

# Better Together: Submission to the Queensland State Budget

2024-2025

A FRAMEWORK FOR ADDRESSING HOUSING NEED AND HOMELESSNESS IN QUEENSLAND

NOVEMBER 2023



## About Q Shelter

Q Shelter is Queensland's peak housing organisation with a vision that every Queenslanders has a home. We lead on solutions to unmet housing need and homelessness.

Incorporated in 1993, Q Shelter works to strengthen system capacity and to influence policy and investment to support effective solutions. We are engaged at all levels of Government, with the private sector, community services sector, and wider community to achieve real solutions that succeed through to implementation.

Q Shelter's members consist of concerned individuals, Specialist Homelessness Services, Community Housing Providers, wider human services, academic institutions, other peak organisations, and private sector stakeholders.

Q Shelter has an extensive engagement program throughout the year inclusive of the Regional Representatives Forum and the CEO and Leaders' Forum. We use engagement as well as research about needs and solutions to develop 'Better Together' and other policy submissions throughout the year.

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**Q SHELTER**  
Because home matters



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# Executive summary

**Q Shelter acknowledges that there are significant current efforts across sectors to address housing and homelessness needs.**

**The challenges persist, however, with a constrained private rental market and rising rental costs. There remain 23,256 households with an active application on the housing register of need (39,514 people) and homelessness services continue to see increased demand for assistance.**

A housing plan is under preparation in Queensland, the Federal Government is preparing a national housing and homelessness action plan, and the Queensland State Government is set to undertake an independent review of homelessness funding.

With these processes pending, it is critical to change our current trajectory to invest most in upstream prevention rather than an over-reliance on crisis responses.

The current need for immediate responses is tangible, so we propose an approach to investment that uplifts funding for Specialist Homelessness Services for a term of funding while upstream measures to achieve a healthy housing system and tenancy sustainment support are embedded.

## Priority themes

<b>Prevention</b>	<ul style="list-style-type: none"> <li>• Intensive early-life interventions to prevent exposure to adverse events</li> <li>• Prevent exits from institutions to homelessness</li> <li>• Fund recurrent tenancy sustainment support</li> <li>• Undertake effective system design</li> <li>• Invest in the health of the whole housing system</li> </ul>
<b>Homelessness</b>	<ul style="list-style-type: none"> <li>• Increase funding to Specialist Homelessness Services by 25%</li> <li>• Expand supportive housing to key growth locations</li> <li>• Ensure funding certainty for specialist services and a co-design process for regional service systems and responses</li> </ul>

<b>Population groups</b>	<ul style="list-style-type: none"> <li>• Ensure specific targets and investments for population groups including Aboriginal and Torres Strait Islander responses, responses to young people, older people, people living with disability and people impacted by hoarding and squalor</li> </ul>
<b>Housing supply</b>	<ul style="list-style-type: none"> <li>• Increase capital funding for social and affordable housing by \$500 million per annum</li> <li>• Increase the HIF to \$4 billion</li> <li>• Accelerate community housing industry policy reforms</li> <li>• Invest in capacity to deliver modular homes at scale through industry support and commissioning</li> <li>• Continue progress on planning system reforms including consideration of inclusionary zoning delivered through a combination of mandatory requirements, incentives and subsidies</li> <li>• Increase investment in community development work to build community support for social and affordable housing</li> <li>• Remove exclusionary zoning practices that limit housing diversity</li> <li>• Accelerate the housing monitoring program and including methodologies to monitor displacement.</li> <li>• Address and prevent negative housing market impacts from Brisbane 2032</li> <li>• Develop a Housing Trust for Queensland</li> </ul>
<b>Workforce</b>	<ul style="list-style-type: none"> <li>• Fund traineeships, cadetships and training costs for the housing and homelessness sector</li> <li>• Co-design pathways and roles to involve and include people with lived experience in the workforce</li> </ul>
<b>Embed the voices of people with lived experience</b>	<ul style="list-style-type: none"> <li>• Fund a tenant participation program</li> <li>• Fund peer leadership training</li> <li>• Scope the formation of a peer led organisation</li> <li>• Adopt the paid participation policy reflective of the Queensland Mental Health Commission.</li> <li>• Strengthen tenant satisfaction surveys through an independent, peer-led organisation</li> </ul>





## Introduction

**This document sets out policy and investment recommendations as input to the Queensland Government State Budget process for 2024-2025.**

Where appropriate, we have included approximate costings based on Q Shelter's research and modelling.

