

PROPERTY ECONOMICS &
ANALYTICS

Ballarat Residential Supply and Demand Assessment

Prepared for **UDIA Victoria**
October 2026



Contents

Background	3
Ballarat's Housing Development Trends	6
Greenfield Supply 2026 Update	11
Future Housing Implications	15

01

Background

Background

Previous Work on Ballarat Residential Supply and Demand

Colliers Property Economics and Analytics (then Ethos Urban) undertook an independent residential supply and demand assessment for Ballarat dated August 2025 commissioned by the Urban Development Institute Australia (UDIA) Victoria.

The assessment responded to increasing concerns about the availability of greenfield land in Ballarat and the implications of emerging planning policy. Both the Ballarat Housing Strategy 2041 and Plan for Victoria seek to accommodate a significant share of future housing growth in Ballarat's established urban areas. Under Plan for Victoria, 40% of future housing growth is directed towards greenfield development, with the balance directed to established areas.

Key findings from the 2025 report included:

- Greenfield and detached dwellings are the primary form of new housing in Ballarat.
- It is essential that Council plans to provide a supply framework that responds to the annual dwelling requirement under the Housing Targets (+1,675 dwellings per annum).
- Ballarat's greenfield vs infill sub-target of 40:60 will not be achievable in any reasonable planning timeframe.
- Growth areas will continue to play the primary role in accommodating Ballarat's housing needs over the next 15 years, and potentially longer.
- Planning for the Future Growth Areas should commence sooner rather than later, with supply from the Future Growth Areas estimated to be required from approximately 2029 to satisfy demand.

This Report

Ballarat's Housing Target is 46,900 additional dwellings between 2023 and 2051, equivalent to 1,675 dwellings per annum.

The key issue is whether the sub-targets (60% established area and 40% greenfield) can be achieved.

Since the release of the 2025 report, UDIA Victoria has continued to advocate for a review of the sub-targets, recognising that a failure to achieve housing outcomes consistent with the sub-targets reshapes strategic planning policy for Ballarat.

Although increasing the amount of housing in Ballarat's established areas represents an important planning policy objective, it is critically important to acknowledge the rate at which this is likely to be achievable in the short, medium and long term.

This updated assessment provides further analysis of housing development trends in Ballarat, focusing on the historical balance between greenfield and established area development. The assessment also updates the greenfield residential land supply position in Ballarat, providing a current snapshot of greenfield supply and its capacity to support ongoing housing delivery.

Location and Policy Context Overview

Policy objectives target significant levels of urban consolidation.

The Ballarat Housing Strategy 2041 (BHS) and the Statewide Housing Targets set clear expectations for how much and where new housing should be delivered in Ballarat. These policies place significant weight on the role of established area development in the provision of future housing.

The Housing Target for the City of Ballarat is a net increase of +46,900 dwellings between 2023 and 2051, representing an average annual target of approximately +1,675 dwellings per annum. The sub-targets are broken down as follows:

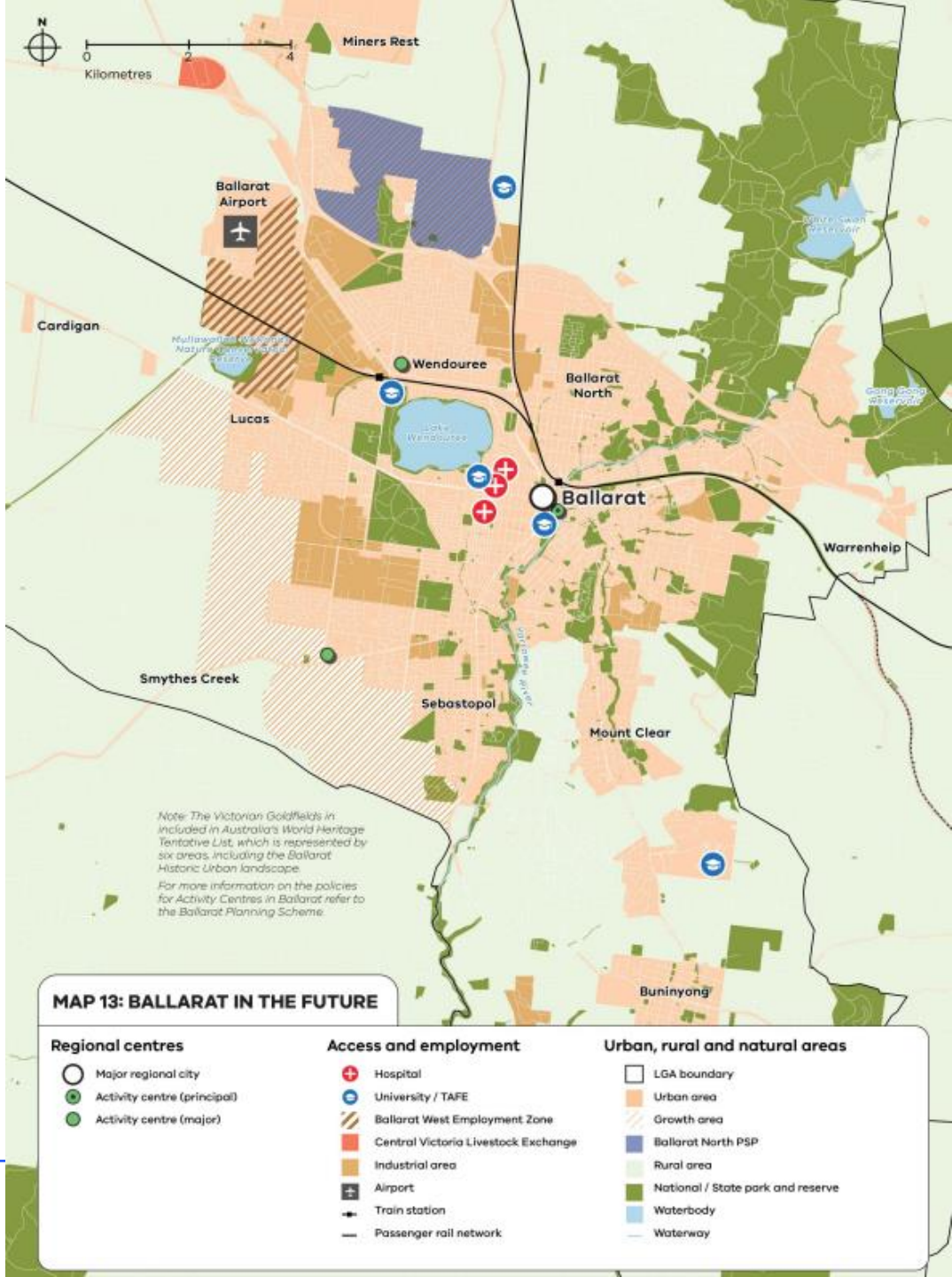
- **Greenfield (40% of total new dwellings) = 18,900 dwellings, or 670 per annum.**
- **Established (60% of total new dwellings) = 28,140 dwellings, or 1,005 per annum.**

