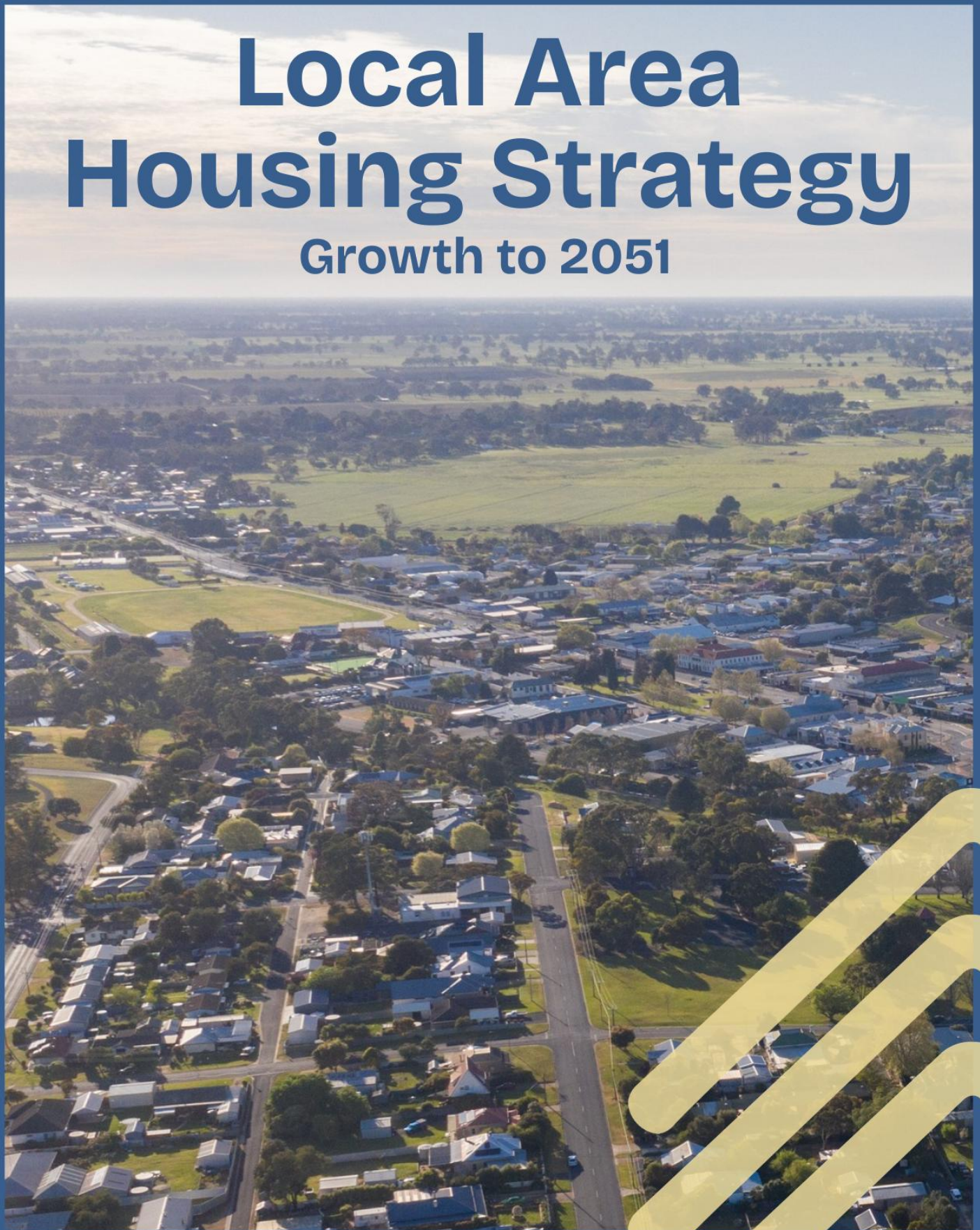


Naracoorte Lucindale Council

Local Area Housing Strategy

Growth to 2051



Naracoorte Lucindale Council
Better by Nature

Township of Naracoorte

Contents

A Regional Plan for Growth	3
The Naracoorte Lucindale District	4
Housing in Naracoorte Lucindale	4
Areas identified for growth.....	5
This Local Housing Area Housing Strategy	7
Housing Market & Opportunity – Naracoorte	8
Key Strategies - aligned to Limestone Coast Regional Plan	12
Regional Plan Outcome 1: More housing in the right places.....	13
Regional Plan Outcome 2: A strong economy built on a smarter, cleaner future.....	15
Regional Plan Outcome 3: A more climate-resilient and sustainable region	16
Regional Plan Outcome 4: An integrated and connected region	17
Regional Plan Outcome 5: Coordinated delivery of land use and infrastructure planning	18

A Regional Plan for Growth

In January 2026, the South Australian Government released the Limestone Coast Regional Plan¹ (the Plan) – its blueprint for a sustainable, liveable and well-planned region to 2051.

