

# Noosa Housing Needs Assessment 2021

**A Technical Report on the Context of  
Housing and Households  
in Noosa Shire**

*Endorsed by Council, on 16 December 2021, for the purpose of  
informing a Housing Strategy for Noosa Shire*



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# Executive Summary

*“We are facing a housing emergency that is having an impact on the economy, on our businesses and affecting the liveability of our communities” Mayor Clare Stewart 19 July 2021.*

In 2021 Noosa Shire Council has regarded the Shire as being gripped by a housing crisis, which is having a significant social and economic impact on the community.

Metropolitan and regional communities across Australia have been reporting a lack of affordable housing, a shortage of permanent rental vacancies and struggles for first home buyers and sole income households particularly, in securing appropriate housing. Regional communities are experiencing difficulties in attracting and retaining key workers where permanent accommodation is lacking and holiday and lifestyle destinations, like Noosa, are acutely affected.

Noosa Shire has a finite supply of developable land however by 2041, development needs to cater for around 6,400 more dwellings than existed at the 2016 census. Future housing will largely be provided through 'infill' development within existing residential areas, on well located, under-utilised land, and within town centres in a mixed-use format.

In July 2020 Noosa Council adopted a new planning scheme (Noosa Plan 2020). This plan includes a strategic intent for housing to meet diverse needs of the community. It recognizes that different housing types and styles are needed to provide choices, ensuring people's housing needs are catered for, regardless of age and mobility, household size and budget. By providing housing choice in each local area, a greater mix of people and ages are accommodated and this can provide a more diverse community.

Around 80% of housing in the Shire is separate houses comprising three or more bedrooms. Residential units and communal living such as retirement and aged care make up the remainder. It is projected that by 2041 some 30% of the total housing stock should be multi-unit housing styles, particularly small one and two bedroom dwellings to cater for smaller households.

In March 2021 Noosa Council resolved to update the Noosa Council 2017 Housing Needs Assessment prepared by Briggs & Mortar Pty Ltd, with regard to the provisions of Noosa Plan 2020 and the current local housing situation and trends.

This review has confirmed—

- The demand for residential properties in Noosa Shire is very high;
- Persons not already owning property, will find it difficult to enter the market in Noosa Shire;
- The availability of homes for permanent rentals has diminished and weekly rents increased significantly in the last few years;
- Incomes and wages for jobs located within Noosa Shire are not keeping up with the rising cost of accommodation or commuting;
- Businesses and other workplaces are experiencing difficulty attracting and retaining employees who cannot afford to live in the area, this has in instances resulted in businesses down-scaling or even closing;
- COVID-19 and the Royal Commission have impacted the aged care and retirement sector and operators have reduced capacity to invest in capital works, including construction of new developments for which they already have approvals;
- The opportunities for additional social housing are limited and further action or intervention by Council is likely to be necessary before it is delivered

Noosa Council has indicated a strong desire to take action to relieve the pressure on the local housing market and facilitate greater housing choice for the community moving forward, before there is further social and economic impact on the Shire. As a result it is the recommendation of this study that Council adopt a Housing Strategy that specifically addresses improving housing choice and affordability within the Shire.

Such a Strategy should include an implementation plan which sets out the resourcing implications and budget allocations for each action. It is suggested actions may broadly fall within the categories of—

- Land use planning – including specific amendments to the local planning instruments;
- Advocacy – to other levels of government for changes and initiatives identified in this report; and
- Partnerships –
  - To deliver social and affordable housing
  - With State Government to increase social housing supply in Noosa Shire
  - With Commonwealth Government by seeking funding commitments for housing in Noosa Shire
  - With Community Housing Providers; and
  - With other local governments
- Investment – committed by Council to deliver the agreed actions and advocacy

# 1. Introduction

## 1.1 Prior Housing Needs Assessment

In 2016-2017 a Housing Needs Assessment for Noosa Shire was prepared by Briggs & Mortar to inform the preparation of a new planning scheme, in accordance with the requirements of the Queensland State Planning Policy – State Interest Guideline, Housing Supply and Diversity, 2016.

The project aims as outlined by Council were to:

- Provide a clear understanding of Noosa Shire’s current housing situation and trends and project housing needs into the future including those for specific groups (e.g. older people);
- Review competing interests between permanent residents and short-term visitors for housing stock;
- Inform policy aimed at addressing housing needs shortages and improving housing choice within the Shire.

In 2016 it was apparent that as a highly sought after and affluent coastal location, market conditions had favoured the development of particularly large, low density and bespoke dwellings in many parts of Noosa Shire where the focus was on lifestyle and amenity. As a consequence, Noosa Shire saw various housing issues emerge including:

- Housing affordability, especially for low income households and key workers;
- A lack of accessible or adaptable housing for older people and people with special needs;
- A mismatch of housing size and household size (albeit some may be by choice or circumstance);
- A shortage of affordable and appropriate aged accommodation;
- A lack of housing diversity, and particularly smaller dwellings;
- Low levels of social and emergency housing;
- Conflict between holiday makers and permanent residents.

This study informed **Noosa Plan 2020** with the aim of addressing these issues to the extent possible through land use planning.

Since the commencement of Noosa Plan 2020, circumstances in the local and broader national housing market changed significantly, in part because of fiscal policy, interest rates and the impacts of the COVID19 pandemic. In 2021 home ownership and affordable rental accommodation eludes many low to moderate income earners, having an impact on the social and economic composition and functioning of the Shire.

This report seeks to update the findings of the Briggs and Mortar report, and inform future local policy, including planning scheme amendments.

## 1.2 Purpose of this Report

The purpose of this report is to present the facts and figures of the local housing market and to lay bare the level of unmet housing need in Noosa Shire, now and into the future. The Housing Needs Assessment accords with the requirements of the Queensland State Planning Policy in relation to housing supply and diversity.

The State Interest Statement on Housing Supply and Diversity is: Diverse, accessible and well-serviced housing, and land for housing, is provided and supports affordable housing outcomes.

One of the State Interest policies to be advanced in local planning schemes is that the development of residential land is facilitated to address and cater for all groups in the current and projected demographic, economic and social profile of the local government area, including households on low to moderate incomes.

In September 2021, the State released “*Integrating state interests in a planning scheme: Guidance for local governments*”.

This publication determines a housing needs assessment is necessary to estimate the required quantities of different dwelling types, sizes and tenures to best cater to the projected resident demographics in the local government area over the life of the planning scheme. And that such a document be undertaken every ten years to ensure up to date demographic data and trends informs the planning scheme provisions. While the last housing needs assessment was completed less than 5 years ago, much has changed in that period.

While housing provision is not specifically the responsibility of Local Government, the Queensland Government has an expectation that Local Government planning schemes will support an adequate supply and diversity of housing through the identification of suitable land for housing development and inclusion of planning provisions that support the supply of a diverse range of housing that is high-quality, well-serviced and appropriately located.

### 1.3 Monitoring of Noosa Plan 2020

In approving the adoption of Noosa Plan 2020 in February 2020, the Minister of State Development, Manufacturing, Infrastructure and Planning placed several conditions on Noosa Council. This included the requirement that for a period of two years from commencement of the scheme in July 2020, Council was to monitor the provisions relating to short-term accommodation, tourism and housing supply considering the outcomes sought across the residential zones. This was to include a detailed analysis of the existing situation within Noosa Shire, including numbers and types of short-term accommodation uses, and forecast the potential long term impacts of short-term accommodation across the residential zones, and have consideration to the state interests in housing supply and diversity.

In addition to the Minister's condition, Council also specifically resolved to monitor over a period of 2 years, the effectiveness of the provisions of Noosa Plan 2020 in enabling the delivery of housing choice and affordability to meet the diverse needs of the community, specifically housing for those in the community on low incomes, with special needs or in identified groups in need of community and affordable housing.

The completion of this Housing Needs Assessment will inform these monitoring requirements.

## 2. Housing Market Context

Noosa Shire is a very desirable place to live. The sub-tropical climate, landscape, surf beaches and waterways, amenities and lifestyle have attracted visitors and residents for generations, joining long term families who managed the landscape and harnessed food and forestry resources.

Located within a two hour drive of the Brisbane City CBD, the Shire enjoys good access to both the capital and to major employment and service centres such as the principal regional activity centre of Maroochydore. The expanding Sunshine Coast Airport, the railway line, the Bruce Highway and Sunshine Motorway all ensure high levels of inwards and outwards trips each day.

Located at the northern end of South East Queensland Noosa Shire is widely known as being part of the Sunshine Coast. However, it is also the southern gateway and includes part of the Great Sandy Region. Unlike areas closer to the capital, Noosa Shire is not considered greater Brisbane and retains a distinctive regional context. While sharing many common values the Shire is made up of discreet subcultures depending on where one lives.

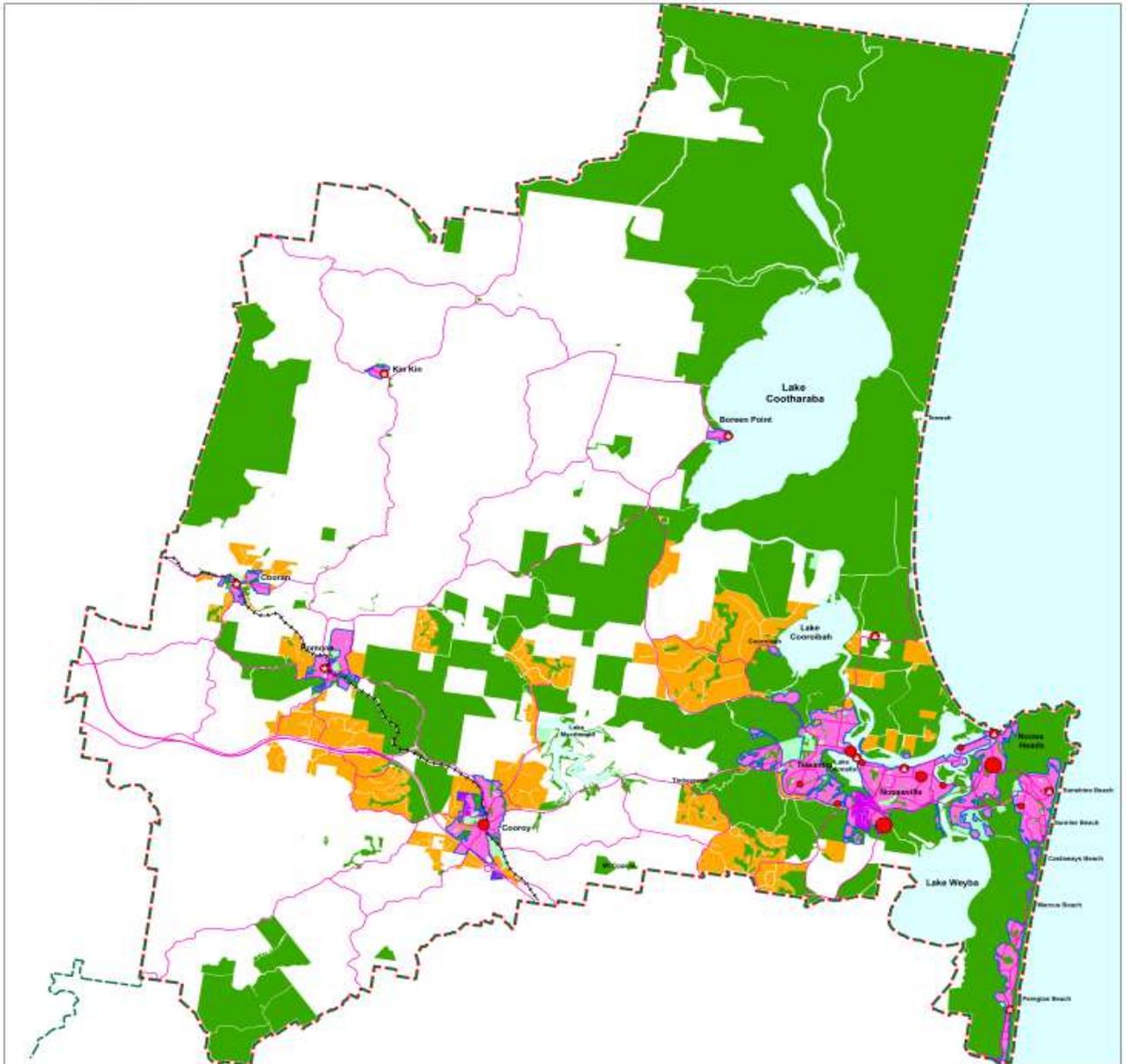
- Coastal urban communities have a casual outdoors lifestyle underpinned by a strong affinity with the Beaches, Noosa River and other waterways, the National park and sport and recreation facilities.
- Hinterland towns and villages have a strong sense of heritage and history. Rich with older character buildings and large leafy yards, these towns and villages are family focussed with outdoor recreation opportunities focussed on nearby bushlands and waterways.
- The residents of the rural and semi-rural areas have particularly close ties with the land including bushland and farmlands. They enjoy seclusion with relatively easy access to goods and services.
- Relative wilderness to the north of the Noosa River where ease of access is traded for secluded lifestyles.

Figure 1 shows the regional location of Noosa Shire, whereas Figure 2 shows the settlement pattern within Noosa Shire.

Figure 1 Regional Context of Noosa Shire



Figure 2 Settlement Map of Noosa Shire



**Shire Boundary**



**Land Use Categories**

-  Urban Boundary
-  Urban Area
-  Industry Area
-  Major Recreation Area
-  Rural Residential Area
-  Major Conservation Area

**Transport Elements**

-  Major Road Network
-  Railway

**Centres Hierarchy**

-  Major Centre
-  District Centre
-  Local Centre
-  Neighbourhood C
-  Visitor Centre

Housing stock in Noosa is noticeably dominated by medium to large detached houses plus semi-attached or attached housing of at least three bedrooms. Older units are more likely to be two bedrooms.

Since the turn of the 21st century Noosa Shire has experienced low levels of development as developable land is depleted. Housing, in all forms, is limited and as demand outstrips supply, more and more members of the community struggle to find housing suitable to their needs and circumstances.

As the cost of land has significantly increased over the last couple of decades, the construction cost of individual dwellings has also noticeably increased with a smaller number of high-end units being developed in preference over a higher number of small modest units. In some cases, lots which could yield two or three dwellings are developed for one new house and separate adjoining house blocks have been bought and consolidated to allow for a larger home and outdoor recreation space.

The property sector has evolved to meet the increased expectation of home buyers and investors, in a manner that maximises profitability. Consumer expectations of the 1970s and even 80s were quite low compared to today. A larger floor plate results in more bedrooms, more bathrooms, multiple living areas, outdoor entertainment areas and a double lock up garage.

Conversely the majority of households are made up of just one or two people<sup>1</sup> and there is no expectation this would change. However even small households with the means prefer larger dwellings for both resale investment and for the ability to accommodate guests.

Over many decades subsequent Council decision makers have reflected the community wishes in protecting the natural values of Noosa Shire and the lifestyle afforded by those values by ensuring large tracts of open space, low rise / low scale development, quality built form and landscaping provisions and an absence of city symbols. Unlike other local government areas Noosa Shire has not depended on a momentum of growth and large scale, high rise and high density development proposals have been rejected on the basis that they represented an overdevelopment of their site and did not respect the scale or character of their neighbourhood.

Since the completion of the Briggs & Mortar report there have been significant changes within the housing market throughout Australia. Interest rates have been exceptionally low and borrowing for investment houses or holiday homes has become a favoured form of investment. Negative gearing continues to offer tax benefits and is not likely to be wound back in the near future. While interest rates are low and return on savings negligible, purchase prices are high so saving a 20% deposit makes purchasing particularly difficult for first home buyers.

The RBA has published a paper that shows housing prices are typically more sensitive to changes in interest rates in areas where land is limited and more expensive; that housing prices in more expensive areas are more sensitive to changes in interest rates than in cheaper areas. They suggest that lower interest rates increase housing wealth inequality, while higher rates do the opposite.

Following a referral in July 2021, the Federal House of Representatives Standing Committee on Tax and Revenue is conducting an inquiry into the contribution of tax and regulation on housing affordability and supply, specifically they will—

- Examine the impact of current taxes, charges and regulatory settings at a Federal, State and Local Government level on housing supply;
- Identify and assess the factors that promote or impede responsive housing supply at the Federal, State and Local Government level; and
- Examine the effectiveness of initiatives to improve housing supply in other jurisdictions and their appropriateness in an Australian context.

Submissions to this inquiry closed on 13 September 2021 and included many informed perspectives.

The Planning Institute of Australia has made the point in its submission that housing unaffordability cannot be solved by more supply in the market. A focus only on maximizing supply would

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<sup>1</sup> 2016 median occupancy rate was 2.4 persons

compromise the value of planning in shaping productive, liveable and sustainable cities and towns. A genuine conversation about housing affordability needs to address factors influencing unaffordability, including the market demand drivers, tax setting and property development practices.<sup>2</sup>

In Noosa Shire there's been a noticeable increase in the number of dwelling houses and other attached and semi-attached forms of housing being offered either frequently or sporadically for short-term holiday letting. Conversely there has been increasing pressure on traditional holiday resorts to accommodate permanent residents, particularly one and two person households who wish to downsize into smaller accommodation due to lack of availability in traditional residential areas.

Most recently international travel has been curbed significantly due to the COVID19 global pandemic and Australians have sought domestic lifestyle destinations. Ex-pats abroad have returned to live in local properties and there's been an exodus from capital cities for regional lifestyle areas, particularly in Queensland

Noosa Shire has seen an increased demand for permanent accommodation with a large number of properties changing ownership and many properties exiting the permanent rental market in favour of owner occupiers. In general terms demand for housing and holiday rentals is far exceeding supply.

The federal government has sought to address the challenge for home buyers in a number of ways. The Family Home Guarantee is designed to assist single parents secure a loan with a deposit of just 2%. First Home buyers are now able to access some of their superannuation for a home deposit. These schemes may assist some individuals but will not reduce the demand or cost of housing, just increases the number of people in the buying market. It is frequently suggested such schemes drive prices higher.

The COVID19 economic downturn led to a temporary HomeBuilder grant for individuals and couples who built or bought a new home or substantially renovated an existing home that they would occupy. This was probably of most relevance for major renovations in Noosa Shire as new housing stock is limited and the renovation had to be \$150,000 or more in value.

At the same time people chose to put money into their homes, stimulating the construction, landscape and furnishings sectors. Community sentiment has been that it's hard to secure trades people and that building materials, floor covering, plumbing supplies, furnishings etc. are all increasing in cost and decreasing in availability. The Urban Developer suggests that a construction supply crisis is affecting residential development projects across the country as a critical shortage of building materials delays commencement and completion of projects with cost blowouts along the way. COVID19 has led to increased shipping costs and the 2019-20 bushfires through Australia depleted supplies of structural pine, used for house framing.<sup>3</sup>

CoreLogic's quarterly measure of residential construction costs reveals a national increase of 3.8% was recorded in the three months to September 2021, outpacing the Consumer Price Index of 0.8% for the same period. This is accredited to a surge in new builds and renovations coupled with supply chain disruptions and a shortage of materials. The Cordell Construction Cost Index (CCCI), formerly known as the Cordell Housing Index Price (CHIP), shows this is the largest quarterly increase since Q3 2000, when construction costs increased 7.2% after the introduction of the GST. Queensland's CCCI increased 3.8% during the September quarter, taking its annual increase to 8.0%, the highest in Australia. It is Queensland's most significant annual rise in residential construction costs on record.<sup>4</sup>

Another federal incentive is aimed at encouraging older residents to "downsize" and free up family homes by allowing them to make a considerable one-off tax-free contribution to their superannuation. This may particularly appeal to the younger, more active retirees/ empty nesters. However, most of

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<sup>2</sup> Planning Institute Australia (Sept 2021) Submission to House of Representatives Inquiry on Contribution of Tax & Regulation on Housing Affordability & Supply in Australia

<sup>3</sup> The Urban Developer, 6 June 2021, "Home-building at Breaking Point

<sup>4</sup> CoreLogic 10 November 2021

them will still be buying a replacement home somewhere and places like Noosa are very attractive to older and retiring persons making a coastal shift to destinations like Noosa Shire.

The ABS releases data on lending indicators. Across Australia, the value of loan commitments rose significantly between June 2020 and June 2021. Figures 2 and 3 show that since January 2021 there has been fluctuation in the borrowing for owner occupier housing in Queensland. The first half of the year particularly saw a fall in new loan commitments for first home buyer owner occupiers. New loan commitments for investor housing have continued to increase. This has been largely driven by lending for the purchase of existing dwellings rather than new constructions.

Figure 3 New loan commitments for owner occupier housing (seasonally adjusted), values, Queensland



Source: Australian Bureau of Statistics, Lending indicators August 2021

Figure 4 New loan commitments for investor housing (seasonally adjusted), values, Queensland



Source: Australian Bureau of Statistics, Lending indicators August 2021

## 2.1 Housing Continuum

Many governments and organisations describe the range and types of housing in a community as the housing continuum. This starts with a lack of housing, or homelessness, and includes emergency shelters, supportive or transitional housing, social or subsidised housing, cooperative housing, then to the broader market rental housing and home ownership. People in the first half of the continuum are broadly in need of assistance to secure safe shelter. It can be argued that success relies on people moving up the housing continuum, however the reality is that many will not progress out of assisted housing. There are many different graphics used to illustrate the housing continuum. Figure 5 below is a simple reflection of the Queensland situation.

Figure 5 Housing Continuum



## 2.2 Unmet Housing Needs

In Noosa Shire, as with other areas there's a spectrum of unmet housing needs, as illustrated below. Not all of these are in crisis situations or unable to secure shelter, but they may not be able to secure the type or tenure of homes that best meet their needs.

Figure 6 Unmet Housing Needs



Crisis or emergency housing is needed for individuals or families who are homeless or at risk of homelessness, including those sleeping rough, victims of domestic violence and people with complex support needs. Small boarding houses or rooming accommodation would assist, as would secure homes in well located areas with both day and night casual surveillance.

Low-income households including those with a disability need more public housing or other social housing such as Specialist Disability Accommodation (SDA) share homes.

Low to medium income key workers need an increase in affordable rental housing managed by community housing providers, rooming accommodation, studio units, granny flats, shop-top housing and below market rental accommodation generally.

Unfortunately, the broader market of first-time home buyers, downsizers, growing families and others are competing in a very tight market and unless they qualify for some form of government assistance may not have their housing needs met in Noosa Shire.

## 2.3 Dwelling Targets

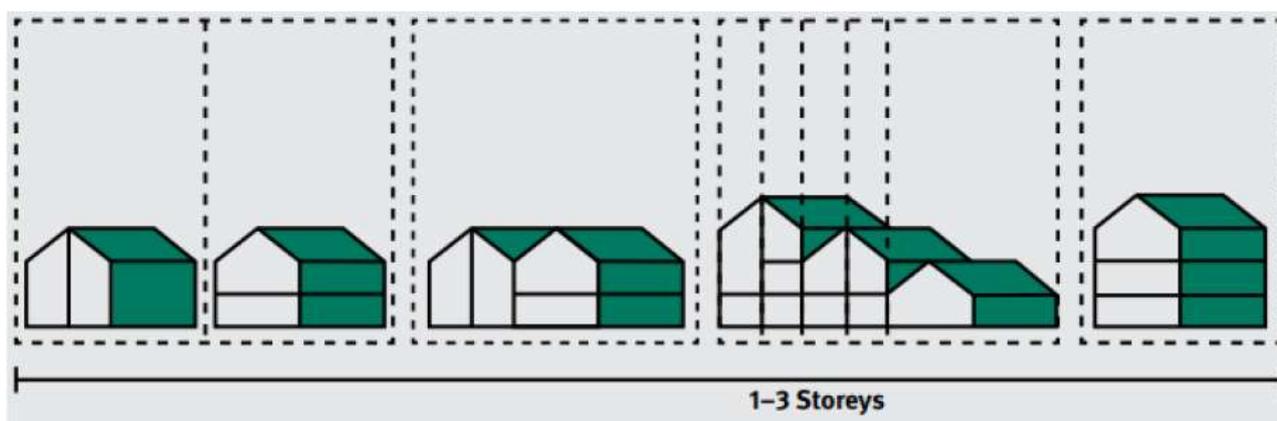
*ShapingSEQ*. The South East Queensland Regional Plan, establishes that Noosa's expected population growth will require 6,400 additional dwellings between 2016 and 2041, through its dwelling supply benchmarks. The State's Land Supply and Development Monitoring Report 2020 acknowledges that the capacity and realistic availability of planned dwelling supply in Noosa provides more than the minimum 15 years of supply sought by *ShapingSEQ*. It notes the supply of uncompleted lot approvals is below the minimum four years of supply sought by *ShapingSEQ*, however there are about six years of uncompleted multiple dwelling approvals in the Noosa consolidation area (refer section 2.3 for explanation).

This monitoring process advises that dwelling approvals in Noosa have exceeded the average annual benchmark since 2016/17, despite dwelling approvals in the expansion area declining below the expansion average annual benchmark in 2019/20. Growth in the consolidation area should proportionately increase as expansion land supply diminishes and consolidation capacity increases through Noosa Plan 2020. In other words, while outward expansion is constrained, there is still capacity for redevelopment within urban areas for a variety of higher density attached housing or small dwellings.

When compared to existing dwelling stock at the 2016 Census, recent dwelling approvals indicate an increase in housing diversity in Noosa, however detached houses still dominate. Dwelling density has increased slightly, consistent with *ShapingSEQ*'s preferred future.

The "missing middle" concept was adopted by the State in *ShapingSEQ* to address the imbalance of housing in the region, which was dominated by single dwellings. To increase housing diversity, *ShapingSEQ* seeks to plan for and deliver a greater range of missing middle housing forms in suitable locations. Within *ShapingSEQ*, the missing middle housing form encapsulates those housing types between detached houses and high-rise apartments (for example a duplex, townhouses or walk-up apartments). Any of the attached or semi-attached housing outcomes allowed for in the Medium and High Density Residential zones of Noosa Shire would fall into this category.

Figure 7 Conceptual range of "Missing Middle" housing



The State has commissioned a Paper on *Local Housing Choice for Everyone*, which identifies key challenges to delivering missing middle housing. It incorporates a toolbox of resources to assist local planning.

## 2.4 Expansion versus Consolidation

Across the SEQ region benchmarks have been set on the basis of new growth being accommodated in both Consolidation Areas (60% - largely infill and redevelopment) and Expansion Areas (40% - largely greenfield development). For Noosa Shire specifically the ratio is 75% to 25%. In the Noosa consolidation area, the capacity of planned dwelling supply, from 2016 onwards, is about 5,140 dwellings, marginally above the consolidation 2041 dwelling supply benchmark of 4800 dwellings. In the expansion area, the capacity and realistic availability of planned dwelling supply is about 2,600 and 2,500 dwellings respectively; above the expansion benchmark of 1600 dwellings.

Arguments for and against expansion and consolidation have existed for many years. Expansion, typically at or beyond the edges of urban areas requires new extensions to infrastructure, comes at the cost of natural areas or rural lands and brings with it higher transportation costs for the eventual residents. But at the same time, it allows for master planned developments where there is more flexibility for delivery of residential products.

The natural values of Noosa Shire, including the coastline, the waterways, national parks, forests and farming lands frame and form natural barriers to urban growth. Combined with development constraints such as flood hazard and bushfire hazard, there is little opportunity for outward expansion.

Infill development is generally seen as more efficient use of infrastructure and space but is often met with higher community resistance as it is generally at higher densities than existing development.

People's attachment to a place might come from their memories and intimate knowledge formed over many years. It might be more recent attachment, an instant attraction that has made them choose this place over others. Place attachment may be due to the social networks or the facilities

that accommodate activities and interaction. There may be spiritual or cultural attachment to the natural landscape features or to places of significance (such as cemeteries, churches or historical buildings). Wherever there is strong place attachment, it should not be surprising that people want their existing community / urban environment to stay the same and likewise wish to age in place rather than move elsewhere.

Growth and development is often seen as a threat and people's first natural response may be a negative one stemming from fear. While there is generally an awareness that the local housing market is tight and many people are struggling to find suitable housing, there is frequently a view that development of higher density housing or community housing should not be in the particular place they value.

If residents of Noosa Shire consider their preferred future in terms of place and lifestyle, they might realise there are many elements dependent on the services of others. We could refer to all these as key workers. Some key workers earn lower incomes and simply cannot afford to live in Noosa Shire, or even live close enough for a reasonable commute. This will have an impact on the lifestyle of residents in the future if housing choice and development is not addressed. Therefore, residents and property owners are encouraged to consider their own future needs and the needs of others, the wider community and future generations.

## 2.5 Role of Local Government in Housing

All levels of government contribute to shaping local housing markets and have a role to play in promoting better housing outcomes. Whilst the primary responsibility for housing policy and housing funding lies with the Commonwealth and State Governments, Local Governments may play a role in facilitating housing delivery and promoting the provision/retention of affordable housing.

Noosa Council's Corporate Plan 2018 includes a vision statement of Noosa Shire – *Different by Nature*, which sets an aspirational tone for future planning and thinking. To achieve this vision, it is implied Council needs to successfully adapt to whatever challenges arise.

There is in 2021 a housing crisis throughout Australia and Queensland is particularly affected. Data shows there are over 50,000 people on the state's social housing register and communities throughout the State are experiencing very low rental vacancies. Neither the Commonwealth nor State Governments are going to be able to redress this problem in a brief time frame nor without significant investment.

The housing crisis is seen by the current Noosa Council as one of the most significant challenges it is likely to face. Accordingly like many other local governments, it is looking for ways to be part of the solution so that Noosa Shire may remain a safe, inclusive community into the future.

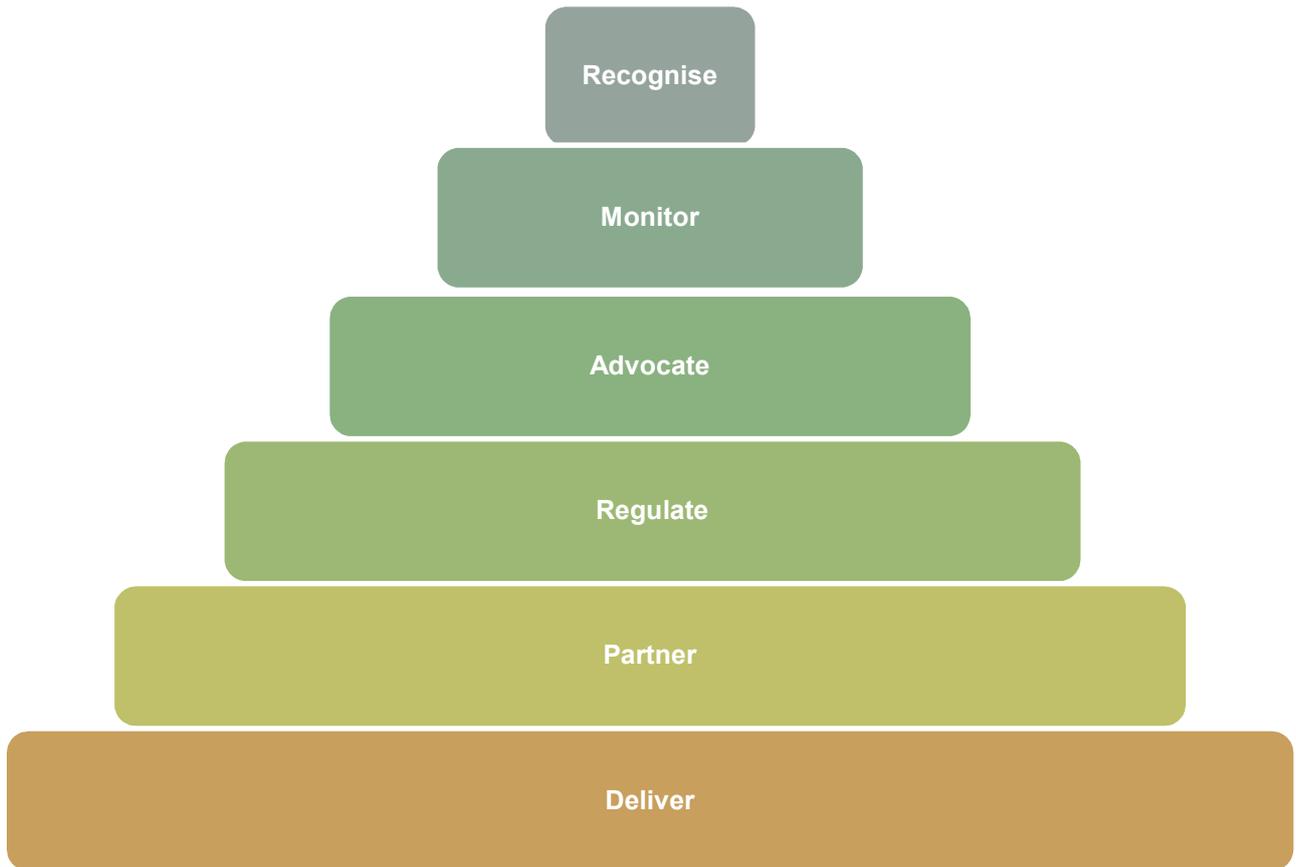
The level of involvement Council takes will have a direct correlation to the quantum of resources it decides to commit to the problem. Figure 8 shows the spectrum of resources required from 'Recognise' escalating through to 'Deliver' being the highest commitment.

Council has started to monitor the housing market, although not with a consistent and in-depth level of rigour that comes through a committed resource. Council, and the local member for Noosa have sought progress from the State government in terms of both policy change and greater investment in housing. Engagement with other Councils, as well as the Local Government Association of Queensland is ongoing. The Noosa Plan 2020 includes some shifts in policy towards regulation, however stops short of a level of regulation that was hoped for in terms of delivering more social housing. While Council enjoys good working relationships with housing providers no formal partnerships have been formed or housing delivered. Assistance with the SHINE<sup>5</sup> houses and facilitation of the YouTurn tiny homes are examples of small scale achievements.

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<sup>5</sup> Safe Housing in Noosa Everyday vital crisis accommodation for women and children escaping domestic and family violence

Figure 8 Resourcing the alternative roles in the affordable housing space



## 3. Population Review and Analysis

### 3.1 Statistical Geography

The Briggs & Mortar Housing Needs Assessment was informed by a Community Profile prepared by AEC Group in 2015. This profile in turn was based on data from the 2011 residential census. It found that while Noosa Shire was similar to the rest of Queensland across many socio-economic indicators, it differed significantly in two areas:-

- Noosa Shire's population is older and aging faster than the rest of the state; and
- Noosa Shire has a greater reliance on tourism for its economy than the rest of the State

Care needs to be taken when comparing 2011 and 2016 census statistics for Noosa Shire because census geography changed over that period. In 2011 Noosa was part of the Sunshine Coast LGA and upon de-amalgamation in 2014 the State Statistician's Office provided a "best fit" calibration of the Shire's population. It lacked accuracy in border areas around Peregian Springs and Doonan, etc. The 2015 Community profile was reliant on this data. The 2016 census data for Noosa Shire is more reflective of the actual Shire boundary.

Noosa Council LGA covers approximately 870 square kilometres and is made up of quite distinct communities within coastal urban areas, rural villages, and well serviced towns, as well as rural and semi-rural areas. These areas differ in many ways although there are common values. A closer review of the different areas is possible by analysis of the second level Statistical Areas (SA2s) of the Census geography. These are shown in Figures 2 and 3.

Unfortunately, the SA2 of Noosa Hinterland still includes roughly 36 square kilometres of rural and rural residential areas outside the Shire Boundary. For that reason, the sum of the six SA2s will never match Shire figures exactly.

A Census was recently conducted on Tuesday 10 August 2021. That data should become available around a year afterwards.

Figure 9 Noosa Shire LGA and the SA2s

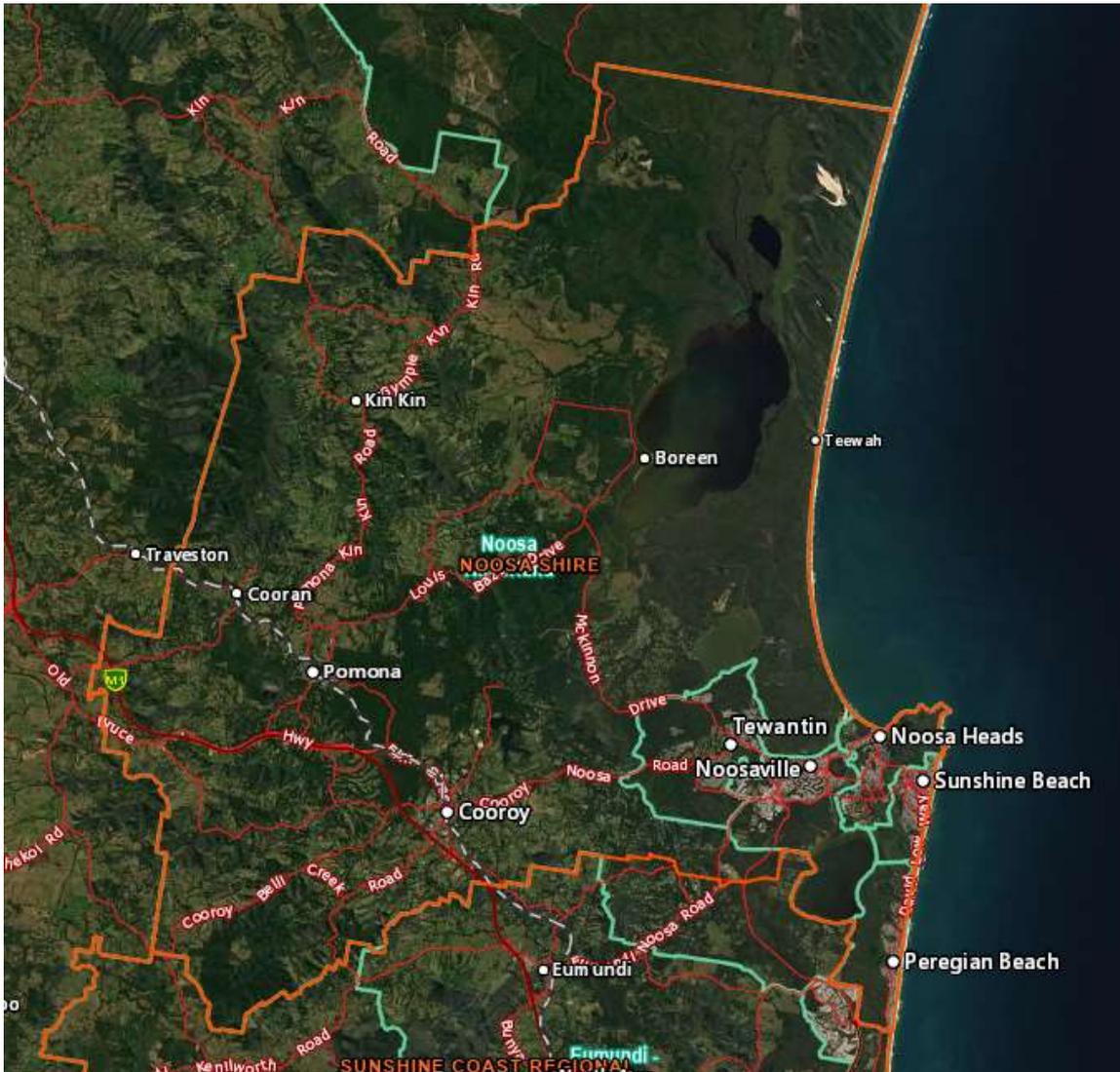


Figure 10 Coastal SA2s compared to LGA boundary



### 3.2 Estimated Residential Population and Growth

As at 30 June 2020, the estimated resident population for Noosa Shire LGA was 56,587 persons, which puts it at a little over 1% of the State’s population. Between 2010 and 2020 the average annual growth rate for Noosa’s resident population was just 1.1% compared to 1.6% for the State.

Noosa Shire contributes 14.39% of the residential population of the Sunshine Coast SA4. Sunshine Coast LGA to the south has experienced an average annual growth rate of 2.6% for the 5 years to June 2020.

To the north, Gympie Regional Council area has a population of some 52,935 persons and has an average annual growth rate of 1.3%, making it more comparable to Noosa Shire in some regards than larger LGAs to the south.

Table 1 Estimated Resident Population and Growth

Area	Estimated Resident Population <sup>6</sup> 30 June 2020	Average annual growth rate 2010-2020
Noosa Shire LGA	56,587	1.1%
Sunshine Coast SA4	393,049	2.3%
SEQ Region	3,625,230	2.1%
Queensland	5,176,186	1.6%

The most recent estimate of population and growth rates of each of these are listed below. As can be seen Noosa Hinterland, which includes the town of Cooroy and villages of Kin Kin, Cooran, Pomona and Boreen Point as well as Noosa North Shore and all the rural residential areas of the Shire, has the highest population and the one experiencing the highest level of growth. Tewantin has the second highest population, but growth rates have been very low over the last decade. The population of the Peregian Beach – Marcus Beach SA2 is the lowest and has very little scope for further growth through development or redevelopment. Short-term accommodation and holiday homes may also have an impact on permanent occupation.