Plan for Victoria provides a map of 'Ballarat in the future' (see image to the right), highlighting what is considered to be Ballarat's growth areas (greenfield) versus the established areas. Note, it does not reference future Ballarat Growth Areas as highlighted in the Ballarat Growth Area Framework Plan (BGAFP), including the proposed Western and North-Western growth Areas, which could bring online in the order of 26,800 new dwellings according to the BHS.

Achieving a 40:60 split relies on two key outcomes:

1. That the potential supply yield from the approved growth areas can be and will be brought to market in a timely manner.
2. That established area supply represents a commercially viable and attractive investment proposition for landowners/developers and that demand for medium and higher density forms of development is at the volume envisaged exists.

Failing to achieve both outcomes pose a significant risk to achieving the Housing Targets. There is currently limited evidence that established area development can deliver 60% of future housing supply in the required timeframe. As such, policy settings that delay or reduce the supply of development-ready greenfield land may undermine overall housing delivery.



02

Ballarat's Housing Development Trends

Housing Development Trends

Detached dwellings have accounted for 9 out of 10 new dwelling approvals in Ballarat since 2002.

New dwelling approval data provides useful insights into the scale and location of dwelling demand, the cyclical nature of demand, and information about the different types of dwellings sought by the market and proposed by developers.

- Ballarat LGA averaged approximately 1,030 new residential building approvals per annum between 2002 and 2026.
- Houses have accounted for approximately 90% of all new approvals. The balance – classified as ‘other’ dwellings - includes semi-detached, units and apartment dwellings.
- Other new dwelling approvals recorded an average of 100 approvals per annum over the same period.
- New dwelling approvals accelerated over the COVID-19 period, peaking at 2,110 approvals, however have since declined largely due to tighter monetary policy settings.

The cyclical nature of urban development means that when the market rebounds, the surge in demand requires supply settings to be sufficiently agile to address a significant upswing in demand.

