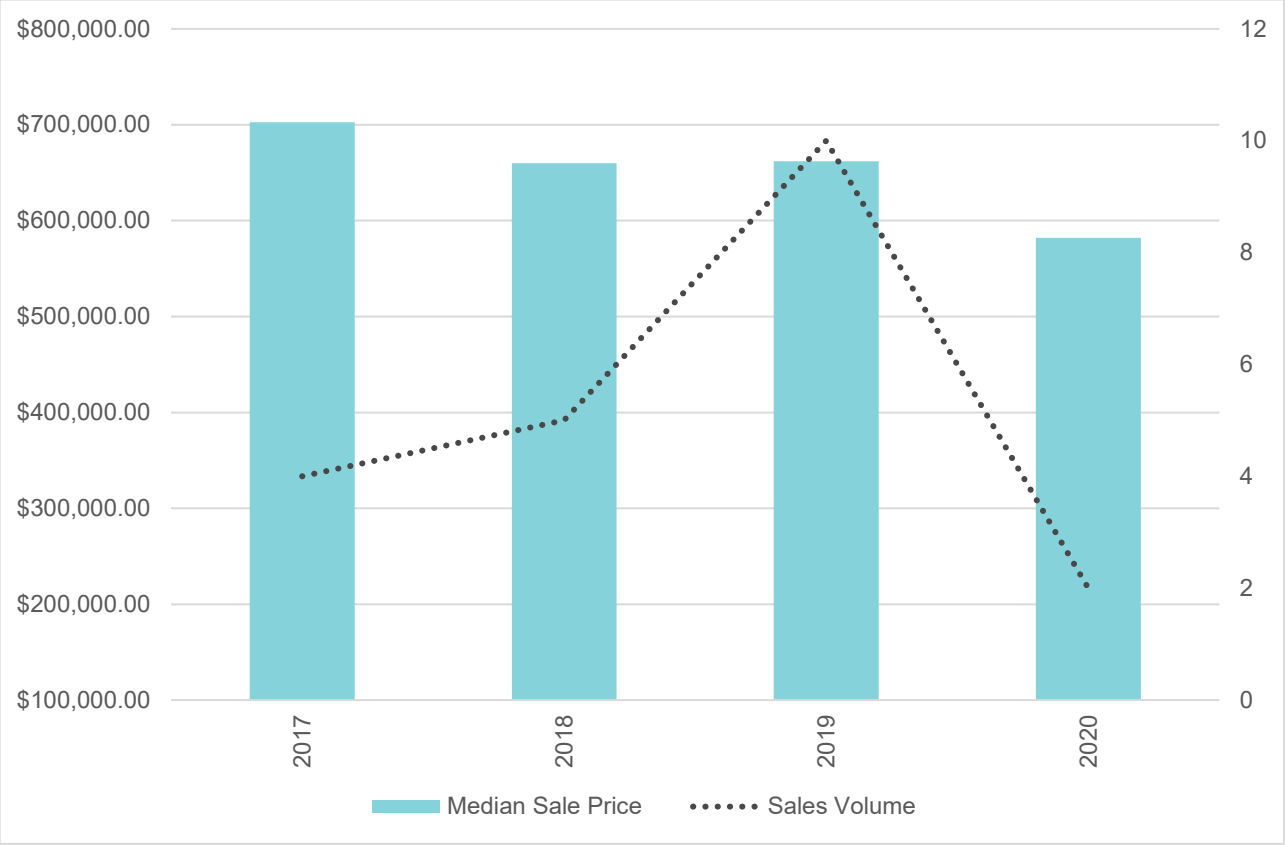
Since 2017, the median sales value in Kalkite market has achieved an annual compound growth rate of 33.36%, demonstrating strong growth in 2020 with a median sales value of $670,000. The number of transactions has been relatively strong with 16 recorded in 2018 and 12 in 2019.



