Noosa Council

Short Term Accommodation Monitoring Report

November 2022

Executive Summary

On 18 February 2020 the then Minister for State Development, Manufacturing, Infrastructure and Planning advised Noosa Council they could adopt Noosa Plan 2020 (NP2020) subject to a condition to monitor the provisions relating to short term accommodation, tourism and housing supply for a 2 year period following its commencement. Council adopted NP2020 and it commenced on July 31, 2020.

Council officers have now prepared a Short Term Accommodation Monitoring Report, including recommendations to amend NP2020, which must be submitted to the Minister within 6 months of the 2 year monitoring period.

As a baseline measure, the Monitoring Report undertook an extensive review of short term accommodation under the provisions of the former Noosa Plan 2006 (NP2006) and the economic, tourism and housing conditions from 2006 – July 2020, prior to the commencement of NP2020. Various background studies, issues papers, short term accommodation data, as well as community and economic census data helped to inform the pre NP2020 baseline of information.

In the 2 year period since the commencement of NP2020, the Monitoring Report has examined the provisions relating to short term accommodation, tourism and housing supply across all zones in NP2020. More recent housing and economic studies and strategies, census data, community feedback and updated short term accommodation data helped to inform the situation over the last 2 years.

Covid-19 impacts on the economy, employment, tourism, short term accommodation and housing were also examined both prior to and over the 2 years since NP2020 commenced. A social and economic impact assessment has also been undertaken by AEC.

The Monitoring report found that legacy provisions from past planning schemes and the provisions within the former Noosa Plan 2006 generally allowed for a mix of permanent residential dwellings and short term accommodation for visitors throughout much of Noosa Shire. The use of dwellings could generally move from permanent occupancy for residents to short term use for visitors without further approval, resulting in no long term housing security for permanent residents.

With the emergence of online booking platforms, the number of dwellings being used for short term accommodation, particularly the use of dwelling houses, increased and issues emerged around the impacts on residential amenity, housing supply and affordability and the competition between residents and visitors for a limited supply of existing and future dwelling stock.

During the preparation of Noosa Plan 2020, the biggest issue for consideration was the increased use of dwellings, particularly dwellings houses, for short term accommodation in residential zones and the introduction and spatial allocation of the Tourist Accommodation zone and the Medium and High Density Residential zones.

In response to rising concerns over the impacts of short term accommodation Council made the decision to make short term accommodation an inconsistent use in the Low Density Residential zone in Noosa Plan 2020. Council also introduced a short stay letting and home hosted accommodation local law to deal with residential amenity, complaints and guest safety.

Other than the Low Density Residential zone, Noosa Plan 2020 currently allows for short term accommodation of an entire dwelling throughout Noosa Shire, in residential zones, rural residential and rural zones, major centres, local centres and parts of the district centre zone.

However, since the commencement of NP2020, there has been a world wide pandemic and national housing crisis, with record low rental vacancy rates and significant price increases in the rental and purchase markets. Small affordable dwellings for key workers, particularly those supporting the tourism and hospitality industry, and the older population as well as affordable family homes are an unmet housing need in Noosa Shire.

This has reached crisis point with many businesses unable to secure staff due to affordable accommodation shortages and long term residents having to leave Noosa to find housing elsewhere or seeking refuge in temporary accommodation.

The proportion of Noosa Shire residents either not in the workforce, or earning their income outside the Shire is relatively high, as is the level of home ownership. These elements also contribute to the shortage of permanent rental accommodation for workers.

Whilst Covid-19 created unique circumstances for the housing market and there is a national housing crisis, the legacy planning issues and the current provisions within NP2020 contribute to the housing situation in Noosa Shire.

The community have been very clear in consultation on various plans and strategies that short term accommodation is having a significant impact on housing supply and affordability as well as residential amenity. The long term security in housing supply and housing affordability has become the biggest issue facing Noosa Shire residents.

It is also considered that Noosa has begun to overreach its carrying capacity, particularly during tourist peak periods and weekends, with road networks, open space, Noosa River and Main Beach often at full capacity, with negative impacts associated with this being experienced by residents and visitors.

Since the April 2020 Tourism Carrying Capacity Analysis was undertaken, there has been an increase in the number of dwellings being used for short term accommodation, despite the impacts of COVID-19 throughout the last 2 years; the high demand for permanent rental properties; the introduction of the short stay letting and home hosted accommodation local law; and changes made by NP2020 making short term accommodation in the Low Density Residential zone an inconsistent use.

5,265 dwellings are currently identified as being used for short term accommodation across Noosa Shire, the highest concentration in the coastal urban area between Noosaville and the coastal stretch to Peregian Beach, with 31.6% of dwellings used for short term accommodation. Significantly, 52.7% of dwellings are used for short term accommodation in Noosa Heads, 33% in Sunshine Beach and 26.4% in Noosaville.

Overall, the use of dwellings for short term accommodation grew by 307 dwellings or 5.7% over the 2 year monitoring period. Given past growth trends, the use of dwellings for short term accommodation is likely to continue to grow if left unregulated.

However, the true number of dwellings with use rights for short term accommodation is much higher, with the majority of all multiple dwelling having use rights for short term accommodation. Therefore, continued growth in dwellings converting to or being development for short term accommodation is of high concern for current and future housing supply, particularly within residential zones intended for permanent housing supply.

Growth in other forms of visitor accommodation, as well as short term accommodation, will also come from designated visitor only Tourist Accommodation zoned land, at the exclusion of residents. At the time of writing, around 345 hotel rooms, 15 luxury villas and 16 eco cabins are either pending a Council decision or at the application stage.

Whilst tourism peaks may see high demand for short term accommodation and supply being taken up with high occupancy rates, latent supply exists throughout non-peak periods, with AirDnA figures showing average occupancy of 57.5% on AirBnB and Stayz booking platforms for the year ending July 2022.

Notwithstanding this, the provision of visitor accommodation is important to the tourism industry and should continue to be supported in the designated Tourism Accommodation zone. The extent of land zoned for tourist accommodation, including key sites currently subject to development proposals, together with the current provision of visitor accommodation, including short term accommodation, is considered more than adequate to meet current and future visitor needs.

The continued growth in use of existing or future dwellings for short term accommodation, particularly in designated residential zones and business centre zones, compromises housing for permanent residents, particularly key workers who support the tourism industry with labour, businesses and services.

Short term accommodation being a consistent use in the Medium and High Density Residential zones, as well as the Rural and Rural Residential zones, compromises the purpose of these zones for the provision of housing for permanent residents. Likewise, short term accommodation in the business zones compromises future development for small more affordable dwellings for key workers in close proximity to transport, employment and services.

This creates competition for Noosa's limited dwelling stock and land supply, between the provision of accommodation for visitors and provision of housing for residents, reducing available supply of permanent housing and driving up prices for both the rental and purchase housing markets.

Conversely, the take up of accommodation within traditional holiday resorts by residents seeking accommodation, and multiple dwellings being a consistent use in the Tourist Accommodation zone, compromises the zone's tourism purpose and preference for visitors only.

The mix of permanent and short term dwellings within NP2020 zones creates land use conflict between visitors and residents impacting residential amenity, sense of community, social cohesion and resident lifestyle, as well as visitor experience and enjoyment.

Overall, the extensive and growing use of dwellings for short term accommodation has a direct impact on the community, housing supply and level of affordability, as well as the tourism economy and labour supply. Without a long term known and secure supply of housing for residents, including for workers supporting the tourism / visitor accommodation industries, the hospitality and tourism economy and community are at risk.

The AEC economic and social assessment report concluded that:

- Increase in STA between April 2020 and October 2022 suggests NP2020 has not detrimentally impacted on market supply to meet tourism demands.
- There has been no noticeable negative impact of NP2020 on demand or values, with people wanting to buy more dwellings in Noosa and at considerably higher prices.
- Combined with dwelling sales market data, rental market data suggests Noosa is experiencing considerable issues of undersupply of affordable dwellings available for residential or worker use, with considerably higher dwelling prices and rents than in SEQ exacerbating issues associated with rising costs of living.
- With the existing supply of short stay accommodation, the additional take-up of latent supply within these premises to achieve increased occupancy, in addition to anticipated new supply from commercial accommodation providers, visitor demands within Noosa's carrying capacity should be appropriately met into the future without the need for additional residential housing stock to be diverted.

To meet state planning policy requirements, security of current and long term housing supply that is affordable and diverse, and meets the housing needs of Noosa's community, is required.

Whilst Noosa Council has responded to the residential amenity issues with the introduction of a new local law, addressed some housing supply issues by restricting further short term accommodation in the Low Density Residential zone and introduced a specific Tourist Accommodation zone, further review of the provisions in NP2020 is required.

To this end, amendments to Noosa Plan are recommended to both ensure:

- adequate long term housing stock is available and secured to meet the diverse needs of Noosa Shire's current and future residents consistent with Noosa Council's adopted Housing Strategy 2022; and
- adequate long term tourist accommodation, including short term accommodation, is available to meet the needs of tourists, only where it is compatible with the housing and economic needs of Noosa's resident and business community and results in sustainable levels of tourism consistent with Noosa Council's Economic Development Strategy 2021.

Specifically, it is recommended short term accommodation be made an inconsistent use in the Medium and High Density Residential zones and the Rural and Rural Residential zones, with the only allowance being residents making their principal place of residence available for short term accommodation for no more than 4 times and 60 days per calendar year.

Further allowances for home hosted accommodation should remain in place throughout these zones, and other tourist accommodation such as cabins, farm stays and nature based tourism only be permitted in the Rural and Rural Residential zone where the resident remains on site. In the Rural zoned, application may be made for short term accommodation where no resident remains on site, however this will be impact assessable.

This will ensure no loss of existing land in the Rural and Rural Residential zone to visitor only and tourist related uses at the expense of permanent residents and all future housing developments in the Medium and High Density Residential zones are for permanent residents only.

It is recommended that the Tourist Accommodation zone be reinforced for a range of visitor accommodation types and tourism related uses, by making multiple dwellings for permanent residents an inconsistent use in the zone. This will ensure long term provision for tourist accommodation and related uses, and reduce any future conflict with residents.

A review of the spatial allocation of the Tourism Accommodation zone and Medium and High Density Residential zone is recommended to ensure the zoning reflects the desired long term uses within each zone being either for permanent housing for residents or visitor accommodation and tourism uses.

To ensure future development for small dwellings in business centres is delivered and not taken up or competing with short term accommodation, it is also recommended that short term accommodation be an inconsistent use in business centre zones. The exception is in the Village Mix Precinct at Noosa Shire Business Centre and District Centre zone in Cooroy, where motel or serviced apartment style accommodation is appropriate to support surrounding uses, such as in the Innovation zone. Small dwellings for permanent residents would continue to be permitted in Centre zones, to ensure the provision of permanent dwellings for key workers as a priority over visitor accommodation.

Purpose of Report

The purpose of this report is to monitor provisions in the Noosa Plan in relation to short term accommodation, tourism and housing supply in response to the Ministerial conditions imposed on Council's adoption of Noosa Plan 2020 (NP2020) on 16 July 2020.

The Minister's conditional approval requires that:

> *The council must:*
>
> 1. *Monitor the provisions relating to short-term accommodation, tourism and housing supply considering the outcomes sought across the residential zones.*
>
> *The process shall, at a minimum:*
>
> - *include a detailed analysis of the existing situation within the Noosa Shire, including numbers and types of short-term accommodation uses. This analysis should include annual comparison data that demonstrates the performance of the relevant scheme provisions; consider the economic and social benefits of the current situation, and forecast the potential long-term impacts of short-term accommodation across the residential zones;*
> - *consider the zone intent, levels of assessment and regulation short-term accommodation across the residential zones;*
>   - *consider the state interests of Housing supply and diversity and Tourism;*
>   - *be evidence-driven, comprehensive, and prepared in a detailed manner.*
>
> *On commencement of the planning scheme for a period of two years.*
>
> 2. *Submit a report to the Minister on completion of the monitoring process. The report must detail the findings of the monitoring process and provide an accompanying statement from the council that identifies whether the council considers an amendment should be made to the planning scheme as a result of the monitoring process, and the reasons for the council's position on this.*
>
> *Within six months of completing 1.*

Noosa Plan 2020 commenced and took effect on 31 July 2020. As required, this report has been prepared following a two year monitoring process following the implementation of NP2020, being the period between 31 July 2020 and 31 July 2022. Following endorsement by Noosa Council at its meeting on 17 November 2022, this report is submitted to the Minister within the six month timeframe following the two year review period.

For clarity, references to "Noosa" in this report imply the whole of Noosa Shire.

Report structure

This report contains 5 parts:

Part 1 State Planning Policy

Part 1 of this report identifies the outcomes sought by State planning policies and the Ministerial conditions around housing supply, diversity and tourism to provide context for this report.

Part 2– Pre commencement of Noosa Plan 2020

Part 2 provides the baseline of information and data prior to the commencement of Noosa Plan 2020 (NP2020). It examines and provides commentary on the situation during the life of Noosa Plan 2006, generally between 2006 and July 2020.

Part 2 provides data and analysis on the community profile; housing; the economy, employment; tourism; tourist accommodation; and relevant provisions within The Noosa Plan 2006 (NP2006) that influenced planning and development outcomes in Noosa.

Part 2 further outlines the provisions in both drafts of NP2020 applying to residential and tourist accommodation zones, particularly around short-term accommodation and other visitor accommodation types and the community issues arising from public consultation.

It provides the baseline database of properties being used for short term accommodation prior to commencement of Noosa Plan 2020.

A number of past studies, plans, strategies and statistics are used to inform this part.

The initial impacts from COVID-19 up to the commencement of NP2020 are also examined.

Part 2 provides the benchmark of information for the purpose of comparison against the introduction of NP2020.

Part 3 – Post commencement of Noosa Plan 2020

Part 3 examines the impacts of the planning provisions within NP2020 in relation to housing, tourist accommodation – specifically short-term accommodation, housing, the economy and tourism.

Part 3 further discusses the housing, economic and employment situation since the commencement of Noosa Plan 2020 and the impacts arising from Covid-19.

It provides a revised database of properties being used for short term accommodation since the commencement of Noosa Plan 2020.

It further looks at community wellbeing and issues around short term accommodation on the community.

Part 4 and 5 – Analysis and Recommendations

Parts 4 and 5 of this report will consolidate and analyse the issues and findings of Parts 1, 2 and 3 of the report to make conclusions and recommendations as to whether NP2020 should be amended to better achieve the outcomes sought by NP2020 and State Planning Policies.

Part 1 State Planning Policy

The State Planning Policy (SPP) is a key component of Queensland's planning system. The SPP expresses the state's interests in land use planning and development. The SPP sets the state interests that apply to plan making that should be given effect through the planning scheme.

The Minister's conditional approval relevant to this report relates to *SPP – State interest for Planning for Liveable Communities and Housing (Housing supply and diversity)* and *Planning for Economic Growth (Tourism)*. The SPP interests relevant to the Minister's conditions are outlined below.

1.1 Planning for liveable communities and housing

For the state interest of *Planning for Liveable Communities and Housing*, the SPP states in part:

> *Liveable communities are well-serviced, accessible and attractive environments that provide the foundations for a healthy, sustainable and prosperous Queensland…*

The SPP divides this state interest into housing supply and diversity and liveable communities for the purpose of identifying the state interests as outlined below.

1.1.1 Housing Supply and diversity

The SPP states in part that for housing supply and diversity:

> *Housing across the state needs to cater for different households and family types, ages, community needs, lifestyles, and incomes. The state is interested in ensuring sufficient land and housing stock is available in appropriate locations to support development, resource and infrastructure-related projects, and to meet the diverse needs of all sectors in the community.*
>
> *Affordable, accessible, innovative and adaptable housing is required throughout all regions of the state to ensure a range of housing is available to all sectors of the community, including Queensland's ageing population…*

Housing supply and diversity

Diverse, accessible and well-serviced housing, and land for housing, is provided and supports affordable housing outcomes.

The state interests for housing supply and diversity are:

Diverse, accessible and well-serviced housing, and land for housing, is provided and supports affordable housing outcomes.

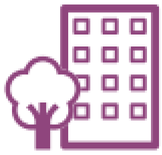
1. *Land for housing development and redevelopment in areas that are accessible and well-connected to services, employment and infrastructure are identified.*
2. *The development of residential land is facilitated to address and cater for all groups in the current and projected demographic, economic 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*
    d. *Best practice, innovative, and adaptable housing design and siting is provided for and encouraged*

e. *Sufficient land for housing is provided in appropriate locations to support the projected non-resident workforce population associated with approved largescale mining, agriculture, industry or infrastructure projects.*

1.1.2 Liveable communities

The SPP states in part that for liveable communities:

> *The liveability of communities concerns all levels of government as it directly influences our quality of life and wellbeing. As the population of our cities and towns grow – and socioeconomic and demographic profiles change – the importance of attractive, healthy, safe, accessible and inclusive places and spaces increases. Liveable communities are those that are vibrant, prosperous, diverse, inclusive, accessible, attractive, healthy and safe…*



Liveable communities

Liveable, well-designed and serviced communities are delivered to support wellbeing and enhance quality of life.

The state interests for liveable communities are:

Liveable, well-designed and serviced communities are delivered to support wellbeing and enhance quality of life.

Built and natural environment:

1. *High quality urban design and place making outcomes are facilitated and promote:*
    a. *affordable living and sustainable and complete communities*
    b. *attractive, adaptable, accessible and inclusive built environments*
    c. *personal safety and security*
    d. *functional, accessible, legible and connected spaces*
    e. *community identity through considering local features, character, needs and aspirations.*

2. *Vibrant places and spaces, and diverse communities that meet lifestyle needs are facilitated by:*
    a. *good neighbourhood planning and centre design*
    b. *a mix of land uses that meet the diverse demographic, social, cultural, economic and lifestyle needs of the community*
    c. *consolidating urban development in and around existing settlements*
    d. *higher density development in accessible and well-serviced locations*
    e. *efficient use of established infrastructure and services*
    f. *supporting a range of formal and informal sporting, recreational and community activities.*

3. *Development is designed to:*
    a. *value and nurture local landscape character and the natural environment*
    b. *maintain or enhance important cultural landscapes and areas of high scenic amenity, including important views and vistas that contribute to natural and visual amenity*
    c. *maintain or enhance opportunities for public access and use of the natural environment. Infrastructure and services.*

4. *Connected pedestrian, cycling and public transport infrastructure networks are facilitated and provided.*

5. *Community facilities and services, including education facilities (state and non-state providers), health facilities, emergency services, arts and cultural infrastructure, and sport, recreation and cultural facilities are well-located, cost-effective and multi-functional.*

6. Connection to fibre-optic telecommunications infrastructure (e.g. broadband) is supported in greenfield areas.

7. All development accessed by common private title is provided with appropriate fire hydrant infrastructure and has unimpeded access for emergency service vehicles to protect people, property and the environment.

1.2 Planning for economic growth

For the state interest for Economic Growth, the SPP states in part:

> *Planning plays a critical role in achieving economic growth. It needs to encourage growth in Queensland's traditionally strong primary industries, and construction and tourism sectors, while also supporting new and emerging sectors to grow and prosper…*

This state interest is divided into a number of key areas, relevant to the Minister's condition is tourism.

Tourism

Tourism planning and development opportunities that are appropriate and sustainable are supported, and the social, cultural and natural values underpinning tourism developments are protected.

1.2.1 Tourism

The SPP states in part that for tourism:

> *Tourism contributes significantly to creating and sustaining jobs, generating export revenue, and strengthening local and regional economies. The state's interest in tourism seeks to support these economic opportunities for local communities, regions and the state.*
>
> *Tourism encompasses a diverse range of development types, sizes and locations, and includes accommodation, attractions, facilities, infrastructure and other ancillary services. Planning needs to recognise this diversity and be sufficiently flexible to support tourism, particularly where it can complement other land use and economic activities. Tourism development can complement and co-exist with other land uses.*
>
> *Advances in online technology are creating innovative approaches for tourism to co-exist with different activities (e.g. glamping, bed and breakfasts, farm gate produce sales and guest lodges). Other opportunities for land uses to co-exist include cheese tasting or farm-stay activities on an existing dairy farm operation, and ecotourism in a natural area to promote outdoor recreation or education regarding the area's environmental values…*

The state interests for tourism are:

Tourism planning and development opportunities that are appropriate and sustainable are supported, and the social, cultural and natural values underpinning tourism developments are protected.

1. The findings of state endorsed tourism studies and plans are considered and reflected where relevant.

2. Existing and potential opportunities, localities or areas appropriate for tourism development are identified and protected.

3. The delivery of sustainable tourism development is facilitated where it:

a. is complementary to and compatible with other land uses, including sensitive land uses
b. promotes the protection or enhancement of the character, landscape and visual amenity, and the economic, social, cultural and environmental values of the natural and built assets associated with the tourism development.

4. Appropriate infrastructure to support and enable tourism development is planned for.

Part 2 – Pre commencement of Noosa Plan 2020

This part discusses the situation prior to the commencement of NP2020 on 31 July 2020. It sets the baseline for the purpose of comparison with any changes that have occurred following the introduction of NP2020 as it relates to housing, short-term accommodation, tourism, economy and community.

This part will provide:

- an overview of the situation in Noosa and emerging issues during the life of Noosa Plan 2006 up to July 2020;
- statistics on the community, economy, employment and tourism;
- housing needs and issues identified in the 2017 Housing Needs Assessment;
- review of provisions in NP2006 relating to housing, visitor accommodation and tourism;
- tourist accommodation needs and issues identified in 2017 Housing Needs Assessment;
- the extent and type of tourist accommodation as at April 2020;
- findings and issues considered in the preparation of Noosa Plan 2020;
- provisions within the draft versions of NP2020 and community consultation issues;
- initial impacts from COVID 19 up to July 2020.

2.1 Noosa Overview 2006 - July 2020

Prior to and during the period between 2006 and the introduction of Noosa Plan 2020, Noosa Shire experienced a great deal of change.

Noosa's mild subtropical weather, outstanding landscape and rural hinterland backdrop to Noosa River, Noosa Main Beach and the eastern beaches, positioned itself as a desirable place to live, work and visit.

Noosa steadily grew from a series of small coastal and hinterland villages, productive rural land and location for holidays, to a substantial resident community attracting primarily families and retirees to a number of lifestyle opportunities.

With a growing population came increased demands for development and a range of housing types, infrastructure, services and facilities, placing pressure on the environment.

During the preparation of Noosa Plan 2006 (NP2006) the community was very engaged with the environment where a "population cap" or carrying capacity was identified to ensure Noosa developed in a sustainable way.

The "Noosa style" was also established to ensure development sat lightly in a landscape setting and became a guiding tool for new development. The Noosa style excluded big city symbols such as traffic lights, large or neon signage and high rises and became a key part of the distinct Noosa brand and lifestyle for both residents and visitors. Some of these low key, low density elements were later encapsulated in the iconic values of Noosa provided for by the *Iconic Queensland Places Act 2008*.

In 2007 the community was heavily involved in the designation of Noosa Shire as a Biosphere Reserve under the United Nations Education, Scientific and Cultural Organisation (UNESCO) and Man and the Biosphere program.

Around the introduction of NP2006, the urban area of Noosa experienced significant change with a number of key development and infrastructure projects occurring including the construction of Eenie Creek Road, Walter Hay Drive, Noosa Civic at the Shire Business Centre, Noosaville industrial estate extension and a number of residential housing and tourist accommodation projects.

Most of Noosa's unit and townhouse developments were already established prior to NP2006 and contained a mix of both visitors and permanent residents. Remaining vacant urban residential land was substantially taken up during the life of NP2006, particularly land for detached housing.

To support the resident population, a new Catholic high school was established, the Giraween sports fields and Cooroy Library constructed and two new supermarkets were established in Noosaville and Tewantin. Additional development at the Shire Business Centre included a full line supermarket, discount department store, multiple specialty shops, bulky goods retail showrooms and office floor space.

Tourism was Noosa's key economic driver attracting a high volume of staying visitors and day trippers. Tourism bodies sought to attract the high end, longer stay market, gaining Noosa national and international recognition as a premium destination in Australia.

Whilst tourism was a key economic driver, the diversification of the economy into high value low impact industries was also desirable. A purpose-built digital hub at Peregian Beach was constructed for new and emerging technology companies and entrepreneurs, and a large parcel of land was set aside at the Shire Business Centre for future research and development industry.

A range of visitor accommodation options spread throughout the urban area, and coupled with the drive market and day trippers, added considerably to Noosa's population, increasing traffic load and pressures on key locations such as Noosa River, Hastings Street and Noosa National Park, particularly during holiday periods, events and weekends.

Significant tourist accommodation sites were developed including what is now Peppers Resort, Noosa North Shore Beach Houses and the RACV resort.

In the early stages of NP2006 operation, holiday homes and short stay let houses were scattered mostly in locations close to Noosa River and beaches and generally not of concern. Bed and breakfast style accommodation was initially only supported in the hinterland as the coastal areas were considered to have ample visitor accommodation. During the later stages of NP2006 home hosted accommodation styles of accommodation were also supported in the coastal area.

Growth in the digital economy, share economy and how people offer and exchange goods and services, including accommodation, and where and how people work, was significant during the life of NP2006.

From 2012 onwards, online booking platforms, (such as Airbnb) saw a progressive growth in the provision of home hosted accommodation and permanent residential dwellings being used entirely for short-term accommodation. The lack of 5 star hotel accommodation in Noosa fueled the demand for high end housing to be used as holiday accommodation which spread initially from waterfront properties, into residential neighbourhoods. The use of dwellings for home hosted accommodation also increased, without planning approval, as did the use of secondary dwellings for short-term accommodation.

Fiscal policy supported the choice of real estate as an investment which was negatively geared, fueling an investor market in permanent housing and short-term accommodation.

Holiday homes funded by short-term guests when not in use by the owner, increased and coincided with a noticeable increase in local furniture, manchester and homeware retail offerings, as well as interior design and styling services. It also saw an increased demand for property maintenance and management businesses including landscaping and cleaning services.

Housing prices significantly grew over the life of NP2006 leading to one of the strongest and most expensive markets in Queensland, with demand, particularly for affordable rental properties, often outstripping supply.

Shortfalls in the unit and small dwelling market saw the occupation of resort style complexes by permanent residents. This was a key issue for onsite managers and the visitor accommodation market, potentially threatening the viability of tourist accommodation, functions and conferencing venues.

Towards the end of NP2006 operation, issues emerged in the community regarding the increased use of dwellings for short-term accommodation, particularly dwelling houses, and the spread into residential neighbourhoods. A significant land use planning issue emerged regarding the ability for a detached house to be used for short-term accommodation without further planning approval, resulting in community discussions as to where and if dwelling houses and multiple dwellings should be used for short-term accommodation.

Whilst NP2006 encouraged and recognised the importance and benefits of tourism, it did not envisage the explosion and spread of unregulated and unmanaged short-term accommodation and home hosting in traditional residential areas, nor the potential impacts on residential amenity, sense of community, housing supply and affordability.

By the end of NP2006's operation, the range of impacts arising from short-term accommodation and concerns around affordable housing for residents and key workers in particular, were the biggest community issues. This was made evidently clear throughout the preparation and consultation of the Draft NP2020 which is discussed in section 2.8 of this report.

2.2 Community profile – 2001-2021

Statistics in this section include the periods between 2001 and 2021, covering the time Noosa Plan 2006 was in operation and the first 2 years of Noosa Plan 2020. The statistics are therefore relevant to the discussion in both Parts 2 and 3 of this report.

Between 2001-2021 Noosa's population growth rate averaged 1.3% per year, a product of limited land supply and expansion opportunities. During this period, the community aged, with an increased proportion of people over 65 with the percentage of people in the 25-44 year age group significantly decreasing. Households comprising couples with children remained steady and couple only and lone households increased.

2.2.1 Population growth

From 2001 to 2021 Noosa's estimated resident population grew from 43,496 to 56,873, an overall average annual growth rate of 1.3%.

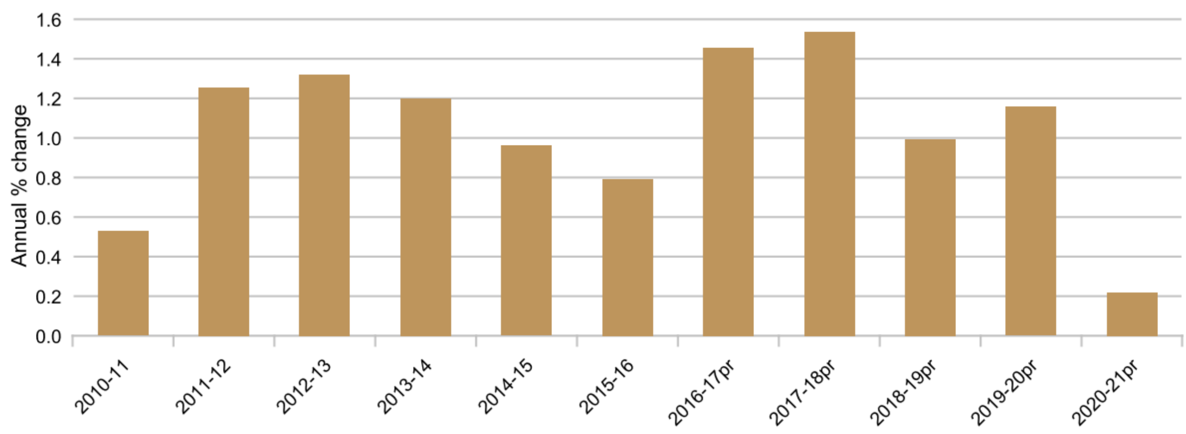
Table 1 Estimated Resident Population Noosa Shire

LGA	As at 30 June					Average annual growth rate	
	2001	2006	2011	2016	2021pr	2001–2021pr	2016–2021pr
	— number —					— % —	
Noosa (S)	43,496	48,082	51,038	53,922	56,873	1.3	1.1

Source: ABS 3218.0, *Regional Population Growth, Australia*, various editions

The graph below shows higher growth rates during the 2012-2013 and 2016-2018 time periods. There was also a growth spike during the 2019-2020 year then slump the following year.

Table 2 Estimated Resident Population growth Noosa Shire



Source: ABS 3218.0, *Regional Population Growth, Australia*, various editions

2.2.2 Age structure

During the 2001-2020 time period, the share of persons aged 65 years and over increased from 14.9% to 26.3 %, representing an annual growth rate of 4.5%. A corresponding decrease occurred in the 0-14 aged group from 19.9% of the population in 2001 down to 15.6% in 2020. There was a significant drop in the 25-44 age group down from 27.3% in 2001 to 17.7% in 2020. This age group experienced a drop in real numbers, not just as a proportion of the resident population.

Table 3 Estimated Resident Population by Age Noosa Shire

Age group	**As at 30 June**										**Average annual growth rate**
	2001		**2006**		**2011**		**2016**		**2020p**		**2001 to 2020p**
	number	%	number	%	number	%	number	%	number	%	%
Noosa (S)											
0-14 years	8,676	19.9	8,953	18.6	8,875	17.4	8,895	16.5	8,817	15.6	0.1
15-24 years	4,451	10.2	4,850	10.1	5,133	10.1	4,980	9.2	5,682	10.0	1.3
25-44 years	11,869	27.3	11,779	24.5	10,930	21.4	10,804	20.0	10,008	17.7	-0.9
45-64 years	12,040	27.7	14,656	30.5	16,207	31.8	16,685	30.9	17,185	30.4	1.9
65 years and over	6,460	14.9	7,844	16.3	9,893	19.4	12,558	23.3	14,895	26.3	4.5
Total	*43,496*	*100.0*	*48,082*	*100.0*	*51,038*	*100.0*	*53,922*	*100.0*	*56,587*	*100.0*	*1.4*

Source: ABS 3235.0, *Population by Age and Sex, Regions of Australia*

Between 2001 and 2020 the median age increased by 9 years from 40.5 years to 49.5 years. At the 2021 census it was 50.

Table 4 Median Age Noosa Shire

LGA	**As at 30 June**					**Total change**
	2001	**2006**	**2011**	**2016**	**2020p**	**2001 to 2020p**
			— years —			years
Noosa (S)	40.5	43.1	45.8	47.8	49.5	9.0

Refer to explanatory notes for additional information.

Source: ABS 3235.0, *Population by Age and Sex, Regions of Australia* unpublished data and Queensland Treasury estimates

2.2.3 Household composition

Couple only households increased between 2006 and 2021 from 27.9 % to 34%, as did lone person households from 19.6% to 26.9%. There was a slight increase in households comprising couples with children during this time from 21.7% to 23% of households.

Table 5 Household Composition Noosa Shire

Household composition	*Census year*								*Total Change*	
	2006		*2011*		*2016*		*2021*		*2011-2021*	
	number	*%*	*number*	*%*	*number*	*%*	*number*	*%*	*number*	*%*
Couple only	*5,966*	*27.9*	*6,498*	*31.3*	*7,059*	*31.9*	*7,994*	*33.7*	*2,028*	*34.0*
Couple with children	*4,635*	*21.7*	*4,858*	*23.4*	*5,050*	*22.8*	*5,460*	*23.0*	*825*	*17.8*
One parent family	*2,045*	*9.6*	*2,191*	*10.6*	*2,202*	*10.0*	*2,140*	*9.0*	*95*	*4.6*
Other family	*126*	*0.6*	*121*	*0.6*	*122*	*0.6*	*122*	*0.5*	*-4*	*-3.2*
Lone person	*4,200*	*19.6*	*4,666*	*22.5*	*4,954*	*22.4*	*5,328*	*22.4*	*1,128*	*26.9*
Group	*714*	*3.3*	*795*	*3.8*	*769*	*3.5*	*799*	*3.4*	*85*	*11.9*
Other (including visitor only and non-classifiable households)	*3,702*	*17.3*	*1,596*	*7.7*	*1,965*	*8.9*	*1,912*	*8.0*	*-1,790*	*-48.4*
Total	***21,391***	***100.0***	***20,738***	***100.0***	***22,110***	***100.0***	***23,755***	***100.0***	***2,364***	***11.1***

At the 2021 Census the average household size was 2.4 persons with 14,610 households (accounting for 66.87% of occupied private dwellings) consisting of just one or two people.

2.3 Housing market- Housing Needs Assessment 2017

During 2016-2017 a Housing Needs Assessment Report was prepared by *Briggs and Mortar Pty Ltd* to understand the housing situation and future housing needs in Noosa Shire up to 2036 to inform the preparation of NP2020. The report was finalised in 2017, using 2011 census data.

The Housing Needs Assessment 2017 (HNA2017) stated its aims 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.*

Notably, the provision of visitor / tourist accommodation was considered part of meeting the overall "housing needs" for Noosa Shire with the HNA2017 identifying the housing needs of both residents and visitors / tourists to 2036.

As expected, the competing interests for housing stock between permanent residents and visitors / tourists was identified as a key issue, as was the variability of the dwelling stock moving interchangeably between visitor accommodation and permanent resident accommodation.

At the time the HNA2017 was prepared, the rise of short-term accommodation in residential areas and its implications on residential amenity, housing stock and affordability was only starting to be appreciated, as was the community sentiment around short-term accommodation impacts. The uncertainty around maintaining and securing long term housing stock, as well as tourist accommodation, whilst recognised and a complex issue, was also not fully appreciated.

The competition for existing and limited future dwelling stock created a level of uncertainty around providing adequate housing to meet current and future resident needs and resulted in some competing discussions in the HNA2017 on how the accommodation needs of both visitors and residents could be met.

Below is an extract summary of the key findings of the Housing Needs Assessment Report 2017 as it related to housing for residents. Tourist / visitor accommodation needs arising from the HNA2017 are addressed in section 2.5.

2.3.1 Housing in the Noosa Context

The Housing Needs Assessment (HNA2017) was considered within the Noosa context, its existing housing stock, household composition, unique environmental setting, historical development and desirability both as a place to live and visit. The HNA2017 identified this context as:

> *Noosa Shire is a very desirable place to live with a low level of population growth, and as such, housing availability is limited and some members of the community struggle to find housing suitable to their needs and circumstances.*
>
> *Housing stock is noticeably dominated by detached houses and semi-attached or attached housing of at least three bedrooms which appears somewhat incongruous given a majority of households are made up of just one or two people. However the free market system has meant that historically, subdivided lots and dwellings have been built to meet a market that the developer believes will offer the most dollar return. Dwellings are also built with resale in mind and four bedrooms and two garages has been the preferred norm for houses. While in earlier years two-bedroom units were quite common, three bedrooms have undoubtedly become the standard.*
>
> *Noosa Shire has a desirable environmental setting and the built form and business offerings have been of a high standard compared to many other coastal settlements. It should come as no surprise then that land and property commands a higher price than many other places and thereby attracts many well-resourced residents. Investors who purchase dwellings also impact on purchase price through added competition with potential resident-owners. The investor then seeks the highest and best rental return whether by resident or visitor.*
>
> *It is important to view these factors within the historic development and planning of Noosa Shire. This was based on a population concept which identified a development carrying capacity and a clear plan for future growth was adopted in accordance with that. It has not been the case of development at all costs. However maintaining good planning standards with a defined population/development capacity was always ultimately going to lead to higher priced real estate.*
>
> *Quality of development was preferred to quantity and at times it was a case of 'less is more'. Market conditions have favoured the affluent in coastal and prime*

locations at Noosa Heads and Noosaville. The consequence has been 'large' and at times extraordinary dwellings. Development was expected to comply. Bonus provisions or incentives have never featured.

Development that fitted with the planning scheme was approved promptly…

Lifestyle of residents has been placed ahead of the needs of tourists, based on the principle that if things were done well for the residents the visitors will come.

Council genuinely saw Noosa Shire as a community of communities – the hinterland is different to Tewantin which is different to the coastal parts, plus Noosa North Shore and Boreen Point, etc. This led to different planning and different outcomes expected.

Intervention in the housing market will require consideration of the desirability of increased focus on outcomes of social equity and inclusiveness, including stimulating housing diversity.

2.3.2 Housing characteristics

Noosa's population was identified as older with an average household size being small and made up of lone or couple households, however the available housing stock was mostly large made up of 3-4 bedroom detached houses.

The HNA2017 summarised the housing characteristics using the latest available census data (2011) at the time it was prepared, as:

Noosa Shire's housing appears not well suited to its demographic profile. Its housing profile is not dissimilar to Queensland, but its population is very different:

- *Average household size in Noosa Shire is low and decreasing;*
- *The population is older than South East Queensland and the State, and is ageing rapidly;*
- *Median household income is lower than South East Queensland and the State.*

Given this population profile and compared to other tourism-oriented local government areas, the HNA2017 identified:

There is a high proportion of detached houses, relative to other comparative tourism-oriented LGAs:

- *Some 24% of all occupied dwellings in Noosa Shire are usually occupied by one person living alone, and 58.4% by a person living alone or a couple;*
- *The highest proportion of two person households live in 3-bedroom dwellings, with the second highest proportion in 4-bedroom dwellings;*
- *A significant proportion of small households are living in large dwellings. It is however noted that particularly in an affluent community, a proportion of households may choose to live in larger dwellings than seemingly required, or this may occur by circumstance;*
- *Housing stress is high in Noosa Shire relative to Brisbane or Queensland, but similar to comparative LGAs:*
    - *At 34.5%, the proportion of low income households that are renting and experiencing rental stress is higher than other comparative LGAs (except for Fraser Coast), and higher than Brisbane and Queensland;*
    - *15.8% of low income households that are paying a mortgage were experiencing mortgage stress, similar to the other comparative LGAs, but significantly higher than Brisbane or Queensland;*

- *Low income households experiencing either rental stress or mortgage stress made up around 16% of all households in other comparative LGAs in 2011, but this was a significantly higher proportion than for Brisbane with 11.3% or Queensland with 12%.*

- *Noosa Shire appears less affordable than all comparative LGAs, Brisbane City and Queensland:*
  - *Accommodation affordability is impacted by both low median incomes and high median accommodation costs;*
  - *Median rents for flats/ units in the Shire are fairly similar to the State but rents for houses are higher than the State;*
  - *There has been a declining trend in rental vacancy rates over the last five years from around 4-5% to around 1-2%;*
  - *The median dwelling sale price in Noosa Shire has remained higher than the State at all times between 1998 and 2015;*
  - *In 2011 median household income was almost $200 below the SEQ Region and almost $300 below the State per week.*
  - *Between 5-10 additional percentage points of income are needed in Noosa Shire to afford a dwelling compared to the next most unaffordable comparative LGA considered (which for most indicators was the Gold Coast).*

2.3.3 Housing supply and diversity

Around three quarters of Noosa's 25,272 dwelling stock were separate detached houses comprising 3-4 bedrooms. The HNA2017 identified the following dwelling stock and dwelling types in Noosa Shire, notably based on 2011 census data.

> *Of the 25,272 private dwellings in Noosa Shire in 2011, 18,828 were detached or separate houses (74.5%), 2,489 were semi-detached (9.8%), 3,328 were attached (13.2%) and 618 were other dwelling types (2.4%). … below summarises the numbers and proportions of the different dwelling types for both unoccupied and occupied dwellings as well as dwellings occupied by residents and visitors/tourists.*
>
> *Larger proportions of unoccupied dwellings and dwellings occupied only by visitors are attached dwellings, compared to dwellings occupied by residents. Around 24% of unoccupied dwellings and 28% of dwellings occupied only by visitors were attached dwellings, compared with just 9.4% of dwellings occupied by residents being attached.*

Notably, of the 25,272 dwelling, 4559 were unoccupied comprising 18% of the total dwelling stock and an additional 1,602 dwellings were identified as being occupied as visitors. Overall, 24.3% of private dwellings were either unoccupied or occupied by visitors as show in Table 6 in Appendix 2.

In terms of dwelling type, detached separate houses dominated the housing stock with under 20% comprising dwellings semi-attached or attached dwellings as show in Table 7 in Appendix 2. The HNA2017 stated:

Most common Census indicators consider only dwellings occupied by residents on Census night. If only dwellings occupied by residents on Census night are included, Noosa Shire reported a similar dwelling structure to the SEQ Region and Queensland, with 79.5% of private occupied dwellings being separate houses, compared to 76.1% for the SEQ Region and 78.5% for Queensland.

2.3.4 Housing Tenure

Noosa had a higher than average rate of outright home ownership than the rest of Queensland as shown in Table 8 in Appendix 2. The HNA 2017 identified the tenure composition in Noosa Shire, stating:

> *Noosa Shire had a considerably higher proportion of dwellings owned outright (37.0%) when compared to the SEQ Region (29.0%) and the State (29.7%). Fewer people were paying off a mortgage (32.0%) compared to the SEQ Region (36.6%) and the State (35.4%). Dwellings in Noosa were less likely to be rented (29.5%) compared to the SEQ Region (33.5%) and the State (34.0%).*

2.3.5 Rental Stock - Bonds held by RTA 2011-2016

4,378 rental bonds were held by the Rental Tenancies Authority (RTA) in the June Quarter in 2016. The graphs are shown as Figures 1 – 2 in Appendix 2. Overall, the number of rental bonds slowly decreased between 2011 and 2016.

> *The number of total bonds held by the RTA had slowly increased to a peak of around 4,800 bonds in March 2013 (from 4,460 in March 2011), but have generally decreased slowly since that time.*

Showing a similar trend, the numbers of new bonds lodged per quarter slowly declined since 2011 for the main dwelling types. The number of new bonds lodged per quarter for two bedroom flats, three bedroom houses, and four bedroom houses slowly declined.

The highest number of rental bonds held in June 2016 were for three bedroom houses, followed by four bedroom houses. Two bedroom flats were the next most frequent type of rental property.

2.3.5.1 Median Rents by Housing Type

Median rents for all dwelling types steadily rose between 2001 to 2014, more than doubling in that time frame for both flats / units and houses. From 2014-2016 rents continued to trend upwards as shown in Figure 3 in Appendix 2. The HNA2017 stated:

> *More recent data from the Residential Tenancies Authority (RTA) (2016) shows that median rents for most dwelling types have continued to trend upwards in the last two and a half years. The most commonly rented dwellings are two bedroom flats, three bedroom houses and four bedroom houses. …*
>
> *Noosaville (including Munna Point) and Noosa Heads and Southern Coast had the highest median rents for all of the dwelling types.*

2.3.5.2 Rental Vacancy Rates

Between 2010 and 2016 the HNA2017 identified rental vacancy rates in Noosa as progressively trending down from 4-5% in 2010 to around 1-2 % in 2016 as shown in Figure 4 in Appendix 2.

2.3.6 Dwellings Sales Data

Dwelling sales data in the HNA2017 between 1998 and 2015, stated Noosa remained higher that the state median dwelling sales price as shown in Figure 5 in Appendix 2. The HNA2017 stated:

> *The median dwelling sale price in Noosa Shire rose by an estimated annual average rate of 1.8% between 2005 and 2015. This is slightly lower than the State where the*

median dwelling price was estimated to have grown by 3.9% annually on average over the same period.

The median dwelling sale price in Noosa Shire has remained higher than the State at all times between 1998 and 2015. In 2015, the median dwelling sale price in Noosa Shire was $516,500 while in the State it was $430,500.

2.3.7 Housing issues

The HNA2017 identified a number of key housing issues for Noosa Shire:

- 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 resident and visitor accommodation.

2.3.8 Housing needs 2036

The HNA2017 identified a number of resident groups in the community with specific housing needs:

- Older people
- People with a disability
- Low income families and young people
- Key workers
- People at risk of homelessness
- People escaping domestic violence

Tourists and visitors were also identified as a group requiring specific housing needs. This is addressed separately in section 2.5.

To meet future resident household needs to 2036, the HNA2017 identified the following housing being required:

- only a small increase in detached houses may be required, other than by replacement of existing older dwellings;
- the small increase in detached housing would desirably be mostly by small, not large dwellings (this includes those in retirement villages and manufactured home parks, and innovative dwelling design and materials) and the remaining subdivision lot size should reflect the need for small dwellings;
- there was a further need for semi-detached dwellings, mainly small, but also three or more bedroom to provide additional housing choice; and
- there was a significant need for small attached dwellings (one to two bedroom) to offer additional housing options for a growing number of small households.

2.3.9 Challenges and opportunities

To meet resident housing needs a number of challenges and opportunities were identified. Of particular note, was the competition for housing stock between residents and visitors and recognition that if tourism demand continued at past levels into the future, there would be substantial impact on housing for residents, both in terms of availability and affordability. The HNA2017 noted that growth in tourism should be sustainable and it was important to make the best use of limited supply to meet housing needs, noting that achieving a balance of tourist and residential housing needs will be a challenge for the planning scheme.

The HNA2017 identified the following challenges and opportunities:

> ***Meeting the housing needs of residents in the light of competing demand for tourist accommodation***
>
> *The overall conclusion of the assessment is that tourism demand, if it were to continue at its current level over the last decade, could have a substantial impact on the availability and affordability of resident housing. Considering tourism needs is a critical component of ensuring adequate and appropriate housing for residents – and vice versa.*
>
> *However, it will be important that the limits of tourist accommodation sustainability in Noosa Shire are recognised, while encouraging the future growth of the tourism industry in more sustainable ways. This is in line with the policies of the Local Economic Plan, which looks beyond tourism-driven economic growth and employment, towards a more resilient and diversified economy. Achieving an appropriate balance of tourist and resident housing needs will be a challenge for the new Planning Scheme.*
>
> ***Making optimal use of remaining land through smaller lot sizes and minimum density requirements for attached dwellings in some locations***
>
> *The availability of land within the Noosa Shire urban footprint/ town boundaries and its implications for the affordability of housing emphasises the importance of making the best use of remaining land to meet housing needs, particularly in terms of reducing the imbalance between small and large dwellings relative to the high number of small households in Noosa Shire, and also providing housing choice for the many different groups in the community.*
>
> *The New Noosa Plan will need to consider bold options for an increase in housing choice within the existing urban areas by providing smaller lots and minimum dwelling densities in appropriate locations.*
>
> ***Considering new built form controls and any appropriate incentives to achieve objectives, while preserving the integrity of the Noosa Plan.***
>
> *…Further consideration of built form controls and investigation of possible appropriate incentives, including parking requirements, density and infrastructure charges, is required. ..*
>
> ***Exploring new and innovative solutions, some of which may be challenging to accept***
>
> *There will be a need to think outside the square in the future if housing needs are to be met. Some of these initiatives may be challenging in terms of accepting new or innovative housing models or styles. A further challenge will be flexibility in planning provisions to facilitate such applications as far as possible. It may be necessary to allow some licence for innovation provided it meets key principles of design, function and the inherent benefits of the model.*
>
> ***Considering other ways to pursue housing objectives***
>
> *... A particular issue is the difficulty of providing social housing in Noosa Shire due largely to the cost of land. Council may choose to investigate other ways to assist the community housing sector to meet social and housing affordability needs…*

2.3.10 Meeting future housing needs

The HNA2017 identified two key ways to meet housing needs – through the take up of secondary dwelling provisions and new stock (infill / greenfield development), noting that the

HNA2017 also allocated a portion of secondary dwellings to be used as visitor accommodation by tourists and that new stock included the movement of permanent residents out of resorts.

It should be noted however, that despite the views of the HNA2017 author and Council of the day, the use of secondary dwellings for other than members of the household of the main dwelling was not supported by the State Government and under the interpretation of secondary dwelling defined in the *Planning Regulation 2017.* The HNA2017 stated:

Additional secondary dwellings may help to meet the dwelling needs of the future Noosa Shire population…

- *Removing the requirement for occupants to be related to each other … may increase the supply of this form of development and increase the supply of affordable dwellings in the Shire...*
- *A recent analysis by Noosa Shire Council found that some 18,231 lots in the Shire were within the detached housing, rural settlement and rural zones and of a size that may support a secondary dwelling. A proportion of these lots may be suitable for accommodating a secondary dwelling.*
- *…The low take-up scenario assumes that during the time period 2016-2036, 10% of these lots are used to provide additional secondary dwelling for residents, and 10% for tourists in the urban areas of the Shire. In the rural areas, it was assumed that 3% of these lots may be used to provide additional secondary dwellings for residents.*
- *…It is considered that the low take-up scenario may be more realistic than the high take-up scenario, and under current provisions even the low take-up scenario may not be reached.*

… Although secondary dwellings may be classified as attached dwellings under the census definitions they are considered to meet the needs of resident households for both small semi-detached and small attached dwellings ….

Hence new stock would be required to fill the remaining need for resident dwellings. Of the 1,351 new dwellings required to meet assumed resident household needs between 2016 and 2036, the modelling suggests this would desirably include:

- *24% detached houses;*
- *36% semi-detached dwellings, the majority small, but some 3+ bedrooms;*
- *32% small attached dwellings and 42 (3%) large attached dwellings; and*
- *4% of dwellings of other types (cabin, caravans, dwelling attached to shop etc).*

2.3 Economy and employment 2001 – June 2020

Tourism, including accommodation and hospitality related industries were, and continue to be, a key economic driver and employment sector in Noosa, together with healthcare and social services, construction and retail trade.

The healthcare and social services sector in particular, grew between 2001 and 2016.

Between 2001 and 2020 Noosa's gross regional product continued to grow and almost doubled at its peak in 2019.

The early stages of COVID-19 from March – Jun 2020 saw some impacts on the economy and job losses in the hospitality and tourism sectors in particular. Despite these impacts, Noosa's tourism industry, visitor numbers and visitor spend faired comparatively well compared to the Queensland and Australian average. Refer to section 2.9 for further information regarding the initial early impacts of COVID-19.

2.4.1 Local Economic Plan 2015

Noosa Council's 2015 *Local Economic Plan* (LEP) sought to broaden the economic structure of Noosa's economy by growing the "smart" industry sectors that offers high economic value and low environmental impact. The attraction and retention of skilled and talented people and the development of collaborative alliance and conditions was identified as fundamental to achieving this goal. The LEP identified the key theme to achieve this as:

- *industry diversification;*
- *effective land use planning;*
- *enterprise support;*
- *essential infrastructure;*
- *skilled and connected businesses and implementation; and*
- *monitoring and reporting.*

Priority industry sectors of competitive advantage identified to support economic growth were:

- *healthcare and wellness;*
- *digital economy;*
- *environmental industries;*
- *rural enterprise;*
- *creative industries; and*
- *professional services.*

2.4.2 Gross regional product June 2020

.id Community Demographic Resources data showed Noosa's gross regional product was at an all-time high in the year ending June 2019 at $3.043 billion, down to $2.988 billion by the end of June 2020, following the initial impacts from COVID-19. The healthcare and social assistance sector was the most value added industry, as shown in Figure 6 in Appendix 3.

2.4.3.1 Employment by industry

.id Community Demographic Resources data showed that between the 2006/2007 year and the 2019/2020 year the proportion of jobs in accommodation and food services rose from 13.5% to 14.5% and healthcare and social assistance significantly rose from 9.9% to 14%. Professional, scientific and technical services also increased from 5.7% to 7.2%. Significantly, retail trade was down from 16.3 % to 12.5% as was construction from 13.2% to 11.9% as shown in Table 9 in Appendix 3.

2.4.3.2 Employment by occupation

.id Community Demographic Resources data showed that between 2011 and 2016 the share of people employed in a professional or managerial occupation slightly decreased. Community and personal service workers increased from 12.6% to 13.9%.

Slight increases were also seen in technicians and trade workers up from 14.2% to 14.6% and labourers up from 9.9% to 10.4% as shown in Table 10 and Figure 7 in Appendix 3.

