



**SHELTER**  
because housing matters

# QUEENSLAND STATE BUDGET

2021-2022







# HOUSING & HOMELESSNESS ACTION PLAN

2021-2025



## OUR RECOMMENDATION

## BUDGET DELIVERS

 <p><b>Housing supply</b> Capital investment in 3000 dwellings per year for 20 years including housing for people with disability and Aboriginal and Torres Strait Islander households.</p>	<p><b>New \$1 billion Housing Investment fund to support the delivery of social and affordable housing.</b> \$1.908 billion in social housing initiatives over four years across Queensland including the Housing Investment Growth Initiative funding capital and immediate responses such as expanded head-lease programs</p>
 <p><b>More support for sustained tenancies</b> Support for up to 20,000 vulnerable households in Queensland applying place-based and evidence-led solutions.</p>	<p>Housing Action Plan (HAP) provides a commitment to integrating government and non-government services. Specific measures to fund responses to domestic and family violence.</p>
 <p><b>Improved planning system</b> Planning reforms supporting growth and diversity of housing including housing measures through City Deals.</p>	<p>HAP commits to investigating planning reforms such as inclusionary zoning. The Housing Action Plan aims to deliver social and affordable housing using state planning and economic development tools.</p>
 <p><b>Reduced operating costs</b> Insurance solutions through QGIF and consistent and effective rates concessions.</p>	<p>Community Housing Operating Model includes scope to reduce insurance costs on department-owned properties. HAP includes measures to engage local governments in housing and homelessness solutions.</p>
 <p><b>Stronger sector</b> Optimal use of community housing assets and equity to leverage growth.</p>	<p>Community Housing Operating Model supports growth activities through a new streamlined master agreement, longer leases, greater cashflows and greater certainty for investors and financial institutions enabling borrowing to fund growth.</p>
 <p><b>Peer leadership &amp; capacity</b> Training, support and ongoing structures that involve and include peers in driving policy, program, and service delivery improvements.</p>	<p>Action Plan includes an action to co-design homelessness and housing service system and practice improvements with service users.</p>
 <p><b>Workforce capacity &amp; capability</b> Genuine investment in skill development to deliver high quality services with proven results.</p>	<p>Action Plan includes action focussed on equipping the workforce with skills, practice and tools needed to deliver integrated front-line responses.</p>
 <p><b>Service integration</b> Ongoing service integration groups at the front-line across 15 locations.</p>	<p>Action Plan commits to enhance the Coordinated Housing and Homelessness Response. Budget includes funding certainty for the CHHR for four years</p>

## OUR RECOMMENDATION

**1. HOUSING SUPPLY:** That the Queensland Government fund an additional 3000 social and affordable housing dwellings per annum over the next 20 years to meet the needs of Queenslanders on low and moderate incomes, using both a capital investment strategy and operating subsidies as needed, to ensure ongoing viability of community housing providers. This includes scope for specialist housing projects responding to the needs of young people, Aboriginal and Torres Strait Islander peoples, older women and people living with disability.

**2. HOUSING SUPPLY:** That the Queensland Government establish clear short-term and long-term social and affordable housing targets in locations where there is market failure to ensure the needs of vulnerable Queenslanders are met. These targets should be in the context of broader housing construction targets to meet overall housing shortfall.

**3. HOUSING SUPPLY:** That the Queensland Government continues to support the requirement to legislate accessible housing requirements through the National Construction Code for new and extensively modified housing. This includes mandating the LHDG Gold Level (Option 3) for all new Class 1a and Class 2 dwellings.

**4. HOUSING SUPPLY:** That a subsidy program is funded by the Queensland Government to retain NRAS properties as affordable rental housing.

**5. HOUSING SUPPLY:** That funding for the Community Rent Scheme (CRS) in Queensland is increased to help address increased rental costs in regions with low rental vacancies.

**6. HOUSING SUPPLY:** That expanded Build to Rent (BtR) funding is available to encourage private and community sector involvement in affordable BtR projects in key locations close to transport, employment and services.

## BUDGET DELIVERS

\$1.813 billion Queensland Housing Investment Growth Initiative (QHIGI) and the establishment of a new \$1 billion Housing Investment Fund to provide returns to fund social housing. Partnering with community housing providers, not-for-profit organisations and the private sector to commence construction of more than 6,365 new homes across the state by 30 June 2025. And quickly adding 1000 social housing headleased homes over 2 years through Help to Home.

The investment includes QuickStarts Qld which will achieve 2,765 new social housing commencements across Queensland with targets for nine regions in Queensland. QuickStarts includes homes in Aboriginal and Torres Strait Islander communities and is broader than Local Housing Plans. The State Government has defined nine development regions taking in all of Queensland. This includes eight sub-regions in SEQ (total of 16). This builds on the Housing Construction Jobs Program which focussed on five identified regions for growth projects. QuickStarts will accelerate work already programmed while increasing the number of locations where funding is available for growth projects.