Source: Pricefinder and Ethos Urban

Moonbah

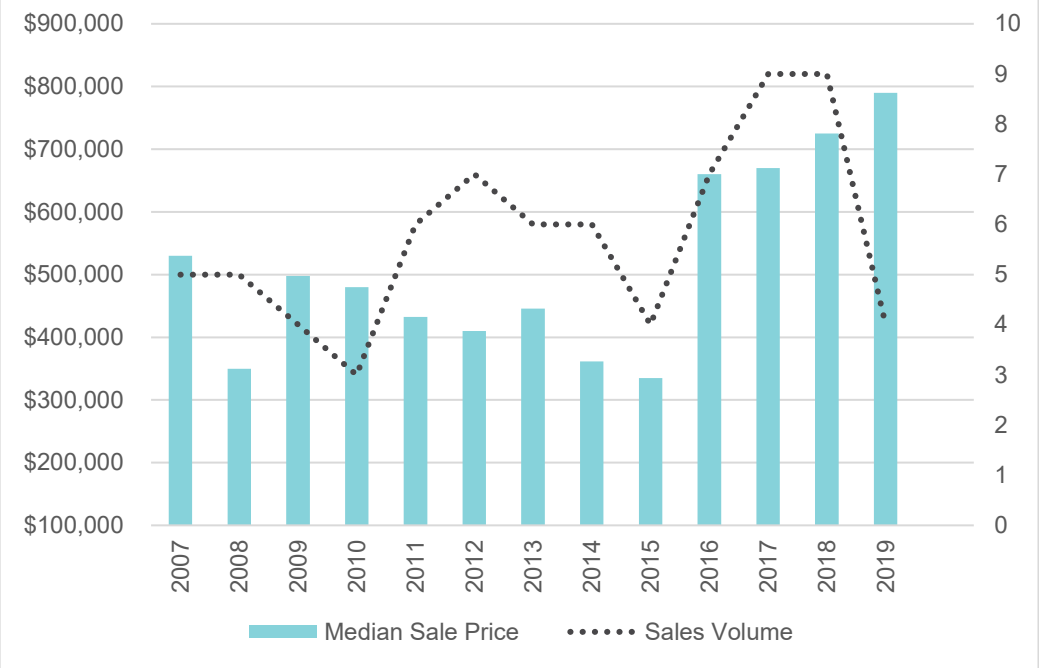
At 2020, the median sales value of Moonbah is $582,000. However, since 2017, median sales values have decreased, with a growth rate of -6.1%. There has been sales activity, with 10 transactions in 2019, however only 2 recorded for 2020 thus far.



Source: Pricefinder and Ethos Urban

Tyrolean village

The median sales value of total dwellings in Tyrolean is $790,000 (2019). Sales values decreased as a result of the global financial crisis and experienced relatively slow rates of growth in years following. The sales value of total dwellings experienced a sharp recovery in 2015, reaching $660,000 at 2016. Over the last 5 years, Tyrolean villages has achieved an average annual growth rate of 16.9%.