2.4.3.3 Number of jobs

.id Community Demographic Resources data showed the total number of local jobs steadily rose from the December 2018 quarter to peak at the December 2019 quarter to 25,056 decreasing to 22,417 by the June 2020 quarter following the initial impacts from COVID-19, as shown in Figure 8 in Appendix 3.

2.4.4 Businesses by industry

.id Community Demographic Resources data showed the greatest share of registered businesses in Noosa in 2020 was within the construction (18.7%), rental, hiring and real estate

services (15.9%) and professional, scientific and technical services industries (13.4%) as shown in Table 11 in Appendix 3.

2.4.5 Tourism sector

In the 2005/06 year total tourism sales in Noosa Shire was $416.31m and the total value added was $231.13 million according the *.id Community Demographic Resources,* increasing to $463.67 million total tourism sales and $266.97 million value added in the 2019/20 year.

2.4.5.1 Visitor nights

There were 3,582,686 domestic visitor nights and 698,151 international visitor nights in Noosa Shire, with an additional 1,060,901 domestic day trips for the 2019/2020 year. This was down from the 2018/2019 year of 3,950,072, 976,2017 and 1,288,879 respectively, a result of COVID-19 restrictions commencing from March 2020.

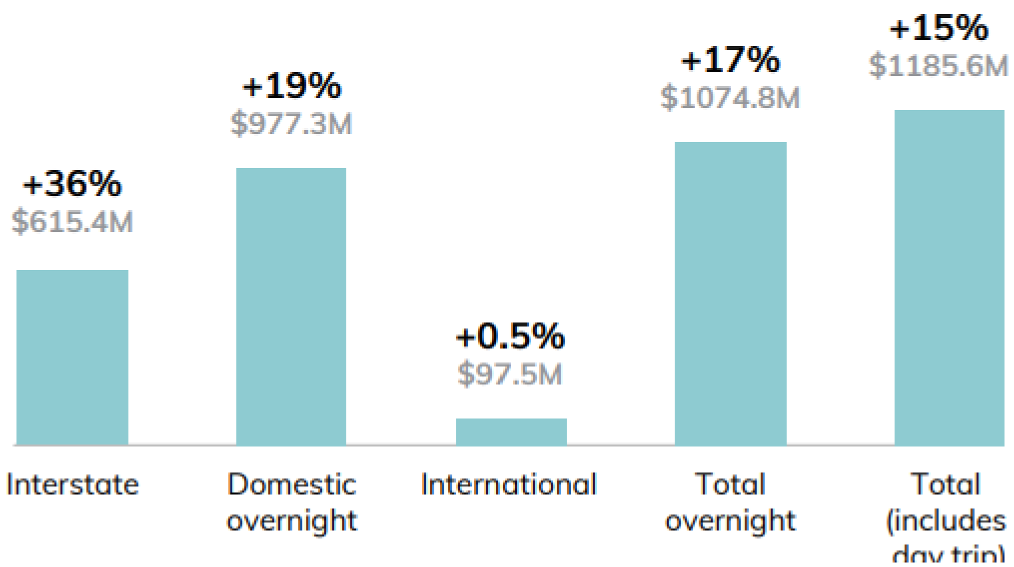
For the 2019/20 year, *.id Resources Demographic* identified domestic visitor nights represented 67.1% of total visitors, international visitor nights represented 13.1% and domestic day trips represented 19.9% of visitors to Noosa Shire, as shown in Figure 9 in Appendix 3.

The main reason for domestic and international overnight stays was for the purpose of holidaying and then to a lesser extent visiting friends and relatives, as shown in Figure 10 in Appendix 3.

2.4.5.2 Visitor spend

The *2019-2020 Tourism Noosa Annual Report* identified the Noosa Region had achieved record-breaking visitation and spend for the first three quarters of the 2019-2020 financial year with almost $1.2 billion in total annual spend from domestic and international overnight visitors and day-trippers as shown in Figure 11. Before the full impact of COVID-19 and associated travel restrictions were truly experienced, there was a record spend for March 2020.

Figure 11 Annual increase in visitor spend in Noosa, Year ending March 2020



Source: Tourism Noosa Annual Report 2019/2020

2.4.5.3 Employment in tourism and hospitality sector

.id Community Demographic Resources data showed that in 2016, there were 2,811 people who made up the tourism and hospitality workforce in Noosa Shire Council area, of this 45.3% worked full-time and 54.7% worked part-time or were away from work as shown in Table 12 in Appendix 3.

2.4.5.4 The Value of Tourism to the Noosa Community October 2019 - Survey

In July 2018, Tourism Noosa, in conjunction with Noosa Council, commissioned a report on the value and impact of tourism on the Noosa Community prepared by *C Change Sustainable Solutions and SGS Economics and Planning (Value of Tourism Report)*. The report was commissioned to provide input into the community, council and business deliberations on sustainable tourism and what that meant for Noosa.

With the exception of the economic value of tourism, the Value of Tourism Report noted the study was focussed on resident, business and visitor perceptions of impacts through a survey as opposed to actual impacts. The extracts in this section relate to resident, visitor and business views of tourism. The overall key findings of the report concluded that:

- *tourism is Noosa's number one industry sector and has important flow on impacts across the Shire;*
- *events in Noosa had a positive impact on the majority of businesses surveyed that are most likely to be impacted by tourism.*
- *tourism and events contribute to the social and cultural environment of Noosa in a significantly positive way.*
- *tourism is generally sensitive to the environment, but there is room for improvement.*
- *Tourism does have unintended negative consequences in Noosa, but the impact on the community and individuals for most of these elements is relatively low.*

Table 13 in Appendix 4 outlines the potential economic, social and environmental beneficial impacts and potential negative impacts associated with tourism outlined in the report. Of particular note, a number of negative impacts associated with tourism were also identified for housing and affordability, employment, casualisation of the workforce, dependency on tourism jobs and a vulnerable economy, infrastructure impacts, population increases and congestion, erosion of local identity, threats to natural resources and local impacts associated with noise and litter.

Resident views of tourism

The Value of Tourism Report identified the views of residents on tourism in more detail. Of particular note was that despite most respondents indicating tourism as being good for the community and economy, over 84% agreed it can disrupt the lives of residents in relation to traffic, parking and restricted access to public facilities and over 80% indicated it impacted property values and the cost of goods and services. The report stated the following findings with relevant supporting graphs identified as Figures 11, 12 and 13 in Appendix 4 of this report.

> *Of the 300 responding, nearly 80% of all respondents indicated that they either strongly approved (36%) or slightly approve (43%) of tourism because it's good for the community and economy. People aged between 30 -64 were more likely to strongly approve, and people aged up to 30 or over 65 were more likely to slightly approve. Only 4% of total respondents strongly disapproved of tourism in Noosa.*
>
> *… of the 300 respondents indicated that they were happy with tourism growth and would like to see it continue and/or grow – either as it is (27%) or in a different direction, such as environmentally responsive (23%)…. Of the remaining 50%, 42% indicated that they were happy with how tourism had grown to date, but did not want to see an increase. Only 8% indicated they would like to see less growth…*
>
> *Most respondents (over 84%) agreed that tourism can disrupt the lives of locals, particularly in relation to traffic, congestion and parking and restricting local's access*

to public facilities. The impacts individuals felt and their perceptions of the impact of the community as a whole associated with tourism were somewhat negative…

In addition, respondents noted that other disruptions from tourism can include increasing property values and the price of goods and services (around 80%), and impacting the environment through litter, pollution and/or natural damage to area (75%). Respondents noted that, on average, the individual impact of these impacts were not large, but that there were somewhat negative impacts for the environment from a community perspective…

Around 63% of respondents felt that the character of the region had changed, but the impact on individuals and their perception to the community as a whole was negligible. Less than half the respondents felt that tourism was associated with people behaving inappropriately, and less than a third of respondents felt that too much public money was spent on developing facilities for tourists that should otherwise go to local public facilities and services.

With regard to other demographic and locational characteristics, people who lived in Tewantin and the Hinterland felt that there were more negative impacts on property values and the cost of goods and services when compared with their coastal counterparts.

Table 14 in Appendix 4 outlines the general positive and negative comments about tourism from residents identified in the report.

Business views on tourism

The Value of Tourism Report identified the views on tourism from business in more detail. The report and Figure 14 in Appendix 4 had the following findings:

Businesses that are likely to have a direct impact from tourism indicated that their turnover from interstate was likely to be twice as large as those businesses that have an indirect impact from tourism… with over 75 percent indicating that they would be less profitable without tourists – and of these, 42 percent indicated that they would cease operations without tourists.

The Value of Tourism Report survey of businesses highlighted some interesting matters around staff, particularly around securing affordable housing, of which 55% of businesses offering an opinion on the matter identifying it was an issue with concerns around affordability and supply, and relativity to low wages. Suggestions were also made on how to tackle the issues below:

… Of those who felt there were issues associated with obtaining affordable housing in Noosa, general comments indicated the following:

- *Housing and accommodation is expensive generally, and there is a shortage of options, particularly in coastal areas.*
- *Many staff live outside Noosa because of affordability issues. Due to this, people need to travel further to work and must have cars due to affordability issues. This increases parking issues, and parking is difficult.*
- *Affordability issues are exacerbated because of the low wages in the service sectors.*
- *Young people find it difficult to remain living in Noosa due to affordability as do working families.*
- *Some people offered suggestions regarding the needs for staff housing. This included supporting:*

- *The development of affordable apartments in the activity centres. This would support housing options as well as provide businesses with additional custom/trade.*
- *The development of more one bedroom and studio apartments specifically targeted to local service staff.*
- *Targeting certain areas that would be ripe for housing (e.g. vacant/unused land, other specific areas such as Noosa Heads Bowls club, transport nodes).*

Impacts of major events on business

Businesses were asked whether their turnover was impacted from major events in Noosa and 103 businesses responded to this question as shown in Table 15 in Appendix 4 to this report and outlined below:

> *On average, 53% of businesses indicate that their turnover was positively impacted, and only 14% indicated that they were negatively impacted. Of those positively impacted (53%) the average positive increase was 25% across businesses, but 30% for businesses likely to be directly impacted by tourism, and 9% for those indirectly impacted by tourism.*
>
> *Those that were negatively impacted by events (14%) indicated that they could lose anywhere from 9% (businesses indirectly impacted from tourism) and 32% of turnover (businesses directly impacted from tourism) during a major event.*

Positive and negative issues association with tourism on businesses

Business respondents were asked to provide general comments regarding their views on positive and negative impacts of tourism on Noosa and their business as shown in Table 16 in Appendix 4.

> *Overwhelmingly, the main negatives associated with tourism were traffic congestion and parking...Environmental impact and overcrowding of areas were also considered to be main impacts for Noosa as a whole…*
>
> *A number of businesses indicated that there were no negative impacts to their business (31%) and 16% indicated that there were no negative impacts on Noosa generally.*

Business desires for future visitor numbers

> *Overall, businesses in Noosa acknowledged the important impact of tourism on their business and Noosa generally. When questioned about what they would like to see happen to visitor numbers in the future, 68% of all businesses responding indicated that they would like to see increases… There were no significant statistical differences between locations of businesses, but those more directly impacted by tourism were more likely to want higher increases…*

2.5 Tourist accommodation - Needs and Supply

Prior to Noosa Plan 2020 taking affect, Noosa was (and continues to be) recognised both nationally and internationally as a premium tourist and events destination. Tourism was one of Noosa Shire's key economic and employment sectors and maintaining adequate and suitable provision and diversity of accommodation for visitors and tourists was (and continues to be) of high importance.

Hastings Street and Gympie Terrace and surrounds were clearly identified as focal points for tourism activities and accommodation, as were other larger resort sites reserved for visitors and tourists, at the exclusion of permanent residents. Events were also focused around Hastings St, Lions Park and Noosa Woods, and to a lesser extent Noosa River.

Multiple dwellings (units, townhouses and duplexes) developed prior to NP2006 had development rights for either permanent living or short-term accommodation and during the life of NP2006 the legal interpretation of a detached houses also allowed for its short-term or permanent use. These dwellings become part of the tourist accommodation offer across Noosa Shire.

With the commencement of online booking platforms like Airbnb in 2012, individual property owners and investors took advantage of the higher rental returns expanding tourist accommodation beyond the main tourist precincts and into residential neighbourhoods. This increased the supply of tourist accommodation and diversified the accommodation offer providing larger self-contained houses for larger groups and often a higher end premium product.

As noted in 2.6 the importance of tourism and the provision of tourist accommodation was a key component of NP2006 and its landuse planning strategies, with priority placed on tourist accommodation and the protection of key sites.

The HNA2017 also recognised the accommodation needs of visitors and tourists as part of the overall “housing needs” in Noosa Shire stating:

> *From the perspectives of housing needs and the local economy, it is important that the accommodation demands of tourists or visitors are taken into account in developing the New Noosa Plan, and are planned for as far as possible given the land constraints in Noosa Shire, in alignment with future needs.*

Whilst it was important to plan for the provision of visitor accommodation, its inclusion as part of the housing needs assessment, and inherent competition for the same dwelling stock, was somewhat problematic, particularly as it was difficult to estimate, or secure long term, both the quantum of short term accommodation dwellings and the quantum of permanent housing stock due to past planning schemes and the provisions of Noosa Plan 2006.

Also at the time of the HNA2017’s preparation, the true impacts of short term accommodation in terms of residential amenity, housing supply and affordability, whilst noted in the report, were only just emerging as issues.

2.5.1 Housing Needs Assessment 2017 – Tourist accommodation

The number and type of dwellings used for short-term accommodation was identified by the HNA2017 as being particularly difficult to estimate as there were no restrictions under NP2006 on dwellings being used for permanent residents, visitors or tourists.

The HNA2017 identified that ABS data significantly under-estimated the provision of tourist accommodation with their survey data only including tourist accommodation establishments with 15 rooms or more; Tourism Noosa data only captured data from its members; census data was also inconclusive in determining whether vacant properties were usually occupied by residents or visitors; and Unitywater’s 2016 DMATT model overcounted attached visitor dwellings and significantly under counted detached dwellings used for visitors. In addition, interpretation concerns around the use of the terms “visitor dwelling” and “short-term rental accommodation” in the HNA2017 also made the estimates in the HNA2017 uncertain.

Due to the variation in different estimates of visitor / tourist accommodation in the HNA2017, the figures and estimates in this section will only be noted, with more accurate figures identified in the Tourism Carrying Capacity Analysis in section 2.5.2. The HN2017 stated:

> *The implication of the difficulty in identifying dwellings used for visitor accommodation, and visitor accommodation used for permanent residents, is uncertainty in estimating the true stock of dwellings available to either…. There are generally no restrictions on*

self-contained accommodation being used for visitors or residents in Noosa Shire, except in the few cases where tourist only developments are approved.

2.5.1.1 Resident and visitor competition and conflict

The HNA2017 identified the mix of residents and visitors as a key issue and area of competition and sometimes conflict, impacting both dwelling stock for permanent residents and supply of tourist accommodation, as well as the ongoing viability of onsite managed resort businesses, conferencing and events. Of particular note was the ability for dwellings to move between permanent occupation and visitor accommodation unnoticed. Also noted was the occupation of resort holiday accommodation by residents due to the lack of small dwelling housing stock for residents only. The HNA stated:

> *The main issue remains that current planning allows a mix of visitors and permanent residents in the majority of resort accommodation, which has not always been built to provide a suitable permanent residential environment. The shortage of smaller, affordable dwellings including studio, one and two bedroom apartments has led to some residents seeking housing in such accommodation. This has led to competition, and in some cases conflict. It has also created difficulties where management rights have been sold in resort complexes and the holiday rental pool has continued to decrease as a result of increasing permanent occupation.*
>
> *It has additionally created difficulties in the conferencing market where the take-up of visitor accommodation by residents has impacted on the supply of visitor accommodation and the viability of conferencing. At peak times, visitor accommodation is often booked out, and this has the potential to impact on Noosa Shire's tourism economy.*
>
> *In reverse, unoccupied dwellings used as holiday homes or holiday rentals could be said to remove stock from the permanent residential market. Like short-term rentals, holiday rentals can be disruptive to residential amenity, particularly where they occur in semi-attached or attached complexes. Council may wish to consider whether some future developments should be earmarked as 'resident only', by applying a resident only condition of consent. Limited application of this condition may provide benefit to some residents in terms of assuring them of residential amenity.*
>
> *It will be important to attempt to project future tourist/visitor accommodation needs taking such considerations into account, in order as far as possible to cater for both appropriately and reduce inappropriate mix.*

2.5.1.2 Supply and demand for tourist accommodation and visitor dwellings

The HNA2017 undertook scenario modelling based on a continued growth rate of total visitor nights of 2.5% to 2036, consistent with growth from the preceding decade. It is noted however, that this scenario and the figures discussed below were identified as neither realistic nor sustainable. This growth assumption has been included in this report for the purpose of understanding the implications if past trends and demand for visitor / tourist accommodation continued unchecked.

Significantly, this growth scenario was identified as having an impact on residential dwelling supply for permanent residents and required movement of residents out of resorts, the take up of secondary dwellings in part for visitors, expansion in visitor dwellings, further visitor sites to develop and further use of permanent resident dwellings for short-term accommodation.

Tourist accommodation (motels, hotels, B&B and holiday resorts)

With regard to the future provision of traditional tourist accommodation including motels, hotels, bed and breakfast (home hosted) accommodation and resorts, the HNA2017 identified an additional 1,360 rooms required, under 2.5% annual growth scenario to 2036. The HNA2017 noted some provision for some hotel accommodation had been planned for at Settlers Cove, however at the time of writing this report development of this site had not been actioned. The HNA2017 stated:

> *…. Assuming continued growth in total visitor nights of 2.5% to 2036, this form of tourist accommodation during the period equates to a need for 1,360 additional rooms by 2036.*
>
> *However such growth is neither necessarily realistic nor sustainable.*
>
> *It was calculated by Council that an additional 428 units may be provided as part of the Settler's Cove site. This estimate was based on density calculations and site areas. It was assumed that these would be provided by 2021.*
>
> *It has also been assumed that there is some excess capacity in existing tourist accommodation establishments given the occupancy rates of tourist accommodation in Noosa Shire… If occupancy rates were to increase slowly from 60% on average per year in 2016, to a maximum of 80% per year in 2036, some of this need would be met.*

The HNA2017 identified potential social benefits for other forms of short-term rental accommodation within homes such as bed and breakfast or home stays providing temporary accommodation for students, work relocations, in between moves etc. The HNA2017 stated:

> *Restriction of these types of accommodation would have severe implications for the availability of visitor, student and affordable accommodation in Noosa Shire. HRIA considers that social reasons for requiring Short-term Rental Accommodation may include work relocations, temporary stays between home purchases, widows needing to share their house to continue to afford living in it etc. It is also well known in Noosa Shire that there is an extensive student 'home-stay' population living in Noosa, and particularly in Noosa Heads.*

NP2006 allowed for home hosted accommodation subject to approval, however "home stay" or exchange accommodation for students was not considered as visitor/ tourist accommodation and did not require any planning approval.

Residents living in resort style accommodation

Under the 2.5% annual growth scenario, the HNA2017 suggested the movement of permanent residents out of resort style accommodation would provide greater capacity for visitors / tourists. The implications for displaced residents, whilst noted, was not clear, and given the limited land supply and redevelopment potential for smaller dwellings this scenario would have significant impacts on residential housing supply. The HNA2017 stated:

> *… some 250 dwellings within resort style accommodation that were currently occupied by residents in 2016. Three scenarios have been developed to consider the movement of residents out of this accommodation if it were to be used increasingly for tourist uses. These scenarios are based on the trends understood to be occurring through consultation with tourism providers, increasing visitor occupancy rates and likely future trends in occupancy rates as a result of increased visitor demand. The low change scenario therefore assumes that 50% of permanent resident households will move out of resort style accommodation by 2036, 70% for the medium change scenario and 90% for the high change scenario. Many of these households are likely to be renting.*
>
> *According to these assumptions, this would result in additional capacity in existing resorts of 125 rooms for the low change scenario, 175 rooms for the medium change scenario and 225 rooms for the high change scenario. It is considered that the medium change scenario may be the most appropriate. It is notable that this future is however dependent on the ability to increase supply in alternative small, affordable resident accommodation.*

Visitor dwellings (short-term accommodation)

As noted earlier, by the HNA 2017 estimates on dwellings used for visitors / tourists was difficult to determine for that study at the time. For more accurate figures see section 2.6 Tourism Carrying Capacity Analysis.

Under the continued 2.5% annual high growth scenario, the HNA2017 identified demand for an additional 5014 visitor dwellings by 2036 with the demand for these dwellings decreasing to 1596 if the occupancy rate of existing dwellings increased from 50% to 70%. The HNA2017 did not suggest where or how the provision of these extra dwellings would be met, given the limited land supply. The HNA2017 stated:

> *It has also been assumed that there is some excess capacity in existing visitor dwellings establishments given the occupancy rates of tourist accommodation in Noosa Shire… it has been assumed that the occupancy rate for visitor dwellings for the full year may be 50%. A similar occupancy increase to that used for tourist accommodation (20% points) has been used to give an indication of the impact that an increase in occupancy rates can have on the overall need for additional visitor dwelling supply.*

2.5.1.3 Meeting visitor and tourist accommodation needs

To provide for the demand for tourist accommodation under the 2.5% growth scenario, the HNA2017 indicated there would be an increased demand for residential dwellings to be used as visitor dwellings, impacting residential dwelling stock for permanent residents. The HNA2017 noted this was not necessarily a desirable future nor sustainable, not in line with Council policy and not recommended to be accommodated in landuse planning. The HNA2017 stated:

> *If the demand for tourist accommodation and visitor dwellings continued to grow in line with past trends, a higher number of residential dwellings may be used for tourist accommodation and this would reduce the amount of residential dwelling stock available for residents. Some of this demand for tourist accommodation may be met by the movement of residents out of tourist accommodation, by reduced vacancy rates in the residential market allowing increased use by visitors, or by considering visitor uses for 'spare' development capacity in the residential market…*

Whilst not necessarily desirable or sustainable, the HNA2017 stated that in addition to the development of visitor accommodation sites identified in NP2006, there was potentially three ways of further increasing visitor dwelling stock:

- use of secondary dwellings;
- identification of new 'tourist only' resort sites (i.e. sites protected for visitor accommodation);
- increased use of dwellings for short-term accommodation.

Secondary Dwellings

The HNA2017 identified the possibility of using secondary dwellings both for permanent residents (not just part of the household) and a portion for visitor accommodation. Despite this, secondary dwellings for visitor accommodation was not, and continues to not be, permitted within the definition of a secondary dwelling as prescribed under the *Planning Regulation 2017.* The HNA2017 stated:

> *… The high take up scenario suggested that an additional 1,040 secondary dwellings for visitors could be provided to 2036, and the low take up scenario suggested that an additional 559 secondary dwellings for visitors could be provided to 2036. The low take up scenario was considered to be more realistic and the resulting shortfall in tourist/visitor dwellings according to this scenario…*

Additional Resort Sites

The HNA2017 identified the possible identification of additional visitor only sites at the exclusion of permanent residents, however recognised this would compete with any remaining available land for permanent residential development. Despite this suggestion many visitor only identified and approved sites wanted greater landuse flexibility to be used for either visitors or residents. The HNA2017 also identified the inconsistency in landuse zones under NP2006 applying to visitor only sites.

The HNA stated:

> *As discussed, 'tourist only' designations were recommended to apply to only 8 resort sites in the 1997 Strategic Plan, however individual approvals have not taken consistent approaches. These sites are mostly zoned Attached or Semi Attached Housing but the use of Multiple Housing is specifically inconsistent whereas Visitor Accommodation (of various types) is consistent. They have proved problematic to control both by Council and resort managers.*
>
> *A view also emerged from the consultation that such sites were simply not feasible to develop; and requests to lift the 'tourist only' restrictions on both developed and undeveloped sites have been made over the years.*
>
> *It nevertheless remains as an option to designate other sites in this manner. Such a designation would however probably require use of one of the remaining larger development sites competing with residential uses, and these sites may not be well located for tourism development.*

Short-term Rental Accommodation Dwellings

The HNA2017 identified growth in permanent dwellings and secondary dwellings being used for short-term accommodation for visitors and tourists was likely, if left unregulated.

However, the Holiday Rental Industry Association were noted in the HNA 2017 as seeing empty dwellings or spare rooms in dwellings (home hosted) as an opportunity to meet visitor and tourist accommodation needs, particularly during events. The HNA2017 stated:

> *.... The HRIA has identified that Short-term Rental Accommodation can generate visitor occupancy year round to better utilise the wasted resource of empty holiday homes, and can fill spare bedrooms created by smaller households living in larger dwellings. They can also contribute to being able to meet the insufficient accommodation for potential guests at events and festivals held in Noosa Shire.*
>
> *This analysis suggests that Short-term Rental Accommodation may be important in meeting visitor dwelling needs. Should this not be regulated, it is likely that significant natural growth in the process will occur in line with trends in recent years. …*
>
> *Some of the future tourist accommodation and visitor dwelling needs may be met by residents renting out spare capacity in their existing dwellings, facilitated by online platforms such as AirBnB and Stayz.*

Summary of visitor and tourist accommodation needs being met

In summary, the HNA2017 identified that if ongoing demand in total visitor nights continued in line with the 2.5% annual growth seen over the last decade, there would be significant additional demand for tourist/visitor dwellings to 2036. The HNA2017 identified that this kind of unchecked high growth demand would have to be offset (albeit not desriable) in a number of ways, including:

- *the development of the remaining tourist only sites*
- *further development of capacity within existing visitor areas, including Noosaville, Noosa Heads, Sunshine Beach and Peregian Beach*

- *increased occupancy of existing tourist accommodation*
- *residents moving out of resorts to free up capacity*
- *take up of secondary dwellings for short-term letting*
- *further increased use of dwellings for short-term letting*
- *use of vacant dwellings.*

2.5.1.4 Impacts on the provision of permanent resident housing

The overall findings of the HNA2017 concluded that future tourism demand could have a substantial impact on residential housing in the event of continued ongoing growth in tourism in line with that over the last decade. In particular, the further spread of visitor and tourist accommodation into residential areas and the movement of residents out of resorts was identified as contributing to further competition between residents and visitors for dwelling stock, displacement of residents and a lack of housing affordability.

Notwithstanding this, the HNA2017 stated it was an unlikely future scenario because of limited land supply, community reaction and inconsistency with Council's Local Economic Plan which seeks a sustainable future for tourism and a more diversified economy.

The HNA2017 stated:

> *…It will nevertheless be important that the limits of tourist accommodation sustainability in Noosa Shire are recognised, while encouraging the future growth of the tourism industry in more sustainable ways. An unsustainable future would result in likely further competition between residents and visitors, with a possibility of increased displacement of residents and increased lack of affordability of housing. Increased sustainability is in line with the policies of the Local Economic Plan, which looks beyond tourism-driven economic growth and employment, towards a more resilient and diversified economy…*

2.5.1.5 Industry regulation

At the time the HNA2017 was prepared, regulation of the short-term rental accommodation industry was in its infancy across Australia, with each state taking various approaches. Notably, Queensland did not have any statewide position on the matter, nor had any Queensland local governments. The Holiday Rental Industry Association was however, promoting the sustainable development and self-regulation of the industry with an industry code of conduct.

Despite this, many issues were emerging in the Noosa Community relating to short term accommodation and in 2019 Noosa Council sought to introduce a new local law to manage the ongoing use of short-term accommodation in Noosa Shire, which eventually took effect in February 2022. See Section 3.6.1 for more information.

2.5.2 Tourism Carrying Capacity Analysis April 2020

The HNA2017 attempted to estimate the quantum of tourist accommodation across Noosa Shire, and acknowledged the difficulty of the exercise, particularly with regard to dwellings being used for short-term accommodation.

To get a better more accurate understanding of the existing capacity and provision of all tourist accommodation across Noosa Shire, Council prepared a Tourism Carrying Capacity Analysis in early 2020 using a number of data sources to compile a list of properties identified and verified as undertaking some form of tourist /visitor accommodation.

The statistics discussed in this section are derived from that data. It should be noted that it was acknowledged that additional undetected dwellings were likely to be also undertaking short-term accommodation but could not be definitively verified at the time the analysis was undertaken.

The following data sources were used:

- Noosa Council rates database – properties identified as undertaking transitory accommodation and paying the tourism levy;
- Tourism Noosa survey of members – identified properties within resorts and unit complexes operating short-term accommodation;
- BNB Guard were engaged by Council to undertake website searches for properties listed as available for short-term accommodation on online booking platforms;
- online searches for properties listed as available for short-term accommodation including real estate and property management agencies, holiday management sites and online booking platforms.

The terminology used in describing various forms of tourist accommodation in the *Tourism Carrying Capacity Analysis* includes:

Short-term accommodation: This definition includes all forms of self-contained accommodation (dwellings) including dwelling houses, duplexes, townhouses and apartments, being used for visitors or tourists for less than 3 month stays.

Secondary dwellings: This definition refers to the use of a second self-contained dwelling on the same lot as another primary dwelling, for short-term accommodation, being the use of the secondary dwelling for visitors and tourists for less than 3 months.

Guest Suite: This definition refers to home hosted styles of accommodation including a room within a dwelling used for short-term accommodation, while the host remains in residences during the guest stay, being the use of the room for visitors and tourists for less than 3 months.

Hotel, motel, cabins, retreats: The use of these terms refers to other tourist and visitor accommodation with premises that are not self-contained within a hotel, motel, cabin or retreat style accommodation.

2.5.2.1 Supply, diversity and distribution of tourist accommodation

A total of 6,211 different tourist accommodation type dwellings/ sites/ suites/ rooms (including short-term accommodation of dwellings) and 315 backpacker beds were identified and verified as operating for commercial gain in Noosa Shire as part of the *Tourism Carrying Capacity Analysis* in April 2020.

As to be expected, the majority of tourist accommodation was located within the coastal area and concentrated around Noosa River and the beaches. A significant 76.7% of the tourist accommodation offer was provided in the form of short-term accommodation (self-contained dwellings) comprising apartments, townhouses and dwelling houses and to a lesser extent duplexes, secondary dwellings and home hosted accommodation. The most common type of dwelling used for short-term accommodation were apartments providing 43% of the total supply of tourist accommodation.

Whilst the hinterland / rural areas provided a diversity of tourist accommodation types, it represented a much smaller more dispersed percentage of overall tourist accommodation offer in Noosa Shire.

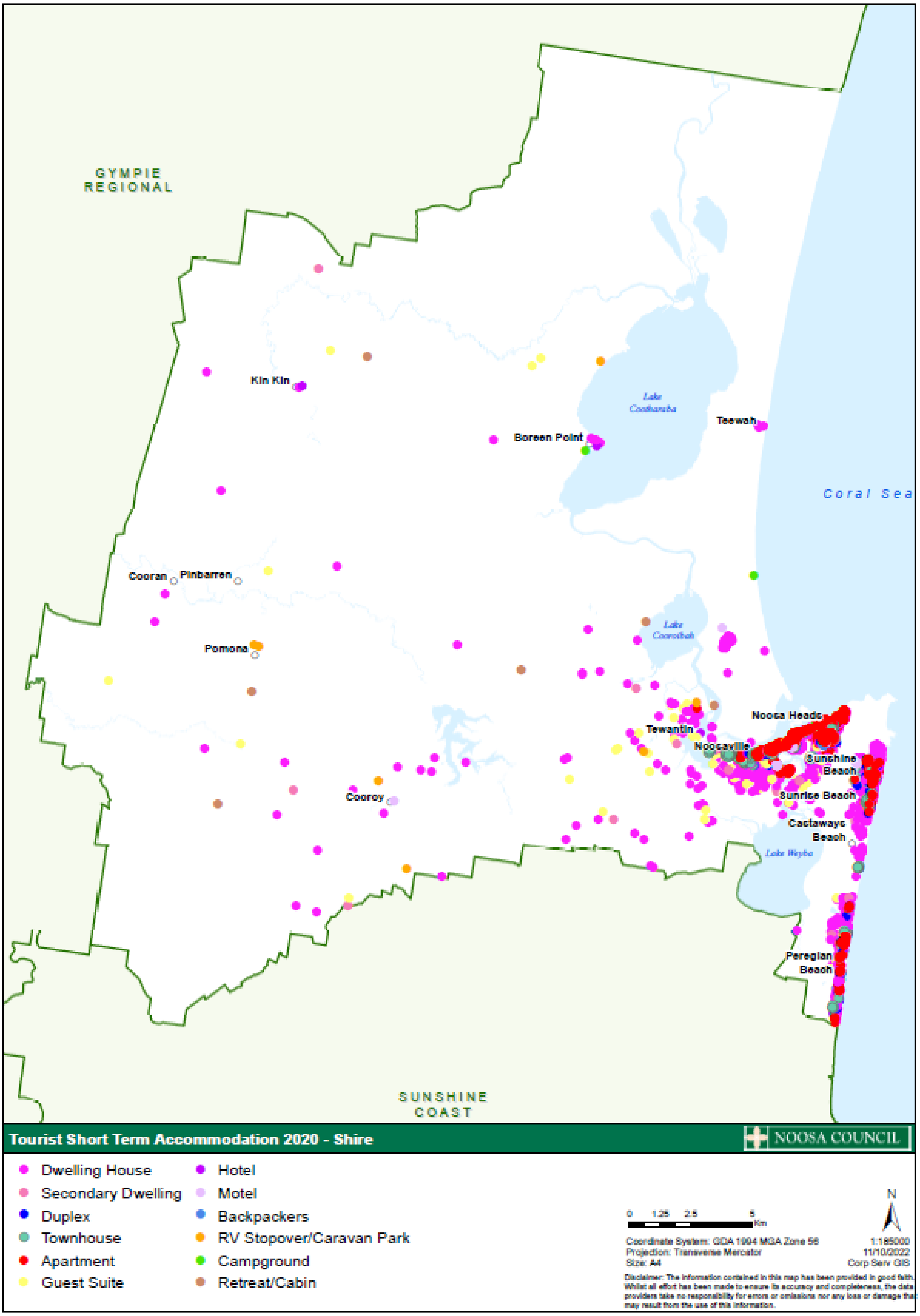
Of the total tourist accommodation offer across Noosa Shire, hotel and motel rooms and cabins contributed just 10.6% of all available accommodation, and camping, caravan and RV sites contributed 12.7%.

Table 17 provides a breakdown of accommodation types and number being used for tourist accommodation across Noosa Shire and as a percentage of total tourist accommodation. Map 1 shows the spatial distribution across Noosa Shire.

Table 17 Tourist accommodation in Noosa Shire- Source: Tourism carrying capacity data April 2020

Accommodation type	**Noosa Shire Totals**	**% of total tourist accommodation**
Dwelling house	885	14 %
Apartment	2712	44%
Townhouse	925	14.8%
Duplex	151	2.5%
Secondary dwellings	24	0.4%
Dwellings with guest suite	56	1%
Hotel & motel rooms, cabins	663	10.6%
Caravan sites, RV sites, Camp sites	795	12.7%%
TOTAL	**6211** **+315 Backpacker beds**	

Map 1 Tourist accommodation distribution across Noosa Shire



2.5.2.2 Dwellings used for short-term accommodation – supply, type and distribution

4,753 dwellings across Noosa Shire were identified and verified as being used for short-term accommodation, which included 80 properties using secondary dwellings for short stay letting or residents undertaking home hosted accommodation.

Of these, 4673 were entire dwellings used for short term accommodation on an ongoing basis. The use of dwellings for short-term accommodation was concentrated in the coastal urban area.

Of particular note, 29% of all residential rated properties in the coastal urban area of Noosa Shire were identified as being used for short-term accommodation comprising 3,788 multiple dwellings (apartments, townhouses and duplexes) and 885 dwelling houses. A very significant 45% of all residential rated properties in Noosa Heads were identified as being used for short-term accommodation.

Noosaville also had a significant portion of its residential rated properties being used as short-term accommodation (27%) and the smaller beachside suburbs of Sunshine Beach and Peregian Beach had 28% and 21% respectively, of residential rated dwellings being used as short-term accommodation.

Overall, multiple dwellings ranging from 1-3 bedrooms were the main dwelling type being used for short-term accommodation across the coastal urban area, with high concentrations in Hastings Street, Noosa Parade, Noosa Drive, Gympie Terrace, Sunshine Beach and Peregian Beach.

Whilst dwelling houses used for short-term accommodation were mostly concentrated around Noosa Sound, Noosa River and Sunshine Beach they were also consistently scattered throughout the balance of Noosaville, Noosa Heads and the stretch from Sunshine Beach to Peregian Beach. Table 18 outlines the type and number of dwellings used for short-term accommodation by location and as a percentage of total residential rated dwellings.

Dwelling type	Noosaville	Noosa Heads	Sunshine Beach	Sunrise Beach	Marcus Beach	Castaways Beach	Peregian Beach	Tewantin	Hinterland	TOTAL
Dwelling houses	136	224	148	48	25	19	149	34	102	**885**
Apartment	639	1663	279	48	5		77	2	0	**2712**
Townhouse	532	152	48	54	1	11	94	33	0	**925**
Duplex	24	22	41	14	6		42	2	0	**151**
Secondary dwellings	3	5	2	2	1		4	3	4	**24**
Home hosted	15	12			1		4	15	9	**56**
TOTAL dwellings used for STA	**1349**	**2078**	**518**	**166**	**39**	**30**	**370**	**89**	**115**	**4753**
Total Residential Rated Dwellings	**5012**	**4654**	**1827**	**1736**	**377**	**307**	**1790**	**4570**	**7864**	**28218**
% residential rated dwellings used for STA or HH	**27%**	**45%**	**28%**	**9.5%**	**10%**	**10%**	**21%**	**2%**	**1.5%**	**17%**
	29% of residential rated properties in coastal urban area used for STA or home hosted (excl Tewantin)									

Table 18 Dwellings used for short-term accommodation by location- Tourist accommodation carrying capacity data April 2020

2.5.2.3 Dwellings used for short-term accommodation by zones

A significant majority (80%) of all short-term accommodation dwellings were located in a residential zone under NP2006 being the – Detached Housing, Semi-attached Housing and Attached Housing zones. The Visitor Mixed Use Zone, whilst its main purpose was for visitor and tourist accommodation, contained just 20% of the supply of short-term accommodation. Table 20 outlines the type and number of dwellings used for short-term accommodation by zone within NP2006.

Table 19 Dwellings used for short-term accommodation Noosa Plan 2006 zones

Zone	dwelling houses	duplexes	townhouses	apartments	Secondary dwellings	Guest suites	TOTAL dwellings used for short-term accommodation
Detached house	694	27	23	57	**18**	**42**	**861**
Semi Attached	83	94	222	389		**3**	**791**
Attached housing	16	28	676	1488	**2**	**2**	**2212**
Visitor mixed use	53	1	3	776			**833**
Village Mixed Use	1						**1**
Rural Settlement	20	0	0	0	**2**	**3**	**25**
Rural	16	0	0	0	**2**	**9**	**24**
Business centre	**1**	**1**	**1**	**0**			**3**
Community	**1**	**0**	**0**	**0**			**1**
Totals	**885**	**151**	**925**	**2,710**	**24**	**56**	

Note: Any variations in data between tables is a result of lot cancellations between time period of data analysis.

2.5.2.4 Short term accommodation by location

A breakdown of the short term accommodation available in each location in Noosa Shire is provided in the proceeding sections. Data provides a breakdown of short term accommodation within each zone under NP2006.

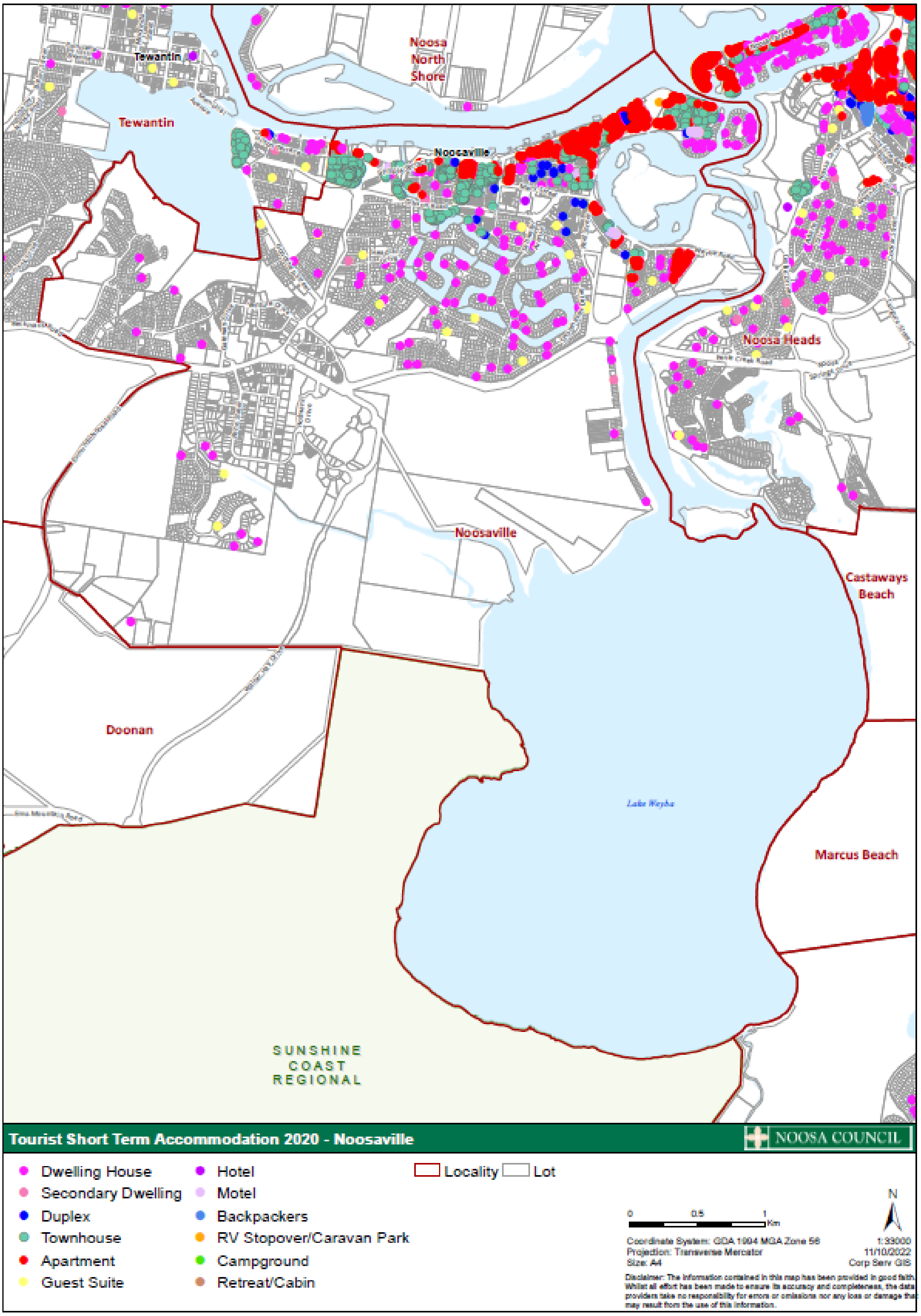
Noosaville

Overall, Noosaville had a mix of visitor accommodation types with 150 motel / hotel style rooms and 130 caravan / camp sites and 1,322 short-term accommodation dwellings. The highest concentration was along and around Noosa River and Gympie Terrace, however short-term accommodation dwellings were also scattered throughout the Detached Housing zone, particularly in Noosa Waters and areas close to the river. 26% of the total dwelling stock in Noosaville was identified as being used fort short-term accommodation with a significant 88% of them located in a residential zone and only 12% in the Visitor Mixed Use zone.

*Table 20 Dwellings used for **short-term** accommodation Noosa Plan 2006 Noosaville*

Zone	Dwellings used for STA	Guest suite	Secondary dwelling
Detached Housing zone	127	14	3
Semi-attached housing zone	42	1	
Attached housing	1003		
Visitor mixed use	155		
Rural Settlement	1		
Business centre zone	3		
Open Space and Environment zone			
Totals	**1331**	**15**	**3**
Total use of dwellings for STA	**1349**		
Total Res rated Dwellings	**5102**		
% STA (includes guest suite and secondary dwellings)	**26%**		

Map 2 Noosaville



Noosa Heads

Noosa Heads had the highest concentration of visitor accommodation with 434 motel / hotel style rooms available and 208 backpacker beds. 45% of the dwelling stock was identified as being used for short-term accommodation in Noosa Heads with 70% located in a residential zone. The highest concentration of short-term accommodation was in Hastings Street, Noosa Sound and along Noosa Drive.

Table 21 Dwellings used for short-term accommodation Noosa Plan 2006 Noosa Heads

Zone	Dwellings used for STA	Guest suite	Secondary dwelling
Detached Housing zone	246	11	5
Semi – Attached Housing zone	351	1	
Attached Housing zone	841		
Visitor Mixed Use zone	623		
Community Services zone			
Totals	**2061**	**12**	**5**
Total use of dwellings for STA	**2078**		
Total Res rated Dwellings	**4645**		
% STA (includes guest suite and secondary dwelling)	**45%**		

Sunshine Beach

28% of the dwelling stock was identified as being used fort short-term accommodation in Sunshine Beach with 99% of those dwellings located in a residential zone. The highest concentration of short-term accommodation was around Duke Street however they were fairly evenly distributed throughout the balance of the area. 19 motel style rooms and 107 backpacker beds were also available.

Table 22 Dwellings used for short-term accommodation Noosa Plan 2006 Sunshine Beach

Zone	Dwellings used for STA	Guest suite	Secondary dwelling
Detached Housing zone	134		2
Semi-attached Housing zone	132		
Attached Housing zone	245		
Visitor Mixed use zone	5		
Totals	**516**		**2**
Total use of dwellings for STA	**518**		
Total Res rated Dwellings	**1827**		

Zone	Dwellings used for STA	Guest suite	Secondary dwelling
% STA (Including guest suites and secondary dwellings)	**28%**		

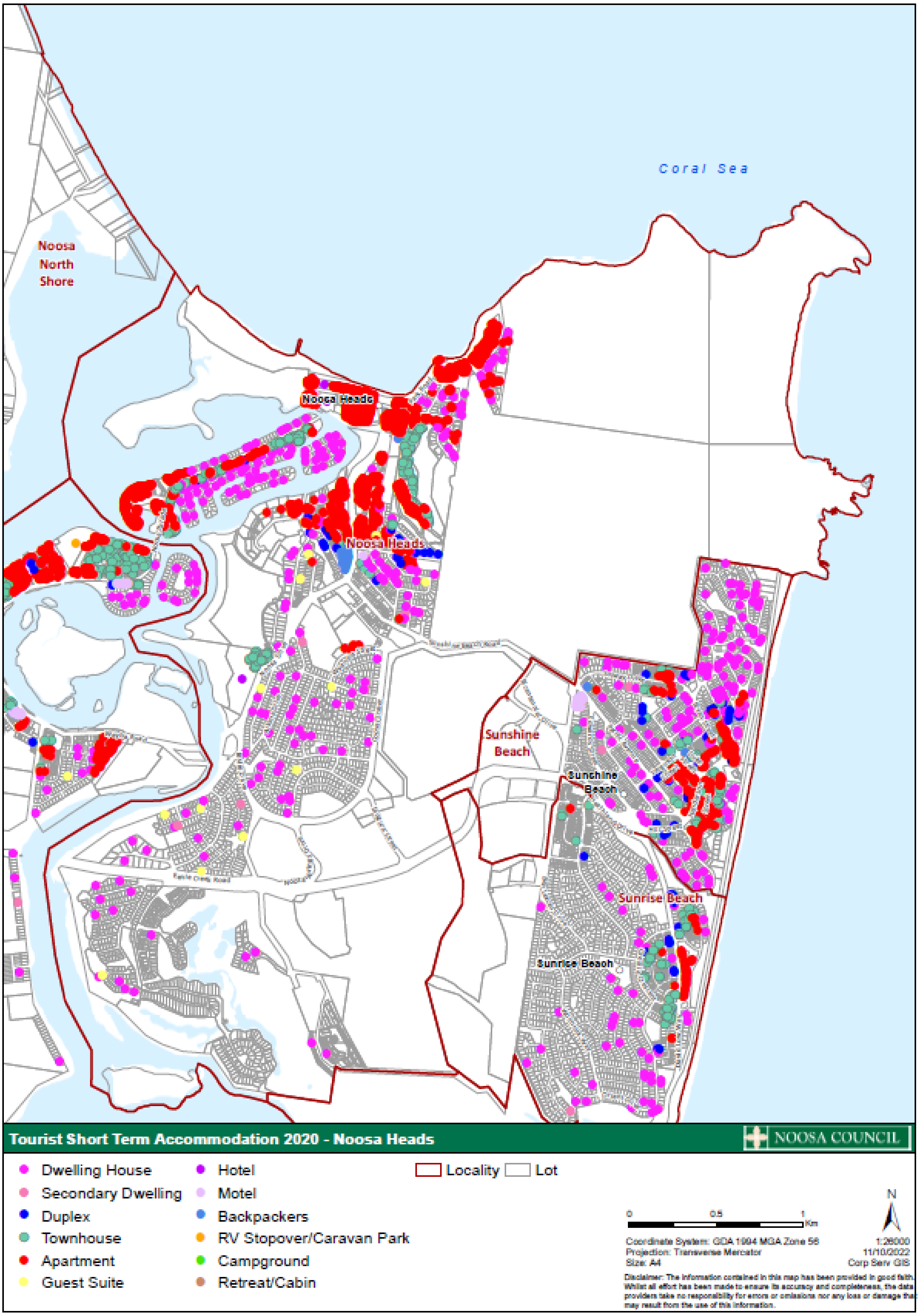
Sunrise Beach

9.5% of the dwelling stock was identified as being used for short-term accommodation in Sunrise Beach, all located in residential zones. The highest concentration of short-term accommodation was around David Low Way. There were no other forms of tourist / visitor accommodation in the area.

Table 23 Dwellings used for short-term accommodation Noosa Plan 2006 Sunrise Beach

Zone	dwellings used for STA	Guest suite	Secondary dwellings
Detached Housing zone	44		1
Semi-attached housing zone	64		
Attached Housing zone	56		1
Totals	**164**		**2**
Total use of dwellings for STA	**166**		
Total Res rated Dwellings	**1736**		
% STA (including guest suites and secondary dwellings)	**9.5%**		

Map 3 Noosa Heads, Sunshine Beach and Sunrise Beach



Marcus Beach / Castaways Beach

10% of the dwelling stock was identified as being used for short-term accommodation in Marcus Beach/ Castaways Beach, all located in a residential zone. There were no other forms of tourist / visitor accommodation in the area. The highest concentration of short-term accommodation was on the eastern side of David Low Way.

Table 24 Dwellings used for short-term accommodation Noosa Plan 2006 Marcus / Castaways Beach

Zone	dwellings used for STA	Guest suites	Secondary dwellings
Detached Housing zone	44	1	1
Semi-attached Housing zone	23		
Totals	**67**	**1**	**1**
Total use of dwellings for STA	**69**		
Total Res rated dwellings	**684**		
% STA (including guest suite and secondary dwellings)	**10%**		

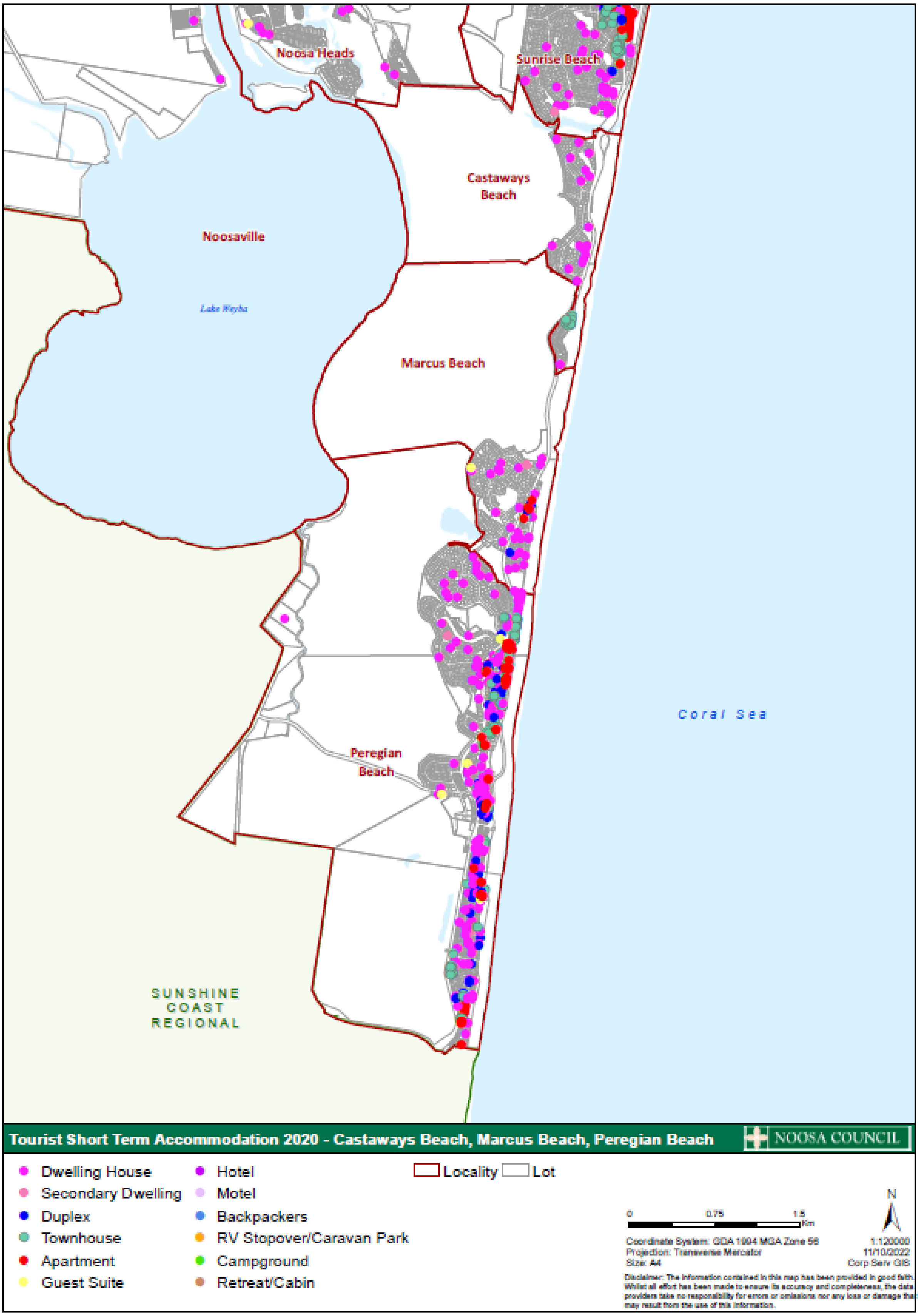
Peregian Beach

20% of the dwelling stock was identified as being used for short-term accommodation in Peregian Beach, all located in a residential zone. The highest concentration of short-term accommodation was along the eastern side of David Low Way. 10 motel style rooms were also available.