Table 2 Estimated Resident Population and Growth by SA2

SA2	Estimated resident population at 30 June 2020	Average annual growth rate 2015-2020
Noosa Hinterland	24,287	1.7%
Tewantin	10,586	0.1%
Noosaville	9,533	1.3%
Noosa Heads	4,940	1.1%
Sunshine Beach	7,186	1.4%
Peregian Beach-Marcus Beach	3,955	0.3%

The beachside SA2s and hinterland are the only areas with natural population increase, all other SA2s have been growing through inward migration.

According to the 2018 edition of the Queensland Government population projections the population of Noosa Shire is projected to increase from 54,033 persons in 2016 to 64,999 persons in 2041. This would equate to an average annual growth rate of just 0.7% over that 25 year period. By comparison Sunshine Coast Regional Council is forecast to experience a rate of 2.2%, and the State's figure is 1.6%.

<sup>6</sup> The estimated resident population (ERP) figure is the official population estimate, updated annually by the State.

Within Noosa Shire the highest projected growth will be experienced in Noosa Heads with a projected 2016-2041 average annual growth rate of 1.2%, assuming all remaining attached housing capacity is taken up and occupied by permanent residents.

Noosa hinterland is projected to experience an average annual growth rate of 0.9% and Noosaville 0.7%. Projected growth rates for all other SA2s are quite low (0.4% for both Tewantin and Sunshine Beach and 0.1% for Peregian Beach-Marcus beach).

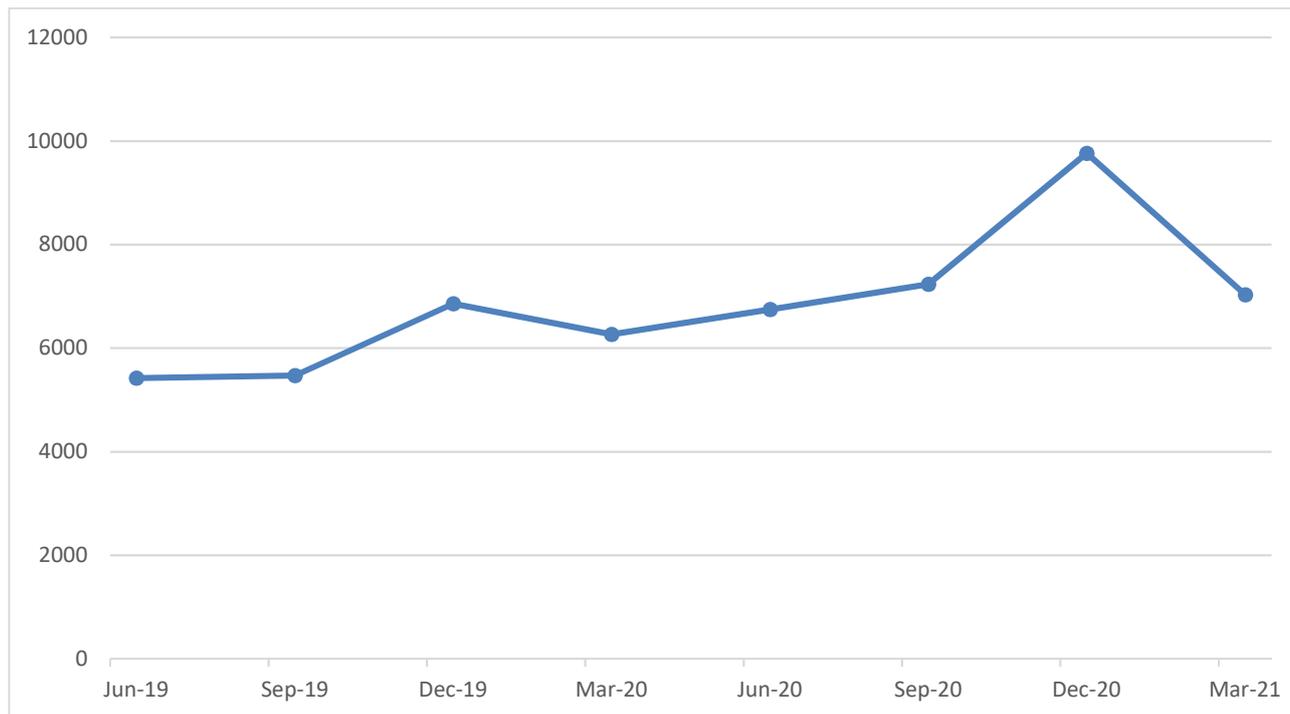
Table 3 Projected Populations to 30 June 2016-2041

Area	2016	2021	2026	2031	2036	2041	Average annual growth rate
Noosa LGA	54,033	56,308	59,357	61,640	63,411	64,999	0.7%
Noosa Hinterland	22,667	23,845	25,535	26,771	27,676	28,304	0.9%
Tewantin	10,505	10,610	10,851	11,104	11,353	11,591	0.4%
Noosaville	9,059	9,330	9,772	10,131	10,450	10,729	0.7%
Noosa Heads	4,716	5,127	5,544	5,878	6,152	6,370	1.2%
Sunshine Beach	6,871	7,042	7,255	7,366	7,412	7,663	0.4%
Peregian Beach – Marcus Beach	3,868	4,006	4,053	4,042	4,019	3,993	0.1%
Sunshine Coast SA4	357,422	407,733	454,198	498,425	541,446	583,002	2.0%
Queensland	4,848,877	5,261,567	5,722,780	6,206,566	6,686,604	7,161,661	1.6%

Source: Queensland Government Population Projections, 2018 edition (medium series)

ABS records and releases statistics on internal migration at a state/territory level as well as a capital city V's rest of state level. Figure 11 below shows how Queensland has been gaining through internal migration over the last couple of years.

Figure 11 Net internal migration to Queensland since 2019



Source: ABS, Regional internal migration estimates

Regional Movers Index<sup>7</sup> is defined as movement of Commonwealth Bank of Australia personal customers from capital areas to regional areas. This is customers changing their addresses as stored in CBA technological systems, providing they had stayed at their previous address for 6 months prior to moving to be counted. It maintains that population flow from capital cities to regional areas has grown strongly over the past year and that the latest level of movement is the largest since early 2018.

The ABS reports that the SA4 of Sunshine Coast (of which Noosa is part) received a net gain of 6,230 people through internal migration in the 2019-20 financial year.<sup>8</sup>

In the March 2021 quarter, Noosa Shire saw the largest growth in inward migration from capitals among all LGAs, at 49%. The real estate industry is also reporting a large proportion of new residents from interstate (particularly Melbourne) given the impact of COVID19 on the livability of their home city.

Demographic experts, .id Informed Decisions, recently reviewed the inward and outward movements to and from Bass Coast in Victoria, a destination with some relevant similarities with Noosa Shire. Many of the coastal villages, particularly on Phillip Island, are characterised by large numbers of holiday and second homes. Traditionally it gains families with children as well as empty nesters and retirees. These in-migration flows are countered by a loss of young adults aged 18-24 years to larger urban centres in search of education, employment and entertainment.

Since 2016 in-migration has been increasing, and fewer departures (most noticeably in 2020). People already living in coastal and regional areas stayed put rather than move to

<sup>7</sup> Regional Australia Institute and the Commonwealth Bank of Australia (28 June 2021) Regional Movers Index

<sup>8</sup> ABS (23/04/2021) Migration, Australia: Statistics on Australia's international migration, internal migration (interstate and intrastate), and the population by country of birth - Reference period 2019-20 financial year.

more populated cities (such as Melbourne) which were in and out of lockdowns. The usual appeal of the city was lessened and university students were studying remotely online.

This led to overall population growth and put pressure on the housing market and affordability. Most housing stock consists of detached houses, so availability of apartments, units and townhouses has particularly been tight, for both purchase and rent.

.id noted that when housing options become unaffordable to residents, including key workers, they leave in search of more affordable housing elsewhere. This not only disconnects people from their community but also results in employment and economic instability for regional communities. An unaffordable housing market affects an area's ability to attract and retain essential/key workers<sup>9</sup>

### 3.3 Age Characteristics

As at 30 June 2019, the median age for Noosa Shire was 49.0 years, having been rapidly rising from 40.5 in 2001. Over the same period the median age for the state rose from 35.0 to 37.4.

While only 25.7% of the Noosa Shire population was under the age of 25 years at 2019, 32.4% of the State's population fell into this bracket.

Between 2001 and 2019, the proportion of Noosa Shire residents aged 65 years and over increased from 14.9% to 25.6%. Over that period there was an average annual growth rate of 4.5% in persons 65 years and over. In real number this has more than doubled from 6,460 people in 2001 to 14,301 people in 2019.

Over the same period the number of residents aged 25-44 years actually fell from 11,869 in 2001 to 10,208 in 2019 with only a very slight increase in the number of children under 15 years of age. This represents adults in the age brackets typically forming families and the correlating children they are raising. Simplistically therefore younger families are representing a decreased component of our communities and retirees a far greater one.

According to the ABS, every one of the six SA2s is underrepresented in age groups under 45 years when compared to the State. Noosaville and Noosa Heads are particularly under-represented in children and young people with Tewantin also quite underrepresented in young adults. The 25-44 year olds which would correlate with the family forming age groups are most particularly under-represented in Noosaville and Noosa Hinterland.

The age groups over 45 years are over-represented. People aged 45-64 are particularly over-represented in the beaches and the hinterland, whereas people over 65 are particularly over-represented in Noosaville, Tewantin and Noosa Heads.

According to State estimates the highest 2019 median ages were in Noosaville and Noosa Heads with median ages of 54.7 and 51.0 respectively, considerably higher than the State's figure of 37.4 years. Median age was lowest along the beaches but still 46.4 at Peregian Beach-Marcus Beach and 46.6 at Sunshine Beach. In the future the median age is projected to get quite high with the figure for Noosaville projected to reach as high as 62.2 years by 2041.

Table 4 below shows the projected change in Median age between 2001, 2021 and 2041. Noosaville is forecast to show the greatest change over this period.

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<sup>9</sup> Nenad Petrovic (22 July 2021) "Understanding housing affordability – a case study from Regional Australia" published by .id consulting Pty Ltd.

Table 4 Median Age by SA2 2001-2041

Area	Median age in years as at 30 June		
	2001	2021	2041
Noosa Hinterland	39.8	46.7	48.2
Tewantin	42.0	49.9	56.2
Noosaville	42.3	55.3	62.2
Noosa Heads	46.5	53.4	58.1
Sunshine Beach	36.0	45.5	48.9
Peregian Beach - Marcus Beach	41.1	45.0	47.2

Source: Queensland Government Population Projections, 2018 edition (medium series)

Table 5 below shows 2016 residential populations for each of the 5 year age groups up to 85 and one figure for everybody above this age for Noosa Shire as well as for the six SA2s within Noosa Shire. It also shows what the population for each of those age groups is projected to be in the year 2041.

Highlighted in red text are the age groups projected to decrease in number over this period despite population increases overall. With the exception of Noosa Hinterland all other SA2s are forecast to have a decrease in at least some age group under 65 years of age. Tewantin, Noosaville, Sunshine Beach and Peregian Beach-Marcus Beach particularly are affected.

Anecdotally however, there have been families moving here since the COVID-19 outbreak so it will be interesting to see if this is reflected at all in the 2021 census.

Table 5 Estimated Residential Population by Age 2016 and 2041

Age Group (in years)	Statistical Area													
	Noosa LGA		Noosa Hinterland		Tewantin		Noosaville		Noosa Heads		Sunshine Beach		Peregian Beach – Marcus Beach	
	2016	2041	2016	2041	2016	2041	2016	2041	2016	2041	2016	2041	2016	2041
0-4	2,388	2,482	1,065	1,238	480	443	351	306	189	204	290	276	165	161
5-9	3,122	3,148	1,568	1,711	591	508	390	357	215	265	403	357	269	220
10-14	3,345	3,633	1,592	1,909	630	564	459	470	185	267	525	497	272	235
15-19	2,918	3,395	1,301	1,666	570	567	442	478	222	279	429	460	214	218
20-24	2,104	2,146	850	1,012	411	391	330	241	193	197	288	277	159	147
25-29	2,127	2,057	732	854	391	361	346	259	185	154	348	318	167	152
30-34	2,320	2,431	888	1,109	476	416	339	263	216	216	345	353	170	184
35-39	2,795	3,029	1,224	1,480	501	475	412	365	238	267	378	377	240	252
40-44	3,603	3,689	1,624	1,834	686	594	528	490	286	312	525	466	279	293
45-49	3,911	4,191	1,830	2,100	670	656	589	570	302	352	586	573	318	316
50-54	4,247	4,447	1,910	2,141	695	658	632	602	350	388	606	598	353	350
55-59	4,341	4,481	1,967	2,044	698	707	689	637	395	455	559	594	325	310
60-64	4,232	4,441	1,811	1,974	700	698	816	737	372	447	523	561	265	263
65-69	4,352	4,967	1,733	2,029	835	816	882	943	501	610	440	576	226	248
70-74	3,335	4,807	1,175	1,761	730	892	733	1,043	375	598	291	489	180	217
75-79	2,142	4,217	738	1,432	521	864	505	1,042	190	474	174	369	134	195
80-84	1,374	3,486	368	1,021	400	842	307	896	145	408	101	268	84	124
85 and over	1,373	3,953	291	990	520	1,139	309	1,030	157	479	60	256	48	110

Source: Qld Government (2018) Projected population (medium series), by five-year age group, 2016 to 2041

### 3.4 Background

Noosa Shire’s population is relatively ethnically uniform, with high levels of Australian born, English only speaking households.

The 2016 census data suggests 71.7% of Noosa’s population was born in Australia, being similar to the proportion of 71.1% for the State. Some 7,863 residents were born overseas in English speaking countries and 3,383 were born overseas in non-English speaking countries.

Further, 88.5% of the Noosa population speaks only English which is slightly higher than a figure of 81.2% for the State.

In 2016, 782 census respondents identified as Aboriginal and/or Torres Strait Islander, making 1.5% of the population. Proportionally Indigenous persons are more likely to reside in Noosa Hinterland or Tewantin SA2s.

### 3.5 Income

The 2016 census showed that residents of Noosa Shire had on average lower income levels than other coastal parts of South East Queensland and the State as a whole. The following table provides some averages for comparison.

*Table 6 Median income comparisons Census 2016*

Area	Median total weekly family income	Median total weekly household income	Median total weekly personal income
<b>Noosa Shire LGA</b>	<b>\$1,403</b>	<b>\$1,184</b>	<b>\$595</b>
Sunshine Coast Regional Council LGA	\$1,491	\$1,275	\$615
Moreton Bay Regional Council LGA	\$1,638	\$1,413	\$652
Redland City LGA	\$1,815	\$1,521	\$686
Gold Coast City LGA	\$1,657	\$1,404	\$666
Queensland State	\$1,661	\$1,402	\$660

In 2016 the median total personal income in Noosa Shire was \$30,940 per year, compared to \$34,320 for the State and around \$35,548 for South East Queensland.

29.1% of residents over 15 had a total personal income of less than \$20,800 per year. A further 37.4% had a total personal income of between \$20,800 and \$51,999. In part this can be attributed to higher numbers of retirees on fixed incomes.

The 2016 census data defines “low-income families” as families, in occupied private dwellings<sup>10</sup>, whose family income was less than \$650 per week or less than \$33,800 per year. Noosa Shire had

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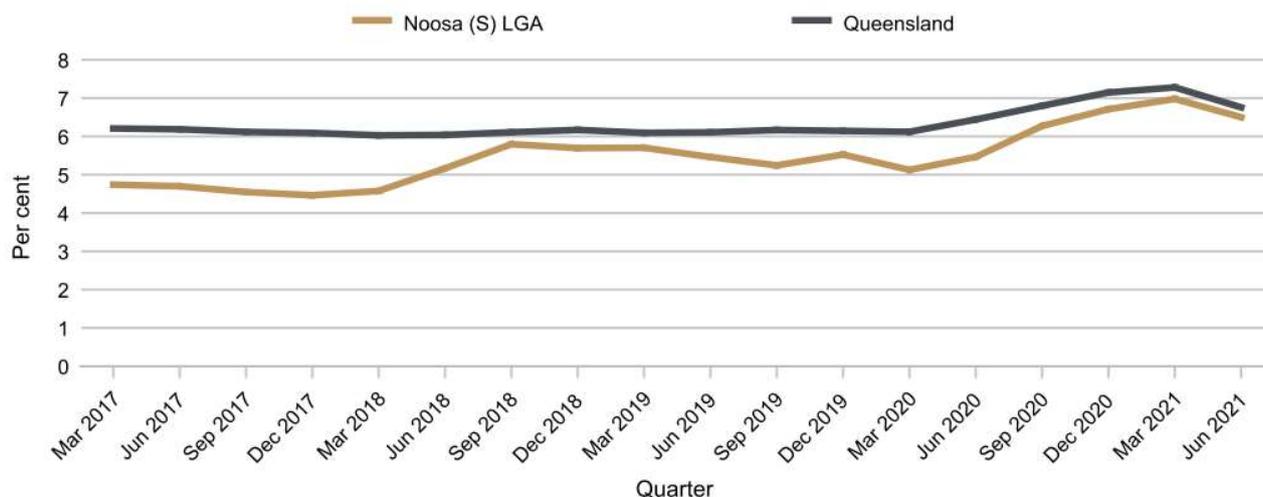
<sup>10</sup> Private dwellings are self-contained dwelling intended for long-term residential use. They must include cooking and bathing facilities as building fixtures. Examples include houses, flats, semi-detached houses, townhouses, apartments and self-contained retirement village units. They also includes 'Other dwellings' such as dwellings attached to non-residential buildings and occupied caravans, cabins, houseboats, improvised dwellings and tents, even though these may not ordinarily be intended for long term residential use or be self-contained.

1,531 low-income families, representing 10.4% of all families. This rate is higher than other coastal LGAs in South East Queensland and higher than the figure of 9.4% for the State.

### 3.6 Socio-economic considerations

The unemployment rate in Noosa Shire at June quarter 2021 was 6.5%, representing 1,812 people. This figure is slightly lower than the 6.8% for the State. Figure 12 shows how the unemployment rate for Noosa Shire has tracked in comparison with the State over the last few years since the previous Housing Needs Assessment. It illustrates what was previously a noticeable gap has closed.

Figure 12 Unemployment rate comparison Noosa Shire and Queensland



Source: Queensland Treasury, Regional Profile derived from Australian Government, National Skills Commission, Small Area Labour Markets Australia, various editions

In 2016 Noosa Shire had 565 families with children under 15 years of age with no parent employed. This represented 12.2% of all families with children under 15. This was lower than the rate of 13.8% for the State but higher than Sunshine Coast LGA where it was 11.2%. In Brisbane city the rate is just 9.0%.

Table 7 addresses Department of Social Services payments. What is worth noting is that figures have dropped from late 2020 to second quarter 2021. While this could suggest an improvement in residents' circumstances, it may also reflect that individuals or families reliant on DSS payments are leaving Noosa Shire.

Table 7 Department of Social Services Payments Noosa Shire

Type of payment	December quarter 2018	December quarter 2019	December quarter 2020	June quarter 2021
Recipients of the Age pension	7,758	7,875	8,138	8,091
Recipients of the Disability support pension	1,690	1,679	1,634	1,592
Recipients of Jobseeker	1,717	1,642 <sup>11</sup>	3,204	2,305
Recipients of a Carer allowance	1,378	1,378	1,366	1,336
Recipients of Family tax benefit A.	3,132	3,033	3,013	2,936

Source: Queensland Treasury, Regional Profile derived from Department of Social Services, Payment Demographic Data.

For the population of the Shire these figures are typically slightly lower than State figures, with the exception that the rate of jobseeker is higher.

In Noosa Shire only an estimated 56.6% of persons aged 65 years and over receive the Age pension compared to 64.4% for the State. This suggests a higher rate of self-funded retirees. There is however significant variation with Noosa Shire as the table below shows. Tewantin for example has a higher than average rate.

Table 8 Age Pension Payments by SA2s

Area	December Quarter 2020		June Quarter 2021	
	Recipients	Rate per 100 persons aged 65 years and over, as at 30 June 2019. Person counts are based on ERP	Recipients	Rate per 100 persons aged 65 years and over, as at 30 June 2019. Person counts are based on ERP
Noosa Hinterland	3,133	60.9	3,154	61.3
Tewantin	2,196	71.5	2,174	70.8
Noosaville	1,624	50.4	1,639	50.8
Noosa Heads	568	39.7	547	38.2
Sunshine Beach	611	46.6	593	45.2
Peregian Beach-Marcus Beach	351	46.2	336	44.2
<b>Queensland</b>		<b>63.8</b>		<b>64.4</b>

Source: Queensland Treasury, Regional Profile derived from Department of Social Services, Payment Demographic Data.

Table 9 below looks at some of the indicators of people living with a disability, and how that differs location to location.

Census 2016 recorded people needing help or assistance in one or more of the three core activity areas of self-care, mobility and communication because of a long-term health condition (six months or more), a disability (lasting six months or more), or old age. In 2016 there were 2,737 people in Noosa shire (or 5.2% of the population) in need of assistance with a profound or severe disability. This includes residents of any age and is not limited to recipients of social services payments. The figure was proportionally on par with the State's.

A carer allowance is a supplementary payment for carers who provide daily care and attention at home for a person with a disability, severe medical condition or who is frail and aged.

<sup>11</sup> In December quarter 2019 unemployment allowance was known as Newstart.

A disability support pension is income support for people 16 years of age and over who are unable to work for 15 hours or more per week at or above the relevant minimum wage, independent of a program of support due to permanent physical, intellectual or psychiatric impairment. It is not paid to people eligible for an aged pension.

Table 9 below would suggest that Noosa Hinterland and Tewantin may be where disability support including accessible housing would be in greatest need, both having higher than State average figures.

Table 9 Disability Indicators by SA2s

Area	In need of assistance with profound or severe disability Census 2016 Persons	Carer allowance June quarter 2021		Disability support pension June quarter 2021	
		Recipients	Rate per 100 persons aged 16 years and over, as at 30 June 2019. Person counts are based on ERP	Recipients	Rate per 100 persons aged 16 years and over, as at 30 June 2019. Person counts are based on ERP
Noosa Hinterland	1,072	676	3.5	747	3.9
Tewantin	673	316	3.6	419	4.8
Noosaville	471	210	2.5	194	2.4
Noosa Heads	290	69	1.6	104	2.5
Sunshine Beach	188	84	1.4	124	2.1
Peregian Beach-Marcus Beach	152	51	1.6	67	2.1
<b>Queensland</b>			<b>3.2</b>		<b>4.0</b>

Source: Queensland Treasury, Regional Profile derived from Department of Social Services, Payment Demographic Data.

Table 10 below specifically addresses families and includes some of the indicators of low income families or families receiving social services support. Family tax benefit part A is a payment to help with the cost of raising children. It is income tested on family income.

These figures suggest that Tewantin exceeds State figures in each of the indicators available, with Noosa Hinterland also exceeding two and Noosaville and Noosa Heads each exceeding one. However, as Census data is five years old it may not reflect the current environment.

Importantly, a family with no parent employed does not by definition mean they are a low income family. There may be reasons parents are deliberately not in the workforce that do not suggest they are unemployed or of a low income.

Table 10 Lower income family indicators

Area	Family tax benefit A June quarter 2021		Low income families (less than \$650 per week or less than \$33,800 per year) Census 2016		Families with children under 15 years with no parent employed Census 2016	
	Recipients	Rate per 100 families with children under 15 years, as at 30 June 2019	Number	Percentage of all families	Number	Percentage of families with children under 15 years
Noosa Hinterland	1,434	64.1	682	10.9	259	12.3
Tewantin	641	69.6	330	11.5	125	13.9
Noosaville	383	56.0	261	10.9	78	12.0
Noosa Heads	164	47.1	123	9.8	30	9.4
Sunshine Beach	330	47.3	153	8.5	56	8.6
Peregian Beach-Marcus Beach	163	41.1	88	8.3	45	11.8
<b>Queensland</b>		<b>62.7</b>		<b>9.4</b>		<b>13.8</b>

Source: Queensland Treasury, Regional Profile derived from Department of Social Services, Payment Demographic Data.

Estimates of unemployment and labour force are produced by the Commonwealth Department of Employment, Skills, Small and Family Business. Within Noosa Shire there are quite different figures, however all SA2s indicate lower levels of unemployment in the March 2021 quarter than in the previous December 2020 quarter. Labour force participation is also of interest because while for instance Noosa Heads has a low unemployment rate it apparently has just 2,314 residents in the labour force. Peregian Beach – Marcus Beach has just 2,105 residents in the labour force. Noosa Hinterland by comparison has 11,611 residents in the labour force at March quarter 2021.

Table 11 Unemployment and Jobseeker Recipients by SA2

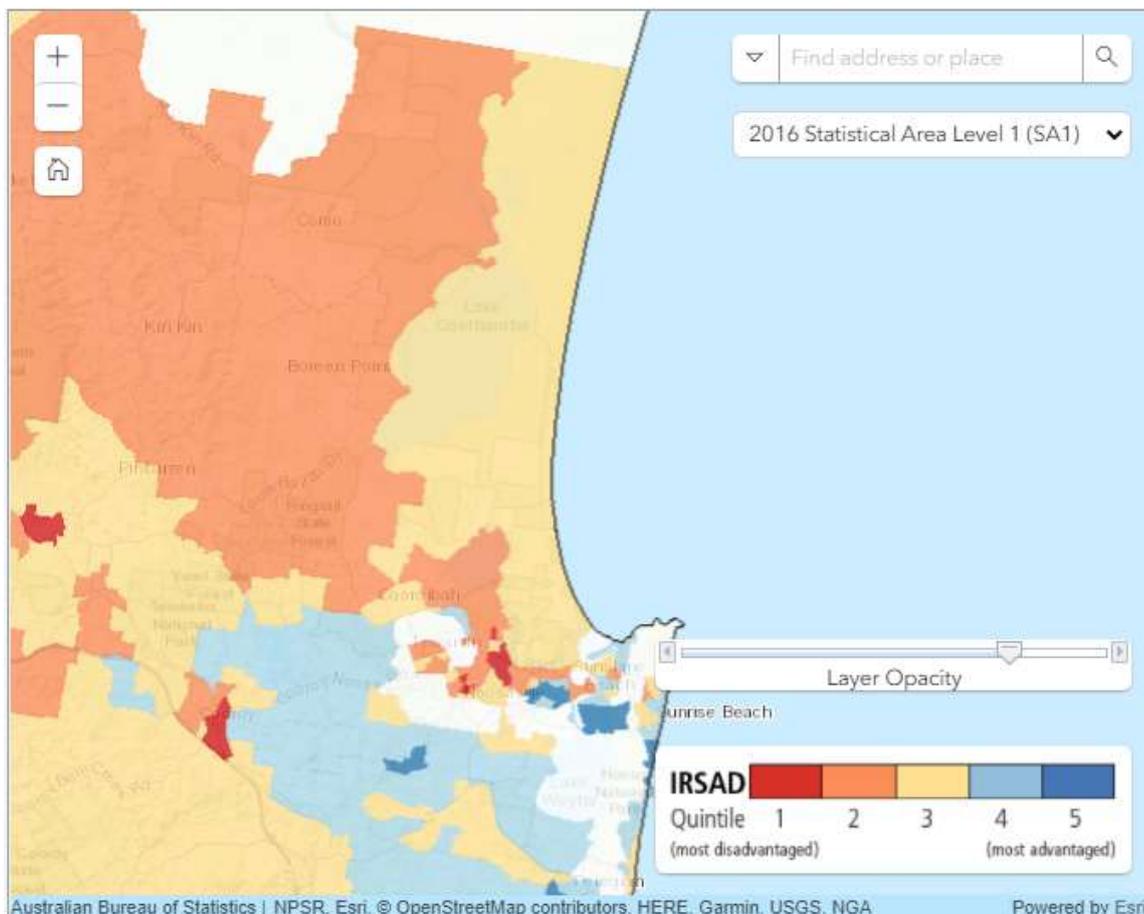
Area	Jobseeker December quarter 2020		Jobseeker June quarter 2021		Unemployed March quarter 2021	Unemployment rate March quarter 2021
	Recipients	Rate per 100 persons aged 22 to 64 years, as at 30 June 2019	Recipients	Rate per 100 persons aged 22 to 64 years, as at 30 June 2019	Number	percentage
Noosa Hinterland	1,488	12.0	1,111	9.0	849	7.3
Tewantin	661	13.4	466	9.5	399	8.4
Noosaville	439	9.8	306	6.8	268	6.1
Noosa Heads	212	8.4	158	6.3	136	5.9
Sunshine Beach	381	9.7	242	6.2	256	6.4
Peregian Beach- Marcus Beach	209	9.7	146	6.7	133	6.3
<b>Queensland</b>		<b>10.3</b>		<b>7.9</b>		<b>7.3</b>

Source: Queensland Treasury, Regional Profile derived from Department of Social Services, Payment Demographic Data.

Socio-Economic Indexes for Areas (SEIFA) is a summary measure of the social and economic conditions of geographic areas across Australia. SEIFA, which comprises a number of indexes, is generated by ABS from the Census of Population and Housing. In 2016 an Index of Relative Socio-Economic Disadvantage was produced, ranking geographical areas in terms of their relative socio-economic disadvantage. The index focuses on low-income earners, relatively lower education attainment, high unemployment and dwellings without motor vehicles. Low index values represent areas of most disadvantage and high values represent areas of least disadvantage.

Noosa Shire as a whole is considered to fall within the 4th quintile, meaning it is reasonably advantaged. In 2016 Noosa Shire had a SEIFA score of 999 so just below the Australian average of 1000. Both Tewantin and Noosa Hinterland (representing the higher populations) are below that national average at 857 and 994 respectively, while all others are above. However, when SA2s are broken down even further all of them include SA1s with scores of less than 1000 and Tewantin and Noosa Hinterland each had SA1s with scores of less than 900. The lowest SA1 score in the Shire is 843 and the highest is 1140.

Figure 13 Map of Index of Relative Socio-economic Advantage and Disadvantage ratings



### 3.7 Economic & Employment Characteristics

The Working Population Profile from the 2016 Census of Population and Housing data based on employed persons aged 15 years and over by place of work<sup>12</sup>. It indicated that—

- 15.1% of workers were employed in the Accommodation and food services industry
- 14.4% of workers were employed in the Retail trade industry
- 13.2% of workers were employed in Health care and social assistance
- 8.4% of workers were employed in construction industry
- 8.1% of workers were employed in Education and training industry

By comparison, 2016 census analysis by place of usual residence<sup>13</sup> show that—

- 13.1% of employed persons worked in Health care and social assistance industry
- 12.2% of employed persons worked in Accommodation and food services industry
- 11.6% of employed persons worked in Retail trade industry
- 10.7% of employed persons worked in Construction industry

<sup>12</sup> This is where the employment is based not where the employee lives. The worker is not necessarily a resident of Noosa Shire.

<sup>13</sup> This is where the employee lives, not where their job is located. They may leave Noosa Shire for work.

- 8.3% of employed persons worked in Education and training industry

Based on the National Economics microsimulation model, there were 24,286 jobs located in Noosa Shire in the year ending June 2020<sup>14</sup>. This was down by 394 from the year before. Jobs are not necessarily full-time and the value of a job varies across areas.

According to the National Institute of Economic and Industry Research (NIEIR) as compiled and presented in *economy.id* by .id informed decisions the 2019/20 year saw:

- 15.0% of employment in the Accommodation and food services industry;
- 13.4% of employment in Health care and social assistance;
- 12.8% of employment in the Retail trade industry;
- 12.1% of employment in Construction; and
- 8.9% of employment in Education and training

Breaking this down further the top five industry subdivisions of employment for workers in Noosa Shire were:

1. Food and beverage services (11.0%)
2. Construction services (7.3%)
3. Other store-based retailing (7.2%)
4. Professional, scientific and technical services except computer system design and related services (6.6%)
5. Preschool and school education (6.2%)

The number of local workers in some industries increased noticeably between 2014/15 and 2019/20. For example, Construction (+351 local workers), Professional, Scientific and Technical Services (+230 local workers), Education and Training (+229 local workers), Accommodation and Food Services (+223 local workers).

Health care and social assistance industry had the highest percentage of part-time workers (56.9%), followed by Retail trade (54.4%) then Accommodation and food services (52.4%).

The Census 2016 occupation data has been broken down into Blue collar occupation groups (such as Technicians and Trades Workers, Machinery Operators and Drivers, and Labourers) and White collar occupation groups (such as Managers, Professionals, Community and Personal Service Workers, Clerical and Administrative Workers and Sales Workers).

The data suggests that in Noosa Shire the most frequent total personal income range for both was \$20,800-\$33,799. Compared to the State figures Noosa Shire employment is over-represented in the lower wage categories and under-represented in the higher wage categories for both.

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<sup>14</sup> Noosa Shire Council economic profile prepared by .id informed decisions

Table 12 Occupation by total personal income, Noosa Shire and Queensland, 2016

Total personal annual income	Noosa Shire				Queensland	
	Blue collar		White collar		Blue collar	White collar
	number	%	number	%	%	%
Negative/Nil income	46	0.8	153	1.1	0.7	0.8
\$1–\$7,799	278	4.9	670	4.7	3.2	3.7
\$7,800–\$15,599	295	5.2	689	4.9	3.7	4.0
\$16,000–\$20,799	385	6.8	780	5.5	4.5	4.2
\$20,800–\$33,799	1,234	21.7	2,591	18.3	15.3	13.2
\$33,800–\$41,599	926	16.3	1,957	13.8	13.2	10.2
\$41,600–\$51,599	887	15.6	1,798	12.7	15.8	11.9
\$52,000–\$64,999	722	12.7	1,677	11.9	14.8	13.0
\$65,400–\$77,999	368	6.5	1,025	7.2	9.0	9.7
\$78,000–\$103,999	322	5.7	1,503	10.6	10.8	14.7
\$104,000 or more	140	2.5	1,126	8.0	7.5	13.5
Total	5,693	100.0	14,141	100.0	100.0	100.0

Source: ABS, Census of Population and Housing, 2016, Working Population Profile - W17 (place of work)

ABS Census 2016 Journey to Work data said of the 20,084 local workers in Noosa Shire, 14,309 or 71.2% also live in the Shire. 24.5% of workers live in the Sunshine Coast Regional council area and 2.4% lived in Gympie Regional Council area.

At a SA3 level, the 2016 Census suggests close to 78% of employed persons working in Noosa Shire usually lived in the SA3s of Noosa Hinterland (which includes Doonan and Verrierdale) and Noosa (which includes Peregian Springs).

### 3.8 Impact of COVID19 on employment and income

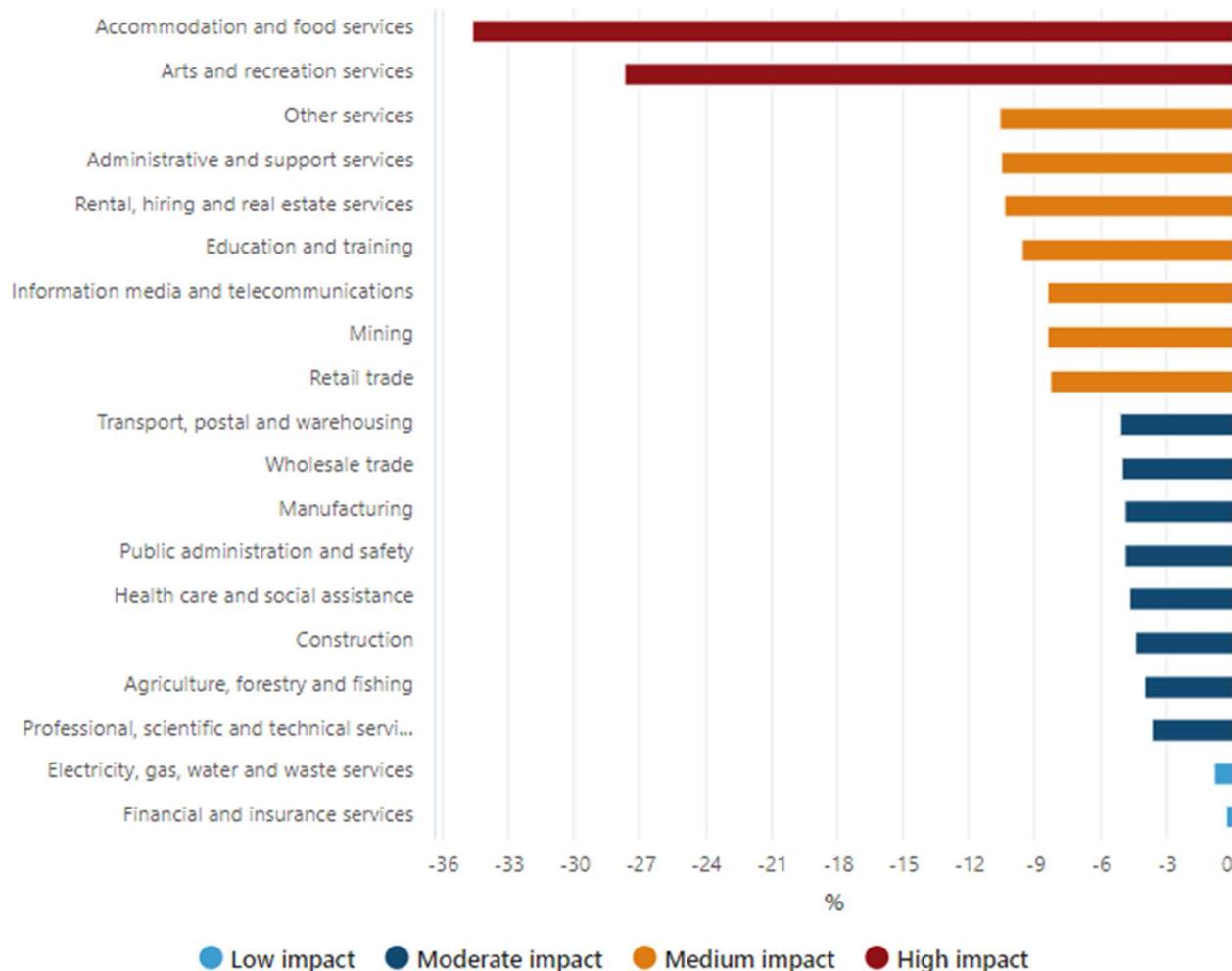
Since March 2020 the ABS has kept and published data on weekly payroll jobs and wages in Australia to analyse the impact of COVID-19. Data has been split by States, by sex, by age and by industry sectors.

It clearly shows a dramatic decrease in jobs and wages between mid-March and mid-April 2020 as a result of border closures and national lockdowns. Some restrictions eased in late April 2020, resulting in a steady climb in payroll jobs and wages. The recovery in payroll jobs (and to a lesser extent wages) plateaued into August 2020, as the impact of the second wave of COVID-19 cases in Victoria became evident.

The data is not LGA specific but shows that payroll jobs the Sunshine Coast SA4 dropped by 10.7% between 14 March and 11 April 2020. In that period the number of jobs in the SA3 of Noosa Hinterland dropped by 13.2% (they have since recovered to previous levels). In the SA3 of Noosa (which includes Peregian Springs) the number of jobs fell by 15%, but it was not until 18 April 2020 that it hit that low point.

Between 14 March and 18 April 2020, the number of jobs in the Accommodation and food services industry sector dropped by 33.4%, nationwide and wages dropped by 30.3%. This was the most impacted sector, followed by Arts and recreation services but significantly higher than any others. Other industries of significance to Noosa Sire experienced medium to moderate negative changes in jobs: Education and Training (-9.6%); Retail trade (-8.3%); Health care and social assistance (-4.7%); and Construction (-4.4%).

Figure 14 Percentage change in payroll jobs by industry, between 14 March and 18 April 2020



Source: ABS "A year of COVID-19 through payroll jobs and wages statistics: Payroll jobs and wages since Australia's 100th case of COVID-19" 30 March 2021

The recovery in payroll jobs in accommodation and food services has been slow at a national level. The overall change between 14 Mar 2020 and 13 Mar 2021 was -8.1%. By 3 July 2021 it was still 3.5% lower than the 14 March 2020.

Other industries have been stronger in recovery and by July 2021 were recording a higher number of jobs than first quarter 2020. For instance, between 14 March 2020 and 3 July 2021 there was an increase of 7.9% in health care and social assistance jobs; an increase of 2.7% in construction jobs; an increase of 2.4% in retail trade jobs and an increase of 1.0% in education and training jobs.

Considering the top industry subdivisions of Noosa Shire, Food and Beverage Services were the hardest hit. Nationally it had 35.6% less jobs at 11 April 2020 than it had at 14 March. One year on it had not fully regained the numbers.

Construction Services did not suffer such a significant loss: jobs dropped by 4.5% but by July 2020 had recovered to the mid-March levels.

Jobs in Other store-based retail dropped by 10.6% by 11 April 2020. Jobs in Professional, scientific and technical services except computer system design and related services dropped by 4.4% and jobs in Preschool and school education dropped by 11.9%.

Workers between the ages of 15 and 19 years of age experienced the largest drop in jobs and wages. For these young people employee jobs dropped by 9.9% between 14 March and 4 April 2020. Their wages dropped by 12.7% in that fortnight. Also hit hard were 20 to 29 year olds, for whom employee jobs dropped by 8.8% and total wages dropped by 9.1%.

