



**SHELTER**

because housing matters

**Submission**

**Queensland State Budget 2021-2022**

**Queensland Housing Action Plan**

*April 2021*

# Introduction

**This document is Q Shelter's submission to the Queensland State Budget process for 2021-2022, and to the development of the second Queensland Housing Strategy (2017-2027) Action Plan.**

Q Shelter has used content and ideas generated through extensive sector engagement with the sector during COVID-19 to develop recommendations focused on both supply and support.

This reflects strong sector sentiment that housing supply and evidence-based support programs for duration of need are both critical to ending homelessness. Housing is a critical element of health of our communities. The sector is seeking an integrated approach to supply and support that reduces gaps and strengthens prevention, early intervention and tenancy sustainment.

The submission reflects support for substantial existing policy and program reform activities in Queensland including Partnering for Impact and Partnering for Growth. It also recognises significant unmet need and recommends capital funding and operating subsidies combined with increased investment in support to be delivered in decentralised locations reflecting Queensland's unique population settlement patterns.

The submission also recommends ongoing and expanded support for service integration groups and peer leader training. A deliberate approach to structuring front-line and regional groups is recommended, feeding into centralised leadership and governance mechanisms that support the sustainability of reform processes and successful program implementation over time.



# Summary of Recommendations



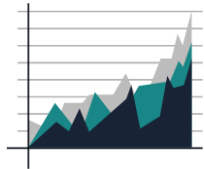
## Housing Supply

Capital investment in 3000 dwellings per year for 20 years including housing for people with disability and Aboriginal and Torres Strait Islander households.



## Enhanced support for sustained tenancies

Support for up to 20,000 vulnerable households in Queensland applying place-based and evidence-led solutions.



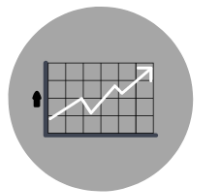
## Reduced operating costs

Insurance solutions through QGIF and consistent and effective rates concessions.



## Workforce capacity and capability

Genuine investment in skill development to deliver high quality services with proven results.



## Stronger sector

Optimal use of community housing assets and equity to leverage growth.



## Peer leadership and capacity

Training, support and ongoing structures that include and involve peers in driving policy, program and service delivery improvements.



## Improved planning system

Planning reforms supporting growth and diversity of housing including housing measures through City Deals.



## Service Integration

Ongoing service integration groups at the front-line across 15 locations.

# Recommendations

## Housing Supply

1. That the Queensland Government fund an additional 3000 social and affordable housing dwellings per annum over the next 20 years to meet the needs of Queenslanders on low and moderate incomes, using both a capital investment strategy and operating subsidies as needed, to ensure ongoing viability of community housing providers. This includes scope for specialist housing projects responding to the needs of young people, Aboriginal and Torres Strait Islander peoples, older women and people living with disability.
2. That the Queensland Government establish clear short-term and long-term social and affordable housing targets in locations where there is market failure to ensure the needs of vulnerable Queenslanders are met. These targets should be in the context of broader housing construction targets to meet overall housing shortfall.
3. That the Queensland Government continues to support the requirement to legislate accessible housing requirements through the National Construction Code for new and extensively modified housing. This includes mandating the LHDG Gold Level (Option 3) for all new Class 1a and Class 2 dwellings.
4. That a subsidy program is funded by the Queensland Government to retain NRAS properties as affordable rental housing.
5. That funding for the Community Rent Scheme (CRS) in Queensland is increased to help address increased rental costs in regions with low rental vacancies.
6. That expanded Build to Rent (BtR) funding is available to encourage private and community sector involvement in affordable BtR projects in key locations close to transport, employment and services.
7. That funding is available for three pilot projects responding to the needs of older women, and that a specialist support service is also funded to assist older women to find their housing pathways.

## Reduced Operating Costs

8. That the Queensland Government reviews property insurance requirements for community housing providers, including clarifying requirements for insuring government owned properties. It is recommended that insurance options are available to community housing providers through the Government Insurance Fund (QGIF).
9. That the Queensland Government influence local governments and the Local Government Association of Queensland (LGAQ) to adopt uniform rates' concessions for community housing providers as a direct measure to improve their financial sustainability and growth opportunities.