On a regional scale, the Plan identifies the Limestone Coast population is set to grow by 18,000 requiring an estimated additional 8,800 new dwellings. The Plan aims to ensure land use and infrastructure keep pace, creating strong, connected communities.

To meet future housing demand, the Plan has identified land for new homes, supported by the necessary infrastructure to reflect the changing needs of communities, including ageing residents, seasonal workers and growing families. It pinpoints:

- Where houses and employment land will go
- How housing and population will be serviced
- Areas that need conservation and protection
- The major infrastructure needed and how it will be provided

The Plan aims to achieve the following outcomes:



Outcome 1:
More housing in
the right places



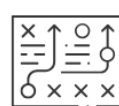
Outcome 2:
A strong
economy built
on a smarter,
cleaner future



Outcome 3:
A more climate-
resilient and
sustainable
region



Outcome 4:
An integrated
and connected
region



Outcome 5:
Coordinated
delivery of
land use and
infrastructure
planning

This Naracoorte Lucindale Local Area Housing Strategy has been developed to dovetail with the Regional Plan and proposes strategies aligned to the outcomes above, where they relate to housing.

Building on the broader regional context, this Strategy aims to sharpen the focus on the availability, opportunities, challenges and solutions to ensuring continued growth for the Naracoorte Lucindale Council district.

The approach is to ensure anyone can find the right housing for their needs, at the time it is needed. This includes affordable and sustainable housing options in both the rental and ownership markets.

This Strategy is a fluid document and will be adjusted as housing needs and opportunities change. It will be under regular review and progress against actions will be reported to Council.

Council looks forward to working in partnership with the State and Federal Governments, community housing providers, and private sector property and housing developers, to ensure growth to 2050 and beyond.

¹ [Limestone Coast Regional Plan](#)

The Naracoorte Lucindale District

Lying at the heart of the Limestone Coast, Naracoorte Lucindale is strategically placed to deliver its residents, businesses, industries and visitors access to services, opportunities and experiences like no other district.

Naracoorte Lucindale is 330km from Adelaide and 440km from Melbourne and is a district known for its natural attractions – including the State’s only World Heritage site, the Naracoorte Caves – prime agricultural land, reliable rainfall, accessible underground water, a diverse and strong community and a vibrant rural economy.

Naracoorte Lucindale is home to 8901² people and the population is forecast to grow by 0.4-0.5% 2041³ as people begin to age, migrate to the region, give birth, and build new families.

Naracoorte is the largest town, offering residents and visitors a range of accommodation, dining, sporting and recreational, business, retail and service options. Excellent schools, medical services, a hospital and sporting facilities make the town an attractive proposition for settlement.

The active community of Lucindale is the second largest township and is located 40km west of Naracoorte, halfway to the spectacular coastline near the popular holiday spots of Robe and Kingston.

Other smaller communities of Hynam, Frances and Kybybolite contribute to our rich culture and heritage.

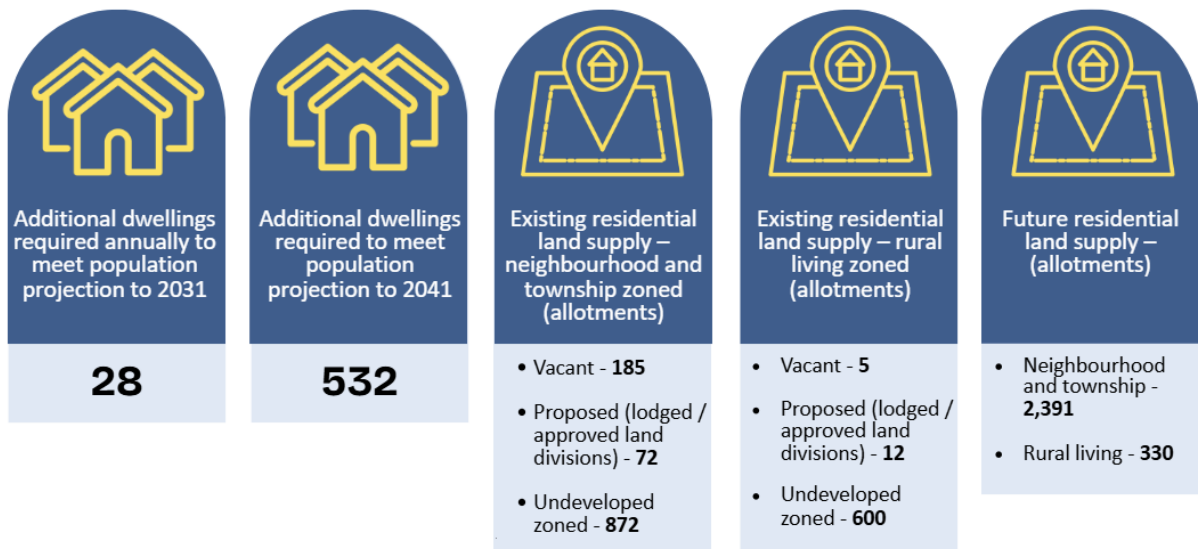
Two large enterprises - Teys Australia Meat Processing Facility and Mini Jumbuk wool manufacturing centre - value add to the primary produce, with large grain storage facilities supporting the cereal growing industry and some of Australia’s best wine producing areas with parts of both the Wrattenbully and Padthaway wine regions within the district. Accommodation for seasonal and manufacturing workers remains an important consideration.