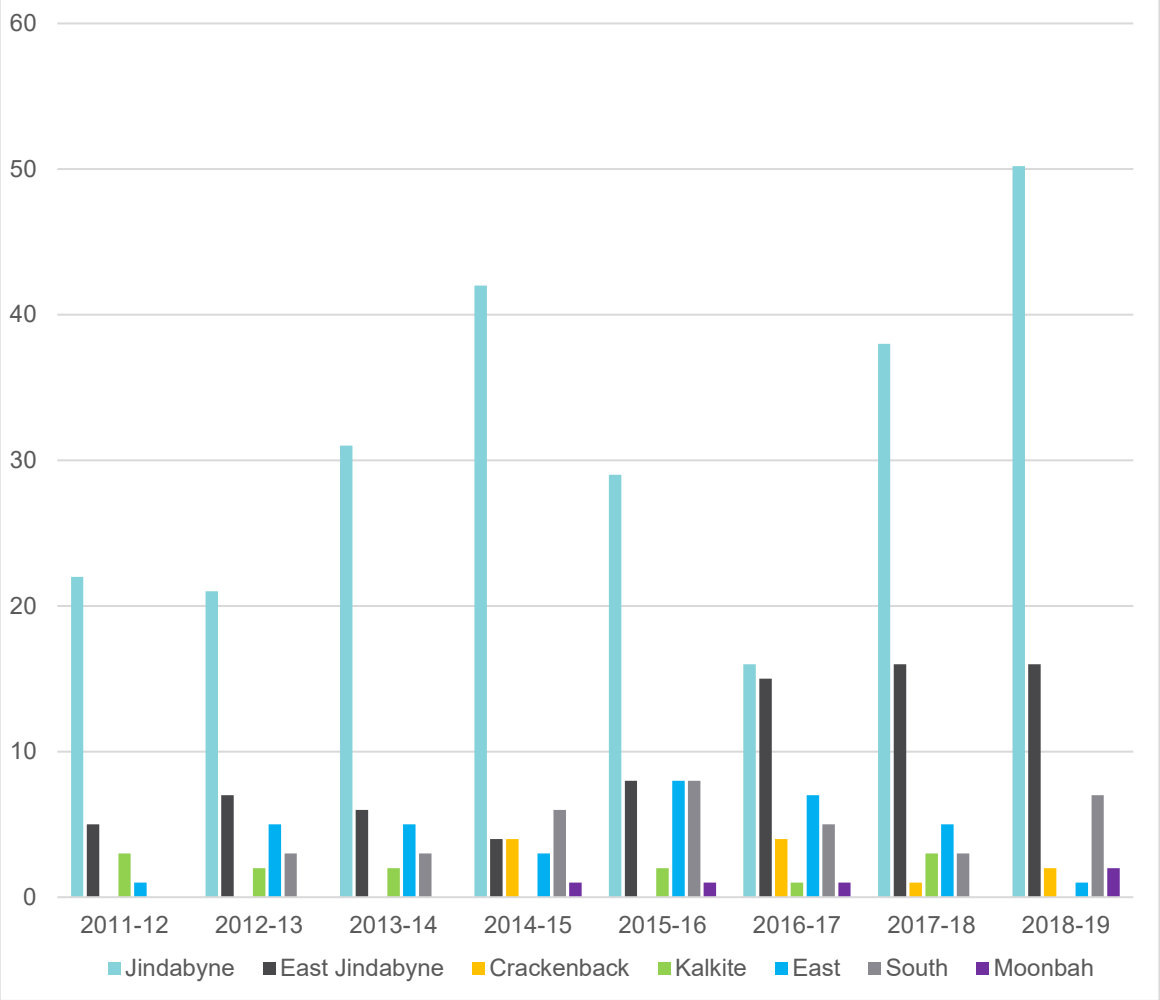


Source: Ethos Urban

Historic development approvals

Development approvals data between 2011 and 2019 is presented by submarket in the figure below. Jindabyne has consistently experienced the largest focus of investment in new housing. In the last three years, there have been approximately 100 developments approved in Jindabyne. East Jindabyne has experienced less development activity with almost 50 development approvals in the last three years. East Jindabyne faces some urban expansion constraints from the natural environment and Kosciuszko Road acting as a footprint boundary.

Given the nature of the study area with Jindabyne serving as the local centre and providing services required by permanent residents such as schools and shopping, other settlements have not experienced the level of demand for development activity.



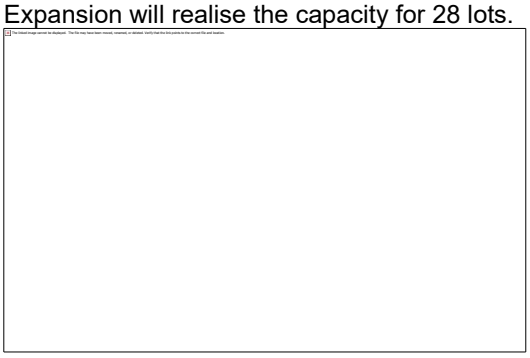
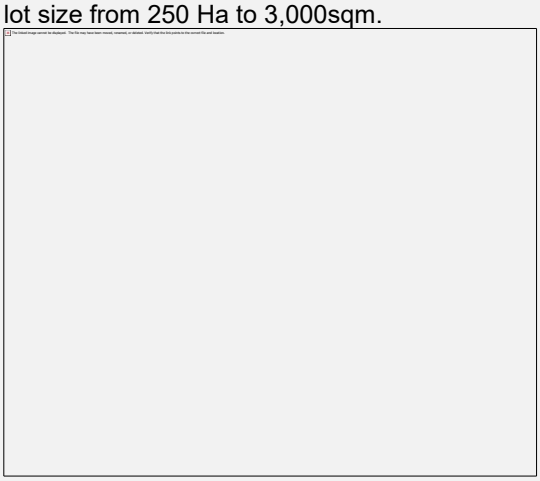
Dwelling approvals 2011-2019
Source: ABS Building Approvals 2019 and Ethos Urban