While all age groups were affected, employees in age groups 50-59 and 60 to 69 years fared slightly better with job losses of 3.8% and 4.0% respectively and wage loss of 5.5% and 5.7% respectively.

### 3.9 Implications for housing sector

The above subsections indicate that there are many people in Noosa Shire who are on low incomes, have insecure employment, are older and may be isolated from family, are living with physical disability or other impairment. These residents particularly face challenges securing housing that meet their needs and budgets. Unless there is diversity in housing types, the situation will worsen.

*Housing stress* is typically described as occurring where a lower income household (ie households in the bottom 40% of income distribution) is spending more than 30% of its gross household income on housing costs.

The Queensland Statistician's Office has sourced data from the Australian Government Department of Social Services, Housing dataset in compiling a measure of affordability of private rent for low income tenants. Income and rent are recorded for family and lone person households only and not for the combined circumstances of group households. Only tenants receiving Centrelink assistance and renting privately are included<sup>15</sup>. Table 13 below suggests that for each SA2 in Noosa Shire the percentage of low impact tenants paying more than 30% of their income on rent was higher than the State figure. It was particularly high in coastal areas. Since June 2019 rents have risen significantly so the situation is likely to have worsened.

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<sup>15</sup> Family tax benefit part A base rate recipients, low income working households and self-funded retirees who are not receiving Centrelink benefits are excluded.

Table 13 Private rental affordability for low income tenants, 30 June 2019

Area	Rent 30% or more of gross income for low income tenants		Total low income private rental tenants
	number	%	number
Noosa Hinterland	494	42.3	1,167
Tewantin	383	50.9	753
Noosaville	331	64.4	514
Noosa Heads	125	63.8	196
Sunshine Beach	202	66.7	303
Peregian Beach – Marcus Beach	121	61.7	196
Noosa Shire	1,604	53.0	3,024
Queensland	129,639	40.8	317,880

There is a great personal toll on people who lack secure long term housing. There is a proven link between housing insecurity and mental health problems including stress, anxiety and depression. Physical health can also be affected where people are exposed to cold, damp, mouldy or even overcrowded conditions.

### 3.10 Homelessness

Homelessness is a lack of one or more elements that represent 'home'. When a person does not have suitable accommodation alternatives, the ABS defines someone as homeless if their current living arrangement:

- is a dwelling that is inadequate,
- has no tenure, or if their initial tenure is short and not extendable, or
- does not allow them to have control of, and access to, space for social relations.

At the 2016 census there were 110 people recorded as homeless in Noosa Shire, 68 of whom were in Noosa Hinterland. The community present at Johns Landing at the time would have contributed to this number. While people from Johns Landing were re-homed, more people have become homeless since the last census.

Equity Economics has published (July 2021).a report titled *Nowhere to Go: The benefits of providing long-term social housing to women that have experienced domestic and family violence*. This states that family and domestic violence is the leading cause of homelessness for women and children. Comparing March 2020 and March 2021 there was a 5.9% increase in the number of women, nationally, seeking specialist homelessness services that had experienced family and domestic violence, compared to a 0.4% decrease across all other client groups.

## 4. Housing and Household Characteristics

### 4.1 Households

In 2016 Noosa Shire had an average household size of 2.4 persons, slightly lower than the State's figure of 2.6 persons. Within Noosa, the SA2s have differing figures: highest in Noosa Hinterland at 2.6 and lowest in Noosaville at 2.1. Most dwellings have more bedrooms than occupants. The State average is 0.8 persons per bedroom. This matches Noosa Hinterland, Peregian Beach-Marcus Beach and Sunshine Beach, however Tewantin, Noosaville and Noosa Heads have 0.7 persons per bedroom.

In 2016 there was a count of 4,954 lone person households in Noosa Shire. Between 2006 and 2016, the number of lone person households increased by 18%.

Between 2006 and 2016 the number of couple only households increased by 18.3%. Couple only households represented 31.9% of households in Noosa Shire, a figure noticeably higher than the State's at 25.9%.

At 2016, 49.2% of families in Noosa Shire were couple families with no children. This was high compared to 39.4% for the State where there was a higher proportion of couple families with children. At 2016 Noosa Shire had 2,267 one-parent families.

There was difference throughout the Shire with 58.1% of families in Noosa Heads and 57.4% of families in Noosaville being couple families with no children. The beach side SA2's and the hinterland had higher proportions of couple families with children. Tewantin and Sunshine Beach had higher proportions of one-parent families (18.9% and 18% respectively).

At 2016, 29.6% of occupied private dwellings in Noosaville were lone person households. The figure was only 19.5% in Noosa Hinterland.

Group households are less common in Noosa Shire, accounting for just 3.8% of occupied private dwellings at 2016. Sunshine Beach and Noosa Heads had the highest rates of group households.

Noosa Hinterland had the highest rate of multiple family households.

### 4.2 Dwelling Type

The ABS, Census of Population and Housing, 2016, Time Series Profile suggests that the number of occupied private dwellings in Noosa Shire rose from 21,391 in 2006 to 22,110 in 2016. This difference of only 719 is not reflective of the number of new dwellings built over that period. Many of the dwellings in the Shire are not occupied by residents.

Apartments accounted for 17.7% of occupied private dwellings in Noosa Shire in 2006 and 8.1% in 2016. The number of apartment style occupied private dwellings (which includes flats and units) actually fell from 3,776 in 2006 to 1,796 in 2016 despite new apartments being approved over that period. This suggests many unoccupied apartments (refer more detail on unoccupied dwellings at section 8.2).

In 2016 76.4% of the occupied private dwellings in Noosa Shire were separate houses. This is just slightly over the figure of 74.7% for the State. 12.1% were semi-detached and 8.1% were apartments.

At 2016 Noosa Hinterland had the highest number of occupied private dwellings at 7,789. Of these 96.1% were separate houses. Peregian Beach - Marcus Beach had just 1,474 occupied private dwellings and Noosa Heads had 1,764.

Table 14 Dwelling Structure at 2016 by SA2

Area	Separate House	Semi-detached (inc townhouse, duplex)	Apartment (inc units, flats)	Caravan (inc cabins, houseboats)	Other (inc improvised home, tent, flat attached to shop etc)	Total
Noosa Shire						
Noosa Hinterland	7,482	45	108	53	43	7,789
Tewantin	3,320	504	187	30	3	4,055
Noosaville	2,202	1,013	432	14	3	3,691
Noosa Heads	1,319	121	302	0	0	1,764
Sunshine Beach	1,666	504	336	0	0	2,517
Peregian Beach-Marcus Beach	1,112	255	99	3	0	1,474

## 5. State Plan-making System

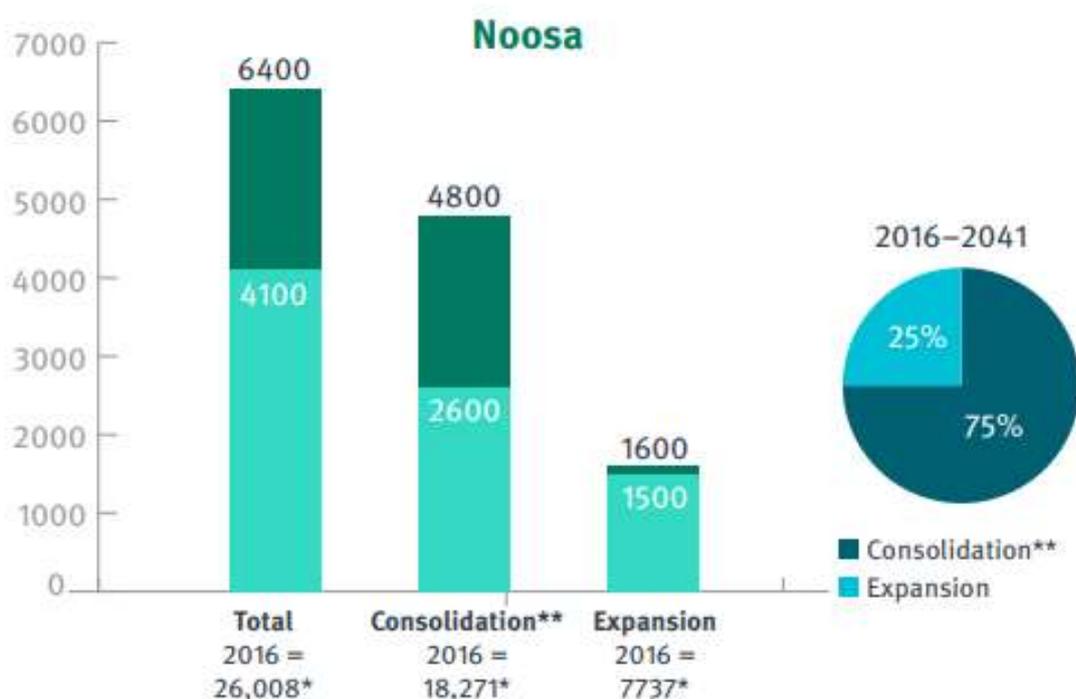
The State has established a plan-making system within Queensland's planning framework, requiring a level of consistency amongst local planning instruments. The state's interests are set out in the State Planning Policy and Regional Plans, governed by the *Planning Act 2016*. These State planning instruments set out what the state government has identified as planning matters of key state and regional interest, and guide growth management across the state.

### 5.1 *ShapingSEQ*, SEQ Regional Plan

Since 2005, Noosa Shire has been covered by versions of the SEQ Regional Plan. The most recent, *ShapingSEQ* was released in 2017. This plans for nearly 1.9 million additional people in the state's south east region by the year 2041. This growth is to be distributed amongst the 12 LGAs that contribute to the region, most noticeably in Brisbane, Gold Coast, Ipswich, Logan, Moreton Bay and Sunshine Coast, where population growth is measured in the hundreds of thousands.

The Plan provides for the residential population of Noosa Shire to grow from 54,000 in 2016 to 63,000 in 2041. To accommodate this population growth it sets dwelling supply benchmarks. For Noosa they are as indicated below. Between 2016 and 2041 Noosa Shire requires an additional 6,400 dwellings made up of 4,800 infill dwellings in the consolidation area (existing urban area) and 1,600 in the expansion areas (on the edges of the urban area).

Figure 15 Dwelling Supply benchmarks to 2041



*ShapingSEQ* considered Noosa Shire as part of the northern sub-region. Table 15 and Table 16 show the expected population growth, and dwelling supply benchmarks for the sub-region, to 2041.

Table 15 Northern sub-region current estimates and future supply benchmarks

Local government	Population 2016**	Expected population growth 2016–2041*	Dwellings 2016**	Additional dwellings 2016–2041*
Sunshine Coast	303,400	191,600	125,877	87,000
Noosa	54,000	9,000	26,008	6,400
Total for sub-region	357,400	200,600	151,885	93,400

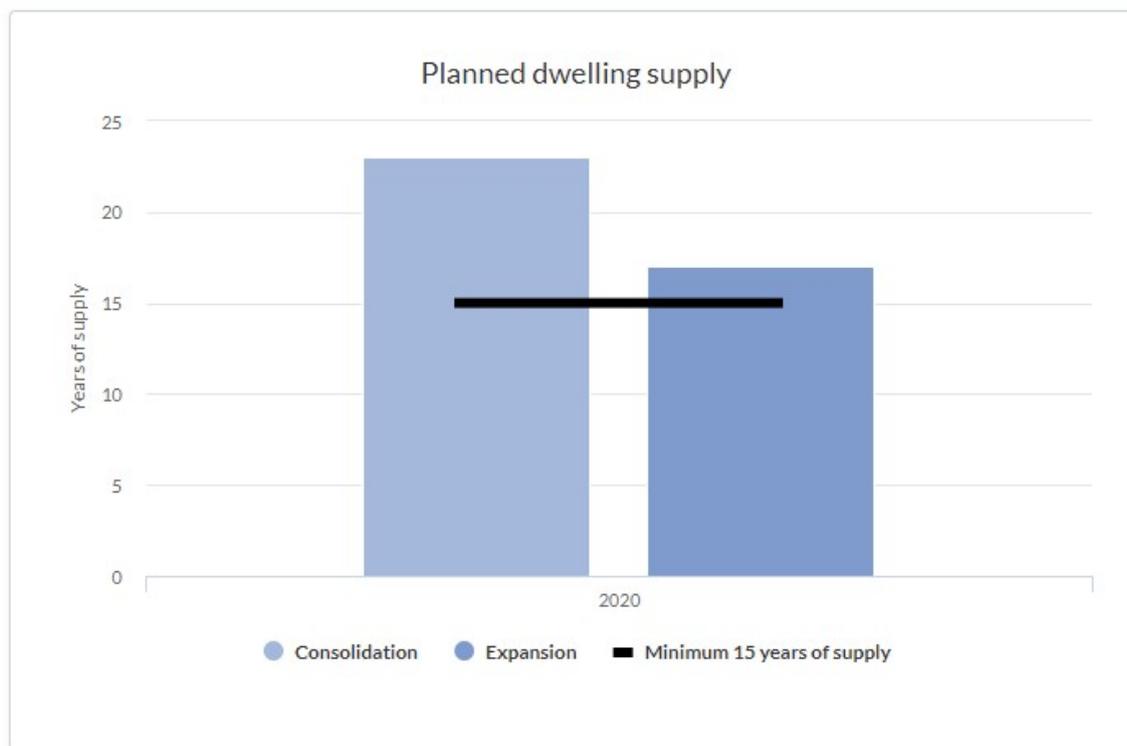
\*Figures based on ShapingSEQ policy for 2041

Table 16 Northern sub-region consolidation and expansion dwelling supply benchmarks

Local government	Additional dwellings 2016–2041		
	Consolidation	Expansion	Total
Sunshine Coast	53,700	33,300	87,000
Noosa	4,800	1,600	6,400
Total for sub-region	58,500	34,900	93,400

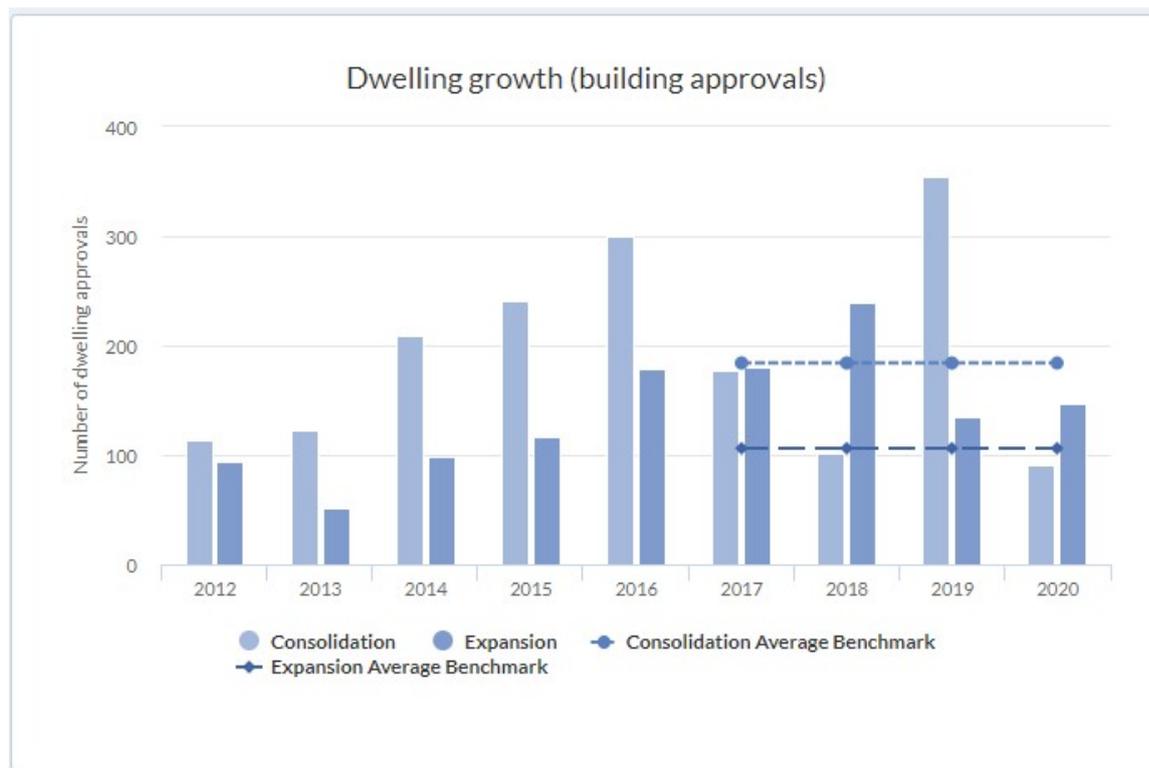
\*Figures based on ShapingSEQ policy for 2041

Figure 16 Planned dwelling supply compared to ShapingSEQ benchmarks



Source: Measures that Matter 2020

Figure 17 Dwelling growth



Source: Measures that Matter 2020

## 5.2 State Planning Policy

The 2017 State Planning Policy includes the following State interest in housing supply and diversity: *Diverse, accessible and well-serviced housing, and land for housing, is provided and supports affordable housing outcomes.*

All of the following state interest policies must be appropriately integrated in planning and development outcomes, where relevant.

- (1) Land for housing development and redevelopment in areas that are accessible and well-connected to services, employment and infrastructure are identified.
- (2) The development of residential land is facilitated to address and cater for all groups in the current and projected demographic, economic and social profile of the local government area, including households on low to moderate incomes.
- (3) A diverse, affordable and comprehensive range of housing options in accessible and well-serviced locations, is facilitated through:
  - a) appropriate, responsive and proactive zoning
  - b) supporting an appropriate mix of lot sizes and dwelling types, including housing for seniors and people requiring assisted living
  - c) considering incentives to promote affordable and social housing outcomes, particularly in areas in close proximity to services and amenities.
- (4) Best practice, innovative, and adaptable housing design and siting is provided for and encouraged.

- (5) Sufficient land for housing is provided in appropriate locations to support the projected nonresident workforce population associated with approved largescale mining, agriculture, industry or infrastructure projects.

# 6. State Housing System

## 6.1 Queensland Housing Strategy

In 2017 the State adopted a Housing Strategy which had at its core the objective that every Queenslanders have access to a safe, secure and affordable home that meets their needs and enables participation in social and economic life. The strategy is supported by the *Housing Strategy Action Plan 2017-2020*, the *Aboriginal and Torres Strait Islander Housing Action Plan 2019-2023* and the *Housing and Homelessness Action Plan 2021-2025*.

In 2021 the Housing and Homelessness Action Plan has been developed in the context of current housing market conditions and need. It reaffirms the objectives of The Queensland Housing Strategy to deliver more social and affordable homes and to transform the way housing services are delivered. The 20 specific aspirations are as follows:

1. *6,365 new social housing homes across the state.*
2. *Support growth, sustainability and innovation of the community housing sector.*
3. *Deliver social and affordable housing using state planning and economic development tools.*
4. *Enhance Queenslanders' access to private rental and home ownership.*
5. *Work with regional councils to increase and diversify the supply of housing, including opportunities for alternative government and non-government investment and incentives.*
6. *Prevent homelessness and support vulnerable people to stay in their homes.*
7. *Develop a formalised service delivery framework between state government agencies to prevent people exiting government services into homelessness:*
  - *better use of investment across government to respond to the needs of people experiencing or at risk of homelessness*
  - *clear roles and responsibilities*
  - *improved information sharing and formalised referral pathways between agencies to strengthen responses for people with complex needs.*
8. *Establish a cross-agency monitoring and evaluation approach to assess the effectiveness of joint approaches to preventing homelessness.*
9. *Deliver integrated health and housing responses*
10. *Build social inclusion and participation by leveraging community infrastructure including neighbourhood and community centres to:*
  - *provide access to support services*
  - *make art more accessible in the community*
  - *provide spaces for creation of art and social activities.*
11. *Assist vulnerable young people to achieve social and economic independence through an integrated framework of housing with support.*
12. *Promote rights, choice, control, accessibility and inclusion in housing with support for people with disability.*
13. *Provide culturally responsive housing with support through a frontline service offer for Aboriginal and Torres Strait Islander peoples across the housing continuum, including through implementing culturally responsive pathway planning and care coordination.*
14. *Deliver enhanced frontline service responses for women and families experiencing or at risk of domestic and family violence through a specialist response team and flexible assistance packages.*

15. *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.*
16. *Deliver rental law reform in Queensland, including minimum housing standards, that better protects renters and lessors and improves stability in the rental market.*
17. *Finalise implementation of retirement villages reforms to village financial statements and contract requirements and implement government's response to the independent panel's review of timeframes for payment of resident exit entitlements and buyback requirements.*
18. *Deliver improvements for residential (manufactured home) parks and residential services to address:*
  - *concerns about site rent increases and unsold manufactured homes in residential parks*
  - *the impact of significant changes in the community affecting residential services, to ensure resident safety, fair trading and viability of the residential service industry.*
19. *Enhance the consumer experience and industry engagement across residential (manufactured home) parks, residential services and retirement villages including through:*
  - *targeted communication, compliance and best practice guidance approaches, including introduction of a retirement village comparison website*
  - *exploring greater support for consumer-operated retirement villages and residential parks (such as the potential for home owner co-operatives) to give consumers greater choice and control over their retirement living arrangements.*
20. *Explore options to improve Queenslanders' access to pre-contractual advice about residential (manufactured home) parks and retirement villages and to timely and consistent decision-making to help them resolve housing issues and disputes.*

## 6.2 Inclusionary planning

Of particular interest are planning actions to:

- Investigate introducing inclusionary planning requirements into the planning framework.
- Investigate 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.
- Review the planning framework's approach to regulating residential development.

"Inclusionary" planning provisions (or inclusionary zoning) are land use planning interventions that either mandate or create incentives for the delivery of affordable housing dwellings, usually as a proportion of a bigger development. Mandatory provisions have been used in South Australia, Victoria, New South Wales and the ACT, however the Queensland planning system has not embraced them. There have been some targets and incentives, particularly for priority development areas and large master-planned greenfield communities, but not typically at a smaller scale or within existing urban areas.

## 6.3 Housing Construction

A Housing Construction Jobs Program was created to facilitate partnerships between the State with the private sector and community housing providers to deliver jobs, drive economic growth at a local level and ensure better community outcomes. It promised the following Sunshine Coast Capital Investment over five years:

- \$71M investment
- 243 new social homes

- 40 full time jobs per year

An EOI targeting the Sunshine Coast region was released in August 2019. According to the Department, 34 development proposals were submitted, however it is difficult to ascertain more than one contract was awarded.

*Partnering for Growth*, also emerging out of the Housing Strategy providing a framework for the community housing sector to work with State government to provide new and innovative housing support and an increased supply of community and affordable housing. It is understood Churches of Christ Housing Services, is commencing construction of 40 new affordable homes for seniors in Caloundra through this project.

Across the State, 79% of high and very high need social housing applicants require a one or two-bedroom dwelling. A target of 80% one or two-bedroom dwellings has been set and exceeded in new social housing stock.<sup>16</sup>

“*QuickStarts Qld*” is purportedly an accelerated investment in regional Queensland housing. Through nine development regions across Queensland, the State is constructing more social housing through partnerships with community housing providers as well as capital build projects delivered by government. It is suggested it will deliver 2,765 new homes across the State by 2025.

The Queensland Government’s two year \$40million “*Help to Home*” program seeks to deliver up to 1,000 properties via the private rental market through head-leasing arrangements, relying on privately owned single or multi-unit dwellings which may be new to market or have not previously been available through the private residential market

The Queensland 2021-22 Budget suggested a commitment of \$38.5 million for Social housing to expand and improve social housing on the Sunshine Coast.

## 6.4 Proposed rental housing reform

In May 2021 the Member for South Brisbane, introduced to parliament the Residential Tenancies and Rooming Accommodation (Tenants’ Rights) and Other Legislation Amendment Bill 2021, designed to improve rights for renters in Queensland, address rental affordability concerns and improve access to safe and secure housing. Specifically it aims to bring rent increases in line with inflation, to curb arbitrary rent increases which are not justified by improvements to the property.

In June 2021 The Minister for Communities and Housing introduced to parliament the Housing Legislation Amendment Bill 2021 which is intended to deliver key objectives of the Housing Strategy including:

- Modernisation - a commitment to reviewing and modernising rental laws to better protect tenants and lessors and improve housing stability in the rental market.
- Connections - ensuring that vulnerable community members are supported to sustain tenancies in appropriate and secure housing that facilitates social, economic, and cultural participation.
- Confidence - supporting a fair and responsive housing system through reforms to legislation and regulations that enhance the safety and dignity of Queenslanders and promote the provision of a range of housing options that meet the diverse needs of Queenslanders.

The Bill will amend the:

- Residential Tenancies and Rooming Accommodation Act 2008
- Retirement Villages Act 1999
- Residential Tenancies and Rooming Accommodation Regulation 2009

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<sup>16</sup> Queensland Government & University of Queensland, September 2020, *Interim Progress Analysis for the evaluation of the Queensland Housing Strategy 2017-2027*.

- Residential Tenancies and Rooming Accommodation (COVID-19 Emergency Response) Regulation 2020

The Parliamentary committee considered these Bills concurrently and tabled their reports on 16 August 2021 recommending that the *Residential Tenancies and Rooming Accommodation (Tenants' Rights) and Other Legislation Amendment Bill 2021* not be passed but that the *Housing Legislation Amendment Bill 2021* be passed.

## 7. Noosa Plan 2020

Noosa Plan 2020 commenced on 31 July 2020. It was prepared by Noosa Council and informed by long term policy, emerging best practice and extensive community input. The planning scheme was prepared according to the *Planning Act 2016*, *Planning Regulation 2017* and the *Minister's Guidelines and Rules*. In terms of structure and content it generally follows a template produced by the State government to enhance consistency within planning schemes across the State.

The findings and recommendations of the 2017 Briggs & Mortar Housing Needs Assessment informed Noosa Plan 2020 which was first drafted in 2018. State interest reviews, legal advice and community and industry feedback further shaped the Plan to the final version adopted in 2020.

### 7.1 Strategic Framework

The Strategic Framework (Part 3) of the Plan acknowledges that one of the key challenges to focus on is diversity in housing choice to provide suitable residential accommodation for low income earners, key workers and elderly people.

One of the Strategic Intents of the Plan focusses on housing to meet diverse needs of the community.

*The residents of Noosa Shire are part of an inclusive community where diversity is valued. Different housing types and styles are needed to provide choices, ensuring people's housing needs are catered for, regardless of age and mobility, household size and budget. By providing housing choice in each local area, a greater mix of people and ages are accommodated and this can provide a more diverse community.*

*The quality lifestyle sought by residents of the Shire demands high standards of residential amenity. Factors such as design, density, accessibility, security, landscaped open space, proximity and availability of services and transport are important considerations.*

*While low density, predominantly detached housing, prevails in Noosa Shire, as the population ages, there is likely to be increased demand for a range of housing that suits single and couple households in locations with good public transport and access to services and facilities. Historically, around 80 per cent of housing in the Shire is separate houses comprising three or more bedrooms. Residential units and communal living such as retirement and aged care make up the remainder. To best meet future housing needs, it is projected that by 2041 some 30 per cent of the total housing stock should be multi-unit housing styles, particularly small one and two bedroom dwellings to cater for smaller households.*

*By 2041, development needs to cater for around 6,400 more dwellings than existed at the 2016 census. Future housing demand, particularly for smaller dwellings, is likely to be best met through 'infill' development within existing residential areas, on well-located under-utilised land, and within town centres in a mixed-use format. Residential growth in and around existing centres with ready access to goods and services, attractive public spaces and community activities is encouraged. High standards of residential amenity and building design is expected. However, style and size may vary to accommodate a range of household types and income levels. Incentives are offered to exemplary and innovative residential developments that advance sustainable housing choice including affordable options for aging in place and housing key workers.*

*The cost of housing can be high, so special effort is needed to allow for an element of affordability within the diversity of new housing provided. A range of measures are provided to encourage housing affordability including requirements for small dwelling units close to centres and facilitating an additional small dwelling on traditional house sites. Providing housing choice for key workers to support key industry sectors is a particular focus. Established retirement communities, aged care facilities and transportable home parks are also protected. Land set aside for retirement and aged care facilities at Tewantin, Cooroy,*

*Noosa Heads, Noosaville and Sunrise Beach will help cater for demand. The initiatives of Federal and State Government and community based not-for-profit entities in delivering more affordable housing for residents in need are likely to be an important component of new housing.*

*Given Noosa Shire's popularity as a destination for visitors, accommodation is under increasing pressure from both residents and guests. Visitor accommodation areas at Noosa Heads, Noosaville and Noosa North Shore are protected for visitors to the exclusion of permanent occupants. The limited number of sites available for new resort development is protected for this purpose. Conversely, neighbourhoods of permanent residents are protected from influxes of short-term visitors whose interests and priorities are not compatible with residential amenity. Party houses are restricted from establishing in Noosa Shire.*

*The concept of 'ageing in place' is supported through the planning scheme by providing additional housing choice such as encouraging small dwellings and secondary dwellings, promoting adaptable housing standards, identifying land for retirement and aged care accommodation, and protecting existing aged care sites. The importance of remaining in or near one's community is acknowledged so aged care and independent retirement living opportunities are encouraged in hinterland towns as well as in the coastal urban areas of the Shire. Improving the accessibility and usability of housing through universal or adaptable housing principles will allow people to stay in their own home longer or find new housing suitable to their physical needs.*

*Historically, the majority of dwellings are three or more bedrooms and the predominant household size is only one or two persons. Consequently, priority is given to increasing opportunities for smaller housing to better meet the needs of small households. As there is a correlation between the size of housing and the cost of housing this should improve affordability. New attached housing in or close to centres will generally be limited to small dwellings. Within established urban residential neighbourhoods, a small dwelling can be established within the existing built form of a house or adjacent to it on the same property. Protecting existing communities of relocatable homes and allowing for additional communities is also important as are other models of housing, such as rooming accommodation.*

*The well serviced hinterland towns such as Cooroy and Pomona have ongoing scope for growth. Increasing housing in rural or remote parts of the Shire is not a sustainable solution to meet housing needs as it increases the number of people living away from employment, services and facilities and puts increased pressure on rural areas through conflicts with rural production, pressure on rural roads and cumulative environmental impacts.*

The Strategic Outcomes for housing choice by 2041 are:

- (a) Residential development occurs on land that is suited and designated for the intended form of housing and avoids any unnecessary removal of significant vegetation.*
- (b) Residential development occurs where it is not in the vicinity of land uses that would adversely impact the amenity of residents.*
- (c) Residential development only occurs where it will not prevent or inhibit the conduct of existing land uses that are legitimately located or planned for in that location.*
- (d) Residential development is designed within the planned capacity of infrastructure including roads, water and sewerage.*
- (e) A wide range of housing is spread throughout the existing urban areas of Noosa Shire and responds to housing needs associated with factors such as changing demographics, changing composition of households, and lifestyle choices.*

- (f) *Additional smaller dwellings on traditional house sites and small dwelling units in centres are provided so that the housing mix and choice better reflect community needs.*
- (g) *Council will support the Federal and State Government and community based not-for-profit entities in delivering a diverse and comprehensive range of social and affordable housing options.*
- (h) *Major residential developments will be encouraged to incorporate a range of housing types including more affordable housing products for the entry buyer and low-income housing markets.*
- (i) *Noosa Shire's exceptional residential character and amenity is derived from the subtropical climate, relatively low scale/low rise built environment, quality building designs and the presence of landscaped open space around buildings. This amenity and character is maintained owing to its significance in protecting the lifestyle valued by residents.*
- (j) *Carparking associated with residential buildings is not the dominant built form element when viewed from the street front.*
- (k) *Outside of the urban footprint limited areas for additional rural residential lifestyles provide residents with a semi-rural living option. These areas are well defined and do not extend beyond existing rural residential zoned land. Development in these areas is located and designed to avoid conflicts with rural land uses or environmental values.*
- (l) *The planning scheme protects sites for specific housing styles such as residential care, retirement villages and relocatable home parks.*
- (m) *The planning scheme protects areas for visitor accommodation where a range of accommodation styles support the local tourism industry.*
- (n) *Neighbourhoods of permanent housing are protected from short-term visitor accommodation that would impact on the amenity enjoyed by residents, however residents may share their home with guests in a well managed fashion to limit potential impacts.*
- (o) *Party houses, as defined under the Planning Act 2016, are restricted from being established in Noosa Shire.*

## 7.2 Residential Zones

The Low Density Residential Zone accommodates predominantly detached housing however also allows for secondary dwellings, community residences and rooming accommodation where they can be integrated with the low density residential built form. This is the predominant urban housing zone throughout the Shire. Lot sizes and built form vary significantly based on location and age of development. The planning scheme specifies a minimum lot size of 600m<sup>2</sup> however in the hinterland villages of Kin Kin, Boreen Point, Cooran and Pomona it is 2,000m<sup>2</sup> or 1,000m<sup>2</sup> if connected to sewerage reticulation. There are however areas or large lots that cannot be further developed because they are either constrained or outside the SEQ Regional Plan Urban Footprint (such as Noosa North Shore). With the exception of home-hosted accommodation or the occupational letting of your principal place of residence, visitor accommodation is not supported in the Low Density Residential zone.

The Medium Density Residential Zone is intended to accommodate dual occupancies, community residences, rooming accommodation, multiple dwellings, retirement and relocatable home park facilities. Small dwellings and co-housing models are encouraged to integrate within the

neighbourhoods to increase housing choice. There are numerous established holiday resorts included within this zone, and despite short-term accommodation being a consistent use, new development is predominantly intended for permanent residents. This zone occurs in most of the coastal urban areas of Noosa Shire, as well as in Cooroy and Pomona.

Application of the High Density Residential Zone is relatively limited and occurs in areas of Noosaville, Noosa Heads, Sunshine Beach, Sunrise Beach and the southern end of Peregian Beach. In general the building height is greater, typically three storeys. Much of the land is already developed to capacity with a mix of permanent housing and resorts, however there remain some key sites, close to Noosa Junction and the Shire Business Centre with scope for significant development. A wide range of accommodation activities are consistent including multiple dwellings, relocatable home parks, residential care facilities, rooming accommodation and short-term accommodation.

Historically most of the land zoned for attached housing has coincided with proximity to the beaches, Noosa River and Noosa Hill. The addition of land away further from these features but still close to serviced areas is also important for housing choice.

Also considered by the Planning Regulation as a “residential zone”, the Tourist Accommodation Zone, the purpose of which is to provide for short-term accommodation and community uses, and small-scale services, facilities and infrastructure, to support short-term accommodation and tourist attractions.

The Tourist Accommodation zone was generally applied to areas with a history of visitor accommodation zones and/or to specific key resort sites where planning schemes and development conditions had protected the sites for visitor resorts to contribute to the tourism industry.

Given the pattern of historical development and the nature of existing use rights there are permanent residents living in the Tourist Accommodation zone and there are visitor resorts within both the Medium Density and High Density Residential zones. Additionally many houses in the Low Density Residential zone enjoy existing use rights to offer holiday accommodation. The planning scheme is not suggesting such arrangement, where already lawful, cannot continue but seeks to clarify the intended predominant land use and character of the site/neighbourhood going forward.

The Rural Residential Zone is not specifically categorised as a residential zone by the Regulation, however it accommodates low density and semi-rural uses with houses on large lots being the dominant form of development. While it may be suitable for a hospice, this zone is rarely appropriate for communal forms of housing. Likewise the Rural Zone is not a residential zone, though obviously allows for a house and other limited forms of housing such as for bone fide farm employees.

### 7.3 Housing in other zones

In addition to the residential zones, some housing choice is allowed for in other zones. This includes residential care and retirement villages in the Community Facilities zone as well as mixed use development in the various centre zones, where the new scheme allows small dwellings amongst non-residential uses.

In the Rural Zone, caretaker’s accommodation is allowed subject to code assessment on a property of at least 20 hectares in area. It must be used for bona fide caretaking or property management purposes.

Rural workers' accommodation for up to 10 people, can also be located on rural properties of 20 hectares or greater, subject to code assessment. It is limited to bona fide employees of a rural use carried out on site, and their immediate families, If the property is smaller, or the number of accommodated occupants is greater it would be subject to impact assessment.

A Community residence (such as a hospice) is also allowed subject to code assessment in either the Rural or Rural Residential Zone.

## 7.4 Land Use and Administrative Definitions

Section 7 of the *Planning Regulation 2017* requires that a local planning scheme may adopt only the use terms and their meanings as listed within schedule 3 of the regulation. It cannot add new land uses or modify land uses. Further if a planning scheme includes an administrative term from the regulation it must assign the same meaning as that within schedule 4 of the regulation.

Accordingly a defined land use term such as “dwelling house” or “dual occupancy” or “multiple dwelling” should become consistent throughout the state.

Likewise the definition of a “secondary dwelling” which is an administrative term for a component part of a dwelling house should be consistent throughout the state.

A planning scheme may include administrative terms other than those within schedule 4 of the regulation as long as they do not offend or change the effect of one of the State definitions.

The Noosa Plan 2020 allows for the following accommodation activities, noting that some are intended to occupy permanent or semi-permanent residents<sup>17</sup> and some short-term visitors (tourists or travellers):

<b>Permanent residents</b>	<b>Visitors</b>
Caretaker’s accommodation	Home-based business
Community residence	Nature-based tourism
Dual occupancy	Resort complex
Dwelling house	Short-term accommodation
Dwelling unit	Tourist park
Multiple dwelling	
Relocatable home park	
Residential care facility	
Retirement facility	
Rooming accommodation	
Rural workers' accommodation	

Within definitions there are sometimes specific inclusion of ancillary manager’s residence or staff or support worker accommodation.

Some definitions, in isolation are difficult to comprehend. As an example, home-based business means the use of a dwelling or domestic outbuilding on premises for a business activity that is subordinate to the residential use of the premises. It specifically includes as an example offering bed and breakfast accommodation. This is hosted accommodation provided while the host remains in residence, not the use of a dwelling for short-term accommodation.

The following subsections are intended to unpack some of the definitions within the Noosa Plan 2020 and explain the difference between them.

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<sup>17</sup> While housing can be transitional in nature people who live here as their principal place of residence for at least three consecutive months are generally considered as permanent.

## 7.4.1 Dwelling house

The Planning Regulation 2017, and in turn the Noosa Plan 2020 includes the following definition of a dwelling house—

***dwelling house*** means a residential use of premises involving—

(a) 1 dwelling for a single household and any domestic outbuildings associated with the dwelling; or

(b) 1 dwelling<sup>18</sup> for a single household<sup>19</sup>, a secondary dwelling<sup>20</sup> and any domestic outbuildings associated with either dwelling.

The Department of State Development, Infrastructure, Local Government and Planning refers to case law<sup>21</sup> in advising that the occupants of the secondary dwelling must form part of the one household as the residents of the balance of the house. Therefore they may be relatives or close friends but with the intention to live together on a long term basis. The use of a secondary dwelling by a separate or unconnected household does not comply with the definition as implemented by the State and is therefore defined as a dual occupancy (see below).

This interpretation does not sit comfortably with many, and the definitions are not quite the same as those of relevance within the Bundaberg case cited.

As a secondary dwelling is part of the land use definition of a house, it is therefore acceptable development wherever a house is acceptable development (generally all of the residential zones plus the rural and the rural residential zones). Acceptable outcomes within the relevant zone code, the Low Density Housing Code and any relevant overlay codes need to be met.

The construction of a compliant secondary dwelling, (whether referred to as a granny flat, relative's apartment, annexed flat, studio or otherwise) either attached to, underneath or some distance from the balance of the house does not change the land use from being a "dwelling house".

In most cases a private building certifier will issue the permit for a secondary dwelling and classify it as alterations or additions to the house. Therefore, it will not contribute to State monitoring as a new or additional dwelling, as this monitoring is derived from building permit data.

Council officers check building approvals and since October 2016 Council have issued Infrastructure Charges notices on 220<sup>22</sup> secondary dwellings (equating to 0.8 per week) although less than 130 of these were acknowledged on the building applications.

The RTA publishes information for property managers and owners stating they must ensure *there is nothing preventing the tenant from moving into the property (e.g. you may not rent out a granny flat if it has not been approved by the local council)*.

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<sup>18</sup> ***dwelling*** means all or part of a building that—

(a) is used, or capable of being used, as a self-contained residence; and

(b) contains—

(i) food preparation facilities; and

(ii) a bath or shower; and

(iii) a toilet; and

(iv) a wash basin; and

(v) facilities for washing clothes.

<sup>19</sup> ***household*** means 1 or more individuals who—

(a) live in a dwelling with the intent of living together on a long-term basis; and

(b) make common provision for food and other essentials for living.

<sup>20</sup> ***secondary dwelling*** means a dwelling, whether attached or detached, that is used in conjunction with, and subordinate to, a dwelling house on the same lot.

<sup>21</sup> Katherine Lalis v Bundaberg Regional Council [2018] Qld Planning and Environment Court

<sup>22</sup> Fifteen of these have lapsed or been cancelled

## 7.4.2 Dual occupancy

The use definition of a dual occupancy (at times referred to as a duplex) is as follows:

**dual occupancy—**

(a) means a residential use of premises for 2 households involving—

(i) 2 dwellings (whether attached or detached) on a single lot or 2 dwellings (whether attached or detached) on separate lots that share a common property; and

(ii) any domestic outbuilding associated with the dwellings; but

(b) does not include a residential use of premises that involves a secondary dwelling.