Table 25 Dwellings used for short-term accommodation Noosa Plan 2006 Peregian Beach

Zone	dwellings used for STA	Guest suites	Secondary dwellings
Detached Housing zone	154	3	4
Semi-attached Housing zone	176	1	
Attached Housing zone	31		
Rural Settlement zone	1		
Totals	**362**	**4**	**4**
Total Res rated Dwellings	**1790**		
Total use of dwellings for STA	**370**		
% STA (including Guest suites and secondary dwellings)	**20%**		

Map 4 Marcus Beach, Castaways Beach and Peregian Beach



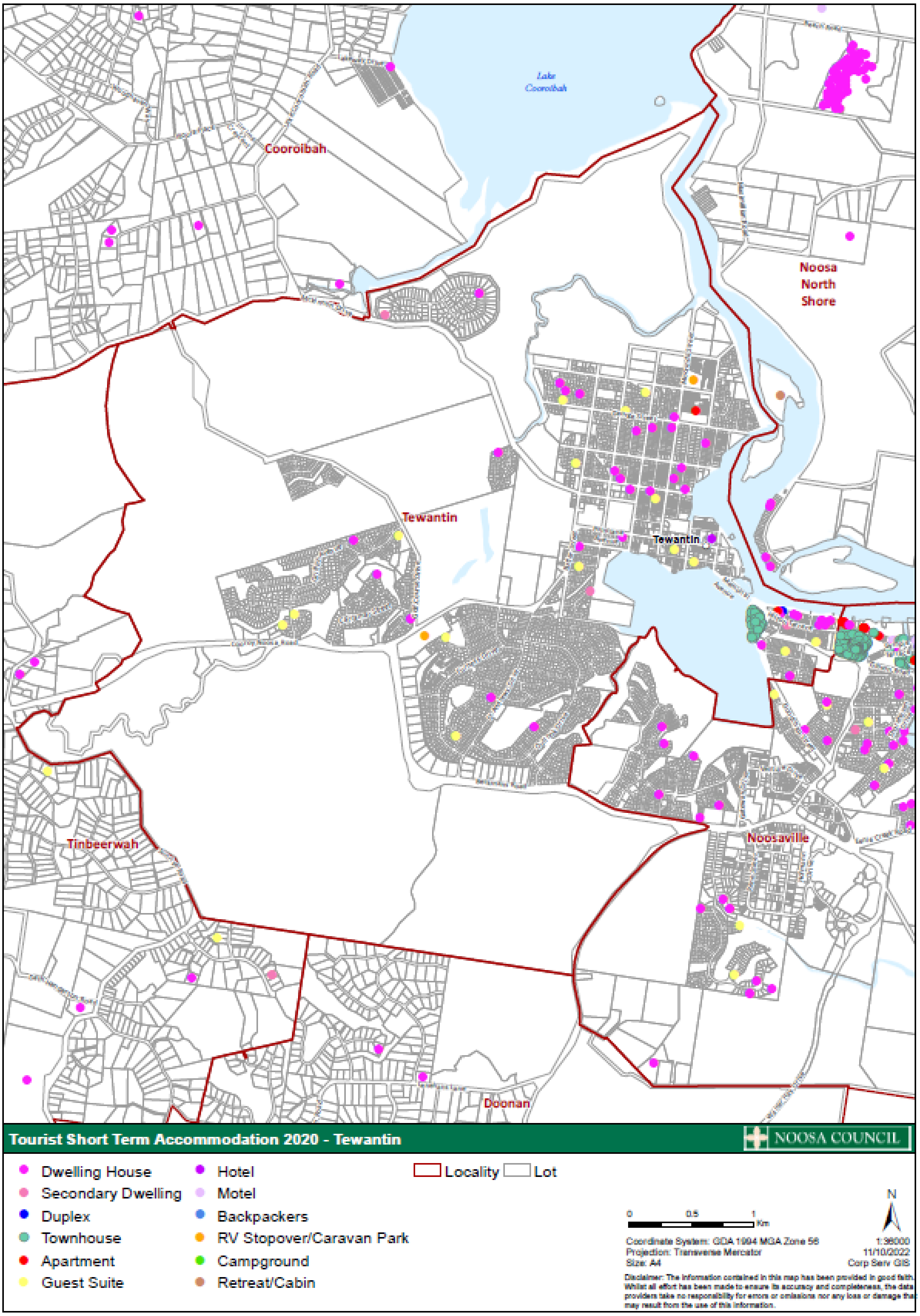
Tewantin

2% of the dwelling stock was identified as being used for short-term accommodation in Tewantin, all located in a residential zone. 10 hotel style rooms and 278 caravan / camp sites were also available. The highest concentration of short-term accommodation was in "old" Tewantin.

Table 26 Dwellings used for short-term accommodation Noosa Plan 2006 Tewantin

Zone	dwellings used for STA	Guest Suites	Secondary dwellings
Detached Housing zone	37	13	2
Semi-attached Housing zone	1		
Attached Housing zone	33	2	1
Business Centre			
Recreation and Open Space			
Totals	**71**	**15**	**3**
Total use of dwellings for STA			
Total Res rated dwellings	**4570**		
% STA (including guest suites and secondary dwellings)	**2%**		

Map 5 Tewantin



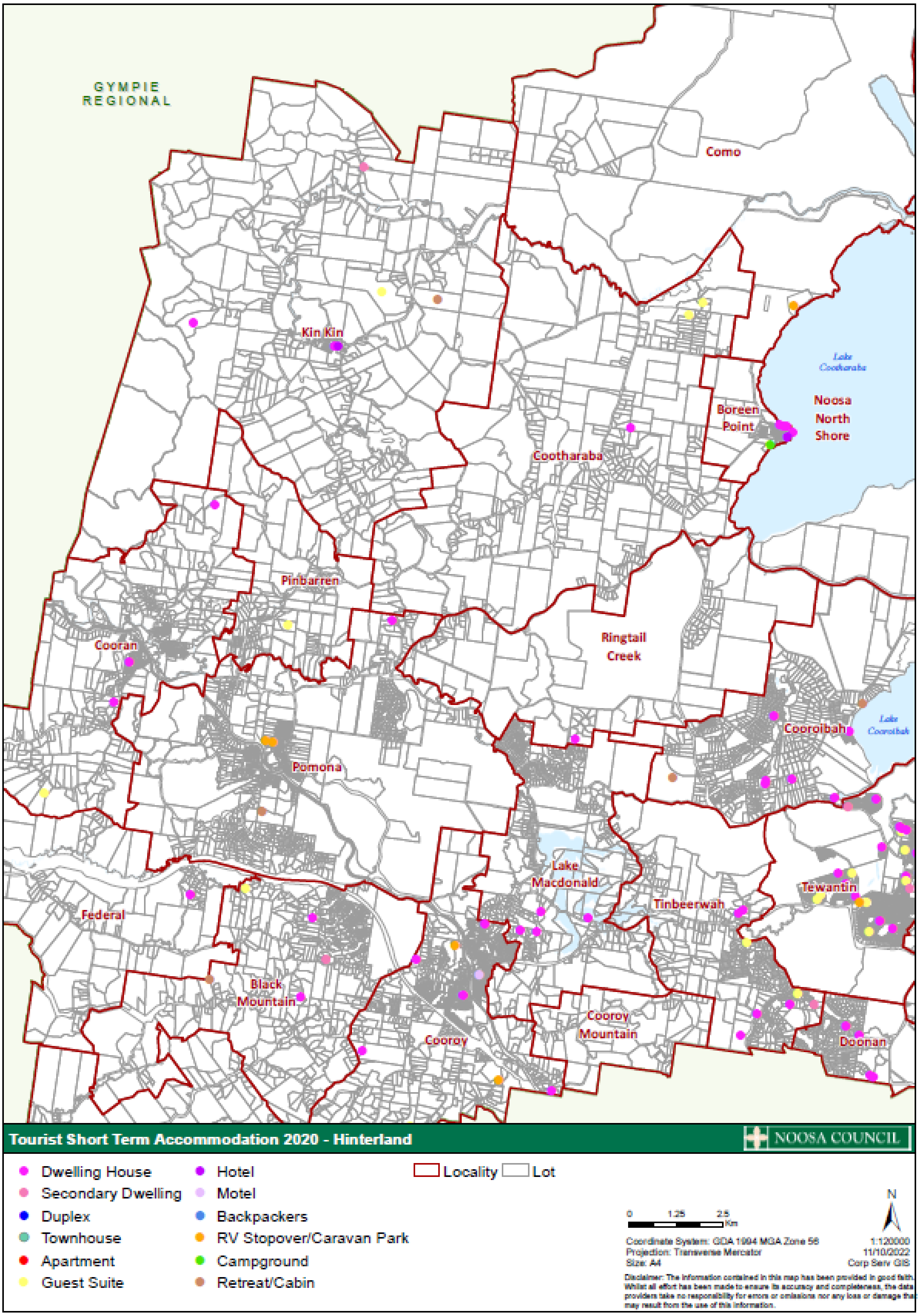
Hinterland / Rural Areas

101 dwellings were used for short-term accommodation with 50% located in the Visitor Mixed Use zone on Noosa North Shore and the balance mostly located in the Rural and Rural Settlement Zones. The hinterland / rural area had a diverse range of visitor accommodation including hotel and motel rooms, retreat / cabins, camping, caravanning and RV stopover sites. 0.6 % of the dwelling stock was identified as being used fort short-term accommodation in the greater hinterland / rural area with majority located in the rural and rural residential zone.

Table 27 Dwellings used for short-term accommodation Noosa Plan 2006 Hinterland Rural

Zone	dwellings used for STA	Guest Suites	Secondary dwellings
Detached Housing zone	12		
Visitor Mixed use zone	51		
Village Mix zone	1		
Rural Settlement	20	3	2
Rural zone	16	6	2
Business centre			
Open Space and Environment			
Community Services zone	1		
Totals	**101**	**9**	**4**
Total use of dwellings for STA	**114**		
Total properties	**7864**		
% STA (including guest suites and secondary dwellings)	**1.5%**		

Map 6 Hinterland Rural



2.6 The Noosa Plan 2006 – Housing, tourism and visitor accommodation

The former Noosa Plan 2006 (NP2006) was originally prepared under the provisions of the *Integrated Planning Act 1997* then subsequently updated by a number of amendments including amendments to comply with the *Sustainable Planning Act 2009* and *Planning Act 2016*. NP2006 was in place from February 2006 and was superseded by the commencement of Noosa Plan 2020 on 31 July 2020.

The provisions contained in NP2006 directly influenced the development outcomes as they related to the provision and types of housing for permanent residents and all forms of visitor accommodation, including short term accommodation, during this period.

At the time of its preparation, NP2006 was prepared and informed by 2001 census data and other background studies, many of which are now over 20 years old. The 1997 Strategic Plan provided NP2006's platform, having introduced a "population cap" - a population carrying capacity which could be supported within the planned infrastructure whilst maintaining its environmental values.

NP2006, like other IPA-based planning schemes, did not include a substantial Strategic Plan, but a brief overall *Strategic Framework and Community Vision*.

The relevant provisions from NP2006 are outlined and discussed below for their implications on housing, visitor accommodation, economy -tourism and the community generally.

2.6.1 Community Vision

NP2006 had an admirable vision that the community and tourism industry would work well together and that Noosa was internationally recognised as an innovator in achieving interdependent, economic, social and environmental sustainability. The Community Vision stated that by 2021 Noosa Shire would be as renowned for its focus on people as well as its focus on the environment and tourism. Whilst the vision identified a continued emphasis on the tourism and hospitality sectors, it also identified growth in other industries.

Despite this vision, the various provisions within NP2006 may not have successfully backed this up, particularly around securing housing for permanent residents, the hierarchy of landuses and the competition and conflict between residential and tourist accommodation.

Relevant sections from the *Community Vision* are contained in Appendix 5 to this report.

2.6.2 Strategic Framework

The strategic framework stated the urban areas of Eastern Beaches, Noosa Heads, Noosaville and Tewantin accounted for about 75% of Noosa's resident population but were the areas most affected by visitor influx.

With regard to the strategies for residential development, the Strategic Framework spoke of a variety of housing types being allowed for with higher densities encouraged in proximity to centres. However, the strategies focused more on the urban settlement pattern and sustainable development outcomes rather than the overall provision of housing for permanent residents.

It stated that population growth and associated change should not adversely impact the character, lifestyle and environment enjoyed by residents, with a sustainable resident population carrying capacity of 62,031 people. However, the strategic framework also recognised Noosa's population would swell to 67,275 people from visitors during holiday peaks.

The Strategies for visitor facilities were quite detailed with Noosa Heads and Noosaville identified as the principal focus for visitor accommodation growth with some sites identified for visitors only, at the exclusion of permanent residents. Visitor accommodation zones, in Sunshine Beach, Peregian Beach, as well as Noosaville and Noosa Heads, were additionally identified for visitor accommodation with a mix of business to benefit visitors. The streetscape and built form in these areas was identified as particularly important as having a direct effect on the character of Noosa – and therefore the tourism industry.

Visitor attractions were identified throughout Noosa shire focused on the natural assets.

Various forms of visitor accommodation in the rural and hinterland areas were also envisaged by NP2006.

Relevant strategies from the Strategic framework are contained in Appendix 5 to this report.

2.6.3 Desired Environmental Outcomes

The desired environment outcomes of NP2006 were based on ecological sustainability as defined by the Integrated *Planning Act* at the time of its preparation, requiring development to achieve the outcomes. The only relevant DEO's for this report were residential uses and tourism. Interestingly the DEOs had more to say about tourism and the provision visitor accommodation than housing for permanent residents.

Residential DEOs

The key Residential DEOs relevant to this report sought to provide Noosa's population with access to a broad range of safe, secure and affordability housing catering to current and projected populations and responding to the changing housing needs of the community, whilst also being separated from incompatible land uses and not impacting the amenity of residential neighbourhoods.

The DEOs also stated that urban and rural settlement not only satisfy the needs and aspirations of residents, but in many cases also meet the requirements of visitors.

Tourism DEOs

The Tourism DEOs focused on what tourism development should achieve including contributing to the economic well being of Noosa Shire, and (optimistically) benefitting local residents and enhancing residential amenity.

The DEOs sought to retain a range of visitor accommodation choices which included camping grounds, caravan parks, backpacker hostels, hotels, motels, resorts, B&Bs, guesthouses and serviced apartments, and that development should avoid mixing long term accommodation for residents with short-term accommodation for visitors to avoid potential conflicts and the erosion of visitor accommodation.

The DEOS also stated development was to reduce impacts on resident lifestyle and visitor experiences from peak tourist periods by spreading visitor load over longer periods.

Overall the Residential and Tourism DEOs were somewhat conflicting by seeking to provide both access to a broad range of affordable housing for Noosa's population, but at the same time meeting the accommodation requirements of visitors. The interrelationship between the two uses were not fully appreciated and avoiding mixing residents was more about the erosion of visitor accommodation and the visitor experience, rather than the erosion of resident housing or residential amenity.

These DEOs were somewhat in response to visitor accommodation showing strain due to owners permanently occupying or permanently renting units impacting the operation of management right business and tourist activities in resorts. Interestingly, the potential erosion of visitor accommodation appeared to be more important than the provision of housing for residents at the time. Conversely, impacts from visitors occupying traditional residential neighbourhoods had not been felt.

It was acknowledged within the extrinsic material that:

> *The Shire's urban and rural settlements not only satisfy the needs and aspirations of residents, but in many cases meet the requirements of visitors. This extends to residents and visitors being attracted to the same forms of accommodation, which can cause some level of conflict…*
>
> *The retention of a range of visitor accommodation choices is important to the economy of Noosa Shire. The loss of visitor accommodation to permanent residential housing reduces visitor choice and has a negative effect on the economy...*
>
> *Mixing long-term accommodation for residents with short-term accommodation for visitors is avoided because it erodes the visitor accommodation base and has potential to cause conflicts…*
>
> *While the tourism economy is focused on natural low-key outdoor appeal and cultural values, the views of Noosa Shire residents are often the best indicator of impacts that would adversely affect the Shire's core values…*
>
> *Peaks within the tourism cycle generate significant impacts on residents' lifestyle and visitors' experiences, due to the large increase in people in the Shire. Therefore market emphasis has been directed to the Shire's natural core values and to a spread of visitor load across lengthy periods, as distinct from a focus on main holiday periods…*

Overall, NP2006 DEOs appeared to primarily seek the positive benefits and outcomes from tourism (which is supported) but failed to foresee the potential negative impacts and include mitigating provisions around that. In particular, the protection of residential housing stock and residential amenity of permanent residents was not clear.

The 1997 Strategic Plan was clearer in terms of the hierarchy of landuses and impacts on residential amenity (but was silent on housing supply), - that while the visitor accommodation base drew from a mix of permanent and visitor accommodation in houses and units, where conflict arose due to this mix, the protection of residential amenity would prevail (S27.7.7). This intent was not clearly carried through into NP2006.

The relevant desired environmental outcomes (DEOs) for residential uses and tourism are contained in Appendix 5 to this report. There were no specific economic or community / societal outcomes.

2.6.4 Locality plans – overall outcomes and zone outcomes

NP2006 comprised nine different locality plans, and while structurally similar, the outcomes and zones differed in landuse outcomes for permanent residents and visitors.

Historical development and approvals somewhat influenced how the development outcomes and tables of assessment were drafted and the zones spatially applied in NP2006. This was particularly the case for existing larger resorts scattered throughout Noosaville and Noosa Heads.

Each locality envisaged some form of visitor accommodation and tourist activities mixed with permanent residents, with supporting services and facilities for both residents and visitors. Whilst visitor accommodation and tourist activities were supported throughout Noosa Shire, they were more intensely focused on the coastal urban areas including Noosaville, Noosa Heads, Eastern Beaches and to a much lesser extent Tewantin. Less intense and more low key, sustainable and environmentally focused visitor accommodation and tourist developments were supported in the hinterland localities.

Accommodation for both residents and visitors was often referred to as "residential development" or "residential uses" in the zone outcomes, confusing the zone intent. However further reference to the use of the premises for either residents or visitors was generally elaborated on.[1]

The outcomes sought by NP2006 in the various localities as relevant to short-term visitor accommodation, tourism, housing, economy and community are discussed below and extracts from NP2006 are contained in Appendix 5 to this report.

2.6.4.1 Noosa Heads

Noosa Heads was clearly identified as the principal focus area for visitors, including visitor accommodation. A mix of residents and visitors throughout the locality was envisaged, with a greater focus in some areas for visitors as a priority over residents including Hastings Street and Noosa Hill. The Business centre sought to cater for the needs of both visitors and local residents with Hastings Street providing for entertainment and dining interests for visitors.

The outcomes sought residents to be accommodated in both detached and attached housing with a high level of residential amenity, convenience and accessibility to services.

2.6.4.2 Noosaville

Like Noosa Heads, many of the outcomes for Noosaville were dominated by visitor or visitor accommodation outcomes, including large significant development sites identified for future resort developments at the exclusion of permanent residents and areas north of Gibson Road identified as a focus for visitor accommodation. Notwithstanding this, Noosaville was also identified as providing for much of Noosa’s commercial, retail, administrative, industrial and social needs, as well as being the major focus for visitor accommodation and services.

Residents were identified as being housed in both detached and multiple housing with a high level of residential amenity, however it was recognised that some areas in the attached housing zone predominantly serviced visitors and a general mix of visitors and residents was envisaged.

2.6.4.3 Eastern Beaches

The overall outcomes for Eastern Beaches emphasised permanent residential uses in Sunrise, Marcus and Castaways Beaches. Visitor accommodation was still a significant use mixed with permanent residential in Sunshine Beach and Peregian Beach, and specific reference is made to the protection of low-cost accommodation for visitors (backpacker hostels and caravan parks). Multiple dwellings were identified as a housing type for both permanent residents and visitor occupation.

2.6.4.4 Tewantin & Doonan

Away from the coastal and river areas, the emphasis on visitors decreased, with the primary role of Tewantin and Doonan providing for permanent residents. Tewantin and Doonan localities had a greater focus on permanent residents and housing, with visitor accommodation limited to specific existing resort locations, caravan parks and small scale accommodation within rural locations. The Noosa Harbour Marine Village also gets specific reference for visitor and resident entertainment, dining and boating-related activities.

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[1] Within the dictionary of the scheme “Residential Uses” included detached houses, multiple housing and visitor accommodation.

2.6.4.5 Noosa North Shore

The overall outcomes for Noosa North Shore had more to say about the range and type of visitor accommodation but less to say about permanent residents. A range of low key visitor accommodation types were envisaged including a hotel, caravan park, camp grounds and other built accommodation.

Residents and rural residential home site were focused along Noosa River.

Whilst Noosa North Shore was to accommodate a range of visitor accommodation and experiences, the mix between residents and visitors was less likely as housing for permanent residents were in locations further removed from visitor activities.

2.6.4.6 Boreen Point, Kin and Cootharaba

Boreen Point, Kin and Cootharaba focused on providing for both residents and visitors. Sustainable visitor accommodation and tourist development compatible with environment was envisaged. Commercial activities were primarily to focus on the day to day needs of residents and to a lesser degree visitors.

2.6.4.7 Cooroy & Lake Macdonald

Cooroy and Lake Macdonald were identified as a rural settlement and surrounds for permanent residents with a high level of residential amenity, however appropriate visitor accommodation tourist development compatible with the environment was also envisaged.

2.6.4.8 Mary River Catchment

The Mary River Catchment was identified for residents, however sustainable visitor accommodation and tourist developments compatible with the environment was also envisaged.

2.6.4.9 Cooroibah

Cooroibah was identified as an area for rural residential development and a concentration of residents. Visitor accommodation was identified as focusing on the camp ground, small cabin parks and bed and breakfast style accommodation.

2.6.5 Definitions

The landuse definitions in NP2006 that influenced residential and visitor accommodation outcomes specifically included:

- detached house
- multiple housing
- visitor accommodation

These definitions are contained in Appendix 5 to this report and discussed below.

2.6.5.1 Detached house

The definition for a "detached house" legally allowed for interchangeable use for long term occupation by permanent residents or short-term use by visitors. However, the widespread use of detached houses for commercial short-term use was never envisaged by the authors of NP2006.

Historically, the use of detached house for short-term use was not a problem, as they were few, managed by agents or used as holiday homes and generally not let for commercial gain. They were scattered mostly throughout the beach or river areas with little impact on residential amenity, housing supply or affordability.

With the explosion of online booking platforms like Airbnb, the short-term use of detached houses became an investment proposition and rapidly spread throughout the Detached Housing Zone, mainly in the coastal areas but also in more remote communities such as Boreen Point, Teewah and other parts of Noosa North Shore. As the use of houses for short-term accommodation increased, housing supply for residents was affected as was housing affordability. Whilst most of these dwellings were removed from the permanent rental market, some properties were offered for intermittent longer stays of 3 + months to permanent residents then returned to short-term letting in high seasons. It also impacted residential amenity, some streets significantly.

Short-term rental income outperformed the income from long term rental investment properties and provided owners a fully furnished holiday house to use between commercial short-term lets. This became particularly popular with interstate owners or those from Brisbane.

From a housing supply and monitoring perspective, the interchangeable use of detached houses for use by either visitors or residents hampered the ability to measure both existing and future housing stock to meet the housing needs of residents and the supply of tourist accommodation.

This interpretation and application of the detached house definition also lead to long term consequences with properties operating short-term accommodation enjoying existing use rights beyond the life of NP2006.

2.6.5.2 Multiple housing

Prior to NP2006 coming into effect, a “multiple dwelling” allowed for interchangeable use for long term occupation by permanent residents or short-term use by visitors. Given most units were approved prior to NP2006, the majority of units (apartments, villas, townhouses, flats) in Noosa have interchangeable use rights for both permanent and short-term visitor accommodation.

These interchangeable use rights have resulted in buildings complexes and resorts accommodating both permanent residents and visitors, often creating landuse conflict. This also lead to an unknown quantum of housing stock at any time for permanent residents or visitors, with dwellings moving between permanent and short-term visitor use without further planning approval. In addition, resort operators with onsite management rights had concerns about changing letting pool stock and complaints from onsite permanent residents impacted by visitors.

Some larger resort sites were specifically approved for visitor accommodation and conditioned to short-term occupation less than 3 months at the exclusion of permanent residents. However due to the lack of permanent residential supply, some units were occupied by permanent residents attempting to get around the maximum 3 month visitor stay.

NP2006 introduced a new definition for *multiple housing* which removed the inclusion of visitor accommodation from the definition. Consequently, multiple housing approvals issued under NP2006 were for permanent residents only. This was a positive move towards eliminating the potential conflict between visitors and permanent residents in new development and protected future multiple housing stock for permanent residents. However, the number of approvals issued were few as a percentage of overall housing stock. There were however a small number of approvals issued allowing for both multiple housing and visitor accommodation.

Notably the Multiple Housing definition was inclusive of accommodation units, which by definition are not self contained.

Residential approvals

During the operation of NP2006, 100 approvals yielded 220 Multiple Housing Type 2 Duplex dwellings across Noosa Shire. 80 Multiple Housing Type 4 - Conventional dwellings were approved in Cooroy, 34 in Tewantin and 75 dwellings in Noosaville which included 30 dwellings in Hofmann Drive within the Noosa Business Centre. Noosa Heads had 2 significant approvals with 44 dwellings approved at Resort Drive (Parkridge) and 22 dwellings at Serenity Close (Settler's Cove).

189 secondary dwellings were also constructed under the definition of a detached house.

Table 28 Residential approvals NP2006

Approval type	Number of approvals	Number of Dwellings	Beds
Multiple Housing Type 2 Duplex	100	220	
Multiple Housing Type 3 Retirement.	7	444	182
Multiple Housing Type 4 Conventional	37	268	
Ancillary / Secondary dwellings	189	189	

2.6.5.3 Visitor Accommodation

NP2006 introduced a specific definition for visitor accommodation. Visitor accommodation approvals excluded the premises' occupation by permanent residents effectively protecting visitor accommodation stock and reducing potential landuse conflict.

Four Visitor accommodation types were included in NP2006 catering for home hosted accommodation, caravan parks, rural accommodation and conventional tourist accommodation which included resorts, hotels, motels, hostels, dwelling units and accommodation units.

Whilst the planning scheme prior to NP2006 included bed & breakfast style accommodation, the Type 1 Home Hosted definition in NP2006 further opened opportunities for home hosted accommodation in a dwelling house, subject to impact assessment. Rural accommodation allowed for rural based accommodation including cabins, guest houses and retreats, subject to impact assessment where there was a connection to rural production, environment or scenic values.

Despite development approval being required for home hosted and rural accommodation, the introduction of online booking platforms saw both these uses occur unregulated without approval.

Visitor accommodation approvals

192 Visitor Accommodation Type 4 – Conventional dwellings were approved at Viridian in Noosa Heads and 52 dwellings at Peregian Beach. Significantly, 263 hostel beds were approved in Noosaville, Sunshine Beach and Noosa Heads, 24 cabins at Noosa North Shore and 40 caravan / RV sites. Whilst only 8 approvals were issued for home hosted accommodation, it was known that quite a number of properties were operating without an approval.

Table 29 Visitor Accommodation approvals NP2006

Approval type	Number of approvals	Number of dwellings	Rooms / Beds / sites / cabin
Visitor Accommodation Type 1 Home hosted	8	8	
Visitor Accommodation Type 2 Caravan Park	2		40 sites
Visitor Accommodation Type 3 Rural	9	30	8 guest rooms
Visitor Accommodation Type 4 Conventional	12	278 (including 20 refurbs)	263 hostel beds 24 cabins
TOTAL	**31**	**316**	**335**

Visitor Accommodation & Residential approvals

Two approvals were issued where both Visitor Accommodation Type 4 Conventional and Multiple Housing Type 4 were issued allowing for both permanent residential occupation and short-term accommodation.

Table 30 Mixed visitor accommodation and residential approvals NP2006

Approval type	Number of approvals	Number of dwellings
Visitor Accommodation Type 4 Conventional & Multiple Housing Type 4	2	13
TOTAL	**2**	**13**

2.6.6 Zone provisions

Prior to the 2006 Planning scheme, urban residential land was either Village Residential, Residential Single Unit, Residential Low Density, Residential Medium Density, Residential High Density or Special Residential. Despite six residential zones many resorts, caravan parks, group housing development, relocatable home parks, aged care and retirement housing were developed through “spot rezonings” to Special Facilities and subject to a specific plan of development. This was not uncommon for Queensland Planning schemes of that era, but led to very ad hoc zoning maps.

The application of zones in NP2006 was based on the 1997 Strategic Plan Preferred Dominant Land Use designations. It took a broader (smoother) approach and went from 20 landuse zones down to 14. The myriad of scattered residential and visitor accommodation developments within the Special Facilities zone were typically allocated the Attached Housing Zone, or in the case of key visitor centres like Hastings Street, Gympie Terrace, Sunshine Beach and the Noosa North Shore resort site, the Visitor Mixed Use Zone. It was not the intention to retain a site by site speckled pattern to zonings, despite the established land use pattern having such characteristics.

Given the continued mix of residents and visitors, with many sites having enshrined use rights for both, there was considerable blurring of the line between permanent residential neighbourhoods and visitor accommodation, particularly as most accommodation consisted of strata titled dwellings, rather than traditional motel or hotel style accommodation under single ownership. Therefore, this mix existed with single buildings as well as neighbourhoods.

Each zone is further discussed below.

The **Detached Housing Zone** allowed for home-hosted bed and breakfast style accommodation, subject to impact assessment, however a detached house was allowed to be used for short-term accommodation without further planning approval. Detached houses were identified as housing permanent residents, however the detached housing zone did not emphasise the protection of housing exclusively for permanent residents. The zone sought a high level of residential amenity, however this was difficult to achieve in cases where the number of dwellings operating short-term accommodation was high in particular areas.

The **Semi-attached Housing Zone** only allowed for visitor accommodation within nominated resort sites or existing backpacker hostels protected for that purpose. Otherwise, the zone was intended for development for the purpose of Multiple Housing – Type 2 Duplex for permanent residents, as well as communal living arrangements like retirement villages and relocatable home parks. Duplexes excluded short-term use and home hosted accommodation was an inconsistent use in the zone. Notwithstanding this, historical multiple dwelling approvals allowed for interchangeable use rights for permanent residents or visitors in this zone. There was limited application of this zone over existing unit blocks and resorts.

The **Attached Housing Zone** was identified for a mix of residents and visitors, despite it being a residential zone, allowing for multiple dwellings and visitor accommodation. Historical multiple dwelling approvals allowed for interchangeable use rights for permanent residents or visitors in this zone.

This zone specifically identified larger existing and new resort sites for long term protection for visitors only and allowed for a mix of other types of visitor accommodation including hostels, motels, resorts and the like. Because there wasn't a tourist accommodation zone applied to individual properties, there were existing resort sites within the Attached Housing zone where multiple housing (for residents) was an inconsistent use. In Tewantin, visitor accommodation was not permitted in the Attached Housing Zone, other than at the Noosa Lakes Resort.

Overall, this zone facilitated an ongoing mix of residential and visitor uses potentially facilitating landuse conflict between residents and visitors.

The **Visitor Mixed Use zone** was applied to mixed use visitor accommodation precincts such as Hastings St, Duke Street, Gympie Terrace and Noosa North Shore. These correlated with the four designated Visitor Centres of the NP2006 Strategy Map and to the Visitor Accommodation & Services designation of the 1997 Strategic Plan. It did not pick up individual visitor only sites or large established resorts which were instead typically in the Attached Housing zone or occasionally in the Semi-Attached Housing Zone.

A range of visitor accommodation types were permitted, with provisions varying location by location. In Noosaville and Noosa Heads multiple housing (for permanent residents) was consistent subject to impact assessment. The purpose of the Visitor Mixed Use zone was arguably eroded by allowing both residents and visitors.

The **Business Centre zone** throughout the Shire took varying approached to residential uses. In Cooroy, Tewantin, Noosaville (Mary St/Thomas St only) and Noosa Junction, small multiple dwelling units were made consistent in mixed use developments. However, landowners did not take up these provisions within the life of the scheme.

2.6.7 NP2006 - Implications for housing and visitor accommodation

Legacy issues from previous planning schemes, with multiple dwellings having interchangeable use rights for both permanent and short-term uses, coupled with a dwelling house being used for short-term accommodation, resulted in large parts of the coastal urban area becoming a mix of permanent residents and visitors. 29% of all residential rated properties in the coastal urban area were used for short-term accommodation with a significant 45% of all dwellings in Noosa Heads being short-term let.

NP2006 continued to facilitate the mix of permanent residents and visitors throughout various zones. The desired environmental outcomes, locality outcomes, zone outcomes and tables of development continued to have an emphasis on mixing uses throughout large parts of the coastal urban area.

The lack of distinction between the Visitor Mixed use zone and the Attached Housing zone created ongoing landuse conflict and blurring of zone outcomes. Whilst the locality outcomes generally identified areas for visitor accommodation they failed to identify locations for permanent residents or establish a hierarchy of uses between visitor and permanent housing. The exception was the Semi-attached housing zone which attempted to secure future development for duplexes for permanent residents.

NP2006 provisions impacted the ability to determine a known quantum of long term dwelling stock for the needs of both permanent residents and visitors. This ultimately saw a continuation of landuse conflict and competition for dwelling stock between visitors and residents during the life of NP2006. This was recognised as a key issue in the HNA2017.

In summary, the key provisions within NP2006 that had implications for landuse conflict, housing supply and housing affordability including:

1. the locality outcomes and zones recognised and facilitated an ongoing mix of permanent residents and visitors;
2. the Semi-attached and Attached housing zones were broadly applied to both residential and visitor accommodation sites, including key sites approved or identified for visitors at the exclusion of permanent residents;
3. the Visitor Mixed Use zone was only applied in locations where a mix of residential and non-residential uses were intended, and therefore was not applied to a number of key visitor accommodation sites;
4. in some localities, residential zones did not prioritise housing for permanent residents over visitor accommodation (except semi-attached zone) allowing for visitor accommodation throughout the zone;
5. there was little to no distinction between the Visitor Mixed Use zone and Attached Housing zone, both allowing for permanent and visitor accommodation;
6. short-term accommodation was permitted in detached houses in residential zones impacting housing supply and residential amenity in some locations;
7. the outcomes largely prioritised visitor accommodation and needs over residents, to the extent that when residents and visitors were mixed together, residents were identified as a potential conflict for visitors and contributing to the erosion of visitor accommodation;
8. the desired environmental outcomes did not recognise the potential impacts of visitor accommodation on housing stock, residential amenity and housing affordability;
9. desired environmental outcomes sought affordable housing, however residential zones allowed for visitor accommodation competing for housing stock, particularly smaller dwellings;
10. there was a stronger emphasis on the provision of tourist facilities, services and accommodation in Noosaville and Noosa Heads in particular, than the provision of permanent housing and facilities for residents.

Notwithstanding this, NP2006 introduced a number of provisions supporting housing for residents and protecting visitor accommodation, including:

1. separate definitions for visitor accommodation and multiple dwellings;
2. Semi-attached Housing Zone was reserved for permanent residents in duplex style accommodation;

3. visitor only sites were identified at the exclusion of permanent residents to avoid a mix of visitors and residents;
4. small dwellings in a mixed use format for permanent residents, in particular key workers, in the Business Centre zone in Noosa Junction and Thomas / Mary Street;
5. continued allowance for home hosted and bed and breakfast styles of accommodation in a dwelling house;
6. continued allowance for rural accommodation for rural based tourist accommodation.

2.7 Other considerations for Noosa Plan 2020

During the life of NP2006 and leading up to the preparation of Noosa Plan 2020, a number of strategies and reports were undertaken which helped inform the new plan. Interestingly, earlier reports did not foresee the issues and implications of short term accommodation and very much followed through the prioritisation of visitor accommodation over the provision of housing for residents, and the conflicts residents posed tourists.

As time progressed however, the full implications and impacts of short term accommodation were identified in line with the growth of short term accommodation.

Below is an outline and extracts from those that were relevant to housing, the tourism economy and short term accommodation.

2.7.1 Draft Residential Development Strategy 2007

In 2007, prior to amalgamation of Noosa Shire into Sunshine Coast Regional Council, a draft Residential Development Strategy (the Strategy) was prepared by Noosa Council. The Strategy specifically recognised the mix of housing for both permanent residents and visitors but prioritised the protection of residential amenity. The Strategy failed however to identify the impacts of visitor accommodation on permanent housing stock, instead identifying that permanent residents in resort were to be discouraged as it would lead to a reduction in holiday accommodation and cause conflicts. This in itself would not have been problematic if there were greater options for resident only smaller dwellings. The Strategy stated:

> *It is recognised that Noosa Shire is a popular visitor destination and the mix of housing for permanent residents with short-term accommodation for visitors has potential to yield conflicts. Where such conflicts arise, the protection of residential amenity prevails.*
>
> *Accordingly the protection of holiday resorts for short-term visitor accommodation is vital for the local tourism and hospitality industry and the establishment of permanent residents within such resorts is discouraged as it not only decreases holiday accommodation available but can also lead to conflicts of interest.*
>
> *The visitor accommodation precincts of Noosa Heads, Noosaville and Sunshine Beach are the dominant urban visitor accommodation areas. Outside of these localities visitor accommodation is generally of a smaller scale (such as B&B's, Guesthouses and Host Farms) or nature based accommodation reflecting its physical setting.*
>
> *In addition, home-based enterprises such as home offices and B&B accommodation are encouraged throughout Noosa Shire but only where they do not impact on the residential amenity enjoyed by neighbours.*

The Strategy identified an anomaly in NP2006, with home hosted accommodation being subject to impact assessment due to potential adverse impacts on the amenity of residents in surrounding houses, however development applications were not being submitted for short-term letting of entire houses. The report suggested Council investigate the issue to determine whether it was a real concern and if so, how big an issue it was. This process was interrupted by Council's amalgamation, so the issue continued somewhat without further investigation for many years.

The Strategy accepted housing affordability as an issue in the coastal areas because of competition with visitors, so identified Tewantin and Cooroy as areas for more affordable housing stock. The Strategy was also concerned with the erosion of visitor accommodation with residents living in resort style accommodation in the coastal area. The Strategy seemed to accept the main coastal areas were not locations for permanent residents at an affordable level, and interestingly that permanent residents depleted visitor accommodation stock and left a negative impression on visitors where they resided in units, stating:

> *There's generally strong competition between holidaymakers and permanent residents where land in Noosaville, Noosa Heads and the Eastern Beaches is zoned for unit development. The occupation of visitor resorts by permanent residents has become very popular as it offers small, low maintenance units at a reasonable price within well-located complexes with recreational facilities such as swimming pools and tennis courts. It does however erode the local tourism industry and should be prevented if it leads to shortfalls in visitor accommodation. It generally also leads to conflicts between visitors and residents, leaving visitors with a negative impression.*

2.7.2 Directions Paper – the New Noosa Plan 2016

The first stage in the preparation of the draft NP2020 was the development of the Directions Paper (Paper) in 2016. Interestingly, the Paper did not identify any major concerns with short-term accommodation of entire houses in residential zones at the time, suggesting the issues had not fully emerged at the time of its preparation.

The Paper supported visitor accommodation and its importance to Noosa's economy, particularly the still emerging use of houses (at the time) for home hosted accommodation and short-term accommodation using online booking platforms. However, the language used in the Paper appeared to see short-term accommodation opportunities being mostly home hosted styles of accommodation rather than entire houses, although this was not very clear.

The Paper recognised the conflict between residents and visitors in resort complexes as being detrimental to onsite resort management businesses and identified the need to investigate whether there was a need to identify areas for permanent living only. Potential conflict between residents and visitors in detached housing areas was not discussed.

The key part of the Paper are outlined below:

> ***Current trends*** *- Opportunities for short-term visitor accommodation are emerging within housing areas.*
>
> *Key Priorities*
>
> - *Increase the range and diversity of housing choice.*
> - *Increase opportunities to build small dwellings - 1 and 2 bedrooms.*
> - *Investigate opportunities for increasing the range and mix of uses and densities around key transport nodes such as town centres.*
>
> ***Theme – Housing choice***
>
> *The lack of available 1-2 bedroom housing has led some residents to seek housing in resorts and visitor accommodation. This has created competition, and in some cases conflict, between residents and short-term visitors for housing, particularly in larger resort complexes. This situation can also be detrimental to the viability of on-site manager businesses.*
>
> *Accommodation for visitors is important for the success of Noosa's tourism economy. At peak tourist times visitor accommodation is often booked out.*
>
> *The take up of visitor accommodation by residents impacts on the supply of accommodation for tourists.*

The range of visitor accommodation available in Noosa has recently diversified with some residents offering spare rooms or at times their entire house to visitors seeking a more localised experience through on line booking sites such as Stayz and AirBnB. Many houses are also permanently used as holiday accommodation. Some residents also accommodate overseas students in spare rooms.

***Priorities for housing choice** - Investigate whether there is a need to identify certain areas as being suitable as attached housing for use for permanent living only.*

Following the Paper's public consultation, issues regarding amenity and traffic impacts from short-term accommodation on residential neighbourhoods were raised, as was the use of homes for backpacker and student accommodation with concerns for overcrowding. The lack of smaller units for permanent residential accommodation and the conflict between permanent residents and visitors for units was also raised during consultation.

The Paper was a reflection of the time it was prepared, being prior to the preparation of the HNA2017 and prior to the increased growth in short-term accommodation in the detached housing areas and the full impacts being experienced.

2.7.3 Short-term Accommodation – Online Platforms Issues Paper 2019

With the sharp rise in dwellings being used for short-term accommodation and an increased number of complaints, Noosa Council commissioned an Issues Paper on Short-term Accommodation online platforms and associated issues in early 2019 (Issues Paper). The Issues Paper aimed to explore the challenges arising from the sharp growth in the short-term online rental market in Noosa Shire, explore the complexities of the issue and develop a suite of reasonable and actionable responses.

The report identified "challenges" with online booking platforms. Most challenges were relevant to landuse planning, the housing market including rental stock, rental prices, vacancy rates, housing affordability and sales prices, as well as other issues around the increased transitory nature of communities, over-tourism and residential amenity issues around increased noise, waste, traffic and parking.

2.7.3.1 Negative affects of short-term accommodation and online platforms

A number of key negative effects and implications of short-term letting, whilst not all experienced in Noosa to the full extent at the time of the report's preparation, were identified as risks if short stay letting was left unchecked including:

- Over tourism
- Tourism Gentrification
- Reduced residential liveability
- Private residential amenity
- Public residential amenity
- Permanent rental market and housing affordability
- Disruption to sense of community

These negative effects are further elaborated on in Appendix 6 to this report.

2.7.3.2 Responses and actions

The Issues Paper outlined a number of actions and response opportunities for Noosa Council, supported by appropriate resources and key performance indicators. Key responses included, but were not limited to:

- monitoring, registration and information collection on short-term accommodation;

- legislative and planning responses – land use planning – clearly defining short-term accommodation identification of locations where short-term is permitted;
- capping accommodation bookings and availability;
- local laws to regulate ongoing use and obligations of fire safety, pool safety and access;
- social responsive actions – prioritising resident welfare over tourism growth – a destination capacity;
- hosting guidelines considering neighbourhood amenity;
- complaints mechanisms;
- licencing system, fees and mandated registration process, financial penalties for disrupting residential amenity.

In response to this paper a number of actions were undertaken by Noosa Council:

1. With the assistance of BnB Guard, Council records and research, a list of properties operating short-term accommodation, home hosted accommodation and other forms of tourist accommodation was finalised in April 2020.
2. Various landuse planning approaches for dealing with short-term accommodation and home hosted accommodation were considered as part of the preparation of NP2020 (section 2.8 for further information.
3. A first version of a new local law was drafted in 2019. A second draft was prepared and finalised taking affect in February 2022, requiring all short-term accommodation and home hosted accommodation to gain approval under the local law.
4. A Good Management of Short-term Accommodation Guideline was also prepared to support the local law.
5. A 24/7 complaints hotline and complaints process was established to support the local law. See section 4 Community Wellbeing for further information.

2.8 Draft Noosa Plan 2020

As previously discussed in this report, a number of issues were identified within the provisions of NP2006 regarding the lack of clarity and hierarchy of landuses for housing for permanent residents and the provision of visitor accommodation. NP2006 both recognised and facilitated the mix of permanent residents and visitors within its planning provisions and failed to protect long term housing stock for permanent residents.

Legacy issues around the use of a dwelling house for short-term accommodation, resorts within residential zones, interchangeable use rights for multiple dwellings, the broad allocation of residential zones to include resorts, competition for dwellings stock and limited land supply were all key matters to be addressed by NP2020.

Prior to the preparation of the 2019 Issues Paper and the HNA2017, past studies / reports seemed to accept that Noosa Shire contained a mix of permanent residents and visitors. Visitor accommodation was seen as finite at the time and was seen as necessary to protect. The question of impacts of visitor accommodation on the supply of housing stock and housing affordability had not really emerged as a concern and was not prioritised.

The HNA2017 identified the conflict and competition for dwelling stock between permanent residents and visitors as being a key issue in Noosa's housing market, but did not provide solutions. It also identified that continued high tourism growth as seen in the past would lead to growth in demand for visitor accommodation requiring additional visitor accommodation sites, increased use of dwelling stock for short-term accommodation and the movement of permanent residents out of resorts, all depleting residential housing stock and impacting housing affordability.

Housing supply and affordability issues together with the increased use and investor purchase of dwellings for short-term accommodation, the use of online booking platforms and associated impacts on residential amenity and sense of community were the primary planning issues that emerged during the preparation of NP2020.

The Issues Paper, complaints and public consultation forums provided insights into the issues around short-term accommodation for consideration in the draft NP2020.

Being a difficult issue to address, balance and solve, two draft versions of NP2020 were publicly notified in 2019, with the second draft responding to public consultation issues on the first draft.

2.8.1 First draft NP2020

The first draft NP2020 (first draft) was publicly notified in February 2019 for a 12 week period.

In an attempt to concentrate and contain short-term accommodation within locations deemed to be popular with visitors, the first draft NP2020 proposed a *Short Stay Area Map* within the Low, Medium and High Density Residential zones where short-term accommodation for visitors was permitted, without planning approval. The *Short Stay Area Map* is identified as Map 11 to this report and contained in Appendix 7.

The introduction of a Tourist Accommodation zone additionally identified large portions of the coastal urban area for visitors and visitor accommodation. Other provisions were also included for a range of visitor accommodation types such as home hosted accommodation, nature based tourism in various zones including the Rural Residential and Rural zones in the hinterland.

The whole of Noosa Shire was also identified as a “party house restriction area” under the *Planning Act 2016* making a statement about the importance and protection of residential amenity.

Details on the first draft of NP2020 are contained in Appendix 7.

2.8.1.1 Public consultation issues

Public consultation on the first draft NP2020 yielded approximately 940 submissions. The issue most frequently addressed by submitters was short-term accommodation (376 submissions). Property investors and businesses reliant on this income stream made up the bulk of these submissions together with a large number from residents.

This approach raised various concerns regarding landuse equity across the Low Density Residential zone in particular, with some parts of the zone being able to short stay let without planning approval and others requiring impact assessment. Concentrated growth in dwellings used for short-term accommodation within the map area and the erosion of residential amenity and communities, housing stock and housing affordability were also key concerns from existing residents. The purpose and intent of residential zones, being for permanent residents, was also brought into question. Residents were also concerned about the *Short Stay Area Map* “legitimising” existing and future short-term accommodation within the area.

Property investors and the real estate property industries lobbied for growth in the use of dwellings for short-term accommodation and the rights of all property owners to short stay let their property. Smaller settlements like Teewah and Boreen Point, both with strong histories of holiday cottages felt slighted by their exclusion from the *Short Stay Area Map*. Equity and disparity in the zoning was a major issue in the first draft and proposed map.

On further review of the issues raised during consultation and other planning matters, there were a number of concerns with the first draft including:

- how potentially significant growth in short-term accommodation and visitor numbers impacted community and infrastructure and whether this was sustainable or desirable;

- how existing and future housing needs of residents would be met with the significant depletion of housing stock being converted to short-term accommodation;
- that existing and future residents have varying levels of housing need and affordability, including demand to live in desirable locations such as the river and beaches, not just visitors;
- how depletion of housing supply directly impacts housing affordability with demand outweighing supply;
- impacts on existing permanent residents, their sense of community and the social fabric of residential neighbourhoods;
- the continued mix, competition and conflict between residents and visitors;
- impacts on residential amenity; and
- the increased transience of Noosa.

Concerns were also raised regarding the allocation of the Tourist Accommodation zone. Some residents wanted to be in a residential zone to reinforce the permanent residential nature of the property. However, onsite resort managers wanted to be included in the Tourist Accommodation zone to reinforce the tourist nature of the property and for the long term viability of their business.

2.8.2 Second Draft NP2020

In response to submissions on the first draft NP2020, and a reconsideration of the planning issues around short-term accommodation, there was a substantial rethink and shift as to how short-term accommodation should be addressed in the second draft NP2020. The second draft was publicly notified in September 2019. Notably, the *Short Stay Area Map* was removed entirely.

Low Density Residential zone

In the second draft, the main purpose of the Low Density Residential zone, being for permanent residents, was reinforced through the development assessment tables and zone outcomes. Short-term accommodation of a dwelling on an ongoing basis was identified as an inconsistent impact assessable use in the zone.

A permanent resident could however, short stay let their principal place of residents when they were away for no more than 4 times and 60 days a year as accepted development subject to requirements.

This approach was applied equitably across the whole of Low Density Residential zone and reinforced the intent and purpose of the zone for permanent residents by excluding the entire use of a dwelling for short-term accommodation on an ongoing basis. This approach also protected the long term provision of housing stock for permanent residents, notwithstanding some houses had claims for existing use rights to continue to operate short-term accommodation.

A home based business where the host remained in residence but hosted guest in the traditional bed and breakfast fashion (guests not having their own cooking facilities) was still allowed.

Medium and High Density Residential zone

In the second draft, short-term accommodation was proposed uniformly as a consistent impact assessable use in both the Medium and High Density Residential zones. However, a permanent resident could short stay let their principal place of residence when they were away for no more than 4 times and 60 days a year as accepted development subject to requirements.

Short-term accommodation was only an inconsistent and impact assessable use if located in the High Density Residential zone adjoining or over the road from a Major Centre zone.

This was a different approach from the first draft which identified short-term accommodation as only being consistent within the map area and an inconsistent use outside of the map area to protect new multiple dwelling stock for permanent residents.

Tourist Accommodation zone

In the second draft a permanent resident in the Tourist Accommodation zone could make their principal place of residence available as short-term accommodation for no more than 4 times and 60 days a year as accepted development subject to requirements. Beyond that it was typically code assessable although on various significant sites the use of short-term accommodation required impact assessment.

Multiple dwellings for permanent residents were subject to impact assessment in this zone, and on many sites, including all of Hastings Street, were inconsistent.

No further changes were made to the tables of assessment in the zone, however in response to submissions there were some changes to the allocation of the Tourist Accommodation zone.

Properties to the north of Noosa Parade, east of Munna Crescent and including Woorookool Place and Barbados Crescent were included in the Medium Density Residential zone rather than the Tourist Accommodation zone.

The Islander Resort at 185 Gympie Terrace Noosaville was also proposed for inclusion within the Tourist Accommodation zone rather than the Medium Density Residential zone.

Rural Residential zone

In the second draft, short-term accommodation was a consistent impact assessable use in the Rural Residential zone. A permanent resident could short stay let their principal place of residence when they were away for no more than 4 times and 60 days a year as accepted development subject to requirements.

Rural zone

In the second draft, short-term accommodation was code assessable use in the Rural zone where on at least 4ha, accommodating no more than 12 guests if in a single dwelling or no more than 4 cottages / cabins etc. housing 8 guests. A permanent resident could short stay let their principal place of residence when they were away for no more than 4 times and 60 days a year as accepted development. If not meeting either of these requirements the use was consistent but impact assessable.