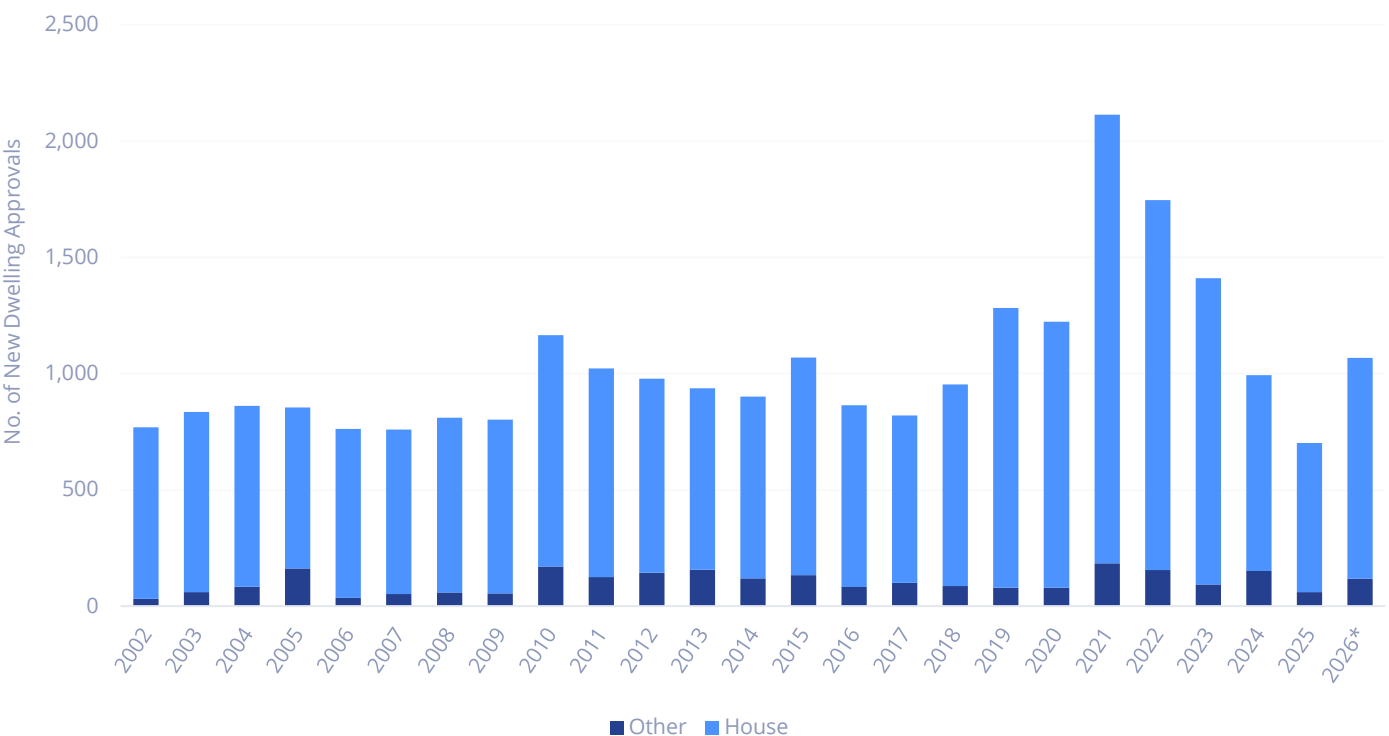


Chart 1 New Dwelling Approvals (FY), Share Houses vs Other, Ballarat LGA

Source: ABS Building Approvals; Colliers Property Economics and Analytics
2026* Year ending May

Housing Development Trends

Historical dwelling approval trends show limited delivery of semi-detached and apartment dwellings in Ballarat.

A more detailed review into new other building approvals highlights the variability in new approvals since 2002. New other approvals have ranged from a low of 31 to a high of 184 approvals, with the share of total approvals typically averaging between 8-12% over the period.

A split of new other approvals between semi-detached and apartments is available from July 2016 onwards. A review of this data at the Ballarat Urban Area (refer Figure on next page) highlights that nearly 90% of all new other approvals were for semi-detached dwellings, averaging 99 per annum. For apartments, Ballarat recorded a total of 120 new apartment approvals over the ten-year period.

Over the period of 2017 to 2026, just 9% of total dwelling approvals were for semi-detached or apartment dwellings.

Table 1 Share of Type of Other New Dwelling Approvals, 2017 to 2026* (FY)

Type	Total	Average	Share of Total Dwelling Approvals
Semi-detached	986	99	8.1%
Apartments	120	12	1.0%
Total Other	1,106	111	9.0%

Source: ABS Building Approvals; Colliers Property Economics and Analytics | 2026* Year ending May