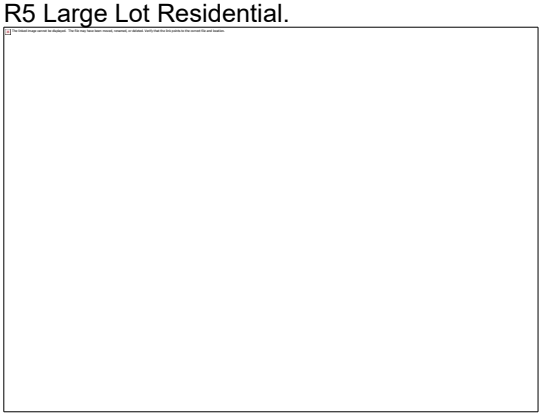
Current planning proposals

The table below lists sites subject to a Planning Proposal. These sites are currently under assessment and if approved, have the capacity to provide 34 new dwellings in the form of large lot subdivision.

Two live Planning Proposals have received Gateway determinations with a condition requiring them not to be made until the completion of the Snowy Mountains SAP Masterplan is finalised to ensure consistency with the strategic directions of the Masterplan. The third Planning Proposal at Tinworth Drive will be assessed following the preparation of the Snowy Mountains SAP Masterplan.

Current Planning Proposals

Site	Description	Status	Total dwellings
Lot 32 DP 118132, Barry Way, Jindabyne	Planning Proposal to rezone 1.5 Ha from RU1 (Primary Production) to R2 (Low Density Residential) and reduce the minimum lot size from 40 Ha to 700sqm. The site has the capacity to deliver around 28 residential allotment and one childcare centre development. The proponent has expressed interest expanding to include Lot 12 DP 1035279 as shown in the map below. Expansion will realise the capacity for 28 lots. 	Gateway determined (May 2019)	28
461 Barry Way, Grosses Plain	Planning Proposal rezone land from RU1 (Primary Production) to R5 (Large Lot Residential) and reduce the lot size from 250 Ha to 3,000sqm. 	Gateway determined (December 2018)	6
Tinworth Drive, Jindabyne	This Planning Proposal seeks to rezone land from RU1 Primary Production to E4 Environmental Living, E3 Environmental Conservation, IN1 General Industrial and	This Planning Proposal has been deferred until the Snowy Mountains SAP Masterplan is finalised.	Unknown at this stage.

Site	Description	Status	Total dwellings
	R5 Large Lot Residential. 		
Total dwellings under assessment			**34**

Future development interest

Landowners of 8248 The Snowy River Way, Jindabyne (Lot1 DP1101793), directly west of The Station, have expressed interest in rezoning land from RU1 Primary Production R5 Large Lot Residential and reducing the minimum lot size to approximately 3,000sqm.

It is understood that the site at the intersection of Alpine Way and Kosciuszko Road (Lot 1 DP 1120042 and Lot 17 DP 856844), referred to as 'Lake Jindabyne', is undergoing early-stage investigations to understand development potential. The study area is zoned RU1 Primary Production The landowner has identified scenarios for future use of the site, including:

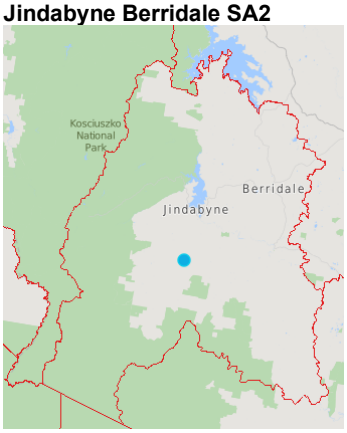
Development scenarios	
Option 1	• A 250-bed hotel with function rooms • 1,375sqm of retail floorspace providing 5 units • Shop top housing providing 11 dwellings and associated parking
Option 2	• Four 3-storey residential buildings providing 94 2-bedroom flats (192 beds)
Option 3	• 8 lodges for large scale shared facility (traditional ski lodge), providing 320 beds • 23 Medium density self-contained town houses (69 beds)
Option 4	• 13 3-bedroom houses (39 beds). Low density 10x25m blocks, OR • 20 4-bedroom houses (80 beds). Standard blocks 18x30m.
Option 5	• Eco tourist camp with 14 tents (14 beds). This would be separate from the rest of the development. It is unknown the type of development this is compatible with at this stage.

Appendix B. Data and assumptions

Data assumptions

The table below outlines the data assumptions used in Ethos Urban's housing demand model. The assumptions have been informed by evidence based on historic trends and professional judgement in order to redirect growth to ensure both supply and the right type of housing product matches forecast demand.

