

23 May 2023

Committee Secretary
Senate Standing Committees on Rural and Regional Affairs and Transport
PO Box 6100
Parliament House
Canberra ACT 2600
Via email: rrat.sen@aph.gov.au

Dear Committee Chair

Australia's preparedness to host Commonwealth, Olympic and Paralympic Games

I am writing today to make a formal submission to the above inquiry.

Q Shelter understands that on 30 March 2023, this matter was referred to the Rural and Regional Affairs and Transport References Committee for inquiry and report by 1 September 2023, and submissions have been sought by 29 May 2023.

As part of our submission, we wish to introduce the committee to Q Shelter's work in planning for the 2032 Brisbane Olympic and Paralympic Games, with a focus on social inclusion and ensuring adequate and appropriate responsiveness to housing insecurity and homelessness.

Our report, which has been developed with well-known planners - Urbis, and on behalf of the Queensland housing and homelessness sector, looks at past Olympics and Paralympic Games as case studies, showcases innovation in our sector, and provides 52 recommendations for governments to consider across five key result areas, including as follows:

1. Reducing Homelessness and displacement
2. Increasing social and affordable housing
3. Ensuring housing and homelessness expertise exists within the legacy governance frameworks and structures
4. Ensuring employment opportunities and outcomes for the unemployed and underemployed, and
5. More overt data management and monitoring of the housing system in the lead up to, and beyond the 2032 Games.

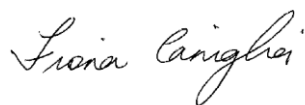
The 'Go for Gold' report provides a practical and positive framework for government to engage with, both in terms of planning and preparedness, but also in terms of legacy benefits well beyond the games.

In addition to the submission, Q Shelter, and our peak body National Shelter, would welcome an opportunity to present at any future committee hearings on this topic, should they occur.

In the meantime, please direct any follow up questions or inquiries to our Policy and Strategic Engagement Manager, Jackson Hills via Jackson.Hills@gshelter.asn.au or 0411 395 842.

Thank you for your consideration.

Yours sincerely



Fiona Caniglia
Executive Director

C.c. Emma Greenhalgh, CEO - National Shelter

Encl: [Go for Gold: A social inclusion legacy for the 2032 Olympic & Paralympic Games](#)

Go For Gold

A social inclusion legacy for the
2032 Olympic & Paralympic Games

July 2022

 **SHELTER**
Because home matters



SHELTER
because housing matters





Darren Mew
Q Shelter President



Fiona Caniglia
Q Shelter Executive Director

A message from Queensland Shelter

Brisbane 2032 is an opportunity to achieve a new benchmark in delivering legacy benefits through international events.

Q Shelter can imagine a future where Brisbane and Queensland are heralded world-wide for seriously changing the platform of knowledge driving legacy benefits for the future. Queensland's reputation for fairness, inclusion and innovation could be amplified if early legacy planning pursues the most important ideals to reduce homelessness, address housing supply issues and embed sustainable opportunities for economic participation by vulnerable people.

Without early, focused legacy planning to achieve housing solutions and the prevention of homelessness, the Games will most likely further entrench housing inequalities. The growing number of people reliant on private rental housing will face displacement, and homelessness will increase.

As legacy planning commences, we present a suite of pragmatic recommendations to achieve the best possible result for people who are already doing it tough. Timing is critical to fully leverage every opportunity. We call for a shift away from crisis responses towards deeper, structural change.

As the peak body for solutions to housing need and homelessness in Queensland, Q Shelter is committed to the pursuit of legacy benefits so that every Queenslanders has a home. We invite you to join a movement of organisations, sectors and individuals who anticipate and assume full responsibility for addressing the needs of future generations.



ACKNOWLEDGEMENT OF COUNTRY

We acknowledge Australia's Aboriginal and Torres Strait Islander Peoples as the Traditional Custodians of the lands where we live, learn and work. We pay our respects to Elders past, present and emerging.

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Executive Summary

The Catalyst

A range of social and economic benefits are identified in association with the upcoming 2032 Olympic and Paralympic Games (Brisbane 2032). These benefits are wide-ranging, extending from the city and region level to all of Queensland. This event presents an exciting, community shaping opportunity for Queensland. More successful approaches to legacy planning reach beyond direct impacts of international sporting events to realising the opportunities to catalyse broader needed change to underlying societal challenges.

The Challenge

While the benefits of Games' events are documented, so are the negative impacts for local communities and vulnerable groups. There is a risk that the benefits will not extend to vulnerable and disadvantaged people, such as people experiencing homelessness, people reliant on rental accommodation, people with disability and people impacted by under-employment or unemployment.

This challenge is contextualised in Queensland by a sustained housing crisis, where overall supply does not meet demand and where housing affordability is increasingly beyond the reach of many. This context is forcing more households towards housing insecurity and homelessness. Upstream, preventative approaches to ending homelessness and preventing the risk of homelessness are internationally proven as more effective.

Brisbane 2032 will risk greater vulnerability to homelessness and displacement without systemic responses to housing supply and affordability, underpinned by greater support for vulnerable households.

The challenge is to integrate housing solutions with real opportunities for economic participation by people who are often excluded from the economy. The integration of housing solutions with opportunities for economic participation will help to address ongoing vulnerability as a genuine legacy.

The Opportunity

Q Shelter sees a significant opportunity to achieve a positive Brisbane 2032 legacy for all Queenslanders through practical solutions grounded in a social inclusion framework. The key focus areas to achieve greater social and economic equality are:

- Reducing homelessness
- Improving housing availability and affordability
- Economic participation through employment and social procurement.

Case Studies

Four case studies have been investigated to understand the specific legacy outcomes for host cities with respect to housing and employment:

1. Glasgow 2014 Commonwealth Games (Glasgow 2014)
2. Gold Coast 2018 Commonwealth Games (Gold Coast 2018)
3. London 2012 Olympic and Paralympic Games (London 2012)
4. Vancouver 2010 Olympic and Paralympic Winter Games (Vancouver 2010).

A fifth case study investigated urban renewal of Brisbane's inner north-east suburbs as catalysed by the Commonwealth

Building Better Cities Program in the early 1990s.

Showcasing Innovation

In addition to case studies, five leading practice approaches to addressing vulnerability and exclusion were explored for their relevance to legacy planning for Brisbane 2032.

1. Community housing provision
2. Housing trust models
3. Supportive housing models
4. Tenancy sustainment models
5. Social procurement.

Potential for Enhanced Legacy

The current state of Brisbane 2032 legacy planning was reviewed with a focus on commitments in relation to housing, economic participation, governance frameworks and timelines. This included a review of the legacy strategy as articulated in the Future Host Commission Questionnaire Response and pre-election commitments. The review identified opportunities for enhanced legacy outcomes in the areas of housing and employment.

Key Learnings

1. Queensland: A housing crisis

Housing supply in Queensland across the housing continuum is failing to keep up with demand and Queensland is experiencing a housing crisis. This is being compounded throughout Queensland due to a range of factors including post COVID border openings and migration, demand for workforce, major infrastructure projects and associated employment attraction.

2. Understanding housing need

The evidence base used to identify current housing supply and housing need is lacking. A stronger baseline that identifies current supply, and current and projected housing need is required to inform housing targets and typologies, as well as assist with measuring, monitoring, and evaluating progress over time.

3. Legacy: Performance and targets for housing

Observations of previous Games indicate:

- a. Performance could be better in generating long-term legacies for housing and economic participation.
- b. There is a risk that the focus is on responding to homelessness through crisis interventions rather than systemic change.
- c. There has been a lack of clear and quantifiable targets for affordable and social housing delivery with some examples of none being identified or delivered at all, as was the case with the Gold Coast 2018.

4. Leadership, policy, and investment in housing system solutions

Existing policy frameworks and investment to deliver social and affordable housing outcomes are not meeting current needs, and evidence suggests need is substantially increasing. Glasgow 2014 demonstrated an approach that used the Games as a catalyst for addressing broader, pre-existing challenges such as the need for East End renewal.

The current policy and investment framework in Queensland does not optimally enable growth in social and affordable housing, and if this is addressed early, opportunities emerging from Brisbane 2032 can be better leveraged.

Queensland also needs a clear lead-agency at the State level responsible for coordinating all housing system interventions to address the current worsening crisis and to prevent Brisbane 2032 from adding to that crisis.

5. Rental market intervention

Stronger interventions in the private rental market are needed to prevent displacement of vulnerable people because of increasing rental prices and use of homes for short-term rental opportunities.

6. Community perceptions around housing

There is an opportunity to facilitate learning at the community level about the need for higher density forms of housing inclusive of social and affordable housing. Brisbane 2032 is an opportunity to address community perceptions and stigma associated with diverse housing types including social and affordable housing.

7. From crisis management to prevention and early intervention

There is significant scope for innovation in achieving increased housing supply inclusive of new investment in supportive housing, establishment of a housing trust or foundation to capture sponsorship and philanthropy, and tenancy sustainment support that could contribute to early homelessness reduction targets so that Brisbane 2032 avoids over-reliance on crisis responses.

8. Social procurement and employment

Social procurement objectives, targets and measures could help embed social enterprises and First Nations' led businesses in regional economies because of Brisbane 2032. Brisbane 2032 could help to deliver education, training, and employment opportunities for vulnerable people over both the short and longer-terms.

9. Legacy: Planning and governance

Legacy planning and the governance framework to support positive outcomes is critical to success. Legacy needs to be defined and this definition needs to encompass social inclusion measures.

Legacy planning must accelerate and keep pace with other significant milestones or challenges, or it is likely that housing affordability will worsen because of Brisbane 2032 and be harder to address into the future.

The homelessness and affordable housing sector doesn't yet have a seat at the table and there is a need for stronger representation.

10. Monitoring and evaluation

Progress on social inclusion legacy measures needs to be monitored and evaluated. A key theme is the importance of plans with goals, outcomes, measures, time-frames and targets. Transparent ongoing monitoring and reporting will be vital to ensure that legacy planning for social and affordable housing, homelessness responses and economic participation are effective and guaranteed.

A framework of solutions

Achieving positive legacy outcomes for vulnerable people in Queensland through Brisbane 2032 requires an informed, systemic, and collaborative approach. Q Shelter is committed to being a positive partner and pragmatic leader in this journey. This paper offers a framework of recommendations addressing the following themes:

- Homelessness
- Housing
- Employment and economic participation
- Governance
- Monitoring and evaluation.

An implementation plan is proposed in section address the following objectives and desired outcomes:

Objective	Desired outcome
1. Ensure Brisbane 2032 contributes to a reduction in homelessness.	Homelessness in Queensland is reduced by 2032.
2. Ensure Brisbane 2032 achieves an increase in housing supply inclusive of social and affordable housing.	<ul style="list-style-type: none"> • The overall supply of social and affordable housing is increased. • The housing market is better able to meet demand.
3. Ensure Brisbane 2032 achieves increased employment outcomes for people who are unemployed or under-employed.	<ul style="list-style-type: none"> • Social businesses and First Nations' led businesses are more embedded in the economy because of Brisbane 2032. • People who are unemployed or vulnerable to unemployment experience ongoing access to jobs because of Brisbane 2032.
4. Ensure housing and homelessness expertise at all levels of governance.	Housing and homelessness experts have a seat at the table and influence results.
5. Implement a transparent monitoring and evaluation framework that includes targets, indicators, and measures.	The legacy plan is cumulatively evaluated enabling early, continuous improvements to ensure successful outcomes for housing and economic participation.

01

Defining The Challenge

The opportunity of social inclusion



Through the Lens of Social Inclusion

Hosting the 2032 Olympic and Paralympic Games (Brisbane 2032) presents a range of social and economic benefits for the people of Brisbane, South-East Queensland (SEQ), and Queensland. International learnings from previous Olympic and Paralympic Games (and other mega-events) show that alongside the many benefits that hosting can deliver to a city and region, there can also be a range of lasting, and sometimes unforeseen, negative consequences for local communities.

The research shows that vulnerable and disadvantaged people are most likely to bear the negative impacts associated with hosting sporting mega-events, while benefits tend to flow to people who are relatively advantaged. The consequence is a widening gap preventing some people from participating in those benefits.