**10.** That the Queensland Government ensure all future City Deals in Queensland have clear housing affordability outcomes and provisions as a central element. The Queensland Government should also include housing affordability as a central element in the City Deal for SEQ. This includes clear social and affordable housing targets, optimising land use outcomes and leveraging social housing and affordable outcomes at scale.

**11.** That the Queensland Government reforms planning legislation and regulations to allow for inclusionary zoning mechanisms that facilitate the delivery of social and affordable housing across well-located sites and varied locations. This includes establishing a clear head of power in the State planning legislation to enable local governments to leverage the delivery of affordable housing for low to moderate income households.

**12.** That the Queensland Government require the removal of exclusionary zoning mechanisms, such as areas only being available for single family dwellings, to enable the delivery of additional dwelling types. It is also recommended relaxing requirements to allow housing mix in all neighbourhoods.

**13.** That the Queensland Government introduce uniform provisions for secondary dwellings that relax requirements related to household composition and are able to be rented independently to separate unrelated households. It is recommended that secondary dwellings are flexible in design and use of materials that reduce construction and maintenance costs.

**14.** That the Queensland Government require Local Governments to develop housing and homelessness strategies to address housing need.

**15.** That the Queensland Government reinstates a land development agency with a legislated mandate to deliver affordable housing. As part of strategic land management, the Queensland Government should also require a minimum 25% social and affordable housing in the disposal of surplus public land suitable for residential development. All government agencies should be required to report against this target. The Queensland Government should also include a mandated requirement for social and affordable housing outcomes in major infrastructure projects where there is residential development. Community housing providers should be identified as partners with involvement in development and housing management.

**16.** That the Queensland Government designates social and affordable housing as essential infrastructure and that opportunities for strategic employment outcomes and economic stimulus are integrated with investment in social and affordable housing.

**17.** That social planning benchmarks are introduced for transport and social infrastructure in all master-planned communities and peri-urban/suburban development to reduce fuel poverty and improve access to employment, training and other essential services.

**Enhanced Support for Sustained Tenancies**

18. That additional investment is made into the provision of support in Queensland available in all regions including ongoing support to households who are highly vulnerable and who remain at risk of homelessness. This should include funding capacity to assist at least 20,000 vulnerable households across Queensland across all housing tenures. Combined with housing growth opportunities, organisations can then develop partnerships and proposals that are evidence-based and reflect the needs and opportunities in diverse locations.

19. That housing provision and support are identified as separate functions to reduce the risk of institutionalisation and discontinuity of support. Where one organisation provides both, they should be required to demonstrate structural program design elements that prevent institutionalisation and ensure continuity of support even when housing changes.

20. That the Queensland Government adopts a sustaining tenancies framework and strengthens the focus on prevention and early intervention through an integrated, multi-sectoral approach.

21. That the Queensland Government continues with the rental reforms and commences Stage Two of the reform process.

**Workforce Capacity and Capability**

22. The Queensland Government support workforce development and capacity building of the housing and homelessness sector including enhanced funding for structured training options geared to the implementation of Partnering for Impact and Partnering for Growth.

23. That Queensland Government initiate a capacity grants program of \$1,500,000 available to Tier 2 and Tier 3 community housing providers. The focus of these grants is to build the capacity for growth through organisational development and planning activities including strategic asset management planning as a precursor to development and project plans aimed at growth.

**Stronger Sector**

24. That the Queensland Government enable optimal use of social housing assets and equity including leveraging the advantages provided by community housing organisations.

**Peer Leadership and Capacity**

25. That the Department of Communities, Housing, and Digital Economy (DCHDE) funds a peer leadership development program providing training and capacity support to social housing tenants and people who access homelessness services. This program will help identify and support peers who can provide input and advice to policy, program and service delivery improvements. The program should also build the capacity of the workforce to support peer leader programs within organisations and regions. The Sector could be further structured to ensure that trained and supported peer leader groups have a formal relationship with emerging service integration groups and regional governance groups.

26. That Queensland Government reviews the terms of reference and membership of existing advisory and reference groups, as well as Ministerial Councils, to identify opportunities to incorporate social housing tenants and other service users in these groups.