Our recommendations span a range of solutions that incorporate:

- Upstream investment in genuine prevention
- Investment in Specialist Homelessness Services to address increased demand
- Upstream investment in tenancy sustainment support including specialised support
- Enhanced funding for supportive housing
- Specific housing supply and support measures to house Aboriginal and Torres Strait Islander peoples, young people, older people, people impacted by hoarding and squalor, and people living with disability
- An increase to the Housing Investment Fund
- Expanded investment in modern methods of construction to rapidly scale supply
- Accelerated policy reforms focused on the planning system and community housing provision
- Support for peer leadership and for tenant participation
- Localised community capacity building activities to build support for diverse housing solutions

## Context

A range of contextual factors are impacting the extent of unmet housing need and homelessness including:

- An undersupplied housing market compared to the demand for housing
- High migration to Queensland
- Significant projected population growth
- Reducing household size
- Significant infrastructure programs attracting a workforce
- Construction industry challenges including workforce availability, skills, supply chain issues and overall rising costs
- Historically low levels of social and affordable housing which have not kept pace with population needs
- An over-reliance on the private rental market which provides little security of tenure and is also undersupplied

## Policy and investment solutions

### A focus on prevention

Q Shelter proposes the need for a realigned approach to funding homelessness solutions with a genuine focus on prevention rather than crisis management.

With current demand for services surging in a context where the housing market remains undersupplied, it is proposed that enhanced funding for Specialist Homelessness Services is needed while prevention is embedded through evidence-based system reforms.

To embed prevention in the system the following is recommended:

1. Fund additional intensive family support programs designed to identify at-risk families from pregnancy onwards with the goal of reducing childhood exposure to adverse events.

The program goals should include reducing the longer-term risk of child protection involvement, homelessness, and involvement with the criminal justice system. This should include a combination of enriched early education (such as the Abecedarian approach), intensive family support, stable housing options, engagement with schools and positive community involvement. Locations that should be prioritised include Mt Isa, Cairns, Moreton, Redlands, and Townsville. A multi-state agency approach to integrated responses would be part of the design.

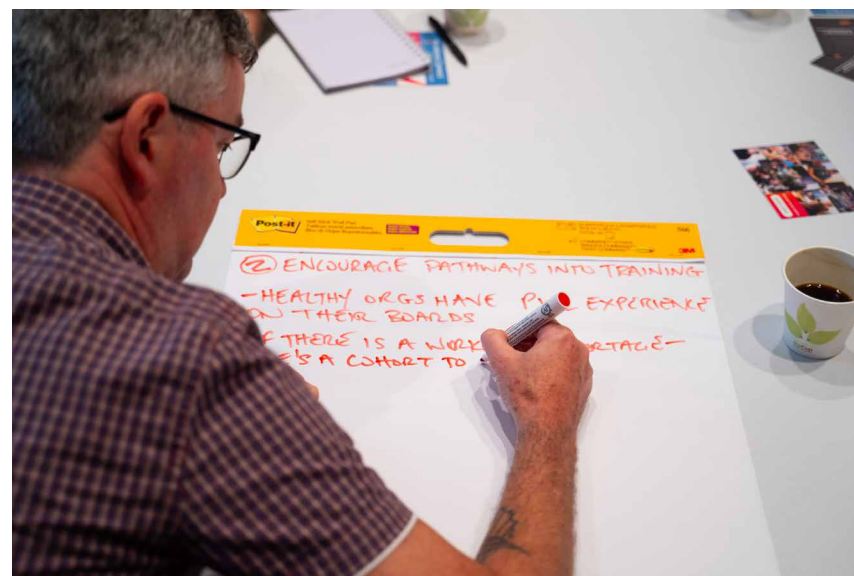
#### \$25 million

2. Immediately strengthen integrated approaches to homelessness prevention between the Department of Health; the Department of Child Safety; Department of Youth Justice; Department of Housing; Department of Treaty, Aboriginal & Torres Strait Islander Partnerships, Communities and the Arts; and Queensland Corrections. This requires a protocol and guarantee of no exits to homelessness through an integrated approach to housing and support.
3. Fund a recurrent tenancy sustainment program throughout Queensland designed to work with people across all rental tenures to successfully sustain their housing and to be supported in any housing transitions to achieve an improved housing outcome.