It is critical that the social and economic benefits that Brisbane 2032 offers for Queensland flow to those who are vulnerable and disadvantaged. Q Shelter is advocating for practical solutions that can lead to a positive legacy for all Queenslanders, with an emphasis on people who experience social exclusion.

The recommendations in this document are grounded in a social inclusion framework. In doing so, recommendations are made for delivering a positive legacy for all by leveraging investment to create improved housing, economic participation, and employment outcomes for vulnerable Queenslanders. Adoption of the recommendations herein can assist in creating ongoing positive change and greater social and economic equality across Queensland's diverse communities.

Key Areas of Focus

The key areas of focus adopted for the purpose of this document are housing, economic participation, and employment. There is extensive literature and a robust evidence base to support this approach, as described below.

- 1. HOUSING & HOMELESSNESS:** Access to appropriate and affordable housing provides a range of benefits to individuals and the wider community, including benefits to physical health, mental health, and wellbeing. Housing is identified as a most basic human need and right, with a person's safety, health, and wellbeing being dependent upon having access to a safe, affordable, and appropriate place to live with support if needed.
- 2. ECONOMIC PARTICIPATION AND EMPLOYMENT:** Providing opportunities for everyone to benefit from economic and employment opportunities is fundamental to the concept of social inclusion. In addition, access to economic and employment opportunities is crucial for people to better sustain access to housing choices in the longer-term.

Vulnerability

In this document, the term vulnerability is identified as impacting people who may be more disadvantaged in society. It can include people experiencing:

- Unemployment
- Underemployment
- Disability
- Poverty
- Social isolation
- Homelessness and the risk of homelessness.

Some groups in the community are more vulnerable to social exclusion such as:

- First Nations' peoples
- Culturally and linguistically diverse peoples
- Women
- Younger people
- Older people
- LGBTIQ+ peoples
- People living in social and affordable housing
- Other minority groups.

People's vulnerability can be caused by structural inequalities and by discrimination. Inclusive Australia states that 'one in four Australians experience major discrimination based on their age, gender identity, sexual orientation, religion, ability or origin'.



Social Inclusion

UNESCO defines an inclusive society as 'a society for all, in which every individual has an active role to play. Such a society is based on fundamental values of equity, equality, social justice, and human rights and freedoms, as well as on the principles of tolerance and embracing diversity'.

Inclusive Australia estimates that social exclusion costs the Australian economy \$45 billion per annum and impacts 6.7 million people. ¹

The Current State of Housing in Queensland

As a key determinant of health and wellbeing, housing is a central consideration in assessments of impacts that Games have on host communities. To understand the impacts Brisbane 2032 may have on access to appropriate, affordable, and secure housing, it is necessary to first understand the current state of the housing market in Queensland.

Recent analysis of the current state of housing in Australia and Queensland highlights the significant price growth that has occurred over the past two decades, which accelerated during the COVID-19 pandemic. This growth, combined with recent supply chain disruptions affecting construction, has placed considerable pressure on housing supply and vacancy rates in both capital cities and regional areas.

Consequently, housing affordability has deteriorated for both renters and first home buyers. This is consistent with the outcomes of the recent Federal Government Inquiry into housing affordability and supply in Australia that was finalised in March 2022². It points to a 'challenge, perhaps a crisis, in social and affordable housing' in Australia.

The following section highlights key findings from recent research with a focus on factors that most impact vulnerable people such as housing supply; housing affordability; social housing; and homelessness.

Key Findings:

1. An adequate flow and overall quantum of new housing supply is critical to avoid upward pressures on rents and purchase prices – it is noted that new household formation (as an indicator of housing demand) is expected to exceed housing supply by 2024/25 and there is an estimated 6-year lead time to get housing supply to market.³
2. Rental affordability is at a critical low.
3. Affordability pressures in the first home buyer market is impacting rental affordability as households find it difficult to save for a deposit amid higher rental prices and rising purchase costs. This has translated into a steady increase in the proportion of households in the private rental market (now at 33% for Queensland).
4. NHFIC reports that current measurements of affordable and social housing are unclear, citing lack of consistency in reporting, lack of statistical data, and data not capturing the full context (such as appropriateness of stock).
5. The supply of social housing stock has become a critical issue with the federal inquiry referring to the issue as potentially at crisis point.⁴



Snapshot of Current Housing Market

HOUSING SUPPLY VS HOUSING DEMAND



ACROSS AUSTRALIA, BY 2023 / 24
NEW HOUSEHOLD FORMATION > NEW HOUSING SUPPLY

PEAK SHORTFALL IN BRISBANE **5000** DWELLINGS IN 2028

VACANCY RATES

VACANCY RATES IN MOST CAPITAL CITIES ACROSS AUSTRALIA **LOWER THAN** LONG TERM AVERAGE VACANCY RATES



0.7% RESIDENTIAL VACANCY RATE FOR BRISBANE CITY (APRIL 2022)

DETERIORATING AFFORDABILITY

↑ 30%

DWELLING PRICES IN BRISBANE IN THE YEAR TO DECEMBER 2021



PRIVATE RENTALS



RENTERS ON MEDIAN INCOMES ARE PAYING **>30%** OF INCOME ON HOUSING

\$ 458
MAY 2020



\$ 595
MAY 2022

INCREASE IN MEDIAN WEEKLY RENTS FOR HOUSES IN THE BRISBANE LGA

IMPACTS OF COVID-19



HOUSING DEMAND
HOUSING PRICES
SUPPLY CHAIN
DISRUPTIONS

PROSPECTIVE FIRST HOME BUYERS



5X

INCREASE OF DEPOSIT TO PURCHASE A HOME SINCE 1990

1 YEAR

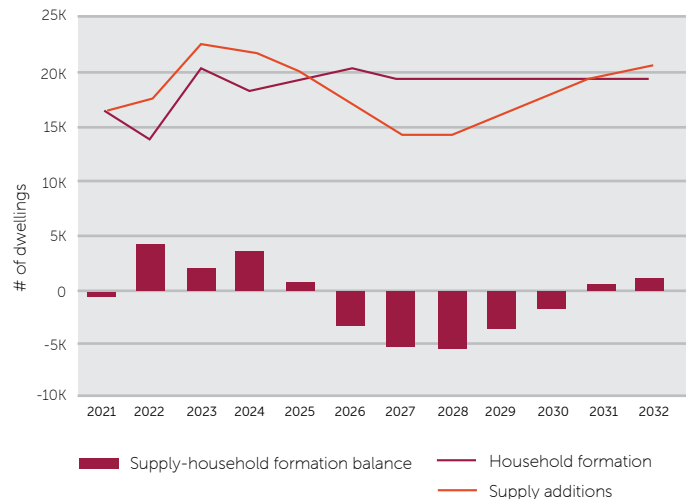
OF ADDITIONAL SAVINGS TO SECURE 20% DEPOSIT

Social Housing Delivers Net Savings

Recent estimates have been prepared on the net savings to government of providing social housing, through lower costs in other areas of government service provision.

It is estimated that over a 12-month period, people experiencing homelessness use \$48,217 of other services. For a similar period in supported housing, the estimated cost is around \$35,117, including the costs of housing provision, **indicating a saving to government of \$13,100 per person per year.**⁵

Brisbane



The graph shows that the peak shortfall for Brisbane is around 5,000 dwellings in 2027 / 2028. The supply shortfall is then reduced from 2029 and marginally exceeds household formation by 2031.

Source: National Housing Finance and Investment Corporation (2022) State of the Nation's Housing.

Snapshot of Social Housing and Homelessness

SOCIAL HOUSING

175,000

HOUSEHOLDS ON WAIT LISTS IN AUSTRALIA (2020)

436,000

SOCIAL HOUSING DWELLINGS IN AUSTRALIA

16,760

SOCIAL HOUSING WAITLIST FOR SEQ (AS AT JUNE 2021)

HOMELESSNESS

12,175 HOMELESS PEOPLE

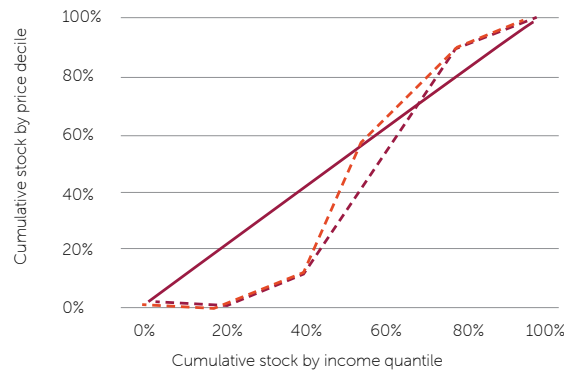
ESTIMATED TO BE IN SEQ AT THE TIME OF THE 2016 CENSUS



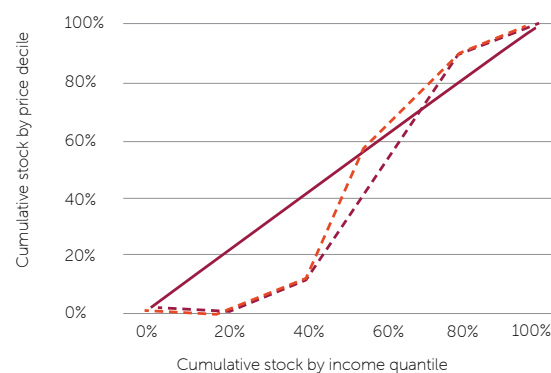
0.4% NATIONAL GROWTH RATE IN SOCIAL HOUSING STOCK

5.5% PROJECTED SOCIAL HOUSING GROWTH RATE NEEDED

Affordability for renters - Brisbane



Affordability for first home buyers - Brisbane



--- June 2020 — Affordable stock at perfect equality
 --- Sept 2021

These graphs show that only 10% of both dwellings and rental properties are affordable for households in the 40% income quintile and affordability has decreased for both prospective first home buyers and renters in the middle to upper income quintiles.

Sources: National Housing Finance and Investment Corporation (2022) *State of the Nation's Housing*. <https://www.nhfc.gov.au/media/1814/nhfc-state-of-the-nations-housing-2021-22-full-final.pdf>

Launch Housing (2020) *Australian Homelessness Monitor 2020*. <https://data.launchhousing.org.au/app/uploads/2020/10/AHM-Executive-Summary-2020.pdf>

Queensland Government Social Housing Register (2021) <https://www.data.qld.gov.au/dataset/social-housing-register>

ABS, Census of Population and Housing, 2016, Place of Enumeration Profile - G03 and ABS 2049 0, Census of Population and Housing: Estimating homelessness, 2016

SQM Research (2022) *Residential Vacancy Rates*. <https://sqmresearch.com.au/weekly-rents.php?region=qld-Brisbane&type=c&t=1>

International Learnings from Previous Games

There is an extensive body of literature and research on the impacts Olympic Games and other mega-events can have on cities and regions.^{6 7} Some well-known benefits include economic stimulus, as well as the increase in jobs to support the event, rise in tourism and hospitality demand, increase in trade, and investment in key infrastructure such as transportation infrastructure and sporting facilities. Some of the commonly reported costs to host cities include inconveniences as a result of venue construction, increased traffic generation, relocation of local communities to make way for the required facilities and infrastructure, and (in some instances) the economic contribution of host governments outweighing economic benefits.

For vulnerable communities, there is a risk that the negative impacts are amplified. The summary below highlights the experiences of vulnerable people in host cities during Olympic Games and mega-events, with a focus on the housing sector, and economic and employment impacts.

Post games assessments of previous Olympic Games show that a key risk for vulnerable people is the potential to be evicted and displaced as land is used for the construction of facilities and associated infrastructure. This has occurred previously at large and small scales, with some of the more notable examples being: ^{8 9}

- Mass displacement of residents for the Rio Games in 2016 which saw 250,000 people directly or indirectly forced out of their homes.
- Relocation of 6,000 residents from public housing in the lead up to the Atlanta Games and a further 24,000 people displaced after the games through gentrification.
- Forced removal of over 2 million people to make way for the Seoul Games and Beijing Games.