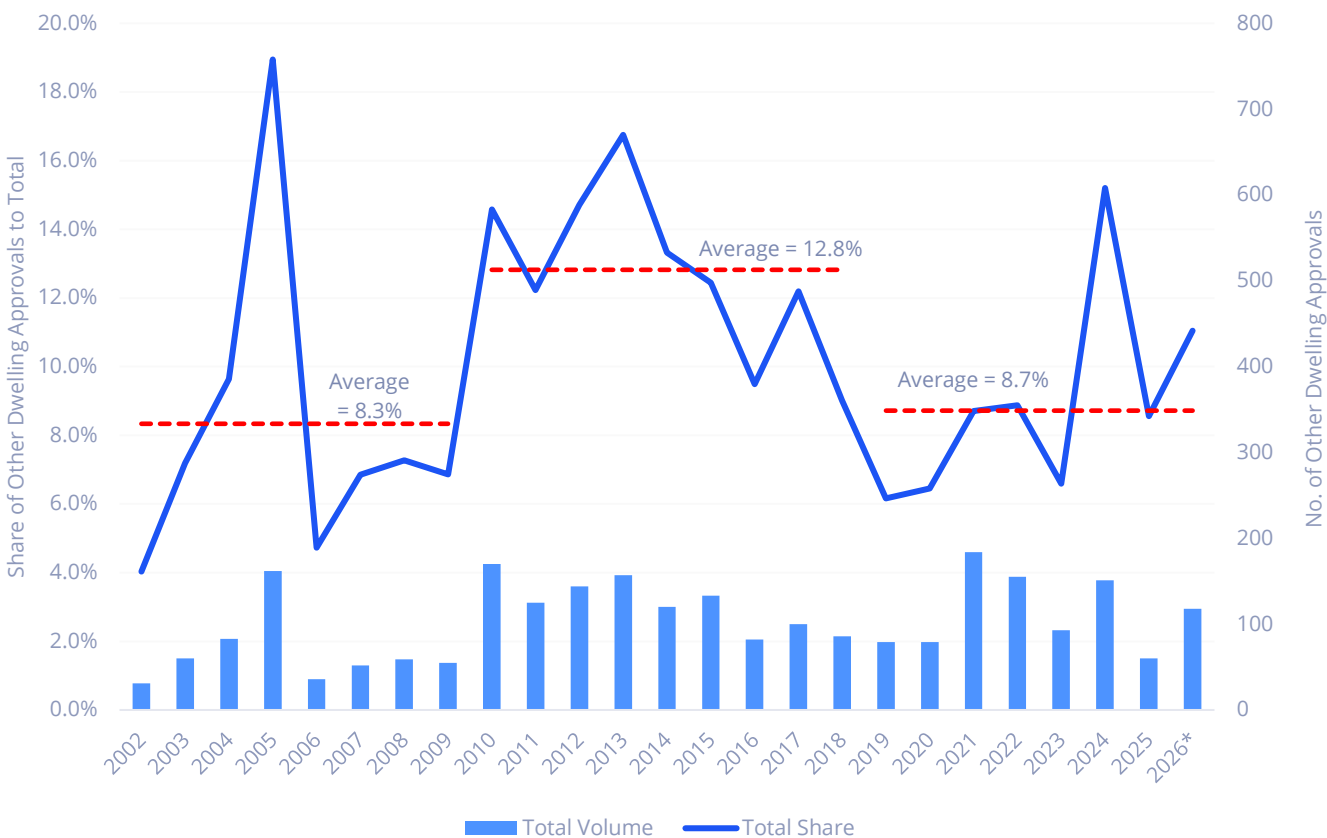


Chart 2 Ballarat LGA New Other Dwelling Approvals Review (FY)

Source: ABS Building Approvals; Colliers Property Economics and Analytics
2026* Year ending May

Establishing the Greenfield vs Established Areas Split

A challenge in determining the long-term proportion of dwelling growth in greenfield vs established areas is that the geographic area of both evolve and change over time.

Based on historical development and Plan for Victoria's understood definition of infill and established urban areas, we have provided the following definitions:

- **Established Area.** Provides a contemporary representation of Ballarat and the area in which future residential development is less likely to be provided as detached housing or remnant greenfield development.
- **Greenfield.** Provides a representation of areas of Ballarat where land in residential estates and remnant greenfield opportunities is likely to be the predominant form of development. In these areas the primary form of housing is likely to be detached housing, although it is important to note that some townhouse development is provided within greenfield estates. The greenfield areas is further split into three sub-categories:
 - Ballarat West. Represents the existing Alfredton and Ballarat West PSPs.
 - Ballarat North and East – Outer: Incorporates land north of the Western Freeway, including Miners Rest and what will be the Ballarat Northern Growth Area. Additionally, this area includes Brown Hill, where small greenfield estates are being developed accommodating primarily detached housing.
 - Ballarat South – Outer: Incorporates Buninyong and surrounding rural area. In this area, the majority of new dwellings are likely to be provided as detached houses.