2.8.2.1 Public consultation issues

Following public notification of the second draft NP2020, just over 600 submissions were received, of which three quarters addressed short-term accommodation. Approximately 50% of the submissions relating to short-term accommodation were various templates/proformas supporting particular interest groups which circulated widely amongst residents, property owners and business owners.

A range of commercial interest issues raised were comprehensively considered, however the growing residential amenity / community and housing supply issues around short-term accommodation lead to Council confirming the second draft NP 2020 making short-term accommodation an inconsistent use in the Low Density Residential zone in the final NP2020.

Short-term accommodation in the Medium and High Density Residential zones also continued into the final version as publicly notified being a consistent impact use throughout the zones. The short-term accommodation provisions for the Rural and Rural Residential zones also continued into the final version as publicly notified in the second draft.

Part 3 discusses in detail the provisions of the adopted NP2020.

2.8.3 Draft Short Stay Letting Local Law issues

In 2019 Noosa Council initiated the preparation of a first draft local law for short stay letting to manage the ongoing use of lawfully operating short-term accommodation properties. The first draft was publicly notified concurrently with the second draft of NP2020.

A number of detailed issues were identified relevant to both the local law as well as the preparation of NP2020 and new provisions around short-term accommodation and a home based business (home hosted accommodation). The key issues identified in submissions included:

- Increased investor interest to purchase dwellings specifically for short stay letting
- Use of dwellings for visitors and commercial gain, not housing residents
- Impacts on housing supply and affordability
- Increase property and rental prices
- A lack of local management with many properties managed from a distance
- A disregard for local residential amenity
- Noise and disturbances
- Hours and use of outdoor areas
- Guest behaviour
- Party houses
- Lack of complaint management
- Loss of neighbours and sense of community
- Increased occupancy and population
- Impacts and strain on infrastructure
- Overcrowding of dwellings, guest safety
- Increased traffic
- Resident parking impacts and illegal parking
- Increased waste
- Pet management
- Lighting
- Environmental impacts

The local law was put on hold following the public notification stage as the Queensland State Government had commenced a process for a state wide approach to managing short-term accommodation. The then Mayor of Noosa Council was involved in a reference group for the state approach.

With the onset of COVID 19 the state government's priorities changed and the matter was not progressed.

Council finalised its own local law approach which is further discussed in Part 3.6.1

2.9 Initial COVID-19 impacts –June 2020

Just prior to, and throughout the 2 year period of Noosa Plan 2020 commencing, the COVID-19 pandemic created global, national, state and local upheaval with unprecedented economic, employment, tourism, housing and social impacts.

The first confirmed case of COVID-19 in Australia and Queensland was January 2020 and saw the first stages of quarantining introduced for returning travelers from China. The first stages of international travel restrictions were also starting to emerge, particularly with the World Health Organisation's announcement that COVID-19 was a pandemic in March 2020. As a consequence, Australian governments responded with forced lockdowns, border closures and cancellation of major events.

The following sections outline the initial impacts of COVID -19 from March 2020 prior to the commencement of Noosa Plan 2020 on 31 July 2020. Further impacts following the commencement of Noosa Plan 2020 are addressed in Part 3 of this report.

2.9.1 Movement of people

Changes to the movement of people occurred during the early stage and throughout COVID-19, both externally to and from Australian and internally between states, cities and regions.

2.9.1.1 Border closures

The closure of Australian borders to non-citizens and non-residents, social distancing and the required closure of non-essential businesses effectively shut down the tourism industry for 8 weeks from March 2020, including the Easter period.

Latter March saw the closure of Queensland borders to non-essential travelers and domestic flights to the Sunshine Coast were suspended. Non-essential travel was essentially banned.

Throughout April and part of May 2020 most communities in Australia were in lockdown and domestic borders were closed.

Late May and June 2020 saw the easing of some travel restrictions and activities. However significantly, Queensland's borders remained closed to visitors for some time, but during periods of border easing, there was movement of people from states worse affected by COVID-19 lockdowns, particularly from Victoria and New South Wales.

2.9.1.2 Internal migration

The *ABS Regional internal migration estimates, provisional for June 2020*, stated that 85,500 people moved interstate in the three months to the end of June 2020, which was 14,800 less compared with the June 2019 quarter. Notwithstanding this, capital cities had a net lost of 10,500 people from internal migration, the largest quarterly loss on record.

Queensland gained the most people through net internal migration and Victoria lost the most in the June 2020 quarter, with Brisbane having the greatest net gain at 3,189 and Melbourne and Sydney having the highest net loss of 7,994 and 6,378 people respectively, as shown in Table 31 in Appendix 8.

The HNA2021 identified that:

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…

…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.

2.9.1.3 Overseas migration

Historically, overseas migration data showed a pattern of variability over time, due to the ever changing global and domestic factors affecting migration, COVID-19 added to this variability. From 2006 to 2020, net overseas migration contributed more each year to Australia's population growth than natural increase (births minus deaths).

The ABS data on Overseas Migration for the 2020-2021 year, identified that

- *Overseas migration 2020-21 -there was a net loss of 88,800 people - the first loss since 1946 and second lowest on record*
- *Immigration fell 71% to 145,800 from 506,900 arrivals a year ago*
- *Emigration fell 25% to 234,600 from 314,200 departures a year ago*
- *A decline was recorded in net overseas migration in every state and territory in 2020-21.*

There were changes in travel behaviour of those who had arrived prior to the pandemic but were impacted by it and various travel restrictions introduced in Australia. For example, Australian-born migrant arrivals increased from September 2019 to March 2020. This was largely due to some Australian expatriates having changed their travel plans after arriving in Australia on a short trip and remaining in residence beyond 12 months. Due to this, some then met the 12 month duration rule to be counted as an overseas migrant arrival.

2.9.2 Economy and employment

The economy and employment was severely affected globally, nationally, regionally and locally through the COVID-19 period. Below is a brief summary of the local impacts seen in Noosa in the early stages of COVID and prior to the commencement of NP2020.

2.9.2.1 Gross regional product

Impacts of COVID-19 to the June 2020 quarter were not available, therefore the September 2020 are used in this discussion. *Id. Demographic Resources* identified that comparison forecasts from the September 2020 quarter to the September 2019 quarter showed Noosa's tourism dominated economy and employment had substantial impact following the COVID 19 restrictions.

GRP was 3.3% lower, which was greater than that experienced by Queensland as a whole and local jobs were down by 7%, equating to 1,895 jobs.

Figure 19 Covid impacts September 2020 – Noosa Shire

GRP change	Local job change	Employed resident change
-3.3%	-7.0%	-7.2%
(Queensland: -3.1%)	(-8.5% without the JobKeeper scheme)	(-7.8% without the JobKeeper scheme)

Sector impacts - Top 3 (without the JobKeeper scheme)

- Accommodation and Food Services (-1,755 local jobs)
- Arts and Recreation Services (-168 local jobs)
- Administrative and Support Services (-140 local jobs)

In the Septemebr 2020 Quarter Noosa's GRP experienced a greater impact than regional Queensland and Queensland generally, but faired well compared to the rest of Australia. Impacts on local jobs (including for residents) was high compared to the rest of Queensland and Australia, as shown in Figure 15 in Appendix 8. Accommodation and food services were highest hit with a loss of 1,755 jobs.

2.9.2.2 Employment

The June 2020 quarter saw the highest impacts on local job losses in Noosa in accommodation and food services, but a corresponding growth in healthcare and social assistance, shown in Figure 16 - 18 in Appendix 8.

2.9.2.3 Place of work

Widespread lockdowns and the dramatic shift of many office based employees to working from home impacted where and how people worked allowing for many non-frontline or essential workers to effectively "work from anywhere".

Whilst the true figures are unknown, employment that could be undertaken from home was directed by the state government to do so, and many of those jobs have remained at home, recognising the value of work from home on work life balance and to an extent time and cost efficiencies.

There was also a movement of workers from other states and cities to regions utilising the ability to work from anywhere and home, including anecdotally to Noosa. The full impacts of this were not realised until later with demand for housing affecting rental vacancies and property values.

2.9.3 Tourism sector

The ABS – A series of unprecedented events – June quarter 2020 stated:

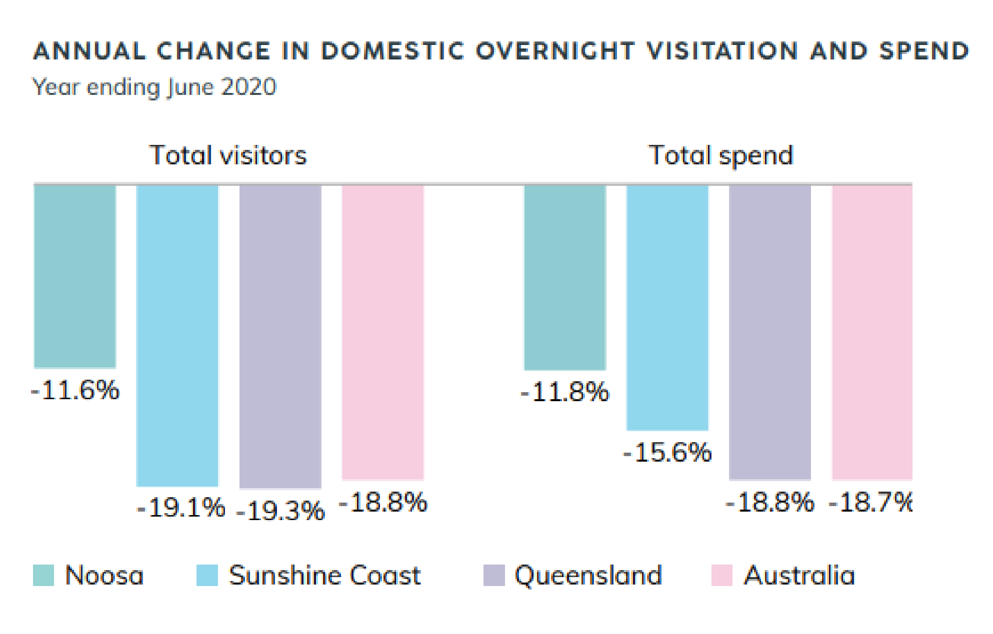
> *The year ending January 2020 saw a record 9.5 million visitors arrive in Australia. Tighter restrictions from 20 March resulted in a dramatic fall in visitor arrivals, of close to 100%, with only 5,400 visitor arrivals in June 2020. In all three months of the June quarter, New Zealand was the largest source country, accounting for 27% of visitor arrivals in June, 35% in May and 16% in April. The changing pattern of overseas arrivals and departures had a profound impact on business conditions across the June quarter.*

2.9.3.1 Overnight visitation and spend

Tourism Noosa's 2019 – 2020 Annual Report (2019/20 TNR) identified that while COVID 19 restrictions impacted the tourism industry globally, the decreases Noosa saw were not as significant as regional, state and national impacts. Domestic overnight spend and visitation decreased less in Noosa than the Sunshine Coast and Queensland generally.

At the year ending June 2020, Noosa's total number of visitors was down by 11.6% compared to the rest of Queensland which was down by 19.3% and Australia, 18.8%. Total visitor spend was down by 11.8% in Noosa, compared to the rest of Queensland at 18.8% and Australia at 18.7%

Figure 20 Annual Change in Domestic overnight visitation and spend – Noosa Shire



Source: Tourism Noosa Annual Report 2019/2020

Notwithstanding this, the 2019/20 TNR stated the suspension of direct flights from Auckland to Sunshine Coast cut off the Sunshine Coast's major international market, and the reduction in capacity of Qantas and Jetstar severely impacted holiday travel to Noosa.

Statistics in the 2019/20 TNR for the year ending June 2020 contained domestic overnight and day-trip information as no international data was available due to global border closures. The annual figures include visitation from September, December 2019 and March 2020.

The Noosa region attracted just under 2 million domestic visitors in the year to June 2020, including overnighters and day-trippers who spent almost $882m. This was a 15% decrease in visitors and 11% decrease in spend on the previous year.

Source: Tourism Noosa Annual Report 2019/2020

The 2019/20 TNR stated that the annual decrease came through the June quarter when domestic and international borders were closed due to COVID-19 restrictions. Borders were closed in Queensland from 3 April and non-essential travel was then banned. Day trips (with no overnight stay) were allowed early May for up to 50km extended to 150km mid May. Overnight travel was permitted from 1 June. The June quarter (three months only), felt the impacts of COVID -19 and compared with the same period, the 2019, 2019/20 TNR showed the following decreases for the 3 month period:

• Domestic overnight visitors: -65.4% (interstate visitation -97%, intrastate visitation -44.2%).

• Day trip visitors: -53.4%.

Further, *.Id community Demographic Resources* identified there were 3,582,686 domestic visitor nights and 698,151 international visitor nights in Noosa Shire, with an additional 1,060,901 domestic day trips for the 2019/2020 year. This was down from the 2018/2019 year of 3,950,072, 976,2017 and 1,288,879 respectively, a result of COVID-19 restrictions.

2.9.3.1 Tourist accommodation

The early impacts of COVID-19 restrictions, particularly international and domestic state border closures from March, directly impacted the tourist accommodation sector. With domestic visitor nights down by 65.4% and international borders closed, the take up of tourist accommodation of all types was also down. In addition, 1,755 job losses were identified in the accommodation and food sectors.

Restaurants were required to shut down in-house dining with only takeaway options available. Restaurants re-opened with greatly reduced seating capacity in June/ July, with full capacity much later.

There was no specific data breakdown on how this affected tourist accommodation other than assuming a relationship between the reduction in visitor numbers and take up of accommodation, which was significant particularly in the March -Jun 2020 quarter following the initial lockdowns.

From the spike in availability of rental accommodation in April 2020 shown in section 2.9.4.1 below, following the lockdowns, and from an increase in “for lease” signs, some short-term accommodation moved temporarily into the permanent rental pool, whilst most probably remained vacant for 2-3 months.

Anecdotally it was also known that the internal migration of people from other states into Queensland and the ability to work from home saw some of the vacant short-term accommodation taken up and vacancy in the rental market taken up for longer temporary stays greater than 3 months. Returning expats taking up temporary residence in holiday homes or rentals was also experienced.

2.9.4 Housing

The supply and use of dwellings for short-term accommodation directly affected the supply and availability of dwellings for permanent occupation by residents, in terms of rental supply, vacancy and sales price.

2.9.4.1 Rental vacancy rates

The Housing Needs Assessment 2021 (HNA2021) identified changes in the rental market that can be attributed to the initial COVID -19 restrictions between March and June 2020 and corresponding availability and higher rental vacancy rate of dwelling stock normally used for short-term accommodation in April 2020. A sharp drop in vacancy followed in June 2020 onwards correlating with easing of border closures and domestic travel restrictions, net internal migration, and return of dwelling stock back to short-term accommodation use.

Following this period rental vacancy rates were at an all time low and unprecedented demand for rental properties from locals and interstate migrants saw unsustainably low supply and price increase. Refer to commentary and Figures 20-22 in Appendix 8.

2.9.4.2 Rental bonds

In relation to the numbed of rental bonds, the HNA2021 found there was an increase in rental bonds in the early part of 2020, corresponding with the initial border closures and lockdowns:

> *… 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…. 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.*

2.9.4.3 Housing prices

The effects of COVID-19 saw residential property transactions fall substantially in the eight capital cities during the June 2020 quarter. The residential property price index fell -2.2 % in Sydney, -2.3% in Melbourne and -0.9% in Brisbane.

The ABS – A series of unprecedented events – June quarter 2020 stated:

> *COVID-19 restrictions and uncertainty drove a sharp decline in housing market activity that led to large falls in the value of new housing loan commitments in April and May, with the May fall (11.6%) being the largest in the history of the series. June saw some recovery with a rise of 6.2% in housing loan commitments.*

Whilst there was an initial fall in property transaction in the early stages of COVID 19 – the market quickly changed with an unprecedented housing boom and substantial property price growth and property transactions in Noosa.

2.9.4.4 Home builder grant

Part of the economic stimulus package by the Federal Government included the Home Builder Grant for new home builds or renovations above $150,000 to homes the owner would occupy. The HNA2021 stated:

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.

Part 3–Commencement Noosa Plan 2020 July 31 2020

This part will provide:

- an overview of the situation in Noosa and emerging issues during the first 2 years of Noosa Plan 2020 operation;
- an outline and review of the provisions of NP2020 relating to housing, short-term accommodation, tourism economy and community well-being;
- statistics on the economy, employment and tourism between July 2020 and July 2022;
- housing needs identified by the 2021 Housing Needs Assessment and actions in the Housing Strategy;
- the extent and type of tourist accommodation as at July 2022;
- the impacts from COVID 19 between July 2020 and July 2022.

3.1 Overview July 31 2020-July 31 2022

Noosa Plan 2020 (NP2020) commenced during the COVID 19 global pandemic and national housing crisis, both of which impacted Noosa Shire during the entire first 2 years of its operation.

Impacts from COVID 19 has seen, and will continue to see, significant changes for business, technology and innovation, mobility and where and how people work, influencing the economy, employment, housing and the tourism sectors.

In Noosa Shire, affects were particularly felt in the tourism and hospitality industries and both the purchase and rental housing markets.

Noosa attracted many temporary and permanent sea changers over the last 2 years, escaping harsh lockdowns in southern states, particularly from Victoria. Some short-term accommodation properties moved back and forth between temporary occupation by residents and short-term use depending on the lockdown restrictions and presence of tourists.

Nationally there was, and continues to be, a housing crisis, the effects of which are significant in Noosa Shire. Demand for rental housing is outstripping supply with extremely low vacancy rates fueling significant price increases in the rental market. The housing market also boomed with demand for properties high, particularly from investors and relocations from southern states, with significant price increases across all housing types and locations.

In early / mid 2022 the cost of living across Australia was on the rise with high inflation rates prompting the Reserve Bank to increase the official cash rate multiple times from historic lows during the peak of the COVID 19 pandemic.

In response to the housing crisis, Noosa Council prepared a new Housing Needs Assessment in 2021 and Housing Strategy in 2022. Whilst there were varying community opinions on how or indeed whether Council should be involved in the housing market, the overwhelming response from the community was that short-term accommodation was the biggest issue for housing availability and contributor to the housing crisis in Noosa.

Whilst the Noosa community was clearly recognising the impacts of short term accommodation on housing supply and housing affordably, following the introduction of NP2020, quite a number of property investors sought confirmation of existing use rights for short term accommodation and superseded planning scheme applications were made for the use of houses for short term accommodation. 85% of property owners of short term accommodation are located interstate, overseas or in other Queensland locations and do note reside in Noosa Shire.

In response to residential amenity issues arising from short term accommodation in residential areas, in early 2022 Council introduced a new local law for short stay letting and home hosted accommodation. A 24 hour complaints hotline was also established to record complaint calls and engage with the contact person responsible for dealing with complaints at the property.

A number of new infill residential housing projects have been approved and commenced in the last 2 years, particularly for small dwellings (up to 100sqm), meeting some demand for smaller 1-2 bedroom permanent residential dwellings and small 3 bedroom dwellings. However, with the current property boom, these dwellings are not considered affordable hitting the market at $495,000 for the smallest 1 bedroom units up to $1.2m for 3 bedroom small dwelling units.

Businesses have been experiencing significant labour shortages, a result of recent lockdowns, staff being ill or disqualified from working, a lack of overseas and seasonal workers and a lack of affordable and available accommodation. A lack of affordable housing in the rental market, for all workers, not just key workers in the tourism and hospitality markets, is now being experienced. Council has found it difficult to recruit workers in a range of occupations, with housing supply and affordability being a key issue.

The tourism sector, including events have generally bounced back in Noosa with continued increases in overnight stays and day visitors. Whilst a few hospitality businesses closed in the last 2 years, which is not unusual, a number of new restaurants and bars and other businesses have opened, particularly in Noosa Junction.

A new Economic Development Strategy was prepared in 2021 focusing on diversifying the economy and moving Noosa towards a "smart" biosphere with growth in high value low environmental impact industries, and being less reliant on volatile industries such as tourism, retail and hospitality.

In response to growing pressure on the road network, particularly from day visitors driving into Noosa, and as part of Council's transport strategy, the free holiday buses were extended to include weekends. In addition, a number of road infrastructure projects commenced to alleviate pressures on the network, and in the case of Noosa Parade heading to Hastings Street, cycle paths and wider pedestrian paths introduced.

For the community, whilst the positive benefits from tourism and events are acknowledged, the negative impacts on housing supply and affordability from short term accommodation and impacts on the road network from increased visitor traffic has affected resident lifestyle, amenity and ability to find affordable suitable housing, all which are some of the biggest issues facing Noosa going forward.

3.2 Noosa Plan 2020

As noted in Part 2, Noosa Plan 2020 underwent two draft iterations of the plan regarding the approach to short-term accommodation and application of the Tourist Accommodation zone, both of which had implications for housing. The following commentary is relevant to those aspects of NP2020 with the relevant extracts contained in Appendix 9.

This section looks at the provisions in NP2020 and critically assesses the impacts on housing supply and tourist accommodation, including short term accommodation.

3.2.1 Strategic Framework

The strategic framework sets the policy direction for the planning scheme and forms the basis for ensuring appropriate development occurs in the planning scheme area for the life of the planning scheme and includes a number of maps for various strategic intents.

3.2.1.1 Strategic Intent

Like former planning schemes, NP2020 recognises Noosa Shire's role as being both a domestic and international tourist destination with its population increasing by over 15,000 people during the holiday peaks, and tourism and retail being significant contributors to the economy. However, it goes on to seek a more diversified and sustainable economy in the future. It recognises Noosa's desirability as a place to live and visit as stemming from a strong and passionate community, environmental management, planning regime and development sector.

The coastal area is identified to support the bulk of Noosa's resident population and visitors with potential combined future resident and peak visitor populations reaching 78,000 people. The strategic intent refers to the previous planning scheme setting, which was built around the carrying capacity philosophy, and whilst NP2020 continues that philosophy by limiting development to within existing urban boundaries, it is clear from current experience that Noosa may have already reached its carrying capacity at peak times.

The strategic intent is very clear in its need to support greater diversity of housing choice, particularly smaller dwellings, for both existing and future populations, particularly Noosa's key workers and aging population, with ageing in place, affordability and access to services and transport being a key outcome. Infill development for smaller multiple dwellings in existing urban areas is identified as the way to increase housing supply and diversity to meet future needs.

However, whilst the strategic intent recognises the limited dwelling supply is increasingly under pressure from both permanent residents and visitors –it continues to identify existing and future vacant sites for visitors only, at the exclusion of residents.

The strategic intent is not clear in giving a high level direction and a hierarchy of uses for the residential and Tourist Accommodation zones. It is particularly lacking in direction as to whether future development is for permanent residents or visitors in each zone to address the competition of dwelling stock between them.

Further examination of the high level strategic provisions in NP2020 is required to clarify the hierarchy of, and landuse for Noosa, particularly in recognition of the current housing crisis and existing supply of tourist accommodation. A further assessment of the relationship between landuse and the road network in particular is also required, using the peak scenario of combined resident and visitor populations.

The relevant sections of the strategic intent are contained in Appendix 9 to this report.

3.2.1.2 Strategic Outcomes

Like the Strategic Intent, the strategic outcomes should be a lot clearer on the relationship and hierarchy of landuses as they relate to permanent housing for residents and tourist accommodation, including the potential impacts on housing stock and the impacts on residential amenity and community wellbeing.

Relevant strategic outcomes are contained in Appendix 9 to this report and discussed below.

Community Wellbeing

The community wellbeing outcomes are generally good, however Noosa residents have expressed some of the negative impacts associated with dwellings being used for short-term accommodation, including sense of belonging and community, safety and residential amenity, all of which are contributors to community wellbeing. These matters are not covered by the outcomes and should be included in the Community Wellbeing outcomes.

Housing Choice

The housing choice outcomes are generally good however, the protection of visitor accommodation should not be an outcome for housing choice. Reference to "housing" needs to be clarified that it refers to permanent residential housing and not visitor or short term accommodation. Reference to the protection of visitor accommodation in this section should be relocated to the economy and employment section and replaced with an outcome that protects residential housing stock as a priority.

Additional outcomes should be included to support housing outcome, such as there should be no net loss in permanent housing supply, permanent residential housing takes precedence and priority over visitor accommodation in residential zones.

Economy and Employment

The outcomes sought for Noosa's economy and employment is very much focused on a diverse and resilient economy with a high economic yield and low environmental impact with sustainable practices and clustering of like businesses. The outcomes are future focused on new technologies and industries and diversified employment and locations that are flexible including co-work spaces and home enterprises. The focus is largely diverted from the historic and past reliance on tourism and a tourist related economy, to a new more diversified economy.

Visitor centres are identified as an integral and important part of the economy and employment, with limitations on future growth in tourism uses particularly in Hastings Street. The outcomes do not seek to necessarily grow the tourism industry either in the existing centres or outside of existing centres.

Outcomes regarding tourist accommodation outside of the visitor centres should be elaborated on particularly regarding its relationship and mix with residents and mitigation of negative impacts from tourism activities on residential housing stock for permanent residents and residential amenity and wellbeing.

3.2.2 Definitions, Zone purpose, outcomes

This section deals with the relevant zones, corresponding purpose and outcomes and levels of assessment for landuses related to housing and tourist accommodation in NP2020.

The relevant landuse definitions for housing, tourist accommodation and tourist activities and the levels of assessment for each zone are included in Table 32 Appendix 9 to this report.

The landuse definitions provide clear distinction between dwellings for permanent residents and various forms of tourist accommodation, and more specifically short term accommodation.

The landuse definitions in themselves are not of concern. The main concern is whether the zone purpose and intent are being supported by the right landuses and levels of assessment.

The relevant purpose and outcomes for each zone are contained in Appendix 9 to this report.

Table 33 below provides an overview of how short term accommodation is dealt with in each zone.

Table 33 Noosa Plan 2020 – Short term accommodation by zone

Zone	Short-term accommodation principal place of residence max 60 days & 4 occurrences per year	Short-term accommodation of dwelling on ongoing or frequent basis	Motels and backpacker accommodation
Low Density Residential	Accepted development subject to requirements	Inconsistent Impact assessment	Inconsistent Impact assessment
Medium & High Density Residential	Accepted development subject to requirements	Consistent Impact assessment	Consistent Impact assessment
Tourist Accommodation	Accepted development	Consistent Code assessment	Consistent Code assessment
Rural Residential	Accepted development subject to requirements	Consistent Impact assessment	Consistent Impact assessment
Rural	Accepted development	Consistent Code assessment	Consistent Impact assessment

3.2.2.1 Low Density Residential zone

Overall, the Low density Residential zone purpose is very clear on the type and use of dwellings acceptable in the zone and the outcomes clearly states the zone is for permanent residents. This is supported by the Tables of Assessment by making consistent: dwelling houses, home based business (home hosted accommodation), and limited short term accommodation only where:

- 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.

Otherwise short term accommodation of entire house on an ongoing basis is inconsistent impact use in the zone.

The outcomes for the Low Density Residential zone do however, require further clarity to support the zone purpose and the visitor uses permitted in the zone providing more outcomes to be achieved for the limited 4 times / 60 days allowance for short term accommodation by a resident and home hosted accommodation.

3.2.2.2 Medium and High Density Residential zones

The purpose and outcomes of the Medium and High Density Residential zones lack clarity as to whether the zones are for permanent residents or visitors or a continued mix of both.

The zone purpose states it is for “medium density multiple dwellings” and “high density multiple dwellings” both of which terms support permanent and short term occupation.

There is further confusion with the zone outcomes making reference to being “predominantly” home to permanent residents as well as being “predominantly” for short-term accommodation in established resorts and units. These outcomes are not mutually exclusive and appear to conflict with each other with no hierarchy or priority given to permanent residential over short term accommodation or vise versa. As noted in section 3.2.1.1 the strategic intent is also not clear on this matter.

The Tables of Assessment support and makes consistent a mix of permanent residents and visitors with: community residences, dwelling houses, dual occupancy, home based business (home hosted accommodation), multiple dwellings, retirement facility, residential care facility, rooming accommodation and short term accommodation being consistent uses in the zone.

The Medium and High Density Residential zones are the primary locations for smaller multiple dwellings for permanent residents and provide the greatest opportunity for the provision of smaller affordable dwellings in the future. Continued allowances for short term accommodation in these zones will continue to deplete existing and future dwelling stock for permanent residents.

These zones also have the highest number of unoccupied private dwellings left vacant or used for short term accommodation. Given Noosa's land supply for multiple dwellings is limited and opportunities for future development relies on infill or redevelopment in these zones, the uses permitted in the zone should reflect the main purpose of the zone being for permanent residents. The desired outcomes for these zones should be clarified and not ambiguous and a review of the purpose and outcomes and the corresponding table of assessment is required, in the context of meeting the housing needs of residents as a priority.

Whilst it is noted that historic development in much of these zones allowed for both permanent or short term use of dwellings, development rights and approvals continue despite future planning schemes changes.

A review of the zone allocations between Medium and High Density Residential and the Tourist Accommodation is also warranted to ensure the zones are applied to achieve the future desired landuse intent, (either for residents or visitors) not historical development.

It should be noted the Semi-attached Housing zone in the former NP2006 (Medium Density zone equivalent) protected the zone for permanent residential dwellings and did not support short term accommodation in the zone. The first draft of NP2020 protected land in both the Medium and High Density Residential zones outside of the "short stay" mapped area for permanent residents at the exclusion of short term accommodation. The final version of NP2020 took a different approach identifying short term accommodation as a consistent impact assessment use throughout the zones.

3.2.2.3 Tourist Accommodation zone

The main intent of the Tourist accommodation zone is to provide for a range of tourist accommodation types and facilities to support tourists. However, the purpose statement focuses only on short term accommodation and supporting uses for short term accommodation. The zone outcomes are correctly much broader and clearer on the types of development in the zone, which includes a range of tourist accommodation types. The outcomes are clear, by its silence, that the zone is not intended for permanent residential development.

However the tables of development supports and makes consistent: dwelling houses, caretaker's accommodation, community residences, multiple dwellings (unless identified a site identified for visitor only), nature based tourism, resort complex, short term accommodation, tourist park and tourist attraction.

Despite the zone outcomes making no reference to permanent residential development, the tables of assessment allow permanent residential housing (multiple dwellings) in the zone (except for specifically excluded sites), undermining the main purpose and outcomes of the zone. (Noting that dwelling houses and community residences must be permitted in the zone by state planning regulations).

As the Tourist Accommodation zone is the primary zone supporting tourist accommodation, further clarity of its purpose and outcomes are required and better supported by the tables of development to safe guard future supply of tourist accommodation and avoid ongoing potential landuse conflict with permanent residents.

As noted above, a review of the zone allocations between the Tourist Accommodation zone and the Medium and High Density Residential zones is warranted to ensure the future landuse intent, not past development approvals, is correctly applied through the zoning provisions.

3.2.2.4 Rural Residential zone

The Rural Residential zone is clearly for “residential uses” however the zone supports and makes consistent: dwelling houses, community residences, home based business, nature based tourism and short term accommodation.

Despite the purpose of the zone providing for residential uses, land in the zone can be used for short term accommodation and nature based tourism which don’t require a resident to remain on site. Statistics show there has been an increase, whilst low numbers, in the use of land in the Rural Residential and Rural zones for tourist accommodation purposes.

Whilst it is unlikely there would be extensive conversion of properties from permanent residential to short term accommodation, the Rural Residential zone contributes significantly to the provision of housing for permanent residents, and the zone is not intended for the sole purpose of tourism.

Consideration should be given to making any form of tourist accommodation and short term accommodation an inconsistent use unless the resident remains on site, to safe guard the land primarily for permanent residential uses as a priority.

Note: At its meeting on 18 August 2022, Council resolved to consider limiting short term accommodation of a dwelling house to sites over 4ha in response to amenity concerns, however it was determined by staff this matter needed to be dealt with in the broader landuse context of the appropriateness of all forms of tourist accommodation, including short term accommodation and nature based tourism, neither of which require a resident on site, as part of this report.

3.2.2.5 Rural zone

The purpose of the Rural zone is clearly primarily for rural uses and activities with other complementary compatible uses. The additional uses are further expressed in the outcomes with a number related to the provision of a range of tourist accommodation types. The zone supports and makes consistent: caretaker’s accommodation, community residences, dwelling houses, home based business, nature based tourism, rural workers accommodation, short term accommodation, tourist park, function facility and tourist attraction.

Similar to the issues raised above for the Rural Residential zone, nature based tourism, short term accommodation, tourist park, function facility and tourist attraction are consistent uses which do not require a resident to remain on site. Whilst it is unlikely there would be mass take up and conversion of rural lands for tourist purposes, rural land contributes to housing stock for permanent residents, and its primarily purpose is for agricultural purpose occupied by residents, with additional value added complimentary uses.

As with the Rural Residential zone, provided the resident remains on site a range of supporting visitor accommodation would be appropriate, but the conversion of rural land for the sole purpose of visitor accommodation compromises the zone intent and supply of housing stock.

Any proposals where a resident was not to remain onsite should require impact assessment.

3.2.2.6 Centre zones

Whilst not a specific consideration for this report, it should be noted the Major and Local Centre zones both support a range of housing types as well as short term accommodation uses. The District Centre zone only allows for short term accommodation on specified sites, otherwise it is an inconsistent use.

Further consideration should be given to the purpose of the Centre zones in relation to the provision of small dwellings for permanent residents and provision of tourist accommodation. As there is already a specific Tourist Accommodation zone for tourist accommodation in a mixed use format, there is considered no need to compromise the centres’ contribution to new small dwelling housing stock, by allowing short term accommodation. The Centres zones will become a key part of the provision of future housing supply and small dwellings and should be retained for this purpose as a priority over any provision of tourist accommodation.

Short-term accommodation for temporary workers / non-resident workforce who are not necessarily tourist should also be considered further.

3.2.3 Local plans

The Local Plan Codes provide more detail in terms of the specific development and landuse outcomes sought for each locality. Overall, there is inconsistency between the desired landuse outcomes as they are discussed for each zone and specific locations and the overarching zone provisions and tables of assessment. In particular, the outcomes in the locations related to the provision of permanent dwellings and short term and tourist accommodation are not supported by the range of consistent uses in the zones.

Specifically, the outcomes sought for permanent housing in the Medium and High Density Residential zones is not supported by the tables of assessment, which compromise this outcome by allowing for short term accommodation in the zones.

A brief overview of the outcomes sought by each local plan is outlined below.

3.2.4.1 Hinterland Villages

Hinterland villages of Pomona, Cooran, Kin Kin and Boreen Point are described as vibrant rural or lakeside villages with unique character and identity. Development is to maintain the rural amenity enjoyed by both residents and visitors and businesses provide for residents and visitors.

In Boreen Point, development remains small and water activities attracts tourists to the area.

3.2.4.2 Cooroy

Cooroy is described as a vibrant energetic town centre which supports both hinterland residents and visitors. Development is to maintain the country town feel and whilst low to medium density semi-attached housing is to be dispersed through residential neighbourhoods.

Visitor accommodation and tourist attractions are to be compatible with the character of the area.

3.2.3.3 Tewantin

Tewantin is described as a vibrant traditional town influenced by its heritage and river setting with low key and low rise buildings. The outcomes sought for the town centre support both residents and visitors and mixed use development with residential uses. Despite its gateway role to Noosa North Shore the outcomes state Tewantin is home for permanent residents without “substantial: short term accommodation”. Specifically, it states the Low Density Residential zone is for permanent residents and the medium density residential zone provides for a diversity of housing types for permanent residents.

3.2.3.4 Noosaville

Noosaville is identified as having a role in providing much of the commercial, retail , administrative and social needs of the coastal urban area and a major focus for visitor accommodation and services. Small dwellings in a mixed use format are identified for the District Centre zone.

The Low Density Residential zone is identified as primarily accommodating permanent residents in detached houses. Bed and Breakfast accommodation can locate in residential zones.

The Medium and High Density Residential zones are to accommodate a diversity of housing including dual occupancies, multiple dwellings, retirement facilities and residential care facilities. Development is required to ensure permanent residents enjoy high levels of residential amenity.

The Tourist Accommodation zone is identified for visitor accommodation and associated uses for visitors with Gympie Terrace as the primary tourism focus.

3.2.3.5 Noosa Heads

Noosa Heads is identified as an area having a strong tourism focus with Noosa Hill accommodating residential neighbourhoods and visitor accommodation and Noosa Junction providing a range of goods and services for residents and visitors. Quamby Place is identified as convenience goods and services for residents and visitors and the Mixed Use Precincts in Hastings Street and Noosa Junction provides for entertainment.

The Low Density Residential zone is identified for permanent residents in detached houses and the Medium and High density residential zone are to accommodate a diversity of housing including dual occupancies multiple dwellings, retirement facility and residential care facilities.

Residents in Noosa Heads are identified as enjoying a high level of residential amenity.

Housing for students and hospitality workers are identified in or within proximity of Noosa Junction and small dwellings in a mixed use format in activity centres.

Noosa Heads is identified as the principal focus for visitor accommodation, specifically in Hastings Street and specific resort sites. The tourist accommodation zone is identified for visitor accommodation and associated uses. Bed and Breakfast accommodation can locate in residential zones.

3.2.3.6 Coastal Communities

The Coastal Communities include Sunshine Beach, Sunrise Beach, Castaways Beach, Marcus Beach and Peregian Beach. The overarching relevant outcomes state that Sunshine Beach, Sunrise Beach and Peregian Beach activity centres provide for the convenience needs of residents and visitors. Sites identified for tourist accommodation are identified for to be retained and development for diversity and choice of visitor accommodation. Bed and Breakfast accommodation can locate in residential zones.

The Low Density Residential zone is identified for permanent residents in detached houses and the Medium and High density residential zone are to accommodate a diversity of housing including dual occupancies, multiple dwellings, retirement facility and residential care facilities.

More specifically:

Sunshine Beach is identified as providing multi- unit accommodation for both residents and visitors, whilst retaining the supply of permanent housing and not reducing residential amenity for residents.

Sunrise Beach is identified as providing a high proportion of detached houses and some multi-unit accommodation for permanent residents, with facilities provided for resident needs. Castaways Beach and Marcus Beach are identified as providing predominantly detached housing for permanent residents.

Peregian Beach's centre is to provide local convenience shopping for both permanent residents and visitors and multi-unit accommodation locates near the centre. The Medium Density Residential zone on western side of David Low Way provides for mixed uses.

The outcomes sought for Sunrise, Marcus and Castaways Beaches are clearly for the provision of housing for permanent residents.

The outcomes sought for Peregian Beach are for the provision of multi-unit accommodation in close proximity to Peregian Beach local centre and the Medium Density Residential zone on the western side of David Low Way is for mixed uses with residential.

3.2.5 Tourist accommodation approvals

Since the commencement of NP2020 there have been many superseded planning scheme approvals, development approvals and confirmation of existing use rights to undertake short term accommodation. There have also been some approvals for other forms of tourist accommodation.

Separate to NP2020, the Short Stay Letting and Home Hosted Accommodation local law approvals process has also given approval for the operation of short stay letting further discussed in section 3.6.1.

As a home based business (home hosted accommodation) is accepted development subject to requirements, the number of properties undertakings this form of tourist accommodation is somewhat unknown, however approval under the Short Stay Letting and Home Hosted Accommodation is also required which should identify properties.

3.2.4.1 Short-term accommodation superseded planning scheme approvals

Under section 29 of the *Planning Act 2016*, for a period of 12 months up to 31 July 2021, applications were made to Council requesting assessment for the use of a dwelling house for short term accommodation under the superseded planning scheme provisions of Noosa Plan 2006. Under the former provisions, the detached house definition allowed for short term accommodation as accepted development.

214 dwelling houses were successful in this application, securing short term accommodation use rights which must commence within 6 years of Council's decision notice.

Table 34 Superseded planning scheme approvals

Location	Superseded approvals for STA accommodation in a dwelling house
Noosa Heads	76
Noosaville	34
Sunshine Beach	61
Sunrise Beach	12
Marcus Beach	6
Castaways Beach	4
Peregian Beach	13
Noosa North Shore	7
Tewantin	1
TOTAL	**214**

3.2.4.2 Existing use rights confirmation for short term accommodation

Many dwellings had a history of use for short-term accommodation prior to Noosa Plan 2020 coming into effect. Changes to the Low Density Residential zone, making short term accommodation an inconsistent impact assessable use, gave rise to a many claims for existing use rights for short term accommodation. To confirm existing use rights, written advice requests were made to Council.

116 applications were made to Council with 108 confirming existing use rights for short term accommodation.

Following the commencement of the Short Stay Letting and Home Hosted Accommodation Local Law, lawful use rights were also confirmed through the application process where approvals for short stay letting were given, addressed separately in section 3.6.1.

Table 35 Existing use rights confirmation by written advice

Location	Existing use rights confirmation by written advice
Noosa Heads	35
Noosaville	11
Sunshine Beach	36
Sunrise Beach	9
Marcus Beach	2
Castaways Beach	4
Peregian Beach	7
Noosa North Shore	2
Tewantin	2
TOTAL	**108**

3.2.4.3 Development Permits for short term accommodation

A number of MCU applications were made for short term accommodation under the provision of NP2020, with 14 approvals issued as at 31 August 2022.

Table 36 MCU approvals for short term accommodation NP2020

Location	Short term accommodation dwellings approved
Noosa Heads	1
Noosaville	3
Sunshine Beach	3
Sunrise Beach	1
Peregian Beach	2
Cooroy	1
Pomona	1
Tinbeerwah	1
Kin Kin	1
TOTAL	**14**

3.2.4.4 Development Permits for other tourist / visitor accommodation

The following MCU approvals were issued for other forms of tourist accommodation as at 31 August 2022.

Table 37 MCU approval for other tourist accommodation NP2020

Approval type	Location	Number of approvals	Number of Dwellings	Beds / sites
Nature based tourism	Pinbarren	1	3	3
Tourist park	Cooroy			20 sites (new approval but existing site)

At the time of writing this report, additional commercial tourist accommodation projects are proposed and at different stages within the development assessment system:

- a 106 room 5 star boutique hotel resort is being considered by Council at 61 Noosa Springs Dr Noosa Heads;
- a 178 room and 12 suite hotel and 15 x 3 bedroom villa application (Callile Hotel) has been lodged at 3-7 Serenity Close, Noosa Heads as a change application to an expired approval;
- a 16 self contained eco cabin application for short term accommodation at 142 Noosa Drive Noosa Heads as part of RACV is currently at information request stage; and
- preliminary discussions had taken place on the redevelopment of 203-207 Gympie Terrace for a 49 room hotel, conference room and commercial uses.

These proposals support unmet demand for hotel style and 5 star accommodation in Noosa Shire and may result in approximately 345 additional hotel rooms in Noosa Heads and Noosaville and 15 luxury style 3 bedroom villas and 16 eco cabins.

3.2.5 Residential housing approvals

A number of residential approvals for a range of permanent dwellings (excluding dwelling houses) were issued under NP2020 as at 31 August 2022. Of particular note was the uptake of the small dwelling bonus gross floor area provisions under NP2020 producing 188 small dwellings (<100m^2) in the residential zones. 19 small dwelling were also approved in the centre zones where dwellings are limited to small dwellings. Also noted was approval for 3 multiple dwellings from visitor only occupancy to permanent occupancy.

Table 38 Residential housing approvals NP2020

Approval type	Location	Number of Dwellings
Caretaker's accommodation	Lake Macdonald	1
	Pinbarren	1
Dual occupancy	Tewantin	10
	Sunshine Beach	4
	Sunrise Beach	2
	Cooroy	2
	Noosa Heads	4
	Noosaville	4
	Peregian Beach	2
Multiple dwelling	Tewantin	28
	Sunshine Beach	5
	Cooroy	14
	Noosa Heads	19
	Noosaville	172 + 3 from STA to permanent
Residential care facility	Noosa Heads	20 beds

3.2.6 Summary of provisions and outcomes of Noosa Plan 2020

Noosa Plan 2020 supports the provision of housing for permanent residents, the provision of tourist accommodation and tourist related activities and a more future focused and diverse economic and employment base.

In particular, NP2020 continues to support short term accommodation and growth in other forms of tourist accommodation, particularly hotels at key vacant sites dedicated for tourist accommodation, and land within the Low Density Residential zone is protected for permanent residents.

During its first 12 months in operation, 214 dwelling houses gained superseded planning approval to operate short term accommodation, and during the first 2 years, 108 properties gained written advice confirming existing use rights for short term accommodation, 18 properties received MCU approval for short term accommodation and an additional 23 nature based and caravan sites were approved.

In addition, a key site is under consideration for the delivery of 106 five star hotel rooms and 2 major key sites have had discussions for the potential delivery of an additional 239 hotel rooms and 15 luxury villas, all meeting an unmet demand for 5 star and hotel style accommodation.

268 permanent residential dwellings and 20 residential care beds have been approved. The small dwelling bonus provisions have been successfully taken up with 188 of the approved dwellings being small, meeting an unmet demand for smaller housing types. In addition, 90 small dwellings are under consideration at the Noosa Shire Business centre.

Overall, the residential housing provisions in NP2020 have been taken up and successfully delivering the housing outcomes sought by the plan. Notwithstanding this, the provisions around short term accommodation in zones of which the purpose is housing permanent residents, have been somewhat ambiguous and conflicting within varies parts of the planning scheme, and contribute to housing supply issues.

In particular, NP2020 continues to allow for a mix of visitor accommodation with permanent residential housing throughout, continuing competition and potential depletion of permanent housing stock and landuse conflict between permanent residents and visitors. This has implications for both long term housing supply and long term tourist accommodation supply.

NP2020 also contains some conflict between the outcomes sought by the local plans, the zones and tables of development. For example, the allowance for short term accommodation in the Medium and High Density Residential zones undermines outcomes for permanent dwellings for residents expressed through the local plans.

Likewise, the Tourist Accommodation zone is for the purpose of accommodating various types of tourist accommodation and tourist related uses, however multiple dwellings for permanent residents are permitted in the zone compromising the zone's intent and long term provision of tourist accommodation.

With limited land supply and redevelopment opportunities, the competition for dwelling stock between residents and visitors is the key issues going forward. Therefore, a review of short term accommodation being permitted within zones whose primary purpose is for permanent housing, and the allowance for permanent dwellings in the Tourist Accommodation is required to ensure the long term integrity of each zone.

The Strategic intent and outcomes need to support any changes made to the zones and the permitted uses to provide clear direction on how and where housing for residents will be met now and in the future.

Likewise, the current and longer term provision of a range of tourist accommodation needs to be clearly articulated in terms of its location and relationship to permanent residential housing.

3.3 Housing Market 2020-22

This section addressed the housing market situation following the introduction of NP2020 including the impacts from COVID 19.

Since the commencement of NP2020 Australia has been experiencing a national housing crisis. Noosa's housing market has been particularly hit hard with extremely low rental vacancy rates fueling increased rental prices and significantly increased housing prices.

This prompted Council to prepare a new Housing Needs Assessment in 2021 (HNA2021) to better understand the housing situation and housing needs of Noosa residents, followed by a Housing Strategy in 2022.

Notably, the HNA2021 did not include an assessment of tourist accommodation needs, unlike the 2017 Housing Needs Assessment which saw tourist accommodation as part of the overall housing needs for Noosa Shire.

3.3.1 Housing Needs Assessment 2021

Since the completion of the Briggs & Mortar HNA2017 report, the 2021 Housing Needs Assessment identified a number of significant changes in the Australian housing market including exceptionally low interest rates, holiday homes being a form of investment and 20% deposit required for purchasing property making it difficult for first home buyers.

COVID 19 was also a significant impact in the housing market. Ex-pats returned to live in local properties and there was an exodus from southern capital cities to regional lifestyle areas, particularly Queensland

Locally, the HNA2021 identified a noticeable increase in the number of dwellings being offered for short term holiday letting and conversely, increased pressure on holiday resorts to accommodate permanent residents, particularly one and two person households due to lack of availability in residential areas. A large number of properties changed ownership in the

2020-2021 period with some properties exiting the permanent rental market for owner occupation. Demand for housing and permanent rentals far exceeded supply.

Since the HNA2021 was prepared a number of increases to interest rates have also occurred, affecting the housing market, and state and international borders reopened.

The 2021 Housing Needs Assessment was prepared prior to the 2021 census data release and therefore relied on statistics from the 2016 census.

3.3.1.1 Housing characteristics

Despite changes to the broader housing market described above, overall, the key characteristics of Noosa's housing stock and household structure did not change between the HNA 2017 and the HNA2021. Small households and larger homes of 3+ bedrooms continued to dominate housing supply and demand, with a range of housing options not being met:

> *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.*
>
> *… 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.*
>
> *…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 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.*

3.3.1.2 Housing supply

There is some tension between the HNA2017 and HNA2021 statistics in relation to number of total private dwellings and occupied private dwellings, with the number of total private dwellings decreasing between 2011 and 2016, which is not the real case. There appears to have been changes to some statistical division boundaries and variation interpretation in data collection particularly around the inclusion or exclusion of dwellings deemed as visitor only.

Recent 2021 census statistics on occupied and unoccupied private dwellings have also been included in this section, which weren't available at the time of the HNA2021 preparation.

Occupied dwellings and dwelling structure in HNA2021

The HNA2021 identified a total of 24,815 total private dwellings, 18.8% of which were identified as unoccupied on census night, suggesting these properties are left vacant or used as visitor / short term accommodation, and not occupied by permanent residents. Despite the tensions between the statistics in the HNA2017 and HNA2021, this suggests an increase in unoccupied dwellings over the last 5 years.

The number of new dwelling approvals over the 2006-2016 time period were not reflected as occupied private dwellings, with the number of occupied apartments falling considerably during that time, suggesting increased take up for short term accommodation or holiday home investments.

The HNA2021 identified the proportion of unoccupied private dwellings was highest in Noosa Heads at 36.68%, 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 at 7.64%.

The HNA2021 stated:

…The 2011 Census had shown 20,713 occupied private dwellings on Census night.

The 18.8% of private dwellings (4,671 out of 24,815) were unoccupied across Noosa Shire on census night, higher than the State 10.6% .

…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…

Apartments accounted for 17.7% of occupied private dwellings in Noosa Shire in 2006 and 8.1% in 2016… actually fell from 3,776 in 2006 to 1,796 in 2016 despite new apartments being approved over that period…

Following the 2021 census data release, which was not available at the time of the HNA2021, up to date 2021 ABS Census statistics show 26,658 total private dwellings of which 4,810 were unoccupied as shown in Table 39 Appendix 10.

Dwelling size and household size

Noosa's average household size was identified in the HNA2021 as being 2.4 persons, with the highest in Noosa Hinterland at 2.6 persons and lowest in Noosaville at 2.1 persons per household. This is lower than the state average of 2.6 persons.

Most dwellings in Noosa Shire have more bedrooms than occupants with an increasing number of couple only and lone person household, which varied considerable between Noosa Hinterland and coastal localities. The HNA2021 stated:

> *… Between 2006 and 2016, the number of lone person households increased by 18%... number of couple only households increased by 18.3%. Couple only households represented 31.9% of households in Noosa Shire… 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. 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.

With regard to the relationship between dwelling size and household size, the HNA2021 identified a mismatch between household size and dwelling size, stating:

… the most frequent family size is two people.

Separate houses are most frequently three plus bedrooms and modern houses are most typically over 275m2 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…

3.3.1.3 Housing Tenure

Dwellings owned outright or being purchased

In terms of the tenure of occupied private dwellings, Noosa Shire has a considerably higher proportion of dwellings owned outright than the state average which has grown been 2006 and 2016, with the highest rates in locations with higher proportions of older residents. Correspondingly, there is a slightly lower proportion of dwellings being paid off through mortgages or other schemes. Table extracts from the HNA2021 on tenure are included in Appendix 10 as Tables 40-42. The HNA2021 states:

…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.*

In relation to the occupied private dwellings being rented the HNA 2021 states*:*

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.

… 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

3.3.1.4 Rental market

Median rents

For the 12 months ending 30 September 2021, the median weekly rents produced by the Residential Tenancies Authority (RTA) included in the HNA2021 indicated Noosa's median weekly rent for a 1 bedroom unit was similarly priced to the rest of the Sunshine Coast and Queensland. As the number of bedrooms increased however, the gap widened. The HNA2021 stated:

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

Median weekly rents increased significantly in the 4 year time period since the original HNA2017 was prepared. The Table 43 extracted from the HNA2021 contained in Appendix 10 show the change in rental prices for each housing type with the following key differences in weekly rents across all localities in Noosa Shire between June 2017 and September 2021.

- 1 bedroom unit was $305-$340 per week in 2017 increasing to $385-$450 in 2021.
- 2 bedroom unit was $320-$420 per week in 2017 increasing to $480-$580 in 2021.
- 3 bedroom house was $413-$583 per week in 2017 increasing to $530 - $998 in 2021
- 4 bedroom house was $490-$695 per week in 2017 increasing to $700-$950 in 2021.

The HNA2021 compared these rental costs with income, stating:

> *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…*

Rental vacancy rates

During the first half of 2021 the HNA2021 identified very low numbers of rental properties being available, with less than 15 properties advertised for rent below $500 per week with a high proportion being one bedroom units or granny flats. One of the impacts on the rental market identified in the HNA2021 was internal migration, stating:

> *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".*
>
> *… The surge in demand reportedly fueled by interstate migration and returning expats as a result of Covid-19 and lockdowns in southern capitals…At the time Briggs & Mortar were doing the previous Housing Needs Assessment (2016-2017) there was a vacancy rate of around 2% or more.*

Section 2.9.4.1 and Appendix 8 discussion on COVID 19 contains a number of rental vacancy graphs extracted from the HNA2021 for postcode locations in Noosa Shire. Significantly, the statistics show a strong relationship between demand for short term accommodation and the availability of permanent rental properties.