Housing in Naracoorte Lucindale

Work undertaken through the Limestone Coast Regional Plan has identified the Naracoorte Lucindale Council district has sufficient land to meet housing demand projections:

² Community profile 2024 - <https://profile.id.com.au/rda-limestone-coast>

³ [Limestone Coast Regional Plan](#)



Areas identified for growth

An additional 8,805 dwellings will be required across the Limestone Coast region by 2051 with most of the population growth occurring in the greater Mount Gambier area, Millicent, Bordertown, Naracoorte and Kingston SE.

It is vital that essential infrastructure such as water supply, electricity and wastewater networks – through Community Wastewater Management System (CWMS) or sewer mains – is available to support residential growth in these areas.

Local infill areas have been identified as opportunities for well-planned and well-located sources of new housing, as well as smaller scale employment opportunities. These areas include opportunities within proximity to activity centres and transport infrastructure to encourage a strategic and targeted approach to increasing density in established built up areas.

More detailed planning work and infrastructure investigations will be required by councils and other stakeholders to unlock the potential of identified land. Council investigations are not limited to areas identified in the Plan and may identify other local areas suited for infill development.

Rural living development presents challenges from an environmental, social and economic perspective. While often appealing from a lifestyle perspective, these kinds of developments require greater cost and challenges in providing infrastructure.

Land use conflicts and unsustainable township patterns mean that, historically, local governments have had a cautious approach. Allowing development in rural areas can also limit growth of urban areas, it can fragment primary production land and use infrastructure inefficiently.

Council's Structure Plan 2035 reflects the content of the Limestone Coast Regional Plan, pinpointing growth areas to the northern and southern areas of Naracoorte. This is mainly due to the higher ridge line which caters for better soil qualities and higher land for the construction of new homes.

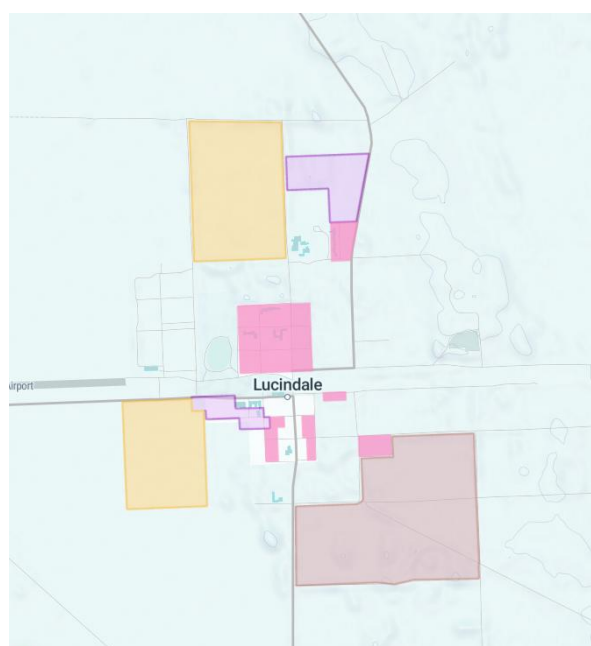
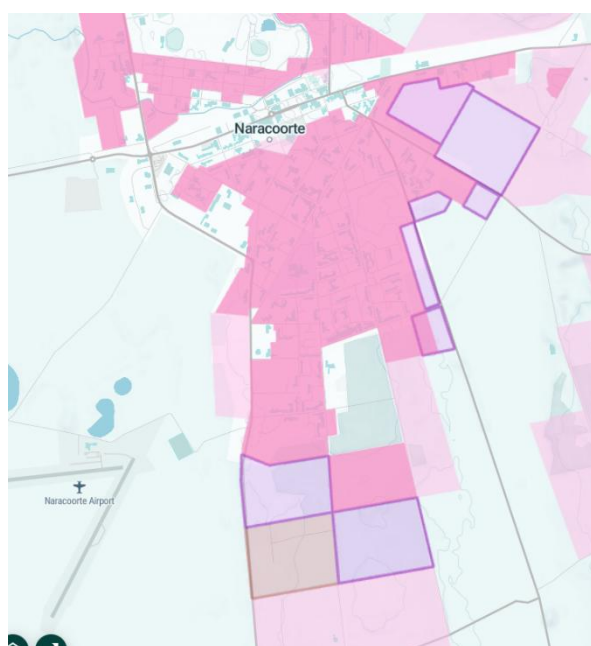
The western side of Naracoorte may be prone to flooding during the wetter months, although building controls would mitigate issues. To the east of Naracoorte, larger industrial developments such as the Naracoorte Regional Livestock Exchange and Tey's Australia Naracoorte dominate – along with numerous small industries.