Under the Housing Investment Fund, construction will begin on over 3,600 social and affordable housing properties through joint investments before 30 June 2025, with a range of non-government and industry partners. It will also quickly add 1000 social housing headleased homes over 2 years through Help to Home.

The HAP includes measures to co-design housing responses with people living with disability and peak and expert organisations. It also states that there will be work done to increase access to NDIS and SDA packages. The HAP signals that the State Government will work across government to deliver integrated responses that increase the diversity and supply of housing for people living with disability.

The Help to Home initiative aims to source private market headleases to meet emergent need for anyone who can no longer afford to rent their NRAS property. If their landlord chooses to increase rent after the NRAS incentive expires on their property, there is a range of housing assistance available through the department. For eligible people, this could include a Help to Home or other headleased property, or social or affordable housing (existing or additional constructed under the plan). There is not a specific subsidy program to extend or replicate NRAS.

Help to Home initiative aims to source private market headleases to meet emergent need.

The combined Housing Investment Fund and QuickStarts create varied growth opportunities which could support mixed tenure projects including affordable rental.

## OUR RECOMMENDATION

## BUDGET DELIVERS

<p><b>7. HOUSING SUPPLY:</b> That funding is available for three pilot projects responding to the needs of older women, and that a specialist support service is also funded to assist older women to find their housing pathways.</p>	<p>Housing solutions for older women are included in the HAP with potential housing solutions from across the Housing Investment Fund, QuickStarts Qld and Help to Home. The Action Plan commits to develop and deliver housing with support for older Queenslanders experiencing or at risk of homelessness including responses for older women, working with the aged care, health and disability sectors. It commits to enhance access to information on private housing options.</p>
<p><b>8. REDUCED OPERATING COSTS:</b> That the Queensland Government reviews property insurance requirements for community housing providers, including clarifying requirements for insuring government owned properties. It is recommended that insurance options are available to community housing providers through the Government Insurance Fund (QGIF).</p>	<p>TBA</p>
<p><b>9. REDUCED OPERATING COSTS:</b> That the Queensland Government influence local governments and the Local Government Association of Queensland (LGAQ) to adopt uniform rates' concessions for community housing providers as a direct measure to improve their financial sustainability and growth opportunities.</p>	<p>The HAP signals a government commitment to work with regional council to increase and diversify the supply of housing, including opportunities for alternative government and non-government investment and incentives.</p>
<p><b>10. IMPROVED PLANNING SYSTEM:</b> That the Queensland Government ensure all future City Deals in Queensland have clear housing affordability outcomes and provisions as a central element. The Queensland Government should also include housing affordability as a central element in the City Deal for SEQ. This includes clear social and affordable housing targets, optimising land use outcomes and leveraging social housing and affordable outcomes at scale.</p>	<p>The HAP will investigate mandating social and affordable housing as part of infrastructure initiatives, and the development or sale or state-owned land suitable for large scale residential development. Q Shelter will continue to champion the role of City Deals to identify specific measures for identified regions.</p>
<p><b>11. IMPROVED PLANNING SYSTEM:</b> That the Queensland Government reforms planning legislation and regulations to allow for inclusionary zoning mechanisms that facilitate the delivery of social and affordable housing across well-located sites and varied locations. This includes establishing a clear head of power in the State planning legislation to enable local governments to leverage the delivery of affordable housing for low to moderate income households.</p>	<p>The HAP signals the investigation of the introduction of inclusionary planning requirements into the Queensland planning framework.</p>
<p><b>12. IMPROVED PLANNING SYSTEM:</b> That the Queensland Government require the removal of exclusionary zoning mechanisms, such as areas only being available for single family dwellings, to enable the delivery of additional dwelling types. It is also recommended relaxing requirements to allow housing mix in all neighbourhoods.</p>	<p>The HAP identifies reviewing the Queensland planning framework's approach to regulating development. The HAP also identifies exploring opportunities to deliver social and affordable housing in new growth areas including affordable by design principles and planning incentives.</p>

## OUR RECOMMENDATION

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

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

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

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

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

## BUDGET DELIVERS

The Housing Action Plan (HAP) identifies reviewing the Queensland planning framework's approach to regulating development. The department has confirmed that it will work with Q Shelter to explore best use of all types of dwellings, including secondary dwellings.

The HAP signals a government commitment to work with regional council to increase and diversify the supply of housing, including opportunities for alternative government and non-government investment and incentives.

The Housing Investment Fund and QuickStarts each support housing growth contributing to employment outcomes across the state.

The HAP identifies the investigation of mandating social and affordable housing as part of Priority Development Areas, infrastructure initiatives, and the development or sale of state-owned land suitable for large scale residential development.

The HAP identifies the importance of neighbourhood and community centres to provide access to support services, and to provide spaces for social activities. It also commits to revitalising social housing precincts. There is more work to do to achieve adequate social planning benchmarks and Q Shelter's work to provide resources and training to local governments combined with planning system reforms remain an opportunity to improve.