Of particular note was the correlation between COVID 19 lockdowns and spike of increased available rental stock for permanent occupation, marked by a quick drop in availability coinciding with rental stock returning to the short term accommodation market.

3.3.1.5 Dwellings Sales Data

Like the rest of Australia, Noosa experienced significant increases in residential property prices from late 2020 through to 2022. Demand for residential properties were very high in Noosa Shire, with many properties sold sight unseen to interstate and overseas purchasers during the COVID 19 lockdown period. The migration from capital cities to regional areas, returning expats, record low interest rates and negative gearing policy contributed to this demand. It was estimated about 10% of Noosa's housing stock sold in the 12 months ending June 2021. Table 44-45 in Appendix 10 contains the relevant table extracts from HNA2021.

The HNA2021 stated:

> *… the median sale price in Noosa LGA in the 12 months ending 31 June 2021 was $900,000, which make 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.*

Noosa was often cited in commentary on the national housing market as performing extremely well over the last two years. Record sale prices were consistently achieved. Of particular note, was the Noosa Shire's new house and vacant land sales prices were more than double the Queensland state average.

In relation to the impacts of property price increases the HNA2021 states:

> *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. 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.*

3.3.1.6 Housing issues

The housing issues identified between the HNA2017 and HNA2021 were largely no different other than becoming more heightened in the context of the national housing crisis, particularly around matters of housing supply and housing affordability. Short term accommodation was also more pointedly suggested in the HNA2021 as having an impact on the housing market.

The HNA2021 identified the following housing issues

- 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.

3.3.1.7 Housing needs

The HNA2021 identifies a number of unmet housing needs, stating that not all are in crisis situation, but they may not be able to secure the type or tenure of homes to best meet their needs.

The HNA2021 states:

- *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.*

3.3.1.8 Short-term accommodation

The HNA2021 recognises the legacy issues of past planning schemes which allowed for the proliferation of short term accommodation throughout residential zones and failure to protect land for permanent residents. The continued issues around ongoing interchangeable use rights for both visitor and permanent accommodation lead to no security of housing stock. The lack of smaller dwellings for residents also lead to a take up of dwellings within “resort” style accommodation compromising the onsite management businesses and tourist accommodation offer.

Secondary dwellings and granny flats and other self contained dwellings meant for permanent occupancy are also identified as being used for short-term accommodation, both hosted and un-hosted.

The HNA2021 identifies the following issues regarding this:

- *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.*

3.3.1.9 Challenges and opportunities

By far, the key challenge for housing in Noosa is the competition and conflict of housing stock between residents and visitors. It was clearly shown during the initial COVID 19 lockdown periods there was a direct correlation between the availability of housing for rental purpose and demand for visitor accommodation, with the highest return on investment often prevailing.

3.3.1.10 Meeting future housing needs

The HNA2021 identifies a range of ways to meet future housing needs, including Council involvement in facilitating housing delivery and changes to planning scheme provisions.

Relevant to this report the HNA2021 notes that despite NP2020 being a new planning scheme, significant changes had occurred in the housing market warranting amendments to assist in facilitating better housing outcomes. The HNA 2021 identified the exclusion of short term accommodation from the Medium and High Density Residential zones for further investigation stating:

> *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.

3.3.2 Housing Strategy 2022

Following the preparation of the 2021 Housing Needs Assessment Noosa Council prepared a Housing Strategy in 2022, being greatly concerned by the housing crisis in Noosa Shire. The Housing Strategy seeks to set a clear plan for housing in Noosa through to 2041, with the objectives being to enable housing choice, diversity and affordability to meet the current and future needs of the community.

A draft version of the Housing Strategy was publicly notified during July 2022, with 82 written submissions made and 670 survey respondents received.

Overwhelmingly, submitters identified short term accommodation as having a direct impact on housing availability and affordability in Noosa Shire. There was strong community sentiment that the existing housing stock should be used to house local residents rather than be used to accommodate visitors or be locked up for the occasional use by owners as holiday homes.

Most of the community members who engaged in the consultation process were supportive of initiatives that would broaden housing choice and offer safe, secure, affordable housing for a wide cross section of local residents, especially workers and vulnerable people.

The survey results indicated the greatest levels of support were for housing for key workers, followed by vulnerable groups and people in crisis, then families and low income earners. The cost of housing, the lack of available housing and particularly affordable housing and the general cost of living were all considered significant obstacles.

There were many submissions that covered the tourism sector and the tension between housing residents and accommodating tourists within the same stock of residential accommodation. There was considerable concern about the quantum of short-term accommodation within the Low Density Residential zone and other residential zones, and the impact this has on the availability (and cost) of housing for permanent tenants.

A number of submissions raised concern about an excessive number of events and over marketing of Noosa as a tourist destination, suggesting it had become too hard for local residents to get around and enjoy the region on any weekend, no longer just at peak periods. Further they suggested that the very attraction of Noosa, being its expanses of natural bushland, clean uncrowded beaches/waterways and outdoor recreational spaces are at risk.

Following consideration of submissions, recommendations were made to strengthen statements within the Housing Strategy that emphasise the role of the Low, Medium and High Density Residential zones for housing permanent residents and reinforce that changes to the zone provisions are inevitable to protect housing availability for permanent residents.

Council endorsed the Housing Strategy on 4 November 2022.

3.4 Economy and employment 2020-2022

The section discusses the economic and employment situation from mid 2020 – 2022 and includes the relevant impacts from COVID 19 during that period.

3.4.1 Noosa Shire Economic Development Strategy 2021-2030

In 2021 Noosa Council prepared the Economic Development Strategy 2021-2030 (The Strategy). The Strategy builds on the 2015 Local Economic Plan that sought to pursue economic diversification to a build a more resilient economy beyond tourism and population driven economic growth. The Strategy focuses on areas where Noosa has a distinct competitive advantage, embracing innovation, accelerating industry development and benefitting from potential opportunities. The core elements from past economic approaches retained in The Strategy include:

- The desire to strive towards a more diversified and resilient local economy focused on knowledge-based and high-value sectors of the economy i.e. “value, not volume”.
- Achieving growth in ‘smart’ industry sectors that have high economic value and at the same time have low environmental impact, where there is a competitive advantage.
- Being globally connected and with a particular focus on products and services that can be exported outside the region.
- An appreciation of, and strong commitment to maintaining and protecting the quality of our natural assets as an underlying driver for much of the investment and economic activity in the Shire.
- Importantly The Strategy recognises the world has changed over the last 2 years influencing the economic environment both now and into the future, providing opportunities and challenges with rapidly changing technologies, a highly mobile workforce, COVID 19 and challenges relating to workforce talent and housing shortages.
- The Strategy recognises Noosa Plan 2020 as expressing the desired economic outcomes for Noosa Shire while The Strategy sets the direction and outlines priorities for investment and action to support economic growth in high value, low environmental impact and knowledge based industry sectors. The Strategy provides the following commentary regarding Noosa’s situation in 2021:

  … the rate of economic growth has been above that of population growth. While the economy has performed well over time, it has been traditionally reliant upon tourism, retail and the construction industry, all of which can (and have) experienced volatile swings up and down.

  The traditional desire to encourage a more diverse economy has paid off with other sectors including healthcare and professional business services increasing greatly over recent years.

  Even with these gains, our community has median income levels below the State average and pockets of high socioeconomic disadvantage. We have an older population where the average age is increasing at a faster rate than the rest of the State…The negative effects focus around a declining workforce, lower birth rates and high service’s needs. The positive, in OECD countries where retirement incomes are higher, this can translate to higher spend.

  The housing market has boomed recently as record numbers of residents relocate from Melbourne and Sydney as a result of the COVID-19 pandemic. Housing prices have increased rapidly, affordability has declined significantly (double the house price to *income ratio of the State) and residential vacancies have been below 1% for most of 2021.*

Some businesses are reporting staff shortages, while at the same time experiencing strong trading conditions.

Transitioning to a "smart biosphere" is identified as the evolution of economic development for Noosa Shire with activities, interventions, and decisions being future focused; people and place centric; and evidence based. The Strategy focusses on economic growth enablers and the philosophy that bold leadership, strong business ecosystems, investment in enabling infrastructure and a culture of entrepreneurship are the very foundation of a strong, healthy, sustainable and resilient local economy.

Ultimately the strategy seeks a sustainable, diverse and resilient local economy less reliant on volatile industries, such as retail and tourism.

A Destination Management Plan (DMP) will also be prepared to manage the effects of tourism in Noosa, The Strategy stating that a well managed destination protects and preserve their assets, attracts investment, meets workforce needs and has increased levels of innovation.

3.4.1.1 COVID 19

Noosa Shire's Economic Development Strategy 2021-2030 identified impacts from COVID19 that are expected to have a significant influence on the economic and employment environment now and into the future. Significant changes for business, technology and mobility are described below:

Business

- Accelerated ecommerce – changes to the way we purchase as the surge in online shopping demonstrates.
- Changes to the way we work – McKinsey & Co. estimated that more than 20% of the global workforce (most of which are in high skilled jobs), could work remotely.
- Tech upskilling – with these changes to the way we work comes the challenge of workforce adaptation and ensuring strong technology skills across the board.
- The rise of regions – 'safe' locations has seen population and demographic change.
- The importance of being agile – moving fast, being able to pivot and restructuring in order to build resilience is a fact of life in the Covid world.
- Profit for purpose – this crisis has emphasised the interconnectedness of businesses and their community which has seen an increasing trend in business where there is profit with a sense of purpose.
- Climate action drives recovery – Governments across the world are firmly and decisively putting climate
- and environmental action at the heart of their recovery plans, investing heavily to stimulate action.
- Changing travel behaviours and latent pent up travel demand in response to closed international borders.

Technology

- Covid-19 has sparked a wave of innovation, tremendous growth in digitisation and accelerated the rate of digital transformation as businesses strive to improve operations

- The Covid-19 crisis has seen an amazing acceleration in medical innovation and astounding accomplishments in the early roll out of vaccines
- This disruption has created space for entrepreneurs and innovators to develop solutions to drive productivity.

Mobility

- …proof that knowledge workers can be productive away from the office, the geographical link between employer and employee was broken. Job opportunities are now highly mobile. It is now feasible for someone to live in a regional location and work for organisations based on the other side of the country or the world.
- Whereas Noosa residents were once limited to the employment opportunities offered locally, they now have the potential to participate in a far larger job market where having the appropriate skills is far more important to an employer than proximity to the office.
- Socio-economic impacts of this professional mobility on Noosa is profound, with a rapidly growing proportion of the community earning a living from employers, clients or markets based elsewhere and the influx of knowledge workers who are choosing to relocate to Noosa and bring their jobs with them.
- While in a global context the movement of people has put pressure on labour markets (we are seeing this trend locally particularly in the accommodation and food services sector), and goods has put pressure on supply chains, according to the Regional Australia Institute, in the March 2021 quarter, Noosa Shire saw the largest annual percentage growth in inward migration from capital cities among all LGA's across the country in the March quarter 2021.
- From an investment mobility perspective, Smart Company report that the value of investment funding was up in the second quarter of 2020 in Australia. Additionally Deloitte's suggest that $13 billion in private equity funds is poised to be deployed.

The economy and employment impacts continued throughout 2020 and 2021 however generally improved following the initial impacts felt in the June 2020 quarter. *Id. Demographic Resources* noted however, the annual economic information doesn't show the full picture as the impact of COVID-19 on June Quarter 2020 is averaged out by the previous three quarters in the financial year.

3.4.2 Gross regional product June 2021

.id Community Demographic Resources data showed Noosa's gross regional product was down the year ending June 2021 at $2.96 billion, growing -0.9% from the previous year, following the impacts from COVID-19. The healthcare and social assistance sector continued to be the most productive industry generating $271 million in 2020/21. Refer to Section 2 Figure 6 in this report.

Noosa Shire experienced its biggest drop in gross regional product during the June 2020 quarter and steadily improved over time to the June 2021 quarter to pre-COVID 19 figures of $762million. Data was not available for the 2021/2022 year as shown in Figure 24 in Appendix 11.

3.4.3 Employment

3.4.3.1 Employment by industry

.id Community Demographic Resources data showed that between the 20019/2020 year and the 2020/2021 year the proportion of jobs in construction fell from 11.9% to 10%, accommodation and food services also fell slightly from 14.5% to 13.8% with increases in the

healthcare and social assistance from 14% to 14.7% and administration and support services also increased from 4.4% to 5.1%. Professional, scientific and technical services also slightly increased from 7.2% to 7.5%. Retail trade remained steady at 12.5% as shown in Table 46 in Appendix 11.

Notably, healthcare and social assistance is the largest employer generating 3,455 local jobs in 2020/21 followed by accommodation and food services and retail trade employing 3,240 and 2,929 people respectively.

3.4.3.2 Employment by occupation

.id Community Demographic Resources data has not been updated therefore the statistics for employment by occupation discussed in section 2.4.3.2.

3.4.3.3 Number of jobs

.id Community Demographic Resources data showed the total number of local jobs fell from the 2019/20 year to the 2020/21 years from 24,036 jobs to 23,446 jobs. However this was up from the June 2020 quarter where the job number fell to 22,417 following the initial impacts from COVID-19. As shown in Figure 25 in Appendix 11.

The June 2020 quarter saw the highest impacts on local job losses in Noosa Shire. Whilst job numbers improved up to the June 2021 quarter, job numbers were still tracking below pre-COVID 19 numbers, down from the March 2020 quarter by 505 jobs. Refer to Figures 26 in Appendix 11.

Place of work

Working from home, where employees were able to, largely continued throughout 2020-2021 with many employees returning to work permanently by mid 2022. However, some employees have continued to work from home demonstrating the same or better productivity and work life balance, whilst others are splitting their work week between the office and home. This shift in the ability for employees to work from anywhere is likely to continue.

3.4.4 Businesses by industry

.id Community Demographic Resources data showed that between 2020 and 2021 there was an increase in the number of businesses registered in the professional, scientific and technical services industry up from 925 to 1020 businesses increasing the proportion of business registered in that industry from 13.4% to 14.4%. The construction industry increased from 1,288 registered business to 1,332 business however the proportion of business registered as construction was slightly down from 18.7% to 18.4% as shown in Table 47 in Appendix 11.

3.4.5 Tourism sector

In 202/21 the total tourism sales in Noosa Shire was $341.9m, the total value added was $191.0 million according the *.id Community Demographic Resources.* This was considerably down from $463.67 million total tourism sales and $266.97 million value added in the previous 2019/20 year.

3.4.5.1 Visitor nights

According to *.id Community Demographic Resources data t*here were 3,633,959 domestic visitor nights and no recorded international visitor nights due to international border closures during the 2020/21 year with 857,545 domestic day trips.

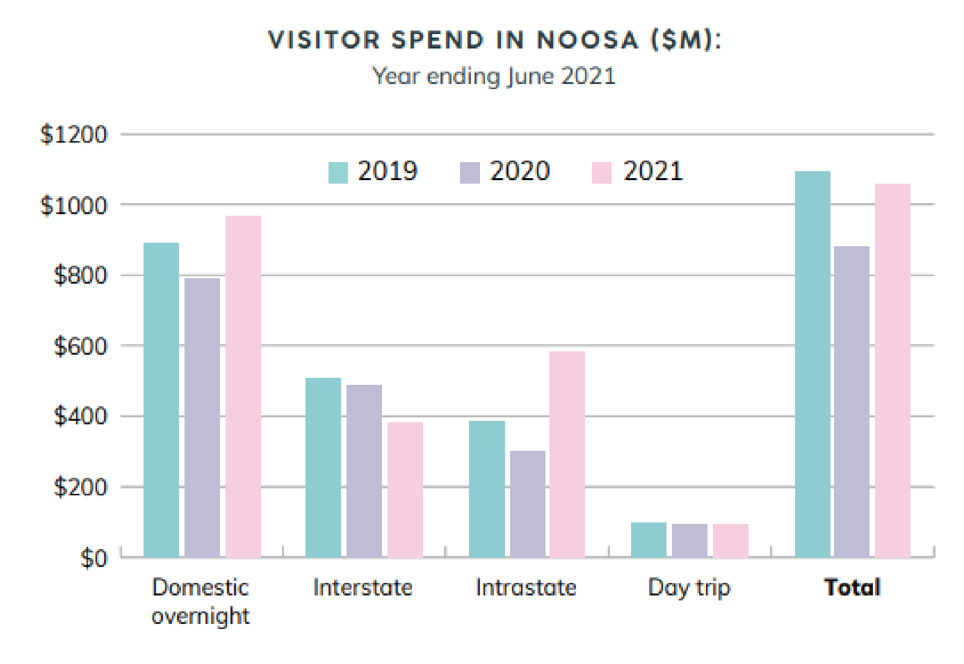
The number of domestic visitor nights actually increased from the 2019/20 year which was recorded at 3,582,686 domestic visitor nights as show in Figure 27 in Appendix 11.

The main reason for domestic and international overnight stays was for the purpose of holidaying and then to a lesser extent visiting friends and relatives. Average occupancy of available visitor accommodation was 59% to the year ending Jun 2021, up from 53% the previous year.

3.4.5.2 Visitor spend

The *2020-2021 Tourism Noosa Annual Report* identified the Noosa Region had achieved a total spend (including day trips) of $1.06 billion, the highest since March 2020, and compared to the record breaking 2019 year, whilst visitor numbers were down by 23% the total spend was down just 2.8%. The Annual Report stated the year ending June 2021 had seen the strongest domestic overnight visitor results since the start of COVID, with some measures breaking pre-COVID records.

Figure 28 Visitor Spend in Noosa year ending June 2021



Source: Tourism Noosa Annual Report 2020/21

3.4.5.3 Employment in tourism and hospitality sector

.id Demographic Resources have not updated the tourism and hospitality workforce data from 2016, where there were 2,811 people who made up the tourism and hospitality workforce as discussed in section 2.4.5.3.

3.4.5.4 Short term accommodation – share economy COVID impacts

Tourism Noosa received data on 16/2/2021 shared with Noosa Council regarding the share economy for accommodation in Noosa and other coastal destinations. The data was reported as being from a collection of sources including Airbnb and Stayz and businesses that manage houses for holiday rentals. Significantly, the trends were not isolated to Noosa Shire but experienced across all coastal holiday destinations.

The Airbnb data showed decline in numbers of share economy accommodation was a trend that started with the onset of COVID 19 with overall difference in numbers of 271 fewer properties from Q4 2019 to Q2 2021. The following factors reported as contributing to the declines:

- Migration of southerners and purchasing homes to reside in
- Owner occupiers moving permanently into their holiday homes
- High property prices and higher sales of properties that were investment houses – cashing in

It should be noted the data show in Table 48 in Appendix 11 is representative only of properties on the Airbnb and Stayz platforms, and does not include a significant (probably double) amount of properties managed and promoted as short term accommodation through other means.

3.5 Tourist Accommodation 2022

In April 2020 Council prepared the Tourism Carrying Capacity data analysis that identified the total number of properties operating some form of tourist accommodation. The outcomes of this are contained in section 2.5.2 of this report.

To determine any changes in the supply of tourist accommodation, and specifically short term accommodation, since the commencement of NP2022, updated figures have been prepared for October 2022.

Like the April 2020 data, only properties found and verified as operating short term accommodation have been included in the data.

Improved data gathering through the new local law application process, the new transitory accommodation rating system and improvements to the identification process by BnB Guard have attributed to identifying properties operating short term accommodation, as well as website search of holiday management businesses and online booking platforms.

Additional properties also identified themselves by gaining approval under the superseded planning scheme process and confirming existing use rights.

It should be noted, that around 1000 properties identified as operating short term accommodation in April 2020, changed ownership over the last 2 years, and unless located in Hastings Street or a key visitor only resort site, their rating category defaulted to principal place of residence or non-principal place of residences if permanently let. However, a large number of these properties which changed hands in the last 2 years have been verified as continuing to operate short term accommodation, without being included in and paying the transitory accommodation rate or gaining local law approval.

The following sections provide updated data on tourist accommodation, and specifically short term accommodation as at October 2022, with comparison commentary on changes since the April 202 data.

The same terms were used to identify the tourist accommodation type as outlined in section 2.5.2 of this report.

3.5.1 Supply diversity and distribution

6566 different tourist accommodation types including dwellings/ RV camp sites/ hotel & motel suites were identified and verified as operating some form of tourist accommodation, and 506 backpacker style beds.

Overall, there has been an increase in tourist accommodation available over the last 2 years since the baseline data was collected in April 2020. In particular, the number of entire dwellings operating short term accommodation has increased and so has the number of backpacker beds. Hotel numbers appear down, however a number of hotel rooms have now been correctly reclassified as dwellings under the current data, as they were in fact self contained dwellings, not hotel rooms.

Tourist accommodation continues to be heavily concentrated in the coastal urban area, particularly around Noosa River, Noosaville, Noosa Heads, Sunshine Beach and Peregian Beach. The Hinterland / rural areas continues to provide a diverse, yet small contribution to the overall tourist accommodation available, however the number of properties operating short term accommodation have increased.

The use of an entire dwellings for short term accommodation continues to dominate the tourist accommodation offer comprising 79.3% of all tourist accommodation. Hotels and motels comprise just 7.7% of the total tourist accommodation offer.

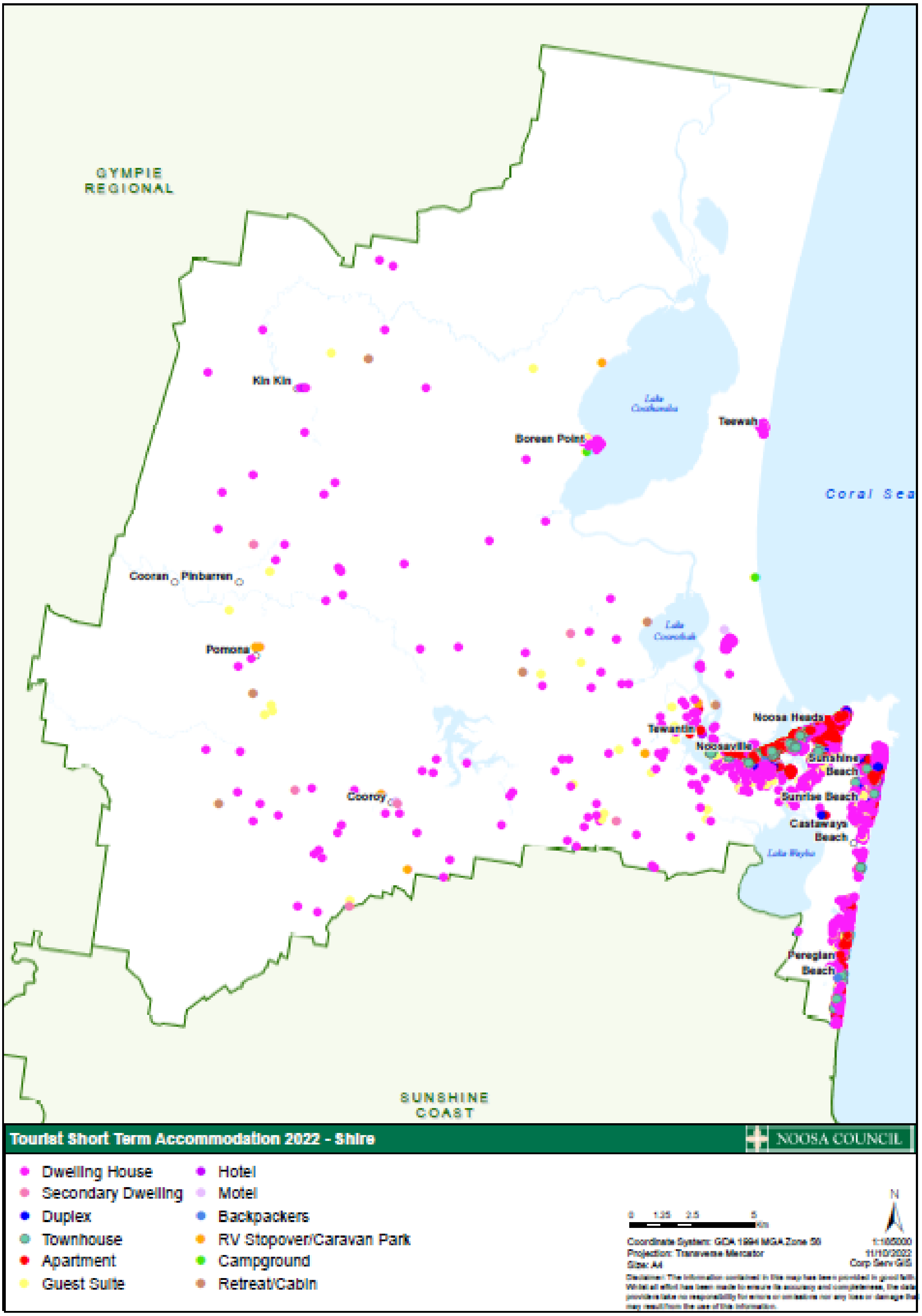
Whilst not represented in the figures, and as previously noted in this report, 3 key properties in the Tourist Accommodation zone are proposing hotel style accommodation with a potential for an additional 345 hotel rooms and 13 luxury 3 bedroom villas and 16 eco cabins being delivered in the near future meeting unmet demand for high end hotel style accommodation, with preference for a 5 star product.

Tables 49 outlines the type and quantum of tourist accommodation and corresponding percentage contribution of total tourist accommodation offer. Map 7 shows the distributions of tourist accommodation across Noosa Shire.

Table 49 Tourist accommodation in Noosa Shire – Source: Tourism carrying capacity data October 2022

Accommodation type	**Noosa Shire Totals**	**% of total tourist accommodation**
Dwelling house	1046	16%
Apartment	3100	47%
Townhouse	907	14%
Duplex	152	2.3%
Secondary dwellings	16	0.24%
Dwellings with guest suite	44	0.67%
Hotel & motel rooms, cabins	506	7.7%
Caravan sites, RV sites, Camp sites	795	12%
TOTAL	6566 + 506 Backpacker beds	

Map 7 Tourist accommodation distribution across Noosa Shire October 2022



3.5.1.1 Dwellings used for short-term accommodation – supply, type and distribution

5265 dwellings across Noosa Shire were identified and verified as being used for short-term accommodation (including 60 dwellings operating home hosted accommodation or using a secondary dwelling) as at October 2022. The April 2020 data identified 4753 dwellings (including 80 dwellings operating home hosted accommodation or operating from a secondary dwelling).

The number of entire dwellings being used for short term accommodation was identified at 5205.This was an increase of 532 dwellings since the April 2020 baseline data of 4673 entire dwellings being used for short term accommodation. However it should be noted that 225 of the additional dwellings were identified as hotel rooms and not dwellings under the April 2020 data. Therefore the real number of additional dwellings being used for short term accommodation has increased by 307 dwellings.

Of particular note,31.6% of all residential rated properties in the coastal urban area of Noosa Shire (Excluding Tewantin) were identified as being used for short-term accommodation. This is an increase from April 2020 figures of 29%. The number of dwelling houses being used for short term accommodation has increased from 885 to 1046 over the 2 year period and the number of apartment/townhouses being used fort short term accommodation has also increase from 3637 dwellings to 4007. The use of duplexes for short term accommodation has remained relatively stagnant, likely because duplexes approved under NP2006 could not be short stay let.

The number of dwellings being used for short term accommodation properties remained stagnant in Noosaville, but increased in Noosa Head, Sunshine Beach and Marcus / Castaways Beach, and declined in Peregian Beach.

Overall, apartment and townhouse style dwellings ranging from 1-3 bedrooms were the main dwelling type being used for short-term accommodation across the coastal urban area.

Whilst dwelling houses used for short-term accommodation were mostly concentrated around Noosa Sound, Noosa River and Sunshine Beach they were also consistently scattered throughout the balance of Noosaville, Noosa Heads and the stretch from Sunshine Beach to Peregian Beach.

Table 50 outlines the types and number of dwellings operating short term accommodation by location.

Dwelling type	Noosaville	Noosa Heads	Sunshine Beach	Sunrise Beach	Marcus / Castaways Beach	Peregian Beach	Tewantin	Hinterland	TOTAL
Dwelling houses	135	236	197	92	54	134	29	169	**1046**
Apartment	651	2030	292	46	5	71	5	0	**3100**
Townhouse	527	150	50	45	11	82	42	0	**907**
Duplex	22	21	51	21	5	31	1	0	**152**
Secondary dwellings	1	0	3	2	1	2	1	6	**16**
Home hosted	12	5	1	0	1	6	7	12	**44**
TOTAL dwellings used for STA	**1348**	**2442**	**594**	**206**	**77**	**326**	**85**	**187**	**5265**
Total Residential Rated Dwellings 5/10/21	**5102**	**4645**	**1827**	**1736**	**684**	**1790**	**4570**	**7864**	
% residential rated dwellings used for STA or HH	**26.4%**	**52.57%**	**32.5%**	**11.8%**	**11.2%**	**18.2%**	**1.85%**		
	31.6% of residential rated properties in coastal urban area used for STA or home hosted (excl Tewantin)								

Table 50 Dwellings used for short-term accommodation by location- Tourist accommodation carrying capacity data October 2022

3.5.1.2 Dwellings used for short-term accommodation by zones

A significant majority, 54% of all short-term accommodation dwellings are located in a residential zone under NP2020, being the Low, Medium and High Density Residential zones. Whilst still high, this is well down from the April 2020 data which saw 80% of dwellings under the former NP2006 zones in a residential zone.

NP 2020 introduction of the Tourist Accommodation zone increased the zone’s coverage to include 38 % of all short term accommodation, up from 20% under NP2006 former Visitor Mixed Use zone. The breakdown of each zone and the supply of short term accommodation in each zone is shown in Table 51 below.

Table 51 demonstrates that over half of short term accommodation dwellings are located within residential zones whose purpose is to house permanent residents.

Table 51 Dwellings used for short-term accommodation Noosa Plan 2020 zones

Zone	dwelling houses	duplexes	townhouses	apartments	Secondary dwellings	Guest suites	TOTAL dwellings used for short-term accommodation
Low Density Residential zone	813	19	13	50	**10**	**30**	**935**
Medium Density Residential zone	97	118	491	581	**0**	**3**	**1290**
High Density Residential zone	2	15	46	603	**1**	**1**	**668**
Tourist Accommodation zone	51	0	356	1866	0	0	**2014**
Rural Residential	33	0	0	0	**3**	**6**	**42**
Rural	47	0	0	0	**2**	**4**	**53**
Business centre	**2**	**0**	**1**	**0**	**0**	**0**	**3**
Community Facilities	**1**	**0**	**0**	**0**	**0**	**0**	**1**
Totals	**1046**	**152**	**907**	**3100**	**16**	**44**	**5265** **entire dwellings** **Secondary dwellings** **guest suites**

Note: Any variations in data between tables is a result of lot cancellations between time period of data analysis.

In addition the :

- Low Density Residential zone accommodates 47 backpacker beds;
- Medium Density Residential Zone accommodates 6 motels with 103 rooms and 60 backpacker beds;
- Tourist Accommodation zone accommodates 1 hotel with 176 rooms at the Sofitel, 4 motels comprising 101 rooms and 277 backpacker beds;
- District Centre zone accommodates 2 hotels with 34 rooms,1 motel with 14 rooms and 122 backpacker beds;
- Local Centre zone at Kin accommodates 1 hotel with 8 rooms;
- Rural zone accommodates 114 cabins / retreat rooms;
- Rural Residential zone accommodates 3 cabin / retreat rooms

3.5.1.3 Short term accommodation by location

A breakdown of the short term accommodation available in each location is provided in the proceeding sections. Data provides a breakdown of the accommodation type within each zone under NP20202 and provides commentary on changes since April 2020 data.

Noosaville

Overall, Noosaville has quite a mix of visitor accommodation types with 4 motels comprising 72 rooms, 1 hotel providing 24 rooms, a caravan park / camp ground at Munna Point with 130 sites, a backpackers with 122 beds and 1335 entire dwellings being used for short-term accommodation, 12 guest suites within a dwellings and use of 1 secondary dwelling for short term accommodation. Note, the number of dwellings offering home hosted accommodation (guest suite) is likely to be much higher but could not be verified at the time of preparing this report.

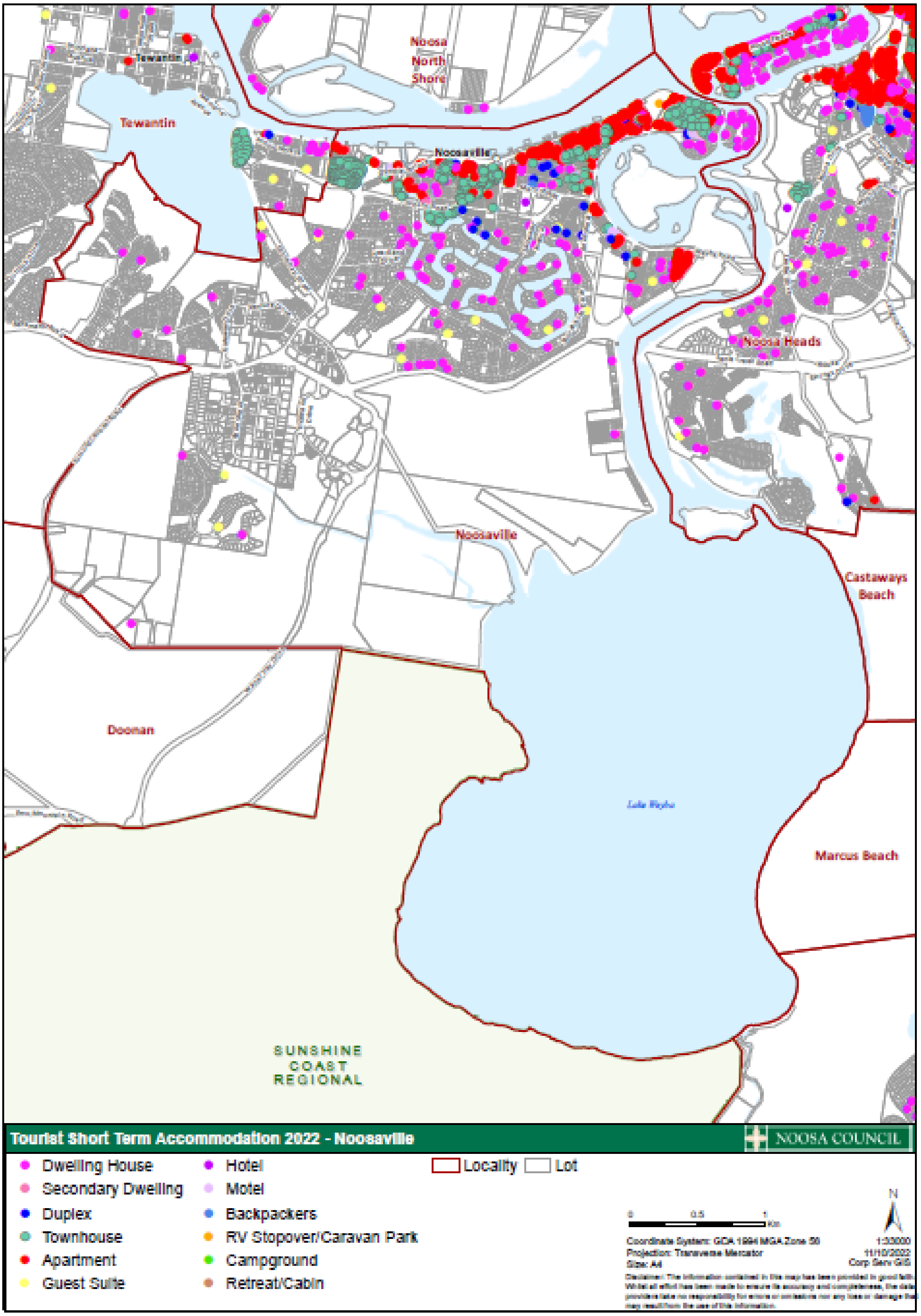
The highest concentration of short term accommodation is along and around Noosa River and Gympie Terrace, however short-term accommodation dwellings are also scattered throughout the Low Density Residential zone, particularly in Noosa Waters and areas close to the river.

26.4% of the total residential rated dwelling stock in Noosaville are being used fort short-term accommodation with a significant 53% of the dwellings located in a residential zone. With changes made to zones under NP2020, this is down from 88% with a number of sites being included now in the Tourist Accommodation zone, however a significant number of short term accommodation dwellings are still located in residential zones in Noosaville.

*Table 52 Dwellings used for **short-term** accommodation by zone Noosa Plan 2020 Noosaville*

Zone	Dwellings used for STA	Guest suite	Secondary dwelling
Low Density Residential zone	131	11	1
Medium Density Residential zone	496	1	
High Density Residential zone	88		
Tourist Accommodation zone	617		
Rural Residential	1		
District centre zone	2		
Totals	**135**	**12**	**1**
Total use of dwellings for STA	**1348**		
Total Res rated Dwellings	**5102**		
% STA (includes guest suite and secondary dwellings)	**26.4%**		

Map 8 Noosaville



Noosa Heads

Noosa Heads has the highest concentration of visitor accommodation with the greatest proportion of residential rated dwellings being used for short term accommodation. 2437 entire dwellings are being used for short term accommodation representing 52.7% of residential rated dwellings in Noosa Heads, an increase of 376 entire dwellings, mostly apartments, since April 2020. (Note that 225 apartments were previously identified as hotel rooms under April 202 data).

The highest concentration of short-term accommodation is in Hastings Street, Noosa Parade / Noosa Sound and along Noosa Drive.

With zone changes under NP2020, the majority, 64%, of short term accommodation in Noosa Heads is now located in the Tourist Accommodation zone, where under the former NP2006 70% were located in a residential zone.

Noosa Heads also accommodates 2 motels comprising 34 rooms and 1 hotel with 179 rooms and 2 backpackers comprising 208 beds.

Table 53 Dwellings used for short-term accommodation by zone Noosa Plan 2020 Noosa Heads

Zone	Dwellings used for STA	Guest suite	Secondary dwelling
Low Density Residential zone	251	10	
Medium Density Residential zone	340	1	
High Density Residential zone	284		
Tourist Accommodation zone	**1562**		
Totals	**2437**	**11**	
Total use of dwellings for STA	**2448**		
Total Res rated Dwellings	**4645**		
% STA (includes guest suite and secondary dwelling)	**52.7%**		

Sunshine Beach

Sunshine Beach's visitor accommodation offer was dominated by the use of dwellings for short term accommodation and backpacker and motel style accommodation, with 107 backpacker beds available and a 19 room motel.

33% of the dwelling stock is used for short-term accommodation, up from 28% in April 2020 with an increase of entire dwellings being used for short term accommodation from 516 to 590, an additional 74 dwellings. 99% of those dwellings are located in a residential zone. The highest concentration of short-term accommodation is around Duke Street however short term accommodation was fairly evenly distributed throughout the balance of the area.

Table 54 Dwellings used for short-term accommodation by zone Noosa Plan 2020 Sunshine Beach

Zone	Dwellings used for STA	Guest suite	Secondary dwelling
Low Density Residential zone	166	3	3
Medium Density Residential zone	176	1	
High Density Residential zone	243		
Tourist Accommodation zone	5		
Totals	**590**	**4**	**3**
Total use of dwellings for STA	**597**		
Total Res rated Dwellings	**1827**		
% STA (Including guest suites and secondary dwellings)	**33%**		

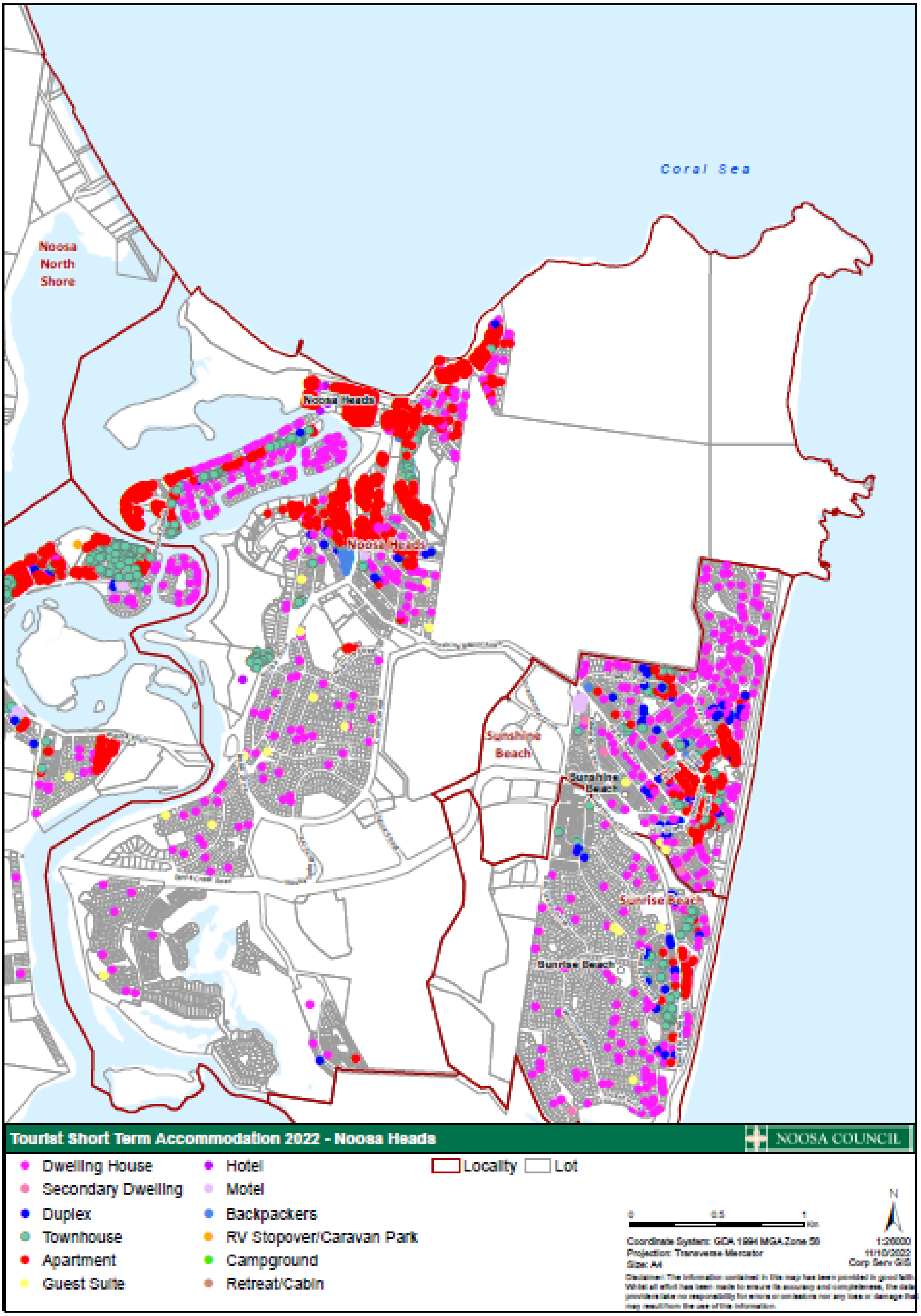
Sunrise Beach

12 % of the dwellings stock in Sunrise Beach is used for short term accommodation up from 9.5% in April 2020, all within residential zones. The number of entire dwellings being used for short term accommodation increased from 164 to 204 during this time. The highest concentration of short-term accommodation was around David Low Way. There were no other forms of tourist / visitor accommodation in the area.

Table 55 Dwellings used for short-term accommodation by zone Noosa Plan 20202 Sunrise Beach

Zone	Dwellings used for STA	Guest suite	Secondary dwellings
Low Density Residential zone	80	4	1
Medium Density Residential zone	89	1	
High Density Residential zone	35		1
Totals	**204**	**5**	**2**
Total use of dwellings for STA	**211**		
Total Res rated Dwellings	**1736**		
% STA (including guest suites and secondary dwellings)	**12%**		

Map 9 Noosa Heads, Sunshine Beach and Sunrise Beach



Marcus Beach / Castaways Beach

11% of the dwelling stock is used for short-term accommodation in Marcus Beach/ Castaways Beach, all within residential zones. This was a slight increase from April 2020 from 67 entire dwellings to 75. There were no other forms of tourist / visitor accommodation in the area. The highest concentration of short-term accommodation was on the eastern side of David Low Way.

Table 56 Dwellings used for short-term accommodation by zone Noosa Plan 2020 Marcus / Castaways Beach

Zone	Dwellings used for STA	Guest suites	Secondary dwellings
Low Density Residential zone	55	1	1
Medium Density Residential zone	20		
Totals	**75**	**1**	**1**
Total use of dwellings for STA	**77**		
Total Res rated dwellings	**684**		
% STA (including guest suite and secondary dwellings)	**11%**		

Peregian Beach

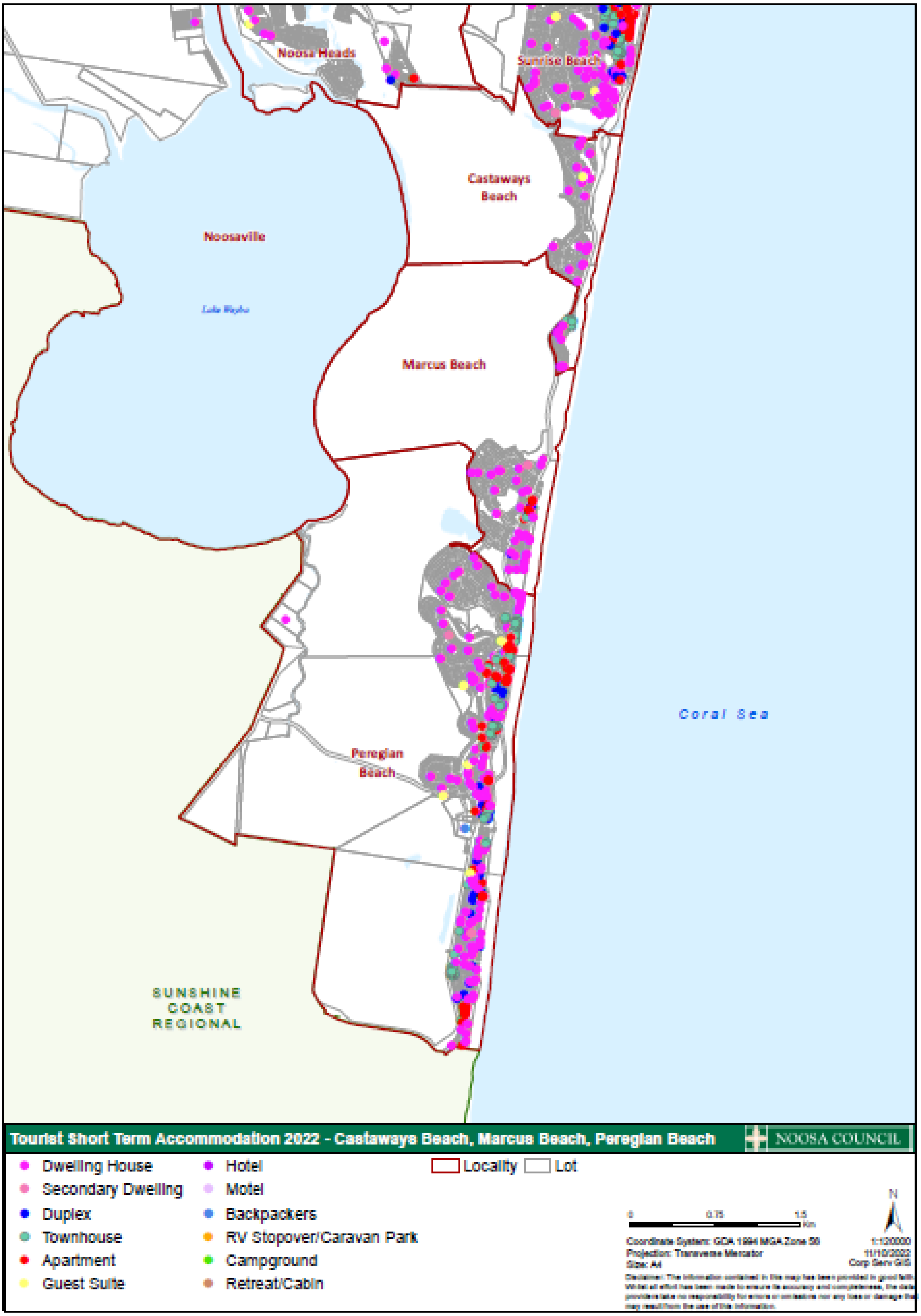
17% of the dwelling stock is used for short-term accommodation in Peregian Beach, all within residential zones. This is a decrease from the 20% identified in the April 2020, down from 362 dwellings to 302.

The highest concentration of short-term accommodation was along the eastern side of David Low Way. 10 motel style rooms were also available and 69 backpacker / motel style rooms behind the IGA on the Tourist Accommodation zone land.

Table 57 Dwellings used for short-term accommodation by zone Noosa Plan 2020 Peregian Beach

Zone	Dwellings used for STA	Guest suites	Secondary dwellings
Low Density Residential zone	139	5	2
Medium Density Residential zone	162		
Rural	1		
Local centre zones			
Totals	**302**	**5**	**2**
Total use of dwellings for STA	**309**		
Total Res rated Dwellings	**1790**		
% STA (including Guest suites and secondary dwellings)	**17%**		

Map 10 Marcus Beach, Castaways Beach and Peregian Beach



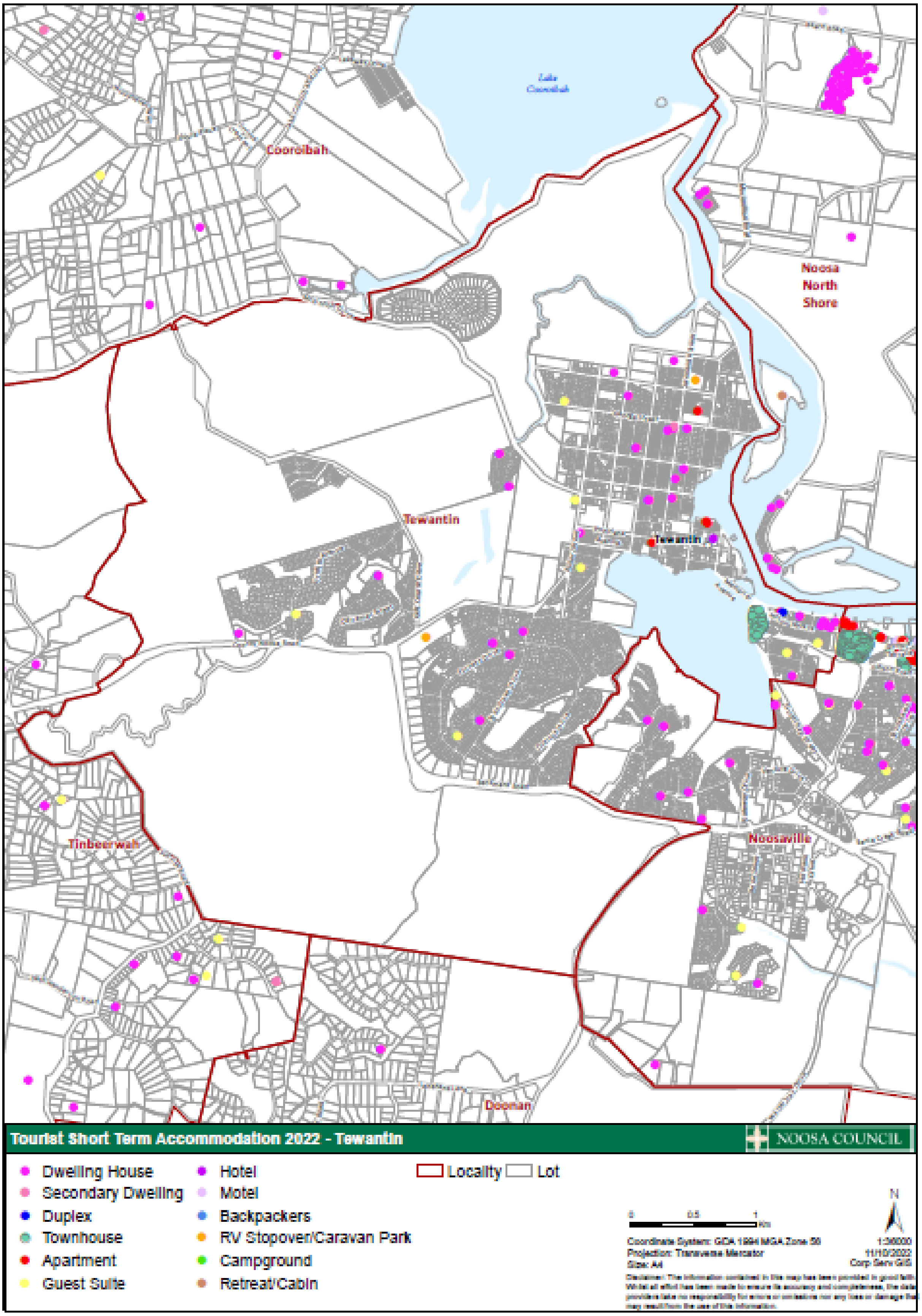
Tewantin

The overall percentage of dwelling stock used for short term accommodation appears down from 2% to 1.85 %, likely due to undetected home hosted accommodation, as the number of entire dwellings used for short term accommodation increased from 71 to 77 since April 2020. Just under half are located in a residential zone. 10 hotel style rooms and 278 caravan / camp sites are also available in Tewantin. The highest concentration of short-term accommodation was in "old" Tewantin and at the Noosa Lakes Resort.