Urban land extends into rural living areas traditionally known as ‘five-acre’ allotments. This restricts the opportunity for growth of residential areas. Once rural living homes are developed, the land is fragmented by a scattergun approach of dwellings across the landscape.

Council seeks to support population growth through the provision of increased housing choice and diversity that is located close to essential services and infrastructure within the township.

Summaries of land supply identified through the Regional Plan for Naracoorte and Lucindale townships are as follows:

	Naracoorte	Lucindale
Recent housing activity		
Average annual dwellings built 2015-2024	18.7	0.3
Existing residential land supply – neighbourhood and township zoned allotments		
Vacant	115	21
Proposed lots (lodged /approved land divisions)	72	0
Undeveloped zone	755	5
<i>Zoned total</i>	<i>942</i>	<i>26</i>
Existing residential land supply – rural living zoned allotments		
Vacant	5	0
Proposed lots (lodged /approved land divisions)	12	0
Undeveloped zone	600	0
<i>Zoned total</i>	<i>617</i>	<i>0</i>
Future residential land supply allotments		
Neighbourhood and township	1,863	528
Rural living	239	91



- Current Neighbourhood Zone
- Future Neighbourhood Zone
- Rural Living Areas
- Deferred Urban

¹ [Limestone Coast Regional Plan](#)

This Local Housing Area Housing Strategy

The Naracoorte Lucindale Strategic Plan 2023-2033 summarises the community aspirations for the coming years, with six strategic directions designed to deliver a strong, sustainable and vibrant community into the future:

- Plan for and Manage Growth
- Embrace our Cultural Diversity
- Grow the Visitor Economy and our Regional Service Hub
- Preserve our Natural Environment and Enhance our Built Assets
- Invest in Key Infrastructure and Assets
- Activate our Recreation, Event, Arts and Culture Opportunities

Housing supply, demand, diversity and affordability permeate each of these strategic directions.

Planning for and managing growth means ensuring new residents are attracted to the district, while existing residents – workers, first home buyers, downsizers and up-sizers – are accommodated through diverse offerings. To promote community safety, health and wellbeing, housing for essential workers and others offering support to community members, needs to be available.

This Strategy explores opportunities for growth and development in Naracoorte and Lucindale, while outlining approaches to address challenges. The Strategy is based on five roles Council will undertake in promoting robust development outcomes for its community:

Inform	Advocate	Facilitate	Partner	Deliver
Ensure local housing and development related issues remain on the agenda of relevant Federal, State and local decision makers and provide advice on matters of importance.	On behalf of the community or individual developers, encourage relevant Government Ministers and agencies to act to address issues (e.g. through utility provision, addressing red tape etc).	Bring other parties together to support development, facilitating outcomes with land owners, developers, government agencies etc).	Provide advice and guidance – within the bounds of our regulatory role – and partner with agencies, as required, to find solutions to any of the local issues impeding development.	Take specific action to lead and fund housing opportunities within the district – e.g. through property purchase, development of sites, provision of Council infrastructure etc.