While the large scale forced relocations of residents may not be a significant risk for Brisbane 2032, pressures on the current housing market from increasing demand, rising housing and rental prices, and gentrification present significant threats to vulnerable people, many who may already be experiencing housing stress.

The research highlights that Olympic Games have historically exacerbated inequalities within host communities ¹⁰. Within the housing market, there is a clear hierarchy of those who benefit and those who bear the negative impacts.

People experiencing homelessness may also be excluded from public spaces and subject to varying degrees of management and control.

Stakeholders who own property and others with goods and services required as part of procurement are most likely to gain from opportunities afforded by the Games. There are some examples of Games that have resulted in new affordable and social housing products although there is a risk to overall housing affordability and availability due to greater demand for housing before and during events. Barcelona 1992, Melbourne 2006, Glasgow 2014 and Athens 2004 are some examples where legacy has included additional social and affordable housing.

In relation to the economic and employment benefits associated with hosting an Olympic Games, research shows the benefits can be temporary and often do not deliver the expected impacts.¹¹ For the Salt Lake City Games 2002, the employment increase delivered was one-tenth the number projected in the lead up to the games, with no long-term increase in employment. Other studies have found that jobs are mostly awarded to people who were previously employed.

The cited case studies do illustrate examples of employment opportunities distributed to people with prior experience of unemployment which is positive. There are also examples of engagement with social enterprises as a way of strengthening opportunities for legacy impacts through a more diverse and inclusive economy. Social procurement measures are included in some case studies underpinned by enabling policy frameworks.



Key Findings:

1. International Games can deliver a range of benefits to host cities.
2. Learnings from previous Games show that the benefits tend to flow to those who already own capital and who have goods and services required before and during the Games.
3. Within the housing sector, people experiencing homelessness and people on lower incomes who are renting in the private market are particularly vulnerable to rising costs, displacement and barriers to accessing opportunities that flow from the Games.
4. Employment gains are often temporary and awarded to people who are already employed although there are positive examples where targeted programs improved inclusion.

02

Legacy Framework

Where We Are Now and Future Directions

The following section provides an overview of the games legacy planning and progress to date. It focuses on commitments made in relation to housing, economic participation and employment as the key strategies that have greatest potential to make a difference for vulnerable people.

The proposed games governance framework and the major legacy planning and delivery phases are also examined with some observations made in relation to key considerations to optimise the legacy outcome for vulnerable people.

A Closer Look at the Current Legacy Framework

Legacy Strategy

The legacy strategy adopted for Brisbane 2032, as articulated in the IOC Future Host Commission Questionnaire Response (May 2021), includes:

- Delivery of a 10+ year legacy approach designed to optimise the pre-games and post-games opportunities.
- Embracing the IOC's new norm reforms which includes optimising the use of existing venues, delivering a regional model and building planned (new) venues irrespective of the games.
- Primary legacy initiatives embedded in existing policies and programs overseen by relevant government and private sector agencies.
- Olympic Village sites located at Northshore Hamilton, Robina on the Gold Coast and two satellite villages at the Sunshine Coast via a public-private partnership. The legacy outcomes for the two Olympic Village sites are:
 - Brisbane Olympic Village - housing supply across a number of key markets including social and affordable housing, aged care, retirement living, key worker and build-to-rent accommodation, hotel stock and market housing.
 - Gold Coast Olympic Village - housing supply to one of Australia's fastest growing regions and contribution to the vibrancy of the legacy mixed-use centre.
- Funding for legacy initiatives will be held by existing agencies across all levels of government in accordance with 'business as usual' arrangements and a dedicated Legacy Stimulus Fund.

Through Brisbane 2032, the Queensland Government aspires to:

'CREATE A LEGACY FOR THE PEOPLE OF QUEENSLAND AND AUSTRALIA BY LEVERAGING THE GAMES AS A CATALYST TO ENHANCE SOCIAL, ECONOMIC, AND ENVIRONMENTAL OUTCOMES FOR OUR COMMUNITIES.' FURTHER, THE LEGACY PROGRAM ESTABLISHES A VISION TO 'CAPITALISE ON SPORT AND BRISBANE 2032 AS AGENTS FOR POSITIVE CHANGE THROUGH A LEGACY-LED APPROACH THAT WILL DRIVE BENEFITS FOR THE NEXT 20 YEARS AND BEYOND.'

Queensland Government (2021) Brisbane 2032 Olympic and Paralympic Games.

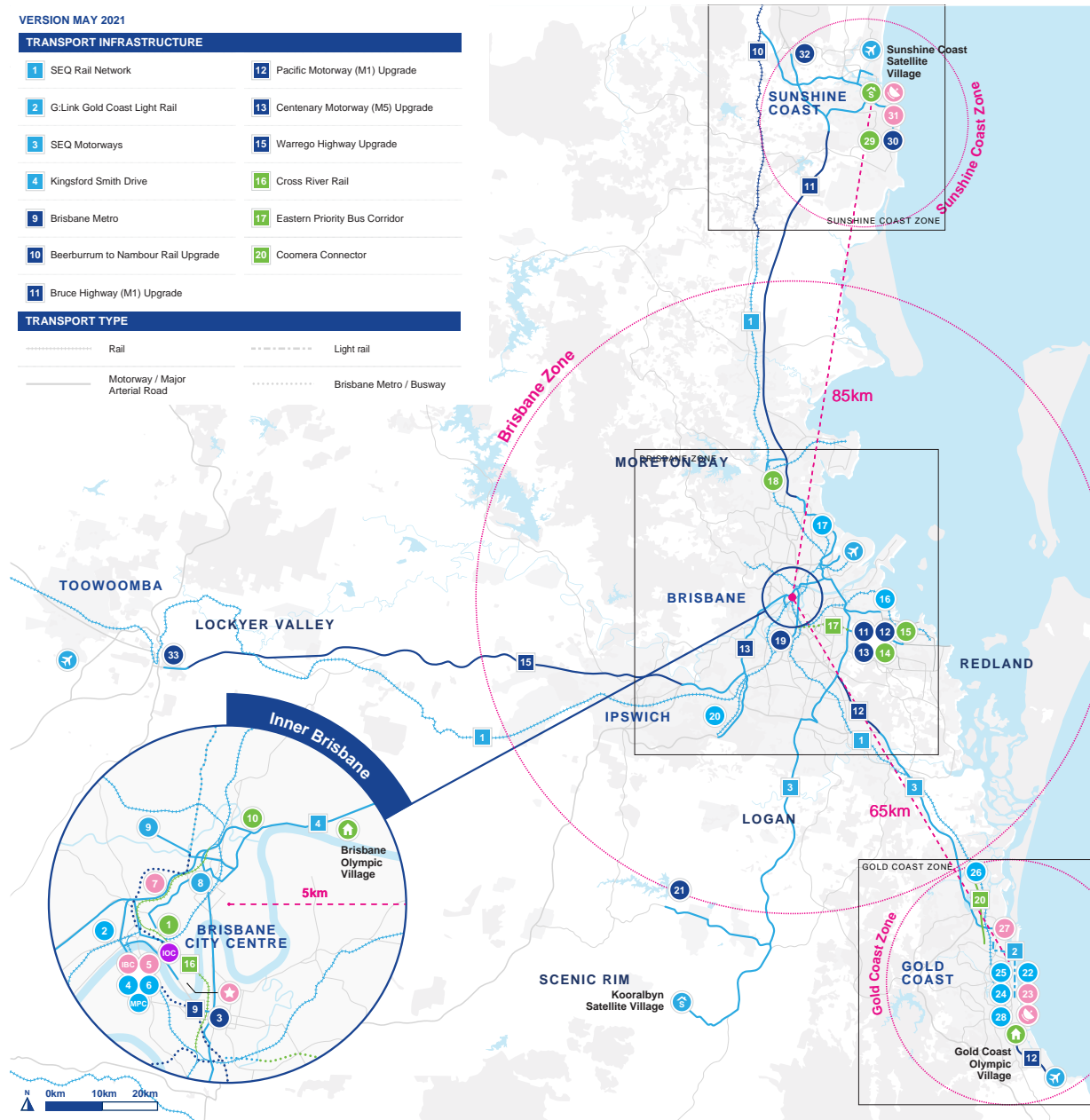
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TRANSPORT INFRASTRUCTURE

1 SEQ Rail Network	12 Pacific Motorway (M1) Upgrade
2 G-Link Gold Coast Light Rail	13 Centenary Motorway (M5) Upgrade
3 SEQ Motorways	15 Warrego Highway Upgrade
4 Kingsford Smith Drive	16 Cross River Rail
9 Brisbane Metro	17 Eastern Priority Bus Corridor
10 Beerburrum to Nambour Rail Upgrade	20 Coomera Connector
11 Bruce Highway (M1) Upgrade	

TRANSPORT TYPE

Rail	Light rail
Motorway / Major Arterial Road	Brisbane Metro / Busway



**Map A - Olympic Games Concept
SEQ Region**

COMPETITION VENUES

1 Brisbane Arena Aquatics (Swimming, Water Polo)	18 Moreton Bay Indoor Sports Centre Bobsing
2 Brisbane Football Stadium Rugby, Football (finals)	19 Queensland Tennis Centre Tennis
3 Brisbane Cricket Ground Athletics (Track and Field), Ceremonies	20 Ipswich Stadium Modern Pentathlon
4 Brisbane Convention & Exhibition Centre Table Tennis, Fencing, Taekwondo, Badminton	21 Wyaralong Flatwater Centre Rowing, Canoe (Sprint)
5 South Bank Cultural Forecourt Archery	22 Gold Coast Convention & Exhibition Centre Volleyball, Weightlifting
6 South Bank Piazza 3 x 3 Basketball	23 Broadbeach Park Stadium Volleyball (Beach)
7 Victoria Park Cycling (BMX Freestyle), Equestrian (Cross Country)	24 Royal Pines Resort Golf
8 Brisbane Showgrounds Equestrian	25 Gold Coast Sports & Leisure Centre Judo, Wrestling
9 Ballymore Stadium Hockey	26 Coomera Indoor Sports Centre Volleyball
10 Brisbane Indoor Sports Centre Basketball	27 Broadwater Parklands Triathlon, Aquatics (Swimming Marathon)
11 Brisbane International Shooting Centre Shooting	28 Gold Coast Stadium Football (preliminaries/QF)
12 Anna Meares Velodrome Cycling (Track), Cycling (BMX Racing)	29 Sunshine Coast Indoor Sports Centre Basketball (preliminaries)
13 Brisbane Aquatics Centre Aquatics (Diving, Artistic Swimming, Water Polo (preliminaries))	30 Sunshine Coast Stadium Football (preliminaries)
14 Chandler Indoor Sports Centre Gymnastics	31 Alexandra Headland Cycling (Road), Athletics (Marathon, Race Walks), Sailing (Kiteboarding)
15 Redland Whitewater Centre Canoe (Slalom)	32 Sunshine Coast Mountain Bike Centre Cycling (Mountain Bike)
16 Manly Boat Harbour Sailing	33 Toowoomba Sports Ground Football (preliminaries/QF)
17 Brisbane Entertainment Centre Handball	

NON-COMPETITION FACILITIES

Olympic Village	Festival / Live Site
Sunshine Coast Satellite Village	International Broadcast Centre
Kooralbyn Satellite Village	RHB Studio Hub
IOC Hotel	Main Press Centre
Airport	

INFRASTRUCTURE STATUS

Existing	Temporary
Existing with permanent works	Planned (irrespective of the Games)

Brisbane 2032 Games Concept Source: IOC Future Host Commission Questionnaire Response (Final Submission - May 2021)

