



# SHELTER

because housing matters

## Submission to the Draft SEQ Regional Plan

Q Shelter Submission Series  
Paper 2, 2017.



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### **Q Shelter Submission Series**

Submission to the DRAFT SEQ Regional Plan  
January 2017

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## Executive summary

Q Shelter is supportive of a regional planning framework that addresses significant community need for social and affordable housing options for rent and purchase.

Q Shelter's key suggestions include:

- Robust measures to address spatial disadvantage and push and pull factors causing households in relative disadvantage to be further disadvantaged by remoteness from services, employment, infrastructure and transport
- Efforts to consolidate intensified residential development with mixed uses in effective transport corridors and nodes
- Support for diverse housing types and sizes including practical measures to support Fonzie Flats, tiny homes, secondary dwellings and smaller land sizes to meet the needs of diverse household types
- Support for a regional approach to inclusionary zoning as one mechanism for achieving housing diversity throughout various locations
- Support for land banking and land trusts geared to housing solutions for vulnerable and disadvantaged people
- Policy support for the inclusion of social and community housing within communities and leadership to address any negative community attitudes towards social and affordable housing
- Greater performance monitoring of land stocks and of city and regional plans in the extent they address the need for social and affordable housing
- Support for creative and innovative design solutions that support affordability and accessibility
- Increased provisions and mechanism requiring the private housing industry to contribute more housing solutions for people living with a disability
- The establishment of a regional housing working group to achieve strategic actions supportive of adequate supplies of social and affordable housing including housing that is accessible to people living with a disability.

## 1. Introduction

### 1.1 About Q Shelter

Q Shelter aims to improve access to, and quality of, housing for vulnerable Queenslanders. Our goal is to create a robust community housing system, supporting people experiencing homelessness, and creating stronger communities in Queensland.

Q Shelter assists the housing system to have a voice by providing capacity-building support. Our team is focused on assisting Queensland's community housing sector with registration and compliance under the National Regulatory System for Community Housing (NRSCH). Q Shelter also provides a broader range of products and services aimed at strengthening the delivery of housing services, contributing to the sustainability of organisations and improving the industry's strength.

Q Shelter was formally constituted in 1993. Q Shelter works through a range of partnerships with key stakeholders, including a formal Advisory Group, a Product Development Group and housing and homelessness networks throughout Queensland.



## 1.2 Q Shelter's interest in housing and planning

Q Shelter's primary area of interest is quality housing provision responding to the needs of vulnerable Queenslanders. Housing is in an important relationship with other key life domains. Housing is central to other opportunities such as forging community connections, and accessing employment, training, education, support services, health care, recreation and transport.

The focus of this submission is to indicate support for key measures that contribute to housing diversity and affordability and to suggest appropriate ways to strengthen the extent that various planning instruments can contribute to preventing and reducing disadvantage.

## 2. Housing, planning and disadvantage

The DRAFT SEQ Regional Plan encompasses 12 local government areas accommodating 70 per cent of Queensland's population at almost 3.4 million people. Medium series population growth predictions project the population by the 2040s to be six million and more than double over 50 years. As an area with such significant current and projected population levels, it is imperative for the planning framework to achieve high quality results in terms of housing provision, proximity to services and reduced push factors causing forced migration in search of sustainable living options. With such significant population levels, SEQ also poses strategic opportunities for innovation and good practice with potential benefits to other locations interested in replication potential.

In the context of significant population growth, there is a number of planning challenges in addressing the needs of vulnerable households. Housing affordability in areas relatively well serviced by public transport, employment, health care, training and education opportunities is generally lower. This can leave households with lower levels of educational attainment, with fewer employment opportunities and lower income levels unable to afford relatively well-located housing options that address a range of needs. This in turn impacts on the capacity to afford well-located, suitable housing thus often pushing people with fewer resources and fewer prospects, into areas with less expensive home rental and purchase opportunities but also with fewer services, thus compounding disadvantage. This can and does lead to concentrations of relatively disadvantaged households in certain locations seeking lower cost housing and in turn experiencing poorer access to employment, education, training and other services. People in these locations find themselves vulnerable to other lifestyle costs such as increased fuel and transport costs as well as intergenerational vulnerabilities where despite the attraction of lower housing costs, the risk of unemployment is higher with significant impacts on children in the resulting jobless households.