The Noosa Plan 2020 generally allows a dual occupancy in the Medium Density Residential and High Density Residential zones, in the Tourist Accommodation Zone unless specifically excluded (e.g. in Hastings Street and key resort sites), in the Major Centre Zone, District Centre Zone, Local Centre Zone and Neighbourhood Centre Zone. In centre zones it is usually expected to form part of a mixed use development. Dual occupancies might be considered as an underutilisation of land in the Medium or High Density Residential zones if a greater number of dwellings could be achieved.

Numerous local governments in South East Queensland have found that a large proportion of new houses in greenfield developments are being developed and marketed as “dual key” properties taking advantage of secondary dwelling provisions in neighbourhoods where a dual occupancy would not be allowed. In new estates where house blocks are smaller and roadways typically narrower this is particularly leading to problems of overcrowding and parking congestion, yielding a population noticeably greater than originally planned for. This in part is thought to be one of the reasons the State seeks to hold a strict line on the definition of secondary dwelling.

## 7.4.3 Multiple dwellings

A Multiple dwelling means a residential use of premises involving 3 or more dwellings, whether attached or detached, for separate households. These might be called flats, units, apartments, villa, townhouses etc.

Noosa Plan 2020 allows multiple dwellings in the Medium Density Residential and High Density Residential zones, in the Tourist Accommodation Zone unless specifically excluded (e.g. in Hastings Street and key resort sites), in the Major Centre Zone, District Centre Zone, Local Centre Zone and Neighbourhood Centre Zone. In centre zones it is usually expected to form part of a mixed use development.

The inclusion of this use in the Medium Density Residential zone is particularly important and is in some way a departure from the previous scheme which included a Semi-Attached Housing Zone where development was limited to a duplex, and units not supported. Previous planning schemes actually favoured duplexes over multiple dwellings in terms of plot ratio and site cover.

The Noosa Plan has created an administrative term of “small dwellings” which means a dwelling that has no more than 100m<sup>2</sup> of gross floor area<sup>23</sup>. The plan provides bonus provisions for small

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<sup>23</sup> **gross floor area** for a building, means the total floor area of all storeys of the building, measured from the outside of the external walls and the centre of any common walls of the building, other than areas used for—

- a) building services, plant or equipment; or
- b) access between levels; or
- c) a ground floor public lobby; or
- d) a mall; or
- e) parking, loading or manoeuvring vehicles; or
- f) unenclosed private balconies, whether roofed or not.

dwellings. These bonuses include increased allowable plot ratio, increased allowable site cover, reduction in required landscaped open space and reduction in required carparking.

As well as using these bonuses to encourage more small dwellings, they are specifically the only forms of dwellings supported in some areas, such as the centre zones.

The Major Centre Zone at Noosa Junction allows for small dwellings in conjunction with non-residential uses in mixed use formats. The three storey height limit allows for one or two levels of business uses with dwellings above. The carparking requirements encourage these to be two bedroom units. Areas adjacent to Noosa Junction (including the former Noosa Bowls Club) have been included in the High Density Residential Zone and can accommodate three storey unit development.

At the Noosa Business Centre, also in the Major Centre Zone there is a specific High Density Residential Precinct where multiple dwellings in a ratio of small dwellings to other dwellings of at least 3:1 is the preferred form of development. This can be developed to a height of 3 storeys. Additionally, the Village Mixed Use Precinct allows for small dwellings where in conjunction with non-residential uses in a mixed use format, also to a height of three storeys.

The planning scheme requires that where the development for multiple dwellings occurs on Lot 3 RP884396 (the former Noosa Bowls club) and in the High Density Residential precinct of the Noosa Business Centre, dwellings must meet the needs of different households. The acceptable outcome seeks 20% of housing to be affordable housing and specifically 10% be social housing. In addition short-term accommodation is not a consistent land use in these locations.

The District Centres at Noosaville, Tewantin and Cooroy also allow for small dwellings in conjunction with non-residential uses in mixed use formats. This allows for redevelopment of underdeveloped sites with “shop top” styles of housing and will activate the centres after hours.

The various local centres and neighbourhood centres also allow for small dwellings in a mixed use format, providing residential floor space does not exceed the non-residential floor space. Again, this allows for “shop top” housing or in some cases dwellings behind businesses.

#### 7.4.4 Community Residences

A community residence is a defined use for up to 6 children accommodated as part of a program or service under the Youth Justice Act 1992, or up to 6 persons who require assistance or support with daily living needs. The use also allows for one resident support worker.

The Planning Regulation dictates that under the following circumstances a community residence must be supported in prescribed zones.

- a) no more than 7 support workers attend the residence in a 24-hour period; and
- b) at least 2 car parks are provided on the premises for use by residents and visitors; and
- c) at least 1 of the car parks is suitable for persons with disabilities; and
- d) at least 1 car park is provided on the premises for use by support workers.

Consequentially the Noosa Plan 2020 makes the use accepted development in the following zones: Low Density Residential; Medium Density Residential; High Density Residential; and Rural Residential, providing it meets the requirements of the Regulation.

It is also a consistent use in other zones including the Community Facilities Zone and the Rural Zone. While it currently requires assessment this might be revisited for small facilities.

Some community residences have been built, including two in Tewantin built to platinum standard of Liveable Housing by Endeavour Foundation as part of their “My Home, My Life initiative”.

The reported construction cost for one such purpose built five bedroom community residence to this level of accessibility is over \$570,000, in addition to land cost.<sup>24</sup>

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<sup>24</sup>Building approval PC20/0686 issued August 2020

A community residence could be in a modular format with separate bedsits for the residents and communal kitchen, dining and recreation space. The particular built form and accessibility standards may differ depending on end users.

#### 7.4.5 Rooming Accommodation

It's not uncommon for a resident owner to informally rent spare rooms to boarders or lodgers. As this would typically operate on a cash basis there is little way it would come to the attention of Council and is generally encouraged as a means of utilising capacity within the existing housing stock. The *Residential Tenancies and Rooming Accommodation Act 2008* does not apply if the tenant is a boarder or a lodger (except to the extent that it can relate to the taking of a bond if relevant).

Further, where unrelated people co-lease a property under a general tenancy agreement it is not considered to be rooming accommodation but rather just a share house. All tenants share joint responsibility for the whole property and reside as a single household.

Rooming accommodation is specifically defined as the use of premises for—

- a) *residential accommodation, if each resident—*
  - i. *has a right to occupy 1 or more rooms on the premises; and*
  - ii. *does not have a right to occupy the whole of the premises; and*
  - iii. *does not occupy a self-contained unit, as defined under the Residential Tenancies and Rooming Accommodation Act 2008, schedule 2, or has only limited facilities available for private use; and*
  - iv. *shares other rooms, facilities, furniture or equipment outside of the resident's room with 1 or more other residents, whether or not the rooms, facilities, furniture or equipment are on the same or different premises; or*
- b) *a manager's residence, an office or providing food or other services to residents, if the use is ancillary to the use in paragraph (a).*

Importantly premises don't qualify as Rooming Accommodation if residents occupy self-contained units (i.e. it cannot be for example a studio apartment with kitchen, bathroom and toilet facilities).

Bigger examples of rooming accommodation include boarding houses, residential hostels<sup>25</sup>, a monastery and off-site student accommodation, however it may just be domestic scale such as a four or five bedroom house.

The State's Residential Tenancy Authority provides for formal rooming accommodation agreement which is a legally binding contract between the tenant and the property manager/owner, which like any other lease will include conditions or rules. This includes prescribed rules applied to all rooming accommodation in Queensland and house rules the property manager/owner can make. Rooming accommodation agreements are not required if there are three or less rooms available for residents.

In the Medium Density Residential Zone and the High Density Residential Zone the use of rooming accommodation is code assessable. However, in the Low Density Residential Zone rooming accommodation is accepted development subject to requirements if containing no more than five bedrooms and accommodating no more than five beds.

Recently some property owners have converted low density dwelling houses into rooming accommodation. This strictly requires a change of building classification (therefore a building approval), regardless of whether physical building works are carried out. The building classification will be required to be upgraded under the National Construction Code from a 1a structure to a Class 1b structure.

There are property investment advisors who are promoting a model of small boarding houses as a means of recouping two to three times the rental return of a normal house.

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<sup>25</sup> As distinct from a backpackers hostel which is a form of Short-term accommodation

Upon the issue of the building permit Council will calculate and issue an Infrastructure Charge Notice. It is based on the development of rooming accommodation (to the scale it is), less a credit for the original house. One recent example saw a house in Noosaville convert to rooming accommodation of three suites plus two bedrooms. This triggered an infrastructure charge calculation of close to \$26,000 which may be a barrier to further conversions.

Some owners are doing these conversions without the necessary building permits and advertising five separate “micro-apartments” each with its own bedroom, bathroom and kitchenette.

Aside from infrastructure charges, the provision of carparking is likely to be the other barrier to formal conversion to rooming accommodation. The scheme requires 1 space per two bedrooms (or part thereof). So, a four bedroom house would require two spaces but a five bedroom house would require three spaces.

The long term owners and operators of a lodging house (rooming accommodation) in Townsville suggest lodging houses are not an economic proposition for developers or investors because they cannot split them into multiple independent ownership in the way that a residential unit development can be. They suggest if builders and investors could profitably build lodging houses with multiple titles there would be more properties that could offer short to long term housing for crisis victims and those at risk of homelessness<sup>26</sup>.

#### 7.4.6 Caretaker’s Residence and Dwelling Unit

Caretaker’s accommodation means the use of premises for a dwelling for a caretaker of a non-residential use on the same premises. Alternatively a dwelling unit is one dwelling on the same premises as a non-residential use, where the occupants are not caretaking the non-residential use. This might be a single flat above a shop or office.

Caretaker’s accommodation is subject to planning approval and Council requires sufficient justification there is a genuine need for caretaking or property management purposes such as the need to manage a rural activity or demonstrated need for 24 hour supervision/care of buildings, operations, plant or equipment. Since 2014, building approvals for 42 caretaker residences (or ancillary dwellings as they were previously called) have been issued. A further 25 have development approval but are not yet developed. There have been concerns these were not always occupied by a caretaker.

A dwelling unit is supported in the centre zones but not in other non-residential zones. Places like industrial estates should not include any residential use that is not directly required or justified by the business on site as it creates reverse amenity conflicts.

#### 7.4.7 Short-term accommodation

Short-term accommodation is a defined use under Noosa Plan 2020 and was not previously defined under the former Noosa Plan 2006. It means the use of premises for providing accommodation of less than 3 consecutive months to tourists or travellers, but specifically does not include a hotel, nature-based tourism, resort complex or tourist park. Examples of this use include backpacker hostels, motels, or the short-term letting of a house, duplex, or multiple dwelling to visitors.

The inclusion of a domestic, class 1 building or one individual unit within a complex as short-term accommodation is particularly important as the property is not being used for permanent occupancy as a dwelling house, dual occupancy or multiple dwelling being home to 1 or more individuals who live in the dwelling on a long-term basis.

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<sup>26</sup> Submission 7 to Standing Committee on Tax and Revenue inquiry into the contribution of tax and regulation on housing affordability and supply in Australia.

Prior to Noosa Plan 2020, Noosa's former planning schemes protected visitor only accommodation sites and allowed for visitor accommodation within its residential zones, consequently failing to protect residential zones from visitor accommodation.

As a result, Noosa has had a history of some dwellings being interchangeably used as a permanent place of residence or visitor accommodation. Prior to the Noosa Plan 2006, the 1985 Planning Scheme dwellings constructed or approved as either a "duplex dwelling" or "multiple dwelling" had approval to be used for either short-term visitor accommodation or permanent residential living, unless the conditions of approval specifically said otherwise. This has meant that occupancy by visitors or residents has changed over time based on market influences.

Most unit blocks in Noosa Shire do pre-date 2006, hence have existing use rights to continue use as either short-term accommodation or permanent living.

In addition, a detached house could be used for short-term accommodation without planning approval prior to Noosa Plan 2020, many of which may have existing use rights to continue to be used for short-term accommodation.

### **Implications of short-term accommodation**

The interchangeable use of pre 2006 units and pre Noosa Plan 2020 detached houses for short-term accommodation was historically not of great concern as the "holiday houses" were few and dispersed or the units were located in tourist dominated precincts or resorts. However, with the rise in online booking platforms, such as Airbnb, Stayz and booking.com, the number of dwellings, particularly detached houses, being used as short-term accommodation has risen and crept into traditional permanent residential neighbourhoods.

Conversely, the lack of permanent smaller dwellings has increased demand for permanent housing within resorts or other tourist accommodation precincts.

In addition, many home hosts are using secondary dwellings, granny flats and other self contained dwellings meant for permanent occupancy for short-term accommodation, hosted and unhosted.

This has resulted in a number of issues including:

- Short-term accommodation providing a higher return on investment leading to loss of housing stock for permanent rental occupation
- increased housing prices with greater competition of limited stock for permanent purchase
- creep of short-term accommodation uses into permanent residential areas causing issues around residential amenity, health and well being impacts on permanent residents
- Reduced permanent residents in some areas and certain streets reducing a sense of community, feeling of safety and security
- Conflict between permanent residents and visitors etc

AEC was commissioned to do a cost benefit assessment of a proposed local law into short stay letting and found there is a significant impact on traditional residential neighbourhoods from the increased level and type of activity associated with short stay accommodation, much of which is focussed on noise disturbances, amenity, safety and security<sup>27</sup>.

## **7.5 Carparking requirements**

The 2016 census results indicated 40.33% of occupied private dwellings had two motor vehicles (not including motor bikes or scooters); 12.9% had three motor vehicles and 5.9% had four or more motor vehicles. Given 66.5% of occupied dwellings had only one or two residents this indicates a strong reliance on private motor vehicles.

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<sup>27</sup> AEC Group (September 2021) *Cost Benefit Analysis Proposed Local Law Amendment: Short Stay Letting & Home Hosted Accommodation*.

Between 2011 and 2016 the number of households with 3 or more cars rose by 871, the number with 2 cars rose by 545. In the same five years the number with no car or one car decreased by 593.

At 31 January 2020 there were 36,818 passenger vehicles registered in Noosa Shire and a further 9,524 light commercial vehicles. This was an increase from 33,767 passenger vehicles and 7,784 light commercial vehicles in 2015. Combined, that's 4,791 additional vehicles in a period when the resident population increased 3,090, and does not include additional motorcycles, campervans, rigid vehicles etc.

One of the most common concerns of Noosa's urban residents is the quantity of vehicles parked on street where associated with residential properties than can (or at least are) accommodated on the property. In some cases residents choose to use their garaging for other purposes.

Older houses were only required to provide one onsite carparking space, new houses are required to provide two covered spaces. Hence in older neighbourhoods, where older housing stock prevails there are fewer double garages.

There is a growing trend to convert double garages to habitable space such as bedrooms, then request relaxation for carports within the front setback area. Generally, this is an overdevelopment of the site and not supported, posing a cumulative threat to the amenity of the streetscape.

Households now have more vehicles, or larger vehicles (including some with trailers) that are not easily accommodated onsite (the high proportion of employees in construction services is a testament to this).

This situation is of most concern where street widths are narrow and where parking for non-residential purposes is also in demand. For example, in the SA2 of Noosa Heads, 42.3% of occupied private dwellings had two motor vehicles, 17.24% had three vehicles and nearly 5% had four or more vehicles. Given the average household size is just 2.2 people this represents a high number of vehicles. Figures were similar for the Sunshine Beach SA2 and both SA2s also accommodate the parking of many vehicles associated with employment, recreation and business.

Table 17 below summarises the carparking requirements of the planning scheme for various residential uses. Where the number of spaces required is not a whole number, the number of spaces to be provided is the next highest whole number.

Less carparking is required for small dwellings and in centre zones additional dedicated resident parking is actually discouraged. As covered carparking spaces contribute to the cost of housing, they should not be over-supplied in well serviced areas such as Noosa Junction and the Shire Business Centre. Conversely, away from centres reductions in on-site carparking requirements is only likely to exacerbate existing parking concerns.

Table 17 Noosa Plan 2020 carparking requirements for residential uses

Residential use	Parking requirements
Caretaker's accommodation	One covered space
Dwelling unit	One covered space
Dual occupancy	Two covered spaces plus one additional space (two double garages comply)
Dwelling house excluding a secondary dwelling	Two covered spaces
Dwelling house including a secondary dwelling	Two covered spaces plus one other space.  (Three spaces are required in total for a new dwelling house which includes a secondary dwelling. However as historically the requirement for a house was only one space, if a secondary dwelling is added to an older house which already has two spaces, a third space is generally not required.)
Multiple dwelling consisting of small dwellings in a centre zone	One covered space up to two bedrooms and two covered spaces for three or more bedrooms. (This is both a minimum AND a maximum)
Multiple dwelling consisting of small dwellings in a zone other than a centre zone	One covered space up to two bedrooms and two covered spaces for three or more bedrooms, plus one visitor space per four dwellings.
Multiple dwelling not consisting of small dwellings	Two covered spaces per dwelling greater than 100m <sup>2</sup> (spaces may be in tandem), plus one additional space per four dwellings.
Rooming accommodation	One space for a manager in residence, if applicable plus one space per two bedrooms
Short-term accommodation	<p>If for:</p> <p>a) motel/rural cabins/guesthouse—</p> <ul style="list-style-type: none"> <li>i) one space per <a href="#">accommodation unit/cabin</a>; and</li> <li>ii) one space per 10 accommodation units/cabins</li> </ul> <p>B) dormitory style accommodation e.g. backpacker's—</p> <ul style="list-style-type: none"> <li>i) one space per 12 guests capable of being accommodated; and</li> <li>ii) one space per staff member; and</li> <li>iii) one space for a courtesy shuttle bus</li> </ul> <p>c) dwellings—</p> <ul style="list-style-type: none"> <li>i) if a small <a href="#">dwelling</a>—one covered space up to two bedrooms and two covered spaces for three or more bedrooms; and</li> <li>ii) if not a small <a href="#">dwelling</a>— two spaces; and</li> <li>iii) one space per four dwellings.</li> </ul>

As can be seen in centre zones the parking requirement for small dwellings is both a minimum and maximum as the provision of dedicated carparking spaces actually adds to the expense of the housing.

## 7.6 Development opportunities for multiple dwellings

Noosa Plan 2020 facilitates the development of multiple dwellings in some new areas where they were previously not supported. This includes—

- the new high density residential precinct of the Noosa Business Centre;
- the previous Noosa Bowls Club at Noosa Junction;
- Wyandra Street, Delorme Street and Coral Tree Avenue, also near Noosa Junction;
- Eumundi Noosa Road, Noosaville;

Importantly, these areas, while well serviced, are away from the premium beachside and riverside locations, so they are less likely to cost as much as properties in those areas.

# 8. Existing Housing Supply and Dwelling Characteristics

## 8.1 What is Housing Diversity?

The AHURI report on Urban regulation and diverse housing supply: An Investigative Panel<sup>28</sup> suggests that diverse housing might be defined as any housing type that differs to the majority of housing stock in terms of its:

- size and built form— e.g. it offers an alternative to detached housing;
- development model— it differs to the mainstream speculative land and development model; or
- tenure— it is situated in the middle of the housing continuum, offering an alternative to traditional ownership and rental tenures.

The report includes the following overview of these different elements of housing diversity, including examples.

*Figure 18 Elements of housing diversity with potential to support more affordable housing supply*

Element of diversity	Examples	Potential benefits
Diverse housing form or development models (how housing is designed, developed and built)	<ul style="list-style-type: none"> <li>• Apartments</li> <li>• Townhouses / terraces</li> <li>• Other forms of medium density</li> <li>• Deliberative development</li> <li>• Cohousing</li> <li>• Other forms of non-speculative community-led development</li> </ul>	<ul style="list-style-type: none"> <li>• Can support downsizing (smaller, lower maintenance housing options)</li> <li>• Can be more affordable than detached homes due to small size and lower land take, but unlikely to be affordable to low and moderate income groups in high-value markets.</li> <li>• Opportunity to design housing to better meet the needs and lifestyle preferences of different households</li> <li>• Can provide affordable housing options for low to moderate income groups if project has an affordability aim or is designed to secure long-term affordability</li> </ul>
Diverse housing tenures (occupancy arrangements)	Occupancy arrangements, including: <ul style="list-style-type: none"> <li>• long-term secure rental</li> <li>• shared equity</li> <li>• below-market rental / discounted market rent</li> <li>• social rental</li> </ul>	<ul style="list-style-type: none"> <li>• Can offer longer-term security of tenure than available in the private rental market</li> <li>• Affordable to very low to moderate income households</li> </ul>

## 8.2 Dwelling structures and household size

Table 18, extracted from the ABS 2016 Census of Population and Housing shows the count of occupied private dwellings (excludes 'Visitors only' and 'Other non-classifiable' households) and all persons counted in the dwelling on Census Night, including visitors from within Australia. Note, this is not based on usual place of residence.

<sup>28</sup> Gilbert, C., Rowley, S., Gurrán, N., Leishman, C., Mouritz, M., Raynor, K. and Cornell, C. (Dec 2020) Urban regulation and diverse housing supply: An Investigative Panel, AHURI Final Report No. 349, Australian Housing and Urban Research Institute Limited, Melbourne.

Table 18 Private Dwellings by type 2016 Census

	Dwellings	Persons
<b>Occupied private dwellings:</b>		
Separate house	15,965	40,767
Semi-detached, row or terrace house, townhouse etc. with:		
<i>One storey</i>	981	1,565
<i>Two or more storeys</i>	1,453	2,676
<b>Total</b>	<b>2,436</b>	<b>4,240</b>
Flat or apartment:		
<i>In a one or two storey block</i>	968	1,648
<i>In a three storey block</i>	399	696
<i>In a four or more storey block</i>	83	152
<i>Attached to a house</i>	3	3
<b>Total</b>	<b>1,452</b>	<b>2,500</b>
Other dwelling:		
<i>Caravan</i>	75	119
<i>Cabin, houseboat</i>	22	29
<i>Improvised home, tent, sleepers out</i>	38	84
<i>House or flat attached to a shop, office, etc.</i>	9	18
<b>Total</b>	<b>145</b>	<b>247</b>
Dwelling structure not stated	146	314
<b>Total occupied private dwellings</b>	<b>20,143</b>	<b>48,073</b>
<b>Unoccupied private dwellings</b>	<b>4,671</b>	
<b>Total private dwellings</b>	<b>24,815</b>	<b>48,073</b>

The 18.8% of private dwellings (4,671 out of 24,815) that were unoccupied on census night was higher than the State figure where 10.6% of private dwellings were unoccupied on census night. It was also higher than the figure of 12.4% for the greater Sunshine Coast SA4. More specifically the proportion of unoccupied private dwellings was as high as 36.68% in Noosa Heads, followed by 28.36% in Sunshine Beach, 27.72% in Peregian Beach - Marcus Beach, 19.65% in Noosaville and 11.26% in Noosa Hinterland. Only Tewantin had a figure lower than the State's at 7.64%.<sup>29</sup>

The 2011 Census had shown 20,713 occupied private dwellings on Census night. This would suggest a reduction in real numbers of occupied private dwellings, despite 5 years of new dwellings being constructed. However as indicated earlier care needs to be taken with comparing census results given boundary changes.

The ABS Census of Population and Housing, 2016, Time Series Profile suggests the following figures for the breakdown of dwellings by structure. It suggests a reduction in occupied private apartments (flats, units etc) despite many built over that decade.

<sup>29</sup> ABS 2016 Census of Population and Housing General Community Profiles for each of the SA2s (released October 2017)

Table 19 Occupied private dwellings by dwelling structure Noosa LGA 2006-2016

Dwelling structure	Census Year						Total Change	
	2006		2011		2016		2006-2016	
	number	%	number	%	number	%	number	%
Separate House	14,913	69.7	15,910	76.7	16,887	76.4	1,974	13.2
Semi-detached (includes duplexes)	2,128	9.9	1,989	9.6	2,671	12.1	543	25.5
Apartment (includes flats, units, villas)	3,776	17.7	2,244	10.8	1,796	8.1	-1,980	-52.4
Other (includes Caravan, cabin, houseboat; shop-top flat)	567	2.7	580	2.8	572	2.6	5	0.9
Total occupied private dwelling (included where type not stated)	21,391	100	20,738	100	22,110	100	719	3.4

Table 20 below examines the structure of occupied private dwellings against the number of persons usually resident, and how this has changed over the 2006 – 2016 inter-census decade. It suggests there are significantly smaller numbers of households living in one or two storey unit blocks.

There is a specific reference to apartments attached to a house. 14 households were recorded living in these in 2006 yet only three in 2016. This is particularly interesting as certainly the number of secondary dwellings or relative apartments built during that period was not insignificant.

Table 20 Structure of occupied private dwellings by number of persons usually resident 2006 - 2016

Dwelling type and structure	Number of persons usually resident													
	One		Two		Three		Four		Five		Six or more		Total	
	2006	2016	2006	2016	2006	2016	2006	2016	2006	2016	2006	2016	2006	2016
Separate house	2,458	2,957	5,876	6,810	2,245	2,517	2,197	2,364	833	939	343	379	13,956	15,965
Semi-detached, row or terrace house, townhouse etc:														
One storey	448	557	360	343	49	46	21	22	4	5	3	5	881	981
Two or more storeys	281	583	471	637	107	151	51	54	10	20	3	6	918	1,453
Total	732	1,141	827	983	152	198	63	81	12	19	8	10	1,801	2,436
Flat, Unit or Apartment:														
In a one or two storey block	766	509	503	322	107	94	45	35	6	7	0	0	1,428	968
In a three storey block	98	162	105	188	17	29	6	12	3	0	0	0	226	399
In a four or more storey block	12	31	14	51	3	6	0	0	0	0	0	0	31	83
Attached to a house	8	3	8	0	4	0	0	0	0	0	0	0	14	3
Total	884	707	624	560	127	132	48	44	8	9	0	0	1,697	1,452
Other dwelling:														
Caravan, cabin, houseboat	108	66	50	25	9	0	7	3	3	0	3	0	183	93
Improvised home, tent, sleepers out	11	15	9	13	12	8	4	3	0	0	0	0	35	38
House or flat attached to a shop, office etc.	3	7	3	3	4	0	3	0	0	0	0	0	18	9
Total	125	85	67	37	22	8	12	12	11	0	3	0	234	145
Dwelling structure not stated	0	60	0	48	0	13	0	20	0	3	0	4	5	146
<b>Total</b>	<b>4,200</b>	<b>4,954</b>	<b>7,389</b>	<b>8,443</b>	<b>2,551</b>	<b>2,869</b>	<b>2,328</b>	<b>2,515</b>	<b>867</b>	<b>972</b>	<b>351</b>	<b>395</b>	<b>17,690</b>	<b>20,143</b>

### 8.3 Dwelling size and household size

Table 21 below looks specifically at Family households over the 2006 – 2016 inter-census decade. It gives an insight into whether housing is overcrowded or whether there is excess capacity within the housing stock. Highlighted in red are a few instances of families of three, four, five or six 6 or more people in smaller homes where the number of occupants per bedroom would exceed two. However, for the most part the most frequent family size is two people.

Separate houses are most frequently three plus bedrooms and modern houses are most typically over 275m<sup>2</sup> in floor area. Semi-detached housing (such as duplexes are most frequently three bedroom, followed by two bedrooms. Apartments or units are more frequently two bedrooms.

In 2016 there were 292 families of 3 or more people living in semi-detached homes and 184 living in apartments.

Over that decade there was an overall increase in family households, however the number of families living in apartments / units decreased. This correlates with Table 20 above which suggested less occupied private apartments.

Table 22 is similar but looks at group households rather than family households. Overall there were more group households in 2016 than 10 years earlier but most frequently they are households of two people. Overcrowding does not seem to be a concern in these figures.

Table 21 Dwelling Structure and number of bedrooms by number of persons usually resident for family households 2006 - 2016

Dwelling type and size	Number of persons usually resident in family households											
	Two		Three		Four		Five		Six or more		Total	
	2006	2016	2006	2016	2006	2016	2006	2016	2006	2016	2006	2016
<b>Separate house:</b>												
None (includes bedsiters)	9	5	0	3	5	0	0	0	0	0	15	13
One bedroom	65	85	6	8	6	9	0	5	3	0	86	110
Two bedrooms	571	609	155	121	69	73	14	16	4	9	809	834
Three bedrooms	2,970	3,228	1,156	1,127	931	834	248	222	65	45	5,367	5,458
Four or more bedrooms	1,760	2,355	844	1,147	1,156	1,411	572	672	266	313	4,591	5,900
Number of bedrooms not stated	64	74	29	27	20	13	0	9	0	9	113	140
<b>Total</b>	<b>5,450</b>	<b>6,363</b>	<b>2,190</b>	<b>2,436</b>	<b>2,179</b>	<b>2,342</b>	<b>831</b>	<b>927</b>	<b>340</b>	<b>375</b>	<b>10,981</b>	<b>12,448</b>
<b>Semi-detached, townhouse etc</b>												
None (includes bedsiters)	0	3	0	0	0	0	0	0	0	0	0	3
One bedroom	15	28	0	0	0	0	0	0	0	0	20	28
Two bedrooms	304	408	49	83	11	23	0	5	0	0	371	512
Three bedrooms	370	399	74	91	32	45	10	15	0	3	491	548
Four or more bedrooms	29	23	20	15	21	14	3	4	3	3	70	57
Number of bedrooms not stated	10	22	0	3	0	3	0	0	0	0	7	26
<b>Total</b>	<b>734</b>	<b>883</b>	<b>142</b>	<b>188</b>	<b>65</b>	<b>79</b>	<b>12</b>	<b>19</b>	<b>3</b>	<b>6</b>	<b>959</b>	<b>1,179</b>
<b>Flat, Unit or Apartment:</b>												
None (includes bedsiters)	0	3	0	0	0	0	0	0	0	0	0	3
One bedroom	33	31	0	0	0	0	0	0	0	0	36	28
Two bedrooms	331	304	65	81	16	16	0	4	0	0	418	403
Three bedrooms	160	135	47	40	27	24	8	3	0	0	242	212
Four or more bedrooms	15	11	5	0	3	0	0	0	0	0	18	14
Number of bedrooms not stated	5	3	3	0	0	0	0	0	0	0	8	3
<b>Total</b>	<b>540</b>	<b>484</b>	<b>119</b>	<b>127</b>	<b>50</b>	<b>48</b>	<b>8</b>	<b>9</b>	<b>0</b>	<b>0</b>	<b>720</b>	<b>663</b>
<b>Other dwelling:</b>												
None (includes bedsiters)	5	6	0	0	0	0	0	0	0	0	11	6
One bedroom	28	14	0	0	0	0	0	0	0	0	28	17
Two bedrooms	7	5	3	3	6	3	3	0	0	0	17	11
Three bedrooms	10	5	7	0	9	3	5	0	0	0	28	7
Four or more bedrooms	8	4	5	0	4	3	0	0	4	0	16	11
Number of bedrooms not stated	0	3	0	0	0	0	0	0	0	0	3	5
<b>Total</b>	<b>59</b>	<b>37</b>	<b>17</b>	<b>3</b>	<b>12</b>	<b>12</b>	<b>11</b>	<b>0</b>	<b>3</b>	<b>0</b>	<b>104</b>	<b>53</b>
Dwelling structure not stated	0	44	0	9	0	20	0	3	0	4	0	78
<b>Total</b>	<b>6,783</b>	<b>7,807</b>	<b>2,473</b>	<b>2,770</b>	<b>2,304</b>	<b>2,491</b>	<b>860</b>	<b>968</b>	<b>347</b>	<b>394</b>	<b>12,773</b>	<b>14,423</b>

Table 22 Dwelling Structure and number of bedrooms by number of persons usually resident for group households 2006 - 2016

Dwelling type and size	Number of persons usually resident in group households											
	Two		Three		Four		Five		Six or more		Total	
	2006	2016	2006	2016	2006	2016	2006	2016	2006	2016	2006	2016
<b>Separate house:</b>												
None (includes bed-sitters)	0	3	0	0	0	0	0	0	0	0	0	3
One bedroom	4	8	0	3	0	3	0	0	0	0	4	9
Two bedrooms	82	76	3	5	0	0	0	0	0	0	82	77
Three bedrooms	238	226	29	29	8	6	0	0	0	0	274	259
Four or more bedrooms	102	128	24	41	14	17	4	4	0	3	150	191
Number of bedrooms not stated	3	14	0	5	0	0	0	0	0	0	3	17
<b>Total</b>	<b>427</b>	<b>447</b>	<b>51</b>	<b>80</b>	<b>22</b>	<b>24</b>	<b>4</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>508</b>	<b>563</b>
<b>Semi-detached, townhouse etc</b>												
None (includes bed-sitters)	0	0	0	0	0	0	0	0	0	0	0	0
One bedroom	3	3	0	0	0	0	0	0	0	0	3	4
Two bedrooms	58	62	5	3	0	0	0	0	0	0	62	65
Three bedrooms	31	36	9	6	0	0	0	0	0	0	33	42
Four or more bedrooms	5	3	0	0	0	0	0	0	0	0	6	3
Number of bedrooms not stated	3	4	0	0	0	0	0	0	0	0	3	4
<b>Total</b>	<b>95</b>	<b>105</b>	<b>9</b>	<b>8</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>107</b>	<b>115</b>
<b>Flat, Unit or Apartment:</b>												
None (includes bed-sitters)	0	0	0	0	0	0	0	0	0	0	0	0
One bedroom	0	6	0	0	0	0	0	0	0	0	0	6
Two bedrooms	60	56	5	3	0	0	0	0	0	0	67	61
Three bedrooms	20	17	3	5	0	0	0	0	0	0	24	18
Four or more bedrooms	0	0	0	0	0	0	0	0	0	0	0	0
Number of bedrooms not stated	0	0	0	0	0	0	0	0	0	0	0	0
<b>Total</b>	<b>82</b>	<b>79</b>	<b>8</b>	<b>11</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>92</b>	<b>88</b>
<b>Other dwelling:</b>												
None (includes bed-sitters)	0	0	0	0	0	0	0	0	0	0	0	0
One bedroom	0	0	0	0	0	0	0	0	0	0	0	0
Two bedrooms	3	0	0	0	0	0	0	0	0	0	3	0
Three bedrooms	0	0	0	0	0	0	0	0	0	0	0	0
Four or more bedrooms	0	0	0	0	0	0	0	0	0	0	0	0
Number of bedrooms not stated	0	0	0	0	0	0	0	0	0	0	0	0
<b>Total</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5</b>	<b>0</b>
Dwelling structure not stated	0	6	0	3	0	0	0	0	0	0	0	10
<b>Total</b>	<b>610</b>	<b>635</b>	<b>75</b>	<b>98</b>	<b>30</b>	<b>25</b>	<b>4</b>	<b>4</b>	<b>3</b>	<b>0</b>	<b>714</b>	<b>769</b>

## 8.4 Housing Tenure

The Census data records dwellings by tenure type. This describes whether a household rents or owns the dwelling in which they were counted on Census Night 2016, or whether the household occupies it under another arrangement. The data excludes visitor only households.

In 2016 Noosa Shire reported a considerably higher proportion of dwellings owned outright (39.1%) when compared to the State (28.5%). This proportion varied throughout the Shire, and not surprisingly is highest in Noosa Heads and Noosaville where there is a high proportion of older residents. However, it is also high in Noosa Hinterland. The proportions were lower in the beach side SA2s, however still above the State figures.

The proportion of fully owned dwellings has increased over the decade from 2006 to 2016.

*Table 23 Fully owned occupied private dwellings 2016*

<b>Area</b>	<b>Number of occupied private dwellings fully owned</b>	<b>Percentage of occupied private dwellings fully owned</b>
Noosa Hinterland	3,146	40.4%
Tewantin	1,543	38.1%
Noosaville	1,530	41.5%
Noosa Heads	739	41.9%
Sunshine Beach	836	33.2%
Peregian Beach – Marcus Beach	516	35.0%
<b>Noosa Shire</b>	<b>7,879</b>	<b>39.1%</b>
<b>Queensland</b>	<b>471,407</b>	<b>28.5%</b>

*Source: ABS, Census of Population and Housing, 2016, General Community Profile - G33*

The proportion of Noosa housing being paid off through a mortgage or shared equity scheme has not changed a great deal over the 2006-2016 period. It is slightly lower than the State proportion. The highest proportion was in Noosa Hinterland. All other SA2s had proportions lower than that of the State.

Table 24 Occupied private dwellings being purchased 2016

Area	Number of occupied private dwellings being purchased	Percentage of occupied private dwellings being purchased
Noosa Hinterland	3,131	40.2%
Tewantin	1,177	29.0%
Noosaville	838	22.7%
Noosa Heads	448	25.4%
Sunshine Beach	823	32.7%
Peregian Beach – Marcus Beach	462	31.3%
<b>Noosa Shire</b>	<b>6,325</b>	<b>31.4%</b>
<b>Queensland</b>	<b>558,439</b>	<b>33.7%</b>

Source: ABS, Census of Population and Housing, 2016, General Community Profile - G33

In terms of the proportion of homes being rented, occupied private dwellings in Noosa Shire were less likely to be rented, whether through a real estate agent, state housing authority, person not in the same household, housing co-op/community/church or otherwise. Further, the proportion being rented dropped by some 15% in the 2006-2016 decade.

Each SA2 has figures lower than the State. Noosa Hinterland has the lowest with just 16.5% of occupied private dwellings being rented. The beachside SA2s had the highest proportion of dwellings being rented.

Table 25 Occupied private dwellings being rented 2016

Area	Number of occupied private dwellings being rented	Percentage of occupied private dwellings being rented
Noosa Hinterland	1,289	16.5%
Tewantin	1,085	26.8%
Noosaville	1,071	29.0%
Noosa Heads	516	29.3%
Sunshine Beach	804	31.9%
Peregian Beach – Marcus Beach	455	30.9%
<b>Noosa Shire</b>	<b>5,087</b>	<b>25.3%</b>
<b>Queensland</b>	<b>566,478</b>	<b>34.2%</b>

Source: ABS, Census of Population and Housing, 2016, General Community Profile - G33

In 2016 there were 324 occupied private dwellings with some other form of tenure such as dwellings being occupied under a life tenure scheme. This represented 1.6%.

Noosa Council keeps records of whether a rateable property is declared to be the owners' principal place of residence or not. Around the time of the 2016 census 16,820 of the 30,153 rateable residential properties (or 55.78%) were claimed to be a principal place of residence. At July 2021 there were 18,146 properties out of 30,915 (or 58.07%) categorised as principal place of residence.

Noosa is a favoured place for second homes or holiday homes. Some of these are available at least part of the time for short-term paying guests, and some are just preserved for use by the owners, their family and friends. They are not typically available for permanent rental accommodation.

During consultation on the new planning scheme many property owners relayed to Council the reasons they chose not to make their properties available for permanent tenants. These were both financial and lifestyle reasons. Most of them wanted the flexibility to come stay in the property when they could but to leverage an income from it at other times.

## 9. Recent dwelling approvals

Between 1 January 2017 and 30 June 2021 there were over one thousand building permits issued for projects that included one or more additional dwellings (including secondary dwellings). The breakdown of these permits by SA2 is as per Table 26 below. Project values are gained from the Building Works application form (DA Form 2) which asks: “*What is the monetary value of the proposed building works?*”. It specifically excludes land cost.