	Assumption	Source	Justification
SAP Study Area			
Study Area Geography	ABS SA1s that closely match DPE's defined SAP study area boundary have been used (note, DPE provided a GIS layer): 1101601 1101612 1101611 1101605 1101613 1101614 1101615 1101616 1101617 1101618 1101608 1101610 1101606 1101604	ABS Statistical Areas	Forecast growth for the resident population, seasonal workers and visitors have been produced by the Centre for International Economics (CIE) in December (2020). This data drives the future housing requirement outputs in Ethos Urban's housing demand model. DPE defined the SAP study area and a GIS layer was provided to Ethos Urban by DPE. The CIE forecast data has been generated at an ABS Statistical Area 2 (SA2) geography. The Jindabyne-Berridale SA2 geography is a large extension of the Snowy Mountains SAP study area (defined by DPE) and includes the Berridale township as illustrated in the figure below. At 2016, the population of Berridale (ABS Urban Centres and Localities) was 957. The SAP study area defined by DPE does not match ABS Statistical Area Geographies. Therefore, in order to ensure accuracy and respond to the purpose of the Housing and Accommodation brief, Ethos Urban have used a geography defined by SA1's that best align with the SAP study area. To accurately align forecast housing and accommodation demand with the study area geography and project objectives of the Snowy Mountains SAP, assumptions have been applied to Ethos Urban's housing demand model to remove growth of Berridale (SA2) from the modelled housing demand figures. If the SA2 geography was applied to this Study, strong assumptions would be needed on why Berridale cannot relieve housing growth pressures.

	Assumption	Source	Justification
	Jindabyne Berridale SA2  **Berridale Urban Centres and Localities Geography**  		
Resident population			
Forecast resident population	-	The CIE forecasts (Dec 2020)	Resident population forecasts to the year 2061 have been produced by the CIE and form the basis of wider planning for the Snowy Mountains SAP.
Leakage outside the SAP study area	10%	Ethos Urban (2020)	Forecasts have been generated at an SA2 which is a significantly greater geography than DPE's Snowy Mountains SAP study area. It is assumed growth will occur in the SAP study area and therefore excludes the township of Berridale. An assumption has been made that 10% of forecast growth will occur at the township of Berridale and elsewhere outside the SAP study area.
Average household size	2.2	Ethos Urban (2020)	Historic trends based on previous Census periods shows a slightly higher average household size. Census (2016) reports an average household size of 2.4. To plan for population growth and ensure sufficient housing supply, the average household size has been slightly reduced. It is also widely recongised that households sizes across NSW are declining as household structures continue to shift. This must be accounted for to ensure we plan for housing diversity to meet the housing needs of all.

	Assumption	Source	Justification
Current occupied dwelling count	3,036 at 2016	Census (2016)	Census (2016) provides evidence on the count of occupied private dwellings.
Occupancy rate	68.8%	Census (2016)	Census (2016) provides evidence on the proportion of occupied private dwellings. It has been assumed that 32% unoccupied will remain unoccupied throughout the forecast period and assumed not available for the permanent population. Not assuming 30% of new dwellings are unoccupied.
Dwelling proportion	Detached (60%), semi-detached (20%) and apartments (20%)	Ethos Urban (2020)	A proportional split of detached (60%), semi-detached (20%) and apartment (20%) has been assumed for new dwellings. Using the current dwelling spilt based on Census (2016) will not resolve housing diversity or provide supply to match future demand.
Bedroom proportion	1-Bed (7.6%) 2-Bed (25.6%) 3-Bed (34.9%) 4+ Bed (31.9%)	Census (2016)	A proportional split of new dwellings by number of bedrooms has been assumed. Census (2016) data on Greater Sydney dwelling split has been assumed to increase the supply of smaller dwellings. Regional NSW proportional split by number of bedrooms has a much greater proportion of larger bedrooms and with the level of planning and investment in the SAP, an assumption to increase the proportion of smaller dwellings needed to be applied.
Visitors			
Forecast period	2026-2061	The CIE forecasts (Dec 2020)	The CIE visitor forecasts highlight short-term uncertainty due to Covid-19. The modelled demand outputs commence at the year 2026. It is therefore assumed that by 2026, there is an equilibrium in short term accommodation supply and demand.
Overnight visitors in August	-	The CIE forecasts (Dec 2020)	Resident population forecasts to the year 2061 have been produced by the CIE and form the basis of wider planning for the Snowy Mountains SAP.
Visitor demographics	Proportional split Travelling alone: 17.5% Adult couple: 22.5% Family group: 22.5% Friends/relatives:	Destination NSW Snowy Mountains Visitor Profile report (year ending March 2020) and Ethos Urban (2020)	Destination NSW Snowy Mountains Visitor Profile report (year ending March 2020) report a proportional split by demographic group. This has been used as the basis to understand the split of demographics likely to demand accommodation.