Table 58 Dwellings used for short-term accommodation by zone Noosa Plan 2020 Tewantin

Zone	Dwellings used for STA	Guest Suites	Secondary dwellings
Low Density Residential zone	28	7	1
Medium Density Residential zone	4		
Tourist Accommodation zone	42		
Rural Residential	3		
Totals	**77**	**7**	**1**
Total use of dwellings for STA	**85**		
Total Res rated dwellings	**4570**		
% STA (including guest suites and secondary dwellings)	**1.85%**		

Map 11 Tewantin



Hinterland / Rural

There is an increase of 68 entire dwellings being used for short term accommodation since April 2020 in the Hinterland / rural area, an increase from 101 dwellings to 169. The additional dwellings are predominantly in the Low Density Residential zone on Noosa North Shore and throughout the Rural zone.

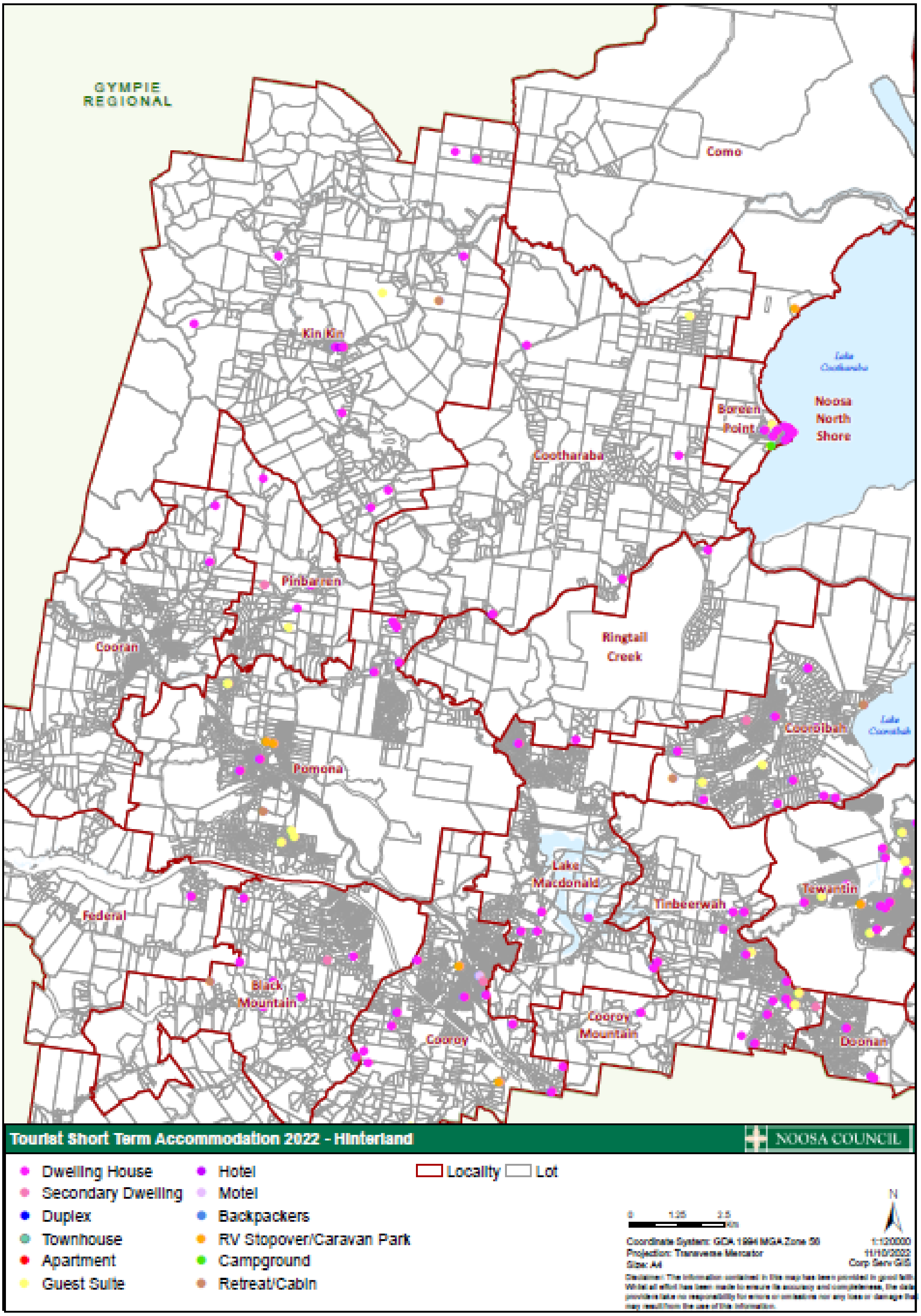
72 % of short term accommodation properties are located in a zone other than the Tourist Accommodation zone, 44% in the Rural or Rural Residential zones.

Overall there was an increase in the proportion of total properties being used for short term accommodation from 1.5% of stock to 2.4% since April 2020.

The hinterland / rural area continues to provide a diverse range of other visitor accommodation types including 2 campsites providing 200 sites, 197 caravan / RV sites, 81 motel rooms, 38 cabin/retreat rooms, 81 motel rooms and 8 hotel rooms.

Table 59 Dwellings used for short-term accommodation by zone Noosa Plan 2020 Hinterland Rural

Zone	Dwellings used for STA	Guest Suites	Secondary dwellings
Low Density Residential zone	45		1
Tourist Accommodation zone	47		
Rural Residential	29	8	3
Rural	46	4	2
Local centre zones	1		
Community Facilities zone	1		
Totals	**169**	**12**	**6**
Total use of dwellings for STA	**187**		
Total properties	**7864**		
% STA (including guest suites and secondary dwellings)	**2.4%**		


GYMPIE REGIONAL
Como
Kin Kin
Boreen Point
Noosa North Shore
Cootharaba
Pinbarren
Cooran
Ringtail Creek
Cooroibah
Pomona
Lake Macdonald
Tinbeerwah
Tewantin
Federal
Black Mountain
Cooroy
Cooroy Mountain
Doonan
Tourist Short Term Accommodation 2022 - Hinterland
NOOSA COUNCIL
Dwelling House
Secondary Dwelling
Duplex
Townhouse
Apartment
Guest Suite
Hotel
Motel
Backpackers
RV Stopover/Caravan Park
Campground
Retreat/Cabin
Locality
Lot
N
Coordinate System: GDA 1994 MGA Zone 56
Projection: Transverse Mercator
Size: A4
1:120000
11/10/2022
Corp Serv GIS

3.4.2 Occupancy and revenue AirDnA data

AirDnA were commissioned to provide data for the proposed Destination Management Plan on the tourist accommodation market. Whilst the AirDnA data is limited to properties listed on AirBnB and Stayz, it is still considered a good representation of occupancy across all short term accommodation properties.

It should be noted that changes (reduction) in supply and demand from listings on AirBnB and Stayz over the last 2 years are due to Covid-19 and to a lesser extent in the last 6 months may be a result of Council's new Short Stay Letting and Home Hosted Accommodation Local Law which requires a local management framework and so properties many now be listed with a local property management agency instead of AirBnB.

The increase in dwellings being used for short term accommodation suggests this, as there was an increase in properties identified for short term letting from April 2020 to September 2022 as discussed in section 3.4.1 above, however this doesn't seem to be reflected in the AirDnA data.

The data is summarised below.

Occupancy – Supply & Demand

Much of the occupancy data is reflected in supply and demand. Supply is the number of nights available and demand is the number of nights booked on the AirBnB and Stayz booking platforms.

Historical data extracted by AirDnA from AirBnB and Stayz listings dating back to January 2016 clearly shows the change in supply and use of dwellings for short term accommodation in Noosa Shire and the emergence of the online booking platforms. In January 2016, there was just 45 supply nights recorded, dramatically increasing to 21,155 by January 2017 to an all time peak of 56,315 supply nights in December 2019, just before the onset of Covid-19.

Supply nights have historically varied with the highest recorded around Christmas and Easter and lowest generally recorded in February and June of each year.

Interestingly, December 2021 saw peak supply nights similar to the pre Covid-19 highs.

Supply nights may also vary when owners use their property and block periods from the listing page.

For example, in June 2020 there were 46,686 supply nights and in December the same year there were 60,062 supply nights. The difference of 13,376 when divided by 31 days of December = 431 listings extra per day. This is not unusual as additional properties are often made available during the Christmas peak. Many permanent tenancies end prior to this period and residents vacate their homes for short stay letting.

During the July 2020-July 2021 reporting year, occupancy was quite stagnant with the trendline showing a very slight increase. The first half of the reporting period the average was 56.3% across Noosa Shire, slowing in the second half with the average occupancy rate for the year being 54.7%.

The first few months during the July 2021-July 2022 reporting year had a lower occupancy rate, averaging 49.4% pre-January across Noosa Shire. After January the rate increased measurably to 63.5% as southern COVID cases and travel concerns eased. The year ending July 2022 average was 57.5% with a strong upward trend.

The gap between supply and demand was smallest across Noosa Shire in July 2022 at 74% and September 2022 occupancy of 84%, both periods coincided with school holidays and September additionally included the Queen's memorial public holiday and October long weekend. The lowest occupancy was during a lockdown period in August 2021 and travel limitations imposed in QLD at 40%.

Occupancy rates varied across the Shire with Pomona seeing 52% average occupancy for the year July 2021- July 2020 and Noosa Heads and Noosaville averaging 58.9% and 58.2 % respectively. Sunshine Beach averaged 55.9% and Peregian Beach averaged 58.7%. Cooroy had the highest occupancy at 68.5%.

For the July 2022 month, occupancy increased in Noosa Heads to 81.2%, Noosaville 82.1%, Sunshine Beach 74.3% and Peregian Beach 74.9%. Pomona and Cooroy were 64% and 80.2% respectively.

2020-2021 year saw a slight increase in the number of listings (supply) as the year progressed. The 2021-2022 year saw an overall increase in supply of 2.6% with a slight upward trend. On review of the past two years, there is an impression that the supply of listings has slowed to be almost stagnant. However, this may change when compared to growing demand.

Demand for the same period had a slight upward trend during the 2020-2021 year as intrastate travel and the drive market increased. The slow increase in demand was constant until December and by January 2022 demand for AirBnB stays increased on average 18.7% for the 7 months to end of July 2022.

Demand during Christmas, Easter and School Holidays is increasing yearly. There is still latent capacity. The demand trendline mirrors the occupancy trend.

Average Daily Rate & Revenue

Note Average Daily Rate (ADR) includes a cleaning fee. Again, this data is only derived from listings in AirBnB and Stayz platforms.

The ADR has increased from an average of US$310.7 a night to US$350.1 or 12.7% from July 2021 to July 2022. December and January have the highest ADR at US$423 and US$429 respectively.

ADR in 2020-2021 had a strong upwards trend and the rate during the year increased almost US$100 from the beginning of the year to the end (e.g. June 2020 US$221 to June 2021 US$314). The trend for 2021-2022 year is much flatter and there is the sense that the ADR has reached a limit and July 2021 US$332 was higher than July 2022 US$322.

When you combine this with the increase in demand and occupancy rate, the increase in ADR was reflected in the overall revenue which had a substantial increase of 21.7% to year end July. YE July 2021 US$109.8m (av month $9.1m) to July 2022 US$133.7m (av month $11.1m). The trendline for both reporting years have a consistent upwards trend however 2021-2022 has a slightly stronger upwards trend. When comparing month by month, every month bar one in the 2021-2022 period generated more revenue than 2020-2021.

Noosa Heads is the most popular destination in the region for listings, almost double the next sub region of Noosaville. Entire places of 2 to 3 bedrooms are the most popular, however there was a 148% increase in demand for a shared room from July 2021 – 2022 albeit numbers are comparatively low at 82 bookings, with less than 50% supply capacity.

In the last year the highest increase in demand (33%) and greatest increase in revenue (78%) was in Pomona. There was a slight decrease in supply and demand in Sunshine Beach and Peregian Beach, however due to increased average daily rate (ADR), revenue was up.

3.6 Community wellbeing

Community wellbeing, and the impacts of tourism and short term accommodation in residential neighbourhoods in particular, has been identified as a key issue for Noosa residents. This sentiment has been loud and clear through multiple public consultation processes on the draft Noosa Plan 2020, draft local law and various community and liveability surveys.

3.6.1 Short Stay Letting and Home Hosted Accommodation Local Law

In response to ongoing issues surrounding the operation of short term accommodation within residential areas, Noosa Council prepared a local law for short stay letting and home hosted accommodation. The local law commenced on 1 February 2022.

The local law regulates and manages the ongoing use of short stay letting and home hosted accommodation to reduce the residential amenity impacts on permanent residents, ensure the operation of the use is lawful and minimum guest safety standards are adhered to. The local law requires a local management framework and establishes a code of conduct for guest behaviour.

The local law does not apply to specifically identified visitor only sites and the Hastings Street Mixed Use precinct where no permanent residents are either permitted or intended where the range of activities and uses are mixed, often noisy and late night, reflective of tourist areas.

A one off approval is required and renewed annually while the short stay letting or home hosted accommodation activity continues to operate at the property. Conditions are placed on the approval which must be adhered to, including requirements for a local contact person to be available 24/7 to deal with complaints and a code of conduct for guest behaviour.

Short stay let properties are required to display an approval notice at the front of the property (or at a location consistent with body corporate bylaws), including the 24/7 complaints hotline number and approval number.

All complaints are directed to Council's 24/7 hotline in the first instance. The hotline contacts the responsible contact person for the property to attend to the complaint within 30 minutes. The hotline records the complaint details and how the matter was resolved. The hotline provides a daily report to Council on complaints and how they were dealt with.

A Guide to Good Management of Short Stay Letting and Home Hosted Accommodation was also prepared to provide additional information and best practice ways to manage properties used for short stay letting to meet the requirements of the local law and reduce the impacts on residential amenity.

3.6.2 Cost Benefit Analysis of local law – AEC

As part of the public interest test report on the Short Stay Letting and Home Hosted Accommodation local law, AEC were commissioned to provide a cost benefit analysis of the local law. The report concluded the benefits of the local law outweighed the costs particularly to the community, residential amenity, resident health and wellbeing, stating in part:

> *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. Placing effective local controls on activity and behaviour will reduce the extent and type of adverse effects on permanent residents in locations where short stay letting and home hosted accommodation are provided.*
>
> *Much of these impacts relate to resident health and residential amenity, with amenity referring to the ability for residents to enjoy their homes in a peaceful manner with feelings of community and safety. Residential homes should allow their occupants the ability to wind down, relax and sleep with minimal disturbances. Such residential amenity maximises resident health and wellbeing.*
>
> *Potential beneficiaries within Noosa Shire from the proposed local law include 10,610 residential properties consisting of an estimated 26,525 persons, and as such represent a significant portion of the local community. The benefits of the proposed*

local law on resident health and residential amenity are estimated as $9.56 million per annum.

It is not anticipated that the supply of, nor the demand for, short stay accommodation in Noosa Shire will be impacted by the proposed local law based on assessed financial impacts on property owners and the potential impact of passing through increased costs to visitors…

Based on the assumptions underpinning the cost benefit analysis, the quantitative assessment highlights that the benefits associated with the proposed local law significantly outweigh the costs associated with the proposed local law. Short stay accommodation operators – 86% of which are located outside of Noosa Shire and 51% of which are located outside of Queensland – are currently receiving commercial benefits at a significant cost to local resident health and residential amenity.

In addition to the quantitative outcomes, it is also envisaged that the proposed local law would result in the following qualitative benefits:

• An enhanced feeling of safety and security for residents in their homes.

• The creation of additional local employment through the requirement to have a local contact person on call for all short stay accommodation premises.

3.6.3 Implementation and approvals under local law

The local law was well received by residents as was the 24 hour complaints hotline. Industry have generally been receptive and taken action to comply with the requirements for approval under the local law, albeit probably only half of all short term accommodation properties had come forward for approval under the local law by 31 July 2020.

Noosa Council waived the one off application fee up until 30 June 2022.

1,459 properties have gained approval for short stay letting and 45 for home hosted accommodation. 414 of those were for entire dwelling houses and 72 were for dwelling houses limited to 4 x 60 days per calendar year, where it is the owner's principal place of residence. It is estimated around 4000 properties will require an approval under the local law. The approval is given to the owner of the property, so if the property is sold a new application is required under the local law.

3.6.4 Complaints – short term accommodation

The 24 hour complaints hotline provides an avenue for residents to make a complaint and have the matter attended to. The hotline also provides council with a centralised record of all complaints being made.

Of the many complaints made to the hotline, 114 complaints were not able to be dealt with by the hotline contacting the responsible manager for the property or the property had not yet gained approval under the local law, elevating them to Council's Requests Management (RM) system for further action.

One compliance notice and one show cause notice have been issued.

3.6.2 Community Satisfaction Survey June 2021

A community satisfaction survey was undertaken in Noosa Shire June 2021. Market Facts was commissioned by the Noosa Shire Council in May 2017 to conduct a benchmark survey of community attitudes measuring levels of satisfaction with the services provided by Council. This 2021 customer satisfaction research is a follow up tracking survey to the 2017 and 2019 surveys. 400 Respondents across a wide demographic were asked what they thought would be the greatest challenge for their local area in the next few years. Responses to the themes relevant to this report are summarised below. Overwhelmingly concerns around population growth and tourism and a lack of supporting infrastructure, affordable housing and jobs were the biggest issues. A full list of comments are contained in Appendix 12.

Growth / development

Respondents were concerned about managing population growth and required infrastructure, homes and jobs; maintaining population cap; increased population changing the area; too much development.

Traffic / congestion / roads

Respondents identified issues around overcrowding causing parking and traffic congestion; busy roads and tourists; road won't keep up with volume of people.

Infrastructure / service provision

Respondents were concerned the growth of the area had a lack of supporting infrastructure including parking and public transport; housing and infrastructure keeping up with growth; maintenance of infrastructure.

Environment

Respondents identified a need to balance development and the environment; over development and loss of wildlife corridors and natural habitat; keeping open space and green environment; conservation and preservation required; limited land for expansion; stronger environmental policies.

Governance

Respondents wanted rural communities to be addressed not just Hastings St; community consultation; competent knowledgeable profession Council; integrity; leadership; red tape slows response; Council should help less fortunate in community.

Economic Development/Employment

Respondents wanted support for local business and job creation; more grocery shopping to support hinterland communities; unemployment issues; local jobs for the future and youth; recovering from COVID impacts; sensible economic growth and expansion of revenue from tourism.

Affordable housing

Respondents identified a need for affordable housing for low income earners and workers in hospitality and retail, causal and low paid work; issues with short term of long term rentals; loss of older homes for dual occupancy; housing shortages especially for families wanting to buy or rent; affordable housing for youth; housing and employment to match growth; lack of housing and high costs; manage increased property process for locals; homelessness.

Tourism

Respondents wanted a balanced approach and care for residents; manage tourism as the area isn't coping; Covid 19 impacts; catering for tourists; inability to deal with tourism, cars and traffic; short term accommodation and too many AirBnBs; over tourism concerns; tourist brings money, jobs and tourist buying homes.

3.6.3 Noosa Livability Study 2022

In late 2021 Noosa Council engaged Placescore to undertake a livability study for Noosa Shire using their data collection tools of Care Factor survey and Place Experience Assessments, to identify what is important, how a neighbourhood is performing and what the focus for change should be. In terms of housing, development and community ideas, of the 126 respondents, 55 identified a need for affordable housing, 20 identified a need to stop short term accommodation / AirBnBs and 2 respondents wanted no more development or high rise.

Part 4 Discussion of issues and analysis

This part provides a summary of the key issues and implications identified in this report both prior to the commencement of Noosa Plan 2020 and the 2 years since its operation.

An economic and social assessment prepared by AEC on the provisions of NP2020 and the proposed amendments to NP2020 as they relate to short term accommodation is included in section 4.6 of this Part.

Whilst the provisions in the former NP2006 and current NP2020 dictate the landuse outcomes in Noosa Shire, there are wider implications for short term accommodation, housing, economy and community beyond the influence of a planning scheme, particularly the impacts of COVID 19 and the national housing crisis.

However, it is clear, the use of dwellings for short term accommodation directly affects housing supply and affordability and long term housing security. This in turn impacts the most vulnerable residents in the community, the economy and tourism and the social fabric of Noosa. The impacts of which are current and long lasting.

Likewise, the uptake of land dedicated for tourist accommodation and tourist activities by residents compromises the availability and operation of tourist accommodation.

Below is a summary of the key issues around short term accommodation, housing, economy and the community.

4.1 Housing and tourist accommodation

The supply of dwellings in Noosa Shire is considered adequate, however the use of those dwellings is of concern. In particular, the high number of properties being used for short term accommodation coupled with unoccupied dwellings, impact the supply and availability of dwellings for residents.

Legacy issues

Prior to the commencement of Noosa Plan 2020, the former Noosa Plan 2006 had a strong focus on the delivery of tourism related outcomes including the provision and protection of all forms of visitor accommodation, often over the provision of permanent residential housing.

Legacy issues from previous planning schemes, with multiple dwellings having interchangeable use rights for both permanent and short-term uses, coupled with a dwelling house being able to be used for short-term accommodation, resulted in large parts of the coastal urban area becoming a mix of permanent residents and visitors. There was no understanding of the actual supply or long term security of housing for permanent residents or visitor accommodation, with the movement of dwellings between the two uses going unnoticed.

Whilst Noosa Plan 2006 identified sites for the development of hotel or other forms of visitor accommodation, the provisions within NP2006 continued to facilitate a mix of permanent residents and visitors throughout various zones and large parts of the coastal urban area. There was no clarity or hierarchy of landuse between the use of a dwelling for permanent housing or visitor accommodation within the zones, leaving it largely to the market to dictate the outcome. The application of the Attached Housing zone and Visitor Mixed Use zone was inconsistent and often provided no clarity on whether a site was intended for visitors or permanent residents.

Residential amenity was seen as the main impact arising from visitor accommodation in residential areas, with the impacts on housing supply yet to be experienced at the time.

Locations near the river or beach were identified predominantly for visitors and not affordable to residents, identifying housing for residents in locations such as Tewantin and the hinterland.

The HNA2017 identified the conflict and competition for dwelling stock between permanent residents and visitors as being a key issue in Noosa's housing market. It also identified that continued tourism growth, as seen in the past, would lead to growth in demand for visitor accommodation, requiring additional visitor only sites, increased use of dwelling stock for short-term accommodation and the movement of permanent residents out of resorts. Whilst the HNA2017 recognised the conflict, it did not necessarily provide resolution of the issue, albeit the rise of houses being used for short term accommodation was in its infancy at the time.

The tourist accommodation offer in Noosa has a history of being dominated by self-contained accommodation, being units, townhouses and houses, which made up a considerable part of the overall dwelling stock. In the absence of greater options and supply of hotel style accommodation, particularly 5-star hotels, tourists had limited options, with dwellings being the most readily available accommodation type, particularly for those seeking a higher end product for larger groups.

With the inherent ability to short term let most multiple dwellings in Noosa, as online booking platforms accelerated there was a sharp increase in the supply of short term accommodation. The conversion of dwellings to short term accommodation and the ability to self-manage properties from a distance using online booking platforms became attractive to investors, yielding higher returns than permanent rental. 85% of short term accommodation properties are owned by investors outside of Noosa Shire.

The 2019 Short Term Accommodation Online Platforms Issues Paper identified the challenges arising from the sharp growth in short term accommodation and use of online booking platforms. A number of negative effects were identified around over tourism, housing affordability, the rental market, reduced residential livability and disruption to sense of community.

Short term accommodation, and associated legacy issues from past planning schemes, became the biggest issue to resolve in the preparation of Noosa Plan 2020.

Noosa Plan 2020 response

In response to rising concerns of the impacts of short term accommodation on residential amenity, housing supply and affordability, Council made the decision to make short term accommodation an inconsistent use in the Low Density Residential zone in Noosa Plan 2020. Whilst recognising around 800-1000 dwelling houses were likely to have existing use rights, it was not intended to grow short term accommodation in the zone. Notwithstanding this, a permanent resident short term letting their property for no more than 4 times and 60 days a year, was considered acceptable as it did not deplete housing stock and ongoing residential amenity issues were less likely.

During the first 12 months of NP2020s operation, 214 dwelling houses were successful in gaining approval for short term accommodation under the superseded planning scheme provisions and 108 dwellings (including both dwelling houses and units) confirmed existing use rights.

Overall, 1,046 dwelling houses have now been identified as operating short term accommodation and will need to confirm they have existing use rights for short term accommodation under the short stay letting and home hosted accommodation local law. The number of dwelling houses being used for short term accommodation in the Low Density Residential zone has continued to grow over the last two years, despite making short term accommodation an inconsistent use in the Low Density Residential zone, increasing by 12.1%.

The changes introduced by NP2020 making short term accommodation an inconsistent use in the Low Density Residential zone is considered to have had no negative impacts on short term accommodation supply over the last 2 years. In particular, properties operating prior to NP2020 had existing use rights to continue to do so and additional properties sought approval to operate under the superseded planning scheme provisions. Note that only 885 dwelling houses had been identified prior to Noosa Plan 2020 coming into effect, so this is an increase of 161 additional dwelling houses.

Notwithstanding this, it is recognised the continuation of short term accommodation is subject to the property owner's discretion and may convert to permanent occupation. As the purpose of the Low Density Residential zone is for the provision of housing for permanent residents, any changes to properties from short term accommodation back to permanent occupation would achieve the purpose and intent of the zone and better secure long term housing stock. Long term, the changes introduced by NP2020 will have a positive outcome for housing supply and should continue in its current form.

The interchangeability of dwellings being used for short term accommodation or permanent occupation in the Medium and High Density zones and the Tourist Accommodation zone continues to create uncertainty for both housing supply and tourist accommodation supply, having long lasting effects.

The Medium and High Density Residential zones in particular, continues to allow short term accommodation as a consistent use in these zones for new development, failing to protect land for future permanent dwellings, particularly smaller more affordable dwellings to meet a much needed housing demand.

The last 2 years have seen a continuation of competition and conflict within these zones, and the current provisions in NP2020 do not support the real purpose and intent of these zones being for permanent residents.

The Rural Residential and Rural zones both provide a significant contribution to housing supply for permanent residents in Noosa. However, NP2020 continues to make short term accommodation and a range of tourist accommodation a consistent use. Given the main purpose of the Rural Residential zone is for residential uses for permanent residents and Rural lands are principally for rural activities, supported by a resident, the current provisions in NP2020 compromise these outcomes.

Housing crisis

Within the current housing crisis, record low rental vacancy rates, significant price increases in the rental and purchase markets, long term security in housing supply and housing affordability are the biggest issue facing Noosa. Small affordably dwellings for key workers, particularly those supporting the tourism and hospitality industry and the older population, as well as affordable family homes are an unmet housing need in Noosa Shire.

This has become crisis point with many businesses unable to secure staff due to affordable accommodation shortages and long term residents having to leave Noosa to find housing elsewhere or seeking refuge in temporary accommodation.

The community has been very clear in consultation on various plans and strategies that short term accommodation is having a significant impact on housing supply and affordability as well as residential amenity.

Noosa Shire is considered to have adequate dwelling stock, however it is the use of those dwellings for short term accommodation, holiday homes or being left vacant (over 18%) which is of greatest concern and impacting the availability of permanent housing supply for residents.

Whilst the Low Density Residential zone is clear in its intent that short term accommodation of an entire house on an ongoing basis is an inconsistent use, it only secures long term housing stock in the form of dwelling houses which are not always affordable or too large for key workers and the elderly.

Smaller, more affordable dwellings are located in the Medium and High Density Residential zones, however both these zones continue to allow short term accommodation as a consistent use, with no clarity as to the priority between permanent housing for residents and short term accommodation for visitors. Whilst it is recognised most dwellings in these zones have use right for both short term accommodation and permanent occupation, future infill development for these zones are an important contribution to future permanent housing stock.

With the Medium and High Density Residential zones providing the only opportunity to meet future housing supply for small affordable dwellings, the current provisions in NP2020 compromise the future provision of housing for Noosa's most needy and vulnerable residents.

Likewise, the Rural and Rural Residential zone contributes significantly to housing supply, and often offer more affordable family living, however short term accommodation and nature based tourism are both consistent uses in the zone, neither of which require a resident to remain on site compromising future housing supply.

Short term accommodation

Since the April 2020 Tourism Carrying Capacity Analysis was undertaken, there has been an increase in the number of dwellings being used for short term accommodation, despite the impacts of COVID-19 throughout the last 2 years, the high demand for permanent rental properties, introduction of the new local law and changes made by NP2020 making short term accommodation in the Low Density Residential zone an inconsistent use.

Overall the use of dwellings for short term accommodation grew by 5.7% over the 2 year period. Given past growth, the use of dwellings for short term accommodation is likely to continue to grow if left unregulated. This is particularly the case for the Medium and High Density Residential zones, where most existing properties have use rights for both permanent of short term accommodation and short term accommodation is a consistent use under NP2020 to be taken up by future new development.

The actual true number of dwellings with use rights for short term accommodation, (currently permanently occupied) is high and would constitute a significant majority portion of all multiple dwelling stock due to legacy issues from past planning scheme approvals allowing for interchangeable use rights, which is the majority of the current multiple dwelling supply.

Continued growth in dwellings converting to or being development for short term accommodation is of high concern for current and future housing supply., particularly within residential zones intended for permanent housing supply.

Together with the extent of Tourist Accommodation zoned land and hotel style accommodation currently being proposed, the supply of tourist accommodation overall, including short term accommodation, is considered adequate to meet current and future visitor accommodation needs particularly given the average occupancy rate and latent supply during non peak times.

4.2 Economy and employment

Noosa's economic and employment base is heavily reliant on tourism and hospitality and many businesses support these industries. Whilst Noosa Council is seeking to diversify the economic and employment base, to move to high value and low environmental impact and smart industries, to be less reliant on volatile industries such as tourism, it remains an integral and important part of the economy.

Many residents have businesses reliant on the tourism and hospitality related industries or rely on being employed in these industries.

Despite the economic downturn resulting from COVID 19 and impacts on the tourism and hospitality sectors in particular, the tourism economy is bouncing back relatively well, with visitor spend the highest since March 2020.

Despite this upturn, businesses in these industries are reporting labour shortages affecting the ability to operate, some restaurants and cafes reducing their hours. Many are citing housing availability and housing affordability as one of the key issues.

The Value of Tourism Report in 2019 indicated 55% of businesses commented on issues around staff and housing supply and affordability, particularly relative to low wages.

Whilst employment numbers are down still from March 2020 they have continued to increase, but will be affected by the availability of suitable affordable housing for workers.

4.3 COVID 19

Noosa Plan 2020 commenced at the height of COVID 19 and its entire two years of operation and monitoring of its provisions around short term accommodation, have been within the effects of a COVID 19 environment, the impacts of which must be considered in this monitoring report.

The impacts of COVID 19, particularly the closure of international and state borders and lockdowns had wide reaching implications for Noosa Shire, significantly impacting the tourism industry, tourism operators, tourist accommodation providers and hospitality (and associated support industries) being the hardest hit.

Tourist accommodation, including short term accommodation, were directly affected by the lack of visitors to Noosa. Some short term accommodation responded by making the dwelling available to the private rental market, temporarily increasing housing supply, which was quickly taken up, but likely moved back into the short term market when visitors returned.

The housing market was also impacted with unprecedented demand for housing in Noosa Shire, spurred by interstate buyers investing or relocating to Noosa and returning expats. There were record relocations from Sydney and Victoria to regions, particularly Queensland and Noosa, increasing demand for housing. Properties were sold at record prices, many sight unseen. Despite the initial availability of rental properties from the short term letting pool, the rental market was at its lowest vacancy rate and rental prices increased significantly as a response to a lack of supply and increased housing prices.

The ability to work from home resulting from lockdowns saw shifts in the labour market, with certain occupations being able to work from anywhere

4.4 Community well being

The Noosa resident community have been very clear on the impacts of short term accommodation on their residential amenity and lifestyle, housing supply and housing affordability. Their views have been expressed through the public notification of 2 drafts of Noosa Plan 2020, 2 drafts of the short stay letting and home hosted accommodation local law, Noosa Housing Strategy 2022, the 2021 Livability Survey and the Customer Satisfaction Survey 2021.

Whilst Noosa Council has responded to the residential amenity issue with the introduction of a new local law and some housing supply issues by restricting further short term accommodation in the Low Density Residential zone, the community views would suggest more is required.

4.5 State Planning Policy

The Minister's conditional approval relevant to this report relates to SPP – State interest for Planning for Livable Communities and Housing (housing supply and diversity) and Planning for Economic Growth (Tourism).

To meet the requirements of State planning policy, Noosa Plan 2020 is required to provide housing supply and diversity that is affordable and caters for different households, family types, community needs, lifestyles and incomes. In particular, the state requires sufficient land and housing stock be available to meet the diverse needs of the community.

The livability of communities, quality of life and wellbeing are also outcomes of state planning policy, with affordable living and diversity of housing a key outcome in being a livable community.

The state's interest in tourism seeks to support economic opportunities related to creating sustaining jobs, generating export review and strengthening local and regional economies, stating planning needs to recognise this diversity and be sufficiently flexible to support tourism, particularly where it can complement other land use and economic activities. Other land uses, cited by the SPP includes glamping, bed and breakfasts, farm to gate produce sales and guest lodges.

The SPP supports tourism planning and development opportunities to be appropriate and sustainable and the social, cultural and natural values underpinning tourism development is protected. In particular, sustainable tourism development is facilitated where it is complementary and compatible with other landuses, including sensitive land uses, and promotes the protection or and enhancement of the character, landscape and visitor amenity and economic, social, cultural and environmental values of the natural and built assets associated with the tourism development

To meet state policy, security of current and long term housing supply that is affordable and diverse to meet the housing needs or Noosa's community and specifically tourism and hospitality workers is required. However, the current provisions of Noosa Plan 2020 around short term accommodation being a consistent use in the Medium and High Density Residential zone and the Rural Residential and Rural zone compromise these state outcomes.

Noosa's community and the tourism economy relies on the provision of housing supply that is affordable for its key business owners and workers who support the tourism industry. The state seeks sustainable tourism outcomes that are compatible with other landuses, particularly sensitive ones. The take up of resident and worker housing stock for short term accommodation, and the continued mix of visitor accommodation within sensitive residential areas is not considered sustainable or compatible.

Noosa's tourist accommodation market, more specifically the supply of short term accommodation, more than adequately supports the tourism industry now and into the future with average occupancy at only 57.5%, although this did vary across the Shire. No further growth in short term accommodation is required with latent supply in the market.

Home hosted accommodation, where the resident remains on site, continues to be supported as there is no loss to housing stock. Other complimentary uses such as glamping and guest lodges are also supported in the Rural Residential and Rural zone, where the resident remains on site, however the loss of additional land and houses in these zones to visitor only uses compromises the state policy and the housing needs of Noosa Residents. As stated, there is adequate existing supply of short term accommodation in the market in both the coastal areas and the rural hinterland areas, all of which can exercise existing use rights to continue to operate if Noosa Plan 2020 is amended.

Changes to Noosa Plan 2020 are required to meet state planning policies as outline in Part 5 of this report.

4.6 Economic and Social Assessment – AEC

AEC was engaged by Council to undertake an economic and social impact assessment for input to this monitoring report on the provisions in Noosa Plan 2000 as they relate to short term accommodation, tourism and housing supply. Using the findings from this monitoring report, visitor data, short term rental dwelling supply and demand data, as well as overall property sales and rental market data, the AEC report assesses the recent, current and potential impact of the relevant scheme provisions on short stay accommodation and the economic and social impacts of maintaining and/or extending these provisions.

The full report is attached as Appendix 13 with the following key findings evident from AEC analysis of relevant datasets:

Market analysis

- *COVID-19 and subsequent border closures and lockdowns had a profound impact on visitation to Noosa, including the supply of, and demand for, short stay accommodation.*
- *However, the number of visitors to Noosa has recovered strongly post-COVID-19, with the extent of the recovery being much more positive than in SEQ over the past two years since the adoption of NP2020 and record numbers of visitor nights being recorded in the March quarter 2022.*
- *The share of paid visitor nights in rented dwellings has increased sharply in Noosa over the past year when compared with the historical average, with nights spent in short term rentals in January to September 2022 being the highest ever over that period and record occupancy rates in August/September 2022.*
- *Total dwellings available for short term rental in Noosa increased by 5.7% between April 2020 and October 2022, from 4,754 dwellings to 5,025 dwellings.*
- *Looking at supply across LDR zones, the number of dwellings used for short term accommodation increased by 12.1% from 846 dwellings to 948 dwellings (12.1% increase).*
- *The increase in dwellings available for short term rental between April 2020 (just prior to the introduction of NP2020 making short term accommodation an inconsistent use in LDR zones) and October 2022 suggests that NP2020 has not detrimentally impacted on market supply to meet tourism demands.*
- *In terms of residential dwelling sales volumes, the property market cooled in 2019 and early 2020 in Noosa but activity jumped from late 2020 for both attached and detached dwellings.*
- *While changes in Noosa's residential dwelling sales volumes have tracked relatively consistently with SEQ, median sales prices in Noosa have recently increased substantially more than in SEQ with the increase between year ending March 2020 and year ending March 2022 being 56.8% (compared with 26.9% for SEQ).*
- *The average sales price for a detached house in Noosa in YE March 2022 was 159% higher than in SEQ and 210% higher than in Queensland, while the average sales price for an attached dwelling was 186% higher than in SEQ and 204% higher than in Queensland.*
- *There has been no noticeable negative impact of NP2020 on demand or values, with people wanting to buy more dwellings in Noosa and at considerably higher prices.*
- *Strong demand has, however, worsened housing affordability for Noosa residents and workers.*
- *Rental data reveals that Noosa has experienced a consistent annual decline in rental bonds lodged since 2012 in addition to significant increases in median weekly rents (at a faster pace than in SEQ), indicative of a demand/supply imbalance, with this market imbalance worsening since September 2020 as median weekly rents have escalated from around $500 per week to $680 per week as at September 2022.*

- *Combined with dwelling sales market data, rental market data suggests Noosa is experiencing considerable issues of undersupply of affordable dwellings available for residential or worker use, with considerably higher dwelling prices and rents than in SEQ exacerbating issues associated with rising costs of living.*
- *With the existing supply of short stay accommodation, the additional take-up of latent supply within these premises to achieve increased occupancy, in addition to anticipated new supply from commercial accommodation providers, visitor demands within Noosa's carrying capacity should be appropriately met into the future without the need for additional residential housing stock to be diverted.*

Case Study: Economic and Social Contribution of short stay vs permanent rental

A comparison of the economic contribution of dwellings used for short stay accommodation versus dwellings used for long-term tenants has been undertaken across four dwelling sizes – 1 bedroom flat/ units, 2 bedroom flats/ units, 3 bedroom flats/ units/ houses, and 4 bedroom houses. On average per annum:

- *Short stay dwellings provide a contribution of between $92,000 (1 bed) and $277,000 (4 bed) in output to Noosa businesses per dwelling vs between $34,000 (1 bed) and $85,000 (4 bed) for permanent rentals.*
- *Short stay dwellings provide a contribution of between $48,000 (1 bed) and $146,000 (4 bed) in Gross Regional Product (GRP) to Noosa per dwelling vs between $17,000 (1 bed) and $43,000 (4 bed) for permanent rentals.*
- *Short stay dwellings provide a contribution of between 0.48 (1 bed) and 1.45 (4 bed) FTE jobs in Noosa per dwelling (paying between $35,000 and $106,000 in employee incomes per annum per dwelling) vs between 0.16 (1 bed) and 0.4 (4 bed) FTE jobs for permanent rentals.*

Permanent rentals are therefore estimated to provide a contribution of around one third of that of short stay accommodation. However, there are obvious limitations to this simple comparative assessment. The analysis does not factor in capacity for visitors to use alternative accommodation. Further, from an economic diversification and resilience perspective, outside of accommodation spend visitors generally focus their spend on recreational activities and retail, food, beverage and personal services thus providing limited support to sustain the other sectors of the economy critical to a functioning and sustainable community. Permanent residents have a more diverse spend profile across a range of sectors, in addition to providing the local labour base.

It is also important to understand the bigger picture when trying to assess the relative 'value' of one land use over another. A functioning economy and community requires a base mix of land uses of differing economic values. Some land uses have higher value contributions than others when assessed purely on economic grounds, while others will have higher value contributions than others when assessed purely on social grounds. As such, it is extremely difficult to produce quantitative outcomes for the social contribution made from the provision of a short stay dwelling vs a permanent rental dwelling in Noosa.

While there may be higher economic benefits from offering short stay accommodation vs permanent rentals (noting the contribution to the local labour pool of permanent rentals may indirectly support higher levels of local economic activity), having too much short stay accommodation may significantly change the nature of the community by reducing the sense of community in the local area due to the transient nature of the population. Transients are unlikely to be committed to the local area and will therefore not want to contribute to its image or identity. They are likely to expect the local community and businesses to treat them as guests (i.e., a 'take' vs 'give' mentality).

A permanent resident has a vested interest in contributing to the image and identity of the local area and to maintain or enhance the local environment and community. They are likely to *support local businesses and key services outside of the hospitality sector, thereby not only being an available labour source but also providing support to a diversity of economic sectors that enables a variety of job opportunities to be offered across the region. This includes critical services such as health, education and community care and support.*

From a land use planning perspective, all aspects of the economy and community must be considered to ensure that both the economy and community are functioning and sustainable and achieving (or able to achieve) desired corporate planning objectives.

Impact Assessment

Economic impacts

- *Analysis of visitor, short term rental dwelling and general property market data highlights that the local economy has bounced back very strongly with visitor nights in short term rentals having returned to pre-COVID-19 levels. There is insufficient evidence to suggest making short term accommodation an inconsistent use in LDR zones within NP2020 has had any impact on the performance of the local economy, with visitation to Noosa outperforming the broader SEQ experience. Further, there is insufficient evidence to suggest making short term accommodation an inconsistent use in LDR zones within NP2020 has had any impact on the availability of dwellings for either short stay accommodation or permanent rental.*
- *More broadly, the increasing allocation of housing stock for use as short stay accommodation over the past decade has resulted in a constrained operating environment for local businesses with an imbalance between the demand for local workers and the supply of local workers across all sectors of the economy impacted by the lack of available and affordable housing. Making short term accommodation an inconsistent use in LDR zones within NP2020 will ensure that no additional housing within LDR zones will be allocated to short stay accommodation with any new stock available for residents and workers to support improved functioning of the local economy.*

Social Impacts

- *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. Most of the impacts relate to resident health and residential amenity, with amenity referring to the ability for residents to enjoy their homes in a peaceful manner with feelings of community and safety.*
- *AEC's Cost Benefit Assessment prepared for Council's Short Stay Letting and Home Hosted Accommodation Local Law identified the costs and benefits associated with the controls included within the Local Law to better manage the adverse effects on predominantly permanently occupied residential communities from the increased utilisation of residential properties for short stay accommodation. It was identified that 10,610 residential properties consisting of an estimated 26,525 persons would benefit from the Local Law. The quantified resident health and residential amenity benefits were estimated at $9.56 million per annum and the benefit-cost ratio within Noosa was in excess of 30 (a value greater than 1 indicates the benefits outweigh the costs). Residents were also identified as having an enhanced feeling of safety and security as a consequence of the Local Law.*
- *The Local Law has in part dealt with the residential amenity and liveability issues associated with short stay accommodation occurring within residential zones. The most significant economic and social issue arising out of the increasing allocation of the housing stock to short stay accommodation is now about ensuring (and securing) sufficient housing supply to meet the needs of the local economy and community which are being significantly constrained.*

Potential Amendments

- *While making short term accommodation an inconsistent use in LDR zones within NP2020 will ensure no future additional supply is allocated to short stay accommodation within LDR zones, housing pressures remain. In consideration of rising property prices and increased rents, any additional measures to help mitigate against any further deterioration in housing availability and affordability for residents and workers would be beneficial.*
- *The Housing Strategy recommends making short term accommodation an inconsistent use in Medium and High Density Residential and Rural and Rural Residential zones to reduce the increasing pressure on the housing stock from an increasing number of dwellings being allocated to short stay accommodation.*
- *There is a compelling economic and social argument for this proposal given the identified constraints placed on the local economy and community from a lack of available and affordable housing for residents and workers. Securing future housing supply within these zones – in addition to LDR zones – for residents and workers (versus short stay accommodation) will ease some of the pressures that presently exist. Without further action, it is unlikely that the identified imbalance in the housing stock will be appropriately addressed and the economy and community will continue to be constrained.*

Part 5 Recommendations

As discussed in various sections throughout this report, in response to the monitoring of short term accommodation across all Residential zones plus the Rural and Rural Residential zones a number of amendments are proposed to Noosa Plan 2020 to ensure:

- adequate long term housing stock is available to meet the diverse needs of Noosa Shire's current and future residents is planned for and secured consistent with Noosa Council's adopted Housing Strategy 2022; and
- adequate long term tourist accommodation, including short term accommodation, is available to meet the needs of tourists to Noosa Shire where it is compatible with the housing and economic needs of Noosa's resident and business community and results in sustainable levels of tourism consistent with Noosa Council's Economic Development Strategy 2021.

5.1 Amendments to Noosa Plan 2020

The following recommended amendments are aimed at the long term intent for development in these zones. Whilst recommendations are for the removal of short term accommodation as a consistent use from a number of zones, existing development in those zone for short term accommodation or other visitor accommodation continue to have use rights under existing development approvals or existing use rights.

Likewise, the changes proposed for the Tourist Accommodation are for future development in the zones for visitor accommodation and tourist related uses as per the zone intent. The proposed removal of multiple dwellings for permanent residents from the Tourist Accommodation zone does not affect existing use rights and development approvals allowing for permanent occupation.

A future review of the spatial allocation of zones is required to ensure the long term landuse intent is expressed through the zone.

5.1.1 Zones

Medium Density and High Density Residential zones

- Reinforce the purpose and outcomes to be achieved by development within the Medium and High Density Residential zones for housing for permanent residents by clearly specifying this as an outcome for the zone and by making short term accommodation of an entire dwelling on an ongoing basis an inconsistent use in the zone.
- The exception being where a permanent resident short stay lets their principal place of residence for a limited time of no more than 4 times and maximum of 60 days per calendar year.
- Continue to permit home hosted accommodation in accordance with the current provisions in NP2020.

Rural Residential zone

- Reinforce the purpose and outcomes to be achieved by development within the Rural Residential zone for housing for permanent residents by clearly specifying this as an outcome for the zone and by making short term accommodation of an entire house on an ongoing basis an inconsistent use in the zone.

- Allow short term accommodation of an entire dwelling house only where the permanent resident short stay lets their principal place of residence for a limited time of no more than 4 times and 60 days per calendar year;
- Allow other forms of short term accommodation and nature based tourism only where the permanent resident remains on site in their principal place of residence and provides other forms of short term accommodation such as the use of cabins, yerts, tents and the like.
- Include minimum lot size of 4ha for vistor accommodation uses (except for 4 times and 60 days where no minimum lot size is required) and total number of guests to 12 and maximum of 250sqm of gross floor area for the nature based tourism use.
- Continue to permit home hosted accommodation in accordance with the current provisions in NP2020.

Rural zone

- Reinforce the purpose and outcomes to be achieved by development within the Rural zone for rural pursuits, particularly agricultural uses and complimentary value added uses and housing for permanent residents. Clearly specify these outcomes for the zone and make short term accommodation of an entire dwelling house on an ongoing basis an inconsistent uses in the zone.
- Allow short term accommodation of an entire dwelling house only where the permanent resident short stay lets their principal place of residence for a limited time of no more than 4 times and 60 days per calendar year;
- Allow other forms of short term accommodation such as cabins, cottages, yerts, tents and the like:
    - as code assessment:-maximum total gross floor area associated with short term accommodation, nature based tourism, tourist park and tourist attraction is not more than 200 sqm with a maximum of 4 guest rooms, free standing cottages, cabins or permanent tents and does not include conference or function facilities.
    - as impact assessment:-maximum total gross floor area associated with short term accommodation is not more than 1000 sqm accommodating no more than 12 guests or if in tents or 24. And does not include conference or function facilities.
- Allow the current accepted development and code assessment provisions and thresholds for nature based tourism only where the permanent resident remains on site in their principal place of residence. Where no resident is to remain on site, make nature based tourism a consistent use and impact assessable.
- Tourist parks continue to be accepted development and code assessment with current provisions, however only where the permanent resident remains on site in the their principal place of residence. Tourist parks remain inconsistent impact assessment above the accepted and code assessment thresholds.
- Continue to permit home hosted accommodation in accordance with the current provisions in NP2020.

Tourist Accommodation zone

- Reinforce the purpose and outcomes to be achieved by development within the Tourist Accommodation zone for the current and long term provision of a variety of tourist accommodation types, tourist related activities and businesses and primary location for visitors, and not preferred for residents.

- Make multiple dwellings an inconsistent use in the zone.

Centres zones

To ensure future development for small dwellings in business centres is delivered and not taken up or competing with short term accommodation, it is also recommended that short term accommodation be an inconsistent use in business centre zones.

The exception is in the Village Mix Precinct at Noosa Shire Business centre and Local Centre zone in Cooroy, where motel or serviced apartment style accommodation is appropriate to support surrounding uses, such as in the Innovation zone. Small dwellings for permanent residents will continue to be permitted in Centre zones, to ensure the provision of permanent dwellings for key workers as a priority over visitor accommodation.

5.1.2 Strategic Intent and outcomes

Make relevant changes to the Strategic Intent and Outcomes consistent with the changes to zones outlined in 5.1.1 to provide a high level direction on the preferred and hierarchy of landuse outcomes in the zones. Be clear in the strategic intent and outcomes regarding the interface of visitors and tourists and how they should be managed and be future focused on the long term outcomes for permanent residents and visitors.

5.1.3 Local Plans and Development codes

Make relevant changes to the Local Plans and Development Codes to reinforce the landuse outcomes in each zone in the locality consistent with the changes being made to the consistent uses in each zone and the overall strategic intent and outcomes. Provide a finer level of detail regarding the locality's role in support permanent residents and / or visitors where required.

5.1.4 Spatial zone allocations

Undertake a review of the Medium and High Density zone allocations together with a review of the Tourist Accommodation zone to ensure the desired long term landuse outcomes are supported by the zone. Make alterations to these zones where required to support the long term strategic intent to support either future housing stock or tourist accommodation.

Ensure any of these changes are supported by the Strategic intent and outcomes, relevant local plans and development codes.