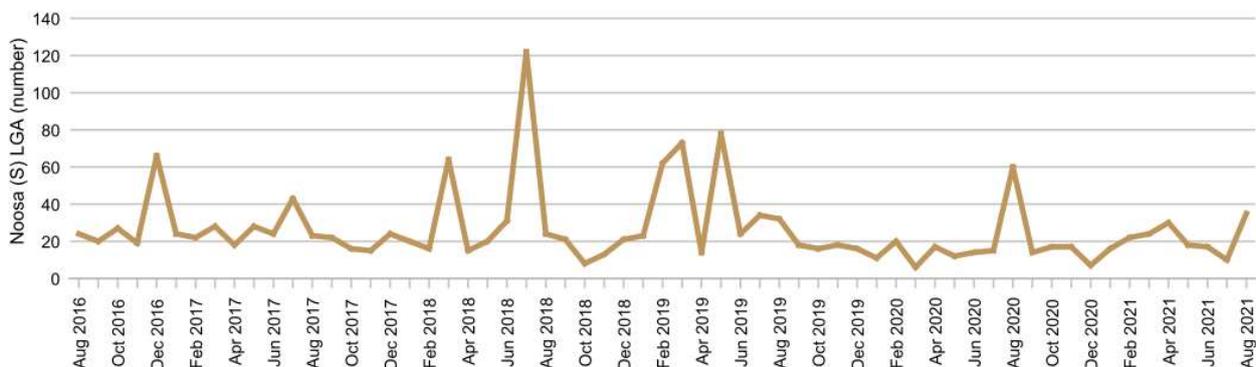
Table 26 Snapshot of new residential buildings January 2017 - June 2021

SA2	Number of Permits	Comments
<b>Noosa Hinterland</b>	632	<p>328 of these are for properties in Cooroy including over 100 associated with the dwellings in Palm Lakes.</p> <p>There were 46 in Pomona; 41 in Cooroibah; 38 in Cooran; 24 at Lake Macdonald; 22 at Kin Kin; and 22 at Black Mountain. Other localities had smaller numbers.</p> <p>4 building permits were for multiple dwellings totalling some 22 units in Kauri St and Garnet St Cooroy. A further eight permits for duplexes in Cooroy were also issued</p> <p>79 building permits specifically acknowledged the inclusion of a secondary dwelling.</p> <p>The balance of permits were for detached houses and associated structures. Houses had an average project cost of \$308,057, the lowest being \$26,300 and the highest being \$3,675,089. Applications were predominantly owners who had an address within or close to Noosa Shire, until the upper end of projects. Of the 46 projects valued at over \$500,000, 15 owners were from other areas.</p> <p>There were a couple of permits issued for cabins and yurts (for visitors)</p>
<b>Tewantin</b>	109	<p>Most permits for houses and associated structures. On average the value of the building work for the house projects was \$476,219, ranging from a low of \$190,000 to a high of \$2,982,743. Most Tewantin owners were listed as having an address in or close to Noosa Shire.</p> <p>There were 4 permits issued for small numbers of multiple units, these totalled 13 in Poinciana Avenue and six in Moorindil Street.</p> <p>One duplex permit was issued.</p> <p>3 SDA compliant houses were approved to be used as group houses. These ranged between \$481,000 and \$572,000 in cost.</p> <p>23 permits specifically acknowledged the inclusion of a secondary dwelling.</p>
<b>Noosaville</b>	107	<p>This included a new backpacker hostel approved in Mary Street and the Arcare residential aged care facility</p> <p>24 new units were approved in Noosa Domain retirement facility</p> <p>4 other approvals were issued for small number of multiple units/townhouses, totalling 14 units</p> <p>20 duplex approval permits were issued</p> <p>7 permits specifically acknowledged the inclusion of a secondary dwelling.</p> <p>The rest were domestic projects with the value of new house building works averaging \$779,683. Projects ranged from a low of \$100,000 to a high of</p>

		\$3,895,361. Most owners were listed as being from within or close to Noosa Shire, however from projects of a value over \$500,000, 29% of owners were from elsewhere. This included the 3 most expensive projects.
<b>Noosa Heads</b>	97	<p>Most permits for houses and associated structures. These varied from a value of \$145,000 to \$4,500,000, with the average \$1,100,2456. There was a higher proportion of owners with a registered address away from Noosa or the surrounds (overall one quarter of owners), particularly at the higher end of projects. For projects of more than \$500,000 value, 30% of owners were from other area.</p> <p>Construction of multiple blocks of units at Parkridge and two developments at Serenity Close; small number of new dual occupancies and 6 referenced secondary dwellings.</p> <p>One instance of two existing units converting to one larger one.</p>
<b>Sunshine Beach</b>	93	<p>Most permits were for houses and associated structures, these had an average value of \$1,151,997, ranging from a low of \$250,000 to a high of \$4,500,000. While most of the owners had a listed address of within or close to Noosa Shire, at the upper end of projects closer to 30% of owners were from elsewhere. (For example, of the 31 projects listed as over \$1,000,000 in value, 10 had owners from elsewhere.</p> <p>11 permits were issued for duplexes</p> <p>8 permits specifically acknowledged the inclusion of a secondary dwelling.</p>
<b>Peregian Beach – Marcus Beach</b>	50	<p>Most permits for houses and associated structures. These had project values ranging from \$140,000 to \$3,031,772, with an average of 800,481.39. Most owners had listed addresses of within or close to Noosa Shire however of the 9 house projects with values over \$1,000,000, 4 owners were from elsewhere.</p> <p>1 Duplex approval was issued</p> <p>6 permits specifically acknowledged the inclusion of a secondary dwelling.</p>

The ABS also keeps data on Building Approvals. Queensland Treasury has represented this data in the following figure. This includes houses as well as other building such as units and duplexes etc.

Figure 19 Number of residential building approvals in Noosa Shire



Source: ABS 8731.0, Building Approvals, Australia, various editions as depicted in Queensland Government Statistician's Office, Queensland Treasury, Queensland Regional Profiles: Time Series Profile for Noosa LGA

# 10. Housing Cost

## 10.1 Residential Property Sale Prices

Australia has seen significant upward change in the cost of residential property over the last two years. The weighted average of the eight capital cities Residential Property Price index for the June quarter 2021 was up 16.7% over the June quarter 2020. It rose 6.7% between the 2021 March quarter and June quarter alone.<sup>30</sup> Every state in the country, including cities and regional areas are experiencing increased property prices, attributed to a number of factors including interest rates and tax policy. Coastal destinations attracting tourists, incoming retirees and mobile digital workforce are experiencing more extreme price rise.

Queensland Department of Resources, through the Queensland Valuation and Sales (QVAS) database publishes residential dwelling sales data<sup>31</sup>. This data, shown in Table 27 suggests the median sale price in Noosa LGA in the 12 months ending 31 June 2021 was \$900,000, which makes it noticeably higher than other coastal LGAs in South East Queensland.

The variation amongst the SA2s of Noosa Shire is quite noticeable with Tewantin having the lowest median sale price of \$700,500 while Noosa Heads and Sunshine Beach both having median sale prices of over \$1,300,000.

Taking Noosa Hinterland as an example, a twenty percent deposit on \$780,000 is \$156,000. Stamp duty, conveyancing, insurance, moving costs etc are on top of this and collectively make the exercise of home purchase extremely difficult for anybody not already in the property market, especially if they are outlaying rent as they save a deposit.

Another significant feature of Table 27 is the total number of dwelling sales within a 12 month period. For Noosa Shire the figure was 2,598 which is quite significant given the 2016 census suggested Noosa Shire had just 20,143 occupied private dwellings.

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<sup>30</sup> ABS September 2021 "*Residential Property Price Indexes: Eight Capital Cities*"

<sup>31</sup> Residential dwelling sales include both new and established dwellings and all reporting periods are based on the contract date and not the settlement date. Attached dwellings include multi-unit dwellings (flats), building units or group titles. Detached dwellings include single unit dwellings or large house sites.

Table 27 Residential dwelling sales 12 months ending 30 June 2021

Area	Number of sales			Median Sale Price		
	Detached dwelling	Attached dwelling	Total dwellings	Detached dwelling	Attached dwelling	Total dwellings
<b>Noosa LGA</b>	<b>1,632</b>	<b>966</b>	<b>2,598</b>	<b>\$950,000</b>	<b>\$800,000</b>	<b>\$900,000</b>
Noosa Hinterland	767	47	814	\$802,500	\$455,000	\$780,000
Tewantin	295	56	351	\$740,000	\$443,500	\$700,500
Noosaville	235	320	555	\$1,402,500	\$642,500	\$877,500
Noosa Heads	152	321	473	\$1,500,000	\$1,110,000	\$1,340,000
Sunshine Beach	198	173	371	\$1,575,000	\$950,000	\$1,300,000
Peregian Beach– Marcus Beach	99	50	149	\$1,270,000	\$648,500	\$1,155,000
Sunshine Coast LGA	7,676	4,414	12,090	\$735,637	\$495,000	\$650,000
Moreton Bay LGA	9,883	2,943	12,826	\$525,000	\$355,000	\$491,000
Redland LGA	3,857	958	4,815	\$590,000	\$430,000	\$560,000
Brisbane LGA	18,666	14,316	32,982	\$775,000	\$460,000	\$635,000
Gold Coast LGA	10,306	13,834	24,140	\$780,000	\$490,000	\$612,000
<b>Queensland</b>	<b>102,901</b>	<b>47,365</b>	<b>150,266</b>	<b>\$525,000</b>	<b>\$430,000</b>	<b>\$490,000</b>

The QVAS database also specifically publishes new house and vacant land sales data<sup>32</sup>. It suggests that there were just 13 new house sales and 72 residential vacant lot sales in Noosa Shire the 12 months ending 30 June 2021. The median sale prices were higher than those of the State and higher than other coastal Local Government Areas of South East Queensland, as shown in Table 28 below.

<sup>32</sup> Vacant residential land have been defined as vacant, large house sites, vacant urban land and vacant rural land between 140m<sup>2</sup> and 2,500m<sup>2</sup>. New house and land have been defined as a single unit dwelling or dwelling large house site on a newly registered block of land between 140m<sup>2</sup> and 2,500m<sup>2</sup>.

Table 28 New house and vacant land sales, 12 months ending 30 June 2021

Area	Number of sales		Median sale price	
	New houses	Vacant land	New houses	Vacant land
<b>Noosa LGA</b>	<b>13</b>	<b>72</b>	<b>\$1,060,000</b>	<b>\$660,000</b>
Sunshine Coast LGA	274	2,000	569,500	290,900
Moreton Bay LGA	509	2,766	499,900	275,000
Redland LGA	144	1,619	648,500	40,000
Brisbane LGA	754	2,214	825,000	400,000
Gold Coast LGA	207	1,233	606,000	315,000
<b>Queensland</b>	<b>3,631</b>	<b>21,763</b>	<b>\$500,000</b>	<b>\$229,000</b>

Source: Queensland Treasury Regional Profile derived from Department of Resources, Office of the Valuer-General, Property Sales data.

Generational inequity is often discussed in relation to housing cost. Housing costs have increased compared to annual incomes making it increasingly more difficult to save a deposit.

There is also a gender disparity given the reported difference in full time average earnings between adult women and men. According to CoreLogic, based on the average weekly full time earnings for men and women in Australia, it would take women on this average income an additional 10 months to save for a 20% deposit on the median dwelling value as at January 2021, compared with the average full time earnings for men<sup>33</sup>. Further, given that, at January 2021, women accounted for 67.2% of Australians in part time employment, and only 37.9% of those in full time employment. This disparity in total average earnings is even greater.

Conversely, interest rates are lower than they have been in the past, more government grants and assistance packages are available and more dual income families exist than previous generations.

## 10.2 Mortgage Payments

At census 2016 the median monthly mortgage repayment for Noosa Shire was \$1,733, exactly in line with the State's figure. Within Noosa Shire the lowest median monthly mortgage repayment was \$1,662 at Noosa Hinterland and the highest was \$1,939 at Noosa Heads. Given the difference in purchase price these monthly costs are not significantly different.

By comparison, the median monthly mortgage repayment in Brisbane City was \$2,000, at both the Gold Coast and Redland City \$1,950 and at Sunshine Coast LGA \$1,800.

The figures are based on place of usual residence at census time. Therefore, they are derived from owner occupiers and not property investors who live outside Noosa Shire.

## 10.3 Median Rents

The Residential Tenancies Authority (RTA) calculates weekly rents based on an analysis of information gathered from new rental bond lodgements in each quarter. The data is collected from

<sup>33</sup> CoreLogic (March 2021) Women and Property: State of Play

bond lodgement forms and does not take into account condition or age of the property, any inclusions provided or facilities that may be available.

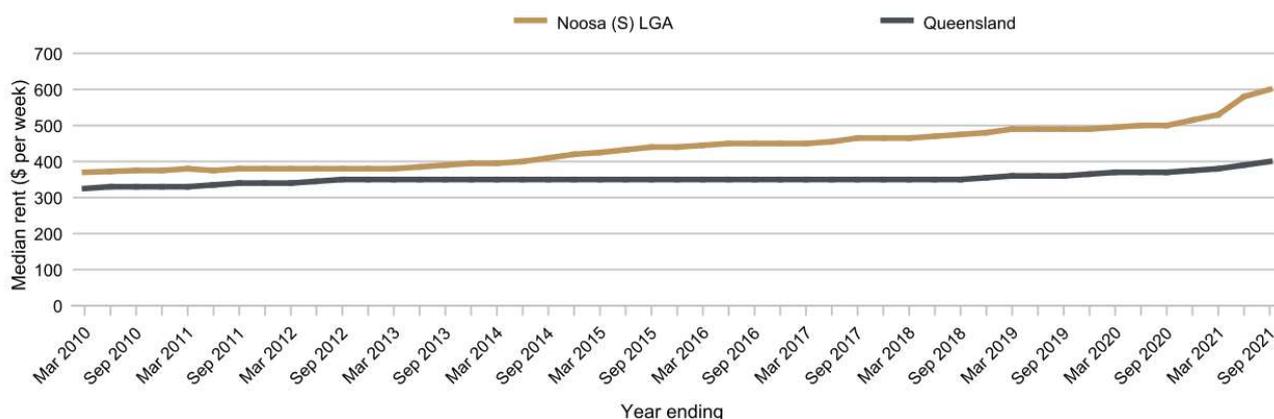
For smaller dwellings, Noosa's median rents do not seem that different to the broader Sunshine Coast or the State, however as dwelling size increases so does the distinction.

While median rents in Noosa Shire have typically been above State average over the last decade the gap has widened. Figure 20 below runs a comparison of median rents for a three bedroom house in Noosa Shire compared with the State.

Table 29 Median weekly rent by dwelling type, 12 months ending 30 September 2021

Area	1 bedroom flat/unit	2 bedroom flat/unit	3 bedroom house	4 bedroom house
	Median weekly rents (\$)			
Noosa Shire	345	500	600	740
Sunshine Coast SA4	330	440	520	620
Queensland	330	400	400	470

Figure 20 Median rent for a 3 bedroom house, Noosa LGA compared to Queensland State



Source: Queensland Government Statistician's Office Regional Profile based on Residential Tenancies Authority, Rental Bonds data

Queensland Residential Tenancy Authority (RTA) publishes median rent by postcode, on a quarterly basis, for different types and sizes of dwellings. Where they have less than five new bonds lodged in a quarter for a given postcode, no median is available. Table 30 to Table 34 below show a selection of dwellings with June and December quarter data since 2017. This shows that since the publication of the Briggs & Mortar report there have been some significant increases, showing the number of new tenancies as low, particularly in hinterland postcodes.

Table 30 Median Weekly Rents for 1 bedroom Flats / Units

Postcode	Locality	Jun	Dec	Jun	Dec	Jun	Dec	Jun	Dec	Jun	Sep
		17	17	18	18	19	19	20	20	21	21
		Median Weekly Rent (\$)									
4573	Centenary Heights, Coolum Bch, Marcus Bch, Mt Coolum, Peregian Bch, Pt Arkwright, Yaroomba	320	320	320	320	330	330	335	340	370	393
4565	Boreen Pt, Cootharaba, Teewah, Tewantin	305	293	305	300	295	300	300	320	320	385
4566	Noosaville				360		380	360		480	450
4567	Castaways Bch, Noosa Heads, Sunrise Bch, Sunshine Bch	340	370				370	350	310		420
4563	Black Mountain, Carters Ridge, Cooroy, Tinbeerwah					245	250				
4568	Pomona										
4569	Cooran										
4571	Kin Kin										

Table 31 Median Weekly Rents for 2 bedroom Flats / Units

Postcode	Locality	Jun 17	Dec 17	Jun 18	Dec 18	Jun 19	Dec 19	Jun 20	Dec 20	Jun 21	Sep 21
		Median Weekly Rent (\$)									
4573	Centenary Heights, Coolum Bch, Marcus Bch, Mt Coolum, Peregian Bch, Pt Arkwright, Yaroomba	350	360	370	360	378	410	380	450	465	480
4565	Boreen Pt, Cootharaba, Teewah, Tewantin	373	340	340	350	350	380	375	415	460	
4566	Noosaville	380	380	420	398	430	423	410	470	480	580
4567	Castaways Bch, Noosa Heads, Sunrise Bch, Sunshine Bch	420	410	400	420	440	450	445	500	560	578
4563	Black Mountain, Carters Ridge, Cooroy, Tinbeerwah	320	320					338			
4568	Pomona										
4569	Cooran										
4571	Kin Kin										

Table 32 Median Weekly Rents for 3 bedroom Townhouses

Postcode	Locality	Jun 17	Dec 17	Jun 18	Dec 18	Jun 19	Dec 19	Jun 20	Dec 20	Jun 21	Sep 21
		Median Weekly Rent (\$)									
4573	Centenary Heights, Coolum Bch, Marcus Bch, Mt Coolum, Peregian Bch, Pt Arkwright, Yaroomba	450	460	460	465	475	478	480	570	630	650
4565	Boreen Pt, Cootharaba, Teewah, Tewantin										
4566	Noosaville	525	550	488	630	535	560	600	750	738	713
4567	Castaways Bch, Noosa Heads, Sunrise Bch, Sunshine Bch	550	635	650	660	570	600	590	750	700	850
4563	Black Mountain, Carters Ridge, Cooroy, Tinbeerwah										
4568	Pomona										
4569	Cooran										
4571	Kin Kin										

Table 33 Median Weekly Rents for 3 bedroom Houses

Postcode	Locality	Jun 17	Dec 17	Jun 18	Dec 18	Jun 19	Dec 19	Jun 20	Dec 20	Jun 21	Sep 21
		Median Weekly Rent (\$)									
4573	Centenary Heights, Coolum Bch, Marcus Bch, Mt Coolum, Peregian Bch, Pt Arkwright, Yaroomba	460	470	475	470	480	485	490	530	623	650
4565	Boreen Pt, Cootharaba, Teewah, Tewantin	470	455	460	480	480	490	488	550	600	580
4566	Noosaville	543	500	500	500	600	600	520	563	750	998
4567	Castaways Bch, Noosa Heads, Sunrise Bch, Sunshine Bch	583	550	575	593	600	650	520	850	750	750
4563	Black Mountain, Carters Ridge, Cooroy, Tinbeerwah	430	450	450	470	410	450	475	500	550	600
4568	Pomona	413	380	415	395	450	448	428	500	520	
4569	Cooran		355	395			430	390			530
4571	Kin Kin	470									

Table 34 Median Weekly Rents for 4 bedroom Houses

Postcode	Locality	Jun 17	Dec 17	Jun 18	Dec 18	Jun 19	Dec 19	Jun 20	Dec 20	Jun 21	Sept 21
		Median Weekly Rent (\$)									
4573	Centenary Heights, Coolum Bch, Marcus Bch, Mt Coolum, Peregian Bch, Pt Arkwright, Yaroomba	530	540	550	550	560	563	550	650	733	760
4565	Boreen Pt, Cootharaba, Teewah, Tewantin	500	550	550	550	550	550	567.5	620	650	700
4566	Noosaville	590	693	710	630	710	658	650	835	878	950
4567	Castaways Bch, Noosa Heads, Sunrise Bch, Sunshine Bch	695	683	705	690	750	750	700	802.5	873	950
4563	Black Mountain, Carters Ridge, Cooroy, Tinbeerwah	490	470	523	518	535	520	500	565	670	700
4568	Pomona	525	475		500		500	600			
4569	Cooran										
4571	Kin Kin										

These figures have increased substantially and are particularly high compared to the income of employment in Noosa Shire. As an example at Census 2016 the median total personal income in Noosaville SA2 for workers aged 15 years and over was \$41,491 per year (approx. \$798 per week). 63.3% of workers were on less than \$1,000 per week. Even considering potential wage increase since 2016, this would make \$480 for a one bedroom unit unaffordable and a three bedroom house would cost almost the median income. This has considerable implications for one or even two income households.

Because of the differences in postcodes and SA2 it becomes harder to make direct comparisons for other localities. ABS data suggest of 5,587 counted households in the 4565 postcode, 2,365 had a total household income of less than \$1,000 per week<sup>34</sup>. It would now be very difficult to find a house without spending at least two thirds of that on weekly rent.

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<sup>34</sup> 2016 Census of Population and Housing General Community Profile for postcode 4565

# 11. Private Rental Availability

## 11.1 Rental vacancy rates

Review of the rental housing market throughout the urban areas of Noosa Shire during the first half of 2021 has revealed very low numbers of rental properties available. At any given time, less than 15 properties are advertised for rent through the real estate industry below \$500 per week with a high proportion being one bedroom apartments or granny flats. Others properties are advertised privately through social media and online classified sites, however competition is high and properties are taken quickly.

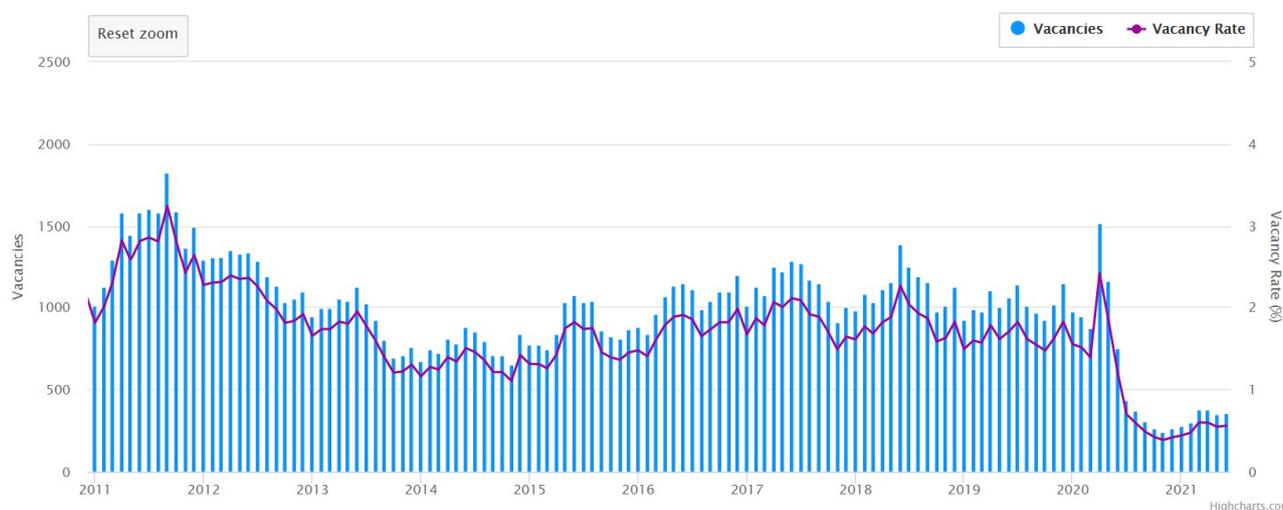
In January 2021 REIQ reported the two most popular destinations for interstate migration were the Sunshine Coast and Gold Coast respectively. *“Citing liveability, affordability and lifestyle along with economic opportunities, education and an inclusive society, the Sunshine Coast may be drawing big crowds but its rental market hasn’t shifted in months, firmly gripped at 0.3%. Many areas such as ...Noosa (0.4% rental vacancies) and Sunrise Beach (0.5%) have continued to tighten marginally over the last three months”.*<sup>35</sup>

More recently REIQ reported<sup>36</sup> rental demand levels far outstripping available vacancies across regional Queensland, with a rate of 0.4% recorded across Gympie and the Sunshine Coast.

Domain also reports a 0.4% vacancy rate for the June quarter across the Sunshine Coast.<sup>37</sup> The surge in demand reportedly fuelled by interstate migration and returning expats as a result of Covid-19 and lockdowns in southern capitals.

SQM Research shows a dramatic fall in rental vacancies across the Sunshine Coast through 2020 with a slight increase in 2021. At the time Briggs & Mortar were doing the previous Housing Needs Assessment (2016-2017) there was a vacancy rate of around 2% or more.

Figure 21 Residential Vacancy rates for Sunshine Coast Region



Source: SQM Research Pty Ltd 2021

SQM Research data can also be broken down by postcode. The following provide a selection of postcodes of relevance to Noosa Shire with review of the period since 2016. Not all postcodes are

<sup>35</sup> REIQ 18 January 2021

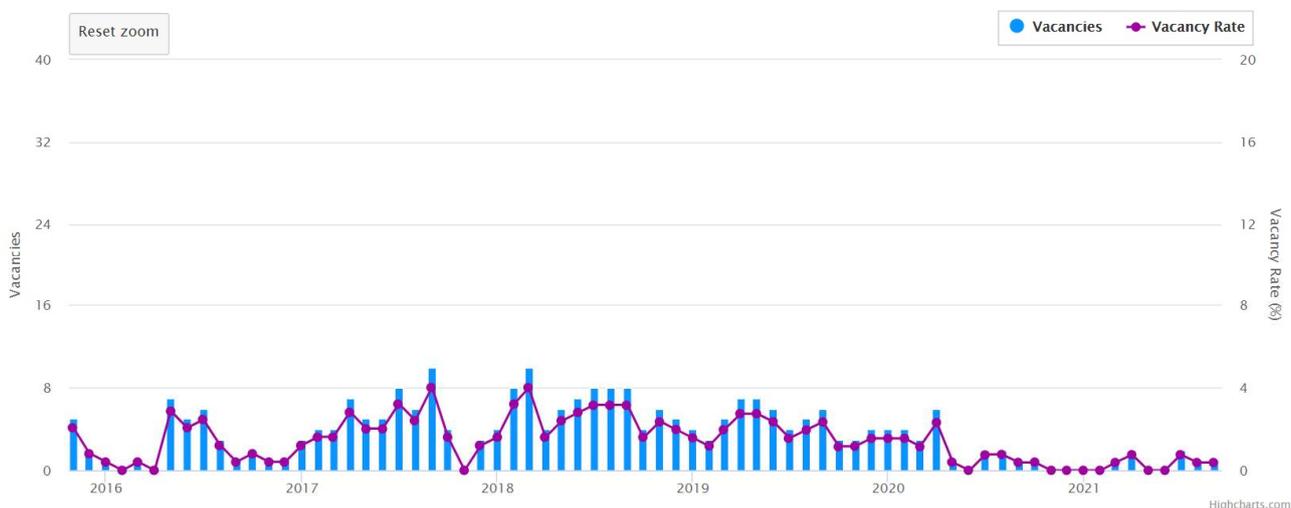
<sup>36</sup> REIQ 19 April 2021

<sup>37</sup> Sarah Webb Domain Media 12 July 2021

shown as some have quite low levels of vacancy. Further, Peregian Beach and Marcus Beach share a postcode with areas outside Noosa Shire so have not been included.

The 4568 postcode covers Pomona and surrounds including Pinbarren and Federal. The following figure show numbers of vacancies are low with no more than half a dozen rentals available at a time. Since May 2020 there has been no more than one or two vacancies if any.

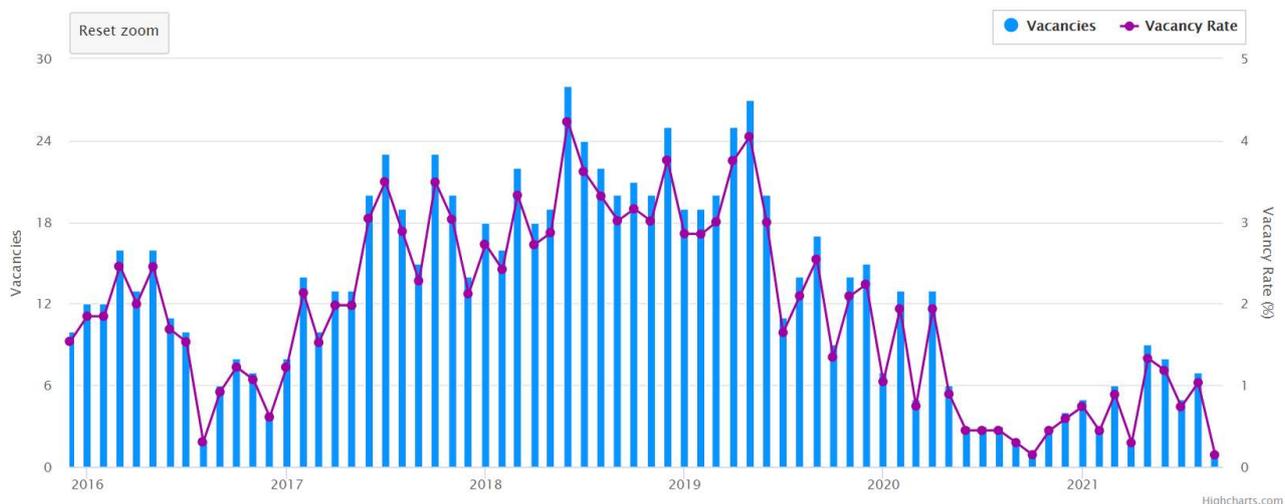
Figure 22 Residential Vacancy Rate 4568 Postcode



Source: SQM Research Pty Ltd 2021

The 4563 postcode covers Cooroy and surrounds including Lake Macdonald, Black Mountain, Tinbeerwah and Carter's Ridge. The figure below indicates a high level of rental vacancy during 2017 to 2019. Figures rose and fell until a low point in October 2020 with 0.1% vacancy. It got up to 8 or 9 vacancies earlier in 2021 but has again dropped to 0.1% by September.

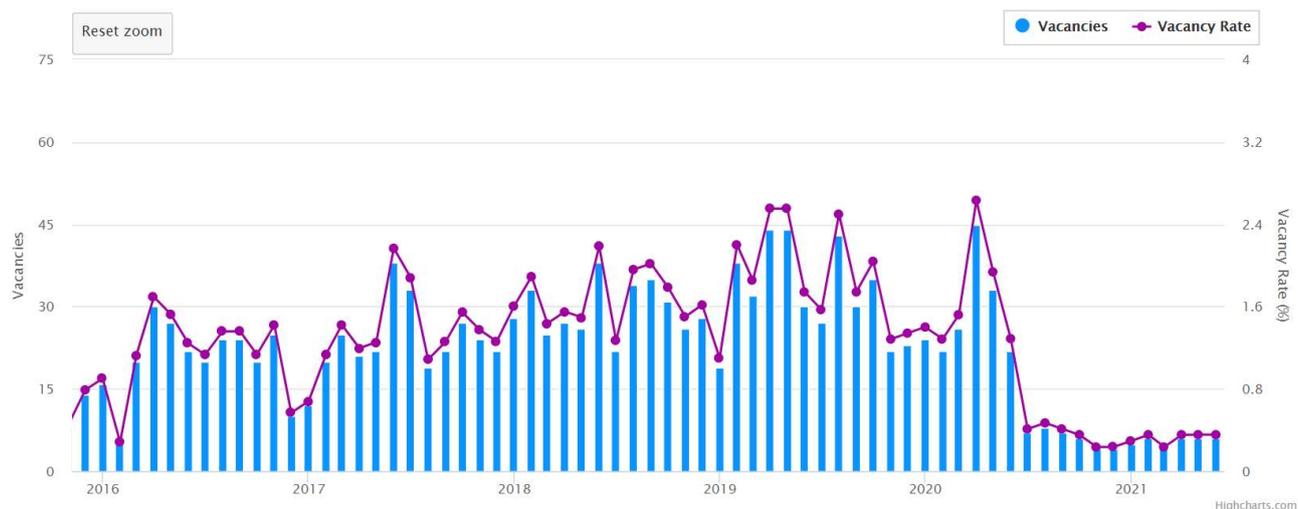
Figure 23 Residential Vacancy Rates 4563 postcode



Source: SQM Research Pty Ltd 2021

The 4565 postcode covers Tewanin and Boreen Point as well as Noosa North Shore, Cooribah, Cootharaba and Ringtail Creek. From 2016 to 2019 there was between 15 and 30 rental vacancies at any time with peaks up to 44. In April 2020 there was an increase in vacancy rate from 1.5% to 2.6% showing COVID19 lockdowns had some immediate effect. Since then however, there has been a sharp fall in vacancy rates through mid 2020 hovering between 0.2% and 0.5% for close to a year.

Figure 24 Residential Vacancy Rate 4565 postcode

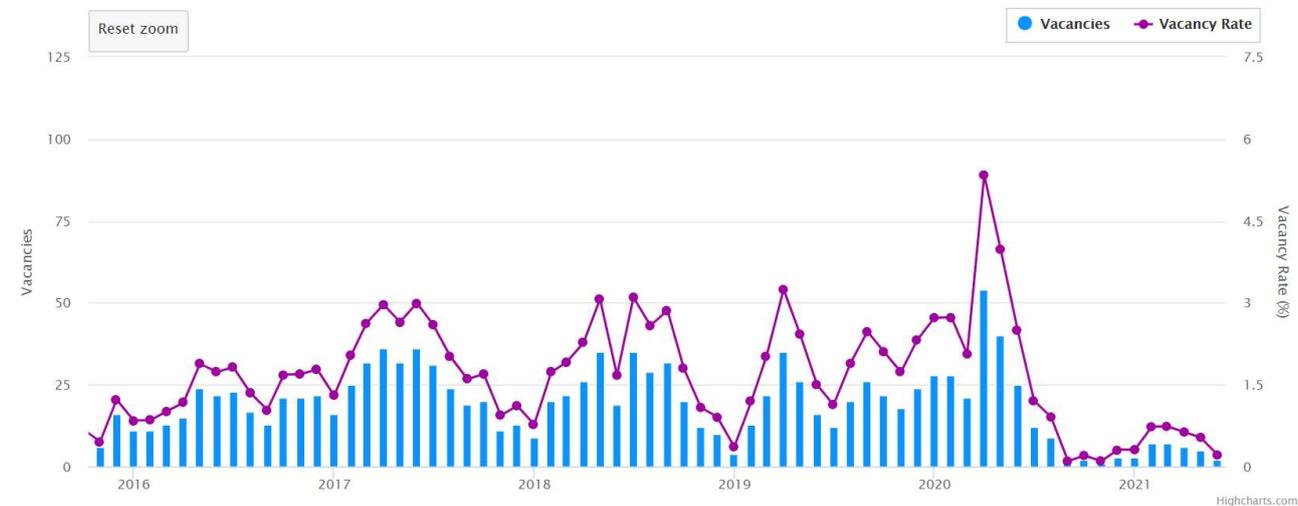


Source: SQM Research Pty Ltd 2021

The 4566 postcode covers Noosaville. A trend of lower vacancy rates correlating with Christmas each year suggests an impact of tourism and shift of rental properties into the short-term accommodation market. However, in April 2020, when international and domestic borders were closed due to Covid-19, rental vacancy rates peak at 5.3% suggesting a temporary shift of short-term accommodation properties into the permanent rental market.

Vacancy rates then dropped sharply to lows of 0.1% in September and November 2020 with a slight rise in February and March 2021 then back to 0.2% in June 2021.

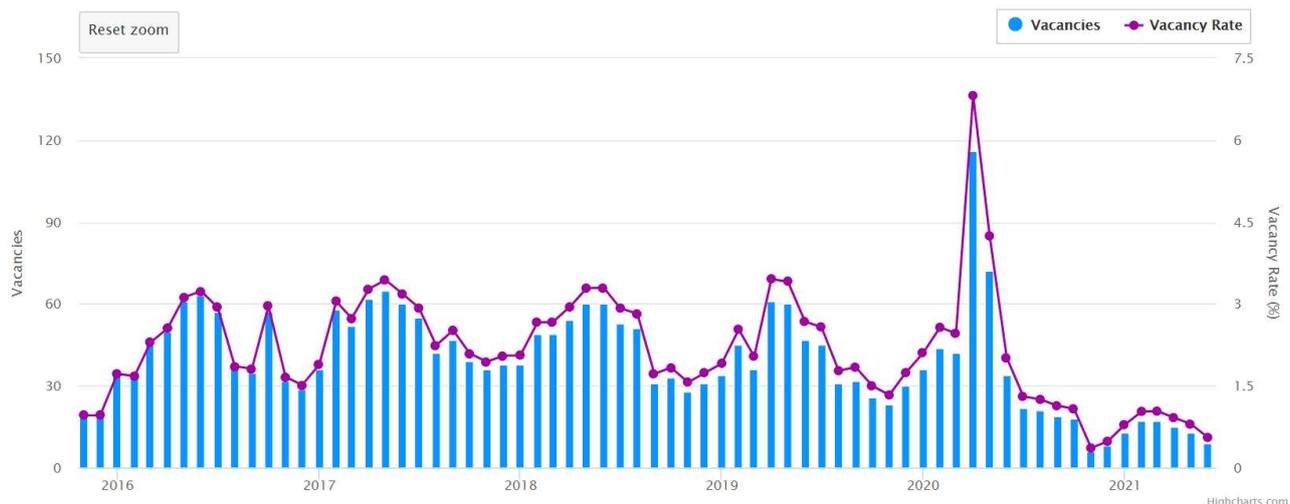
Figure 25 Residential Vacancy Rate 4566 postcode



Source: SQM Research Pty Ltd 2021

The 4567 postcode covers Noosa Heads, Sunshine Beach, Sunrise Beach and Castaways Beach. It shows quite regular dips and low vacancy rates every November-December with vacancy rates higher in the middle of each year. This postcode was most affected by the decrease in tourist number in the period of March-May 2020 when the vacancy rate jumped to 6.8% (116 vacancies) suggesting the temporary shift of properties from short-term rental to permanent rental. The vacancy rate dropped sharply over the next couple of months and in the 12 months from July 2020 vacancy rates ranged between 1.3% and 0.4%, sitting at 0.6% in June 2021.

Figure 26 Residential Vacancy Rates 4567 postcode



Source: SQM Research Pty Ltd 2021

## 11.2 Bond lodgements

The Regional Profile for Noosa Shire, suggests the RTA had the following numbers of bond lodgements for the 12 months ending 30 June 2021:

- 1 bedroom flat/unit – 176
- 2 bedroom flat/unit – 328
- 3 bedroom house – 388
- 4 bedroom house – 410

According to RTA quarterly data, the RTA held bonds for properties in Noosa Shire over the last couple of years, as per Table 35 below. There has been much discussion about the impact of COVID19 on the availability of rental accommodation in Noosa Shire. What this data shows is that from early 2020 there was actually an increase of RTA bonds. When international borders and some state borders closed there were investors who transitioned properties from holiday letting to long term tenancies so the quantum of rental accommodation actually increased for a period. From late 2020 it has been dropping again, but not significantly below the levels of 2019. In combination with the vacancy rates, this means there is still a significant number of properties being rented, however competition is much stronger than it once was, largely a result of increased interstate migration.

Table 35 Bonds held by RTA at a point in time

Type of property/tenancy	Number 30 June 2019	Number 30 Sept 2019	Number 31 Dec 2019	Number 31 March 2020	Number 30 June 2020	Number 30 Sept 2020	Number 31 Dec 2020	Number 31 March 2021	Number 30 June 2021
House	2,493	2,475	2,517	2,500	2,512	2,523	2,473	2,476	2,432
Townhouse/semi-detached (including duplexes)	371	375	371	361	401	413	397	397	394
Flat/unit	1,285	1,273	1,264	1,271	1,325	1,365	1,340	1,325	1,294
Movable dwelling	4	4	4	4	4	4	4	4	4
Rooming accommodation	6	4	3	5	2	2	3	7	9
Other	4	4	4	4	4	4	4	4	4
<b>Total</b>	<b>4,163</b>	<b>4,135</b>	<b>4,163</b>	<b>4,145</b>	<b>4,248</b>	<b>4,311</b>	<b>4,221</b>	<b>4,213</b>	<b>4,137</b>

In the 12 months ending 30 June 2021 the Residential Tenancies Authority, Rental Bonds data suggests there were 176 bond lodgements for one bedroom flats or units in Noosa Shire; 328 for two bedroom flats or units; 388 for three bedroom houses; and 410 for four bedroom houses. Noosa Hinterland and Tewantin had the highest numbers of lodgements for 3 and 4 bedroom houses. Noosaville had the highest number for 1 or 2 bedroom units, followed by Sunshine Beach.

### 11.3 Competitive rental market

Local property managers suggest it is a full mix of housing types that tenants are looking for:

- Houses or apartments big enough for families (3 – 4 bedrooms);
- Single level living for older people;
- Small affordable flats; or
- Anything at all in the case of new arrivals from interstate.

Since mid-2020 there has been unprecedented demand for rental properties. Rental prices have increased to levels that are not sustainable on local incomes, particularly single person wages.

Property managers suggest the Residential Tenancy Authority favours tenant rights over investor rights, making owning an investment property for permanent rental an unattractive proposition for an investor. Recently, many investors are taking advantage of a strong sales market and selling investment properties. In the current market, evidence shows purchasers are more likely to be owner occupiers.

Where investors are purchasing, they want to recoup the high purchase price by maximising rental return. This has resulted in long term tenants being displaced as properties are short term let and when rental prices increase significantly with limited, if any, options available locally to relocate to.

Properties under \$600 per week are particularly lacking, with the exception of very basic properties. Makeshift flats built under or attached to a house are rarely managed through a property manager and tenants will generally put up with non-compliant safety elements in return for a home.

In a competitive rental market landlords can be more particular in which tenants they choose. Well-funded couples or small families, without pets<sup>38</sup>, in professional or digital employment are more likely to obtain a lease agreement over large families, hospitality workers, groups of single people. In general, tenants who cannot show a good rental history will particularly struggle.

AHURI has recently published findings on discrimination effects in private rental housing<sup>39</sup>. It states there is a nebulous distinction between discrimination and discretion, and discrimination occurs in both subtle and overt ways across the rental process. It identifies a profound power imbalance between landlords and tenants and suggests that a growing number of tenants are in share housing or informal tenancies without protection of formal rental agreements. Discrimination by socio-economic status is most common but discrimination occurs by other social characteristics such as age, gender, family status, race, disability, education, employment, sexuality and a myriad of other factors.

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<sup>38</sup> The keeping of animals is a matter specifically addressed in proposed Qld rental housing reform and it will become harder for landlords to prohibit pets.

<sup>39</sup> Maalsen, S., Wolifson, P., Rogers, D., Nelson, J. and Buckle, C. (Sept 2021) *Understanding discrimination effects in private rental housing*, AHURI Final Report No. 363, Australian Housing and Urban Research Institute Limited, Melbourne.