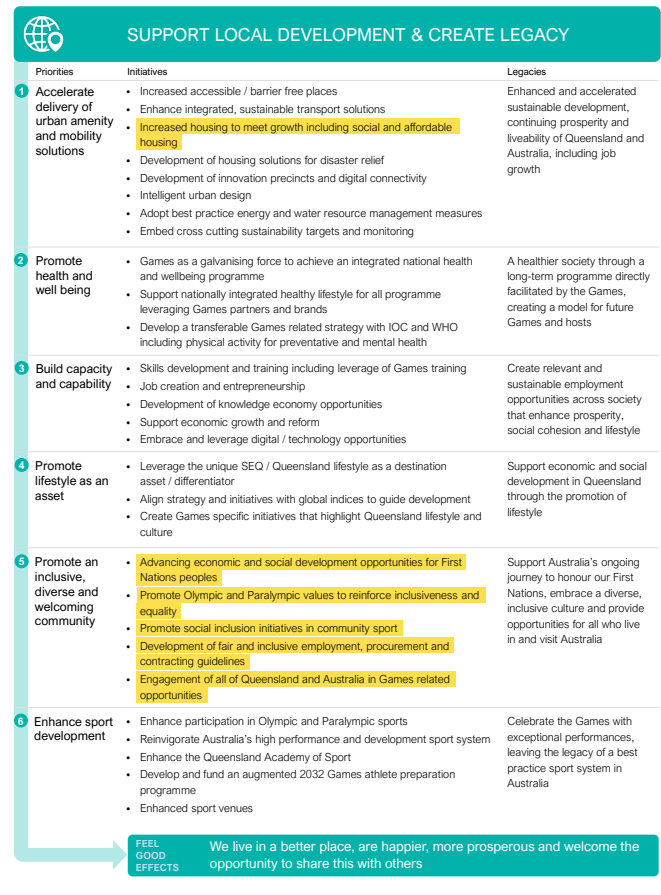
Host Contract and Pre-Election Commitments

The Olympic Host Contract executed on 21st July 2021 by the IOC, Brisbane City Council (Host City), the State of Queensland (Host State) and the Australian Olympic Committee (Host NOC) states that:

"THE HOSTS, THE HOST NOC AND THE OCOG SHALL DEFINE, IMPLEMENT AND COMMUNICATE A LEGACY PLAN BASED ON THE PRE-ELECTION COMMITMENTS AND FURTHER DEFINED IN ACCORDANCE WITH THE PROVISIONS OF THE "OHC – OPERATIONAL REQUIREMENTS – SUSTAINABILITY AND LEGACY".

(Clause 15.4 of the Host Contract)

Pre-election Commitments¹² include representations made in the IOC Future Host Commission Questionnaire Response (May 2021) and are binding on all parties in accordance with the Olympic Host Contract. The key pre-election commitments made in relation to housing, economic participation and employment opportunities for vulnerable people are highlighted in the diagram to the right.



Key Legacy Themes, Priorities and Initiatives – Relevant to Housing, Economic Participation and Employment Opportunities for Vulnerable People. Source: IOC Future Host Commission Questionnaire Response (Final Submission - May 2021)

Information on the Queensland Government website states that the following initial legacy opportunities have been identified:

1. Sport and healthy lifestyle pathways.
2. Human skills, networks and innovation.
3. Culture and creative development
4. Environmental benefits and targets
5. Economic benefits¹³

It is unclear how these align with the legacy themes, priorities and initiatives contained in the IOC Future Host Commission Questionnaire Response (May 2021).

Legacy Timeline

The legacy planning and delivery phases set out on the IOC Future Host Commission Questionnaire Response (May 2021) are provided below. It is noted the OCA to be constituted 5 months after the award date and finalisation of the Legacy Stimulus Fund was to occur 6 months after the award date.

Phase	Timing
Start up	
IOC – Brisbane 2032 legacy workshop / advisory support	Award plus 3 months
OCA and OCOG constituted	Award plus 5 months
Foundation planning following selection as host	Award plus 6 months
Finalisation of Legacy Stimulus Fund mechanism and establishment of rolling funding partnership framework	Award plus 6 months – ongoing
Integrated monitoring programme developed and initial report	Award plus 12 months
Updated strategic plans and validation of 10+10+ years targets	Award plus 12 months
Phase 1 – Pre-Games operations	
Updated comprehensive Games-related legacy plan 10+10+ years	Award plus 18 months
Annual monitoring and reporting	Annual ongoing
Games-time legacy plan development	By end 2029/30
Legacy programme implementation	Ongoing to 2030/31
Phase 2 – Games-year operations	
Plans for Games-time delivery arrangements completed	By end 2030/31
Post-Games transition plan development	By end 2030/31
Games-time legacy plan delivery	From Games minus 6 months
Phase 3 – Post-Games transition	
Implement post-Games transition plan	Games plus 2 months
Confirm post-Games operational arrangements +10 years	Games plus 6 months
Phase 4 – Post-Games operations	
Review pre-Games delivery and update legacy planning	Games plus 12 months
Establish longitudinal post-Games legacy arrangements and forward plan (to be reviewed annually)	Games plus 12 months and ongoing
Annual monitoring and reporting	Annual ongoing
Games +10 years milestone report and associated review	Games plus 10 years

Major Legacy Planning and Delivery Phases Source: IOC Future Host Commission Questionnaire Response (Final Submission - May 2021)

Governance Framework

A summary of the key organisations involved in the games governance is provided. At the time the IOC Future Host Commission Questionnaire Response (May 2021) was prepared, it was expected that the OCOG and the OCA would be established at the same time and that both organisations would work closely together to further define respective roles and responsibilities.

Key Findings:

1. Legacy commitments have been made in the IOC Future Host Commission Questionnaire Response (May 2021) in respect of housing, economic participation and employment, which are binding under the Olympic Host Contract.
2. It is unclear how the legacy opportunities identified on the Queensland Government's website align to the above pre-election commitments.
3. The relationship between governance arrangements and the interests and capabilities represented at all levels of governance with respect to housing, homelessness and economic participation of vulnerable groups will be vital to successful legacy planning.

Brisbane 2032 Governance Framework

Key Organisations

Organising Committee for the 2032 Olympic and Paralympic Games (OCOG)

Joint Steering Forum and Joint IOC-OCOG Working Groups

Olympic Coordination Authority (OCA)
(government entity with Australian, Queensland and Local Government representation)

Primary Functions

- Potential to establish Committees and Commissions
- Will have primary responsibility for organising the games
- Will develop games planning and delivery to integrate with and support legacy objectives

To strengthen collaboration between the IOC, OCOG and Local Government Authorities

- Responsible for legacy oversight
- Will oversee whole-of-government and public-private sector coordination
- Defines targets, monitors and reports on all games-wide and games-related legacy and sustainability initiatives
- Will administer legacy stimulus fund

03

Case Studies

This section outlines case studies of previous international Games and urban renewal programs, highlighting opportunities for Brisbane 2032.

In addition to finer-grained learnings identified for each case study, the analysis supports the literature review findings which show Olympic and Paralympic Games can reinforce social divisions and increase social inequalities within host cities without a supportive policy framework, practical plans and clear targets.

Key Learnings

The case studies and examples of innovation in section 4 point to key learnings that could be applied to Brisbane 2032 including:

Housing and homelessness

1. Queensland already has a significant housing problem with broader housing system failures. Brisbane 2032, like other significant events and infrastructure projects, will cause demand pressure and will contribute to inflationary **pressure on the cost of land and housing**. There is substantial risk of push factors for households on lower incomes from all key sites involved. In this context the legacy program needs to include objectives and targets for each segment of the housing market, including broader housing supply to meet population demand, social housing, affordable housing, broader rental affordability and security of tenure, and homelessness solutions.
2. Without early planning, **clear objectives, identified target outcomes, investment and clear performance measures** there is a risk that no social and affordable housing legacy will be achieved through Brisbane 2032 in the same way that Gold Coast 2018 failed to deliver a social and affordable housing legacy.
3. There is a **risk that crisis responses to homelessness dominate** over structural changes that address whole-of-housing system challenges.
4. Where the **timing of housing interventions** is behind progress on infrastructure development and other renewal activities, housing affordability suffers and opportunities for cost effective solutions are lost. Populations are also more likely to be displaced from the rental market.
5. **Acceleration of planning system reforms** such as inclusionary zoning, a consistent and enabling approach to secondary dwellings, and planning schemes that address housing affordability and diversity inclusive of housing targets for all segments of the market is critically important.
6. Strategic **identification and banking of land for residential development** including the development of social and affordable housing is a critical underpinning element for success.
7. The scope of solutions needs to embrace significant innovation. The establishment of a **housing trust** as a mechanism for capturing investment, sponsorship, and philanthropy is proposed. A trust can exist in perpetuity, providing long-term benefits for funding growth in the supply of social and affordable housing.
8. **Policy reforms supporting the growth of community housing providers (CHP)** are urgently needed. This needs to include enabling legal instruments as well as title and stock management transfers to increase equity and cash flow as a basis for debt-financing growth. Progressing these reforms immediately will ensure enough CHPs in Queensland have the scale and capacity to implement substantial additional growth projects leading up to Brisbane 2032.
9. **Investment in expanded support programs** is needed to assist at the household level to ensure tenancy sustainment across all tenures particularly as infrastructure improvements fuel speculation about housing costs and a surging workforce is creating demand for housing.
10. **Expanded supportive housing models** are needed in more locations to meet the needs of people with high levels of vulnerability requiring integrated housing and support.



Social procurement, employment and economic participation

1. There are case studies and innovations that set **targets for employment of local people and procurement of local businesses**. The procurement framework for Brisbane 2032 needs to include specific objectives, outcomes, targets and measures for employment and procurement that create opportunities for economic participation by people experiencing unemployment and underemployment. This includes older people, young people, people with disability, social housing tenants, people experiencing homelessness and Aboriginal and Torres Strait Islander peoples.
2. Brisbane 2032 can **build on lessons learned** about social procurement to significantly improve the strength and participation of social enterprises in each of the identified regional economies.
3. All tender documents for goods and services should require suppliers to **demonstrate how they contribute to positive environmental and social impacts** within an Environmental, Social and Governance (ESG) framework including housing and employment outcomes.
4. Targeted and purposeful interventions are needed to **ensure employment gains achieved** before and during Brisbane 2032 can be sustained over the longer-term.

Governance

1. **Clear roles and responsibilities in relation to housing legacy** need to be identified. This includes roles assigned to the organising committee and the various other agencies involved in coordination of Brisbane 2032. Clear roles for all levels of Government and key State agencies also need identification.
2. Governance over delivering the legacy plan needs to include significant **practical capability in the delivery of housing and homelessness solutions**. There needs to be an expert group reporting to the Legacy Committee to assist with preventing negative housing system impacts, increasing the supply of social and affordable housing, and achieving preventative homelessness solutions.
3. The participation of people with lived experience of homelessness and housing need in early planning, ongoing governance and evaluation is vital.

Evaluation, monitoring and impact

1. The **articulation of clear objectives, outcomes, targets and measures** is needed to ensure transparent monitoring of both progress and performance of the Legacy Plan. Monitoring of performance, and progressive evaluation is needed to guarantee continuous improvement in the

On the following pages, an overview of each case study is provided, along with key learnings for Brisbane 2032.

Case Study 1 Glasgow 2014 Commonwealth Games (Glasgow 2014) ¹⁴

Glasgow 2014 was the largest multi-sport and cultural event held to date in Scotland, with a majority of sports hosted in three compact venue clusters within the borders of the city. Some events were also held in Carnoustie, Strathclyde and Edinburgh.

Legacy

Approach

Glasgow 2014 identified a range of legacy goals relating to active communities, accessibility, environmental sustainability, inclusion, international profile and stronger communities. The Games were a catalyst for regeneration of the East End and a procurement strategy targeted participation by Glasgow-based firms.

The legacy approach acknowledged the importance of legacy beyond sports infrastructure and that links to a regions wider plans are critical to ensure the Games were not treated as a stand-alone initiative. Community engagement was valued and early identification of the risk of population displacement impacting local people saw an approach that was more broadly focused than just the period when the Games took place.

The evaluation points out that 'legacy is not automatic or inevitable, rather hosting major events can be used as a catalyst for what governments and partners want to achieve. With the right partnerships, momentum and investment, positive economic, social and cultural benefits are possible.'

Framework

The legacy framework for Glasgow 2014 was led by two boards, one at the city level and one at the international level.

The legacy framework at a city level was organised under four broad themes: flourishing, active, connected and sustainable.

Glasgow City Council led over 80 legacy projects and there were over 400 community-led legacy projects organised under themes of prosperous, active, inclusive, accessible, green and international.