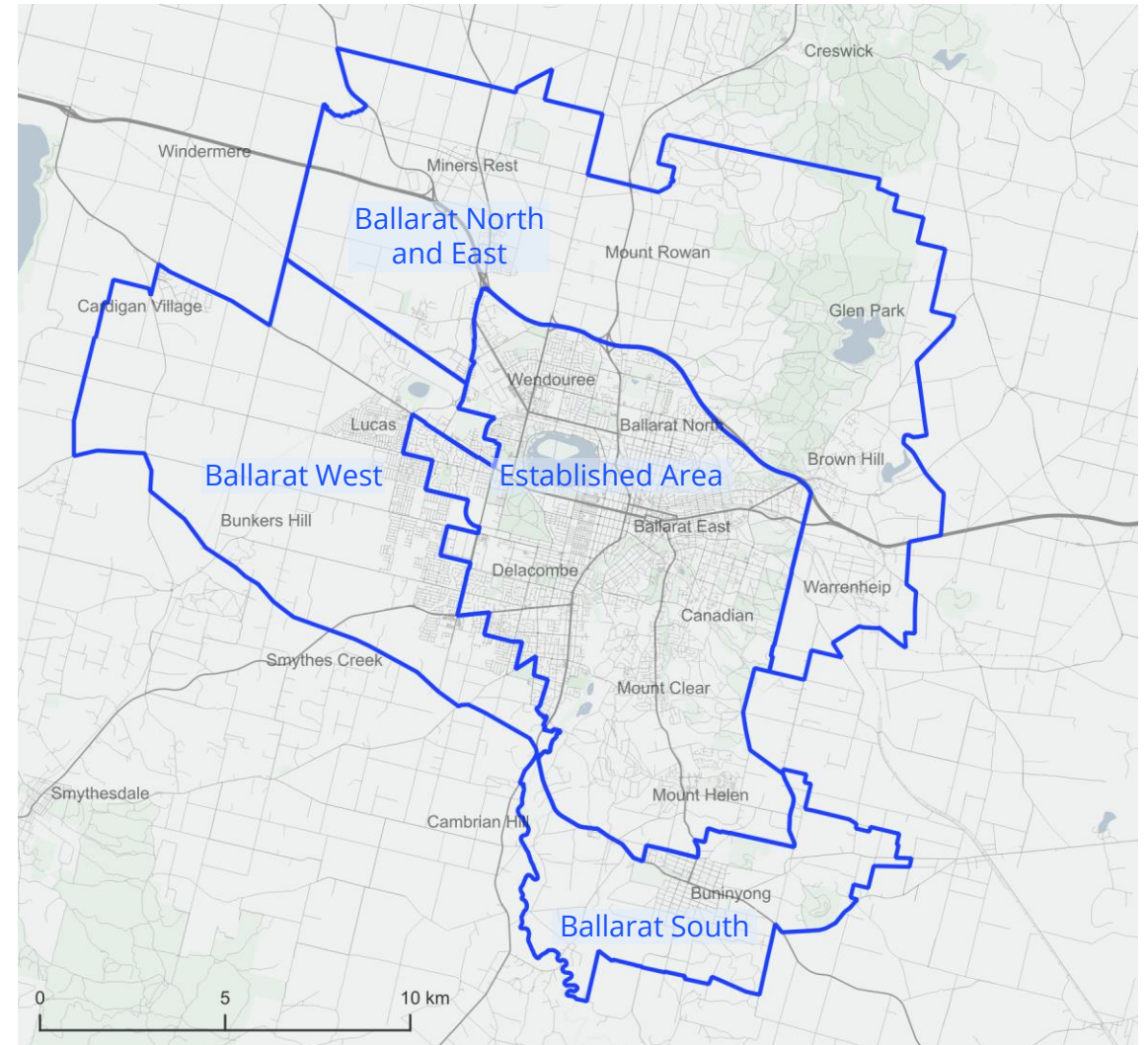


Figure 1 Ballarat Urban Area (Greenfield and Established Area Geographic Areas)

Source: Colliers Property Economics and Analytics

Housing Development Trends

The majority of urban growth in Ballarat has been in detached dwellings.

It is evident from analysis of aerial imagery that in the period prior to 2018, a significant proportion of urban growth was accommodated in small to medium sized subdivisions in areas such as Mount Clear, Mount Helen, Canadian and Eureka. These subdivisions were typically between 20 to 100+ lots in scale and consisted primarily of detached housing. Most of these developments could best be described as ‘remnant greenfield’ development.

In this report, many of these remnant greenfield estates (now fully developed) are situated in what is defined as the Established Area of Ballarat. With most of the remnant greenfield opportunities now developed, future established area development will necessarily be of a medium and higher density form.

In the period since 2018, the Ballarat West Growth Area has provided the vast majority of new housing in Ballarat. A more definitive split between greenfield and established areas is able to be measured from this time, where approximately 23.0% of new dwelling approvals were located in the Established Areas. Of the total number of dwelling approvals in the Established Area, only 32% were either semi-detached or apartment dwellings.

The Established Area averaged approximately 98 new ‘other’ dwelling approvals per annum between 2012 and 2025. To achieve the 60% target in established areas, this figure would need to increase to an average of approximately 1,000 dwellings per annum.

Table 2 Other New Dwelling Approvals, 2012 to 2025 (FY)

Location	Total	Annual Average
Established	1,370	98
Greenfield	200	14
Total Other	1,570	112