	Assumption	Source	Justification
Required bedrooms	Travelling alone: 1 Adult couple: 1 Family group: 2 Friends/relatives: 3	Ethos Urban (2020)	Using the forecast visitors by type of demographic, the analysis below identifies the number of bedrooms required to accommodate peak overnight visitors. The following assumptions have been made for the number of bedrooms required for each demographic group: • Travelling alone: 1 • Adult couple: 1 • Family group: 2 • Friends/relatives: 3 Based on the bedrooms required, the following demand is:

Bedrooms required	2020	2026	2031	2036	2041	2046	2051	2056	2061
Travelling alone	2,838	3,142	3,593	4,229	4,282	4,192	4,036	3,890	3,733
Adult couple	1,824	2,020	2,310	2,718	2,753	2,695	2,595	2,500	2,400
Family group	1,824	2,020	2,310	2,718	2,753	2,695	2,595	2,500	2,400
Friends/relatives	4,561	5,049	5,775	6,796	6,881	6,737	6,487	6,251	6,000
Total	11,047	12,230	13,989	16,461	16,669	16,319	15,713	15,141	14,533

Seasonal workers

The CIE (Dec 2020) seasonal workforce forecast is as follows:

2020	2026	2031	2036	2041	2046	2051	2056	2061
3,265	3,163	3,667	4,453	4,403	4,053	3,623	3,223	2,839

Seasonal workforce at peak period (%)	80%	Ethos Urban (2020)	Assumed seasonal workforce at peak period is 80%. This assumption is based on not 100% of seasonal workers working all year around and a fairly high proportion of demand for work in the winter months. Therefore, the number of seasonal workers reported in this report is 80% of the CIE forecasts.
Persons by unit	• Hotel/motel: 30% • Shared housing: 30% • Caravan park: 10% • Hostel: 30%	Ethos Urban (2020)	Using the CIE seasonal worker forecasts, we have assumed the living arrangements as informed by consultation and professional judgement and experience in other tourism locations.
Workers per unit	• Hotel/motel: 1.5 workers per dwelling • Shared housing: 2 workers per dwelling • Caravan park: 2 workers per dwelling • Hostel: 4 workers per dwelling	Ethos Urban (2020)	Using the CIE seasonal worker forecasts, we have assumed the living arrangements as informed by consultation and professional judgement and experience in other tourism locations. The purpose of this judgement was to resolve overcrowding issues.
Average units per building	• Hotel/motel: 20 • Shared housing: 1 • Caravan park: 10 • Hostel: 10	Ethos Urban (2020)	Using CIE seasonal worker forecasts, we have assumed the living arrangements as informed by consultation and professional judgement and experience in other tourism locations.

Appendix C. Case Studies

This section looks at two case study locations that face similar housing and accommodation challenges to the Snowy Mountains SAP study area. The purpose of the case study review is to identify lessons learnt and practices that can be applied to planning for the future Snowy Mountains SAP study area.

Issues associated with housing and accommodation such as supply and demand, quality and affordability are not unique to the Snowy Mountains. Ski towns around the world face similar challenges, providing appropriate housing and accommodation for such transient populations.

A qualitative analysis of housing and accommodation challenges and efforts to resolve challenges faced in Queenstown, New Zealand and ski towns in the United States has been undertaken. Lessons learnt and precedence has been identified as opportunities for the Snowy Mountains SAP.

Case Study 1: Queenstown

Current state of the market
At 2018, the resident population of Queenstown was 27,180 and this is expected to increase by 40% to 38,100 in 2028. By 2048, the population is forecast to reach 50,100.

Queenstown faces similar housing-related seasonality issues to the Snowy Mountains region. The permanent population is competing with seasonal workers for housing and a growing number of private dwellings removed from the long-term rental marked for short term accommodation (such as Airbnb).