The approach to legacy included scaling up or expansion of existing policies and programs alongside new initiatives.

Approach and Outcomes

Reports on the approach and outcomes of Glasgow 2014 in relation to housing, economic participation and employment are summarised below.

Housing

A significant program of renewal was undertaken in the East End involving the Clyde Gateway Urban Regeneration Company resulting in significantly improved community infrastructure.

The athletes' village achieved a mixed community including a housing legacy for local residents:

- The village was expanded to achieve 700 new homes with 300 for sale and 400 for social and affordable rent.

- The 400 social and affordable homes were transferred to three housing associations.
 - A new 120-bed care home was built.
- An Energy Centre was implemented supplying heating and hot water to all 700 homes and surrounding venues ¹⁵.

Economic Participation and Employment

- New jobs were partly filled by people experiencing unemployment
- Community benefit clauses required by Glasgow City Council and Clyde Gateway created 550 jobs by Glasgow based trainees entering the workforce including people who were long-term unemployed.
- Glasgow companies won significant contracts.
- Social enterprise support organisation FirstPort helped young people become social entrepreneurs including examples of young people who were experiencing homelessness ¹⁶.
- Over 300 community-led projects were grant-funded to make local improvements and engage local people ¹⁷.

Learnings for Brisbane 2032

- Housing legacy was part of the framework with 400 village homes transferred to community housing associations.
- Community renewal resulted in improved community perceptions of quality of life.
- A range of inclusive employment outcomes were achieved and there was investment in social enterprises.
- Community led legacy projects could access grant funding.

"FOR GLASGOW CITY COUNCIL AND THE SCOTTISH GOVERNMENT, A KEY ELEMENT OF MAXIMISING THE LEGACY FROM 2014 WAS THE DECISION TO USE THE CAPACITY AND PARTNERSHIPS TO CREATE AND DELIVER..."

Source: Glasgow 2014 Commonwealth Games legacy: final evaluation report.

Case Study 2 Gold Coast 2018 Commonwealth Games (GC2018)

Gold Coast 2018 was predominantly held in venues on the Gold Coast, but also included events in Brisbane, Townsville and Cairns.

"GC2018 WILL LEAVE A LASTING AND MEANINGFUL LEGACY THROUGH: EMPLOYMENT AND TRAINING; PROCUREMENT; SHOWCASING ABORIGINAL AND TORRES STRAIT ISLANDER ARTS AND CULTURES; BUILDING A CULTURALLY CAPABLE WORKFORCE AND PROVIDING AUTHENTIC ABORIGINAL AND TORRES STRAIT ISLANDER CULTURAL EXPERIENCES FOR GC2018 AND BEYOND."

GC2018 Vision for Reconciliation, GC2018 RAP

Legacy

Approach

The Embracing Legacy Program includes four legacy aspirations:

- Delivering GC2018: the Inspiring Games
- Creating Enduring Jobs and Powering Economic Growth.
- Accelerating the Gold Coast to a world class boutique city.
- Building active, engaged and inclusive communities

Framework

The legacy framework for GC2018 was led by the State Government's Office of Commonwealth Games (OCG) which developed the Embracing 2018 Legacy Program and a complementary Evaluation and Monitoring Framework. Games Partners (Qld Govt, City of Gold Coast, Gold Coast 2018 Commonwealth Games Corporation (GOLDOC) and the Australian Government) worked collaboratively to progress the legacy program.

The OCG was also responsible for the oversight and monitoring of the GC2018 Reconciliation Action Plan. For this, an Aboriginal and Torres Strait Islander Programs Team was established within OCG.

GOLDOC used international standards such as ISO 20121: Sustainable Event Management Systems to inform its approach to sustainability for the games.

Approach and Outcomes

Reports on the approach and outcomes of GC2018 in relation to housing, economic participation and employment are summarised below.

Housing

The *Embracing 2018 Legacy Program* and the *GC2018 Sustainability Reports* do not specifically mention housing supply, housing affordability, social housing or homelessness. Review of the approach and outcomes has identified:

- The key initiative was the Commonwealth Games Village at the 'Gold Coast Health and Knowledge Precinct' (comprising 1,252 residential dwellings) and post-games conversion to a build-to-rent style residential offering. While the village is a contribution to supply in the local housing market, rental prices for the dwellings as currently advertised would not be affordable for households on a median income.
- The (former) Department of Housing and Public Works developed a Homelessness Action Plan for GC2018, which included provision for an additional 489 beds for temporary emergency accommodation (exceeding the target of 420) and a range of additional supports through existing services. There was significant involvement from local specialist homelessness services.

"THE SHARED VISION OF THE GAMES PARTNERS IS TO LEVERAGE GC2018 TO MAXIMISE LASTING BENEFITS FOR OUR COMMUNITIES."

Economic Participation and Employment

- Jobs and economic growth were addressed in the aspirations and key measures of the legacy program, though specific measures targeting vulnerable people and could have gone further.
- It is estimated that the games supported 21,000 jobs on a yearly full-time basis over 9 years before, during and after GC2018.
- In relation to procurement and awarding contracts, GOLDOC stated that where appropriate and aligned with value for money principles, GOLDOC procurement would benefit local and indigenous businesses.
- It is estimated the GC2018 Reconciliation Action Plan generated close to \$10million in contracts for Aboriginal and Torres Strait Islander-owned businesses and employment and training for 1,000 Aboriginal and Torres Strait Islander people.
- GOLDOC's operational workforce was around 1,800 people. Employee data shows that (as at 31 March 2018) 16% were greater than 50 years of age and 65 employees identified as belonging to an equal opportunity target group (i.e. First Nations persons, or a person with disability).



Embracing 2018 Legacy Program ¹⁸

Learnings for Brisbane 2032

- 'Housing' was not identified in the Embracing 2018 Legacy Program (including the Evaluation and Monitoring Framework) nor the GC2018 Sustainability Report. There is an opportunity to be more intentional about the housing outcomes the Queensland Government aspires to achieve through Brisbane 2032.
- There are opportunities for games organisers to identify specifications in tenders for managing contractors to include requirements when engaging suppliers (e.g. to support equal opportunity employment).
- Post-games conversion of an athletes' village to Build to Rent housing does not necessarily translate into an affordable rental outcome.
- Locational factors are important – social and affordable housing needs to be located to provide easy access to a range of services including public transport for households with no vehicle.
- The local housing and homelessness system were engaged in solutions.

Case Study 3 London 2012 Olympics and Paralympic Summer Games (London 2012)

London 2012 was centred around six (6) boroughs of Barking and Dagenham, Greenwich, Hackney, Newham, Tower Hamlets and Waltham Forest, all of which are located in East London.

Legacy

Approach

London 2012 was one of the first games to focus on building a strong legacy. From its inception, organisers sought to achieve this by addressing existing social inequalities for vulnerable communities within the six (6) boroughs of East London where the games were hosted. The social legacy was an integral component of London's appeal to the International Olympic Committee (IOC).

Framework

- The policy focus is outlined in the Legacy Framework Masterplan (LMF).
- A Strategic Regeneration Framework (SRF) and Convergence Plans were developed to link to the LMF and address inequalities in the host boroughs relating to housing, employment, education, health and safety, prepared by the host boroughs and approved by the Olympic Park Regeneration Steering Group.
- The Olympic Park Legacy Company, as the organisation responsible for the long-term planning, development, management and maintenance of the Olympic Park, set out a Legacy Communities Scheme (LCS) regarding the long-term future of Olympic Park.

"WITHIN 20 YEARS THE COMMUNITIES WHO HOST THE 2012 GAMES WILL HAVE THE SAME SOCIAL AND ECONOMIC CHANCES AS THEIR NEIGHBOURS ACROSS LONDON"

Strategic Regeneration Framework, 2009, pg. 1.



Approach and Outcomes

Reports on the approach and outcomes of London 2012 in relation to housing, economic participation and employment are summarised below.

Housing

- Social housing commitments were scaled back in the lead up to the games as a result of financial pressures and failed attempts to secure private investment to support construction of athlete's accommodation.
- Ultimately, 18,000 affordable homes delivered including 1,379 within the Olympic Village, though it is difficult to determine the number of dwellings that can be attributed to the games.
- There were 1,000 evictions including a social housing estate (tenants were rehoused in social housing or private rentals).
- There was an increase in rental prices (20.5% – 40.8% increase between 2012-15) and increased homelessness (by more than 60%) prior to and following the games.

Economic Participation and Employment

There are differing reports and evidence on the economic and employment outcomes of the games. Some reports state that:

- 110,000 jobs were created in the host boroughs since the games with an additional 40,000 jobs expected by 2025.
- More than 46,000 people worked at the Olympic Park and Olympic Village – 10% of whom per previously unemployed.
- At the peak of the games, 39% of people directly employed by the organising committee were unemployed prior to the games, however, research suggests that few have retained long term employment.

Learnings for Brisbane 2032

- Even where delivery of social and affordable housing stock is a key legacy objective, overall impacts to rental affordability and rates of homelessness must also be considered and addressed.
- Despite temporary spikes in employment outcomes during the games, sustained benefits for the unemployed and vulnerable people requires more targeted and purposeful interventions.
- Post games evaluations of housing and employment outcomes differ substantially in the reported outcomes, which points to the need for transparent measurement and monitoring of legacy programs.

Case Study 4 Vancouver 2010 Olympic and Paralympic Winter Games (Vancouver 2010)

Vancouver 2010 was hosted in venues stretched over a 120km zone from Richmond through downtown Vancouver and north to Whistler.

Legacy

Approach

Sustainability was a theme integrated into all aspects of planning and staging Vancouver 2010 Games.

Framework

- 2010 Legacies Now was a Not-for-Profit organisation set up for the games focused on developing community legacies.
- Public / private partnerships were created with commercial sponsors to support the development of community-based programs designed to be 'socially sustainable'.

"FOR VANOC, SUSTAINABILITY MEANS MANAGING THE SOCIAL, ECONOMIC AND ENVIRONMENTAL IMPACTS AND OPPORTUNITIES OF OUR GAMES TO PRODUCE LASTING BENEFITS, LOCALLY AND GLOBALLY"

VANCOG Sustainability Report



Approach and Outcomes

Reports on the approach and outcomes of Vancouver 2010 in relation to housing, economic participation and employment are summarised below.

Housing

- Delivery of the Athlete's Village faced considerable financial challenges amid the GFC. Ultimately 90% of all units were market rentals and only 93 units could be considered affordable under the City of Vancouver Guidelines.
- In addition to affordable homes, a total of 252 units of social housing were delivered.
- \$5M set aside for emergency temporary accommodation.
- Overall, reports suggest it was difficult to determine the level of new housing attributable to the games.

Economic Participation and Employment

- An estimated 38,530 to 51,510 jobs in British Columbia were created or supported by the Games from 2003 to 2010.
- The unemployment rate for British Columbia dropped from 7.5% to 6.2% between 2011-2015 though it is difficult to determine the extent to which this can be attributed to the games.
- The 2010 VANOC Sustainability Report identifies over \$59M of spending with Aboriginal businesses over 2003 – 2010.
- The VANOC Beyond 2010 program put in place a range of options to facilitate transition of VANOC workers whose employment was terminating at the conclusion of the games.
- The participation of minority groups as paid employees of VANOC varied in the years leading up to the games.
- Aboriginal participation in the games was largely successful, with lessons identified for other Olympic Games.

Job inside VANOC occupied by minorities members	Women	Aboriginal	Visible Minority	Persons with a disability
2006 - 2007	50%	13%	8.1%	0.4%
2007 - 2008	53%	11%	3%	9.3%
2008 - 2009	43%	3%	10.8%	0.6%
2009 - 2010	50%	1%	9%	0.8%

Source: Annual VANOC Sustainability Report

Learnings for Brisbane 2032

- Housing market and economic context at the time of the games can impact legacy outcomes and make it difficult to ascertain what outcomes are attributable to the games.
- Some of the lessons from successful participation of Aboriginal people in Vancouver 2010 include:
 - » Early inclusion of Aboriginal participation in the bid process
 - » Coordination of a shared legacies agreement, MoU and various other protocols with Indigenous groups
 - » Creation of Four Host First Nations - a group of Aboriginal people across Canada formed as partners in the operation and management of the games (including licensing of a FHFN logo and merchandise)
 - » Definition of minorities should be specific to the host city including a clear focus on people with disabilities.
- Transparent communication through public annual reporting on legacy commitments can improve awareness and understanding of efforts and achievements towards planned (as reflected in the accountability objectives for Vancouver 2010).
- It is important that legacy authorities clearly identify the agency /agencies that will take carriage of commitment around housing outcomes.