Source: ABS Building Approvals; Colliers Property Economics and Analytics

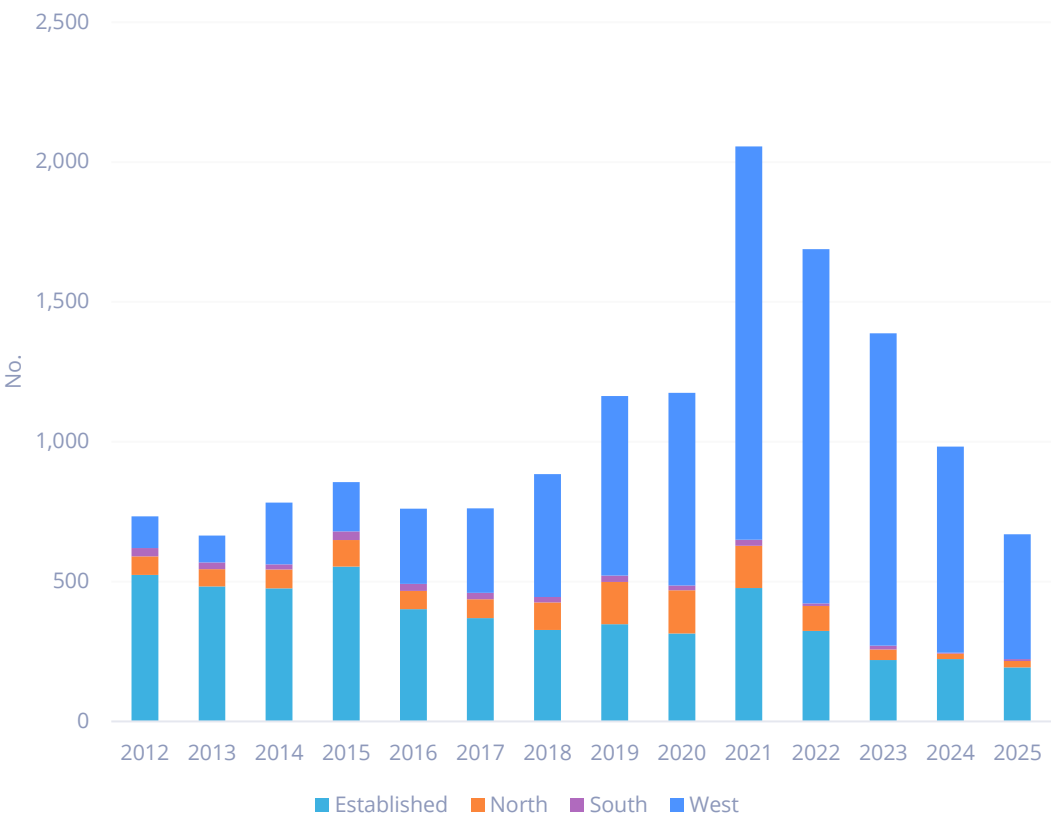


Chart 3 Ballarat Study Area New Total Dwelling Approvals (FY)

Source: ABS Building Approvals; Colliers Property Economics and Analytics

03

Greenfield Supply 2026 Update

Residential Land Supply Assessment

Approach to Residential Supply Assessment

Residential land supply refers to the availability of land zoned for residential development. This analysis estimates the potential supply of actual and future residential lots capable of accommodating dwellings in Ballarat’s greenfield residential market.

This assessment breaks supply into several categories that differentiate between short-term supply and future supply, that although zoned for residential development, may contain a degree of uncertainty in terms of the delivery of housing, or the timing of delivery.

Greenfield supply is analysed for:

- **Ballarat West.** Refers to residential land in the Alfredton and Ballarat West PSP Areas.
- **Ballarat North.** Refers to all land identified in the Ballarat North PSP Area.

Category	Definition
Single Vacant Lot	An existing lot or a proposed lot (in active estates with dwelling construction underway) where no dwelling is evident or where no dwelling construction is evident from aerial analysis.
Subdivision Yet to Occur – Active Estates	Refers to residential zoned land in active estates yet to be subdivided.
Subdivision Yet to Occur - Balance	Refers to residential zoned land where development is likely to commence within 15-years but where land is not in an active residential estate selling lots.
Subdivision Yet to Occur: Long Term/N/A	Refers to residential zoned land where development is unlikely to commence within 15 years. This is due in some cases to infrastructure servicing, but also as a result of significant fragmentation in some areas with a number of smaller lots containing existing dwellings of high value. In some cases, there is a considerable element of doubt relating to the timing of development of this land. In several cases some doubt exists as to whether any development may occur.

Residential Land Supply Assessment

Summary of Key Findings

Key findings include:

- The **Ballarat West Area** has approximately 8,070 lots remaining. This comprises approximately 2,040 single vacant lots and 2,390 potential lots yet to be subdivided in current active estates. This equates to 4,430 lots in active estates. A further 3,640 potential lots could be developed in the balance of the Ballarat West Area, primarily in the Sebastopol and Bonshaw area.
- The **Ballarat North PSP** is nearing completion and is estimated to bring approximately 5,875 dwellings online upon full completion. It is understood that the initial estate stages may be available around the second half of 2028, with the first dwellings under construction in late 2028. This excludes the Ballarat North Expansion Area (~1,500 lots) as, at this point of time, it represents a future growth area rather than an area of imminent rezoning.

Table 3 Ballarat Greenfield Supply Summary, as at July 2026

Type	Ballarat West	Ballarat North	Total
Single Vacant	2,040	-	2,040
Yet to be Subdivided (Active Estates)	2,390	-	2,390
Total Active	4,430	-	4,430
Yet to be Subdivided (Balance)	3,640	5,875	9,515
Total Greenfield Supply	8,070	5,875	13,945
<i>Constrained/Long Term Supply</i>	<i>1,470</i>	<i>-</i>	<i>1,470</i>