# 12. Social Housing

## 12.1 Broader Context

The provision of social housing is the responsibility of the Queensland Government, however Governments are now partnering with Local Government, community providers and the development industry to try and tackle this complex problem. Social housing comprises public housing and community housing. Public housing is funded and managed by the State Government; and community housing is funded by either the Australian or the State Government and managed by the not-for-profit sector.

### 12.1.1 National context

According to the Australian Institute of Health and Welfare, in 2019–20, just over 800,000 Australians lived in social housing in over 436,000 dwellings across the country. The majority (69%) of social housing dwellings were public housing stock and community housing (24%). State owned and managed Indigenous housing and Indigenous community housing made up the rest. Commonwealth Rent Assistance was provided to just over 1.7 million at the end of June 2020.

At a national level, key characteristics of social housing households are summarised below<sup>40</sup>:

- almost two-thirds (62%) of main tenants were female, with 37% male
- main tenants aged 55–59 were the largest 5 year age group (11%)
- around 14% of main tenants were aged 75 or older
- 15% included an Indigenous member
- 35% included a tenant with disability
- most households comprised single adults (51%)
- 95% of households had a low income status

The National Housing and Homelessness Agreement (NHHA) commenced on 1 July 2018 and provides annual funding to states and territories to improve Australians' access to secure and affordable housing across the housing spectrum. A portion is set aside for homelessness services.

Under the NHHA, to receive funding, state and territory governments are required to have publicly available housing and homelessness strategies and contribute to improved data collection and reporting.

The housing strategies must address the NHHA housing priority policy areas relevant to the state or territory. The housing priority policy areas include:

- affordable housing,
- social housing,
- encouraging growth and supporting the viability of the community housing sector,
- tenancy reform,
- home ownership and
- planning and zoning reform initiatives.

The homelessness strategies must address the NHHA priority cohorts, and outline reforms or initiatives that reduce the incidence of homelessness. Priority homelessness cohorts include:

- women and children affected by family and domestic violence,
- children and young people,
- Indigenous Australians,
- people experiencing repeat homelessness,

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<sup>40</sup> Australian Institute of Health and Welfare (30 June 2021) Housing Assistance in Australia

- people exiting from care or institutions into homelessness and
- older people.

### 12.1.2 State Context

In 2020 there were 71,424 social housing dwellings in Queensland with 132,999 occupants throughout 2019-20. Most of the social housing dwellings met the standard for occupancy requirements however 8,760 were considered to be underutilised and 3,090 were considered to be overcrowded.

As of June 2021, amidst rising house prices, there were 27,933 applications for Queensland public housing, amounting to 50,301 people.

## 12.2 Social Housing in Noosa Shire

### 12.2.1 Existing public housing stock

Data on household/tenancies in government owned and managed social rental housing at 30 June 2021 suggests there were 392 tenancies in public housing in Noosa Shire. Of those—

- 200 were in the 4565 postcode (Tewantin);
- 90 were in the 4567 postcode (predominantly Sunrise Beach and Noosa Heads);
- 52 were in the 4563 postcode (Cooroy);
- 34 were in the 4566 postcode (Noosaville); and
- the balance were scattered including some at Cooran and at the southern end of the coastal communities.

Of the 392 listed tenancies—

- 137 were one bedroom dwellings;
- 71 had two bedrooms;
- 143 had three bedrooms
- 36 had four bedrooms; and
- 5 had five bedrooms

Of the 392 listed tenancies—

- 219 (55.8%) were sole person households, at least 158 of whom were listed as a single person over 55 years.
- 95 households had two occupants, of which—
  - 21 households were listed as a couple over 55 years
  - 57 households were a single parent with one child
- 42 households had three occupants, of which—
  - 28 were single parents with 2 children
  - 10 were couples with one child
- 22 households had 4 occupants, 13 of which were single parents with children
- 8 households had 5 occupants;
- 6 households had 6 or more occupants, the largest household being a family of nine.

188 households included at least one member with a disability.

Of the 392 dwellings, 187 (47.82%) are considered large dwellings, in that they contain three or more bedrooms. However 79.5% of tenancies were households of one or two people suggesting a mismatch between dwelling size and number of bedrooms and occupancy

302 of the tenancies were considered to be neither overcrowded nor under occupied<sup>41</sup>, however 73 were listed as under occupied having at least 2 spare bedrooms. 17 were considered to be overcrowded. There were 43 instances of a sole person in a 3 or even 4 bedroom dwelling.

The data also suggests that 98 of the tenancies had commenced at least 20 years earlier. A further 108 tenancies commenced between 10 and 20 years earlier. Just 23 tenancies commenced in the 12 months to 30 June 2021. This is of concern, suggesting public housing tenants are not quickly or easily transitioning out of public housing into the private rental market or into smaller public housing types suited to changing household sizes. Once secured, public housing is often considered a home for life, regardless of changes to household occupancy or circumstances. Hence without a noticeable increase in supply, wait lists will continue to increase. This forms an argument for older, under-occupied larger social housing stock to be redeveloped for a greater number of smaller dwellings.

The State's Social housing maintenance and modification expenditure data suggests for the 2020-21 financial year \$1,469,401 was spent on modifications and maintenance of the social housing stock in Noosa Shire. This did not include acquisition of any new assets.

Table 36 presents data from the Department of Housing and Public Works Housing Profile. The June 2020 figures differ slightly from the June 2021 figures on the previous page, in part reflecting differences in postcode distribution versus SA2 distribution and in part because they include some community housing (in addition to public housing). As an example 11 Tewantin tenancies included below are community housing.

*Table 36 Social housing tenancies by number of bedrooms in the dwelling 30 June 2020*

SA2	Tenancies by number of bedrooms in the dwelling										Total
	1 bedroom		2 bedrooms		3 bedrooms		4 bedrooms		5 or more bedrooms		
	number	%	number	%	number	%	number	%	number	%	
Noosa Hinterland	6	10.2	11	18.6	33	55.9	8	13.6	1	1.7	59
Tewantin	95	44.8	12	5.7	78	36.8	24	11.3	3	1.4	212
Noosaville	9	26.5	15	44.1	8	23.5	2	5.9	0	0	34
Noosa Heads	19	67.9	2	7.1	7	25.0	0	0	0	0	28
Sunshine Beach	11	17.2	29	45.3	22	34.4	2	3.1	0	0	64
Peregian Beach – Marcus Beach	0	0	0	0	1	33.3	2	66.7	0	0	3
<b>TOTALS</b>	<b>140</b>		<b>69</b>		<b>149</b>		<b>38</b>		<b>4</b>		<b>400</b>

## 12.2.2 Wait list for social housing

Table 37 is a summary of the Social Housing Register at 30 June 2021, as sourced through Queensland Government Open Data Portal. 61 entries (applications) accounted for 128 people. 31 of these applications were flagged as being at risk of homelessness.

54% of applicants only required one bedroom and 13.1% required two.

<sup>41</sup> Just one spare bedroom does not qualify it as under occupied

Of the 61 entries on the register, 16 applications had been received in the 12 months to 30 June 2021, had been received in the preceding 12 months and 28 were older applications, the oldest of which dated back to 2003.

Table 37 Social Housing Register for Noosa Shire at 30 June 2021

Household Type	Total Households	Indigenous application	Disability application
Single Person <55 years	20	3	14
Single Person Over 55	15	1	15
<b>Sub-Total - Single</b>	<b>35 (57.4%)</b>	<b>7</b>	<b>29</b>
Couple Only <55 years	0	0	0
Couple Only Over 55	0	0	0
<b>Sub-Total – Couple Only</b>	<b>0</b>	<b>0</b>	<b>0</b>
Couple, 1 Child	1	0	0
Couple, 2 Children	1	0	1
Couple, >2 Children	0	0	0
<b>Sub-Total – Couple with Children</b>	<b>2 (3.3%)</b>	<b>0</b>	<b>1</b>
Single Parent, 1 Child	3	0	3
Single Parent, 2 Children	6	1	4
Single Parent, >2 Children	11	3	2
<b>Sub-Total – Single Parent</b>	<b>22 (36.0%)</b>	<b>4</b>	<b>9</b>
<i>Other</i>	4	1	3
<b>Total</b>	<b>61</b>	<b>9</b>	<b>42</b>

The Australian Housing and Urban Research Institute (AHURI) has made the point that having a very low income alone is rarely enough to access social housing. In a high demand, low supply environment, low income eligibility almost always needs to be coupled with other complex needs, including disability, poor physical or mental health, family violence, exiting institutions or being homeless or at risk of homelessness.<sup>42</sup>

Applications on the Social Housing register are assessed to determine their level of need and relative priority for vacancies. Table 38 shows that in each SA2, for which data was available, over half of the applications were assessed as being in very high need at 30 June 2020.

<sup>42</sup> Muir, K., Powell, A., Flanagan, K., Stone, W., Tually, S., Faulkner, D., Hartley, C., and Pawson, H. (2020) 'A pathway to where?' *Inquiry into understanding and reimagining social housing pathways*, AHURI Final Report No. 332, Australian Housing and Urban Research Institute Limited, Melbourne.

Table 38 Housing Register by segment of need 30 June 2020

SA2	Segment of need								Total applications
	Very high		High		Moderate		Low		
	Number	%	Number	%	Number	%	Number	%	Number
Noosa Hinterland	18	57.0	9	28.0	5	14.5	-	0.5	31
Tewantin	38	56.6	20	29.6	9	13.5	-	0.2	67
Noosaville	47	59.0	21	25.8	12	15.0	-	0.2	80
Noosa Heads	Not available								
Sunshine Beach	16	54.5	6	20.1	8	25.4	-	0	30
Peregian Beach - Marcus Beach	Not available								
Queensland	14,698	56.9	6,116	23.7	4,438	17.2	601	2.3	25,853

Source: Department of Housing and Public Works

Note: The Department had a major system change from October 2019 which led to changes to how the Housing register was calculated. Prior to October 2019 the Housing Register was calculated based on the count of the first waitlist area preference, however from October 2019, counts of applications are weighted based on all listed waitlist areas. For example an application with five listed waitlist areas will have a weighting of 0.2 for each waitlist area.

## 12.3 Community Housing, Transitional Housing, and Emergency Housing

There is a limited stock of community housing, transitional and emergency housing in Noosa Shire and there has not been a significant change since the Briggs & Mortar Housing Needs Assessment was prepared in 2017. Compared to other coastal local government areas in SEQ where 12% - 17% of Social Housing is Community Housing, just 4.5% is in Noosa Shire<sup>43</sup>.

The State has taken a small number of head leases and arranging other emergency accommodation through hostels etc.

In the 2020-2021 financial year there were no allocations made to social housing in Noosa Shire delivered by registered community housing providers. In the 2019-2020 financial year there had been four allocations, after having been none in either 2018-2019 or 2017-18 and just one in 2016-17.

### 12.3.1 Coast2Bay Housing Group

In July 2021 the only Tier 1 registered community housing provider operating in Noosa Shire is Coast2Bay Housing Group (C2B), an independent, not-for-profit company providing housing throughout the Sunshine Coast, Noosa, Moreton Bay, Redcliffe and Gympie regions.

C2B have a number of Housing Assistance Programs, including:

- Long Term Housing
- Transitional Programs

<sup>43</sup> As at 30 June 2020, according to Department of Housing and Public Works

- Community Rent Scheme
- Community Managed Studio Units
- National Rental Affordability Scheme

As at first quarter 2021 C2B housing stock in Noosa Shire consisted of:

- 18 NRAS affordable rental properties targeting key workers and those on low incomes across Noosaville (13), Cooroy (3) and Tewantin (2)
- 1 Disability Accommodation (non-NDIS) group home for 6 individuals with physical and intellectual impairments in Tewantin.
- 17 Community Housing dwellings for individuals and families from the Queensland Social Housing Register across Tewantin (10), Sunrise Beach (3), Cooroy (2), Noosa Heads (1) and Noosaville (1).

Since 2016, C2B have noted increased demand for social housing in the Noosa Shire, making it harder to find housing for individuals and families. They are experiencing a shortage of all types of properties across the full spectrum of NRAS, disability accommodation and community housing for those with special needs across the Noosa Shire.

There is also an ever growing need to supply key worker, affordable housing solutions, in addition to just social housing.

C2B would like to see more rooming accommodation, smaller dwellings and affordable rentals (ie. not affordable properties for sale) – either as a whole property or by room.

C2B tenants are generally on lower incomes and therefore 'may' have lower levels of access to private transport, so it is preferable for housing to be close to services and public transport (e.g. town centres such as Noosa Civic, Noosa Junction, Tewantin town centre, Cooroy etc.). However, any appropriate accommodation no matter the location would be better than no accommodation.

### 12.3.2 YouTurn

Based in Tewantin, Youturn youth support aims to reduce the number of young people who are homeless or at risk of becoming homeless by providing semi supported transitional housing and fully supported crisis housing. Youturn Specialist Homelessness Service provides temporary supported accommodation and support for young people, single parents and/or couples aged 16-25. The focus is to develop clients' independent living skills and to facilitate a transition from temporary to permanent housing.

In Noosa Shire, Youturn head leases four properties from the private rental market (one in Noosaville and three in Tewantin) for the purpose of crisis temporary supported (transitional) accommodation for young families aged to 25 years.

Youturn is working towards strengthening their position in social housing to ensure young people and young families have access to a variety of accommodation options to suit individual needs. They recognise the beneficial need for more one, two and three bedroom social housing properties to support the growing number of entry level workers and people with particular support requirements, needing to remain in residence in the Noosa area. Tiny homes may also fit this criteria however this may be more suitable for transitional style accommodation.

Easy access to transport, child care/ schools and facilities are important criteria. Accommodation that is integrated within residential areas and/or close to support services is essential for people who may be at risk of further crisis, harm or domestic violence.

Accessibility to suitable land is seen as the greatest hurdle, as well as restrictions around social housing development, funding and approvals. Costs associated with head leasing from the private rental market (median market rents) are particularly high in the Noosa area and the rental shortage that gives owners/ Agents far broader options when selecting tenants for rental vacancies. They

suggest broader consultation with business and property owners around perception of affordable accommodation (and social housing) is warranted, including how the growing need for adequate accommodation fits with the importance of supporting local people (particularly entry skilled level workers) to remain in our community.

### 12.3.3 Endeavour Foundation

In 2020 Endeavour Foundation divided a larger property in Noosa Parklands Tewanin and constructed two new homes, each with three bedrooms and three bathrooms, plus room for a 24 hour / 7 day support worker, as part of their *My Home, My Life* initiative. The homes are fully accessible and suitable for wheelchair users, designed to the platinum standard of Liveable Housing Australia Guidelines (above minimum Specialist Disability Accommodation requirements).

### 12.3.4 The Salvation Army

The Salvation Army's Sunshine Coast Supported Accommodation and Family Violence Services provide temporary accommodation and case management support to families who are experiencing homelessness, at risk of homelessness and escaping domestic and family violence. Outreach support is also provided to families after they have secured longer term housing.

The Salvation Army underwent an internal restructure 2019-2020, which resulted in the new Family Violence Stream being formed. In June 2021, the Family Violence Stream took over management of the DFV properties/programs, separating Family Violence and Homelessness into two distinct service delivery arms.

The Homelessness Service provides temporary supported accommodation with case management support to families experiencing homelessness or at risk of homelessness. Length of stay is duration of need. Salvos Housing manage 10 dwellings across the Noosa Shire/Sunshine Coast Region:

- 5 Headlease properties (private rental market)
- 5 Department of Communities, Housing and Digital Economy properties

The Family Violence Service provides safe and secure refuge accommodation, case management support and referral to women and women and children who have been affected by Family Violence. Length of stay is duration of need. Properties managed by the Family Violence Service are:

- 4 Refuge houses (with a 5th house in the pipeline)
- 2 Transitional houses

The Salvation Army also offers Financial Counselling through Moneycare and financial assistance through SAL Assessment phone line.

### 12.3.5 St Vincent de Paul

St Vincent de Paul Society Queensland has nine Family Support Centre's on the Sunshine Coast from Caloundra to Noosaville. These volunteer operated services provide face to face support to families in need and people experiencing hardship which may include food, clothing, furniture and household goods, emergency travel and financial assistance with critical bills, No Interest Loans, StepUp loans or any other assistance depending on circumstances and need.

Vinnies Housing manages multiple housing properties at Nambour, Parreara and Maroochydore as well as Sunshine Coast Youth Mobile Support (case management for people up to 25 years who are homeless or at imminent risk of homelessness) and Sunshine Coast Cornerstone Program (offering centre based support to people who are homeless or at imminent risk of homelessness).

## 12.4 Private Rental Assistance

The National Rental Affordability Scheme (NRAS) commenced in 2008 and provided subsidised rental accommodation of 20% less than market value for low to medium income households.

Cooroy has 3 properties ceasing by 2024 calendar year, Noosaville has 13 properties ceasing by 2024, Tewantin has 2 properties ceasing by 2024.

Centrelink payment recipients who pay rent may be eligible for rent assistance on top of their other payments. It is only available to recipients of specified pensions or allowances and the amount depends on the rent they pay. Residents won't receive rent assistance if they are in public housing.

The Queensland Government can assist eligible people with a Bond Loan which is an interest-free and fee-free loan up to the value of four weeks rent to cover the rental bond when they move into private rental accommodation. Bond Loan Plus is similar but can cover up to six weeks rent (being the bond and first fortnight rents).

A Rental Grant is a one-off grant of 2 weeks rent for people in a housing crisis. It helps pay for the cost of moving into private rental accommodation.

The RentConnect service helps Queenslanders find and apply for a place to rent. It specifically helps people who may be struggling to access the private rental market due to non-financial barriers, such as limited rental history or limited understanding or experience with the rental market.

The Queensland Housing Profiles prepared by the Queensland government Statistician's Office presents the figures within Table 39 for private market assistance in the 2019-2020 year.

*Table 39 Private market assistance by category of assistance, year ending 30 June 2020*

SA2	NRAS	RentConnect	Bond loans	Rental grants
Noosa Hinterland	3	0	22	11
Tewantin	2	0	15	13
Noosaville	13	0	20	19
Noosa Heads	0	0	2	9
Sunshine Beach	0	0	4	17
Peregian Beach – Marcus Beach	0	0	4	7

Source: Department of Housing and Public Works, from their Housing Profile

## 13. Alternative Housing

In recent years there has been much interest in Tiny Homes and for some people this offers them the best chance of having a comfortable secure home in which they can have flexibility and independence. There is no definitive rule about the size of a tiny home, however they are generally between 35 and 45 square metres. There are companies which offer a range of prefabricated tiny homes or you can have one tailor made. The biggest area of distinction is whether they are fixed permanently on a site or on wheels as this impacts how they are regulated and where they can locate.

A tiny house that is on wheels and registered<sup>44</sup> as a caravan or trailer is generally treated like any caravan or RV. It must be parked lawfully on private property and cannot be connected to reticulated town water and sewer without a plumbing permit. Systems are available for off-grid electricity, composting toilets, water collection, filtration and storage, grey water reuse and grease traps however tiny homes cannot be used as a permanent home without meeting planning, building and plumbing requirements. Under planning requirements tiny homes (including caravans and the like) cannot be leased to short-term or semi-permanent guests.

From time to time the managers of some caravan parks in Noosa Shire allow people to live longer term. Currently this is allowed at Pomona Caravan Park at the showgrounds and has previously been allowed at Camp Cooroora at Lake MacDonald.

Noosa Council owns three caravan parks, at Noosa North Shore, Boreen Point and Noosaville. No permanent residents are allowed at any of these, although people can stay for up to 3 months.

A tiny home established (fixed) in the yard of a property that already contains a house might qualify as a secondary dwelling provided it is occupied by a member or members of the same household. If so, it needs to comply with Noosa Plan 2020 requirements for a secondary dwelling and an infrastructure charge notice will be issued upon building and plumbing approval.

Given the high proportion of one or two person households, the establishment of tiny homes has, in principle, many benefits. They offer a smaller footprint in terms of efficiency of land use, construction cost, ongoing heating/cooling and lighting cost, and depending on where they are located, there may be other social benefits.

The Australian Local Government Association has suggested the two main hurdles for the take up of tiny homes is lack of a coherent regulatory and policy frameworks and a need to build community support.<sup>45</sup>

While there is information on tiny homes within the explanatory material on the website, Noosa Council could take a proactive approach to clarifying information. It is suggested a specific fact sheet or user guide, like those produced by Cairns Regional Council, Sunshine Coast Regional Council or Scenic Rim regional Council would be of assistance.

The collection of more than one tiny home on the one property requires planning approval for a material change of use to a relocatable home park or a multiple dwelling.

A relocatable home park would typically be governed by the Manufactured Homes (Residential Parks) Act 2003. A residential park includes sites, common areas and facilities for the personal comfort, convenience or enjoyment of the residents of the manufactured homes<sup>46</sup>. They should be well located and offer convenient access to the services and facilities required to support residents.

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<sup>44</sup> When registering the vehicle you must provide evidence of the vehicle's Queensland address.

<sup>45</sup> Liz de Chastel (2018) Australian local government association – perspective on tiny houses, Australian Planner

<sup>46</sup> This Act defines a manufactured home as a structure, other than a caravan or tent, that-

(a) has the character of a dwelling house; and

(b) is designed to be able to be moved from one position to another; and

State interest guidance material on housing supply and diversity<sup>47</sup> suggests relocatable home parks should be within easy walking distance to a regular public transport service, (2 to 3 services daily) local convenience shops, enjoy bicycle and pedestrian paths and be within walking distance to a primary school and local community facilities, medical facilities, and a park.

If however people jointly purchase land as tenants in common<sup>48</sup> and each had separate bedsits containing no food preparation facilities<sup>49</sup> and no facilities for washing clothes they would not each qualify as a self-contained house dwelling, but collectively might be one dwellings with a shared kitchen and laundry, possibly other common space. Residents would need to form one household with the intent of living together on a long-term basis, making common provision for food and other essentials for living.

There are, within Noosa Shire and surrounding areas, companies that make prefabricated tiny homes, cottages, cabins and granny flats and an increasing number of networks and associations. Examples of tiny home projects in Queensland are difficult to find, however there are a number interstate.

Sunshine Coast charity and community centre, “The Shack” received a \$500,000 federal government grant in 2019 and donated land in Nambour where they are building seven small units that will house five homeless men and a caretaker. The seventh house will be used as a common meeting space. This development was considered to be a community residence and required no planning approval.

Byron Bay Council has proposed an amendment to the Byron Local Environmental Plan 2014 to facilitate Tiny House Development on Council owned and or managed land for the provision of supported housing for people experiencing (or at risk of) homelessness.

Council would provide moveable dwellings on Council owned and/or managed land. Rent would be paid by the tiny house occupier to Council (or a community housing provider acting on behalf of Council). Council could also choose to waive any rent payable depending on the circumstances. The movable dwelling would be able to be removed and or relocated to another site when required. The land is able to be the subject of a new application and or returned to its original state once the movable dwelling is no longer required.

Byron Bay Council propose to insert a new clause into their Local Environmental Plan that would define “tiny housing” and make it permissible with consent on any land that is owned by Council. Constraints like flooding or bushfire will be addressed through the existing development assessment framework. To date they are yet to get approval from NSW Department of Planning, Infrastructure and Environment to make the LEP amendment.

The Tiny Homes Foundation pilot project at Gosford commenced in 2015 and through the partnership with the local Council, community housing provider, local employment and training agency and others, residents finally moved in during 2018. The experience and learnings of this project have been used to generate a toolkit for replicating the program elsewhere.

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(c) is not permanently attached to the land.

<sup>47</sup> Department of Infrastructure, Local Government and Planning (2017) State Planning Policy – state interest guidance material: Housing supply and diversity

<sup>48</sup> Tenants in common, own a defined share of the property for example 20% each. As a tenant in common, you can transfer your share to someone else.

<sup>49</sup> Facilities usually found in a motel room such as tea/coffee making equipment, electric jug and a bar fridge would be allowed.

In Geelong, Deakin University has partnered with local technology company Flow and Samaritan House Geelong to develop a prefabricated one-bedroom unit, measuring 4 x 10 metres which includes a living space and bedroom. This model is the first of seven independent living units to be installed as transitional houses for men experiencing homelessness.

Harris Transportable Housing Project in Melbourne's inner west demonstrates how unused government land can be repurposed to create safe, stable homes for people who urgently need them. The project is a partnership between Launch Housing and a \$4-million donation from philanthropists Geoff Harris and his son, Brad Harris, plus funding from the Victorian Property Fund. The project is using nine parcels of vacant VicRoads land in Footscray and Maidstone to create 57 studio-sized tiny homes for people with a chronic experience of homelessness. With 6-12 homes on each site, small communities are created where tenants can support each other.

The sites have been leased to Launch for a five-year term for a nominal rent. The first site, on Ballarat Road in the Melbourne suburb of Maidstone, is reserved for an eventual road widening project. The tenants of the Harris units are welcome to use them permanently, with VicRoads required to issue a 12-month vacancy notice if it needs the land back.

Noosa Council, at its meeting of 16 September 2021 resolved to enter into a three year freehold lease with YouTurn Ltd over Lot 69 RP41223 at 16 Earl Street Tewantin (behind the neighbourhood centre) for the purpose of siting two prefabricated, relocatable Tiny Homes to be managed as supported short-term transitional accommodation for young, vulnerable people.

While dwellings or a relocatable home park is not consistent within the zone of the land the Planning Regulations 2017, Schedule 6, Part 2, s2(1) prohibits a planning scheme from making a class 1 or 2 building providing support services and temporary accommodation for persons escaping domestic violence assessable development.

# 14. Housing Needs for Older Residents

## 14.1 National Trends

According to the ABS, in 2016, almost all Australians (98%) lived in a private dwelling. This proportion decreased with age, from 99% of people aged 65 to 74 years to only 75% of those aged 85 years and over.<sup>50</sup>

Table 40 Usual Dwelling type for Older People by Age and Sex 2016

	65-69 years	70-74 years	75-79 years	80-84 years	85-89 years	90-94 years	95-99 years	100 years and over	Total
<b>Males</b>									
Private dwellings	530,006	391,540	277,595	180,047	101,627	33,007	5,434	339	1,519,601
Non-private dwellings:									
Hospital	397	444	425	478	425	255	53	8	2,480
Nursing home	2,618	3,955	5,749	8,047	10,195	7,484	2,188	237	40,475
Accommodation for the retired or aged (not self-contained)	1,202	1,622	2,265	3,361	4,230	3,360	1,011	131	17,183
Other types of non-private dwellings	3,593	1,959	1,141	585	310	100	19	9	7,716
Total non-private dwellings	7,811	7,978	9,580	12,468	15,159	11,192	3,273	388	67,859
<b>Total Males</b>	<b>537,858</b>	<b>399,547</b>	<b>287,185</b>	<b>192,532</b>	<b>116,794</b>	<b>44,204</b>	<b>8,706</b>	<b>735</b>	<b>1,587,557</b>
<b>Females</b>									
Private dwellings	558,190	417,547	312,481	220,571	139,585	55,528	11,044	936	1,715,885
Non-private dwellings:									
Hospital	333	368	440	537	704	559	193	32	3,165
Nursing home	2,339	4,180	7,786	14,556	23,699	22,009	8,169	1,131	83,864
Accommodation for the retired or aged (not self-contained)	1,031	1,806	3,243	6,381	11,034	10,376	4,016	543	38,429
Other types of non-private dwellings	1,401	962	646	437	335	173	55	13	4,027
Total non-private dwellings	5,105	7,312	12,117	21,909	35,771	33,115	12,435	1,724	129,488
<b>Total Females</b>	<b>563,341</b>	<b>424,898</b>	<b>324,616</b>	<b>242,488</b>	<b>175,368</b>	<b>88,649</b>	<b>23,477</b>	<b>2,659</b>	<b>1,845,496</b>
<b>Persons</b>									
Private dwellings	1,088,195	809,090	590,081	400,618	241,206	88,535	16,474	1,278	3,235,483
Non-private dwellings:									
Hospital	726	809	865	1,010	1,123	813	253	42	5,641
Nursing home	4,964	8,135	13,533	22,600	33,894	29,487	10,356	1,375	124,342
Accommodation for the retired or aged (not self-contained)	2,236	3,424	5,512	9,743	15,268	13,736	5,027	680	55,613
Other types of non-private dwellings	4,989	2,920	1,785	1,028	650	277	76	21	11,745
Total non-private dwellings	12,911	15,291	21,690	34,379	50,936	44,311	15,710	2,111	197,340
<b>Total Persons</b>	<b>1,101,199</b>	<b>824,441</b>	<b>611,805</b>	<b>435,024</b>	<b>292,156</b>	<b>132,848</b>	<b>32,183</b>	<b>3,391</b>	<b>3,433,053</b>

For the 75 to 84 years and 85 years and over age groups, women were less likely than men to live in a private dwelling. This difference was most noticeable for the 85 years and over group (71% of women and 82% of men). Older women are more likely than older men to be widowed (33% compared to 10%), and women over the age of 85 are more likely to have a core activity need for assistance (57% compared to 44%). These factors could contribute to women over 85 being more likely to move from a private dwelling into cared accommodation (nursing homes or accommodation for the aged with common living and eating facilities).

<sup>50</sup> Australian Bureau of Statistics (October 2017) Census of Population and Housing: Reflecting Australia - Stories from the Census, 2016 – Ageing Population

In 2016, more than half (58%) of all older people lived with a spouse or partner in a private dwelling. The group who lived with a spouse or partner included older people who: had no children in the dwelling (48% of all older people), lived with children (7.7%), or lived in a multi-family household (2.6%). A quarter of older people lived alone.

The 65 to 74 years age group were most likely to live with a spouse or partner (68% of people in this age group), while those aged 85 years and older were more likely than the other age groups to live alone (35%).

For all Australians, the likelihood of a person living alone increases with age. However, the increase is much sharper for older women than older men. Older women were more likely than other age groups to be in a lone person household, 31% of older women compared to 18% of older men. The difference between women and men was greatest for the 85 years and over age group (41% compared to 25%).

Older people who lived in a private dwelling with a spouse or partner were more likely to live in a dwelling that was owned outright or had a mortgage than those who lived alone.

In the 65-74 year old age group the proportion of women and men renting was quite similar (13.46% and 13.25% respectively). However in the 75-84 year old age group 12.71% of women and 11.33% of men were renting and in the 85 years and over age group 11.40% of women and 9.88% of men were renting.

While some older people like having spare bedrooms for guests, some live in a dwelling bigger than their needs or even bigger than they would prefer. They may wish to downsize but be discouraged by financial or other disincentives. A large proportion of older people who were a spouse or partner (76%) or in a lone person household (65%), lived in a dwelling with two or more spare bedrooms.

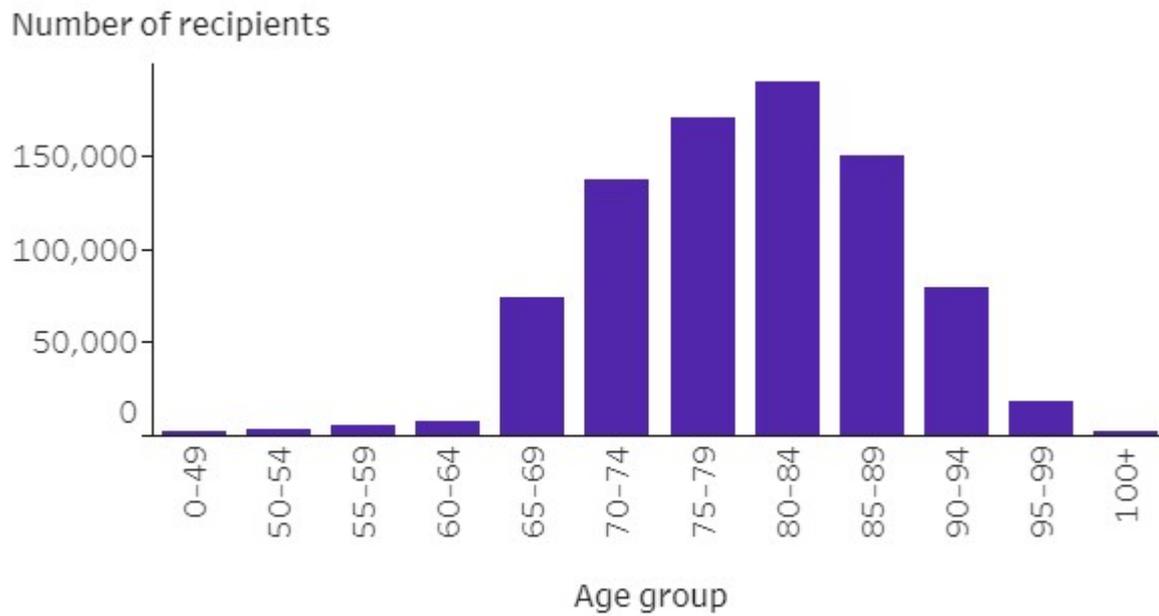
Non-private dwellings provide communal or temporary accommodation. In 2016, a small proportion of older people (5.7%) lived in a non-private dwelling. Of the older people who lived in these dwellings, the majority (91%) were in cared accommodation (nursing homes or accommodation for the aged with common living and eating facilities). The likelihood of living in cared accommodation increased sharply with age from 1.0% of people aged 65 to 74 years to 24% of those aged 85 years and over. In the 85 years and over age group, women were more likely than men to live in cared accommodation (28% compared with 17%). This may be because women in this age group are more likely than men to have a need for assistance (57% compared with 44%).

The aged care system in Australia offers care under three main types of service:

- Home support (Commonwealth Home Support Programme), which provides entry-level services focused on supporting individuals to undertake tasks of daily living to enable them to be more independent at home and in the community.
- Home care (Home Care Packages Program), which is a more structured, more comprehensive package of home-based support, provided over four levels.
- Residential aged care, which provides support and accommodation for people who have been assessed as needing higher levels of care than can be provided in the home, and the option for 24-hour nursing care. Residential care is provided on either a permanent, or a temporary (respite) basis.

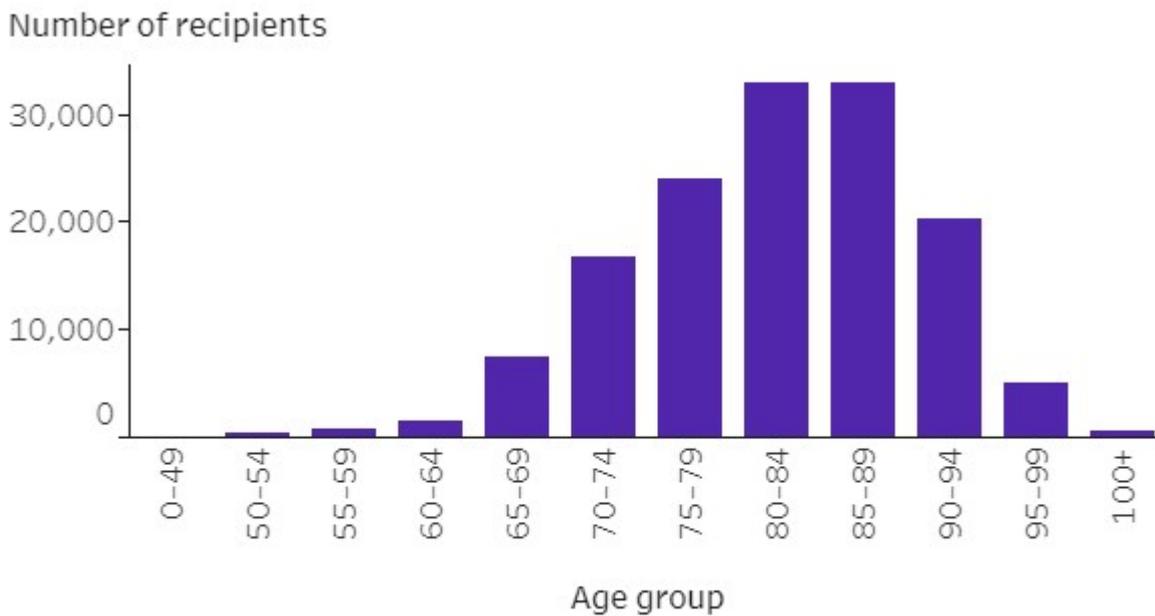
As illustrated in the following figures the clients of home support are generally younger than those of home care, who in turn are generally younger than those in residential care.

Figure 27 People using Home Support by Age (nationally), 2019-2020



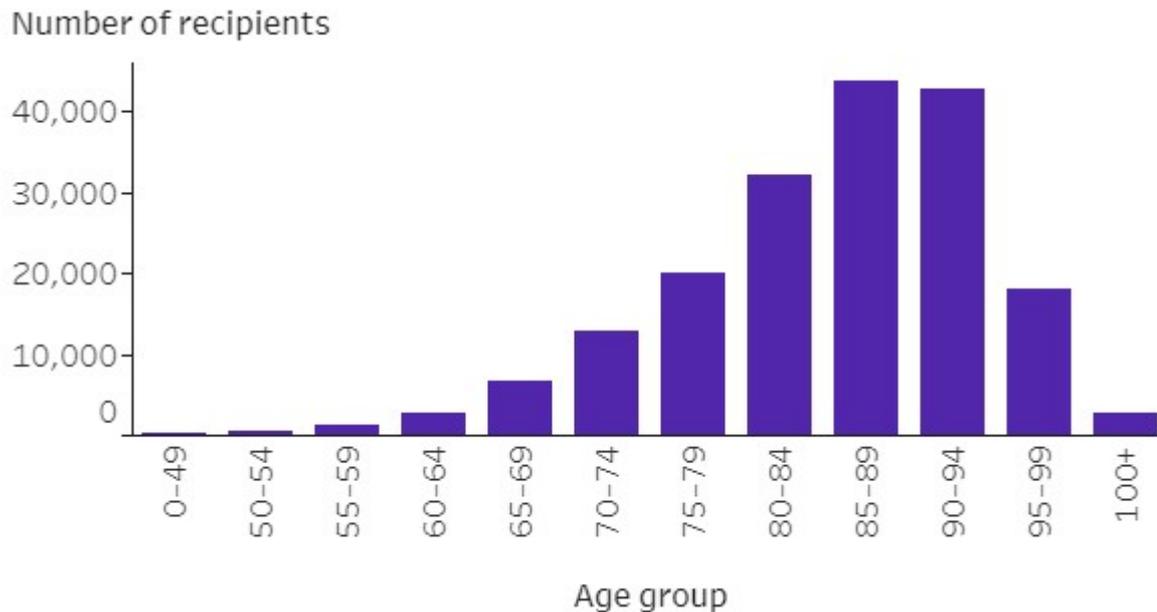
Source: Australian Institute of Health and Welfare (2021) People using aged care.

Figure 28 People using Home Care by Age (nationally), 2019-2020



Source: Australian Institute of Health and Welfare (2021) People using aged care.

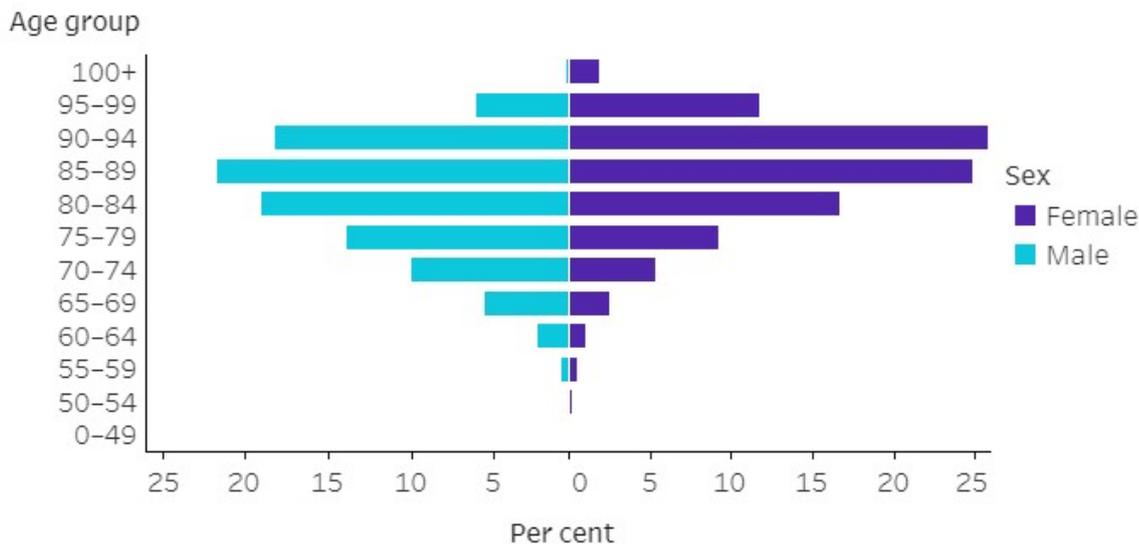
Figure 29 People using Permanent Residential Care by Age (nationally), 2019-2020



Source: Australian Institute of Health and Welfare (2021) People using aged care.

At June 2020 more women than men were living in residential aged care, (67% women, 33% men) although men were entering aged care at younger ages.