Case Study 5 Building Better Cities Program and Urban Renewal in Brisbane's inner north-east

In 1991, Brisbane's inner north-east was targeted for urban renewal catalysed by the Australian Government's Building Better Cities Program (BBCP) (Bryant, 2016) ¹⁹. With joint funding from all tiers of Government, the program had stated social justice objectives alongside objectives relating to population growth and city renewal.

Legacy

Approach

Social justice including housing affordability outcomes were included in the Area Strategy. The purpose of the BBCP was to *"promote improvements in the efficiency, equity and sustainability of Australian cities and to increase their capacity to meet the following objectives: economic growth and micro-economic reform; improved social justice; institutional reform; ecologically sustainability development and improved urban environments and more liveable cities."* (Neilson, 2008:83)

Framework

Construction of social housing, managed by the Community Housing sector, was funded. The original area strategy included intent to maintain at least the same stock of affordable housing although affordability was poorly defined and monitoring of housing outcomes apart from overall residential supply was limited.

Approach and Outcomes

This urban renewal program was granted \$86.6 million over five-year years via combined Federal, State and Council funding (Bryant, 2016) ¹⁹.

A specialised task-force of planners was established within Brisbane City Council to fast-track development outcomes. Approximately 600 sites were redeveloped across Fortitude Valley, New Farm, Teneriffe and Newstead.

A governance group comprised of the development sector, government and the community sector drove the program. Over time, the group narrowed to greater representation by development sector (BCC 1991, 1996) ²⁰.

The original target to attract \$4 billion in private investment was exceeded. \$5.31 billion in private sector investment was delivered including:

- 11,600 new dwelling approvals
- 447,000 square metres of office accommodation
- 300,000 square metres of retail space (Bryant, 2016) ¹⁹.

A new resident population of 27,000+ people 'characterised by low unemployment and higher than average annual incomes' (Bryant, 2016) was achieved.

Annual contributions to State and Local Government revenues through increased rates and transfer duties exceed \$90 million per year (reported by Bryant in 2016) ¹⁹.

Housing

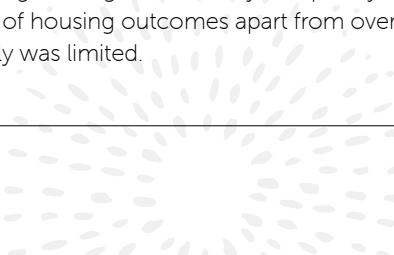
The area was the site of the single highest concentration of privately run boarding houses prior to urban renewal. Over 40% of boarding houses were redeveloped into residential units, commercial and retail space by 1996 (Boarding House Action Group, 1997) ²¹.

The profile of residents before and after the first 10 years of the program indicates significant gentrification.

The construction of social housing supported the emergence and expansion of community housing providers. The initiative provided initial Federal funding of \$12million for social and affordable housing projects.

In the late 1990s the State Government and Brisbane City Council investigated a new affordable housing company for Brisbane, leading to the formation of Brisbane Housing Company (BCH) as a Community Housing Provider (CHP). The State initially contributed \$50 million and Council \$10 million. BHC now own and manage almost 2000 affordable housing units with another 1200 units in the pipeline, part funded by the Queensland Housing Investment Growth Initiative (QHIGI). Other CHPs emerged during the URP and were allocated tenancy and property management contracts to deliver boarding houses and other social housing responses.

Local resident groups emerged to raise concerns about the negative impacts including displacement of people from boarding houses where there was very little legislated



protection from evictions. Eventually a community liaison group was formed and met regularly with the Urban Renewal Task Force to shape responses to housing impacts.

Economic Participation and Employment

An additional 8,400 jobs were established in the precinct. The ongoing economic activity in Fortitude Valley is estimated as \$3.886 billion.

The suburbs subject to urban renewal currently have high average personal income and a lower unemployment rates. There is no evidence to suggest this is a result of greater employment participation of pre-existing lower-income residents. Available information suggests this is more likely a result of the displacement of some populations due to declining low cost rental accommodation and increasing rental costs.

Learnings for Brisbane 2032

- Funding programs for social and affordable housing are beneficial however broader housing system interventions are needed to address the true extent of need.
- Where spatial policy results in significant private sector involvement, it is likely that gentrification will cause a decline in housing affordability and the displacement of people on lower incomes.
- Program governance needs diverse inputs and capabilities to ensure ongoing interventions that achieve diverse legacy benefits.
- The emergence and strengthening of CHPs highlights the industry's role as infrastructure for the growth and delivery of social and affordable homes. The industry is now regulated under a national system and organisations are identified by tiers indicating their size and capability in the development of homes. The capacity and capability of CHPs now, compared to early during the urban renewal program, is significantly greater.
- There is a key role for CHPs in leading growth projects and providing expert, ongoing management of social and affordable homes as was the case during the URP and at the ten-year mark when BHCL emerged.
- The long-lead time to Brisbane 2032 and the need for significant private sector investment creates similar conditions to the urban renewal program. Speculation combined with infrastructure improvements, the use of vacant land in prime locations and the demand for workforce and tourism housing will all potentially increase land values and decrease housing affordability. A broader housing strategy is needed to address all elements of the housing system that will be impacted inclusive of increased social and affordable housing.
- Whilst substantial urban change may result in housing and economic benefits to a broad spectrum of the community, there is significant potential for existing vulnerable groups and tenants across all sites to be negatively affected by a surge workforce, urban improvements and infrastructure developments.
- Implementation of strategies to prevent and mitigate negative impacts must be prepared in conjunction with any broad scale policy changes which will catalyse urban change and renewal. Stakeholder engagement and consultation should be undertaken to ensure negative impacts to existing stakeholders are accounted for.
- Overall objectives need to be linked with implementation mechanisms and appropriately skilled governance overseeing monitoring and evaluation to ensure that social justice outcomes are achieved.

04 Showcasing Innovation

Community Housing Provision: A Sector Primed For Growth

Community housing organisations have emerged in Queensland since the 1980s. Following the introduction of regulation under the National Regulatory System for Community Housing (NRSCH) almost 100 community housing organisations are operating in Queensland with scope to build and/or manage social and affordable housing. Some have developed subsidiary companies delivering a full suite of real estate services, while investing the proceeds into support programs and additional social and affordable housing.

A recent report by the Queensland Auditor General shows that Community Housing Providers manage over 18,000 dwellings inclusive of the provision of 5000 dwellings which are delivered by First Nations' led organisations.

In 2022, the Queensland State Government funded the Queensland Housing Investment Growth Initiative (QHIGI) which includes a substantial role for Community Housing Providers.

Purpose / Objectives

Community Housing Providers (CHPs) deliver social and affordable rental housing at subsidised rates for low-to-moderate income earners. CHPs are not-for-profit companies or associations, or local governments.

CHPs have the capacity and capability to deliver a range of social and affordable housing options. An overview of their housing and employment approaches are outlined below.

Housing

CHPs operate throughout Queensland and have a significant footprint in SEQ.

Most have charitable status including deductible gift recipient status enabling tax-deductible philanthropic contributions.

Some have subsidiary companies that provide the full suite of real estate services to enable reinvestment of profits into support programs and the development of more social and affordable housing.

CHPs are experienced in the delivery of social housing for vulnerable households at a percentage of their income to guarantee affordability.

CHPs also deliver affordable housing to a broader section of the community who face growing housing affordability pressures. These homes are offered at a discount to market rent.

A growing number of CHPs undertake property development and are engaged in strategic partnerships to deliver bespoke, locally responsive housing solutions.

Queensland CHPs are required to have growth plans by the Queensland State Government. In 2022, the Queensland State Government funded the Queensland Housing Investment Growth Initiative which includes a substantial role for community housing providers. QHIGI includes three streams of growth funding.

The community housing operating framework is under considerable discussion as part of QHIGI and there is scope to explore other systemic improvements that would increase opportunities for growth.

CHPs are strongly engaged within local communities where they operate. They help to address neighbourhood concerns and have potential to play an expanded role in building community support for diverse housing solutions. They have experience in responding to community concerns about density and about the inclusion of social and community housing in new developments.

Employment

Some CHPs have delivered supported employment programs such as Skilling Queenslanders for Work, providing traineeships for tenants.

Emerging innovations include structured traineeships and employment pathways for people living in social and affordable housing.

There are examples of additional social enterprise development such as maintenance and cleaning businesses with potential implications for social procurement.

Learnings for Brisbane 2032

1. The community housing industry is strong and growing in Queensland.
2. CHPs are well-governed, regulated and already primed for growth under existing and emerging State and Federal government funding.
3. CHPs sustain vulnerable tenancies through partnerships with support agencies.
4. There is significant scope for participation of CHPs in growing the supply of social and affordable housing as part of Brisbane 2032.
5. The emergent not-for-profit real estate sector has significant potential to grow by managing the sales of dwellings built as part of the Games Village. These social businesses could also be prioritised for providing property and tenancy management services for 'build to rent' components of the Village.
6. Housing policy reforms are needed to facilitate growth of this sector, given its significant potential to make a contribution. This includes accelerated consideration of title and housing management rights transfers to CHPs so that they can use equity and revenue to further debt-finance growth. This also requires a clear policy on the role of CHPs to deliver social and affordable housing products.
7. Specific growth opportunities targeted to Indigenous CHPs will strengthen First Nations' led organisations while delivering culturally appropriate homes to First Nations' peoples.



Housing Trust Models – Peabody Group and Joseph Rowntree Housing Trust

Peabody Group and Joseph Rowntree Housing Trust are examples of highly successful housing trust models that have been established in the United Kingdom (UK) to deliver housing and support services to assist vulnerable people.

Purpose / Objectives

Peabody Group is one of the oldest and largest non-profit housing associations in the UK. The Peabody Group's ethos is to deliver affordable and safe housing to help people flourish.

The Joseph Rowntree Foundation (JRT) is an independent social change organisation that aims for everyone in the UK to have decent homes in a good place, and good living standards and prospects.

Reports on the approach and outcomes of the Peabody Group Model and Joseph Rowntree Housing Trust (JRHT) in relation to housing, economic participation and employment are summarised below.

Housing

Peabody Group Model

Peabody Group is responsible for over 104,000 homes across London. Of these, 88% are affordable rentals and shared ownership.

Peabody Group is funded by reserves and debt in the form of long-term bank loans and private and public capital market bond finance.

Governed by the Peabody Trust Board and managed by an Executive Team, the Peabody Group has approximately 3,000 permanent employees.

Homes and tenures available through Peabody Group include social housing, rental properties (open market, intermediate market and social housing), homes for purchase, homes for over 50s (includes shared ownership and shared equity) and supported housing (includes shared equity for people with long-term disabilities).

JRHT Model

JRHT owns and manages over 2,528 homes in the UK (1,200 rented for social housing, 611 low-cost home ownership, and 263 rentals for older people).

JRHT housing development is funded through a combination of public grants, loan finance and sales. Operational activities are primarily funded through rents, service charges and fees, paid by residents and service users.

Overseen by the JRHT board/trustees, the Development Team of JRHT is responsible for building and designing new developments. JRHT comprises of over 600 staff.

By 2029, JRHT aims to deliver 1,000 additional affordable homes with 60% being social housing for rent and 40% being shared ownership.