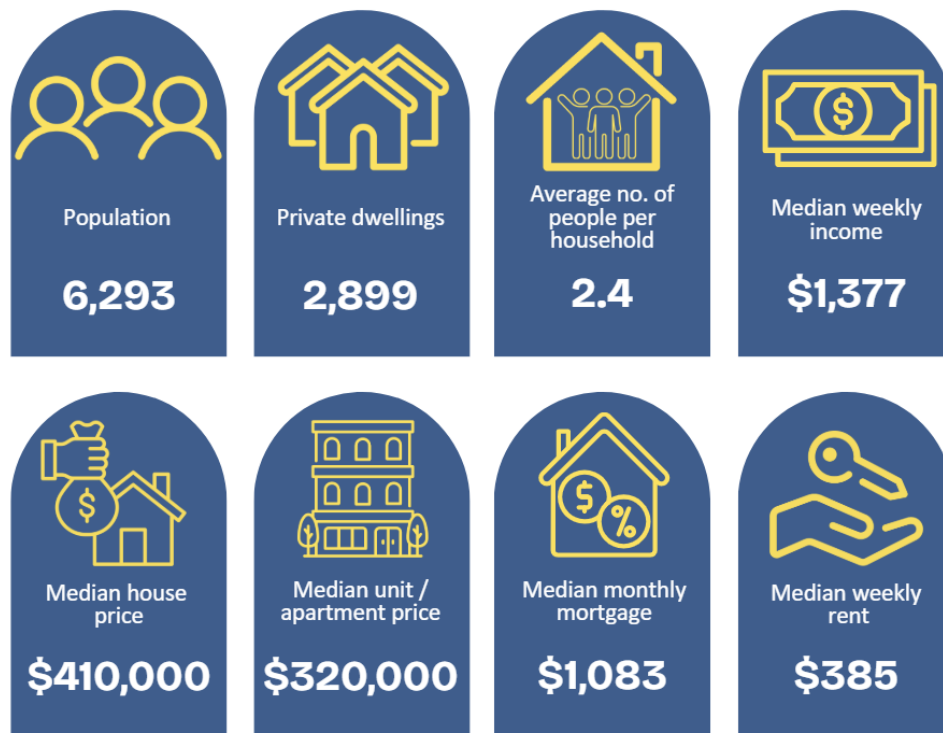
Housing Market & Opportunity - Naracoorte



Naracoorte Fringe Street Party

Naracoorte is the district's largest population centre, and it provides a commercial and service hub for the wider Limestone Coast region and North West Victoria. There has been positive population growth for Naracoorte, with overall population growth of 10.6% in the 10 years from the 2011 census (602 people).

Like many regional areas, Naracoorte's housing market has shown high demand and increasing prices, while rental charges continue to escalate.



As described earlier, land is available in Naracoorte for housing, as captured in the Limestone Coast Regional Plan.

While there is an apparent abundant supply of land available for housing development, this does not necessarily translate into an equivalent supply of new housing as demonstrated in only 100 new dwellings being approved over the past five financial years:

- 2020/21 35 dwellings
- 2021/22 33 dwellings
- 2022/23 19 dwellings
- 2023/24 21 dwellings
- 2024/25 14 dwellings

Housing Market & Opportunity - Lucindale



South East Field Days, Lucindale

Lucindale is a small town within the Council region and serves as a local service centre for the wider Lucindale community. The town is located 345 kilometres southeast of Adelaide and about 40km from Naracoorte.

Informed by the Lucindale Masterplan, engagement with the Lucindale community identified opportunities for further analysis, including:

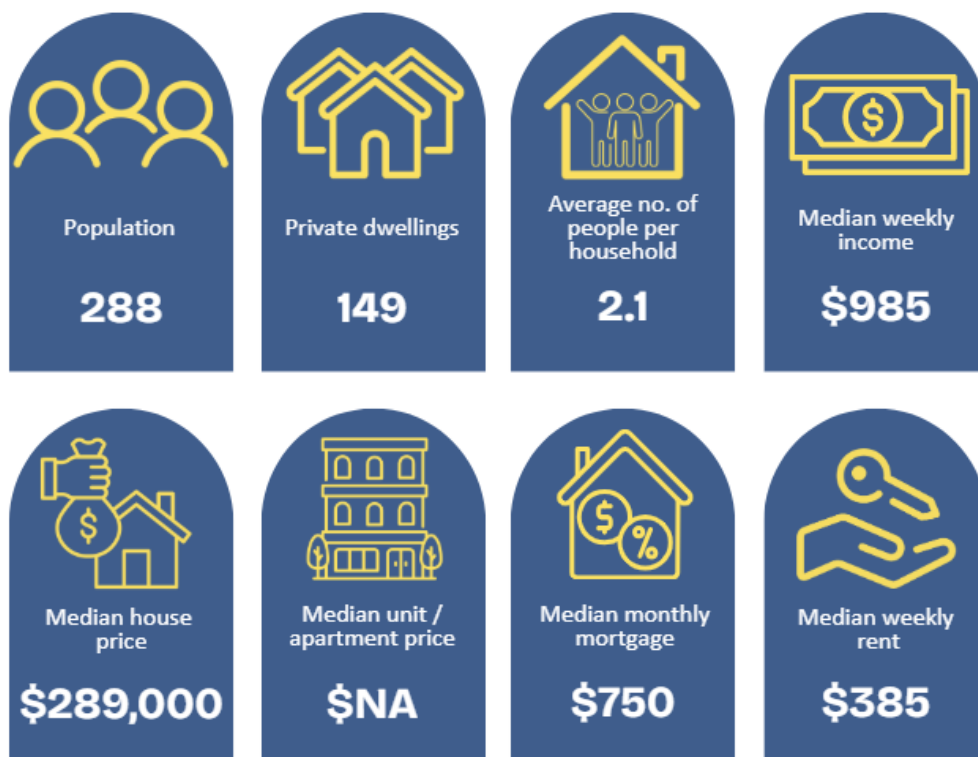
- Demand and take-up of retirement living accommodation
- Market analysis of landowner appetite and take up of new residential land
- Capacity of infrastructure and requirements for additional residential land