## OUR RECOMMENDATION

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

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

**20. ENHANCED SUPPORT FOR SUSTAINING TENANCIES:** That the Queensland Government adopts a sustaining tenancies framework and strengthens the focus on prevention and early intervention through an integrated, multi-sectoral approach.

**21. ENHANCED SUPPORT FOR SUSTAINING TENANCIES:** That the Queensland Government continues with the rental reforms and commences Stage Two of the reform process.

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

## BUDGET DELIVERS

The Housing Action Plan commits to a range of measures to support vulnerable people to stay in their homes, including:

- Co-design homelessness and housing service system and practice improvements with service users and sector experts.
- Better integrate service delivery across government and community services, including through joint assessment, pathway planning, referral protocols and information sharing.
- House people who are in crisis and transition them to longer term housing with on-site or mobile support
- Enhance the suite of private market products and services to assist people to obtain and sustain private housing
- Work with peak bodies to enhance access to information on private housing options, including digital platforms
- Assist vulnerable young people to achieve social and economic independence through an integrated framework of housing with support
- Provide culturally responsive housing with support through a frontline service offer to Aboriginal and Torres Strait Islander peoples across the housing continuum including culturally responsive pathway planning and care coordination
- Deliver enhanced frontline service responses for women and families experiencing or at risk of domestic and family violence including \$20million funding within the budget

While this principle is not addressed directly, there is a commitment in the HAP to develop and co-design other system improvements with service users and sector experts.

See response to 18 and actions 6-10 in HAP

The HAP identifies the delivery of rental law reform in Queensland, including minimum standards, to better protect renters and lessors and improve stability in the rental market. The HAP includes a number of residential sector reforms (which include boarding houses) to give people who reside in a range of accommodation options, and their operators, a clear regulatory framework. This includes the implementation of reforms to retirement villages relating to payments, enhanced consumer experience including improved information and advice for residents and other improvements that aim to address resident safety.

The HAP commits to equipping the government and community sector workforce to develop the skills, practice, and tools needed to deliver person-centred, coordinated, outcomes focussed housing with support services. Q Shelter will be working with other peaks to ensure this translates to funded workforce development initiatives in Queensland.

## OUR RECOMMENDATION

**24. STRONGER SECTOR: (A)** That the Queensland Government enables optimal use of social housing assets and equity including leveraging the advantages provided by community housing organisations.

**24. STRONGER SECTOR: (B)** That the Queensland Government resolve as quickly as possible the development of Tripartite Agreements between State Government, NHFIC and CHPs.

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

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

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

## BUDGET DELIVERS

Community housing program policy and legal agreement improvements will be delivered in 2021 to support the Queensland Budget and Housing Action. They include:

- a single, modernised master legal agreement that will make doing business with government simpler and more certain
- increased certainty of cashflow through new program policy settings, including longer lease terms
- greater certainty for CHPs, government, financiers and potential third-party investors to enable CHPs to borrow funds and attract investment partners
- reduced costs of property insurance for dwellings leased from the department.
- new policy and program settings and the master legal agreement will be available in 2021.

Committed improvements include greater certainty for CHPs, government financiers and potential third-party investors to enable CHPs to borrow funds and attract investment partners. The department has confirmed this includes tripartite agreements.

The Action Plan commits to co-designing homelessness and housing service system and practice improvements with service users. As such, Q Shelter will continue working with the DCHDE to ensure the Peer Leader Group at Q Shelter helps shape these opportunities and that we grow the opportunities for service users to shape the future.

Now that there is a new HAP that commits to co-designing system improvements with service users, Q Shelter will work with other peaks to ensure that governance and working groups include the voice of social housing tenants and people with lived experience of homelessness. One example is a forthcoming workshop with members of the Housing Older Women group who will shape responses to housing need.

Action Plan commits to enhance the Coordinated Housing and Homelessness Response. Budget includes funding certainty for the CHHR for four years.

## OUR RECOMMENDATION

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

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

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

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

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

## BUDGET DELIVERS

There is significant mention of place-based responses in the Housing Action Plan (HAP) and Q Shelter will continue to propose regional governance groups to advance regional plans, identify and solve challenges, while also realising regional opportunities.

The HAP states that the Queensland Government will form the Queensland Community Housing Steering Committee and through this standing committee we will drive improvements under the Housing and Homelessness Action Plan.

The HAP includes various actions focussed on co-designing housing options with people with disability, working with NDIA to assist people to maximise National Disability Insurance Scheme packages and SDA, as well as working across Government to increase the diversity and supply of housing for people living with disability.

There are actions in the HAP focussed on developing a formalised service delivery framework between state government agencies to prevent people exiting government services into homelessness. There is also an action to co-design a community-based multi-disciplinary case management model of service delivery for people who are experiencing homelessness who have multiple health needs. Queensland Health is identified as a key partner and against some specific actions is the lead.

The HAP includes various actions focussed on co-designing housing options with people with disability, working with NDIA to assist people to maximise National Disability Insurance Scheme packages and SDA, as well as working across Government to increase the diversity and supply of housing for people living with disability.