The following data from the Socio Economic Indexes for Areas (SEIFA)<sup>1</sup> illustrates the relative concentrations of people living in Quintile 1 areas (the most relatively disadvantaged) in some of the local government areas included in the Draft Plan compared to others.

Table 1: SEIFA Index of relative socio-economic disadvantage: 2011.

<sup>1</sup> Derived from the Australian Bureau of Statistics Census of Population and Housing. This data is for 2011 as the SEIFA data for 2016 is not yet published.



Custom region / LGA / State	Quintile 1 (most disadvantaged)	Quintile 2	Quintile 3	Quintile 4	Quintile 5 (least disadvantaged)
	— % —				
<b>SEQ REgional Plan Area</b>	<b>15.5</b>	<b>17.9</b>	<b>20.4</b>	<b>22.2</b>	<b>24</b>
Brisbane (C)	6.6	9.7	19.1	24.2	40.4
Gold Coast (C)	11.8	20	25.7	28.5	14.1
Ipswich (C)	32.1	28.5	16.8	12.1	10.4
Lockyer Valley (R)	40.2	35.1	14.8	9.9	0
Logan (C)	31.1	19	20.6	17.6	11.7
Moreton Bay (R)	22.8	20.4	14.8	17.7	24.4
Noosa (S)	12.8	28.3	28.5	19.8	10.7
Redland (C)	10.5	14.1	19.5	27.3	28.6
Scenic Rim (R)	15.5	27.3	34.1	22.7	0.4
Somerset (R)	44.4	32.7	21.8	1.2	0
Sunshine Coast (R)	12.8	25.2	26.3	24.2	11.5
Toowoomba (R)	23.6	27.4	15.3	16.8	16.9
<b>Queensland</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>20</b>

Areas such as Ipswich, Lockyer Valley, Logan and Somerset have significantly higher proportions of people living in Quintile 1 areas and in the case of Lockyer Valley, Scenic Rim and Somerset either very low or no population living in Quintile 5 areas, the least relatively disadvantaged.

Table 2 illustrates the percentage of children who are developmentally vulnerable in five key domains across each of the included local government areas. It is important to note that the same local government areas as those with higher numbers of people living in Quintile 1 areas experience higher levels of developmental vulnerability with Ipswich, Lockyer, Logan and Somerset all recording significantly higher proportions of students vulnerable across at least one domain and in most cases, two domains compared with the total region and Queensland.

Table 2: Developmentally vulnerable children by domain by LGA, SEQ Region and Queensland, 2015



Custom region / LGA / State	Domain					Summary		Children assessed
	Physical health and wellbeing	Social competence	Emotional maturity	Language and cognitive	Communication skills and general knowledge	One or more domains	Two or more domains	
	— per cent —					— per cent—		number
<b>SEQ REgional Plan Area</b>	<b>11.9</b>	<b>11.7</b>	<b>9.7</b>	<b>7.4</b>	<b>10</b>	<b>25.1</b>	<b>13.2</b>	<b>43,232</b>
Brisbane (C)	10	10	8.2	5.1	8.9	22.6	10.8	13,803
Gold Coast (C)	10.3	10.7	9.9	6.7	9.1	22.9	12	6,330
Ipswich (C)	16.7	19	13	13	15.7	32.1	20.9	3,146
Lockyer Valley (R)	17.8	14.2	10	11.2	13.8	31.4	18.2	500
Logan (C)	14.4	14.4	12.4	11.1	12.7	31.7	17.2	4,761
Moreton Bay (R)	13.2	11.6	10.2	7.6	9.9	25.9	13.5	5,839
Noosa (S)	9.6	8.6	8.6	5.4	8.3	18.2	11.5	587
Redland (C)	11.7	11.1	7.9	5.4	7.8	22.9	11.2	1,805
Scenic Rim (R)	13.1	12.2	8.8	6.8	11.1	26.3	13.7	502
Somerset (R)	13.1	11.4	9.7	13.9	9.8	28.2	14.8	359
Sunshine Coast (R)	10.4	10.6	8.7	7.3	7.6	21.8	11.8	3,414
Toowoomba (R)	13.6	12.3	10.2	7.7	11.6	27.1	14.6	2,186
<b>Queensland</b>	<b>12.4</b>	<b>12.4</b>	<b>10.1</b>	<b>8</b>	<b>10.5</b>	<b>26.1</b>	<b>14</b>	<b>62,103</b>