## Service Integration

**27.** That the Queensland Government recurrently funds front-line service integration groups in 15 regions to assist front-line staff to develop robust, coordinated housing and support plans for people with complex needs. These groups should link with trained and supported peer leaders to further drive service improvements. In addition to currently funded locations, it is recommended that funding is available for groups in Wide Bay, Rockhampton, Gladstone, Roma, Ipswich and Toowoomba.

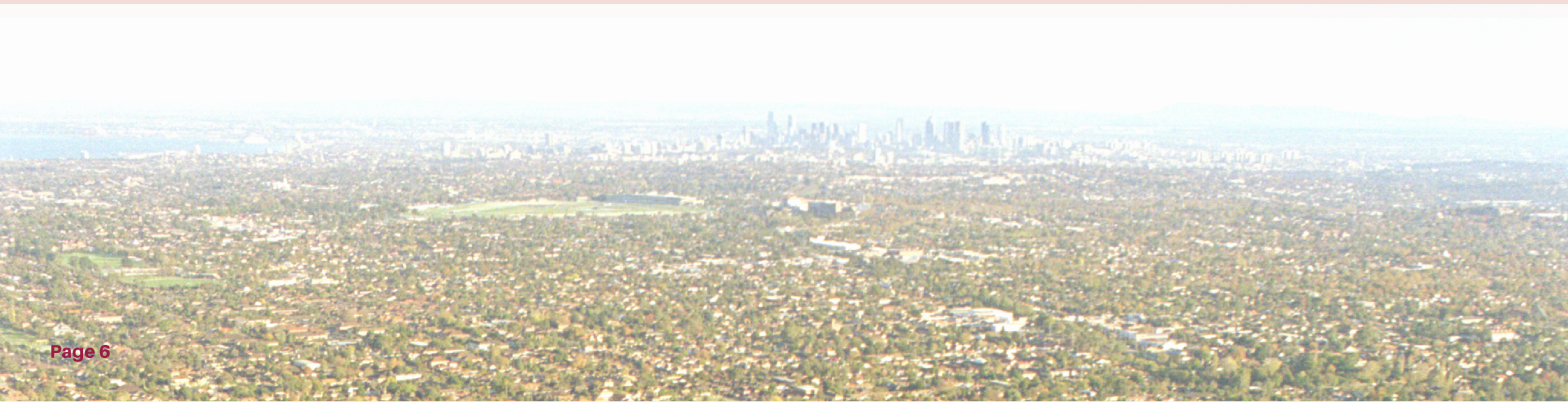
**28.** That the Queensland Government invests in existing and emerging regional leadership/governance groups functioning to monitor progress, develop strategic regional plans, provide feedback to central governance groups, and escalate issues or systemic barriers to ending homelessness. These groups should also be formally linked and inclusive of trained peer leaders.

**29.** That the Queensland Government continue the Partnering for Growth Steering Group as the central governance group to support solutions to issues raised through regional leaders and to continue progress on key reforms. This group should be formally linked and inclusive of trained peer leaders. The regional delegates group and CEO/Leaders forum would also continue as a legitimised way of engaging regional stakeholders in matters of state-wide significance.

**30.** That the Queensland Government continues to create pathways for improved housing outcomes for existing Social Housing tenants and wait list applications when in receipt of or eligible for NDIS Specialist Disability Accommodation (SDA) payments, including through connecting recipients with CHPs demonstrating capacity to deliver SDA.

**31.** That the Queensland Government expand the Queensland Hospital Discharge and Housing Project, to all Hospital and Health Services (HHS) across Queensland to create pathways and connections for all long-stay young people with a disability in public health facilities.

**32.** That the Queensland Government continue to work with CHPs to develop a pathway for people with disability living within State owned congregate care settings to attain SDA Housing with CHPs demonstrating capacity to deliver SDA.





# Housing need in Queensland

Access to appropriate, affordable and accessible housing is fundamental to Queensland's economic growth and prosperity. Housing influences a wide range of non-housing outcomes for individuals and families, including workforce participation, access to jobs and services, social participation, mental health, family stability, and education. However, there is significant housing need and a supply shortfall within Queensland.