The median average age for residents of Lucindale is 55, compared to the State average of 41, with the largest demographic being the age group between 60 and 69 years of age making up 22.3% of the population.

Council owns and manages the Harry Tregoweth Retirement Units, with six units in total. The units were established in 1993 with the construction of three two-bedroom, self-contained homes on Council property at Plane Street, Lucindale. The popularity of the scheme enabled a further three homes to be completed in 1994. Prior to 2021, there were extended periods of low demand and extended vacancies. However, the site now has a waiting list.

There may be an attractive market for small units in which the land is developed as community title allotments. These designs provide a sense of security and company for the ageing demographic not always connected to the day-to-day community. While Lucindale has no development such as this, the opportunity with the right investor and support could successfully achieve such development. The required infrastructure within the neighbourhood zone is already accessible.

Like most regional towns, access to medical services and transport can be problematic. While the town has the Lucindale Health Centre and a volunteer ambulance service, other services are limited. The more specialised needs require access or transport to larger centres, and there is limited access to non-private transport.



Key Strategies - aligned to Limestone Coast Regional Plan

The tables on the following pages outline Council strategies aligned to the Outcomes of the Limestone Coast Regional Plan, as they relate to housing.



Outcome 1:
More housing in the
right places



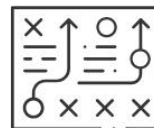
Outcome 2:
A strong economy
built on a smarter,
cleaner future



Outcome 3:
A more climate-
resilient and
sustainable region



Outcome 4:
An integrated and
connected region



Outcome 5:
Coordinated delivery of
land use and
infrastructure planning





Outcome 1:

More housing in the right places

Regional Plan Outcome 1: More housing in the right places

The Regional Plan seeks to address greater housing choice to accommodate a variety of household types. This includes housing for older people, people with disability, smaller and single person households, seasonal and temporary workers, and tourists. It foreshadows growth can be accommodated within existing Naracoorte Lucindale town boundaries.

Council strategies aligned to this Outcome are as follows:

Strategy	Action	Council role	By when
1. Encourage and support increased infill housing development on existing Neighbourhood Zone land in Naracoorte	Develop an infill housing plan and map out Naracoorte urban infill opportunities.	Deliver	2027
	Develop an 'urban infill renewal strategy' that explores opportunities to: ○ Incentivise renewal developments to turn over old dwellings ○ Support subdivision of larger allotments ○ Support development of new housing on smaller allotments ○ Work with landowners to unlock stalled or underutilised land parcels	Deliver	2028
2. Deliver a housing feasibility study and strategy for south of Naracoorte	Engage a planning consultant to interrogate Regional Plan identified growth area to south of Naracoorte to pinpoint – at a high level – among other matters: ○ Options for Council involvement ○ Zoning opportunities to allow for smaller allotments ○ Costs related to infrastructure ○ Willingness of third-party participation	Deliver	2028
3. Develop a North Parklands master plan	Engage independent consultant to develop a North Parklands master plan that considers land use opportunities and seeks: ○ Connectivity to Naracoorte township ○ Sports and passive recreation options ○ Preservation of ecology and community value ○ Feasibility of housing within the area ○ Native Title and community land matters	Deliver	2028