Economic Participation and Employment

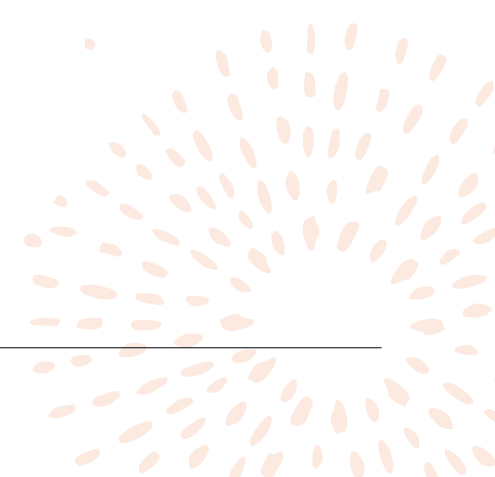
Peabody Group Model

The Peabody Community Foundation includes an Employment Support Team that supports residents to secure work and improve job prospects. Key goals and achievements for 2020 include:

- Boosting income – Peabody Group assisted 301 people to sustain employment and 536 people into work.
- Developing skills and aspirations – Peabody Group assisted 460 businesses with support and resources.

JRHT Model

JRHT provides assistance to residents to manage finances, increase income and reduce debt through its in-house 'money smart' team (offering money and benefits advice) and 'affordable loan scheme'.



Learnings for Brisbane 2032

1. Housing trusts provide a mechanism for social and affordable housing delivery that can exist in perpetuity, providing long term benefits for people experiencing housing stress and homelessness.
2. A trust could fund growth in the community housing sector.
3. Trusts could capture sponsorship, philanthropy and other contributions from the private sector and the community.
4. The perpetuity aspect of a Housing Trust has strong nexus to the stated goals of Brisbane 2032 in creating a lasting legacy.
5. Existing community housing providers offer an infrastructure for the delivery of housing and other programs enabled by a Trust. There is a unique opportunity to examine a trust model for Queensland that integrates with existing housing providers, enabling them to provide more housing across the spectrum of social and affordable homes.

 Peabody

 JOSEPH
ROUNTREE
FOUNDATION

 JOSEPH
ROUNTREE
HOUSING TRUST

The Foyer Model and Breaking Ground

Housing models such as Foyer Projects and Breaking Ground Projects combine housing provision with support services focused on assisting individuals to sustain secure housing and access employment, participate in community life and improve health and wellbeing.

Foyer Projects and Breaking Ground Projects

The Foyer Federation (UK) and Foyer Foundation (Australia) exist to support and enable the emergence of Foyer projects.

The Foyer model developed by The Foyer Federation was developed in the UK in the 1980s and 1990s to respond to youth homelessness. A similar model was established in Australia in 2008, called the Foyer Foundation.

The Foyer model seeks to provide learning and accommodation centres (known as Foyers) for young people. Foyers are integrated learning and accommodation settings for young people, typically aged 16 – 24 years, who are at risk of or experiencing homelessness.

Foyers around the world have demonstrated positive outcomes in terms of improved educational attainment, increased employment opportunities and better housing outcomes for young people experiencing homelessness.

Foyers utilise the concept of Advantaged Thinking in the way they approach the development and support of young people.

Advantaged Thinking is focused on identifying, developing and, most importantly, investing in the skills, capabilities and assets of young people so they can experience greater wellbeing and independence

The Foyer Foundation is an independent national charitable organisation.

Breaking Ground

Breaking Ground is an organisation providing housing and other care initiatives to people experiencing homelessness and housing affordability challenges.

Breaking Ground pioneered the permanent supportive housing model to assist people experiencing homelessness or risk of homelessness to have access to long-term, supported housing. Breaking Ground was formed in 1990 in New York City and now operates nearly 4000 units across upstate New York and Connecticut with more in the pipeline. Common Ground Australia emerged to replicate these successes and there are various Common Ground initiatives in Australia, including Queensland.

Approach and Outcomes

Reports on the approach and outcomes of Foyer Projects and Breaking Ground Projects are summarised below.

The Foyer Foundation (Australia) and The Foyer Federation (UK)

There are currently 13 accredited / accrediting Foyers across Australia, supporting over 500 people per year. Each Foyer can support between 15-98 young people using varying accommodation models.

As of June 2020, Australian Foyers have supported over 17,000 young people since establishment.

The Foyer Foundation manages accreditation and supports quality improvement.

Breaking Ground

The Breaking Ground approach is developed around the 'Housing First' philosophy - that the first and primary need for a person experiencing homelessness is to obtain a stable home. The approach is that housing, paired with support services, will empower each person to achieve wellbeing.

The Breaking Ground model combines housing and a range of initiatives to 'enable people to forever escape the trauma of homelessness'. The model includes a range of services such as benefits assistance, primary medical care, mental health care, substance use referrals, skills buildings, self-sufficiency programs and connections to employment services.

The Times Square initiative was Breaking Ground's flagship supportive housing residence. Breaking Ground acquired the former hotel building in 1991 and converted it to permanent affordable housing (652 units) with onsite supportive services for low-income and formerly homeless adults.

Services offered by Breaking Ground include case management, recreational activities, and self-sufficiency workshops provided by the Centre for Urban Community Services.



**BREAKING
GROUND**
BUILDING AND
RESTORING LIVES



The
FOYER
Federation

Learnings for Brisbane 2032

1. Models like The Foyer and Breaking Ground have shown that:
 - a. Early intervention can be effective in addressing homelessness.
 - b. Support services are critical to enable people to secure and remain in stable housing.
2. There is an opportunity to enhance funding for additional foyer projects and other supportive housing developments as a legacy from Brisbane 2032.
3. This would generate enduring solutions to homelessness rather than short-term crisis responses closer to or at the time of the Games.
4. Established and proven providers across the community housing and specialist support sector could deliver an expanded program of Foyers and supportive housing models.
5. There are opportunities to align supportive housing models in conjunction with social procurement models to maximise housing and employment opportunities for vulnerable people before, during and after Brisbane 2032.
6. Supportive housing has proven cost-benefits including less reliance on other Government services over time, demonstrating a worthwhile return on investment. Research on Common Ground Queensland demonstrates a cost saving of \$13,000 per tenant per annum (Parsell, et al 2015).

Tenancy Sustainment Models

A number of tenancy sustainment models have emerged in Queensland involving intensive partnerships between support providers and community housing providers. These initiatives work to ensure intensive support to address any wellbeing issue impacting housing sustainability. The end goal is to sustain a tenancy and prevent people moving from housing to homelessness.

Sustaining Tenancies

A sustaining tenancies approach integrates housing and support with a primary goal of ending homelessness. These initiatives address a broad range of wellbeing goals that directly and indirectly improve quality of life and housing sustainability.

Approach and Outcomes

Housing

Sustaining tenancies approaches involve partnerships between support agencies and housing providers to assist people to find, get and keep housing.

Support continues for the duration of need and is intensified as necessary to address a range of wellbeing goals.

The scope of support is wide, reflecting a focus on improved wellbeing with housing sustainability as a central focus. Any wellbeing domain is in scope.

These programs aim to 'do whatever it takes' to address risks to a tenancy while also working respectfully to identify other life goals such as employment, volunteering and reduced social isolation.

One example of this approach is the 'Sustaining Young Tenancies Program' delivered by Brisbane Youth Service which demonstrated 96 per cent of tenancies were sustained as a result of the support provided.

Other initiatives respond to the needs of diverse household types and demographic groups.

Employment

Intensive support to sustain people and families in stable housing is a better starting point from which to address other life domains such as training and employment.

Community in Brisbane is delivering a Brisbane City Council funded tenancy sustainment program that works in partnership with a range of housing providers to integrate support and has also actively worked with people being assisted on employment opportunities and outcomes.



Learnings for Brisbane 2032

1. The Sustaining Tenancies approach could be expanded to increase the amount of support available for vulnerable households including vulnerable renters in the private market.
2. The support model, if expanded, could also help people exit homelessness and transition to a sustainable housing solution leading up to Brisbane 2032, preventing an over reliance on crisis approaches just before and during the event.
3. The scope, structure and delivery of programs to support people to sustain tenancies before, during and after Brisbane 2032 will be an important consideration when delivering this model.
4. There are opportunities to align sustaining tenancy models in conjunction with social procurement models to maximise housing and employment opportunities for vulnerable people before and after

Social procurement

Social procurement models establish a requirement to procure goods and services in ways that achieve optimal social impact. Social procurement can be implemented by government, not-for-profit and private sectors and aims to distribute economic benefits of purchasing power to a wider variety of stakeholders, with a focus on stakeholders who face structural barriers to social and economic participation.

Social procurement

"SOCIAL PROCUREMENT IS WHEN ORGANISATIONS USE THEIR BUYING POWER TO GENERATE SOCIAL VALUE ABOVE AND BEYOND THE VALUE OF THE GOODS, SERVICES, OR CONSTRUCTION BEING PROCURED." vic.gov.au | Buying For Victoria

The demand for goods and services leading up to and during Brisbane 2032 will be significant and diverse. This is a notable opportunity to set social procurement targets to maximise the equitable distribution of benefits and improve Brisbane 2032 legacy outcomes for people disadvantaged in the employment market.

Approach and Outcomes

Brisbane City Council and other levels of Government include social procurement measures as part of their procurement policies. This has resulted in investment in First Nations' led businesses as well as other social enterprises, creating employment opportunities accessible to people often excluded from employment opportunities.

The Nundah Community Enterprises Cooperative has existed for more than 20 years and was established to create sustainable employment and training opportunities for people with disability. It has various enterprises including catering and parks and maintenance services. Some of their revenue is derived from contracts with Brisbane City Council as part of their social procurement policy. This is one local example of a business that provides opportunities to vulnerable people through social procurement.

Significant Government and private sector expenditure will occur in the lead up to and during Brisbane 2032 to secure goods and services necessary to plan for and deliver this mega-event. This expenditure means financial and other benefits for businesses and groups that are contracted to provide goods and services. Tailoring procurement frameworks to maximise social impact will provide opportunities to distribute the financial and employment benefit from Brisbane 2032 more equitably.

"SOCIAL PROCUREMENT HAS THE POTENTIAL TO CREATE A MORE INCLUSIVE AND EQUITABLE SOCIETY, AND BEST OF ALL IT DOESN'T REQUIRE ADDITIONAL FUNDING. IT IS FOR THIS REASON, THAT SOCIAL PROCUREMENT CONTINUES TO GAIN MOMENTUM ACROSS AUSTRALIA, AS A MECHANISM TO LEVERAGE SOCIAL VALUE FROM EXISTING SPEND. UNDERSTANDING THE SOCIAL VALUE BEING CREATED IN MONETARY TERMS IS CRUCIAL TO CREATING A "SOCIAL VALUE MARKETPLACE", UNLOCKING THE POTENTIAL OF SOCIAL PROCUREMENT TO CREATE SUSTAINED SOCIAL CHANGE."

socialprocurementaustralasia.com



Learnings for Brisbane 2032

1. Social procurement approaches are currently being utilised in both the private and public sector, and Brisbane 2032 is a significant opportunity to establish a legacy of expanded application of social procurement for maximum social impact.
2. Opportunities for social procurement should be identified and planned for as early as possible.
3. All procurement of goods and services as part of Brisbane 2032 could set tangible and clear targets for social procurement.
4. All tender documents could contain criteria seeking suppliers demonstrate how they will contribute to social outcomes to promote housing affordability and/or the equitable distribution of employment opportunities in the context of Brisbane 2032.
5. There is opportunity to engage with and invest in social enterprises, with the assistance of peak and industry bodies supporting these enterprises. Brisbane 2032 is a significant opportunity for social enterprises to upskill and scale up to realise opportunities for future business growth.



05

Where To From Here – The Call To Action



A commitment to achieving positive legacy outcomes for all Queenslanders leading up to, during, and post Brisbane 2032 requires a systemic approach involving a broad range of participants across all levels of Government, the private sector and third sector. This section defines clear objectives, desired outcomes and implementation mechanisms for consideration.

Q Shelter welcomes the opportunity to work with other agencies to further develop the following recommendations. As the peak body for housing and homelessness solutions in Queensland, we present objectives, outcomes and implementation mechanisms across five key areas:

- Homelessness
- Housing
- Employment and economic participation
- Governance
- Monitoring and evaluation.

1

Objective 1: Ensure Brisbane 2032 achieves a reduction in homelessness.

Desired Outcome: Homelessness in Queensland is reduced by 2032.