#### \$30 million

4. Adopt a policy framework focussed on prevention and evidence-based solutions such as housing first, rapid re-housing, tenancy sustainment support, assertive outreach and the prevention of factors leading to complex homelessness in early life.

5. Undertake effective system design to ensure all critical elements of an evidence-based system are in place and working optimally in an integrated way.\*
6. Ensure the Queensland Housing Plan has in scope the health of the whole housing system and that it set targets for all housing – including social and affordable housing. Ensure planning instruments interpret those targets and ensure implementation is monitored.



\* See attachment 1 for an outline of important system elements.

## Responding to homelessness

### Specialist homelessness services

Current increased demand for homelessness assistance requires enhanced funding to Specialist Homelessness Services (SHS). This immediate response is essential to ensure that all people needing assistance can access services while also helping to ensure reasonable demands on the workforce.

Over time, the introduction of improved prevention including investment in tenancy sustainment support could help reduce the need for further investment in immediate responses.

It should be noted that some regions have few if any Specialist Homelessness Services. People who are homeless or at risk of homelessness are being pushed from higher amenity areas. Needs-based planning is required to assess the need for specialist homelessness services in additional locations.

The funding future of Specialist Homelessness Services is yet to be negotiated. In an environment of considerable unmet need, providing certainty about funding and a pathway for co-designing an effective system is essential to productivity, sustainability of the workforce, and effectiveness of delivery.

### Supportive housing

Queensland needs more supportive housing where subsidised homes are available with flexible, voluntary support. Supportive housing is a critical element in a successful housing and homelessness system in response to the needs of people who have multiple vulnerabilities and face significant barriers to sustaining housing.

Q Shelter proposes a significant capital funding program for supportive housing in the runway to Brisbane 2032. Embedding an expanded program of supporting housing initiatives in key population centres

#### Recommendations:

1. Increase SHS funding by 25% in response to additional demands for assistance.
2. Ensure distribution of funding to additional areas where need is presenting and where SHS funded services are few or non-existent.
3. Ensure funded services have funding certainty by end of March to help retain the workforce and engage services early in 2024 in co-design of regional service systems and responses.

4. Commit \$600 million in capital funding for new supportive housing initiatives in key population hot spots such as Gold Coast, Moreton, Sunshine Coast, Ipswich, Townsville, and Cairns. Consider a combination of single sites, mixed-use sites, and scattered sites.
5. Build capacity of broader system to be housing and homelessness literate (such as local government, mental health sector, alcohol, and other drug sector).
6. Expand the Service Integration Initiative to more regions including Roma, Mt Isa, South Burnett, Rockhampton, and Gladstone.





## Responding to specific population groups

Some population groups in Queensland are particularly impacted by homelessness and unmet housing need. Queensland's policy and investment settings require specific responses to address these unmet needs.

### Young people

Young people are extremely disadvantaged in the housing market because their incomes are low. Young people on income support cannot access affordable housing products or the private rental market without support and financial subsidies.

Young people aged between 12 and 18 are particularly disadvantaged and more housing solutions are needed that reflect the unique support needs of young people as well as the need for homes that are accessible, safe, and affordable.

Young people are significantly represented among Australia's homeless population. Twenty-three per cent of all homeless people enumerated in Australia in 2021 were aged between 12 and 24.

Solutions need to span intensively supported home environments for unaccompanied young people, rental subsidies, targets for delivering social and affordable housing responding to the needs of young people and an expansion of Foyers as an integrated response to preventing homelessness and building engagement with education and training.

### Recommendations:

1. Develop a policy for housing unaccompanied 12–15-year-old young people including:
  - Improved partnerships and collaboration between Child Protection, Education, Employment, Training, Health, and Housing to achieve sustainable outcomes and the prevention of homelessness
  - Funding for an expansion of Ruby's Model
  - Include clear KPIs across portfolios inclusive of effective exit plans for all young people
  - Have a specific protocol responding to young people aged from 12-15 years who are unaccompanied.
2. Fund additional therapeutic residential housing models for young people in Queensland.
3. Fund specific rental subsidies for young people improving access to community housing and the private rental market.