Appendices

Appendix 1 - Data sources

A number of data sources have informed the monitoring process and this report, including:

- The Noosa Plan 2006
- Noosa Housing Needs Assessment 2017
- Value of Tourism in Noosa 2019
- Tourism Noosa Annual Reports 2019/2020 & 2020/2021
- Tourism carrying capacity data April 2020
- Noosa Tourism Survey Member Accommodation 2020
- Noosa Plan 2020
- Noosa Housing Needs Assessment 2021
- Noosa Liveability Survey 2021
- Noosa Community Satisfaction Survey 2021
- Cost Benefit Analysis – Proposed local law amendment: Short Stay Letting and Home Hosted Accommodation AEC 2021
- AirDnA- AirBnB and Stayz data July 2022
- Id. Community Resources data as at August 2022
- ABS Census data as at August 2022
- T1 property system – rates data and approvals data
- GIS – intramaps, google maps
- Queensland State Planning Policy
- Anecdotal evidence

Appendix 2 Housing Needs Assessment 2017 Tables and Figures

Table 6 Dwellings by Dwelling Type Noosa Shire 2011

Dwelling Type	Separate House	Semi-Detached	Attached	Other Dwelling Type	Not Available/ Not Applicable	Total
Occupied private dwellings	15,890 (62.9%)	1,991 (7.9%)	2,244 (8.9%)	579 (2.3%)	9 (0.0%)	**20,713** (82.0%)
Occupied private dwellings – Residents	15,190 (60.1%)	1,858 (7.4%)	1,790 (7.1%)	267 (1.1%)	6 (0.0%)	**19,111** (75.6%)
Occupied private dwellings - Visitors only	700 (2.8%)	133 (0.5%)	454 (1.8%)	312 (1.2%)	3 (0.0%)	**1,602** (6.3%)
Unoccupied private dwellings	2,938 (11.6%)	498 (2.0%)	1,084 (4.3%)	39 (0.2%)	0 (0.0%)	**4,559** (18.0%)
Total	**18,828** (74.5%)	**2,489** (9.8%)	**3,328** (13.2%)	**618** (2.4%)	**156** (0.6%)	**25,272** (100%)

Source: ABS 2013a;

Table 7 Dwelling Type, Occupied Residences, 2011

Dwelling Type	Noosa Shire	South East Queensland	Queensland
Separate House	15,190 (79.5%)	76.1%	78.5%
Semi-Detached	1,858 (9.7%)	10.1%	8.4%
Attached	1,790 (9.4%)	12.8%	11.7%
Other Dwelling Type	267 (1.4%)	0.9%	1.3%
Total Dwellings	**19,111 (100%)**	**100%**	**100%**

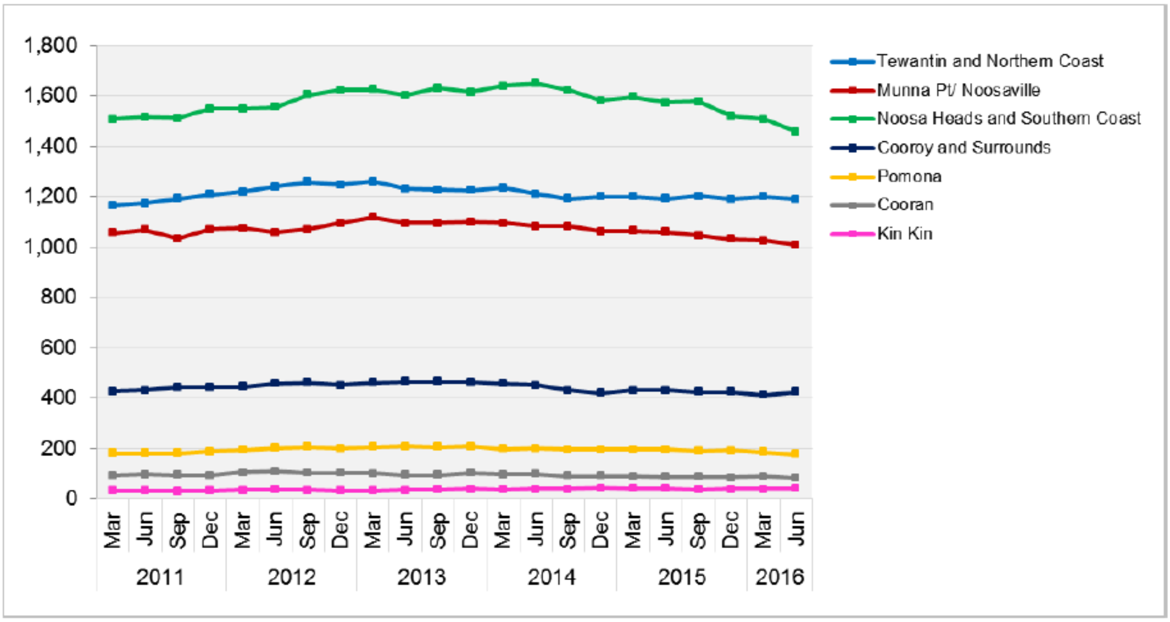
Notes: Excluding visitor only households. Excluding dwellings unoccupied on Census night.
Source: ABS 2013a;

Table 8 Dwelling tenure comparison 2011

Dwelling Type	Noosa Shire	South East Queensland	Queensland
Owned Outright	6,935 (37.0%)	29.0%	29.7%
Owned with Mortgage	5,994 (32.0%)	36.6%	35.4%
Rented	5,534 (29.5%)	33.5%	34.0%
Other Tenure Type	264 (1.5%)	0.9%	0.9%
Total	**18,727 (100%)**	**100%**	**100%**

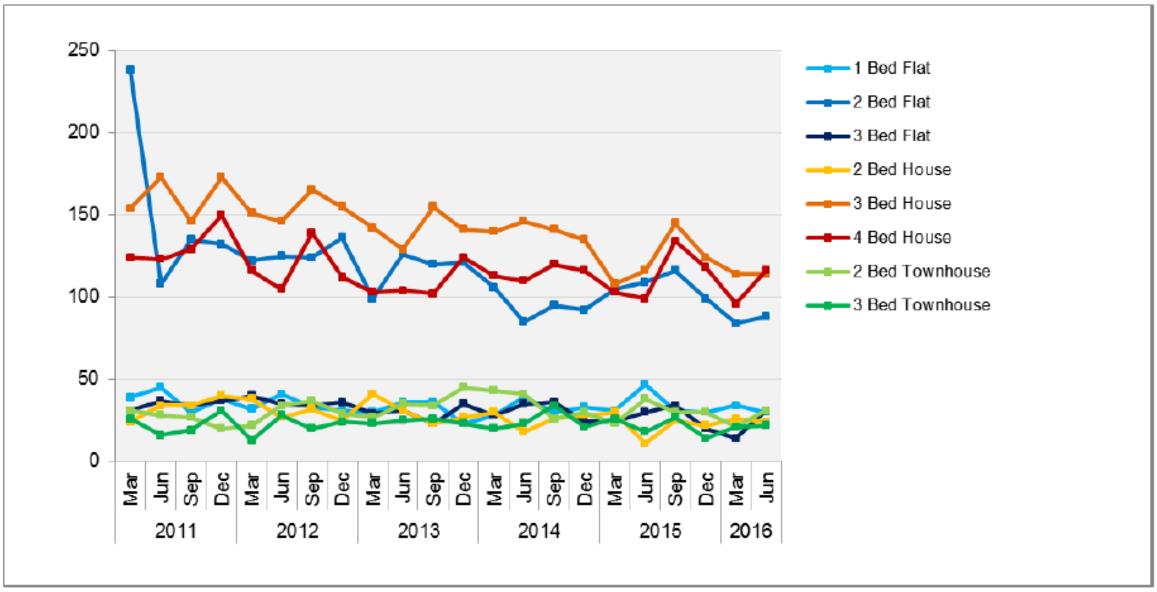
Notes: Excluding visitor only households. Excluding dwellings unoccupied on Census night. Excluding tenure not stated.
Source: AEC Group 2015;

Figure 1 NHA2017 result of Total Bonds Held by RTA Noosa Localities, 2011-2016



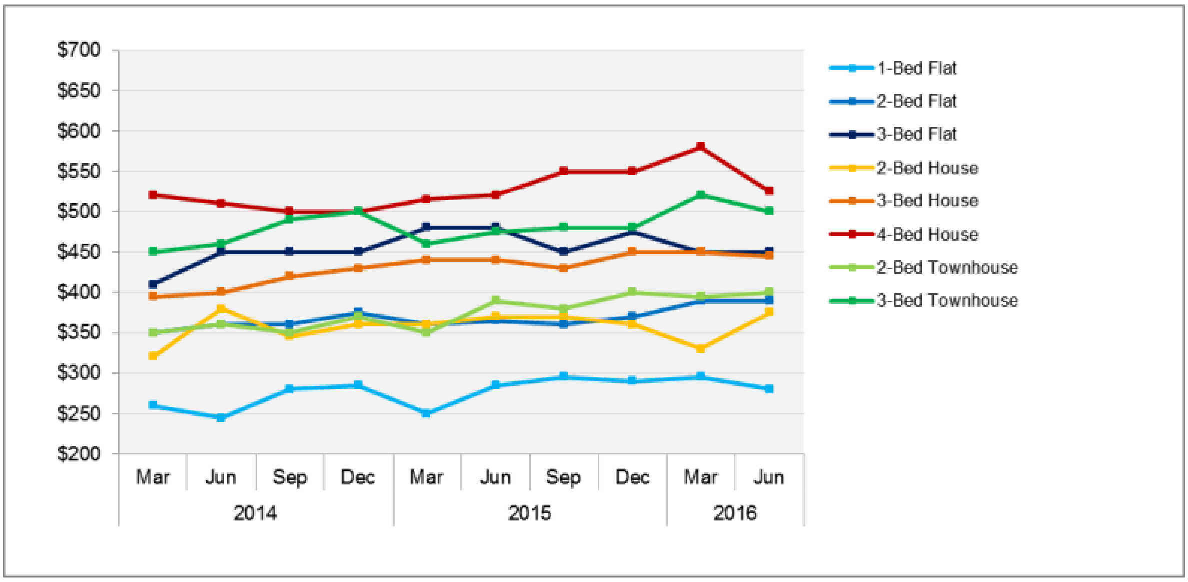
Source: Residential Tenancies Authority 2016;

Figure 2 NHA2017 result of Bonds Lodged with RTA by Dwelling Type, Noosa Shire, 2011-2016



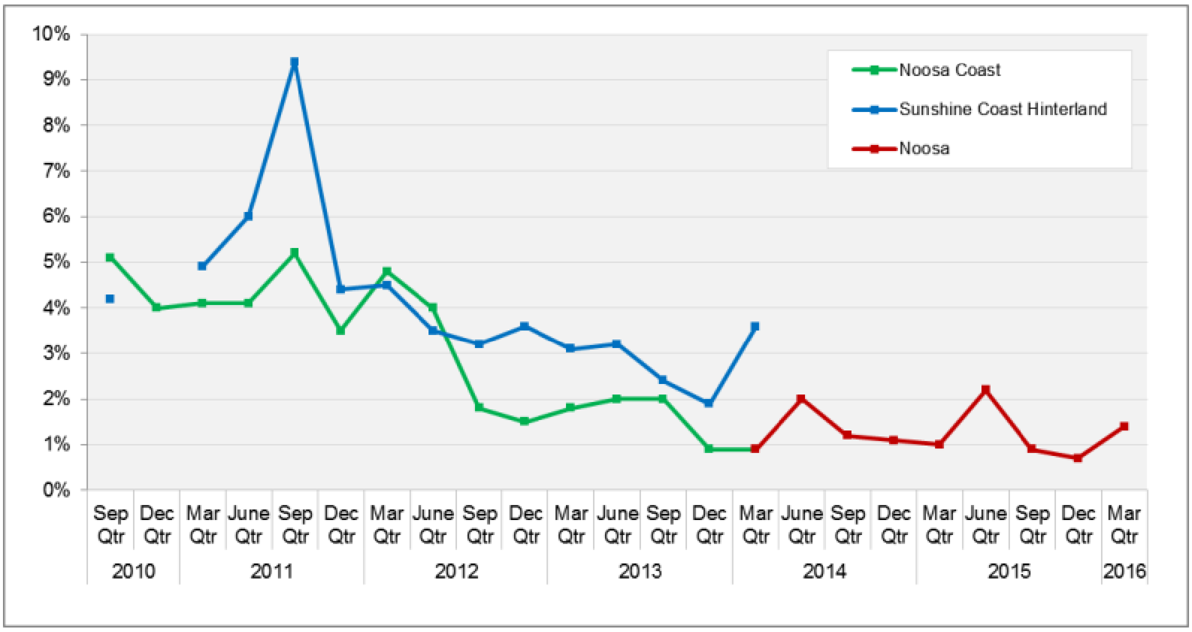
Source: Residential Tenancies Authority 2016;

Figure 3 NHA2017 depiction of Median Rents by Dwelling Type Noosa Shire 2014-2016



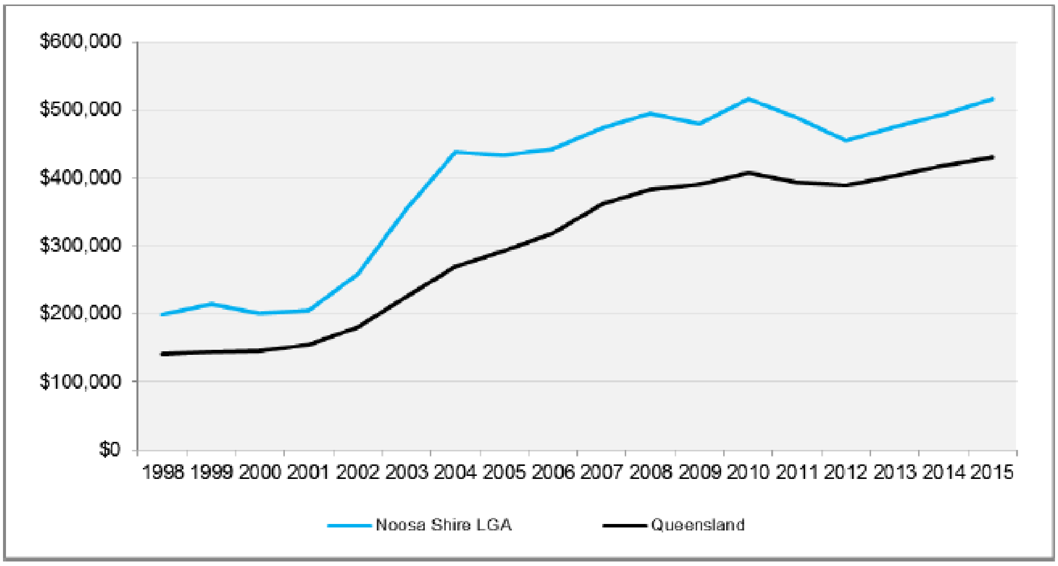
Source: Residential Tenancies Authority 2016;

Figure 4 NHA2017 depiction of Rental Vacancy rate by quarter Noosa Shire, Sept 2010 - March 2016



Source: REIQ 2016;

Figure 5 NHA2017 depiction of Medium Dwelling Sale Price Noosa Shire and State Comparison, 1998-2015



Source: Queensland Government 2016e;

Appendix 3 Economy and employment Tables and Figures

Figure 6 Gross Regional Product Noosa Shire

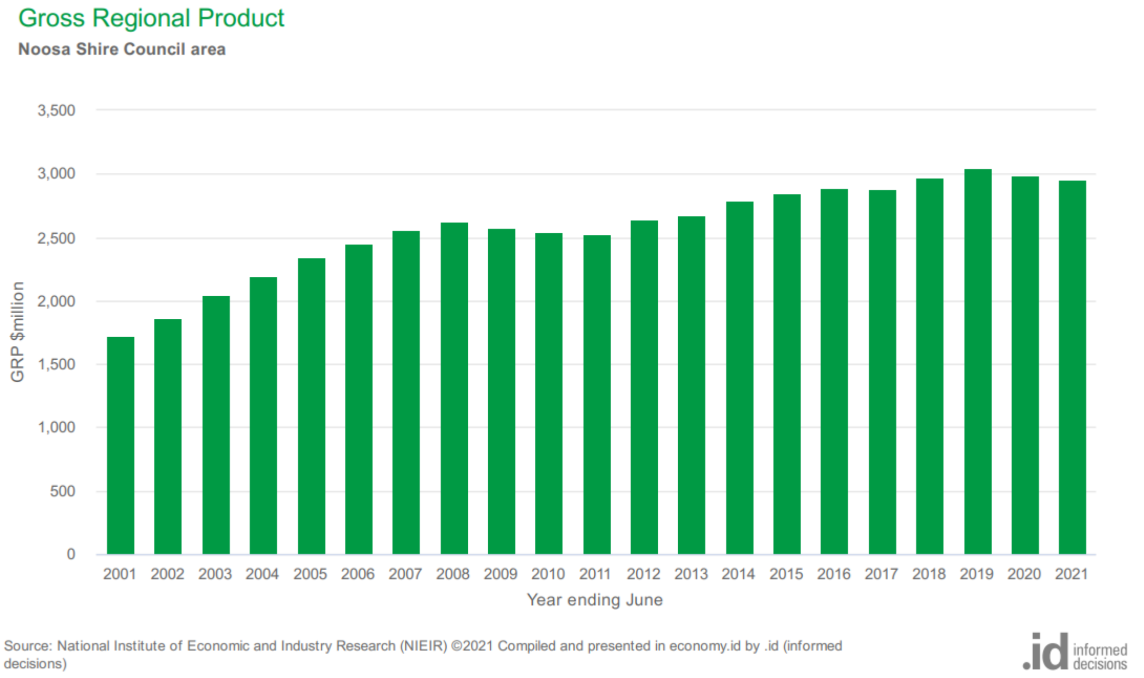


Table 9 Employment by Industry

Employment (total) by industry

Noosa Shire Council area	2006/07			2019/20		
Industry	Number	%	Queensland	Number	%	Queensland
Accommodation and Food Services	2,920	13.5	7.0	3,476	14.5	7.0
Administrative and Support Services	823	3.8	3.2	1,046	4.4	3.3
Agriculture, Forestry and Fishing	690	3.2	3.4	456	1.9	3.2
Arts and Recreation Services	439	2.0	1.6	601	2.5	1.7
Construction	2,839	13.2	10.5	2,851	11.9	9.8
Education and Training	1,529	7.1	7.5	2,219	9.2	9.2
Electricity, Gas, Water and Waste Services	135	0.6	1.1	126	0.5	1.2
Financial and Insurance Services	477	2.2	2.8	444	1.8	2.6
Health Care and Social Assistance	2,127	9.9	10.2	3,353	14.0	14.0
Information Media and Telecommunications	302	1.4	1.7	244	1.0	1.4
Manufacturing	1,148	5.3	9.6	893	3.7	6.8
Mining	45	0.2	1.8	48	0.2	2.7
Other Services	924	4.3	4.0	1,038	4.3	3.9
Professional, Scientific and Technical Services	1,232	5.7	5.9	1,732	7.2	7.0
Public Administration and Safety	509	2.4	6.6	672	2.8	6.8
Rental, Hiring and Real Estate Services	848	3.9	2.3	782	3.3	1.9
Retail Trade	3,508	16.3	11.6	3,007	12.5	9.4
Transport, Postal and Warehousing	524	2.4	5.5	500	2.1	5.0
Wholesale Trade	549	2.5	3.9	548	2.3	2.9
Total industries	21,568	100.0	100.0	24,036	100.0	100.0

Source: National Institute of Economic and Industry Research (NIEIR) ©2021. Compiled and presented in economy.id by .id (informed decisions). NIEIR-ID data are adjusted each year, using updated employment estimates. Each release may change previous years' figures. Learn more

Figure 7 Local Workers Occupations 2016

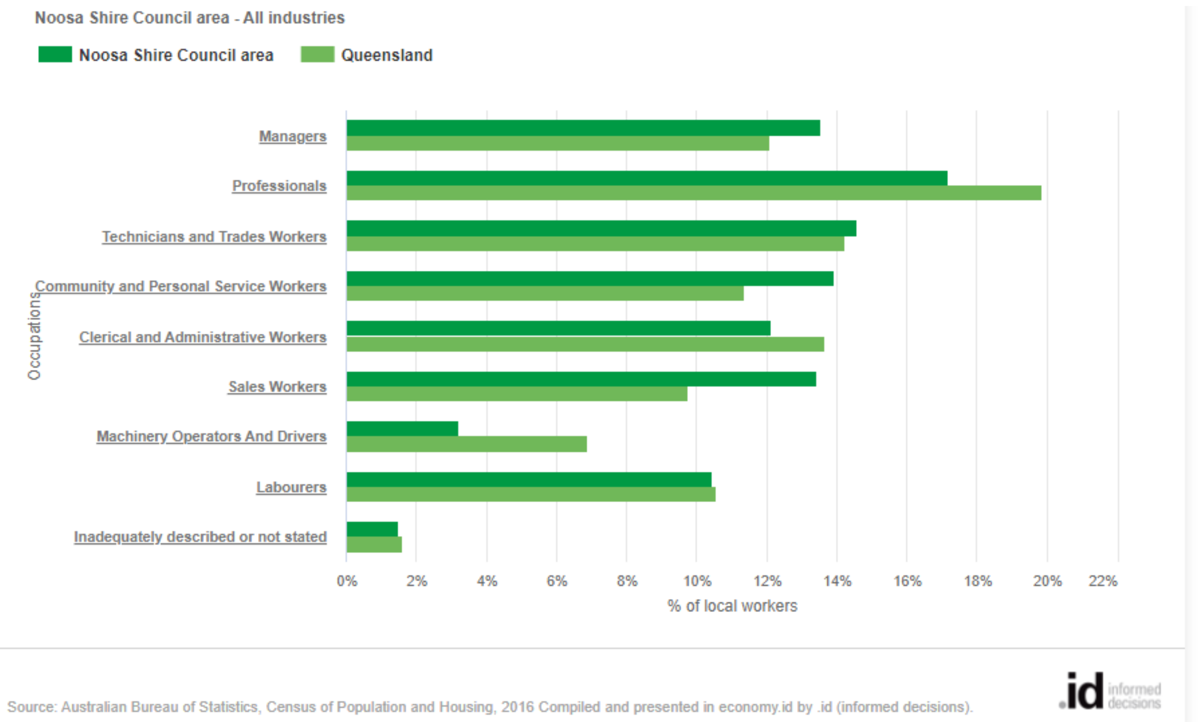


Table 10 Occupations

Noosa Shire Council area - All industries	2016			2011			Change
Occupations (Click rows to view sub-categories)	Number	%	Queensland	Number	%	Queensland	2011 - 2016
Managers	2,727	13.5	12.1	2,726	13.8	12.0	+1
Professionals	3,460	17.2	19.9	3,471	17.5	18.9	-11
Technicians and Trades Workers	2,938	14.6	14.2	2,814	14.2	14.9	+124
Community and Personal Service Workers	2,805	13.9	11.4	2,489	12.6	10.0	+316
Clerical and Administrative Workers	2,439	12.1	13.7	2,588	13.1	14.7	-149
Sales Workers	2,705	13.4	9.7	2,768	14.0	9.8	-63
Machinery Operators And Drivers	650	3.2	6.9	674	3.4	7.3	-24
Labourers	2,103	10.4	10.6	1,961	9.9	10.6	+142
Inadequately described or not stated	299	1.5	1.6	288	1.5	1.8	+11
Total Persons	20,126	100.0	100.0	19,779	100.0	100.0	+347

Source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented by .id (informed decisions)
Please refer to specific data notes for more information

Figure 8 Quarterly Total local jobs

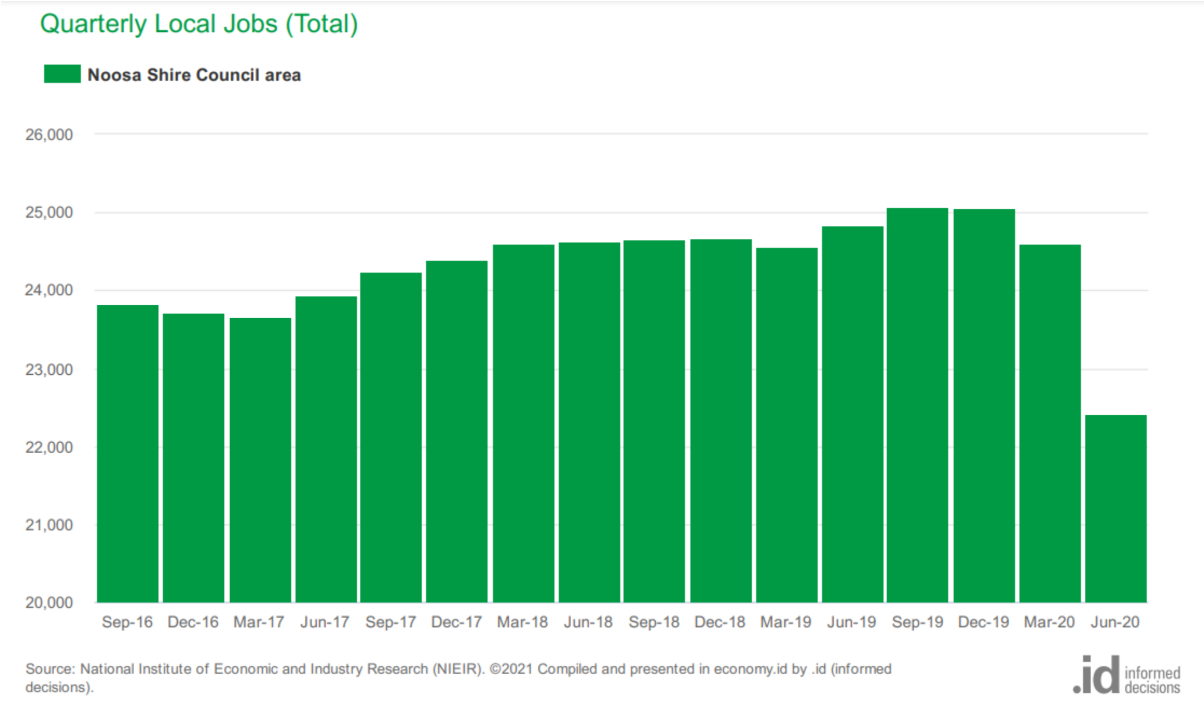


Table 11 Registered businesses by Industry

Registered businesses by industry

Noosa Shire Council area - total registered businesses	2020		
Industry	Number	%	% Queensland
Agriculture, Forestry and Fishing	277	4.0	8.9
Mining	14	0.2	0.4
Manufacturing	243	3.5	3.7
Electricity, Gas, Water and Waste Services	17	0.2	0.3
Construction	1,288	18.7	17.2
Wholesale Trade	196	2.8	3.0
Retail Trade	503	7.3	6.0
Accommodation and Food Services	396	5.8	4.0
Transport, Postal and Warehousing	263	3.8	7.5
Information Media and Telecommunications	63	0.9	0.8
Financial and Insurance Services	304	4.4	4.0
Rental, Hiring and Real Estate Services	1,093	15.9	11.8
Professional, Scientific and Technical Services	925	13.4	12.3
Administrative and Support Services	289	4.2	4.5
Public Administration and Safety	17	0.2	0.3
Education and Training	126	1.8	1.5
Health Care and Social Assistance	450	6.5	6.9
Arts and Recreation Services	103	1.5	1.3
Other Services	314	4.6	5.3
Industry not classified	5	0.1	0.1
Total business	6,886	100.0	100.0

Source: Australian Bureau of Statistics, Counts of Australian Businesses, including Entries and Exits, 2016 to 2021 Note: Non-employing businesses includes sole proprietors where the proprietor does not receive a wage or salary separate to the business income. .id (informed decisions)

Figure 9 Visitor Nights 2019/2020

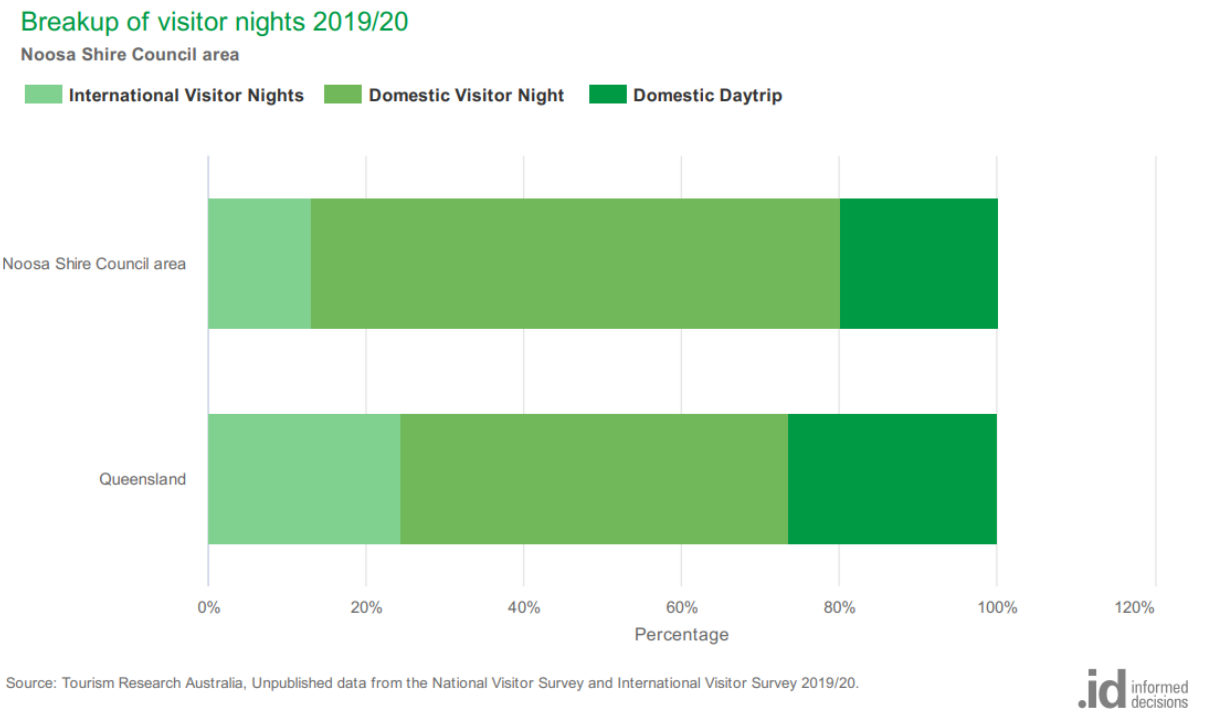


Figure 10 Reasons for Visiting, Domestic overnight visitors - 5 year total

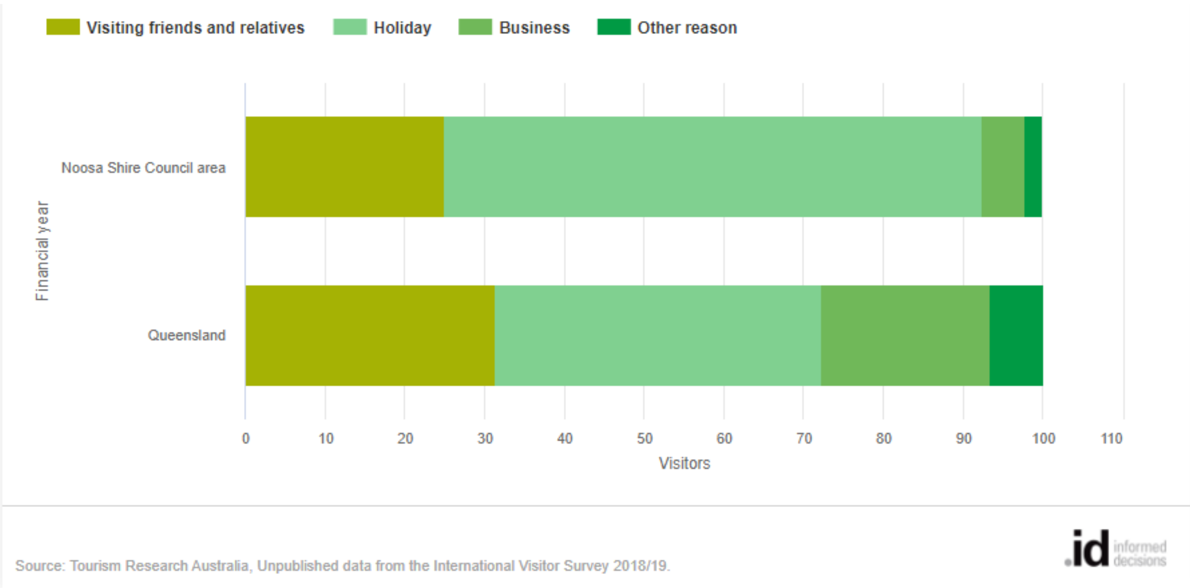


Table 12 Tourism and hospitality workforce, Noosa Shire, 2016

Measure	Noosa Shire Council area	% of total industry	Queensland%	Noosa Shire Council area as % of Queensland
Tourism workforce				
- Total workers	2,811	100.0	100.0	14.0
- Males	1,233	43.9	43.0	13.4
- Females	1,578	56.1	57.0	14.5
Age structure				
- 15 to 24 years	774	27.5	33.0	26.3
- 25 to 44 years	1,145	40.7	39.3	16.1
- 45 to 54 Years	493	17.5	14.6	9.7
- 55 to 64 Years	315	11.2	10.1	8.2
- 65 years and over	84	3.0	2.9	7.2
Hours worked				
- Worked full-time	1,273	45.3	43.3	12.5
- Worked part-time	1,429	50.8	51.9	15.9
- Away from work	109	3.9	4.8	11.6
Qualifications				
- Bachelor or higher degree	324	11.5	13.5	7.6
- Advanced diploma or diploma	321	11.4	11.0	12.6
- Certificate level	718	25.5	22.9	12.9
- No qualifications	1,371	48.8	49.8	19.3
Ethnicity				
- Australian-born	1,858	66.1	63.5	12.5
- Born overseas	911	32.4	35.3	18.3
- Birthplace not stated	40	1.4	1.2	15.4
- Speaks a language other than English	370	13.2	22.7	28.4
- Aboriginal and/or Torres Strait Islander	30	1.1	2.4	12.2
Individual income				
- Less than $500	933	33.2	37.3	19.3
- $500 -$1,749	1,766	62.8	57.6	13.5
- $1,750 or more	88	3.1	3.8	4.6

Source: Australian Bureau of Statistics, Census of Population and Housing 2016. Compiled and presented by .id (informed decisions).
Please refer to specific data notes for more information

Appendix 4 The Value of Tourism supporting Tables and Figures

Table 13 Potential impacts of tourism

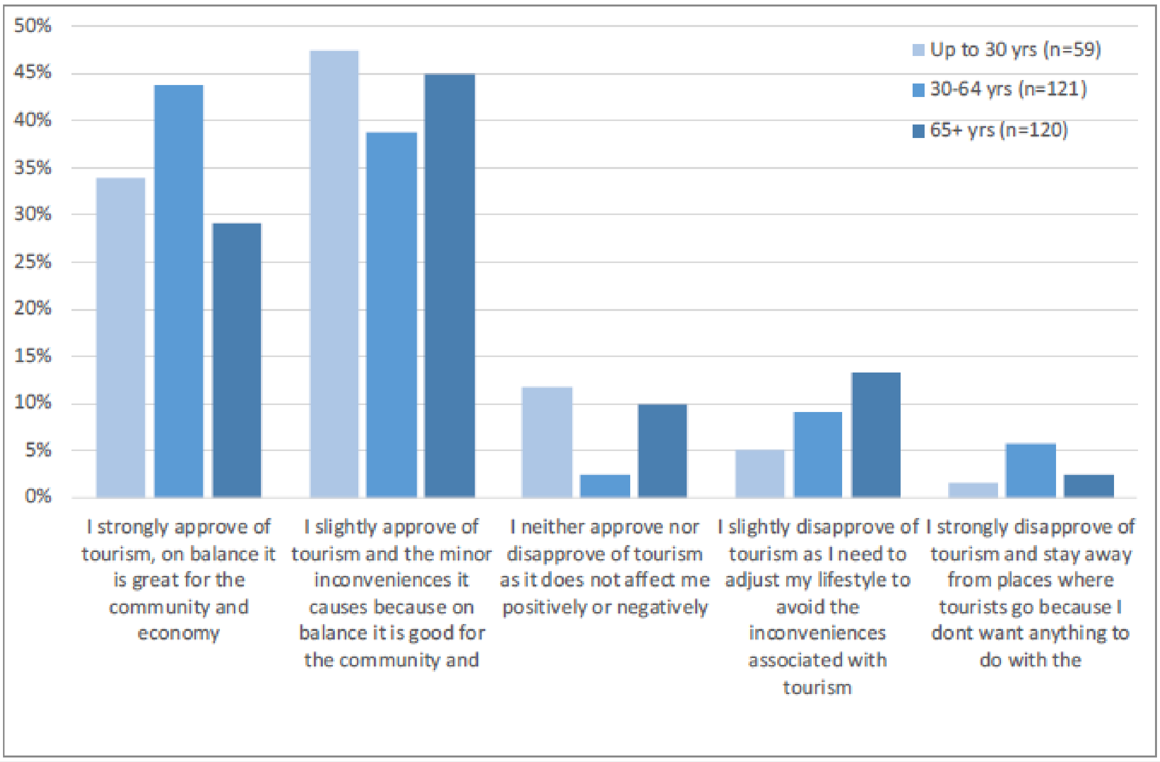
Potential Benefits Impacts associated with Tourism	Potential Negative Impacts associated with Tourism
Economic	
• Considerable value added to an economy • The creation of jobs • Indirect benefits to suppliers and flow on impacts of wages and spending throughout the economy • Stimulation of expenditure / spending on other important infrastructure – such as airports and major activity centres[4]. • Provision of international connections, which can create further business, interaction and learning opportunities.	• Inflated / high property values impacting on locals (and particularly first home buyers / low to middle income earners) • Seasonal employment • A casualised workforce, minimum wages, minimal worker benefits and a narrow range of skills development opportunities • A tendency to depend on tourism jobs, which narrows and makes an economy vulnerable • Detraction of expenditure from local infrastructure to tourism infrastructure, and the need to invest more in local infrastructure due to tourism numbers[5]. • A need to maintain currency of the tourism offer in order to maintain competitiveness with other tourism destinations

Potential Benefits associated with Tourism	Potential Negative Impacts associated with Tourism
Social	
• Increased number of attractions, entertainment, events and facilities that can benefit locals and visitors • The chance for an area to show case its culture and history, solidify identity and increase the sense of pride associated with an area • Increased interactions between local communities and visitors, which can add value and depth to the extent of cultural experiences and knowledge • Higher level of spending on infrastructure in the local government area • The provision of a number of jobs and training for certain demographic groups, particularly youth and locally employed people.	• Affordability issues with property (particularly for staff of tourism services), leasing and goods and services • Encroachment of tourism development and services over local markets • Unwelcomed increased in population and congestion • Potential for disruption to social norms, values or customs • The commercialisation of culture and eroding of 'soul' / identity.

Potential Benefits associated with Tourism	Potential Negative Impacts associated with Tourism
Environmental	
• Increased recognition, awareness and connection to key environmental assets/areas • Potential for higher levels of taxes and revenue streams, which can be channelled into preservation / conservation / beautification and regeneration.	• Potential for overuse of assets and/or encroachment of urban uses • Threats to natural resources, increased air and water pollution and increased waste products • Local impacts such as increased noise and litter

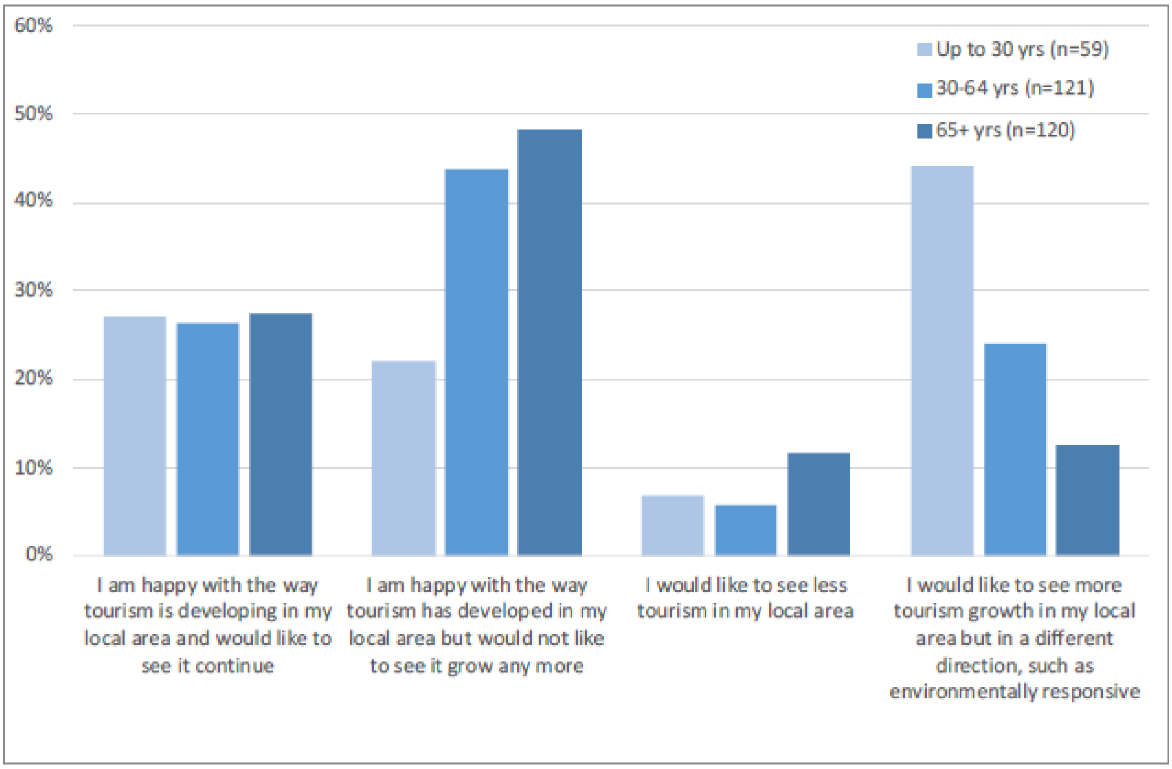
Source: The Value of Tourism to the Noosa Community October 2019 (C Change Sustainable Solutions Pty Ltd (C Change) and SGS Economics and Planning).

Figure 11 Residents' views on tourism



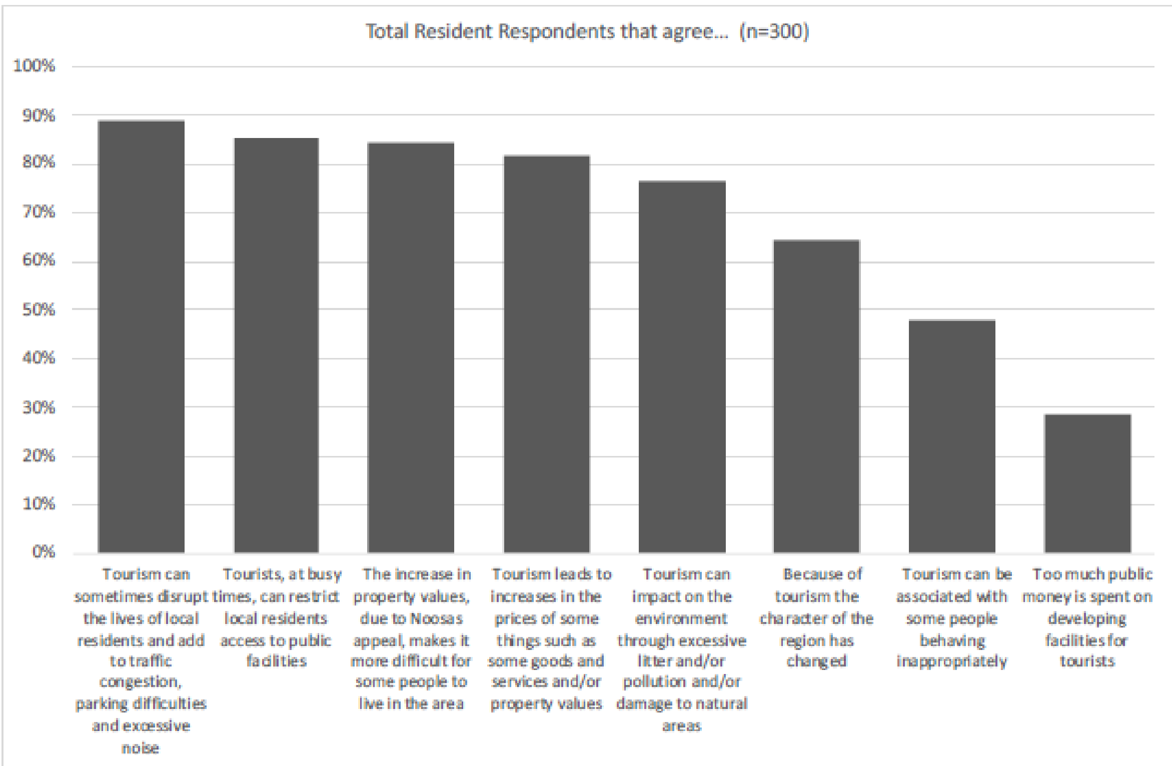
Source: The Value of Tourism to the Noosa Community October 2019 (C Change Sustainable Solutions Pty Ltd (C Change) and SGS Economics and Planning).

Figure 12 Residents' views on preferred tourism development growth



Source: The Value of Tourism to the Noosa Community October 2019 (C Change Sustainable Solutions Pty Ltd (C Change) and SGS Economics and Planning).

Figure 13 Proportion of residents that agree with negative statements relating to tourism



Source: The Value of Tourism to the Noosa Community October 2019 (C Change Sustainable Solutions Pty Ltd (C Change) and SGS Economics and Planning).

Table 14 General positive and negative comments about tourism from residents

General Positive Comments	% of respondents (n=230)	General Negative Comments	% of respondents (n=230)
Tourism positive for our area	17%	Traffic concerns/congestion	19%
Area is based on tourism, we need tourism for the area to survive	14%	Need to restrict growth/keep it under control	16%
Good for economy	10%	Pollution and environmental concerns (protect wildlife, litter, air pollution)	14%
Good for jobs	7%	Parking issues	14%
Good for community	7%	Need for more public transport/free busses	10%
Good for businesses	7%	Too much focus on tourists/not on residents (coast/hinterland also)	9%
Community needs to adjust/deal with it	5%	Need more services/facilities/infrastructure	8%
Great to have events (vitality, energy, bringing people in)	3%	Residential is overpriced due to tourism	7%
Positive as provides more services – number and variety	3%	Too many events	7%
		Negative impact on community/character	6%
		Accommodation – more variety but Airbnb impacts tourism	6%

Source: The Value of Tourism to the Noosa Community October 2019 (C Change Sustainable Solutions Pty Ltd (C Change) and SGS Economics and Planning).

Table 15 Summary of top 6 Positive impacts of tourism on Noosa generally, by Business Location

Top 6 Positive impacts of tourism on Noosa		
Coastal	**Hinterland**	**Suburban**
More money spent in economy/supports local economy	Improved infrastructure	More money spent in economy/supports local economy
Promotion of the area nationally and internationally (awareness)	More money spent in economy/supports local economy	Promotion of the area nationally and internationally (awareness)
Better atmosphere (vibe)	Promotion of the area nationally and internationally (awareness)	Greater profitability/revenue
Increased staff numbers/employment	Better atmosphere (vibe)	Better atmosphere (vibe)
More visitors to town/diversity of visitors	Gives confidence to local business/community cohesion	More visitors to town/diversity of visitors
Greater profitability/revenue	Improved infrastructure	Improved infrastructure

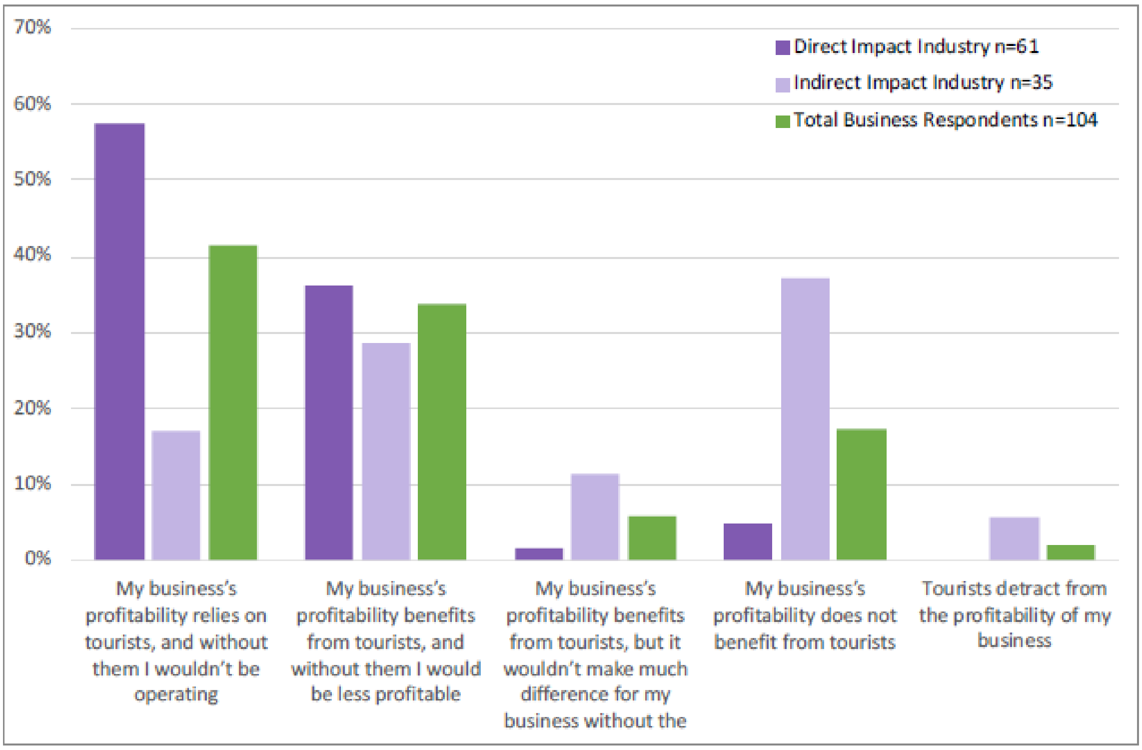
Source: The Value of Tourism to the Noosa Community October 2019 (C Change Sustainable Solutions Pty Ltd (C Change) and SGS Economics and Planning).

Table 16 Summary of top 6 Negative impacts of tourism on Noosa generally, by Business Location

Top 6 Negative impacts of tourism on Noosa		
Coastal	**Hinterland**	**Suburban**
Traffic congestion/delays/road closures	Traffic congestion/delays/road closures	Traffic congestion/delays/road closures
Parking	Parking	Environmental impact - wildlife/nature/environment
None/minimal	Overcrowding	Parking
Overcrowding	Not enough capacity/infrastructure	Overcrowding
Environmental impact - wildlife/nature/environment	Locals avoid the area	None/minimal
Not enough capacity/infrastructure	Too much reliance on tourism/other growth or investment not occurring	Less enjoyable atmosphere/less attractive/lifestyle

Source: The Value of Tourism to the Noosa Community October 2019 (C Change Sustainable Solutions Pty Ltd (C Change) and SGS Economics and Planning).

Figure 14 Noosa Businesses' dependency on tourism, by business with direct versus indirect impacts from tourism



Source: The Value of Tourism to the Noosa Community October 2019 (C Change Sustainable Solutions Pty Ltd (C Change) and SGS Economics and Planning).

Appendix 5 Noosa Plan 2006 extracts

Section 2.6.1 – Community Vision

Noosa Shire is an inclusive community renowned for its creativity, innovation, vision and entrepreneurship where sustainability underpins excellence. The key principles that underpin the Vision are:

b) social cohesion and community well-being;

c) a strong sustainable economy;

d) environmental excellence and sustainability;

e) artistic and cultural diversity and excellence;

f) a commitment to maintaining a sustainable population;

g) quality, innovative and reliable infrastructure; and

h) maintaining the "Noosa Style".

Economic sector vision to 2021

By 2021, there will be a strong viable niche economy:

a) protecting and enhancing Noosa Shire's national image and market position ("Noosa Brand");

b) with employment opportunities, business and industrial growth that complements environmental values; and

i. a continued emphasis on tourism and hospitality as key economic drivers of the Noosa Shire economy;

ii. better integration of existing sustainable industries;

iii. growth strategies focused on (in order of priority):-

- *wellness industries (including aged care and healthy lifestyle industries*
- *knowledge-based businesses (including home-based industries);*
- *education and service industries;*
- *heritage and creative arts industries; and clean, green, light and environmentally friendly sustainable industries and agriculture.*

Social Sector Vision to 2021

By 2021 Noosa Shire is as renowned for its focus on people as well as its focus on the environment and tourism. The people of Noosa Shire:

a) belong to a community which values, maintains and nurtures its small communities;

b) encourage participation for all people and support strong and ethical governance;

c) have a passion for learning and foster creative and innovative activities;

d) enjoy a healthy lifestyle; and

e) enjoy convenient access to services and resources.

Tourism Sector Vision to 2021

The community and tourism industry of Noosa Shire works so well together that Noosa is internationally recognised as an innovator in achieving interdependent economic, social, and environmental sustainability.

Section 2.6.2 - Strategic Framework

1.7.1 The majority of urban residential, business, community, industrial and recreational development is consolidated in the southern coastal part of Noosa Shire within the localities of Eastern Beaches, Noosa Heads, Noosaville and Tewantin. These localities account for roughly three quarters of Noosa's resident population and are the ones most affected by visitor influx in peak periods…

1.7.4 The Noosa Shire community respects and appreciates its environment and has goals of environmental excellence, quality lifestyle and economic well-being. As a consequence the Noosa community seeks—

a) built environments which fit into and do not dominate the natural environment; and

b) confidence that population growth and associated change does not adversely impact upon the character, lifestyle and environment enjoyed by its residents.

1.7.5 Land capability and infrastructure assessments for Noosa result in this planning scheme providing for a sustainable resident population carrying capacity of around 62,031 people. Visitor accommodation will swell this figure to around 67,275 people during holiday periods.

Visitor Facilities

a) Noosa Heads and Noosaville will remain the principal focus of visitor accommodation growth with some sites protected for the exclusive use of visitor accommodation.

b) The scheme includes Visitor Mixed Use Zones at Hastings Street, Noosa Heads; Gympie Terrace, Noosaville; Duke Street at Sunshine Beach; and Heron Street at Peregian Beach. This zone allows for medium density residential development to be mixed with business functions that have a direct benefit to visitors. This is generally in the form of shops, restaurants or galleries on the ground floor with accommodation units above. These centres also contribute significantly to retail and hospitality employment. The streetscape and built form in these areas is of particular importance as they directly affect the character of Noosa Shire and therefore the tourism industry.

c) A Visitor Mixed Use Zone also applies to the holiday accommodation centre in Beach Road, Noosa North Shore. This site will continue to provide a range of accommodation styles and commercial services to visitors to the Noosa North Shore area, though limited expansion is intended.

d) Visitor attractions throughout Noosa Shire continue to be focused on natural assets such as the beaches, national parks, watercourses and foreshore parks. Other attractions such as the lakes, mountains, trail network and coloured sands assist in decentralising visitor activities away from the south-east corner of the Shire and offering visitors different experiences.

e) The planning scheme allows for rural visitor accommodation in domestic, home hosted forms and in larger guesthouses or cabin parks, located close to natural attractions and the heritage-rich rural towns and villages. The scheme also encourages overnight camping facilities for the travelling public in the vicinity of rural villages and the Noosa Trail Network.