Table 3 illustrates a comparison between selected local government areas from the region with lower median rents compared to locations such as Brisbane and the Gold Coast where median rents are higher possibly indicating the attraction of lower rents to people in certain locations:

Local government area	Median rent for 12 months to September 2016	
	2 bedroom unit	3 bedroom house
Somerset	208	280
Lockyer Valley	245	290
Ipswich	260	303
Logan	270	350



Gold Coast	395	460
Brisbane	400	430

Source: Residential Tenancies Authority, Rental Bonds data (Queensland Government Statistician's Office derived)

The challenge of addressing the housing needs of disadvantaged households is underscored by a broader issue in the housing shortfall impacting Queensland. In 2015, the housing shortfall in Queensland was measured as 107,300 dwellings projected to increase to 232,300 in 2029. Overall supply shortages impact most of all on disadvantaged households, adding to push factors and concentrated areas of disadvantaged where barriers to wellbeing are compounded and even entrenched over time.

Q Shelter would argue that one of the most important things to achieve through a regional planning framework is support for improved housing supply, in appropriate, well-connected areas combined with fail-safe access to services and infrastructure to ensure that

### 3. Planning challenges and opportunities

A number of challenges relating to housing intersect with the planning system:

- The need to ensure that adequate land is available as a basis for increased supply
- Ensuring that new development in greenfield sites is well-supported by social and other types of infrastructure, particularly transport and social services
- The need to address push factors from better locations resulting in the concentration of disadvantaged households in some places
- The need to achieve housing accessibility and affordability, particularly for households on the lowest 40 per cent of the income spectrum
- Ensuring that design guidelines and planning processes to not unnecessarily add to the cost of housing
- Ensuring the planning system adequately supports diverse housing types and tenures responding to the needs of diverse populations, including through life stage transitions
- The need to achieve more consolidated patterns of development thus increasing population levels around existing infrastructure and transport corridors
- Working to transform community attitudes to diverse housing types, tenures and sizes including more consolidated urban environments.
- Achieving a policy framework that manages negative impacts on housing affordability and minimises or eliminates circumstances that lead to increases in the demand for more affordable types of housing including social housing. This includes avoiding piecemeal patterns of development driven by private sector projects that are poorly aligned to a strategic policy framework. These types of projects may render people without access to transport and support, leading to increased household costs and the risk of mortgage default driving the demand for government subsidised social and affordable housing. In some locations there is even the risk of negative equity if planning is very poor.
- Working to achieve multi-sectoral and inter-governmental commitments to action on housing affordability including at the national level
- Encouraging design innovations that improve housing choice, diversity, responsiveness and affordability
- Encourage wherever possible infill approaches to housing provision including scope for smaller types of housing such as Fonzie Flats, grannie flats, secondary dwellings and tiny houses available and accessible to more than family members
- Enable mechanisms such as inclusionary zoning as well as more strategic land banking towards social and affordable housing solutions



## 4. Solutions and directions

The following table outlines support for certain existing provisions in the draft plan as well as suggestions where housing affordability outcomes could be strengthened:

Ref	Item	Comment and resolution
Grow	<p>It is noted that SEQ residents in the consultation believed that population growth would inevitably lead to higher density housing and that 50 per cent of residents support medium density housing in their suburb.</p> <p>There was also support for the relationship between density and amenity and access.</p> <p>Overall community attitudes expressed in the draft plan seem positively geared towards more intensified urban environments and more diverse housing types.</p>	<p>This is an important foundation for the State Government and Councils to actively support ongoing community education about population growth and housing needs.</p> <p>This level of community support is an important basis for political and strategic leadership drawing the community forwards to embrace the challenge of growth through practical support for diverse housing types and tenures.</p> <p>There are times when negative community attitudes to developments prevent innovation and/or higher density developments or smaller types of housing including smaller lot developments.</p> <p>State and local governments could work with community sector peaks and industry bodies to show leadership towards an educated and enabled community willing to embrace diverse housing solutions that move away from sprawling patterns of development typical until now.</p>
Megatrends	Q Shelter acknowledges the powerful impact of changes to health, ageing and preferences for housing.	Q Shelter fully supports a planning framework supportive of a range of household sizes and structures enabling new models of living, service provision and lifestyle. Q Shelter also support patterns of housing development that enable people to age in place.
A 50 year vision for SEQ	Q Shelter supports reference to affordability and choice in relation to housing.	Q Shelter suggests that the vision could be more explicit in focussing on the prevention of locational disadvantage and ensuring that all development includes mixed tenures and types of housing and is accessible to essential infrastructure thus improving wellbeing and the sustainability of households in being autonomous and self-sufficient.
Goal 1 Elements 1, 2,3 and 4	<p>The draft plan includes reference to housing diversity as a basis for providing housing choice and affordability.</p> <p>The plan also is supportive of strategies to achieve infill</p>	Q Shelter is supportive of a framework that maximises housing diversity including the potential for higher density in areas with good services and infrastructure. In light of known population needs Q Shelter also supports smaller lots and much smaller dwellings as part of in-fill approaches to development. The scope for higher density



Ref	Item	Comment and resolution
	development, better use of underused urban locations within the existing footprint, better land supply approaches and	<p>development needs to be as broad as possible to fully capitalise on existing infrastructure, creating as many lifestyle options as possible.</p> <p>In particular Q Shelter notes the plan’s reference to small scale housing such as Fonzie Flats and is supportive of a plan and planning schemes that take a very flexible and enabling approach to this type of low-impact infill development which could contribute to realising both housing affordability and economic development opportunities.</p> <p>Q Shelter also supports the plan’s attention to the ‘missing middle’ range of housing creating more alternatives between detached houses and high rise.</p> <p>Councils and the State Government need to play an active role in facilitating and leading community education about the importance of housing density and diversity to wellbeing. Community attitudes to housing diversity need to keep pace with actual community needs. Community sector peak bodies and industry bodies could also play a role in community education and shaping public opinion, reducing the risk that community opposition to developments prevents sustainable housing solutions.</p> <p>Q Shelter acknowledges provisions in the plan to achieve 60 per cent infill within the existing urban footprint. Everything possible must be done to achieve infill approaches to development in light of the poor track record in achieving adequate infrastructure in greenfield sites.</p>
Goal 1	It is noted that the Queensland Government plans to monitor planning schemes and land stock annually to track their performances against the dwelling supply and employment planning benchmarks.	Q Shelter is strongly supportive of greater performance monitoring and evaluation of outcomes in the delivery of the regional plan and planning schemes, particularly in relation to land supply.
Potential future growth areas	It is noted that a number of potential growth areas are identified. It is understood these are not necessarily earmarked for development but are intended to respond subject to monitoring of land supply and development	Q Shelter appreciates the need for such forward planning. These areas are generally not well serviced by infrastructure however and would need to be the subject of robust social plan development to ensure adequate transport, support services, schools, employment and recreation. Social plans need to be timely and ensure the capacity to deliver services in