### \$28 million per annum

4. Fund six additional Youth Foyers in Queensland.

### \$120 million capital funding and \$120 million over ten years operational funding

5. Set targets to deliver social and affordable housing options for young people as part of the Queensland Housing Investment Growth Initiative (QHIGI) and all future capital and subsidy programs (20%).





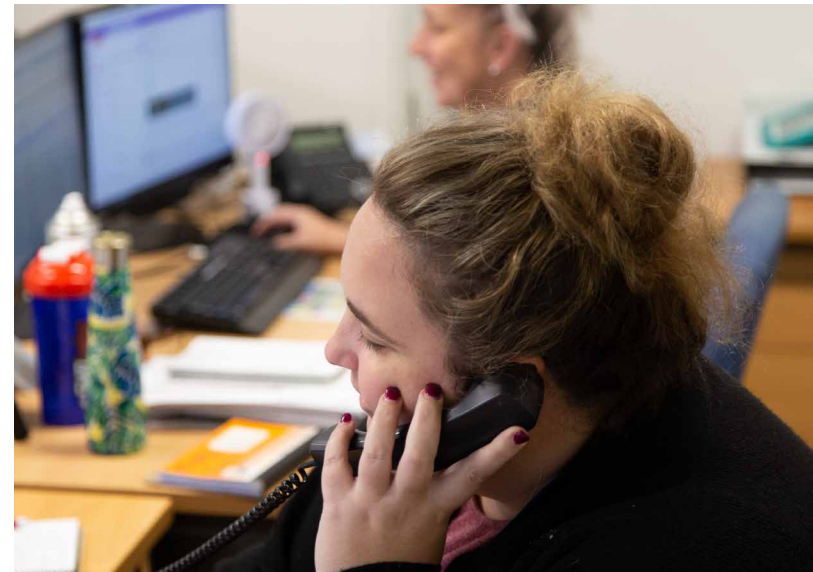
## Older people

Older people face housing market challenges including a lack of affordability where people are confined to the private rental market. Older women have been identified as the fastest growing group of people among Australia's homeless population. Older women face significant structural barriers to home ownership and have lower household wealth driven by wage disparities, time outside of the workforce, relationship status, and vulnerability to domestic and family violence.

Older age can be a time of vulnerability and increasing health concerns. Housing systems, aged care systems, the health system and income support arrangements are all complex and can be challenging to navigate. The connections between state government and federal government services are essential to wellbeing. Housing is the most important underpinning resource for the delivery of a range of community-based support.

### Recommendations:

1. Enhance the capability and capacity of the service system:
  - Provide face-to-face services wherever possible
  - Raise awareness and capability to respond to older people in homelessness hubs, Housing Service Centres, and the wider service system
  - Improve system and sector ability to identify and respond to evidence of financial abuse of older people
  - Strengthen access to refuges and improve universal accessibility of refuges
  - Strengthen training on tenant rights and for property and tenancy managers on the needs of older people
  - Establish a high-quality engagement mechanism to provide advice from older people on system improvements and policy reforms
  - Improve co-design approaches to policy, programs, and service system improvements
2. Develop shared equity products suitable for older people and that can be targeted earlier in life to prevent homelessness in older age.
3. Provide innovation funding for co-housing models.
4. Monitor data on needs and supply of housing to report on scale of housing responses for older people.



## Housing solutions responding to the needs of Aboriginal and Torres Strait Islander Peoples

Aboriginal and Torres Strait Islander peoples are significantly over-represented among Queensland's homeless population and have enduring and unmet housing needs including:

- Overcrowding
- Lack of access to safe, secure, and appropriate homes throughout regional Queensland
- Lower levels of home ownership and higher dependency on the private rental market
- Ageing community housing stock that needs upgrades
- Insufficient revenue from housing provision to address community needs.

Q Shelter works closely with Aboriginal and Torres Strait Islander Housing Queensland to support solutions to housing supply and sector capacity consistent with our core strategic outcomes. As such, Q Shelter supports the following recommendations.