- There is an projected short fall of 174,900 social housing dwellings in Queensland (2016-2036) with 79,200 of these dwellings in the Greater Brisbane area
- There are a total of 26,397 applications involving over 47,000 people on the Queensland social housing register, with 82.2% classified as having very high and high needs
- There were 21,671 people experiencing homelessness in Queensland (2016)
- Homelessness in Queensland includes people living in severely overcrowded dwellings (7,601 persons) and staying temporarily with other households (4,796 persons)
- Over 20% of people experiencing homelessness in Queensland identify as Aboriginal and Torres Strait Islander
- There are 10,229 households currently assisted through the National Rental Affordability Scheme (NRAS) that are likely to require continued affordable housing at the conclusion of NRAS in 2026
- Over 40% of low income private rental tenants in Queensland are paying 30% or more of gross income on private rental (30 June 2019)
- Vacancy rates for private rental properties are highly constrained with vacancy rates in many regions below 1%, and some regions as low as 0.2%.

## Sources

### AHURI

<https://www.ahuri.edu.au/research/final-reports/297>

<https://www.ahuri.edu.au/research/final-reports/306>

<https://www.ahuri.edu.au/research/final-reports/310>

<https://www.ahuri.edu.au/research/final-reports/315>

**AIHW** Specialist Homelessness Services Annual Report 2018-19

**CHIA NSW and Q Shelter** Creating Sustainable Tenancies for Tenants with Complex Needs

**National Regulatory System for Community Housing** Evidence guidelines January 2014.

**QGSO (2021)** Queensland Region via <https://statistics.qgso.qld.gov.au/hpw/profiles>

**Queensland Shelter** Queensland Community Housing Prospectus: A time for growth, November 2018

**SGSEP** [https://www.sgsep.com.au/assets/main/Projects/SGS-Economics-and-Planning\\_RAI-Nov-19.pdf](https://www.sgsep.com.au/assets/main/Projects/SGS-Economics-and-Planning_RAI-Nov-19.pdf)

**REIQ** Vacancy rates, various quarters 2019-2020



ENVI Micro Urban Village designed by degenhartSHEDD architecture + urban design and developed by Bubl Up  
Photo by Tom Anthony



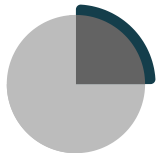
## About Us

**As a state-wide industry and peak body for the Queensland community housing and homelessness sector**, Q Shelter is supported by a broad-based membership that includes community housing providers, specialist homelessness services, other not for profit and for profit organisations, as well as committed individuals.

**For over thirty years, Q Shelter has worked with members, government, and the community to improve housing outcomes for vulnerable Queenslanders.** Q Shelter partners with the Queensland State Government, including the Department of Communities, Housing, and Digital Economy, to engage with the sector in developing a place-based person-centered housing and homelessness solutions. Q Shelter is part of a network of Shelter organisations in each State and Territory, and is a member of the National Shelter Council, the Council to Homeless Persons Queensland, and participates in the national Community Housing Industry Association.

Queensland's community housing sector is a growing and dynamic industry. Over the last ten years, the sector has experienced 76% growth in the size of their housing portfolio. Community housing providers are involved in multiple services and business activities, playing a significant role in meeting housing need and delivering high quality housing and support to people experiencing housing stress.

Queensland's specialist homelessness services work with the most vulnerable in our communities, providing support and emergency accommodation to those at risk of or experiencing homelessness.



Community Housing Providers manage approximately **14,500 social housing dwellings** across the state.



In 2018-2019, Specialist Homelessness Services assisted **53,685 clients** across the state, with **9 in 10 clients** who were at risk of homelessness assisted to maintain housing.

The housing and homelessness sector has delivered quality services to Queensland communities for over 30+ years.



Community Housing Providers are regulated under a national system ensuring viability, quality and sustainability.



SHS are regulated under a state system that meets high standards of service and accountability.

Larger providers have the potential to leverage assets to boost the supply of social and affordable housing.