Queenstown and the wider Central Otago housing market has faced severe issues housing supply not keeping up with rapid population growth. This has been a particular issue in the rental market. Around 20% of Queenstown's houses are estimated to be used for visitor accommodation, further decreasing long term rental supply.

In 2018, the New Zealand Government enforced a ban on overseas buyers (or non-residents) purchasing residential property and since then, higher-value properties experienced a decrease in sales value. However, the high-end properties are a small proportion of total supply and residential property values and rents in Queenstown remain high.

The median sales price of a house in Queenstown is $1,140,000 (NZ) (April 2019), and experienced an 11.9% five-year annualised growth rate from $645,000 (NZ) in 2014. The rental value for a 3-bedroom house in Queenstown is around $750 (NZ) per week. This compares to $605 in Auckland and $500 in Christchurch. In the new subdivision areas, rental values have levelled off resulting in pockets of rental oversupply beginning to emerge. An issue for investors in the Queenstown market is relying on rental income to pay home mortgage repayments.

In response to growing demand, local and central government have released land fit for potential development under Special Housing Area (SHA). Planning has identified that is appropriate for medium to high density housing in areas closer to the town centre, and new subdivision areas on the edge of the city delivering separate housing.

Notably, higher density property does not attract the same demand as stand-alone housing which is a similar trend occurring in the Snowy Mountains region. The Queenstown market is experiencing extended sales periods for proposed apartment developments as a result of reduced buyer demand and bank funding restrictions.

Seasonal worker accommodation
A lack of affordable accommodation for seasonal workers is an issue in Queenstown. With limited affordable housing developments in the pipeline, this issue is not expected to be addressed in the short term. However, the economic flow on impacts from Covid-19 are expected to alleviate some stress. The Queenstown Chamber of Commerce identified many business owners are approaching local government to enter partnerships to deliver low-cost accommodation. The Chamber conducted a survey to understand the housing needs of seasonal workers which found that:

- 81% of employers believed there was a shortage of suitable housing options.
- 43% of survey respondents stated they were paid less than $20 (NZ) per hour.

Housing affordability
Housing affordability in Queenstown and the wider Otago region has been an issue for some time. Queenstown Lakes District Council has forecast a need for 10,000 new homes by 2028. The challenge is to ensure a proportion of this need is met through delivery of affordable housing.

The distribution of price points in Queenstown follows a similar trend to the challenges faced in the Snowy Mountains. For instance, property in central Queenstown is in limited supply and prices remain high. Parts of central Queenstown have been rezoned however, this has accelerated growth in land values. In contrast, property values in the suburbs remain steady, and in some cases have come under downward pressure as further supply is made available.

Investment activity
Investors have become less positive about future prospects for the residential sector in Queenstown. The Colliers International quarterly property market investor confidence survey found that property confidence had fallen to a net positive 39% of respondents expecting median prices to rise over the next 12 months, down from a net positive of 62% the previous year. As a result, there is little development activity in Queenstown. The cost of development does not provide a promising financial return.

Supporting Infrastructure
Like the Snowy Mountains region, infrastructure in Queenstown is under pressure with local government infrastructure planning and investment struggling to keep up with the growth and expansion of accommodation and housing. However, the scale and portfolio of planned infrastructure projects is significantly larger than the Snowy Mountains (putting aside any outcomes from the SAP Masterplan) with $114million (NZ) in infrastructure spending forecast for 2020 and $135million (NZ) for the following year.

The range of projects in the pipeline includes:

- Two new primary schools and an expansion to an existing at Shotovers Primary School to accommodate 900 students, making it the largest primary school on the South Island.
- Expansion of Wakatipu High School to increase capacity from 1,200 to 1,800 by 2021.
- Purchase of the Butson/Lapsley wharf in Queenstown Bay, earmarked for a future ferry terminal.
- Pipeline extension to connect Hanley's Farm subdivision with the Shotover wastewater treatment plant.
- Various road upgrades
- Skyline investment including 10-seater gondola cars, new base terminal, expansion of the upper restaurant and 449 car space.
- NZSki's $35m (NZ) investment in proposed chairlift at The Remarkables
- Hotel developments
- Skyline's planned multi-million-dollar investment into redeveloping O'Connell's Shopping Centre in the CBD.

Forecast performance
The macro economic impacts of Covid-19 have seen the current and short-term projected housing shortage alleviated to some extent; though Central Otago District Council recognises that it is too early to tell if the pandemic will have a lasting effect on the housing market. The economic outlook for Queenstown is not positive as the city experiences a reduction in tourism from the largest visitor source, Australia, due to Australia's weakening economy.