### Recommendations:

1. Establish Queensland First Nations Housing Future Fund to invest in funding Queensland ICHOs (Indigenous Community Housing Organisations) housing supply with links to local jobs.
2. Provide operational funding to ICHOs for unmet operating costs including the costs of salaries, compliance, rates, maintenance and repairs, insurance, and other rising costs such as utilities.
3. Establish a specific capital funding program for ICHOs and Aboriginal and Torres Strait Islander Local Governments to support growth projects, reduce overcrowding and to fund maintenance and upgrades.
4. Establish an ICHO Council Rates payment scheme to improve the financial viability of ICHOs.
5. Invest in homelessness prevention and tenancy sustainment through rental subsidies and additional support for people at risk of losing their tenancy.
6. Extend funding for Housing Queensland as a specialist housing peak organisation to provide certainty and longevity linked to the delivery of the Queensland Housing Strategy.
7. Increase targeted capacity building funding for ICHOs through ATSIHQ to support participation in growth activities.





## People living with disability

People living with disability experience considerable barriers to securing accessible and affordable housing in locations of their choice. While NDIS is an important system feature, the wider housing and support system needs to be responsive to and designed for people living with disability to ensure access and sustained support to find, get, and keep housing.

### Recommendations:

1. Strengthen workforce capability in responding to the needs of people living with disability through capability of all roles and some specialist roles.
2. Develop a housing co-design framework involving the Queensland State Government, community housing providers and people with lived experience of disability.
3. Resource participation and input to the review of residential services facilities.
4. Implement individual person-centre housing planning tools.
5. Partner REIQ and REA Group to improve disability accessibility information about properties for sale or rent .
6. Monitor the delivery of housing through growth activities that is accessible and appropriate for people living with disability.
7. Progress full implementation of the National Construction Code new liveable housing design requirements for new properties and modify existing and ageing social housing stock as well.

## People experiencing hoarding and squalor

Hoarding and squalor is caused by complex challenges relating to mental health, trauma, and disability. It severely impacts the sustainability of housing and can generate significant costs in providing support to people who are impacted.

### Recommendations:

1. Develop and fund a specialised program responding to hoarding and squalor as part of a tenancy sustainment response across all tenures. Include specialised roles, wider system support, and enablement and brokerage.
2. Develop guidelines on assessing and responding to hoarding and squalor for housing and support providers.
3. Provide ongoing training regarding hoarding and squalor responses for diverse human services.
4. Fund a peer recovery group and train peer support workers as part of the service system.
5. Make optimal use of Service Integration Groups to offer integrated responses to situations where there is hoarding and squalor. Use Place-based Response Teams as a point of escalation.
6. Build community understanding through public education of the causes, impacts and solutions to hoarding and squalor.





## Housing supply

There have been significant initiatives emerging from the Queensland Housing Summit which are important to the future of being able to ensure every Queenslanders has a home. These initiatives are maturing as the wider housing system is engaged to play optimal roles in achieving success.

There remain some important areas where housing supply can be scaled more effectively. This includes a combination of industry support and investment. The ongoing role of the Housing Round Table is also addressed in terms of opportunities to deploy leaders across sectors to solve significant implementation challenges and barriers.

## Capital funding and subsidies

The persistent undersupply of all housing remains a challenging issue for Queensland.

Specifically, there is long-term undersupply in social and affordable homes leaving a significant gap in supply. We need to achieve a healthy housing system in which social and affordable housing is at least 7.4% of all housing.

While Queensland has in place a significant program of investment, there is justification for an increase in the next Queensland State Budget to continue to create opportunities for a pipeline of housing supply.

Future investment needs to increase so that community housing partners can plan for delivery of a housing pipeline that better meets community needs and in a way that builds organisational and industry strength.

## Recommendations:

1. Increase the Queensland Housing Investment Fund to \$4 billion, prioritising development through and value retention by Community Housing Organisations (CHOs).
2. Provide additional capital funding to CHOs of \$500 million per annum over the next five years (indexed to inflation) for a mix of social and affordable housing.
3. Co-design with CHOs procurement methodologies enabling Queensland to optimally attract and deploy Federal funding – including Housing Australia Future Fund, Housing Accord, and NHIF.
4. Extinguish residual contingent liability of CHOs linked to demonstrated ability to achieve social and affordable housing growth.