Source: Colliers Property Economics and Analytics

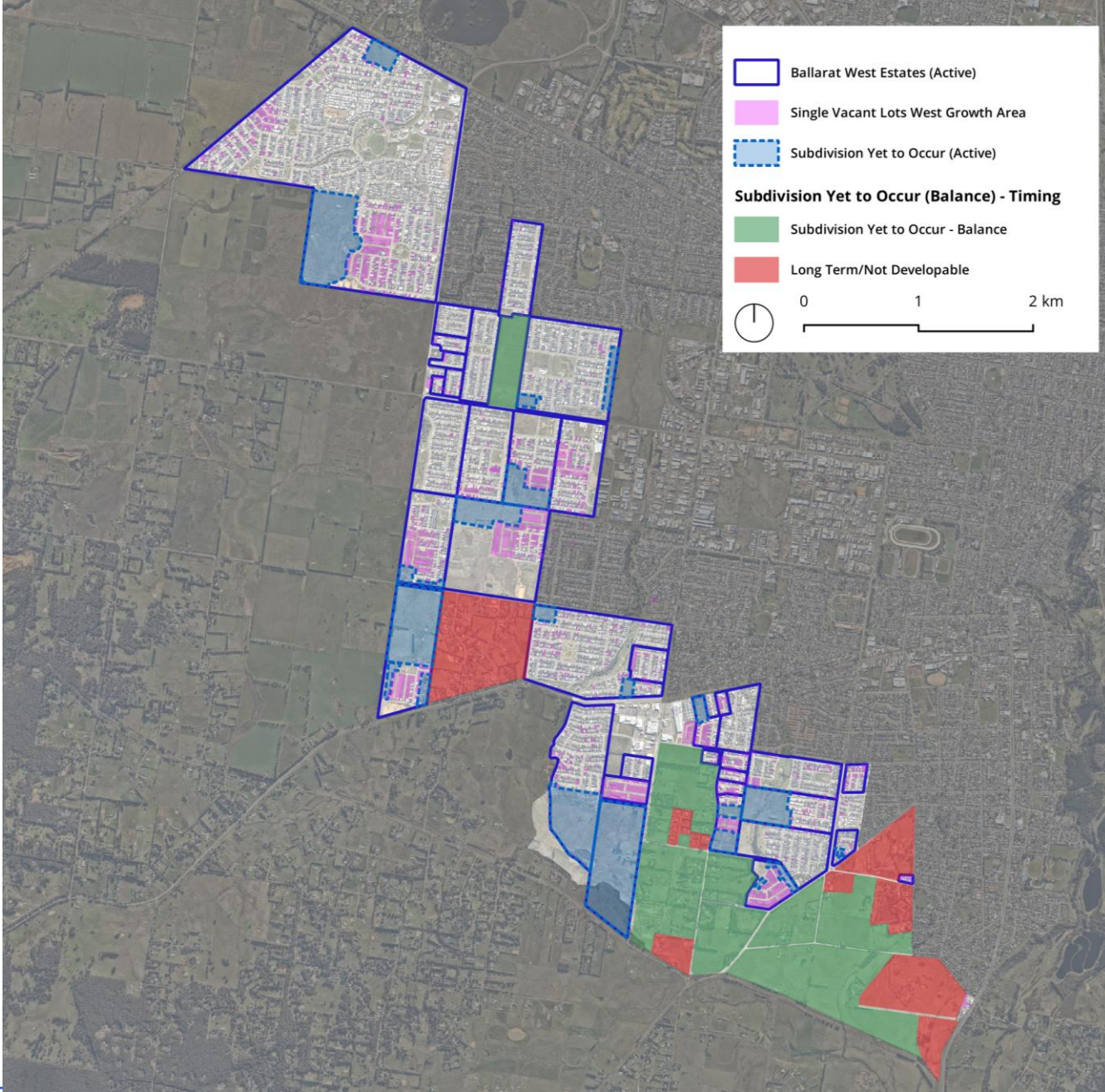


Figure 2 Ballarat West Greenfield Supply Status

Source: Colliers Property Economics and Analytics

Residential Land Supply Assessment

Greenfield demand targets significantly impact the adequacy of supply

The adequacy of land supply is calculated by dividing total supply by forecast average annual demand. The result is expressed in terms of the years of supply.

The supply of greenfield land in Ballarat has been assessed against three demand scenarios, each based on the Ballarat Housing Target of 1,675 dwellings per annum:

- **Scenario 1A (90% Greenfield Scenario):** Reflects the split between detached dwelling approvals and other (townhouse/apartment) approvals across Ballarat urban area.
- **Scenario 1B (80% Greenfield Scenario):** Reflects recent housing delivery in what is defined in this report as greenfield areas and the established area.

Both Scenarios 1A and 1B recognise that large infill redevelopment opportunities in the Established Area that provide detached housing opportunities are increasingly limited.

- **Scenario 2 (60% Greenfield Scenario):** Represents a mid-point between Ballarat's Housing Target sub-target and Scenario 1.
- **Scenario 3 (40% Greenfield Scenario):** Reflects the Housing Target sub-target split for greenfield development.

The results demonstrate that assumptions regarding the greenfield share of future housing growth have a significant influence on the assessment of land supply adequacy. Depending on the scenario adopted, **available greenfield land supply ranges from approximately 9.3 years to 20.8 years.**

It is important to note however, that:

- This assumes all land in the Ballarat West Growth Area identified as 'yet to be subdivided' is brought to market. This includes a significant area of land in the Sebastopol and Bonshaw area.
- This assumes all development land in the Ballarat North PSP area can be readily delivered to the market within a 10-15 year timeframe.
- Some additional greenfield supply will be available in the Brown Hill and Miners Rest areas, along with vacant lots in areas such as Buninyong and Mount Rowan.