4. Facilitate new growth areas to the north and / or south of Naracoorte	Pending the outcomes of the above strategies (south and north), work with landholders, stakeholders and relevant infrastructure providers to explore opportunities to subdivide and develop relevant sites as residential.	Facilitate	2029
5. Liaise with DHUD on opportunities for accommodation to meet the housing needs of short-term and permanent long-distance commuter workers	Participate in Department for Housing and Urban Development (DHUD) investigations.	Advocate	2027
	Facilitate discussions with key industries reliant of migrant workers and relevant agencies to identify needs and opportunities.	Facilitate	2027
	Identify opportunities to co-fund short-term housing.	Advocate	2028
6. Develop a small towns strategy to ensure opportunities are captured	Monitor housing movements and trends in NLC's small towns (Lucindale, Frances, Kybybolite and Hynam) to identify potential opportunities for infrastructure growth to support development.	Inform	2026 – ongoing
	Advocate for small towns – where relevant – as investment opportunities.	Advocate	2028
7. Develop and promote an incentives scheme for new multiple-allotment housing development	Refresh Council's Business & Residential Development Support Policy.	Deliver	2027
	Develop a promotional package for the development industry and community to detail incentives on offer.	Deliver	2027
	Subject to Council's rating review, implement and promote new 'vacant land' rates and encourage development.	Deliver	2026-27
8. Progress expansion of Lucindale's Neighbourhood Zone to encourage further residential development	Undertake a market analysis to determine demand, landowner appetite and take-up of residential land if the Lucindale Neighbourhood Zone was expanded, as captured in the LC Regional Plan.	Deliver	2028
	Subject to potential demand, progress with a rezoning strategy for Lucindale.	Deliver	2028
	Work with service providers (SAPN, SAW) to develop infrastructure plan for the extension of the Neighbourhood Zone.	Advocate	2028

	Overlay Council infrastructure requirements to determine likely needs to cater for growth and potential costs to developers (e.g. roads, kerb, water table, lighting).	Deliver	2029
	Develop funding strategy and investigate funding options to support Council and developers seeking to grow housing opportunities in Lucindale.	Advocate	2029
	Investigate upgrade / extension requirements on the Lucindale CWMS (if required) to support the housing growth.	Deliver	2029
9. Explore options for future development of the Harry Tregoweth retirements units (HTRU)	Review agreements for Harry Tregoweth independent living units and develop an options paper for Council that details, among other matters, opportunities to renovate, upgrade and market empty sites, divesting of the asset, and ownership / lease fees.	Deliver	2028



Outcome 2:

A strong economy built on a smarter, cleaner future

Regional Plan Outcome 2: A strong economy built on a smarter, cleaner future

The Regional Plan references the Limestone Coast region's significant contribution to the South Australian economy. To support the South Australian Economic Statement, planning policies, investment in infrastructure, expansion of local training opportunities and attraction of skilled labour are all identified as crucial to realise the Limestone Coast's economic potential. However, the Plan also seeks to ensure conflict between agricultural land use is not impacted by conflicted land uses or fragmentation.

The Naracoorte Lucindale region is characterised by rich and productive primary production land, which underpins our local economy. Naracoorte Lucindale Council has expressed its strong desire to see productive agricultural land protected from development – including housing, mining and energy. Development should not compromise the viability of agricultural operations, either through direct land use conflict or indirect impacts such as access restrictions or land fragmentation.

Council strategies are as follows:

Strategy	Actions	Council role	By when
1. Consider productive agricultural land in any development processes	Continue to ensure development is complementary to housing and/or appropriate buffer zones are in place, while productive agricultural land is unfragmented.	Advocate	2026
2. Review existing and potential future locations	Review existing / proposed energy projects and identify future locations where conflict with housing may arise.	Inform	2027

for energy infrastructure to ensure adequate buffers are in place to develop viable energy sources while allowing housing growth	As required, work with DHUD to identify zoning opportunities to support no-low-impact energy development.	Advocate	2028
3. Review existing and potential industrial land uses to ensure adequate buffers are in place to support economic growth while allowing housing growth	Review existing / proposed industrial and strategic employment zoned projects and identify future locations where conflict with housing may arise.	Inform	2028
	Liaise with key industries to understand any future expansion plans	Inform	2028
	As required, work with DHUD to address any future buffer requirements through relevant zoning amendments.	Deliver	2029



Outcome 3:

A more climate-resilient and sustainable region

Regional Plan Outcome 3: A more climate-resilient and sustainable region

The Regional Plan emphasises the prosperity, liveability, community health and wellbeing – and the resilience of our built and natural environment – will all depend on how well we adapt to and mitigate the impacts of climate change.