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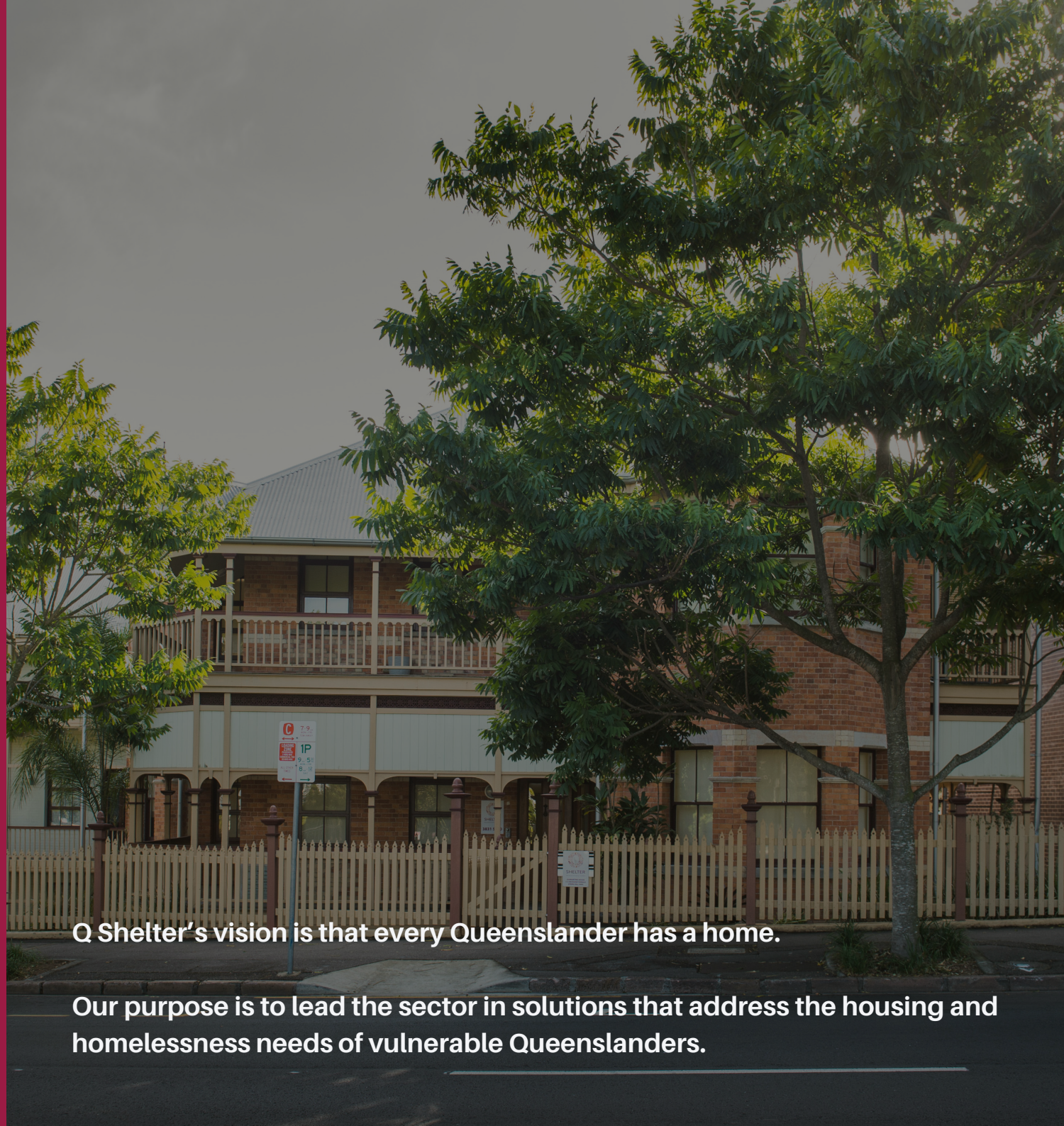
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[www.qshelter.asn.au](http://www.qshelter.asn.au)

[www.thedeck.org.au](http://www.thedeck.org.au)



**Q Shelter's vision is that every Queensland has a home.**

**Our purpose is to lead the sector in solutions that address the housing and homelessness needs of vulnerable Queenslanders.**