Figure 30 People living in permanent residential aged care, by age and sex, 30 June 2020



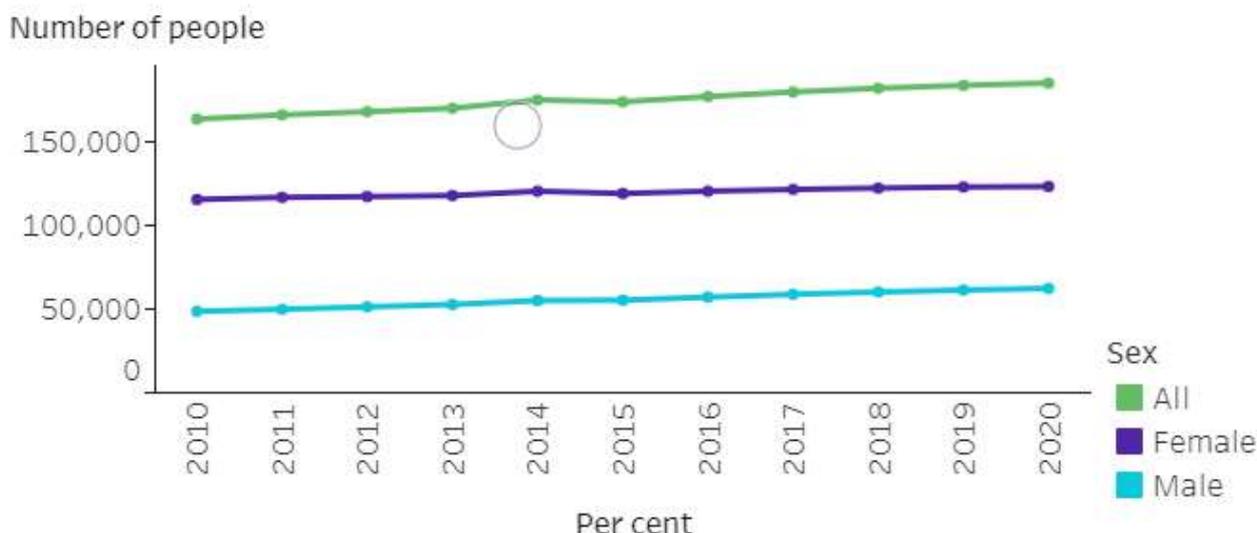
Source: Australian Institute of Health and Welfare (2021) People using aged care.

Nationally, in the 10 years between 30 June 2010 and 30 June 2020, the number of people using home care has tripled (from 47,684 people to 142,436 people, an increase of 199%). The number of people using permanent residential aged care increased by 13% (from 162,578 people to 183,989 people). The increase in people using permanent residential aged care since 2010 was proportionately higher among older people (17% increase in people aged 85 years or older; 7% increase in people aged under 85 years). The differences between the various age groups was interesting, for example the number of people aged between 80-89 living in residential care actually

fell in that period, whereas numbers in age groups over 90 increased and numbers in those between 70 and 79 increased.

Since 2010–11 the number of annual admissions to permanent residential care has increased by less than 1%.

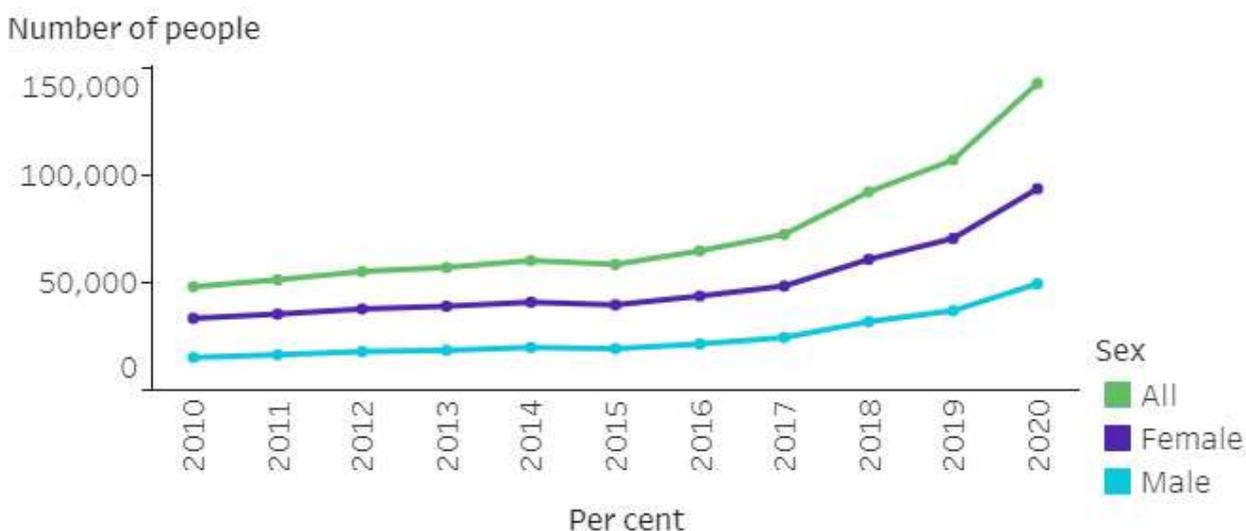
Figure 31 People using permanent residential care by age and sex, 30 June 2010 - 2020



Source: Australian Institute of Health and Welfare 2021 People using aged care.

Figure 32 below shows the sharp proportional increase in people using home care since the Briggs & Mortar report was prepared in 2016-2017.

Figure 32 People using Home Care by age and sex, 30 June 2010-2020



Source: Australian Institute of Health and Welfare 2021 People using aged care.

Of relevance is the fact that while the population has been aging to date the bigger growth has been in the ages associated with the active retirees. Proportionally residents aged 65-74 years went from making up 9.3% of Noosa Shire’s population in 2006 to 14.67% of the population in 2016. By comparison residents aged 85 and over increased from 1.89% to 2.63% in the same decade. There has been a pattern of very old residents moving away from the Shire to live closer to family or high end medical facilities. Whether this pattern continues or not is yet to be seen.

Housing for the Aged Action Group is an Australian organisation specialising in the housing needs of older people. Together with the University of Adelaide and the Wicking Trust, it has developed “Ageing on the Edge” - The Older Persons Homelessness Prevention Project, culminating with reports released in March 2020. Its recommendations, specific to Queensland include:

Increase affordable housing supply to meet the needs of a rapidly ageing population in Queensland—

1. Provide an adequate supply of social housing for an ageing population as part of a long term, sustainable housing strategy. This needs to be achieved through significant government investment as well as working with the not-for-profit and for profit sectors to utilise innovative financing models such as social impact investment bonds and tax incentive schemes.
2. The Queensland and Federal Governments must act urgently to ensure that there is a large scale affordable and social housing supply initiative to replace the National Rental Affordability Scheme (NRAS) where the majority of contracts are due to end between 2022-2024. Due to the fact approximately 30 per cent of NRAS housing agreements have been developed in Queensland this should be a priority for government action.
3. Develop housing innovations such as new housing concepts and ideas suited to the needs of older people such as co-housing and co-sharing, particularly for older women. These housing opportunities can provide informal support for those who have experienced the significant trauma of housing stress.’
4. The Queensland Government should seek guidance from Queensland Shelter on their current initiative bringing older women and influencers together in a series of workshops to explore opportunities for innovative housing projects for older women.

Residential aged care falls under the land use definition of residential care facility which means *the use of premises for supervised accommodation, and medical and other support services, for persons who—*

- a) *can not live independently; and*
- b) *require regular nursing or personal care.*

This use is not confined to aged care and might include a convalescent home or accommodation for younger residents with high care needs.

In terms of residential aged care, a small facility would be one of less than 60 operational places a large facility is one of over 100 operational places, and a medium facility is in between. At June 2020 more than half of the residential aged care places operated by private organisations were in large facilities.

During 2020 and 2021 COVID19 has necessitated changes to the operation of residential aged care. Facilities were required to lockdown and restrict visitors and a sense of isolation would have increased. Australian Institute of Health and Welfare acknowledge that the number of people entering aged care services is likely to have been impacted by COVID-19. In some cases, people may have chosen not to enter care due to the risks of virus transmission and isolation, choosing instead to seek assistance from formal community care services or to receive additional informal support from family, friends or neighbours.

## 14.2 Funding

If a residential aged care resident is eligible for Australian Government assistance, they either pay nothing or contribute towards the cost by paying an accommodation contribution. If a resident is not eligible for assistance, they pay the agreed room price as an accommodation payment.

Upon entering care, residents choose one of 3 payment options:

- a refundable deposit (a lump sum); or

- daily payments (rental-style payments); or
- a combination of the two.

Providers cannot require a person to pay any amount of their accommodation costs as a lump sum before they enter your service. It is up to them how they choose to pay. There has been a trend towards consumers choosing daily accommodation payments over lump sums meaning less upfront capital for providers to fund renovations, refurbishments or new developments.

### 14.3 Aged Care Reform

The Royal Commission into Aged Care Quality and Safety was established on 8 October 2018 by the Governor-General. The Commissioners delivered a final report on 26 February 2021. They commented—

*“A constant theme we have heard throughout our inquiry is that people want to remain at home. For older people to remain safely in their homes, they must have access to aged care that meets their assessed needs.”*

*“We recommend a category of care at home. The care at home category should support older people living at home to preserve and restore capacity for independent and dignified living and prevent inappropriate admission to long-term residential care.”*

*“The residential aged care setting has changed over the years. People now enter residential services later in their lives. Consequently, many more are frail or have chronic or complex health conditions, including high levels of dementia.”<sup>51</sup>*

Section 1.3.6 addresses *Designing accommodation for quality of life*. The following is an extract—

Where older people live affects their sense of security and their quality of life. Accommodation that is well designed to meet people’s needs can improve their lives and their wellbeing.

Most older people choose to remain at home as they age. But for some older people, it is necessary or desirable to move into residential aged care to receive the support and care that they need. It is essential that the built environment of residential aged care is suitable to meet their needs. People living with dementia are particularly sensitive to their environment because dementia can change the way in which they perceive their surroundings. The built environment can be supportive, familiar and therapeutic, or it can be a barrier to independent functioning and to a high quality of life.

In broad terms, the evidence before us is that good design in residential aged care, particularly for people living with dementia, usually involves smaller, lower-density congregate living arrangements rather than larger, more institutional settings. Smaller, lower-density congregate living arrangements generally promote better quality of life for everyone. Large, noisy institutional environments can worsen the adverse consequences of dementia.

The average size of residential aged care facilities has increased in recent years. In 2008, 39% of facilities had over 60 places; by 2019, 60% of facilities had over 60 places. We consider that, in general, residential aged care services should transition progressively away from large institutional design settings. Accessible and dementia-friendly design should be the norm for new or substantially refurbished residential aged care buildings.

To build awareness and ensure greater consistency of standards, the Australian Government should develop and publish a comprehensive set of national aged care design principles and guidelines on accessible and dementia-friendly design for residential aged care. The National Aged Care Design Principles and Guidelines should permit flexibility in their application in

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<sup>51</sup> Final Report, Section 1.3 A new aged care system

different circumstances. The Australian Government should actively promote and encourage their adoption by approved providers, builders, architects and others. Financial incentives should be paid to providers that demonstrate the adoption of the Design Principles and Guidelines for their residential aged care buildings.

Creating 'familiar households' facilitates the provision of person-centred care. We have heard that for residential aged care, there is significant benefit to a domestic setting instead of a traditional institutional model. Small household models usually involve housing eight to 10 people receiving aged care services, and sometimes up to 16 people, within a home-like environment. Common features include 'a focus on domestic, homelike, familiar or normalised environment with medical equipment hidden'. Regular staff are employed and they do not wear uniforms.

Without wishing to limit innovation, we consider that the small household model is one way in which residential aged care can adopt dementia-friendly and accessible design principles....

People's accommodation should, where possible, cater to their changing needs. Accommodation with accessible and dementia-friendly design features will allow older people to remain in familiar surroundings if they become frail or if they begin to develop symptoms of dementia. Accommodation located close to shops and other amenities is not only convenient but may also help to maintain social engagement with the local community.

Older people who are at risk of not having secure and accessible accommodation are especially at risk of not being able to receive aged care services in their homes or to age in place. Special attention should be paid to the needs of these people, including through integration of the aged care and affordable housing programs, and through increased aged care support for people in insecure housing who want to remain in the community.

Until now, the Australian Government has provided accreditation and funding to approved aged care providers through Aged Care Approval Rounds (ACAR). The allocation of new places was undertaken annually and took into account the number of available places and the identified needs of a particular planning region, as well as the merits of an application. It was intended that the number of aged care places matched growth in the aged population using a national provision ratio of 125 residential and home care places for every 1,000 people aged 70 years of age and over by 2021-22 (consisting of 80 places in a residential setting and 45 places in a home care setting).

Nationally, the rate of aged care places/recipients was 113 per 1000 older people at 30 June 2019, but it was 110.8 for Queensland.

As part of the 2018–19 Budget *More Choices for a Longer Life* package, the Government provided in-principle support to change how residential aged care places are allocated, based on the recommendation of the Legislated Review of Aged Care 2017. Consequentially, the ACAR will be discontinued when the 2020 round ends (The application period closed 18 March 2021).

From 1 July 2024, senior Australians will have residential care places allocated directly to them, providing more choice and control over which approved provider delivers their care. New and existing residential aged care providers will no longer apply for, and be allocated places. This is designed to incentivize the delivery of high quality, innovative models of care.

PwC Australia<sup>52</sup> has suggested the operators of aged care homes need to evolve and rethink their delivery models. This includes ensuring their infrastructure is human-centred and fit for purpose, meeting consumers increasing expectations with embedded quality and safety design. Many aged care residences are nearing the end of their life, and the cost of bringing them up to contemporary

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<sup>52</sup> "Innovation, optimisation and renovation in aged care: Building for the future of Australia's aged care environments"

expectations is high. This comes at a time when operators have reduced capacity for capital investments. They suggest that while there are still investors looking to venture into aged care the royal commission and COVID-19 has left some potential stakeholders wary. There is now an emerging trend for integrated retirement communities where residents live independently until they require care within their home, thereby having a continuum of care within the one complex.

## 14.4 Benchmarking aged care

Briggs & Mortar, in the 2017 Housing Needs Assessment, found there were just four residential aged care facilities in Noosa Shire with operational places (at 30 June 2015). Since then, Arcare gained development approval and subsequently constructed an aged care facility at Goodchap Street Noosaville, opposite Noosa Hospital. The 90 places became operation in January 2021.

For the purpose of benchmarking residential aged care places, there were 629 operational places at January 2021. Refer Table 41.

In 2018/19, 52 places were allocated to the Lutheran Church of Australia for new dementia and palliative care service proposed as Black Mountain Care Farm, at 521 Elm Street, Black Mountain. A development application was lodged for an aged care facility in June 2019 but was withdrawn in October that year. It is anticipated these places may not eventuate.

Palm Lakes Care has approval for residential care (120 beds) at Cooroy integrated with the Palm Lakes Resort. It suggests the facility will be open by September 2022, however no building works have commenced to date.

Sundale Tewanin has a current development approval for a 60 bed aged care facility within its proposed Retirement Village at Tewanin, however places have not been allocated to this facility. Construction of this facility commenced however with the outbreak of COVID19 the additional pressure placed on aged care providers has forced Sundale to halt works at this site. It continues to market "Bella Noosa" at McKinnon Drive however it holds no allocated care places for it.

Blue Care has development approval for a 118 bed aged care facility at Grass Tree Court, Sunrise Beach, but again no places have been allocated. In 2020 an extension to the approval was granted and minor changes approved. The applicant now proposes 102 residential aged care beds, however currently hold no place allocations for the site. Construction has not commenced and there is ongoing community protest about future development of the site.

Table 41 Allocated Aged Care places Noosa Shire 2021

Aged Care Facility	Address	Places
Kabara Hostel	20 Topaz Street, Cooroy	86 operational places
Japara	119-123 Moorindil Street, Tewantin	180 operational places
Arcare Noosaville	Goodchap Street, Noosaville	90 operational places
Ozcare Noosa Heads	80 Cooyar Street, Noosa Heads	130 operational places
Carramar Hostel	186 Cooroy-Noosa Road, Tewantin	143 operational places plus 47 non-operational places (dementia)
Black Mountain Care Farm	521 Elm St Cooroy	52 non-operational
Palm Lakes Care Cooroy-Noosa	15 Pearsons Road	120 non-operational
		<b>629 operational places</b> 219 non operational places

Briggs & Mortar found that at 2016, there was already a shortfall of residential care places and that this shortfall would only increase over the following decades.

Noosa Plan 2020 zones existing and approved residential care facilities specifically for that purpose in an attempt to protect the use into the future from competing interests, and to make clear to the community the landuse intent for that land. Development of each of the approved Sunrise Beach, Tewantin and Palm Lakes facilities is important in meeting the aged care needs of the community in the future.

Further, in light of an anticipated shortfall in aged care, much of 125 Myall Street Cooroy is zoned Community Facilities and annotated for Residential Care. However, in 2021 this property was purchased by a retail property development company. As residential care is not known to be part of their development portfolio, it is difficult to foresee that was their intention in purchasing the property.

## 14.5 Retirement Villages and Lifestyle Resorts

Retirement villages or “lifestyle resorts for the over 50’s” fall within the land use definition of retirement facility which means *a residential use of premises for—*

*(a) accommodation for older members of the community, or retired persons, in independent living units or serviced units; or*

*(b) amenity and community facilities, a manager’s residence, health care and support services, preparing food and drink or staff accommodation, if the use is ancillary to the use in paragraph (a).*

Importantly a retirement facility may either be a retirement village as regulated by the Retirement Villages Act 1999, or a manufactured home park, regulated under the Manufactured Homes (Residential Parks) Act 2003.

There are four local retirement villages with registered Retirement Village Schemes: Hibiscus Retirement Resort Noosa Outlook, Laguna Retirement Estate, Noosa Waters Retirement Estate and Noosa Domain Village.

The register of Residential Parks (Manufactured Homes) includes Ingenia Holidays Noosa, Tewantin; Cooroy Village, Ferrells Rd, Cooroy; and Palm Lake Resort Cooroy. Residents own their 'manufactured home', that is the building itself, but not the land on which it sits. Therefore, residents must pay a regular site rent to the park owner.

Riverlands in Tewantin also functions as a retirement facility but was developed as a group title so each home is a separate title and the common property includes communal facilities.

Table 42 Retirement Facilities Noosa Shire 2021

Name	Location	Dwellings
Palm Lake Resort	19 Trading Post Road, Cooroy	220 detached homes.
Hibiscus Noosa Outlook	71 St Andrews Dr, Tewantin	236 dwellings.
Riverlands Mature Aged Village	139 Moorindil St, Tewantin	145 dwellings.
Ingenia Lifestyle Noosa (Bougainvillea Gardens)	141 Cooroy Noosa Rd, Tewantin	44 dwellings
Laguna Estate Retirement Village	21 Lake Weyba Dr, Noosaville	187 semi-attached units, approximately 68 with 3 bedrooms, and 118 with 2 bedrooms. These are mostly arranged as semi-detached dwellings. A small two storey block of serviced apartments is also located on site.
Noosa Waters Retirement Estate	39 Lake Weyba Drive, Noosaville	Around 76 units with 2 bedrooms or 2 bedrooms plus study. Owned and operated by Southern Cross Care.
Noosa Domain Country Club	35 Walter Hay Drive, Noosaville	97 independent living villas and 58 independent living apartments

While retirement facilities are typically provided by either for-profit or not-for-profit organisations, in Noosa Shire there are currently no not-for-profit facilities. For some years approval has been in place for an additional 180 independent living unit in the proposed Sundale facility at Tewantin and 109 units in the Blue Care facility at Sunrise Beach (both not-for-profit organisations).

Retirement housing providers generally see the low-income market as unprofitable<sup>53</sup>, so while the demand for high quality age-specific housing is high, the development of lower cost housing remains in doubt.

Like Residential Aged Care, the Retirement Village industry has been affected by COVID19. However where the residential care industry has been prioritised in various ways retirement villages have not. Elderly people are particularly vulnerable and adhering to social distancing rules negate some of the otherwise benefits of a retirement community.

In 2018 the Queensland Division of Planning Institute Australia (PIA) released a paper on Creating Age Friendly Communities.<sup>54</sup> It included support for social integration of aged persons through initiatives such as:

<sup>53</sup> Bridge C., Davy L., Judd B., Flatau P., Morris A. and Phibbs P. (2011) Age-specific housing and care for low to moderate income older people, Australian Housing and Urban Research Institute

<sup>54</sup> PIA (2018) Creating Age Friendly Communities, prepared by John Gaskell Planning Consultants

- Supporting opportunities for access to services and destinations through mini-bus or shuttle bus provision, public transport options and private vehicle transport services (where ultimately evolution to autonomous vehicles is anticipated);
- integrated and mixed use housing (co-locating aged persons housing with other uses such as student accommodation, shops or child care centres);
- aged persons involvement in mentoring and coaching young people; and
- other initiatives to diminish social isolation such as Mens Sheds, Senior Citizens Clubs and the like

It also encourages the inclusion of a range of housing options and programs in local communities to provide a variety of accommodation types to suit the ageing population at different stages of their lives, and encouraged planning schemes to make allowances for the range of housing options which support aging in place, such as secondary dwellings or other more flexible living arrangements. Adaptable housing principles were also encouraged.

The Longevity by Design charrette was a joint initiative of The University of Queensland's Healthy Ageing Initiative and DMA Engineers to rethink the future of senior living design. The built environment sector, private and community-based organisations, government bodies and educational institutions came together to challenge the way senior living is delivered. From the 2020 event, suggested approaches included building integrated walkable neighbourhoods that reduce distances between homes and services and converting typical house blocks to spaces where multiple generations can live. In 2021 the focus is on designing pandemic-proof residential aged care that feels like home.

Retrospectively applied to Noosa's urban areas the greatest opportunity for this to occur is building more dwellings close to services, within the existing urban areas.

Shared models like rooming accommodation offer potential for compatible people to live together sharing some communal spaces but still with their own privacy. There are for example different networks emerging that focus on single women over 55 sharing domestic scale accommodation:

Established in 2021 through the support of Zonta International, the Older Women Co-Housing Association (Qld) Inc. or "*Sharing with Friends*" is a co-housing model based on common ownership of land and shared equity of the building. It claims to offer an affordable, safe, secure home for five older women to live privately and with dignity as they age. Each unit has its own private, lock-up one bedroom unit with living area, kitchen and bathroom and a private courtyard. The front deck opens onto a landscaped common garden area. The garden pavilion has a shared laundry, entertainment space, kitchen, and toilet. And there is a garden shed.

Designed for an 800m<sup>2</sup> block, and placed close to public transport, shops and medical facilities, the residence incorporates all the universal design guidelines for ageing in place-wide doorways, on the ground, wheelchair access etc.

*Better Together Housing*, based on the Sunshine Coast has been created with input from Sundale and Coast2Bay Housing as well as the Sunshine Coast University to address the rising cost of living and the risk of social isolation facing single women over 55 years living alone. Rather than providing housing it is a platform for participants to find someone to share with, linking people together who are interested in sharing their home.

Interested people register to either share their home or find someone to share a home with (including individuals wanting to start a new shared tenancy). Participants need to provide either a National Police Check or a Blue Card. Those sharing their home offer similar security of tenure to those of the private rental system

*Common Equity* NSW is a provider and developer of community housing across NSW, operating in 25 Local Government Areas and managing in excess of 500 properties. Common delivers co-operative housing especially effective for seniors, older single women, key workers, people living with a disability, marginalised groups and people on low incomes. All properties in the co-operative portfolio are either leased to or owned by Common Equity and the overall responsibility for the housing properties is a shared arrangement between Common Equity and the Co-operatives.

While not specifically retirement villages there are many attached residential complexes that are offering high end accommodation suitable for and popular with mature residents. Examples of this are Parkridge Noosa and Settler's Cove both at Noosa Heads where lifts provide access to upper level apartments. Gated communities like Monterey at Tewantin and Noosa Springs at Noosa Heads are also popular with active retirees. Younger people or families are not excluded from any of these, but neither are they highly represented.

## 14.6 Land needs

As indicated senior residents want to stay in a community and environment which is familiar to them where they can continue social connections and interests. Where it's not practical to stay in the same building, this generally means staying in the same town or suburb.

With the exception of sites already approved for the development of integrated retirement villages and aged care, large sites suitable for more traditional models of retirement villages and residential care in Noosa Shire are extremely limited. It will therefore be necessary to consider smaller models which are not so land intensive.

The 'small household' models of accommodation are centred on a small village of up to 60 senior residents living in small separate households designed to imitate the residents' own experience of home. The separate households consist of somewhere between 8-12 residents living in a home-like environment with a separate kitchen, intimate dining, small scale living spaces, with person-centred care. The kitchens and dining spaces form the hearth of the home, visible from residents' bedrooms. There are smaller, intimate family spaces, outside of bedrooms for families or friends to meet with their loved ones and spend quality time with them. There is direct access to outdoor spaces, and the outdoors is brought indoors through thoughtfully designed, accessible landscaping.<sup>55</sup>

Unlike other forms of urban development, the *Planning Regulation 2017* supports residential care facilities in the regional landscape and rural production area or the rural living area of the *SEQ Regional Plan*, provided the gross floor area does not exceed 5,000m<sup>2</sup>.

Despite this, it is still concerning to locate age care remote from transport and other services. Given elderly family, friends or indeed the partners of residents are likely to want to visit, accessibility is still important.

Having a greater proportion of new housing built to adaptable or universal design principles would assist in providing housing that is suitable to an aging population.

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<sup>55</sup> KPA Architects (29 March 2021) 'Small Household' Model Favoured by Aged Care Royal Commission

## 15. People with a disability

At census 2016 there were 2,737 people in Noosa Shire in need of assistance with a profound or severe disability. This includes residents of any age and is not limited to recipients of social services payments. The figure was proportionally on par with the State's figures, however if the population continues to age at a fast rate it can be expected the number of older residents with mobility limitations will increase as well.

In 2021 there were over 1,600 recipients of the disability support pension in Noosa Shire. The range of disabilities is wide and only some of these would need special physical attributes to their housing.

Some residents with a physical disability (especially those already in home ownership) will be in a financial position to secure housing that meets their needs, or to have their existing home modified retrospectively. However, others will not and the range of housing options available to them will be very limited.

Noosa Plan 2020 includes provisions in the Dual Occupancy and Multiple Dwelling Code that multiple dwellings can be comfortably occupied and visited by a wide cross section of the community including people with limited mobility. The specific acceptable outcomes are that one in three multiple dwelling units:

- a) is accessible by a safe, continuous and step free path of travel from the street entrance of the property or from a carparking space;
- b) has a step-free entrance door with opening width of at least 820 millimetres; and
- c) contains a bathroom on the entry level.

Noosa Council has a history of seeking to require a higher level of disability access. However repeated attempts have failed due to the assertion that the matter of disabled access is addressed in the Building Code of Australia and therefore cannot be addressed in a planning scheme, to do so would constitute a conflict with the Building Act.

In 2018 the Australian Building Code Board, on behalf of the Commonwealth Government released an Accessible Housing Options Paper. Accessible housing is any housing that includes features that enable use by people either with a disability or transitioning through their life stages. Consultation was undertaken and a consultation report prepared to summarise the feedback.

In April 2021, the Building Ministers agreed to include minimum accessibility provisions for residential housing and apartments in the *National Construction Code (NCC) 2022* based on the *Livable Housing Design Guidelines* (LHDG) silver standards. The Gold Standard will also be included in the NCC as a 'technical referral' meaning states and territories can decide to upgrade to Gold voluntarily. Each state and territory will be free to determine whether and how the new provisions will be applied in their jurisdiction to minimise the regulatory impact on the construction sector. The new NCC is scheduled to take effect on 1 September 2022.

The draft provisions address dwelling access, entrance ways, internal doors and corridors, toilets, showers and reinforcement of bathroom and toilet walls.

The National Disability Insurance Scheme (NDIS) provides a range of home and living support services in an attempt to enable people with disabilities to choose where and with whom they live.

Specialist Disability Accommodation (SDA) refers to accommodation for people who require specialist housing solutions, including to assist with the delivery of supports that cater for their extreme functional impairment or very high support needs. SDA funding is not support services, but is instead for the homes in which these services are delivered.

Participants receive an SDA budget that is sufficient for a shared arrangement (for example with 1-4 others) or to facilitate access to shared supports. Through SDA funding the NDIA anticipates growth in models that make use of smaller built forms (and shared on-site or nearby supports) rather than a perpetuation of group home settings.

There have been a few SDA houses constructed in Tewantin in recent years. Dwellings can only be enrolled with the NDIA once construction is fully complete and a certificate of occupancy has been issued, however third-party assessors can be engaged at the design stage.

This SDA Design Standard document sets out the minimum design requirements for each of the following Design Category—

Improved Liveability	Housing that has been designed to improve 'Liveability' by incorporating a reasonable level of physical access and enhanced provision for people with sensory, intellectual or cognitive impairment.
Robust	Housing that has been designed to incorporate a reasonable level of physical access provision and be very resilient, reducing the likelihood of reactive maintenance and reducing the risk to the participant and the community
Fully Accessible	Housing that has been designed to incorporate a high level of physical access provision for people with significant physical impairment.
High Physical Support	Housing that has been designed to incorporate a high level of physical access provision for people with significant physical impairment and requiring very high levels of support.

Dwellings of all Design Categories must, as a minimum, contain no less than one of each of the following elements:

- A Kitchen,
- A Bathroom,
- A Living/Dining area,
- An Entrance/Exit; and
- At least one Bedroom per participant.

A bedsit or studio style design (like a motel room) is not permitted.

The land use definition of a community residence is designed for one dwelling on a site. It does not cover multiple housing (attached or detached). Residential care covers circumstances of residents requiring regular nursing or personal care, but is less relevant for clients who can live relatively independently. NDIS housing in units or flats is most likely going to fall into the definition of multiple dwellings under the Noosa Plan and as such competing with other quite profitable housing products for the same land. Council may need to review circumstances of positively discriminating for more accessible attached housing outcomes.

## 16. Traditional Owners

The Noosa Shire is located on the country of the Kabi Kabi First Nations People. While Noosa Council enjoys an ongoing dialogue with their representatives, the Kabi Kabi people are living away from Noosa and experience similar difficulties to others in securing housing in the region. They are typically unable to purchase or even enter the rental market,

The Kabi Kabi First Nations People are keen to work with the various levels of government to identify future land supply and development possibilities for housing outcomes in the region. If no suitable land exists within the urban footprint legislative review may be necessary to make allowance for Indigenous housing in the Regional Landscape and Rural Production Area or the Rural Living Area.

It would be advantageous if such housing were located with good access to the highway to facilitate regular travel to family and community at Cherbourg. Location within the hinterland may also provide better access to various land management projects, where Kabi Kabi people have been working with Landcare.

Given there are State owned properties in hinterland that are zoned for residential development, yet undeveloped and subject to native title claims, there might be opportunity to explore options for Indigenous housing on these sites. Council could advocate to the State on this matter.

# 17. Residents V's Visitors

Noosa Shire is a popular domestic and international tourism destination and tourism is a significant contributor to the local economy. Data derived by Noosa Council and Unity Water show that at 2016 there were 5,301 existing non-resident (visitor) dwellings. Over 93% of these are in the coastal areas. There are also undeveloped sites committed in Noosa Plan 2020 for future visitor only accommodation.

Section 5.3 has explained that since the introduction of the *Planning Regulation 2017* premises occupied by permanent households are not considered to be the same land use as premises for the short-term accommodation of tourists and travellers. Until recently Noosa Council has not regulated the use of a house for short-term letting.

Section 9 also touched on the impact COVID19 had in suddenly and briefly increasing the vacancy rate for permanent rentals, following March 2021.

Much discussion and research worldwide has focussed on whether the rise in short-term letting of private residences has depleted permanent rental stocks and pushed rental prices up. Research has most typically focussed on large global cities such as New York, Paris, London, Barcelona and Sydney. As the research has shown there to be impacts many of these cities are now limiting short-term rentals to closer resemble the home sharing models that platforms like AirBnB were founded on.

Regional tourist destinations like Byron Bay or Mornington Peninsula, are more relevant comparisons for Noosa, sharing close drive proximity to a capital city.

## 17.1 Visitors in residential neighbourhoods

The *1997 Strategic Plan*, now over 20 years old acknowledged the importance of a mix of permanent and visitor accommodation in both houses and units, and recognised that this mix had the potential to yield conflicts. The long held position has been that where such conflicts arise, the protection of residential amenity prevails. Notwithstanding this, there is inevitable conflict between permanent residential and short-term visitor accommodation.

During the community consultation on the draft Noosa Plan 2020, the single biggest issue that generated the greatest number of submissions was the short-term letting of residential premises to paying guests. The following provides a summary of these issues and feedback received during the development of Noosa Plan.

### 17.1.1 Owners of Short-term rentals

The owners of many short-term let investment properties want flexibility to let their property to short-term guests as and when they chose either through a local property manager or online booking platform. Some also want the opportunity to use their property at times themselves or intended on retiring to the property in the future.

Other benefits for the property owner are financial in nature: higher rental returns than permanent rental, the ability to adjust the rent on a seasonal basis or peak periods, the regular maintenance that wards against wear and tear, the ability to claim appliances, furnishings and fittings as well as maintenance as expenses against income, etc. While tourism demand is strong the annual return on a short stay property is favourable.

Further, various submissions were received from individuals or businesses who either service, furnish or maintain short-term accommodation, and from businesses dependent on the tourism industry more generally.

### 17.1.2 Permanent residents

Many residents, particularly those in low density detached housing neighbourhoods vehemently objected to short-term accommodation uses in residential zones. They also identified the impacts

short stay properties were having on their residential amenity including quality of life and health and wellbeing. Negative impacts include excessive noise and disturbance, unacceptable guest behaviour, overflow carparking and garbage and more broadly the loss of community and sense of security and safety.

This conflict of interest has escalated over the last decade with the rise in on-line booking platforms, shift in the accommodation preferences and expectations of holiday makers and affordability of larger houses for large families or groups.

The NSW Government has introduced a new state-wide planning policy for Short-term Rental Accommodation in NSW. In introducing the policy, the government acknowledged the unique complexities of short-term rental accommodation in Byron Shire and therefore has granted a longer lead in time so that provisions do not commence until end of January 2022 (compared to 1 November for the balance of the State).

Byron Shire Council proposes to finalise its planning proposal lodged in response to a Ministerial Direction which seeks to limit non-hosted short-term rental accommodation to 90 days in its Shire.

The City of Hobart is considering taking steps to amend its planning scheme to limit the number of new permits to convert entire homes to short-stay visitor accommodation. They have expressed concern over the number of short stay listings, with at least a third of these not being the host's primary residence. The Council has found housing affordability in Hobart is reaching crisis point and Hobart had lost around 12% of its long-term rental properties to visitor accommodation in just a couple of years.

The city council is also advocating to Tasmania's Minister for Planning to issue a planning directive that immediately prohibits new permits for entire home short stay accommodation within the Hobart Local Government Area and for state-wide regulations, similar to those in NSW, that enable councils to make decisions about properties within their local government area.

### 17.1.3 Noosa Plan 2020 response to short-term accommodation

#### Low Density Residential zone

In response to the lack of past regulation of short-term visitor accommodation in residential zones, Noosa Plan 2020 identifies short-term accommodation as an inconsistent use in the Low Density Residential zone.

Notwithstanding this, it is recognised there are properties in the Low Density Residential zone that may have existing lawful use rights to continue short-term accommodation. In addition, further properties have been approved for short-term accommodation under the superseded planning scheme, being Noosa Plan 2006.

Short-term accommodation is only acceptable development in the Low Density Residential zone if:

- in the applicant's principal place of residence;
- the letting of only one dwelling on site;
- occupied by short-term guests on no more than 4 occurrences in any calendar year; and
- occupied by short-term guests for a total of no more than 60 nights in any calendar year.

This enables local residents to let their own home occasionally when they vacate it.

The majority of these detached houses used for short-term accommodation are in sought-after locations such as water front properties or those in close proximity to the beach or river, as well as in more remote areas like Teewah and Boreen Point. Some argument has been made these houses are at the higher end of the market and would not contribute to affordable rental properties accessible to permanent residents.

## Medium and High Density Residential zone

Despite the existence of a dedicated Tourist Accommodation zone, Noosa Plan 2020 continues to identify short-term accommodation as a consistent use in both the medium and high density residential zones. This has continued to blur the land use intent for these residential zones. Whilst the purpose of the zone is to primarily cater for permanent residents, visitor accommodation is still permitted potentially eroding much needed future land stock for smaller dwellings for permanent residents.

Many well established resorts and holiday accommodation are located within the Medium and High Density Residential zones as too are the unit blocks which have traditionally been home to key workers. Parts of Noosaville, Noosa Heads, Sunshine Beach and Peregian Beach have had a strong mix of visitors and residents for decades, however it was generally the case that within a neighbourhood a particular complex would be occupied by either visitors or residents. Now there is a blurring of the lines and most complexes contain both.

As with houses, unit investors are finding financial and lifestyle benefits of furnishing their properties and making them available, at least some of the time, to short-term guests. Residents continue to be concerned about transient guests coming and going, making excessive noise, using shared facilities and not respecting body corporate rules.

### 17.2 Residents in Resorts

Prior to the former Noosa Plan 2006, which is when the majority of existing unit complexes and 'holiday resorts' were built, approvals allowed for interchangeable use for either permanent residents or visitors. Very few, if any developments were approved solely for permanent residents at the exclusion of visitors. As such, these complexes are occupied by a mix of visitors and residents.

Whilst resort managers cite concerns over permanent residents living in 'holiday resorts' in the absence of, or very limited approvals for, permanent residential accommodation, residents seeking a smaller dwelling / unit have no other choices.

Most holiday resorts and holiday accommodation, both big and small, consist of separately titled and owned units, apartments, or villas. There are very few which are centrally owned, other than hotels. With the exception of a limited number of resorts where long term occupation by residents was specifically prohibited through development conditions, there is little that prevents owners moving into their property either permanently or sporadically or indeed renting it to a permanent tenant. Others continue to let their unit out to short-term guests, either managing it themselves through an online booking platform or engaging external agents who offer lower commission. Letting pools of the complex have diminished and managers report the commercial return on their investment has reduced. In some cases onsite management has been abandoned in older style 'holiday resorts' or managers have sold their manager's unit, with management rights for just the value of the unit.

The topic of permanent occupants within holiday complexes was covered in length by Briggs & Mortar in the 2017 report. The situation has not changed significantly since. On the whole property investors want flexibility. The small number of resorts that were specifically conditioned to be for visitors only do not command the same sale price for units as those with flexibility for residents or visitors. There have been suggestions to remove such restrictions and open these resorts for permanent residents, however while this adds to housing supply it will not necessarily remain affordable if the property values increase.

Consumer preferences in the tourism industry have shifted and visitors with the means are seeking more authentic experiences and the ability to "live like locals". Visitors are either looking for fully serviced hotel experiences with onsite restaurant / room service, or they want ample space to holiday with friends and family with fully equipped kitchens, multiple bedrooms and bathrooms, media room and private outdoor entertainment space and a pool.

Accordingly the market for two or even three bedroom holiday units with modest kitchens and shared recreation facilities is limited and unless individual owners regularly invest in the furnishings and

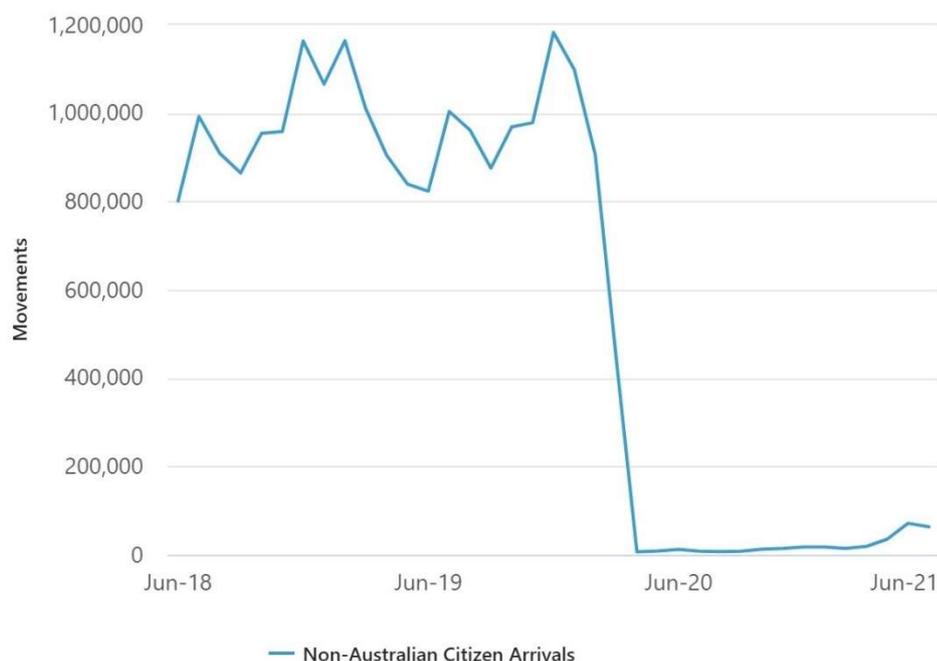
décor of their unit it becomes tired. Property investors may not favour the return on this option and where there is such high demand for residential units, especially amongst retirees, increasing numbers of units are being removed from letting pools and moving into the permanent rental market.