Implementation mechanisms

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| <p>1.1 Design a prevention framework to ensure that people are assisted to exit homelessness before Brisbane 2032. As part of a prevention framework, set targets for the prevention and reduction of homelessness by 2027 and 2032 in the impacted regions and across Queensland.</p> <p>1.2 Prevent a focus on crisis management close to and during Brisbane 2032 including a reliance on temporary crisis accommodation.</p> <p>1.3 Reduce the pipeline of people emerging from the child-safety system, correctional facilities and health facilities into homelessness by providing integrated support and protocols to avoid exits to homelessness.</p> <p>1.4 Establish a recurrent tenancy sustainment support program of \$20million from 2023 to:</p> <ul style="list-style-type: none"> a) assist people currently at risk of homelessness to sustain their tenancy b) assist people who are homeless to sustainably exit homelessness and sustain a tenancy. <p>1.5 Limit rent increases leading up to Brisbane 2032, through legislative reforms.</p> <p>1.6 Prevent the displacement of tenants from impacted regions through reforms to the Residential Tenancies Act and expanded tenant advice services.</p> | <p>1.7 Require the registration or licensing of short-term rental accommodation. Monitor and regulate the short-term rental market to maximise properties in the long-term rental market. Include measures such as:</p> <ul style="list-style-type: none"> a) Improve short-term rental accommodation data collection and monitoring b) Introduce restrictions on the conversion of private rentals to short-term accommodation (refer learnings from Barcelona). c) Introduce local laws to regulate letting rentals (such as Noosa Council's Short Stay letting and Home Hosted Accommodation Local Law) <p>1.8 Have a targeted strategy to incentivise the return of empty or under-utilised homes to the private rental market.</p> <p>1.9 Guarantee advice, information and case management support for households in the private rental market vulnerable to eviction because of Brisbane 2032.</p> <p>1.10 Fund an expanded supportive housing program in Queensland including capacity for a new supportive housing project in each impacted area including the Sunshine Coast, Brisbane, Gold Coast and Ipswich/Toowoomba to assist in addressing the needs of highly vulnerable populations.</p> <p>1.11 Expand the Foyer Program in Queensland in key locations.</p> | <p>1.12 Ensure employment opportunities with support for people experiencing homelessness or the risk of homelessness as a result of Brisbane 2032, so that people are less vulnerable to displacement.</p> <p>1.13 Develop an education program to improve awareness of homelessness including respectful and dignified engagement.</p> <p>1.14 Involve people with lived experience of homelessness in helping to design protocols and other responses to preventing homelessness in the lead up to Brisbane 2032. Examples of other programs from Gold Coast 2018 include the Homeless Protocol, Demystifying Homelessness Training Program and 7CareConnect App.</p> <p>1.15 Establish a system to monitor and respond to housing market changes leading up to, during and after Brisbane 2032 in impacted regions. This needs to include data on price rises, evictions, levels of homelessness, levels of housing supply and population displacement.</p> <p>1.16 Resource an advisory group consisting of people in the rental market, people who are experiencing homelessness or who are vulnerable to homelessness to ensure the voices of people with lived experience of housing need and homelessness are represented.</p> |
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2 Objective 2: Ensure Brisbane 2032 achieves an increase in housing supply inclusive of social and affordable housing.

Desired Outcomes: The overall supply of social and affordable housing is increased.
The housing market is better able to meet demand.

Implementation mechanisms

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| <p>2.1 Establish a lead agency for whole-of-housing system responses in Queensland with responsibility for coordinating all contributions across the levels of Government and to position Queensland to achieve optimal benefit from new Federal Government funding.</p> <p>2.2 Accelerate planning system reforms to enable inclusionary zoning and consistent, enabling approaches to secondary dwellings.</p> <p>2.3 Undertake and publish a comprehensive housing needs assessment to identify and understand housing supply requirements to meet demand between 2022 and 2032. This needs assessment must include assessment of workforce needs for housing as a result of Brisbane 2032.</p> <p>2.4 Establish housing targets that address the identified need across the housing system.</p> <p>2.5 Establish clear targets for the delivery of social and affordable housing inclusive of targets to be delivered through Brisbane 2032. This should include targets for the conversion of athletes' village accommodation to social and affordable housing.</p> | <p>2.6 Consider the conversion of athletes' village accommodation to ongoing 'build-to-rent' accommodation that provides continuing security of tenure to people who require permanent rental accommodation. Embed the role of CHPs to offer the full suite of property and tenancy management services, and other real estate services.</p> <p>2.7 Undertake strategic land identification and banking in all regions with high need and low affordability for residential development inclusive of social and affordable housing.</p> <p>2.8 Facilitate land leases to secure land for social and affordable housing.</p> <p>2.9 Address policy barriers limiting the growth of the community housing industry in Queensland. This includes transferring social housing management rights and title to improve both equity and revenue as a basis for debt-financing growth.</p> <p>2.10 Support CHPs to build their capacity and profile as providers of housing and real-estate services.</p> | <p>2.11 Establish a housing trust or foundation as part of Brisbane 2032 to capture philanthropic funding contributions and sponsorship that can be used for social and affordable housing growth projects and shared-equity products delivered through the CHP sector. Accelerate the implementation of a Trust to provide an early vehicle for:</p> <ul style="list-style-type: none"> a) Allocation of a percentage of all procurement contracts b) Capture of philanthropy including from broader community and private sector c) Scaling of the housing trust or foundation over time to capture contributions, sponsorship and philanthropy across Queensland. <p>2.12 Deliver community education and awareness campaigns about the importance of well-designed higher density housing and the role and importance of social and affordable housing.</p> |
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3 Objective 3: Ensure Brisbane 2032 achieves increased employment outcomes for people who are unemployed or under-employed.

Desired Outcomes: Social businesses and First Nations' led businesses are more embedded in the economy because of Brisbane 2032.
People who are unemployed or vulnerable to unemployment experience ongoing access to jobs because of Brisbane 2032.

Implementation mechanisms

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| <p>3.1 Develop a social procurement plan with targets for investment in social enterprises and First Nations' led businesses.</p> <p>3.2 Embed optimal social procurement measures in all government procurement policies relating to Brisbane 2032 and encourage or incentivise private sector procurement to match the government approach.</p> | <p>3.3 Require suppliers to demonstrate improved economic participation of local supply chains, local businesses and that create opportunities for local people facing barriers to employment.</p> <p>3.4 Build capacity within private enterprises through education and awareness initiatives about how to engage with social enterprises, and how to support vulnerable people in the workforce.</p> <p>3.5 Extend this capacity building program to enable local supply chains and businesses to prepare for and respond to procurement opportunities, including ways they can support and engage with social enterprises, First Nations' led businesses and other initiatives that have a positive social return on investment.</p> | <p>3.6 Establish a social enterprise capacity building fund to support social enterprises in the region 'scale up' and be better prepared for procurement opportunities.</p> <p>3.7 Ensure employment participation by unemployed and under-employed people is a focus area for Brisbane 2032 including targets and transparent monitoring. Embed these targets in all procurement and in contracts with suppliers.</p> <p>3.8 Establish grant funding for community-led initiatives that support social inclusion activities.</p> |
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4 Objective 4: Ensure housing and homelessness expertise at all levels of governance.

Desired Outcomes: Housing and homelessness experts have a seat at the table and influence results.

Implementation mechanisms

- 4.1 Ensure a governance and legacy framework embeds housing and homelessness responses as a key component of Brisbane 2032, as per pre-selection commitments. (i.e. embed the commitment in the IOC Future Host Questionnaire Response which stated 'increased housing to meet growth including social and affordable housing).
- 4.2 Ensure housing and homelessness sector representatives have a seat at the table on the OCA and Legacy Committee with clear linkages to the OCOG.
- 4.3 Ensure the legacy committee includes a technical expert in social and affordable housing.
- 4.4 Ensure the legacy committee is supported by a housing and homelessness expert panel including specialists in the provision of social and affordable housing.
- 4.5 Provide support to ensure people with lived experience of housing need and homelessness help shape legacy outcomes including through participation in governance groups.

5 Objective 5: Implement a transparent monitoring and evaluation framework that includes targets, indicators and measures.

Desired Outcomes: The legacy plan is cumulatively evaluated enabling early, continuous improvements to ensure successful outcomes for housing and economic participation.

Implementation mechanisms

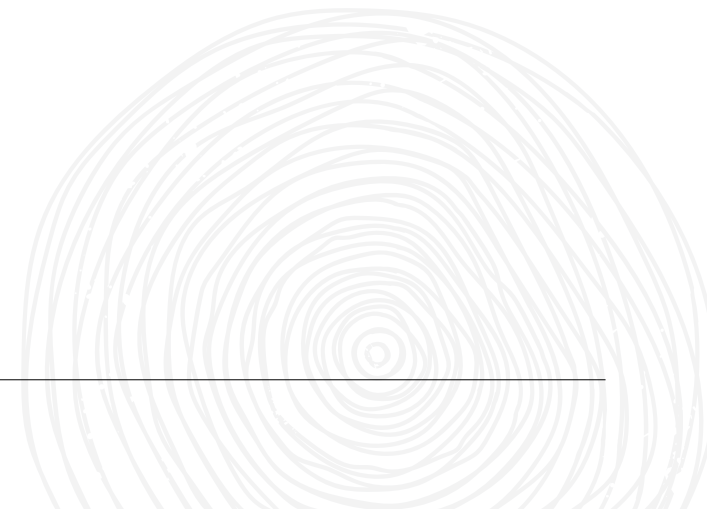
- 5.1 Ensure the Legacy Plan identifies clear objectives, outcomes, targets and measures relating to housing, homelessness and economic inclusion.
- 5.2 Ensure housing and homelessness measures are incorporated early into the legacy program and associated OCA first report on monitoring methodology.
- 5.3 Publicly report on progress against housing and employment targets and adjust targets, if necessary, based on population planning and emergent needs.
- 5.4 Expand the State land supply monitoring program and adapt this program to include data on social and affordable housing supply.
- 5.5 Monitor data on rates of homelessness, demand for housing and homelessness services, rental vacancy rates, evictions, median rents, rental and mortgage stress to calibrate responses as part of the legacy program.



Glossary

Term	Description
10+10+	Legacy framework planning - 10 years before the Games, 10 years after the Games
ABS	Australian Bureau of Statistics
BBCP	Building Better Cities Program
BTO	Build to Order
BTR	Build to Rent
CHP	Community Housing Provider
COMSEQ	Council of Mayors Southeast Queensland
DCHDE	Department of Communities, Housing and Digital Economy
DoE	Department of Education
DEPW	Department of Energy and Public Works
DESBT	Department of Employment, Small Business and Training
DESE	Department of Education, Skills and Employment
DSDILGP	Department of State Development, Infrastructure, Local Government and Planning
DSDSATSIP	Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships
ESG	Environmental, Social and Governance
DTIS	Department of Tourism, Innovation and Sport
GC2018	Gold Coast 2018 Commonwealth Games
GFC	Global Financial Crisis
GOLDOC	Gold Coast 2018 Commonwealth Games Corporation
IOC	International Olympic Committee
ISO	International Organisation for Standardisation
JRHT	Joseph Rowntree Housing Trust
JRT	Joseph Rowntree Foundation
LCS	Legacy Communities Scheme
LGAQ	Local Government Association of Queensland Ltd
LMF	Legacy Framework Masterplan
NGO	Non-government organisations
NHFIC	National Housing Finance and Investment Corporation
NIMBYISM	"Not in My Back Yard"

Term	Description
NOC	National Olympic Committees
OCA	Olympic Coordination Authority
OCOG	Office of Commonwealth Games
OCG	Organising Committee for the Olympic Games
QHIGI	Queensland Housing Investment Growth Initiative
SEQ	Southeast Queensland
SRF	Strategic Regeneration Framework
UNESCO	The United Nations Educational, Scientific and Cultural Organization
VANOC	Vancouver Organising Committee
YIMBY Qld	Yes in My Back Yard Queensland
WHO	World Health Organisation



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Policy Position to the Queensland State Government

A FRAMEWORK FOR ADDRESSING HOUSING NEED AND
HOMELESSNESS IN QUEENSLAND



<https://bit.ly/2022QSsubmission>