## Community housing industry

Community housing providers are an important part of the housing system, delivering social and affordable homes to vulnerable Queenslanders.

Since November 2018, the policy intent has been to streamline a single master agreement in support of growth activities.

Housing peak bodies are regularly engaged with the Department of Housing to support progress towards an enabling policy framework. These settings need urgent finalisation so that CHOs have certainty about their operating environment and so that they are in the strongest possible position to participate in funding opportunities emerging through local, state, and national government initiatives.



## Community housing industry (continued)

### Recommendations:

1. Leverage State owned community housing assets to attract debt finance and Federal incentives into the social and affordable housing system by increasing the participation of CHOs. This includes:
  - Granting more long-term leases and/or title transfers of state-owned community housing.
  - Granting additional stock management rights over more social housing to improve financial viability and the capacity to attract debt finance.
2. Mandate the role of community housing providers in government subsidised Affordable Housing Build-to-Rent initiatives, ensuring preservation of state investment in perpetuity within the not-for-profit structure of the CHOs.
3. Prequalify CHOs in Queensland to enable fast track procurement methods for housing and service delivery.
4. Harmonise community housing rent settings to be consistent with public housing rent settings, enabling equalised approach to eligible income assessment.
5. Co-design (with CHOs and tenants) improved allocations processes for social housing so that wait times are reduced.
6. Clarify offer of insurance through QGIF to enable a gap analysis and further work to address unmet insurance needs in the sector.
7. Negotiate a consistent approach to rates reductions and infrastructure charges to reduce the costs of operations and growth activities.
8. Fund the development of a community housing industry roadmap with clear objectives, strategies, and outcome measures.
9. Expand the Community Housing Futures Program for a further three years to support growth activities.
10. Fund a specific community development program to build local capacity and support for growth projects where social and affordable housing is included.

11. Develop an agreed definition of affordable housing that addresses the needs of people in the lowest 40% of the income spectrum.
12. Fund a marketplace portal to showcase individual CHOs to potential partners including local governments, philanthropists, development, and construction industries.

## Modern methods of construction

Housing Summit measures to engage suppliers of modular homes is important progress. Given the scale of current need, there is a role for these methods to provide significant additional scale to build more homes now. Modern methods of construction can assist because construction costs are lower, and homes can be delivered more quickly. Queensland needs this program to operate at scale through Government investment which will strengthen industry capacity while delivering much-needed homes now.

### Recommendations:

1. Immediately scale up the preferred supplier panel to include more suppliers of modular homes in Queensland.
2. Develop an industry plan to support suppliers to build at scale. Engage with the industry to understand what scale in housing supply could be achieved and in what timescale.
3. Government to commission a larger scale supply of modular homes to build industry capacity and supply homes to targeted locations and regions including SEQ.
4. Develop additional manufacturing hubs in key locations as a way of reducing transport costs.
5. Consolidate standardised plans to increase certainty and reduce costs.
6. Engage community housing providers to consider the role that these homes could play in developing social and affordable housing.
7. In addition to the program of work through Q Build, fund a program to support investment in manufacturing more building components off-site to speed up the growth in scale and capacity of manufacturers.

### Planning system reforms

Q Shelter acknowledges the significant progress on planning system reforms including the acceleration of an update to the SEQ Regional Plan. The role and expansion of Priority Development Areas is also positive as is the significant progress on local housing action plans by local governments.

The role of the planning system is vital in terms of both housing affordability and the supply of specific social and affordable housing products. We consider it critical that further progress is made in some key areas so that the planning system is playing an optimal role in solutions.

#### Recommendations:

1. Embed housing workforce plans in all infrastructure projects.
2. Require local governments to fast track all approvals for affordable housing.
3. Introduce inclusionary zoning through a combination of mandatory requirements, incentives, and subsidies. These could be applied in combination depending on location. Inclusionary zoning is an important mechanism for capturing value uplift where land is rezoned for higher density development.
4. Expand Priority Development Areas with consideration of an additional PDA in key locations with significant housing market and homelessness challenges such as Townsville.
5. Invest in expanded community development projects involving peak organisations, CHOs and community centres to build community capacity and support for diverse housing types – including social and affordable housing.

#### \$2 million

6. Increased funding for community urban change campaign and continuation of the community awareness campaign to support regional plan implementation.