The Tourist Accommodation Zone has been applied where visitor accommodation and associated businesses such as retail, hospitality and personal services prevail. It is designed to send a message that accommodating and servicing visitors will be the priority in this zone. This is not intended to negate the importance of resorts outside of this zone, however they are less likely to be concentrated and accompanied by businesses.

### 17.3 Hostels converting to Rooming Accommodation

Since March 2020 Australia's borders have been largely closed to international travellers and tourists such as backpackers. Initially restrictions were placed on people travelling from mainland China from 1 February but soon after arrivals from all countries were stopped with some exceptions. Figure 33 below shows provisional statistics on international travel movements of non-Australian persons arriving in Australia. It is specifically the number of international border crossings rather than the number of people. There was a slight increase in 2021 when the travel bubble with New Zealand was opened.

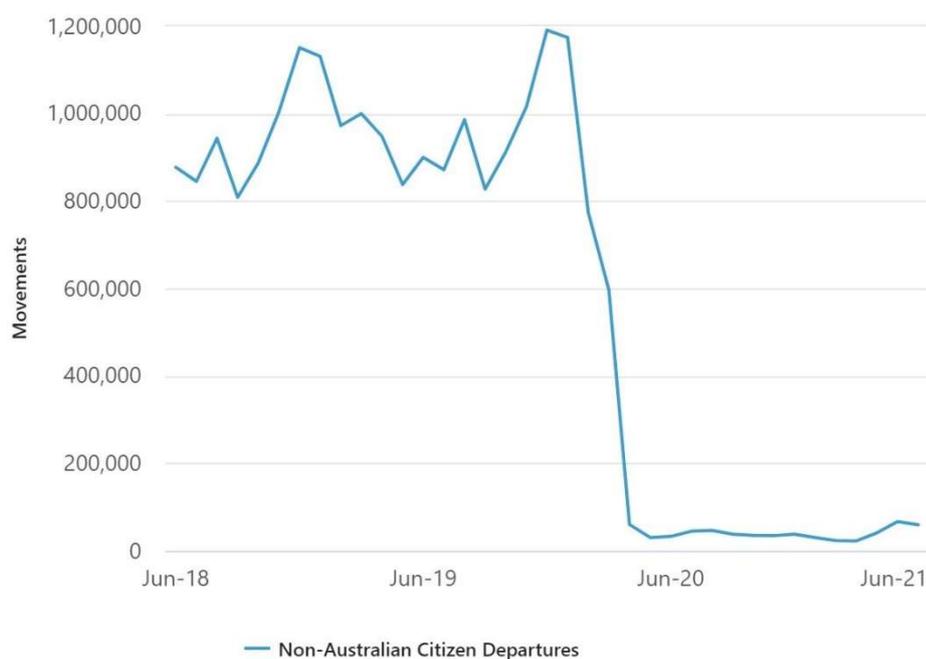
Figure 33 International Arrivals of Non-Australian Citizens



Source: Australian Bureau of Statistics, Overseas Travel Statistics, Provisional June 2021

As evident in Figure 34 below there was no particular mass exodus of international guests so there remain some overseas travellers within Australia however their movement around the country has been restricted due to closure of state borders and limited funds.

Figure 34 Departures from Australia of Non-Australian Citizens



Source: Australian Bureau of Statistics, Overseas Travel Statistics, Provisional June 2021

Noosa Shire has a number of approved backpacker hostels, notably at Noosa Heads and Sunshine Beach with a new one recently constructed at Noosaville. Some hotels also cater to the budget accommodation market as well. During COVID these establishments have continued to operate but with reduced allowable capacity. Some operators have been providing longer term accommodations to local residents who would otherwise struggle to find housing. In some instances, this is through subsidisation by a local charity.

In some instances, travellers who have obtained work locally meet at hostels and move out together into share accommodation in the rental market, if not in Noosa, then further down the coast.

Given the reduction in travellers and the lack of affordable housing for key workers it may be prudent to allow these hostels to operate in part or in full as rooming accommodation. This could be done as a temporary trial for 6 months or 12 months initially to monitor any impacts on the neighbourhood.

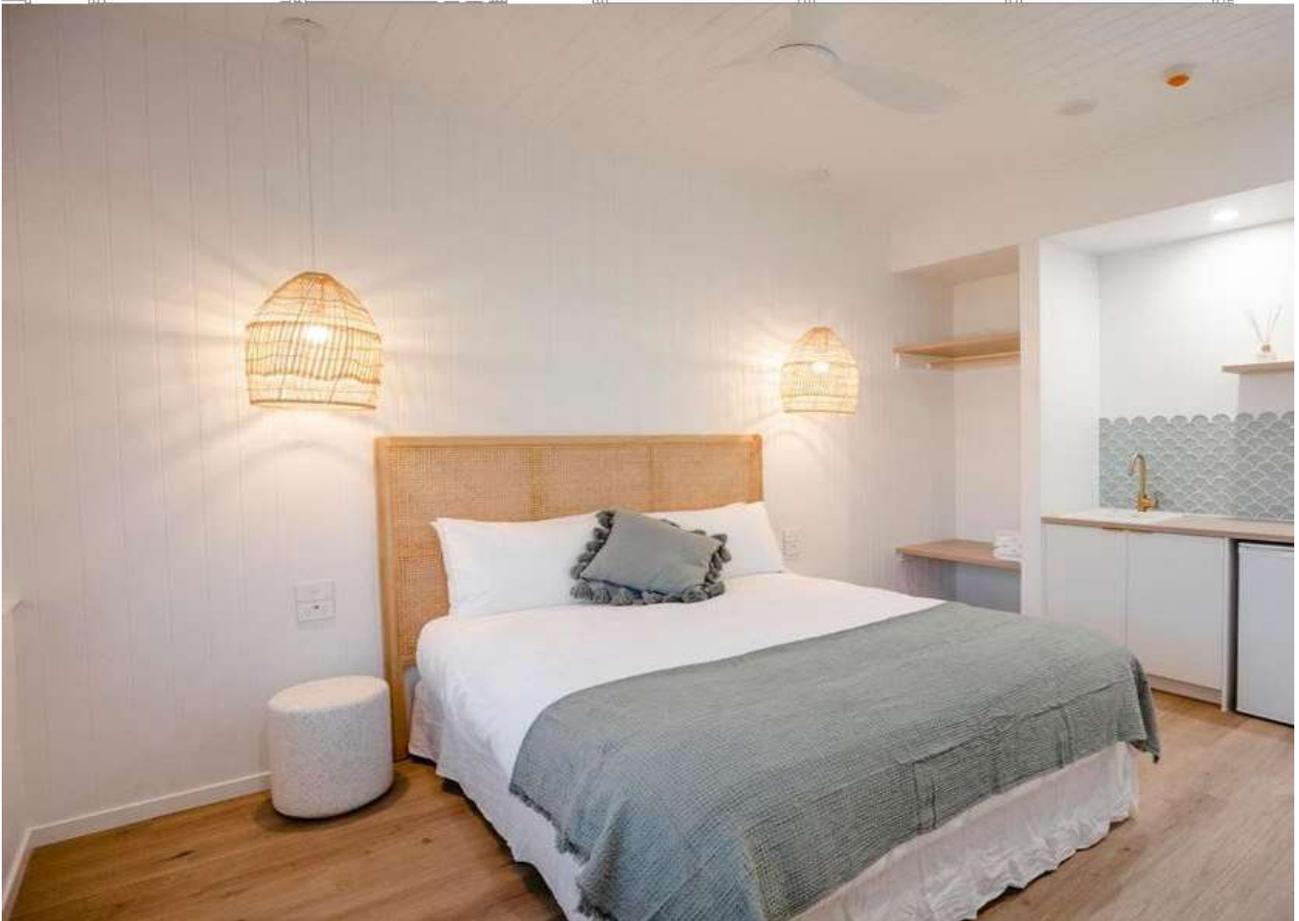
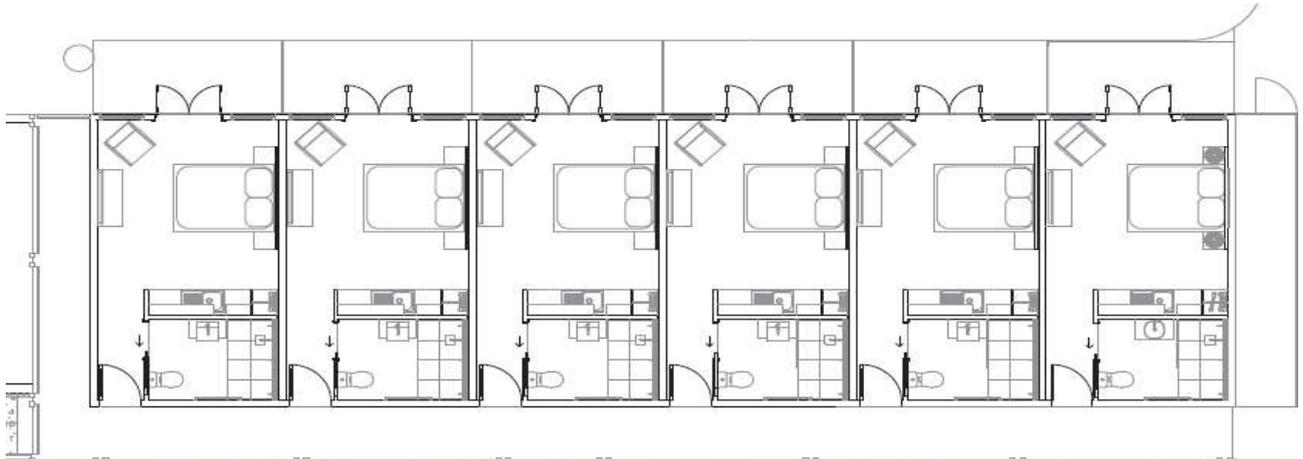
There are noticeable differences in the infrastructure charges applied to a backpacker's hostel compared to rooming accommodation, and to the number of carparking spaces required.

Schedule 16 of the Planning Regulation states a prescribed (maximum) charge for Rooming Accommodation to be twice the rate of that for Short-term accommodation.

Carparking requirements for a backpacker's hostel assume that most guests do not have a private car. Therefore, only one space is required per 12 guests capable of being accommodated, plus one per staff member plus a space for a shuttle bus. By contrast rooming accommodation requires one space per two bedrooms, plus one for a manager in residence if applicable.

Rooming accommodation will typically have just one or two residents per bedroom whereas a hostel under full capacity (not reduced COVID capacity) could have eight or more guests in some bedrooms. The easiest rooms to transition from short-term to longer term occupants will be those with their own ensuite. Figure 35 below shows examples of the private ensuite rooms at Bounce Noosa in Mary Street.

Figure 35 Example of Double rooms with private bathroom at Bounce Noosa



# 18. Council Involvement in facilitating Housing Delivery

There is a range of direct and indirect actions in the housing area, many of which Noosa Council is already involved in. These include—

- Landuse planning
- Advocating to State Governments for more local public housing;
- Rates discounts to pensioners;
- Information sharing and social support;
- Reduction or waiver of development application fees for not for profit housing providers;
- Providing grants to charities and community support organisations;
- Establishing or supporting networks that link individuals with under-capacity housing with people needing housing

Other Local Governments across Australia are trying to develop affordable housing strategies before they lose the lower paid workers in industries that service their local area (such as those in hospitality, health care, teaching, personal support and retail).

Redland Council's Housing Strategy and Action Plan of 2011 articulates that a local government's role in housing is strongly influenced by State legislation: It makes some activities mandatory on Council (such as developing and implementing the planning scheme, collecting rates), and prevents it from getting involved in others (such as regulating building standards). In between these two categories, there are a range of roles which Council may choose to undertake at its own discretion, depending on resource availability and the needs of the local community.

Willoughby City Council reviewed the spectrum of unmet housing needs and determined it was in the provision of affordable rental housing for key and essential workers that they could best assist. Consequentially Willoughby City Council now has 37 affordable housing units that are managed by a community housing provider to provide affordable housing to key workers.

Croydon Shire Council taking in the Gulf Savannah Region, has a Council Housing Policy to use Council owned housing for employee housing, in order to support the retention of staff with required skills and qualifications dictated by service delivery and organisational needs, particularly where there is a recognised shortfall of private rental accommodation.

Brisbane Housing Commission has been providing affordable housing since 2002, predominantly in Brisbane although spreading to other parts of the State. They specialise in developments for specific target groups such as people with disabilities, people experiencing homelessness and those with mental health issues. However through mixed tenure projects they also provide housing to medium income key workers, retirees and families. Many of their more recent projects are higher rise unit blocks however some are more specifically of relevance to the Noosa Shire built form. The following are examples of recent projects—

The three-story **Spectrum** development built above the Northern Busway tunnel at Lutwyche features 60 units which accommodate a range of tenants including: people with disabilities, low income earners and private and commercial renters. The project won the 2017 UDIA award for excellence. The land for Spectrum was made available by the Queensland Government's Department of Transport and Main Roads. The complex incorporates four specialist disability, seven community and 19 affordable housing units, as well as 335m<sup>2</sup> of commercial space and 30 market-for-rent apartments.

Another UDIA award winner, **Jingeri** at Enoggera, located adjacent to the Enoggera bus and rail interchange, was built in partnership with the Department of Communities, Disabilities Services and Seniors and the Department of Housing and Public Works. The development offers 10 Gold Liveable Housing Design Standard one bedroom units for people living with a disability through the Elderly Parent Carer Innovation Initiative. This allowed adults currently living with elderly parent to transition to a more independent living arrangement before their parents become unable to provide sufficient care for them. The complex provides elements such as a common room and barbeque area, fostering interaction to form important social and support networks.

**Arbor Sherwood** is a retirement community situated in one of Brisbane's most desired neighbourhoods. It consists of 52 one-bedroom with study and two-bedroom apartments spread across four levels. All apartments have been designed to Gold and Platinum Livable Housing Design Standards. Arbor has three unique contract models, allowing customers to select their preferred apartment and then choose the financial option that suits them best. This means, for example, a brand new one-bedroom plus study apartment at Arbor Sherwood could be purchased for three different upfront prices and supplemented with a different weekly contribution depending on the buy-in price. This ensures that those residents who are unable to afford to purchase their property outright still have access to a quality retirement.

## 18.1 Recognising and monitoring the problem

Noosa Plan 2020 acknowledges that key challenges for the scheme to focus on include diversity in housing choice to provide suitable residential accommodation for low income earners and key workers, as well as housing an increasing proportion of elderly people.

Council staff review the local property market through monitoring online listings by professional property managers and informal listings through social media and online classified advertising. Discussions with property managers also assist. The range of data presented in this document shows the breadth of information available to continuing monitoring the local housing situation.

It does however take resources (either staff time or outsourced consultancy) to compile and regularly update this data. There are companies who specialise in the presentation of information on housing supply and demand, housing diversity, affordability and availability. Council may choose to invest in an ongoing Housing Monitoring program.

## 18.2 Partnering with Service providers and advocating for change

Noosa Council has taken various opportunities to advocate for change in the housing sector, with both Councillors and officers involved in networking with and coordination of service providers, sharing of information, delivery of the Community Alliance Grants and contributing to the operational costs of the community halls and support services.

Council has held regular networking meetings with the Department of Housing to both explore opportunities for social housing outcomes, partnerships and to discuss renewal of current assets to achieve greater housing outcomes.

Examples of Council's current involvement include participation in the Northern Sunshine Coast Social Services Network and in the Sunshine Coast Housing and Homelessness Network. Council has also been attending a Housing Action Group coordinated by the Honourable Member for Noosa. These groups are likely to contain the key stakeholders for Council to continue to partner with on the implementation of a Housing Strategy.

### 18.2.1 Social Services Hub

Council supports the Social Services Hub which operates fortnightly from Tait Duke Cottage and provides various forms of assistance, services or information for people experiencing homelessness. Through this it is sometimes possible to connect people with appropriate housing however it has become increasingly difficult if safe housing remains unavailable.

The Sunshine Coast Council has published a pocket-sized Housing and Homelessness Directory, detailing organisations that are providing services to people at risk of homelessness and to people currently experiencing homelessness. The directory aims to improve access to information and referrals to community services.

### 18.2.2 Head leases

Community Housing Providers as well as Queensland Housing are constantly looking for residential properties to increase their social housing portfolios. Head leasing is where a private rental property owner leases their property to a community housing provider or the government who then rents the property to a tenant who meets the criteria for social housing. For the property owner, they have a guaranteed rental income which is often at or close to market rent, and the risk of damage is usually carried by the entity who takes out the head lease. The owners do not have to pay for the services of a property manager, and frequently the entity takes responsibility for general property maintenance.

Council has the opportunity to proactively work with Community Housing Providers, the local development industry and the wider community to identify opportunities for the private sector to make a social contribution. There could be justification for rating variations or discounts where properties are committed to social housing in this manner.

### 18.2.3 Discounts on development fees and charges

Development application fees are charged on a cost recovery basis to cover the cost of assessment of an application, including if necessary engaging specialist consultants to assess aspects of the application. Council has a policy to waiver development application fees for non-profit community organisations in recognition of the importance of the community facilities which are provided and maintained by non-profit organisations for the benefit of the wider community. Any non-profit, volunteer, charitable, community, sporting, religious organisation not in possession of a permanent liquor or gaming licence is eligible for a 50% reduction in development application fees upon request. This would for example cover community housing providers. Further, Council may partially or wholly waive a development application fee where strict application of the scheduled fee is obviously unreasonable for the type of application being received. Where fees collected do not cover the cost of the assessment, this is covered through general rate

Council charges infrastructure contributions on development to pay for trunk infrastructure such as stormwater drainage, roads, pathways and public recreation. This is because development contributes to the demand for such infrastructure. However Council can reduce or waive Infrastructure charges if they chose to. Obviously if not contributed through development, the cost of such infrastructure would be borne by the broader community through general rates revenue.

### 18.2.4 Build-to-rent

Build-to-rent developments are residential developments specifically designed and built for long term managed rental to permanent tenants rather than being sold off to individual owners.

The Queensland government has recently partnered with the construction industry in two such projects in inner Brisbane with a combined total of 750 apartments. A third of these will be provided at a discounted rent with the rest at market rent.

Private developers can also do build-to-rent projects, but they have not been common. Proximity to a university or hospital might be an incentive. In Noosa, this type of project would be beneficial at Noosa Junction or the Shire Business Centre, however the greater financial incentive for build-to-sell would still make it quite unlikely unless there was public sector involvement or cost savings via relaxation of some usual provisions.

### 18.2.5 Underutilised Council or State owned land.

Despite the limited urban growth potential in Noosa Shire, and the lack of undeveloped land, there may be publicly owned land capable of supporting residential development, whether long term or just temporarily.

Fremantle Council has embarked on a project that takes advantage of surplus state government land to provide housing to homeless women aged 55 and over. The 'My Home' proposal involves the construction of 18 self-contained single bedroom units on vacant land that is currently part of a railway reserve. With a proposed life of 15 years, the development is considered an 'interim use', utilising lightweight flat pack construction that would allow for the removal of the units if and when the land is required for its reserved purpose.

Council has responsibility for various parcels of urban land, including freehold lots, unallocated State land for which Council is trustee and unformed road reserves. Some of these may offer potential for the development of housing either as a short-term or transitional offering or more permanent developments. The State also holds various parcels of unallocated lands or reserves which have not been committed to a particular purpose. Some of these are currently the subject of native title claims.

Table 39 provides a very preliminary assessment and summary of these sites and potential for housing to be considered, however more detailed analysis and land assessment would be required before progressing.

*Table 43 Council and State owned lands put forward as having potential for housing*

Property	Tenure	Possibilities	Logistics & Challenges
<b>Sites considered to have more viable prospects</b>			
Carparks on Lots 2, 33 and 904 within Tewantin CBD	Freehold land held by Noosa Council	Potential for either housing above ground level carparking or a decked carpark with a separate block of micro units.	Would require preliminary design and feasibility study.
Carpark at 18-40 Bottlebrush Av Noosa Heads  Total of 6,163.75m <sup>2</sup>	Council owned freehold	Small attached (micro) apartments for key workers, in conjunction with housing	Requires preliminary design and feasibility study.  Provision of parking would be a challenge. Likely to be considerable disruption during construction phase.
30 – 32 Toulambi St Noosa Heads approx 400m to Noosa Junction  Each lot is 789.35m <sup>2</sup>	Council owned freehold	Partner with a service provider to build and manage Rooming Accommodation (5 bedroom share house) for key workers.  Maintain park access but realign pathway and do boundary realignment to	Assess biodiversity values and physical constraints. Likely loss of mature and semi-mature native species including koala food trees.  Neighbours will assume it is parkland, but at least only one adjoining neighbour.

		create a larger usable site at #30.	
Lot 15 SP177649 Cooyar St Noosa Heads	Council owned freehold	Relocatable home park or residential care or small multiple dwellings?	Outside the SEQRP Urban footprint and change to an urban zone only at State's agreement. Two communication leases (Telstra and Optus) are registered on title. Unitywater easement on title.
8-18 Sapphire St plus adjoining unformed road reserve, Cooroy	Mix of freehold land owned by Noosa Council and freehold land owned by Department of Transport	Space off both Sapphire St and Kauri St possibly suitable for temporary or relocatable housing	Drainage constraints through the middle. Further detail on extent of flood risk necessary. Might need amenities State parcels will be subject to Native Title. Permanent road closure would be needed if using the road reserve.
Creek Street Pomona	Council owned freehold land	Despite sites being very constrained there's an area of up to 4000m <sup>2</sup> behind Reserve St houses that could accommodate some temporary or relocatable housing	Flood free access will be challenging. Creek Street is an unformed road and is 80-90% vegetated, requiring substantial clearing to construct practical access. Some type of culvert restricts access from Rifle Street.
62 Lake Macdonald Drive Cooroy	Council owned freehold land	Part of site could be developed for small detached houses or similar, maybe mixed with semi-attached.  Some level of investigation already done.	Few topographical challenges.  Essential Council first evaluate future burial needs, given land was purchased for cemetery expansion
<b>Sites considered to have less viable prospects</b>			
Pear Tree Lane, Cooroy	Department of Resources dedicated Reserve for Strategic Land Management purposes	Been mapped for urban growth for decades. Zoned for medium density housing – could have potential for integrated residential care or special needs housing	Subject to a Native Title claim. Not an easy walk to town centre. Some topographical challenges. Heavily vegetated and relies on extensive clearing. Very unlikely it will be a State project, some chance it will still go to a private sector residential development in the long term, but not "affordable".
Lot 33 RP148022, Butler St Tewantin	Freehold land held by Department of Transport	Potential scope for some relocatable or temporary tiny houses, particularly on south western half.	Partly vegetated. Linear shape of the lot makes it awkward for development.  Many neighbours who would consider it to be private parkland.
Previous TAFE site at 24 Cooroy Noosa Rd, Tewantin	State Government	Currently the subject of an EOI process. Existing buildings on site could be utilised for something	Considerable remodelling of existing buildings would be necessary.

		such as rooming accommodation for key workers.	Subject to Native title. The heavily vegetated site includes biodiversity and habitat values of State significance. Accordingly there is considerable bushfire hazard, exacerbated by only one route in and out of the site.
Unformed road reserve of Goodchap St between Ernest St and Wallace Drive	Council responsibility.	Potential scope for some relocatable or temporary tiny houses.	Would be subject to a permanent road closure and unlikely to succeed. Flood hazard area. Adjoining flying fox roost.
North eastern part of Lot 1 CP842778 between rugby union field and Bicentennial Drive Sunshine Beach	Council owned land leased to Rugby Union	Potential scope for some relocatable or temporary tiny houses.	Drainage line and riparian buffer.

Aside from the above, not for profit organisations and community groups may have land holdings which are not committed to any purpose in the short-term. While Council has commenced conversations with these groups it is an area where ongoing assistance could be offered, including assisting them with preliminary site analysis or design.

### 18.3 Delivery

The *Housing Act 2003* allows for local governments to provide community housing and the Queensland State Regulatory System for Community Housing (QSRSC) is the system for registering, monitoring and regulating the local government community housing. There are at least 13 local governments in Queensland registered as housing providers, most of which are in more regional and remote parts of the state, rather than the south east corner.

Bundaberg Regional Council owns and operates two community housing complexes for seniors at Margaret Olsen Place Units in Bundaberg and the Kolan Centenary Seniors Village in Gin Gin.

Southern Downs Regional Council manages 44 social housing tenancies across the region, primarily for local seniors aged 55 and over who are in receipt of an Aged or Disability pension. This consists of 34 Council managed tenancies funded under the Long-Term Community Housing Program in partnership with the State's Department of Housing and Public Works. The other 10 are Council owned properties, managed along similar lines as the funded properties. The same eligibility criteria and rent policy apply. The Council maintains its own waitlist for these properties – i.e. applicants do not come from the DHPW Housing Register

Cassowary Coast Regional Council provides community housing for residents who meet the eligibility criteria for social housing. This includes one, two and three-bedroom homes in Innisfail, Tully and Cardwell for aged residents, families and individuals. Rent is charged in line with the Department of Housing and Public Works rent policy, and is based on 25% of the household's assessable income, plus Commonwealth Rent Assistance.

There is far greater chance of additional social housing to eventuate if Council or the State Government own the land on which it sits. Construction of the dwellings might be a jointly funded exercise and management of the housing rest with the Department of Housing or community housing providers.

It is not necessary Council become a community housing provider or directly deliver housing itself (unless perhaps for Council employees). It is a specialised undertaking and established government agencies and community housing providers are better equipped for the role.

The City of Greater Geelong has adopted a Social Housing Plan 2020-41 in which they have made a commitment to, amongst other things:

- Make available all suitable unutilised City owned land for residential development in a timely manner with a minimum of 30% social housing (42 sites identified).
- Contribute an annual budget of \$1M to social housing to leverage investment from other levels of government.

# 19. Improvements to the Planning Scheme

Whilst Noosa Plan 2020 is a relatively new planning scheme, significant changes in the housing market have occurred and further issues have arisen regarding short-term accommodation since its preparation and commencement, warranting amendment to assist in facilitating better housing outcomes. The following potential amendments or further investigations have been identified.

## 19.1 Definitions

There would be benefit in including administrative definitions for Social Housing, Community Housing and Public Housing within Schedule 1 of the Noosa Plan

## 19.2 Short-term accommodation in medium and high density residential zones

Existing multi-residential development in the medium and high density residential zones has existing approvals that allow for its use as visitor or short-term accommodation to continue. The purpose of Noosa Plan 2020 is to regulate future development and does not need to retrospectively accommodate past uses or approvals.

The limited opportunities for new development or redevelopment in the medium and high density residential zones, highlights the importance that new development should be for permanent dwellings at the exclusion of additional short-term accommodation. Land is already set aside for visitor accommodation in the Tourist Accommodation zone and it is not considered there is need to further dedicate land for this purpose.

## 19.3 Further residential units in or surrounding centres and employment hubs

Council can continue to investigate opportunities for additional small dwellings for permanent residents, particularly key workers close to activity centres or larger employment hubs, such as the following locations.

### 19.3.1 Social Housing requirements for Major Centres

In the preparation of Noosa Plan 2020, Council sought to require a component of social housing in the development of high density residential units at Noosa Junction and the Noosa Business Centre. This proposal was not accepted by the Planning Minister.

The Queensland Housing and Homelessness Action Plan 2021-2025 highlights the need to use various State planning and economic development tools to deliver social and affordable housing. It specifically flags the introduction of inclusionary planning requirements and mandating of social and affordable housing in major developments. The sites in question adjacent major centres offer the best potential for a significant number of affordable units.

For inclusionary zoning to be an acceptable practice it is likely to need support in State Planning legislation and support of the State Government more generally. Council could, on its own or combined with other Councils, advocate for the introduction of inclusionary zoning within the Queensland planning system.

There are good examples of inclusionary planning operating in other states. The Community Housing Industry Association Victoria and the Municipal Association Victoria have prepared a toolkit to assist local government land use planners successfully undertake Affordable Housing negotiations.

### 19.3.2 Tewantin business centre

In the centre of Tewantin there are various parcels of land which are under developed or used only for at-grade carparking.

Poinciana Avenue is the main street with an active streetscape. Pedestrian connectivity is a priority and the more contemporary buildings are dominated by lower levels shops and upper level offices or clinics. Little housing exists within the District Centre zone, although the scheme allows residential units as part of mixed use developments providing the residential component is ancillary to the non-residential component.

Blakesley Street, Doonella Street, Sidoni Street and Diyan Street are transition streets, less suited to active retail interfaces. A number of key sites are likely to be redeveloped within the life of the Noosa Plan 2020 these include:

- The site of the Royal Mail Hotel;
- 26 Doonella St, owned by the State;
- 30 and 32 Doonella St; and
- 23 and 25 Sidoni Street (jointly owned) and possibly adjoining 21 Sidoni Street

Additionally Council owns carparks accessed off both Sidoni St and Doonella St. While pooled carparking is important to support the operation of the business centre there are opportunities to develop or redevelop sites to include some housing outcomes. It is suggested this would rely on amendments to zones, tables of assessment and scheme codes.

### 19.3.3 Ben Lexcen Drive, Sunrise Beach

Potentially exists to rezone sites at 36-48 Ben Lexcen Drive Sunrise Beach, opposite the neighbourhood shops and bus stop, close to schools and future aged care & retirement facilities. These sites would form an extension to the Medium Density Residential zone which already extends to the corner of Ben Lexcen Drive and Lipton Street. Four of the seven sites are State owned and managed public housing which would be redeveloped for units in the relative short-term. The others are privately owned but may also be redeveloped within the life of the planning scheme.

Figure 36 Ben Lexcen Drive properties of consideration



### 19.3.4 Goodchap Street, Noosaville

Goodchap Street Noosaville contains a mix of employment uses including the Noosa Hospital, residential aged care, child care centres, medical and professional offices and at the southern end the Good Shepherd Lutheran College. It's also located close to the industrial estate and to community facilities at Wallace Estate.

The road forms part of the major road network and carries an increasing amount of traffic between Eumundi Noosa Road and Tewanin. Bus services and pathway networks are good.

There are some 23 low density (detached) house blocks highlighted on Figure 37 below which are worth considering for medium density residential. Houses are a mix of owner occupied and rented low set homes generally dating from the late 70's to the early 90's. Four of these are public housing owned and managed by the State.

While proximity to services, employment and transport is good, the area is not likely to be unduly inflated to the extent beach side or river side areas are.

Noosa and Sunshine Coast Regional Council have in the past considered both attached housing and further medical / allied health facilities along this strip. The designation of the Mary Street Health and Wellbeing Precinct may have taken some of the pressure off for medical uses. Also the capacity of the Noosaville Medical and Professional centre at 88A Goodchap St for medical uses has improved with the departure of CQU. Other medical services are also likely at the Noosa Business Centre.

Traffic analysis is necessary to inform consideration of this concept, reviewing the capacity of both the road and the roundabouts at both ends. This will require updated traffic counts as existing ones are now several years old and do not account for the roundabout at Hilton Terrace. It is recommended Council initiate assessment and traffic analysis to review and understand the capacity of the road network and roundabouts prior to considering amendments to the Noosa Plan to potentially rezone these parcels.

Figure 37 Sites of Consideration in Goodchap Street, Noosaville



## 19.4 Disability Housing

The planning scheme could specifically support specialist disability accommodation in multiple housing scenarios. While a single shared house is reasonably well catered for, scenarios of dual occupancies or multiple dwellings not so. The Community Facilities Zone should allow for these uses where they specifically meet the robust, fully accessible or high physical support design criteria of the SDA guidelines. It's noted that there is no guarantee housing stays in this scheme long term.

The uses could be made consistent where providing Specialist Disability Accommodation under the National Disability Insurance Scheme and performance criteria should specify the categories of SDA design expected. This approach has the potential to make a difference in places such as Cooroy, Tewantin and Pomona and possible on lands owned by churches or community organisations.

## 19.5 Relocatable Home Parks

Relocatable home park could be made a consistent use in the Community Facilities Zone as Retirement Facilities already are.

Further relocatable home parks could be added as a consistent use in the Recreation and Open Space zone where on State or Council owned land. This would facilitate the parking of small manufactured homes where there are amenities and casual surveillance, such as at sports grounds.

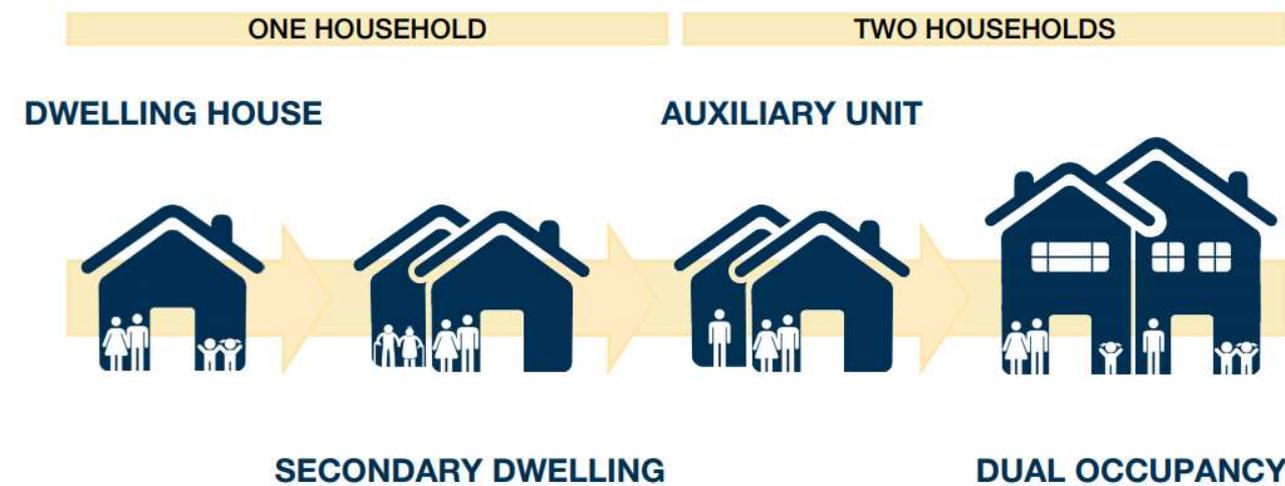
The Special Residential Code should be reviewed to ensure relocatable homes are providing modest housing. As an example currently the relevant use code requires that no single relocatable home exceeds a gross floor area of 120m<sup>2</sup>. As this is sufficient for a 3 bedroom, two bathroom dwelling it is suggested that where they are specifically or exclusively for residents over 55 it be limited further to small dwellings. This makes them more consistent with the retirement village independent living units.

## 19.6 Auxiliary Units

If, as has been determined by legal and policy advisers, a secondary dwelling must only be occupied by part of the one household living in the balance of the house, occupation by other individuals is not lawful and therefore has only limited application within the housing solution.

Logan City Council has adopted an approach of defining an “Auxiliary Unit” which is a form of a Dual Occupancy where both dwellings are owned by the same person on one title and the auxiliary unit is subject to specific size and siting requirements. These effectively have the same physical characteristics as a secondary dwelling but can be occupied by a separate household to the main dwelling. Figure 38 below illustrates the difference. Infrastructure charges are not applicable for a Secondary dwelling, however since July 2018 Logan City Council started applying infrastructure charges for Auxiliary units, at a rate of 50% of the maximum adopted charge for a Dual occupancy of 2 or less bedrooms (currently in the order of \$16,000).

Figure 38 Spectrum of one and two household domestic housing (Logan Council)



In the first draft of Noosa Plan 2020 (May 2018) Council included a “subcategory” of dual occupancy, which was limited in size and tenure such that it was like a granny flat but could be occupied by people outside of the one household. The State raised concerns with the provisions and pursuing the option required further investigation and decision making that would hold up the scheme. Hence the concept was not advanced.

There may be merit in reinvestigating an option along these lines, however as outlined already there are many secondary dwellings being built. Some of these no-doubt accommodate family members but many are let out to permanent residents and many are listed for short-term accommodation. This has not been tightly monitored or regulated. Therefore it is questionable what positive difference would result from such an amendment.

The amendment would require determination of:

- Where the use would be allowed, for instance:-
  - It should only be considered in the Low Density Residential Zone or Medium Density Residential Zone
  - It should only be considered within the Urban Footprint and the Urban Area Boundary
  - It should only be considered within 400 metres of a centre or public transport;
- How reconfiguration of the property into two separate titles can be prevented;
- Whether a minimum lot size is necessary;
- What carparking provision should be required; and
- How short-term letting of the property could be avoided.

If infrastructure charging is reviewed and there was a distinction between secondary dwellings and auxiliary units, as occurs in Logan, their experience would suggest more applications for secondary dwellings could be expected and quite proactive compliance would become necessary to avoid the loss of infrastructure contributions. Accordingly there would be little benefit in having different infrastructure charges for the two uses, and even different the levels of assessment may not be beneficial.

This course of action is not specifically recommended.

## 19.7 Carparking

### 19.7.1 Multiple residential development

While there continues to be an over-reliance on private cars in Noosa Shire, the cost of land combined with the limitations on building height make the provision of car parks quite expensive within a development<sup>56</sup>. The cost of this car accommodation has to be embedded in the cost of the dwelling (purchase price and rent). The purchaser or tenant of a dwelling that comes with one or more dedicated parking spaces should appreciate that a portion of housing cost is actually the cost of owning and running a car.

Council has a policy of accepting cash contributions in lieu of some carparking spaces in centres. In the past contributions were never accepted where the parking demand was generated by a residential use. The current policy is silent on this aspect, however it is at Council's discretion whether monetary contributions be accepted, based on the specific circumstances of the site and locality.

Through the decoupling of a dwelling and carparking in multiple dwelling or mixed use development the cost of car accommodation might become more apparent. In inner city areas this has already commenced and car share companies have grown in popularity.

Within the Design Standards for new social housing<sup>57</sup>: Houses and Apartments December 2015 While 1 covered carparking space per dwelling is preferred a reduced carparking rate may be applied in larger centres or towns with good public transport. This would be—

- 1 space per unit for the first 3 units; then
  - 1 space per 2 units for studio units;
  - 2 spaces per 3 units for 1 bedroom units; and
  - 1 space per 2 bedroom unit

<sup>56</sup> Limitation of building height in storeys reduces the viability of constructing basement car parks. Construction cost (per space) of basement carparking increases significantly from a first level basement to a second level basement, so for a maximum building height of 3 storeys, more than one level of basement is likely to be cost prohibitive.

<sup>57</sup> Queensland Government, Capital and Assets, Housing Services (December 2015) "Design Standards for New Construction of Social Housing: Houses and Apartments"

(Rounding up as necessary to reach whole numbers)

Queensland Government advises that many public housing multi-unit complexes don't provide an allocated/committed parking space for each unit and parking spaces are available on a first-in-best-dressed basis, for residents only.

Currently the planning scheme requires that for multiple dwellings consisting of small dwellings in a centre zone, one covered space be provided per unit up to two bedrooms and two covered spaces be provided per three bedroom unit. This does not necessarily encourage a greater number of smaller units.

Applying a number of carparking spaces per total square metre of residential gross floor area, irrespective of the number of units may be a better approach. Further scenario cost analysis would be necessary however notionally you might start testing on one space per 55 square metres (or part thereof) of GFA. For studio units this might generate a rate equating to two spaces per three units, whereas for three bedroom units it may equate to three spaces per two units. This excludes any additional visitor parking requirements.

If investors chose to buy one or two carparking spaces in addition to a carparking space, their tenant(s) may choose to rent these or not. If they don't they could be rented to another user of the site.

### 19.7.2 Covered spaces

The planning scheme specifically requires covered carparking spaces for a house, dual occupancy or multiple dwelling. The requirement for covered spaces for multiple housing has been in place for a long time (since at least 1985). While having protection for a car may be a common expectation, it is not necessarily a matter Council should require. Again it is perhaps an example of how the cost of owning or keeping a car is a real component of housing cost.

For a house, the 2006 Noosa Plan required one space (not specifically covered). In the past it was not unusual for older homes to have no garage or carport, then a detached garage built somewhere on site, or built in under the house.

The 2020 scheme now requires two covered spaces for a house not including a secondary dwelling, and for a house including a secondary dwelling it requires 2 covered spaces plus one additional space.

This places quite a burden on a property owner who seeks to add a secondary dwelling to an existing older house with no or only one existing carparking space. They have the cost of building covered carparking as well as the secondary dwelling itself. Indeed any building additions or extensions to an older house is triggering the need for two covered carparking spaces and sometimes this cannot be constructed without encroaching into a boundary setback.

Providing residential development includes sufficient space for on-site carparking, it should not be the role of the planning scheme to dictate it is covered.

## 19.8 Siting of rural houses

The Noosa Plan 2020 prevents a sensitive land use in the Rural and Rural Residential Zone being established within 200 metres of adjoining land mapped as Agricultural Land Conservation Area. This includes the construction of a house. Hence home builders need to go through planning approval, regardless of whether farming is occurring on the neighbouring property or not. Amending these provision in relation to a dwelling house, could reduce the red-tape and cost of constructing a house on rural properties.