Case Study 2: Ski towns in the United States

Ski towns across the United States are facing workforce housing crises at a much greater scale than the Snowy Mountains region. Business Insider (2020) has reported that the ski industry's affordable workforce housing crisis is leading to widening economic inequality in the US.

During peak season in Aspen, Aspen Skiing Company employs around 4,000 to 4,500 seasonal workers. This volume is slightly below the number of seasonal workers in the Snowy Mountains (up to 6,000), however the challenges from the temporary increase in population are comparable.

In Aspen, seasonal workers struggle to secure housing and this has been a challenge since the mid-2000's. the steady increase of property prices in the mountains, short supply of developable land and the boom of the short-term rental market all impact on the availability of accommodation for seasonal workers.

It was noted that this challenge is not unique to Aspen, but ski towns across America. For instance, Killington in Vermont has a population of 700 local residents and around 740 available short-term rentals. Killington has a strong second home market, popular for investors seeking a winter vacation home, however this is strengthening the short-term rental market, pushing seasonal workers out of the town.

In Vail, Colorado, the housing market is also dominated by second-home owners (80%). Many seasonal workers in Vail live just under 50 kilometres west in Eagle which experienced population growth by nearly 5,000 people between 1990 and 2017. This growth is all attributed to seasonal workers.

Seasonal workers in America are employed in minimum wage jobs at around $11 an hour. Renting a single room can cost over $700 (USD) a month. Most accommodation is undesirable and in the form of bunk-bed housing. In 2019, Aspen Skiing Company announced construction of a 148-room development for seasonal workers, 28 kilometres away in Basalt. New developments are being delivered at some distance away from where seasonal workers are employed.

For visitors in Aspen, access to accommodation, particularly affordable accommodation is becoming an issue with billionaires outpricing millionaires. A growing number of visitors can no longer afford to stay in Aspen.

Vail Resort employs around 55,000 workers and houses all of them near its resorts. In March 2020, Vail Resorts announced it was closing its North American ski resorts for the season due to Covid19, placing employees in Eagle and Summit counties out of work with ten days to vacate and find new housing. While Vail has provided substantial worker accommodation capacity, the economic impacts of Covid19 have demonstrated the susceptibility of the seasonal workforce to changes in economic activity and the risks to the private sector of investing in purpose-built accommodation.

Case Study Lessons for the Snowy Mountains SAP

Similar to Queenstown, the release of greenfield land on the southern periphery of Jindabyne town centre, the Sport and Recreation Centre site, East Jindabyne and West Jindabyne could start to increase greater supply, whilst maintaining proximity to existing local services. Infill options in Jindabyne town centre could also be explored which will provide the opportunity to increase density, in the form of medium to high density housing (up to 5 storeys) and provide a mix of tenure and dwelling types to integrate housing for the permanent population, visitors and seasonal workers in Jindabyne town centre. This will also respond to demand for different tenure types, particularly affordable rental housing for the long-term renal market.

As seen in ski town in the United States, purpose-built accommodation is provided in nearby towns, meaning workers have to travel great distances to employment. This is not appropriate for the Snowy Mountains. It is important that seasonal worker accommodation is strategically is located in Jindabyne town centre or the alpine towns where there is strong access to entertainment, to promote investment in the night-time economy. There may be opportunities for partnerships between local tourism businesses and NSW government agencies to deliver affordable accommodation to alleviate financial stress of seasonal workers and issues such as overcrowding. It is important these products are flexible for other use in off-peak months.

Housing affordability is also a well-defined problem in the SAP area, impacting housing and accommodation options for permanent residents, visitors, and seasonal workers. There are opportunities to incentivise developers to provide affordable products in strategic locations, particularly in Jindabyne town centre. For the town centre, mechanisms include height/FSR bonus provisions for sites that achieve amalgamation and a more diverse tenure mix. Further, the recently released Affordable Rental Housing SEPP could be instrumented as a control that overrides other controls. There are also ways to incentivise developers to deliver affordable products outside infill locations through the provision of floorspace bonus where the development delivers smaller dwellings (1-2 bedroom) as affordable stock to improve affordable options. Improved public transport infrastructure connections has the potential to allow tenure diversity in greenfield locations and alleviate density pressure in Jindabyne town centre.