#### \$5 million additional funding over next 2 years

7. Increased place-based infrastructure funding to support local governments who are providing enabling policy settings for social and affordable housing development.
8. Expand and accelerate the development of regional plans with housing targets inclusive of social and affordable housing (20%).
9. Adopt a 70/30 consolidation/expansion ratio so that as many people as possible are in high amenity areas thus reducing the risk of spatial poverty. Consider developing an objective matrix to identify high amenity areas suitable for higher-density housing.

10. Remove exclusionary zoning practices such as zones that prevent or limit multiple dwelling construction, minimum lot sizes and car parking requirements and implement the Density Done Well Model Codes.
11. Provide funding incentives to local governments to accelerate housing plans and extend capacity-building funding to increase the number of housing action plans at the local government level.
12. Accelerate the housing monitoring program and ensure a specific set of monitoring activities related to regions impacted by Brisbane 2032, Priority Development Areas, and other infrastructure programs. Ensure the monitoring program monitors evidence of displacement as a basis for mitigation.

### A Housing Trust for Queensland

As Queensland is poised for significant infrastructure programs and projects including Brisbane 2032, there is a significant opportunity to capture ESG contributions towards housing outcomes.

A Housing Trust would be a vehicle to capture philanthropic contributions from corporations and the community. It is an opportunity to mobilise broad-based community concern about housing needs in the community.

The advantages of a philanthropic trust include capturing funding opportunities that are additional to government investment and debt financing. In other jurisdictions such as the UK, housing trusts have made a positive impact on the diversification of funding opportunities available for growth activities.

#### Recommendations:

1. Fund a developmental project to establish a Housing Trust in Queensland including stakeholder engagement, co-design of the preferred model, risk management plan and legal costs for the establishment of the Trust. Establish a platform to capture philanthropic contributions.

#### \$400,000

2. Provide an initial funding contribution to establish the Trust.

#### \$20 million



## Brisbane 2032

We know the Queensland Government is working hard on an integrated set of housing solutions and a new long-term Housing Plan. However, its success may be undermined unless specific actions are in place to prevent negative housing impacts from Brisbane 2032.

### Recommendations:

1. Greater investment in supportive housing, in major inner urban locations, as a response to people who are homeless and have complex needs in the runway to Brisbane 2032.
2. Optimal conversion of the athletes' village precincts into social, affordable, and accessible homes to be delivered by community housing organisations (CHOs).
3. Establishment of a 'Housing Trust' to capture ESG and other philanthropic contributions to diversify funding available for social and affordable homes. The Trust could also provide a value capture from major commercial and procurement activities from the games.
4. A workforce housing strategy to ensure that all infrastructure projects related to the Games have a plan for how the workforce will be housed, with the least possible impact on existing housing markets and conditions.
5. Housing market impacts related to Brisbane 2032 to be frequently monitored and reported on as part of the Queensland Government Monitoring Program inclusive of a role for the Housing Supply Expert Panel.

## Workforce

A range of workforce needs are emerging, and the future of contemporary service models will depend on an available workforce with the skills needed to deliver programs of housing and support.

### Recommendations:

1. Fund a traineeship/cadetship program to support housing and homelessness services to attract a new workforce.  
**\$3 million.**
2. Secure subsidised training and education in housing and homelessness areas in support of sector growth and to reduce training costs for the workforce (certificate and diploma levels).



## Embedding the voices of people with lived experience

Sectors such as Disability, Health and Mental Health have more advanced infrastructure and practices to embed the voices of people with lived experience in the development of policy, programs, and service improvements. As the number of people impacted by homelessness or who are living in social and affordable housing increases, it becomes even more important to progress structures and resources that embed their voices in how the system operates and improves.

There are significant advantages to CHOs and the broader housing and homelessness system in strengthening the influence of people with lived experience in terms of policy, programs, and other improvements. It ensures system design that meets the needs of the primary stakeholder group while also helping to build capacity and capability for high-quality service provision resulting in better satisfaction rates, improved tenancy sustainment and tenant wellbeing.

### Tenant participation

#### Recommendations:

1. Fund a recurrent tenant participation program in Queensland including five two-year pilot projects using co-design methods that incentivise providers and tenants to work together to:
  - Support and strengthen a tenant-centred culture
  - Make system and service delivery improvements
  - Ensure ongoing, in-time quality input to decision-making and which together lead to the emergence of diverse tenant participation models (small, large, regional, urban) and recommendations for future social and community housing.