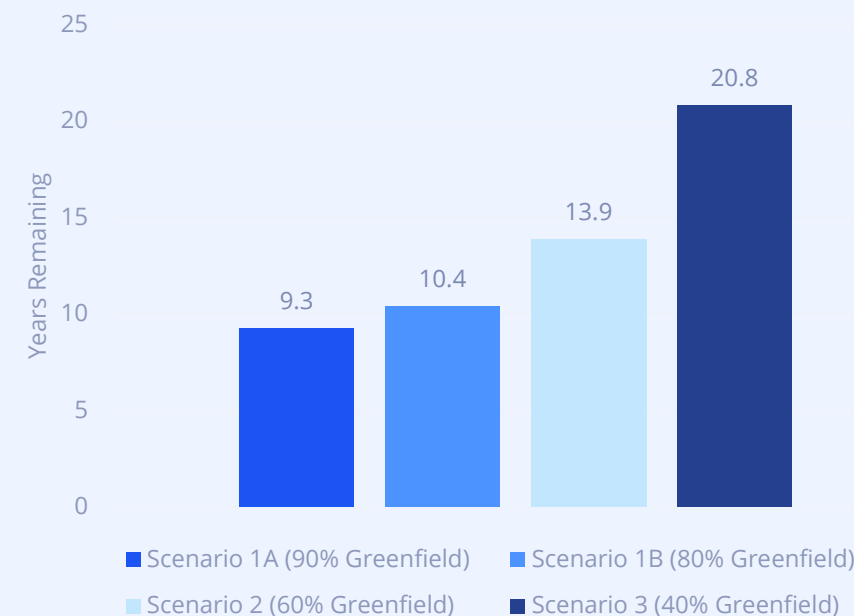


Chart 4 Indicative Greenfield Land Adequacy of Supply

Source: Colliers Property Economics and Analytics

04

Future Housing Implications

Future Housing Implications

Achieving the established area housing sub-target requires a major structural change in the Ballarat housing market.

Between 2018 and 2025, the Established Area of Ballarat has achieved:

- An average of 96 'other' new dwelling approvals per annum (medium and high density dwellings).
- An overall average of 300 total dwelling approvals per annum (204 of which has been detached dwellings, some of which may be replacement dwellings and therefore not increasing the overall stock of housing).

To achieve the overall Housing Target sub-target, the Established Area of Ballarat needs to deliver an average of 1,005 dwellings per annum.

This is considered an unrealistic market change in the short to medium term. There is no evidence to suggest market depth for infill development, noting that over recent history, semi-detached and apartment products have only contributed to 8-12% of the overall product mix.

At best, change is likely to be incremental and long term. Moreover, no major infrastructure projects are proposed that are likely to materially change the likelihood of higher density forms of development occurring in the inner urban area of Ballarat.

At present, major feasibility challenges exist in the delivery of medium and high-density development in the Greater Melbourne market. In regional markets, such as Ballarat, these challenges are even more acute.

For the foreseeable future, Ballarat's greenfield markets are likely to provide the majority of Ballarat's new housing and are considered essential to the delivery of an average of 1,675 homes per annum.

If a responsive and competitive greenfield supply framework is not provided to the market, there is a high risk of the following outcomes:

- (1) Growth area supply will be exhausted sooner than anticipated resulting in a shortfall in available land supply.
- (2) Upward pressure on land (and house) prices as a shortage of growth area stock emerges.
- (3) Price escalation reducing the competitiveness of Ballarat's residential property market compared to Greater Melbourne and other Victorian regional cities.
- (4) Slower rate of population and economic growth in Ballarat.

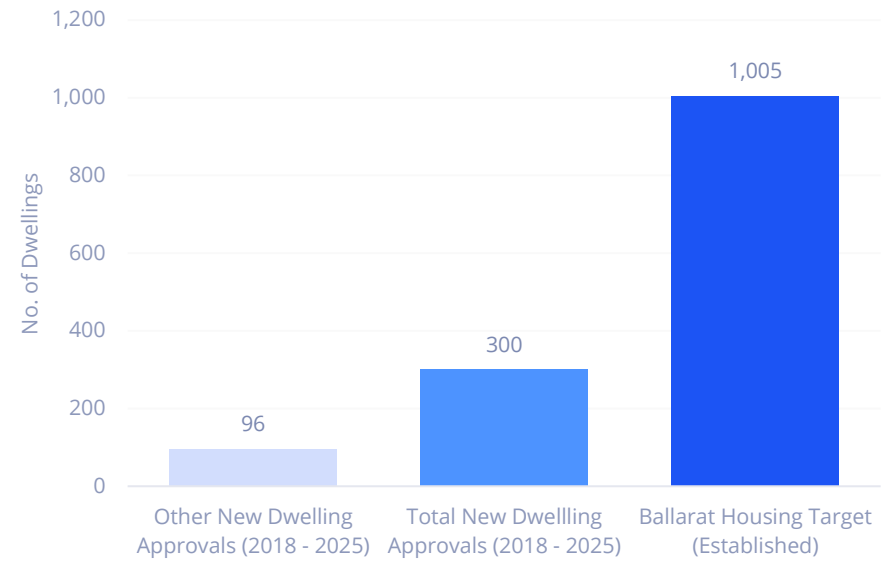


Chart 5 Established Area Annual Recent Trends and Housing Target Sub-Target

Source: ABS Building Approvals; Plan for Victoria; Colliers Property Economics and Analytics