Council strategies are as follows:

Strategy	Actions	Council role	By when
1. Advocate for a more streamlined and cost-effective native vegetation offset opportunities for residential development	Discuss with the Native Vegetation Council opportunities to streamline processes to support residential growth while providing viable and reasonable offset requirements on developers.	Advocate	2026 ongoing
	Work with the Native Vegetation Council to investigate Council-supported opportunities for developers to access land for offset planting.	Partner	2027
2. Monitor new biodiversity and habitat mapping	Work with the Department for Environment and Water to understand high-value biodiversity areas in the district and provide ongoing advice to Council on areas where development for housing may be inappropriate.	Inform	2028

3. Prioritise Caves Valley – and other stormwater projects – to protect current and future housing from inundation	Finalise Caves Valley project for Council decisions on priority projects.	Deliver	2026
	Monitor Naracoorte Creek Light Detection and Ranging (LiDAR) to identify areas vulnerable to flooding, informing any pressure on the creek system and risks to housing growth.	Inform	2026-ongoing
4. Provide information to builders and developers to encourage environmentally sustainable housing features	Update Council website with information on environmental and financial benefits of energy efficient housing design.	Inform	2027
5. Update local communities on Bushfire & Flood Mapping planning overlays	Work with new bushfire and flood mapping overlays to ensure high levels of Council and community awareness in relation to implications for planning and building.	Inform	2026
	Facilitate discussions between CFS and developers to better understand requirements on new housing allotments.	Facilitate	2027



Outcome 4:

An integrated and connected region

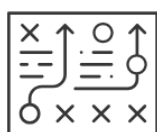
Regional Plan Outcome 4: An integrated and connected region

The Regional Plan highlights that land use planning that is successfully integrated with transport, essential services and social infrastructure, allows for more sustainable and coordinated growth, supporting economic productivity.

Council strategies are as follows:

Strategy	Actions	Council role	By when
1. Develop an integrated Infrastructure Plan for Naracoorte and Lucindale	Work with service providers (SAPN, SAW) to develop infrastructure plan for the extension of networks within Naracoorte and Lucindale to support housing growth.	Advocate	2027
	Overlay Council infrastructure requirements to determine likely needs to cater for growth and potential costs to developers (e.g. roads, kerb, water table, lighting).	Deliver	2027
	Develop funding strategy and investigate funding options to support Council and developers seeking to grow housing opportunities.	Advocate	2028

	Investigate upgrade / extension requirements on the Lucindale CWMS (if required) to support housing growth.	Deliver	2028
2. Advocate for greater investment in mobile phone infrastructure to improve coverage in the NLC area to support residential areas and future development	Map 'black spots' for mobile phone users and campaign for greater connectivity commitments from relevant government and telecommunication companies.	Advocate	2027-ongoing
	Prepare annual submissions to Mobile Black Spot Programs seeking greater coverage for the district.	Advocate	2027-ongoing
3. Monitor 'social infrastructure benchmarks' to identify implications for NLC	Keep under review the publicly available DHUD social infrastructure benchmark data to assist Council in future planning for growth.	Inform	2028-ongoing



Outcome 5:

Coordinated delivery of land use and infrastructure planning

Regional Plan Outcome 5: Coordinated delivery of land use and infrastructure planning

The Regional Plan highlights the need for state and local coordination to ensure land use and infrastructure decisions are coordinated, responsive and community focused. This includes improved coordination of planning and implementation processes and appropriate monitoring, measuring and reporting of progress.

Council strategies are as follows:

Strategy	Actions	Council role	By when
1. Proactively promote a 'Pre-lodgement Service' for applicants	Develop and promote a guidance and advisory service to help developers understand the application process, including 'handy hints' for success.	Deliver	2027
	Facilitate annual 'Develop with us' briefing sessions to explain development application process and facilitate connection to contacts who can assist.	Facilitate	2029
2. Continually monitor and report on housing growth versus needs	Provide regular updates to DHUD and the Office for Regional Housing in relation to changes in the status of housing needs and growth in the region.	Inform	2027-ongoing

3. Liaise with DHUD on identified Rural Living Land rezoning opportunities	Work with DHUD to investigate future land rezoning of parcels of Rural Living land, as pinpointed in the Regional Plan.	Partner	2027
4. Refresh Council's Structure Plan Twenty-35	Engage a consultancy firm to update the Structure Plan to inform infrastructure priority needs (for Council and State) and ensure data is current.	Deliver	2030
	Ensure updated Structure Plan is incorporated into Regional Plan.	Deliver	2030
	Leverage updated plan to attract grant funding for infrastructure upgrades, and investment in social infrastructure by Governments.	Deliver	2030-ongoing



Naracoorte Lucindale Council
Better by Nature

Naracoorte Lucindale Council

Phone: (08) 8760 1100 | Email: council@nlc.sa.gov.au
PO BOX 555 Naracoorte | DeGaris Place Naracoorte



Township of Lucindale