Annual cost \$2 million

2. Explore a way to strengthen tenant satisfaction surveys in Queensland including tenant input to the design of surveys and an independent platform for the delivery of those surveys.
3. Fund the development of tenant participation guidelines, templates, and fact sheets for Queensland

\$150,000

### Peer leadership

#### Recommendations:

1. Fund peer leadership training and support in five regional locations to strengthen place-based groups of peer leaders providing advice, input and ideas to policy, programs, and service delivery improvements
2. Scope the formation of a peer-led organisation representing the interests of people with lived experience of homelessness, the risk of homelessness and/or of being a public or community housing tenant.

\$250,000

3. Adopt the Paid Participation Policy of the Queensland Mental Health Commission for when people with lived experiences of being tenants of social and affordable housing or homelessness, contribute formal advice into regulatory, policy, research and consultation processes related to housing and homelessness solutions.

\$200,000

4. Co-design pathways and roles to involve and include lived experience of housing needs and homelessness in the workplace.



## Conclusion

**This submission sets out a range of initiatives that build upon current progress emerging from the Queensland Housing Summit.**

We propose next steps for improved prevention, homelessness responses, increased housing supply and strengthening the support for people with lived experience to shape the future of the housing and homelessness system.

While the Queensland State Government has made important progress on housing supply measures, the scale of unmet need is such that additional measures are warranted. Even in the context of increasing Federal Government investment, we propose an increase to capital funding and the Housing Investment Fund because of increasing interest from a range of stakeholders in partnerships to achieve increased housing supply, which is much needed.

Q Shelter emphasises the need to design a system with a dominant focus on prevention. While prevention is strengthened in every aspect of delivery, the current demands on Specialist Homelessness Services must be met with a funding uplift of 25%.

We further propose recurrent funding for a tenancy sustainment program to be delivered around the State. This is a key plank in any program of prevention to ensure that tenancies are sustained and that housing transitions are successful and sustainable.

Finally, we reiterate our concern that the Queensland Housing Plan is focused on the health of the whole housing system. This will be an optimal context in which to ensure enough housing supply to meet demand inclusive of specialised products such as social and affordable housing. We recognise the critical role that an effective planning system can play in facilitating more successful housing systems. The role of local government is also recognised with proposals related to increasing capacity to deliver housing action plans as soon as possible.

The Queensland Housing Round Table remains an important mechanism for engagement with key sector stakeholders. As some implementation challenges persist, we propose a continuation of the Housing Round Table with a dominant focus on specialist teams working on specific implementation challenges such as construction industry needs, scaling up modern methods of construction and preventing any exits to homelessness from institutions.

Q Shelter also supports the continuation of the Housing Delivery Board and Monitoring Program to ensure plan implementation is strengthened. We remain available to assist at any time in our role as a peak organisation with the vision that every Queenslanders has a home.

Thank you for the opportunity to comment. We look forward to ongoing opportunities to help shape the future of Queensland's response to unmet housing need and homelessness.



Fiona Caniglia  
Executive Director





## Attachment 1: Homelessness system elements

The design of an effective housing and homelessness system includes some key elements for success including:

- Effective and decentralised access points for assistance
- 24/7 telephone hotline fully enabled to broker an immediate accommodation response while ensuring active and effective referrals for support
- A capable wider human services system able to offer preventative assistance in a timely way
- Prevention of homelessness through State agency protocols preventing exits to homelessness
- A high-quality, consistent assessment tool as a basis for developing a housing and support plan
- Software and IT enablement of shared assessments and plans underpinned by informed consent
- Service integration and tenancy sustainment practices embedded in all service models and funding agreements
- Brokerage to assist with immediate responses and tenancy sustainment
- Capacity for assertive outreach across the continuum of assistance in all regional systems
- Flexible funding arrangements to ensure person-centred responses to presenting needs with a focus on outcomes measurement.



Aboriginal artist Lani Balzan of the Wiradjuri people.  
Artwork commissioned in 2022 for use in Q Shelter Reconciliation Action Plan and used with the artist's permission







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