Ref	Item	Comment and resolution
	activity which shows that infill or other benchmarks may not be achieved.	line with housing development if any of these areas are required for new residential communities.
Goal 2 Element 3	It is noted that the regional activity centres network is intended to achieve integrated economic and social needs and drive productivity.	<p>Q Shelter strongly supports the integration of residential developments with existing and emerging regional activity centres. Complementary activities in well-designed urban environments can contribute significantly to place-making and more integrated outcomes between where people live and work. This can also reduce reliance on transport and create opportunities for walkability between services, employment and home as well as support telecommuting as part of the structure of employment.</p> <p>Where varied uses are integrated to include commercial, retail and other types of infrastructure, the urban form becomes even more important. Everything possible should be done to support excellence in urban design to achieve high quality, walkable, well-serviced urban environments that successfully integrate and synergise uses to achieve symbiotic economic and social outcomes.</p> <p>Regional activity centres would serve as good locations for the development of social and affordable housing. Q Shelter suggests that there needs to be concerted effort involving government, private land holders and the community housing provider sector in identifying strategic opportunities for mixed use and mixed tenure development in key locations. This requires active facilitation of partnerships involving these key stakeholders.</p>
Goal 3 Element 2	Integrated planning is proposed as a way of delivering a strategic transport system that connects people, places and employment. Integrated planning is also intended to coordinate and integrate the delivery of infrastructure and services at regional, sub-regional and local levels. This element also intends to support the integration of infrastructure project planning with local land use planning and where feasible capturing land value uplift to fund projects.	Q Shelter supports a more integrated approach to planning
Goal 4	The affordability of living options is	Q Shelter is strongly supportive of strategies



Ref	Item	Comment and resolution
Element 5, 6, 9	included as part of the goal on sustainability. It rightly points out that affordability of living is about housing and other costs such as travel and energy. This goal acknowledges also that there are more than just costs to the household being housed but also broader costs to the community depending on the sustainability of housing (design, cost, location, links etc).	<p>focussed on ensuring that all communities have adequate and appropriate social infrastructure. Q Shelter also supports the intention to enhance community connections through investment in the arts, recreation, education, health and public safety as well as social housing facilities.</p> <p>Q Shelter notes the inclusion of strategies focussed on ensuring access to transport options, provision of various affordable living options taking into account the real costs to households and the broader community and incorporating social needs in the land use and infrastructure planning process.</p> <p>We fully support Element 9 focussed on affordable living and using the planning system to increase housing choice and affordability, the promotion of supply in good locations and targeting state and council owned land for affordable and social housing.</p> <p>Across these areas, there has been a poor track record of working strategically and in practical ways to put in place appropriate mechanisms and levers and little attention to the performance of plans in these areas, nor the effective measurement of outcomes and impact over time.</p> <p>The critical importance of housing diversity and affordability combined with location and infrastructure provision require more detailed examination to identify actual, practical mechanisms that have the best chance of real improvements. There is a very real possibility that even with land releases and increased housing supply that the push factors from relatively well serviced areas are so great that SEQ continues to be divided along fault-lines related to income, education levels, employment and other known indicators of advantage/disadvantage. SEQ as the location for most of Queensland’s population requires leading edge planning practices to overcome serious inequity and inequality in terms of patterns of human settlement. As such, Q Shelter suggests a specific housing affordability task force as part of the continued development of the regional plan to ensure that specific measures such as inclusionary zoning, improved in fill development, scope for more</p>



Ref	Item	Comment and resolution
		housing diversity, and public, private, community partnerships to realise social and affordable housing opportunities in regional activity centres. A proactive, pre-emptive approach is needed to ensure both the mechanisms and the capacity for monitoring and evaluation.

## 4. Conclusions

Q Shelter supports the goals and strategies included in the draft plan that are focussed on sustainable and affordable living including the integration of housing and infrastructure development.

Unfortunately the patterns of development in SEQ thus far combined with an overall shortage of housing supply and market driven patterns of residential development, have entrenched existing spatial disadvantage rendering more disadvantaged people likely to live away from the best employment, education and training opportunities as well as transport, in the only housing they can afford.

There is a need for significant, strategic interventions to reverse this trend and achieve social and affordable housing throughout the local government areas identified and in locations richly serviced by key types of infrastructure essential to a good life.

Q Shelter suggests the need for a strategic forum involving key community, government and private sector stakeholders to drive answers to key questions about how a planning framework can best support housing diversity, appropriateness and affordability. There is a real risk that a future regional plan will name key issues and identify broad strategies without any detailed implementation and monitoring capacity.

## 5. Contact

Q Shelter will contact QDILGP to discuss the scope for a forum and ongoing task force. Contact with Q Shelter is through the Executive Director Leone Crayden contactable on 3831 5900 or [leone.crayden@qshelter.asn.au](mailto:leone.crayden@qshelter.asn.au).