Section 2.6.3 Desired Environmental Outcomes

Residential Uses

- *providing Noosa Shire's population access to a broad range of safe, secure and affordable housing that specifically caters for the current and projected demographic, economic and social profile of the community;*
- *development being consistent with the character and amenity of the particular locality;*
- *being suitably separated from incompatible land uses;*
- *residential environments maintaining the values identified in the Community Vision;*
- *considering the impact new development has on resident perceptions of Noosa Shire's natural resources, open space, clean environment, integration of the landform and landscape, character, natural environment and resident lifestyle;*
- *development upholding the quality lifestyle and amenity sought by residents of Noosa Shire with consideration given to density, noise, accessibility to community services and infrastructure, security, traffic and aesthetics;*
- *responding to the changing housing needs of the community, including changing demographics, changing composition of households, ageing and in-migration, whilst not impacting on the amenity of residential neighbourhoods or environmental values;*
- *urban and rural settlements not only satisfying the needs and aspirations of residents, but in many cases also meeting requirements of visitors; and*

- *making provision for, and coordinating the delivery of, infrastructure to support population growth resulting from residential development including water, sewerage, community services, roads and the like.*

Tourism

- *being based on Noosa Shire's natural assets including the subtropical climate, the beaches, watercourses and foreshores, National Parks and bushland;*
- *fostering an appreciation and understanding of heritage;*
- *Focussing on the coastal localities of Noosa Heads, Noosaville, Sunshine Beach and Peregian Beach, with complementary rural visitor accommodation and experiences;*
- *offering visitors a range of experiences and accommodation types;*
- *contributing to the economic wellbeing of Noosa Shire;*
- *Benefitting local residents and enhancing residential amenity;*
- *development being supported appropriate infrastructure and services;*
- *Retaining a range of visitor accommodation choices including camping grounds, caravan parks, backpacker hostels, hotels, motels, resorts, B&Bs, guesthouses and serviced apartments;*
- *Avoiding mixing long-term accommodation for residents with short-term accommodation for visitors, to avoid potential conflicts and the erosion of visitor accommodation;*
- *Reducing impacts on resident lifestyle and visitor experiences from peak tourist periods by spreading visitor load across lengthy periods, as distinct from a focussing on main holiday periods, where possible.*

Section 2.6.4 Locality Plans

Noosa Heads

Locality Outcomes

- *Noosa Hill is maintained as the predominant landscape feature of the locality forming the skyline and backdrop for much of the residential and visitor neighbourhoods;*
- *Avoid significant adverse impacts on the amenity enjoyed by users of other premises, including acoustic and visual qualities;*
- *The two business centres are designed to cater for the different needs of visitors as well as local residents;*
- *Noosa Heads is the principal focus for visitor accommodation and services in Noosa;*
- *Hastings Street accommodates a high proportion of entertainment and dining premises providing interest for visitors;*
- *Detached houses dominate Cooloola Hill and much of Noosa Hill provides for units or resort complexes;*
- *Noosa Sound has access to Hastings Street, Noosa River and Quamby Place and is dominated by detached housing fronting the water where located on a canal;*
- *A neighbourhood centre at Quamby Place provides low level goods and services for nearby residents and visitors including restaurants;*
- *Noosa Springs is a gated residential estate focused on a golf course and associated recreation and social opportunities;*

- *Noosa Springs is expected to expand with significant visitor accommodation and sporting and recreational facilities;*
- *Noosa Heads remains a primary focus for Visitor accommodation and associated services in Noosa;*
- *Resident populations are accommodated in both detached and attached housing with high levels of residential amenity and high levels of convenience, accessibility and services;*
- *The locality provides for a range of Community Uses which contribute to Noosa's economy and employment base.*
- *Key recreation focal points including Noosa National Park, Noosa River foreshore and mouth, Noosa Main Beach and Lion's Park, are protected for residents and visitors.*

Zone Outcomes

*For the **Detached Housing Zone**—detached housing prevails which maintains a high level of residential amenity.*

*For the **Semi-attached Housing Zone—residents** are accommodated in detached housing or semi-attached housing forms that…offer a high level of residential amenity, design quality and safety...*

*For the **Attached Housing Zone—residents and visitors** are accommodated in predominantly multiple housing forms that—…offer a high level of residential amenity, design quality and safety…*

For the Visitor Accommodation Zone, development—

- *comprise residential development that includes a mixture of building sizes and are designed for visitor accommodation…*
- *contributes to a high level of residential amenity, design quality, landscape quality and safety*
- *enhances the traditional focus for visitor accommodation in the coastal part of Noosa*
- *incorporates Entertainment and dining businesses, Retail businesses and Commercial businesses that are of particular interest to visitors*
- *contributes to the economy of Noosa through the tourism and hospitality sectors…*

Noosaville

Locality Outcomes

- *avoid significant adverse impacts on the amenity enjoyed by users of other premises or surrounding area, including acoustic and visual qualities; and*
- *The Noosaville Locality provides for much of Noosa's commercial, retail, administrative, industrial and social needs, and is one of the major focus areas for visitor accommodation and services;*
- *Residents of Noosaville Locality enjoy high levels of convenience and accessibility to urban services;*
- *Accessibility to recreational opportunities provide residents and visitors with valued lifestyle opportunities;*
- *Noosaville is one of the principal visitor destinations in Noosa;*
- *Visitor accommodation is focused in areas north of Gibson Road;*
- *Noosaville's urban residential areas, provide fully serviced, generally low density, urban housing in quiet neighbourhood settings;*
- *Some areas in the attached housing neighbourhoods predominantly service visitors, however there is generally a mix of visitors and permanent residents;*

- *Attached accommodation is focused on the areas closest to the Noosaville Business Centre, in areas with good public transport facilities and in areas with ready access to the recreation features of the locality;*
- *Urban detached housing is contained to the Detached Housing, Semi-Attached Housing & Attached Housing Zones;*
- *The resident population is accommodated in both Detached housing and Multiple housing forms with high levels of residential amenity;*
- *Substantial sites are protected for resort developments where they focus on Noosa's natural low key outdoor appeal and cultural values;*

Zone Outcomes

***Detached Housing Zone**—single detached housing prevails which maintains….a high level of residential amenity consistent with the varied character of the locality's residential neighbourhoods….*

***Semi-attached Housing Zone—residents** are accommodated in semi-attached housing forms that…offer a high level of residential amenity, design quality and safety...*

***Attached Housing Zone—residents and visitors** are accommodated in predominantly multiple housing forms that—…contribute to a high level of residential amenity, design quality and safety…*

***Visitor Accommodation Zone**— business uses are integrated with multiple housing and visitor accommodation where development —*

- *reinforces Gympie Terrace as the primary tourism focus for Noosaville with a vibrant and pedestrian friendly streetscape;*
- *forms the traditional focus for visitor accommodation;*
- *provides for business uses that directly service visitors accommodated in the immediate area and foreshore users;…*
- *respects the existing residential amenity of visitors and residents within and surrounding the development;…*
- *contributes to the economy of the Shire through the tourism and hospitality sectors…*

Eastern Beaches

Locality Outcomes

- *Avoid significant adverse impacts on the amenity enjoyed by users of other premises, including acoustic and visual qualities;*
- *The Eastern Beaches Locality retains its primary role as a residential area, though continues to provide some visitor accommodation and a range of local retail and commercial functions at Sunshine Beach, Sunrise Beach and Peregian Beach;*
- *Emphasis is placed on the protection and retention of low cost accommodation consistent with maintaining a diversity of accommodation types for visitors to the locality;*
- ***Sunshine Beach** provides the highest proportion of Multiple housing for visitors and residents in the locality, though the scale of such developments is less than other accommodation complexes found in Noosa Heads and Noosaville localities;*
- *an extensive mix of housing and unit accommodation for both permanent residents and visitors is provided in a vegetated setting, amongst undulating to steep landforms;*
- ***Sunrise Beach** provides a high proportion of detached houses and some Multiple housing and is attractive to families and permanent residents for its relatively easy access to the beach and local services and facilities;*
- *local shopping services, schools and other community facilities are located in Ben Lexcen Drive serving local residents both within and outside the locality…*

- ***Castaways Beach—****provides detached housing for permanent residents in a secluded vegetated setting, with one area of Multiple housing to the east of David Low Way;*
- *Marcus Beach—provides predominantly detached housing for permanent residents within a secluded vegetated setting;*
- ***Peregian Beach—****provides a mix of detached houses, Multiple housing and Visitor Accommodation for residents and visitors.*
- *A wide range of local retail, commercial and entertainment and dining uses within the neighbourhood centre serve the immediate needs of residents and visitors of the locality.*

Zone Outcomes

Detached Housing Zone*—single detached housing prevails which maintains….a high level of residential amenity and design quality;….*
Semi-attached Housing Zone*—residents are accommodated in Detached housing forms or duplexes …offer a high level of residential amenity, design quality and safety...*
Attached Housing Zone*—residents and visitors are accommodated in predominantly multiple housing forms that—…contribute to a high level of residential amenity, design quality and safety…*
Visitor Accommodation Zone*— business uses are integrated with multiple housing where development —*

- *- provides business uses that directly service visitors and residents in the local area;…*
- *- contributes to the economy of Noosa through tourism and hospitality…*

Tewantin and Doonan

Locality Outcomes

- *The Tewantin & Doonan Locality retains its primary role of providing housing for permanent residents;*
- *Tewantin maintains the atmosphere of a small country town with residents enjoying high levels of convenience and accessibility to urban services;*
- *Multiple housing in the form of duplex units and flats and townhouses for permanent residents are generally focused on areas close to the Tewantin Business Centre, community facilities, parks and public transport services;*
- *Retirement villages and relocatable home parks providing higher density living are located within easy access of the business or neighbourhood centres;*
- *Visitor accommodation is focused on the locality's caravan parks and small-scale accommodation in rural settings, as well as the Royal Mail Hotel in central Tewantin and Australis Noosa Lakes Resort on Lake Doonella;*

Zone Outcomes

Detached Housing Zone*—single detached housing prevails which maintains….a high level of residential amenity;….*

Semi-attached Housing Zone—residents *are accommodated in detached or semi-attached housing forms that …offer a high level of residential amenity, design quality and safety...*

Attached Housing Zone—residents and visitors *are accommodated in predominantly attached housing forms that—…contribute to a high level of residential amenity, design quality and safety…*

Noosa North Shore

Locality Outcomes

- *Limited visitor accommodation and services are provided in the locality, confined to the Visitor Mixed Use Zone, and the wilderness camp in the Open Space Recreation Zone*
- *Visitor accommodation and services are limited to existing type and scale; including general store, hotel, caravan park, camping grounds and built accommodation.*
- *A hotel and general store provide limited commercial facilities to residents and visitors*
- *The locality supports two communities and offers accommodation for visitors*
- *Noosa North Shore provides residential and rural residential home sites, particularly along the river*
- *Noosa North Shore offers accommodation for visitors to the locality in two areas:- the campground located on the beachfront and accommodation located east of Lake Cooroibah off Beach Road*
- *Residential development and Visitor accommodation is characterised by…low impact buildings of a domestic scale…*
- *Development offering visitor accommodation and services is low key to avoid changes to the character as a result of excessive visitor numbers and adverse environmental impacts from over-use*
- *Residential uses and Visitor accommodation are well managed so they do not adversely impact upon land identified as open space*
- *A range of nature based recreational experiences utilize the natural assets of the area and its separateness from the balance of Noosa as a means to enhance the experience of visitors and residents*

Boreen Point, Kin Kin And Cootharaba

Locality Outcomes

- *The rural and bushland character and lifestyle enjoyed by residents and visitors is retained*
- *The villages of Kin Kin and Boreen Point provide for the day to day needs of residents and others and serves as focal points for the community.*
- *Sustainable, well designed and locally appropriate visitor accommodation and other tourism development are compatible with, promote and enhance landscape character, natural environment and rural values.*
- *For Kin Kin— Commercial business uses and Industrial business uses provide for the immediate needs of residents and visitors and provide locally based employment opportunities*
- *For Boreen Point—*
- *The village attracts significant numbers of visitors particularly during holiday periods, weekends and special events*
- *The comparative lack of commercialism is retained and Business Uses are primarily focused on the immediate needs of residents and to a lesser degree on visitors and provide locally based employment opportunities;*
- *Opportunities exist for business expansion focussed on services to residents of the locality and some low impact tourist based accommodation and other services;*

Zone Outcomes

Detached Housing Zone—single detached housing prevails which maintains…a high level of residential amenity

- *The Cooroy and Lake Macdonald Locality supports a growing urban and rural settlement of permanent residents*
- *A high level of residential amenity built upon the local rural industries, environmental values, outdoor recreation opportunities, built heritage, artistic talent, social networks and family values is maintained*
- *Sustainable, well designed and locally appropriate visitor accommodation and other tourism development are compatible with, promote and enhance landscape character, natural environment values and rural values.*

Zone Outcomes

- ***Detached Housing Zone****—single detached housing prevails which maintains….a high level of residential amenity;….*
- ***Semi-attached Housing Zone****—residents are accommodated in detached or semi attached housing forms that …offer a high level of residential amenity, design quality and safety...*
- ***Attached Housing Zone****—residents and visitors are accommodated in predominantly attached housing forms that—…contribute to a high level of residential amenity, design quality and safety…*

Mary River Catchment

Locality Outcomes

- *The rural heritage and character, lifestyle, privacy, open space, vistas and level of accessibility enjoyed by residents of the locality is maintained.*
- *Residential development, for both residents and visitors consists of—…low impact buildings of a domestic scale…*
- *Sustainable, well designed and locally appropriate visitor accommodation and other tourism development are compatible with, promote and enhance landscape character, natural environment values and rural values.*

Zone Outcomes

Detached Housing Zone*—single detached housing prevails which maintains….a high level of residential amenity;….*

Semi-attached Housing Zone—residents *are accommodated in detached housing or semi-attached housing forms that …offer a high level of residential amenity, design quality and safety...*

Cooroibah

Locality Outcomes

- *Cooroibah Locality retains its role as a rural residential area…*
- *The main concentration of residents is in the southern and eastern part of the locality*
- *Visitor accommodation is focused on the locality's camping grounds, small cabin parks and bed and breakfast style accommodation.*

Section 2.6.5 Definitions

The definition for a deNP2006 defines detached house:

Detached ***house*** *means the use of premises for a single dwelling unit which comprises the whole of the building on one lot. The term includes uses and works incidental to and associated with the detached house. The term includes the temporary use as a display home or removal home. The use may include a secondary dwelling not exceeding 65m^2 in area. The use is not divided further.*

NP2006 defined multiple housing below:

Multiple Housing *means the use of premises for two or more dwelling units or accommodation units, as the case may be, occupied by permanent or semi-permanent residents, where the occupants may share common facilities on the site. The term includes the following types:*

Type 2 Duplex *Means the use of premises for two dwelling units either attached or detached, on one lot.*

Type 3 Retirement and special needs *Means the use of premises for dwelling units or accommodation units that house persons who are aged, being nursed or are convalescing. In each case, communal facilities may be available to residents for social interaction, recreation and emergency medical attention. The use may also include a caretaker's residence and medical centre where they are ancillary to the residential care facility. The use includes a retirement village, residential aged care and a group house, however does not include health uses or community residence as separately defined.*

Type 4 Conventional *Means the use of premises for dwelling units that do not fall within Multiple housing Types 2, 3, or 5. The use includes units, townhouses, flats, apartments, villas and small dwelling units.*

Type 5 Relocatable *Premises used for relocatable dwellings (whether they are permanently located or not) that provides long-term residential accommodation. The use does not include a Type 2 Caravan park as separately defined.*

NP2006 defined visitor accommodation below:

Visitor accommodation *means accommodation that is designed and used for visitors to the Shire and where social, recreational and dining services may be provided for visitors by owners or staff. Resident guests stay for a temporary period of time (typically not exceeding three consecutive months). The term includes the following types:*

Type 1 Home hosted *The use of premises for short-term accommodation hosted by the resident family within a detached house where there is no more than six guests accommodated in no more than three rooms. At least one bedroom within the detached house is excluded from use by guests. Meals may be provided by the hosts, as guest cooking facilities are not available. The use includes bed and breakfast.*

Type 2 Caravan park *Premises used to provide for accommodation in RVs, self-contained cabins, tents and similar structures for the public for short-term holiday purposes. The use may include, where ancillary, a manager's residence and office, a kiosk, amenity buildings or the provision of recreation facilities for the use of occupants of the caravan park and accommodation for staff.*

Type 3 Rural *The use of premises for short-term accommodation where accommodation has direct connection with the rural production, environmental or scenic values of the premises. The use includes a cabin park, guesthouse or retreat located in a rural setting and host farm offering rural experiences.*

Type 4 Conventional *Two or more dwelling units or accommodation units, for the purpose of providing short-term visitor accommodation. The use may include common* *recreation or dining facilities and includes an ancillary dwelling unit for onsite manager. The use includes a guesthouse, visitor hostel, motel, resort and serviced rooms, but does not include Visitor accommodation Type 1 Home hosted or Type 3 Rural as separately defined.*

Appendix 6 Negative affects of short term accommodation and online platforms report extracts

Over tourism – the excessive growth of visitors leading to overcrowding, where residents suffer the consequences of temporary and seasonal tourism peaks with permanent changes to lifestyle, access to amenities and general wellbeing. Ultimately, the level of tourism becomes unsustainable as residents and workers leave, the cost of products and services are too high, the tourism reputation is qualitatively decremented, and the area can no longer support the level of tourism.

The Noosa shire may not yet be experiencing over tourism, as the benefits of tourism arguably still outweigh the problems caused by the rapid rise of short-term rental accommodation. However, some of the key indicators of this phenomenon are clearly apparent, and the legislative, planning and regulatory environment has not yet recognised or adopted necessary limitations to tourism expansion.

Tourism gentrification – occurs where neighbourhoods are transformed for the needs of consumers and visitors, and residents are displaced, particularly lower income earners relying on affordable accommodation.

This is occurring in Noosa, as tourism driven gentrification is supported by the facilitation of a rapid rise in consumer uptake of short-term rental of properties within residential neighbourhoods. The actual gentrification is driven by both the dynamics of the housing market (increasing prices and reduced affordability) and the changing nature and use of neighbourhoods.

Reduced residential livability –is described as the benefit enjoyed from both the private external space which is part of the private home (private residential amenity), and common areas of public space in close proximity to a private home, such as the adjacent pavement, kerb, street parking and road reserve (public residential amenity).

As property owners leverage the online accommodation phenomenon, and exposure of these opportunities to tourists and visitors rapidly increases, the high quality residential livability of the shire is arguably being reduced (in specific localities) by the infiltration of tourists into inner urban residential areas.

Private residential amenity –is achieved where individuals carry out typical household and leisure activities, such as gardening, drying clothes, playing with children, dining, sleeping, working from home and so on, without interference. Low density areas and rural settlement areas have enjoyed a high level of private residential amenity in Noosa.

The increased utilisation of private homes in residential areas for short-term rental accommodation is arguably interfering with, and reducing the private residential amenity of Noosa's residents due to noise, loss of accessibility and loss of privacy…

…if a home within a residential neighbourhood is occupied for a short-term stay by tourists, ambient noise is likely to be generated consistently regardless of the week or weekend day.

Accessibility can be affected due to increased vehicle usage on the street, with street parking also impacted, particularly where multiple visitors co-occupy a short-term property.

There may also be higher ambient noise levels from daytime traffic that previously wasn't occurring. Of particular impact on private residential amenity is the rising occurrence of party houses, which are entire homes rented through Airbnb that are being consistently used for events or celebrations associated with birthdays, holidays, weddings and other occasions. The utilisation of a rented house for parties often causes impacts on the amenity of neighbours, who are subjected to unreasonable noise, health, safety and security hazards, damage to common property or obstruction from using their property. There appears to be an exponential increase in the type and number of complaints about amenity issues arising from neighbours residing near short-term let properties.

Public residential amenity – is the qualities, characteristics and attributes people value about a place which contributes to their experience of a high quality of life, including landscape, streetscape, vegetation, views, services etc.

The spread of tourism accommodation away from central tourism and accommodation hubs into traditionally pure residential areas may be interfering with public residential amenity. There are consistent anecdotal complaints in relation to:

- *more traffic and on-street parking;*
- *reduced levels of traffic safety;*
- *increased levels of noise and other emissions from traffic; and*
- *greater potential for conflict between land uses.*
-

Disruption to sense of community- As tourists, visitors and holidaymakers infiltrate residential neighbourhoods, they contribute to a disrupted sense of community, exemplified by feelings of mistrust, reduced perception of personal safety and increased alienation.

Airbnb may be disrupting the sense of community in the Noosa Shire, as property owners and hosts disengage from their home by transforming it to a commercial operation. As most residents or homeowners would attest, once you have lived in a street or area for a period of time, you experience a settled feeling and higher perception of safety and security from knowing your neighbours, sighting familiar vehicles each day and attuning to the social, work and travel movements of those that live around you. With the infiltration of tourists into these areas, the settled feeling and perception of safety is reduced by strangers, new vehicles and different transitory movements throughout the week and weekend.

As property owners disengage, particularly owner-occupiers, the flow-on effect is that their neighbours become less engaged and connected to their home, as they see strangers coming and going. Arguably, homes neighbouring an Airbnb rental property incur the majority of social cost.

Permanent rental market and housing affordability- the impacts of short-term accommodation and the use of online booking platforms affect the stock and price of permanent rental accommodation and housing affordability.

The Noosa Shire has certainly seen rising rental and property prices in recent years, particularly since 2013, outperforming the state market in terms of growth.

…the premise that property owners now prefer the higher return that can be generated from short-term letting and are electing to monetise their asset in this way, rather than through long-term renting or selling. Property owners are aided and encouraged by the useability, accessibility and simplicity of online accommodation share economy platforms…

Furthermore, properties that typically would have continued to circulate through the residential property sale market are now considered of higher value as an investment property that can generate a return as a holiday rental. Indeed, some local real estate agents in the Noosa Shire are advertising properties for sale as being ‘great for Airbnb’...

There is also increasing evidence from overseas jurisdictions that the arrival of Airbnb and other such platforms has had a direct impact on housing affordability, increasing permanent rental prices and land values.

Further to the issue of affordable housing, it is regularly suggested that Airbnb offers necessary additional income for home hosts, particularly retirees or those on fixed incomes. This may have had some truth in the early days of the online short-term letting industry, however, research does not support this theory today.

As a highly sought after and affluent coastal location, the permanent rental housing and unit stock has provided an affordable living option for many of the region's residents working in industries such as retail trade, accommodation, food services and real estate services (rental and hiring).

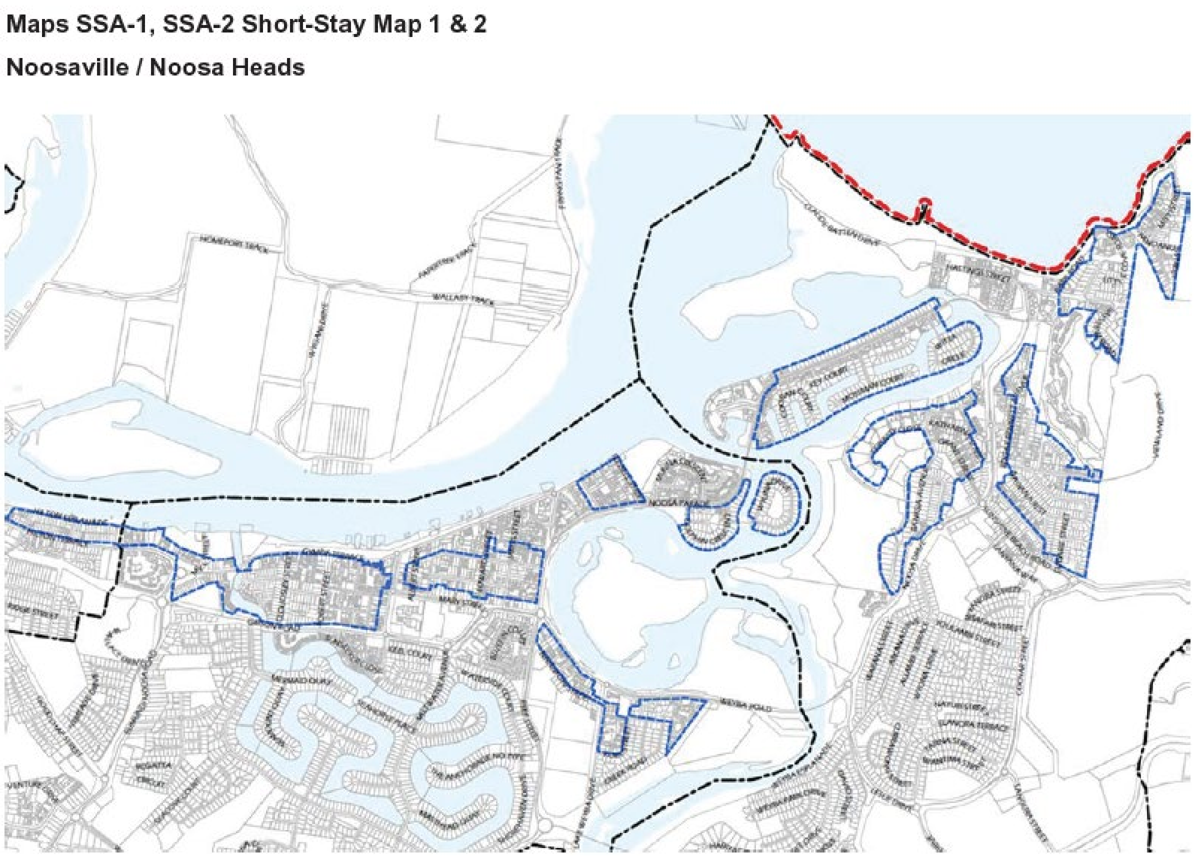
Traditionally, Noosa has enjoyed a healthy permanent rental market, with a diversity of permanent rental stock offering a range of affordability and suitability.

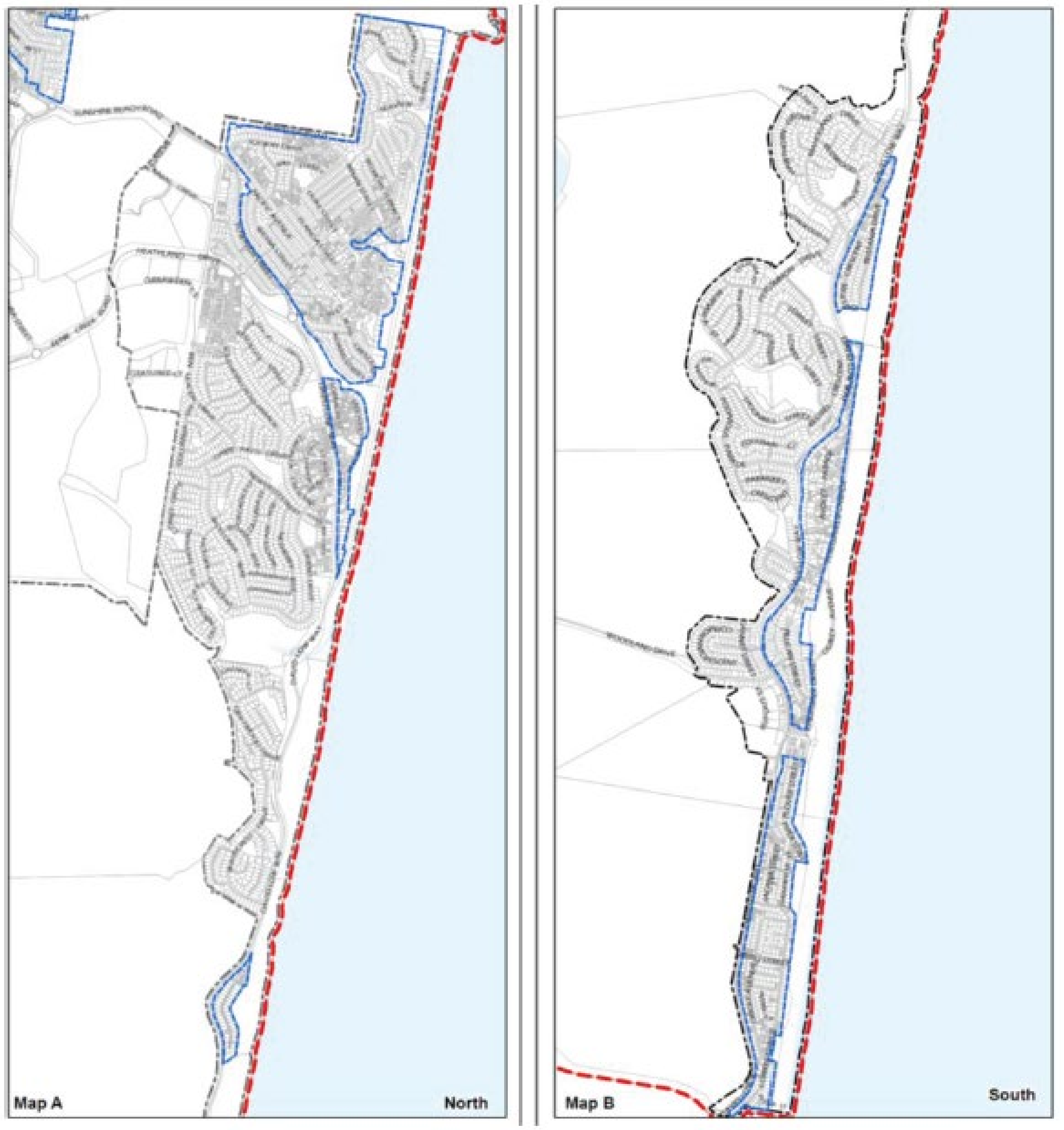
With the uptake of tourists using online accommodation share economy platforms to book short stays, houses and units that were traditionally offered as permanent rentals are now participating in the tourism supply chain.

Appendix 7 First draft Noosa Plan 2020

First Draft Noosa Plan 2020 – Short Stay Map

Map 11 First Draft Noosa Plan 2020 – proposed Short Stay Map





Low Density Residential zone – short-term accommodation

The first draft proposed a *Short Stay Area Map* identifying land within the Low Density Residential zone where use of a dwelling for short-term accommodation was acceptable development subject to the requirements of the *Low Density Housing Code* and *Low Density Residential Zone Code,* and therefore did not require planning approval. The map covered large parts of the coastal urban area within the Low Density Residential zone, generally close to Noosa River and the beaches.

Short-term accommodation on land in the Low Density Residential zone that was located outside of the *Short Stay Area Map,* was still identified as a consistent use but required impact assessment.

No more than 5 bedrooms or 10 guests were permitted and only one dwelling per site could be let (eg. a secondary dwelling or granny flat could not be separately let).

This approach was based on the idea that holiday houses had always located in desirable locations such as Noosa River and the beaches, and those locations should continue to allow for visitors. One suggestion was that dwellings in those areas came at a premium cost and were not necessarily affordable housing for permanent residents.

It also recognised the historic ability for all dwelling houses to be used for short-term accommodation by making the use consistent in all Low Density Residential zoned areas.

Medium and High Density Residential zones – short-term accommodation

Within the Medium and High Density Residential zones, short-term accommodation required a code assessment application where located within the *Short Stay Area Map.* Outside of the map area short-term accommodation was an inconsistent use requiring impact assessment.

This approach was based on an early understanding that conflict between permanent residents and visitors was more likely in denser living environments and any further increases in short-term accommodation should be assessed for their impact against relevant codes.

This approach also reserved future development outside of the map area for permanent residential dwellings, with no increase in short-term accommodation by making short-term accommodation an inconsistent use.

Tourist accommodation zone – short-term accommodation

Short-term accommodation in the Tourist Accommodation zone was identified as code assessment unless located on one of a number of specifically nominated key sites, where it was impact assessment.

Multiple dwellings in the Tourist Accommodation zone were consistent impact assessment, if not located on a specifically nominated visitor site where it was inconsistent impact.

This approach effectively continued to recognize existing multiple housing use rights in the zone.

Rural Residential zone - short-term accommodation

In the first draft, short-term accommodation was an inconsistent use in the Rural Residential zone. This zone was intended for permanent living on large lots and did not accommodate much range in uses beyond that.

Rural zone – short-term accommodation

Within the Rural zone short-term accommodation was code assessment if located on a site with area of at least 4ha, included no more than 4 guest rooms / cabins etc. and accommodated no more than 8 guests. Otherwise it was inconsistent in the zone.

Other tourist accommodation uses

The first draft of NP2020 also included a range of other tourist accommodation provisions.

Home based business - Home hosted accommodation

The short-term use of a room or rooms (including bed and breakfast style accommodation) in a dwelling house, townhouse or unit where the owner/tenant permanently resides, was defined as a ‘home-based business’.

The “business” use had to be subordinate to the main residential use of the property. The host was required to live in residence and guests could not have use of the whole dwelling. Accommodation could not be self-contained and guests could not have access to their own separate kitchen or laundry facilities.

In the Low Density Residential Zone, Rural Residential Zone and Rural Zone, the home-based business was accepted development subject to requirements of the Home-Based Business Code.

Visitors had to be accommodated within a building and not a tent, caravan or other recreational vehicle on or around the property.

Caravan / RV parking

The use of a property for visitors accommodated in tents or caravan / RV homes was defined as a *Tourist Park* and included the use of a premises for holiday accommodation in caravans, self-contained cabins, tents or other similar structures, including camping ground, caravan park or holiday cabins. Generally, planning approval was required in all zones except for the Rural Zone.

In the Rural Zone lots at least 10 hectares in area could have up to 5 fully self-contained recreational vehicles, for no more than 4 consecutive nights without planning approval. No ablutions or amenities were to be provided and the Visitor Accommodation Code set out specific requirements to be met.

Rural / nature-based accommodation and farm stays

With the exception of the above, other forms of glamping, lodges, cottages or cabins may have fallen within the definition of *nature-based tourism*. This form of accommodation specifically offers tourist accommodation for the appreciation, conservation or interpretation of an area of environmental, cultural or heritage value, local ecosystem, or the natural environment. These include environmentally responsible / small footprint accommodation. Various requirements in the Rural Zone Code and the Visitor Accommodation Code had to be met.

In the Rural Zone small scale nature-based tourism uses are possible without planning approval providing:

- the site is at least 4 hectares in area;
- it is not located on Agricultural Land Conservation Area;
- it is for no more than 2 guest rooms, cottages, cabins or permanent tents;
- it accommodates no more than 8 guests; and
- it doesn't incorporate conference or function facilities.

For between 8 and 12 guests, or in the Rural Residential Zone, a code assessment planning application was required. Impact assessment was required for any larger operation such as an ecolodge.

If the accommodation type did not meet the definition of nature-based tourism the use could be defined as *'short-term accommodation'* or a *'tourist park'* and planning approval required.

Tourist accommodation zone allocation

In an attempt to deal with the legacy issues of past planning schemes and to better align the intended use of properties for either visitor accommodation or permanent resident occupation, multiple dwelling sites were included within the Tourist accommodation zone or within the Medium or High Density Residential zone.

The purpose of the Tourist Accommodation Zone was to provide for short-term visitor accommodation supported by a mix of business activities to create a vibrant atmosphere and enhance the visitor experience such as cafes, restaurants, entertainment, boutiques and personal services.

The application of the Tourism Accommodation zone was generally applied to locations and sites identified, approved or preferred for visitor accommodation. Hastings Street, Duke Street, Gympie Terrace, specific resorts or other sites were included in the zone for long-term retention as visitor accommodation. Notwithstanding this, as noted earlier multiple dwellings were however a consistent use in the zone, except for key visitor only nominated sites.

Other sites were included in the Medium and High Density Residential zones, where the intended use was for permanent residents, (regardless of whether they were used or had approval for short-term accommodation).

Notwithstanding the application and intent of the Tourist Accommodation and Medium and High Density Residential zones, nearly all the existing multiple dwelling approvals allowed for interchangeable use rights for either visitor accommodation or permanent occupation. Any changes to the zone of these properties did not impact their lawful use rights to continue to be used for short-term accommodation.

Appendix 8 COVID Impacts

Table 31 Internal Migration, greater capital cities June 2020 quarter

Internal migration, greater capital cities

	September 2019 quarter			June 2020 quarter		
	Arrivals	Departures	Net	Arrivals	Departures	Net
Sydney	16,633	22,848	-6,215	16,839	23,217	-6,378
Melbourne	19,992	20,977	-985	17,023	25,017	-7,994
Brisbane	20,579	16,892	3,687	20,325	17,136	3,189
Adelaide	6,140	7,233	-1,093	6,704	6,885	-181
Perth	9,808	9,643	165	9,411	9,003	408
Hobart	1,749	1,934	-185	1,846	1,888	-42
Darwin	2,391	2,974	-583	2,567	2,769	-202
Canberra	4,568	4,990	-422	4,723	4,480	243
Total	46,762	52,393	-5,631	47,453	58,410	-10,957

Source: ABS Regional Internal Migration estimates June 2020 quarter

Figure 15 Covid-19 Impacts by Region, September 2019 to September 2020

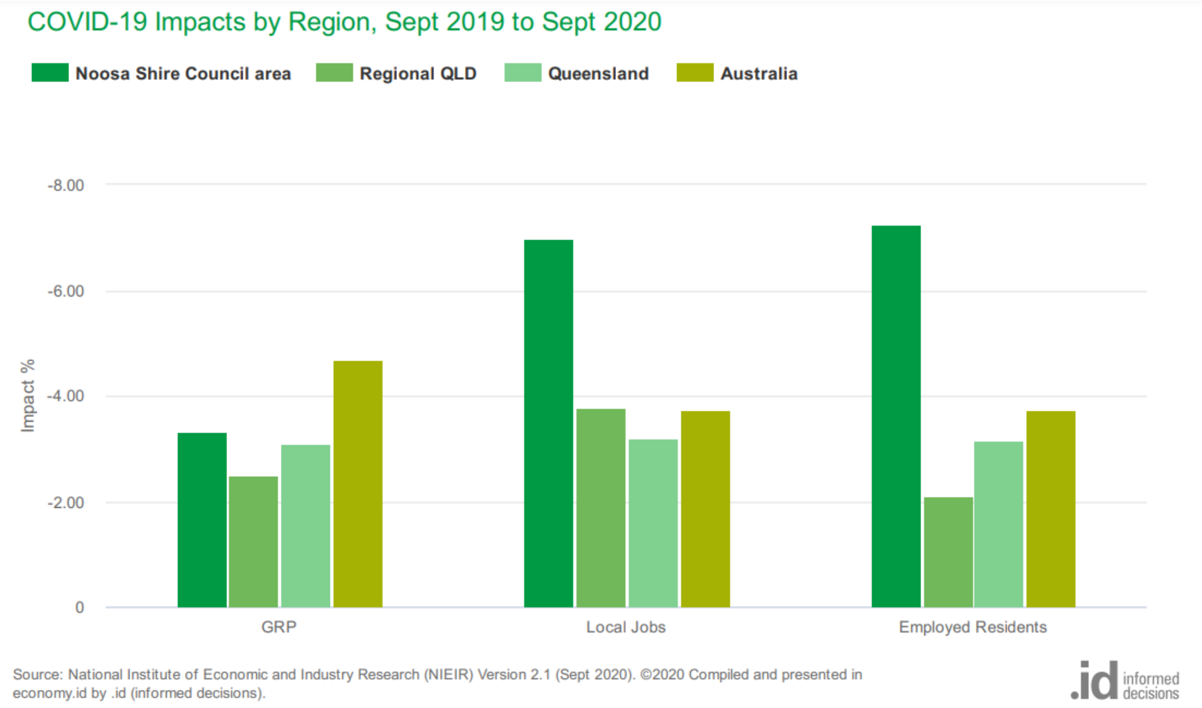


Figure 16 Quarterly Local Jobs – Noosa Shire

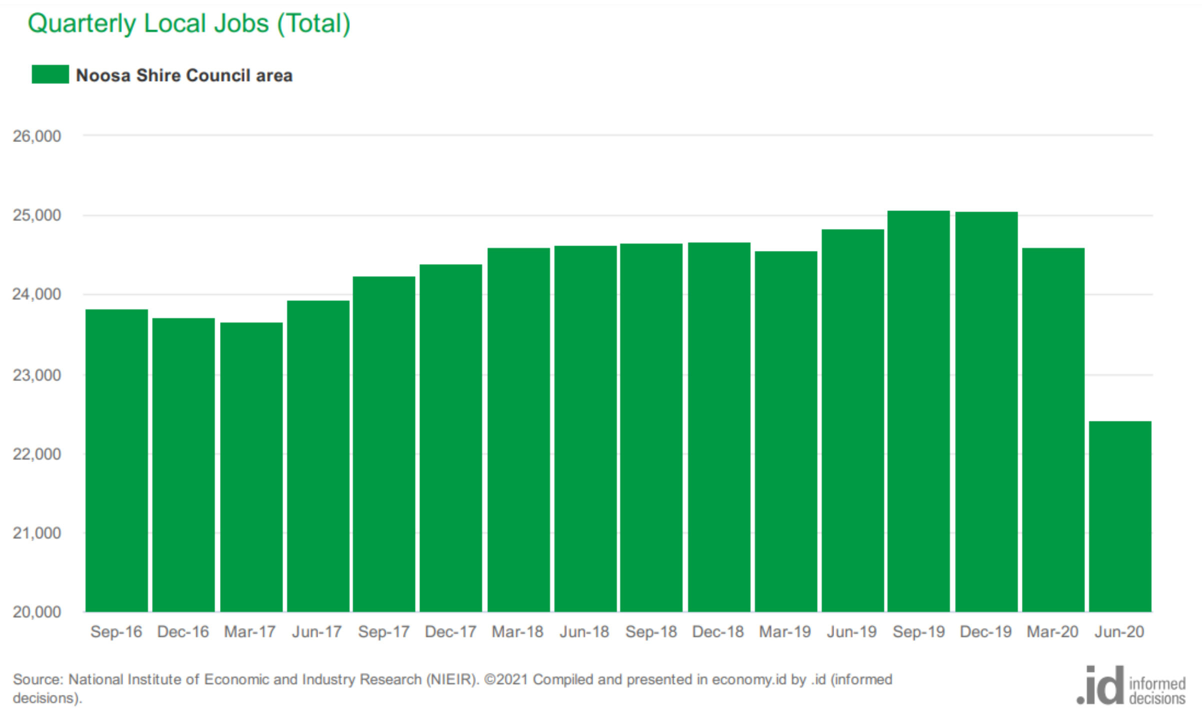


Figure 17 Local Jobs impact September Quarter 2020 – compared to September quarter 2019

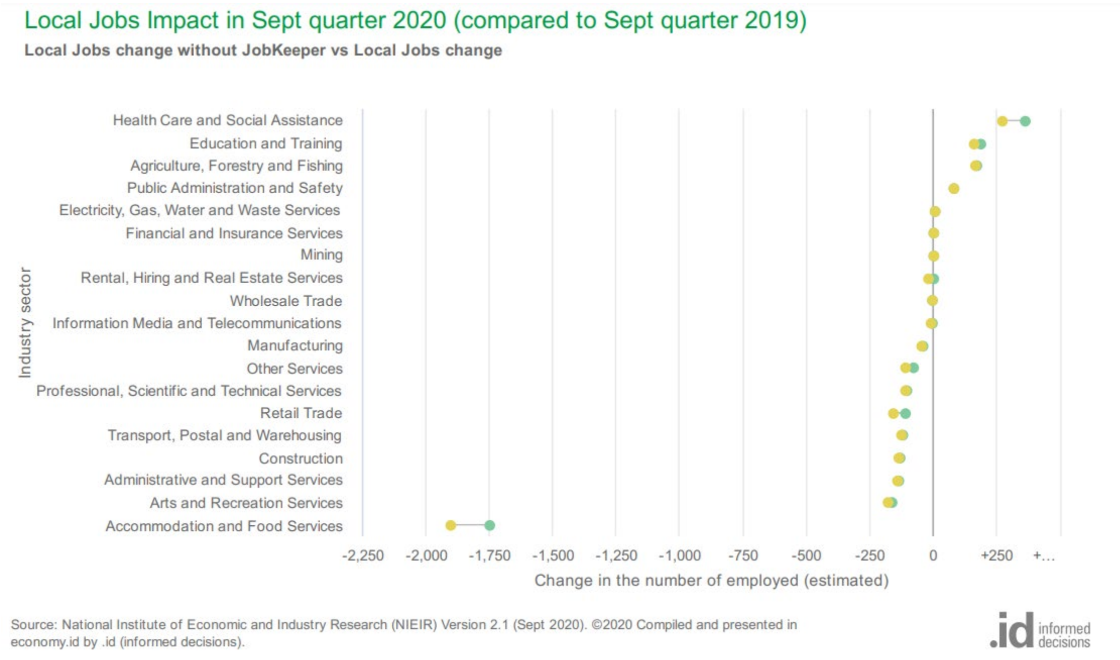


Figure 18 Quarterly percentage change in employed residents – Noosa Shire

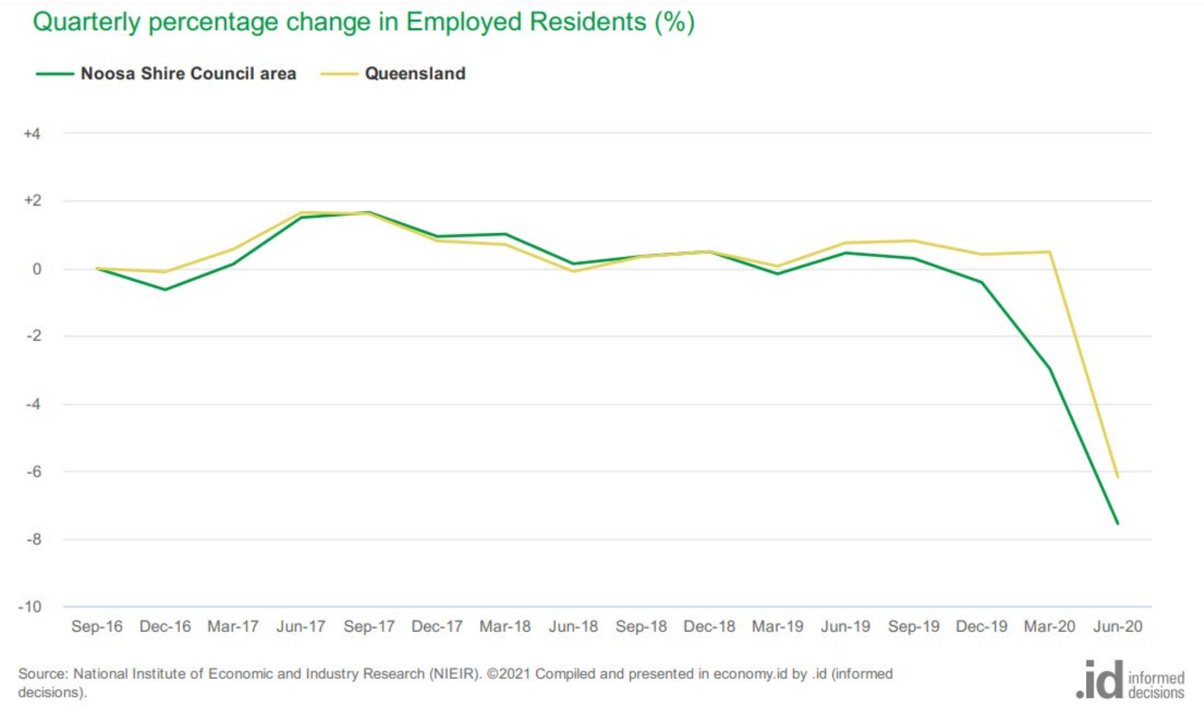
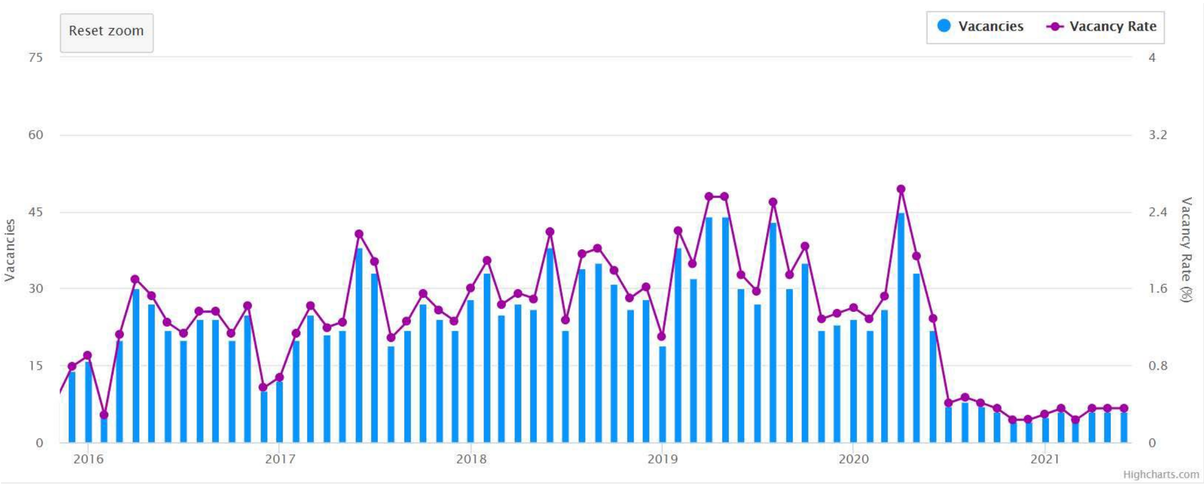


Figure 20 Residential Vacancy Rate 4565 postcode

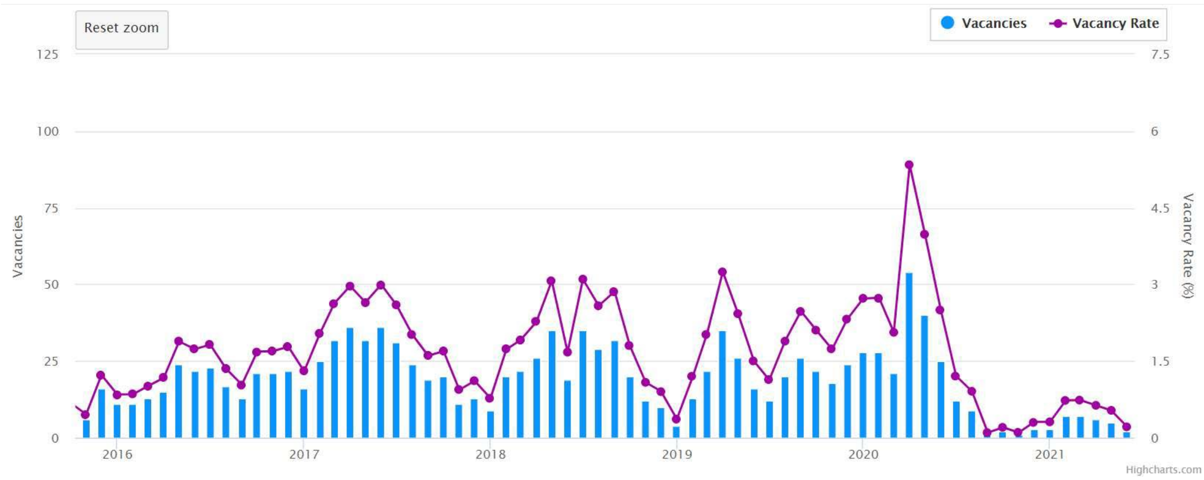


Source: SQM Research Pty Ltd 2021

The HNA2021 states:

The 4565 postcode covers Tewantin and Boreen Point as well as Noosa North Shore, Cooroibah, 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 21 Residential Vacancy Rate 4566 postcode

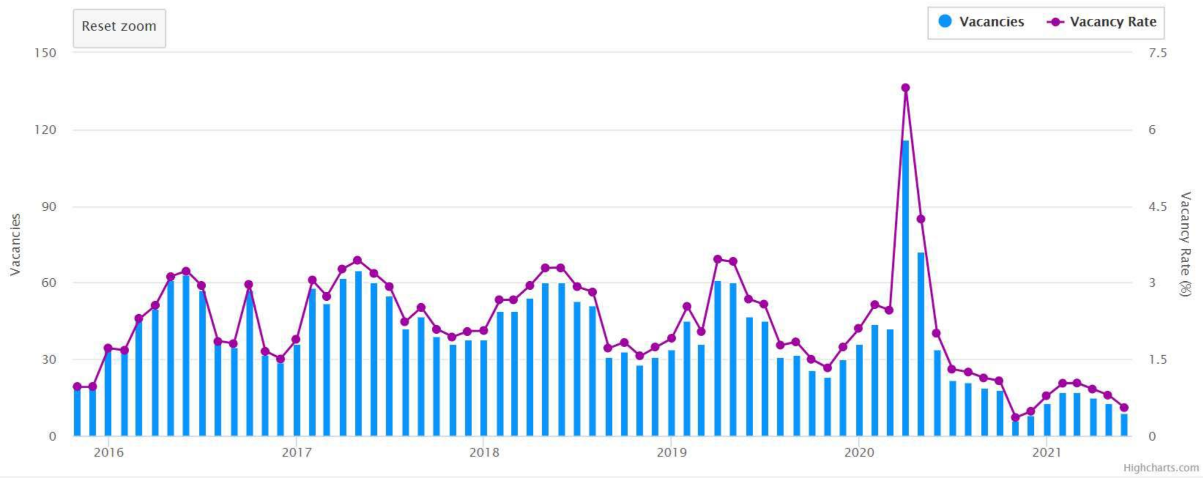


Source: SQM Research Pty Ltd 2021

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 22 Residential Vacancy Rates 4567 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 or 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.

Appendix 9 Noosa Plan 2020 extract provisions

Strategic Intent

Regional context

The Shire serves as a domestic and international tourism destination with particular emphasis on nature-based recreation opportunities. Tourism and retail are significant contributors to the local and regional economy and these provide a strong platform of leverage for other parts of the economy…

Noosa Shire has an estimated residential population of 55,873 (as at June 2019) which swells considerably during holiday periods to well over 70,000 people..

A well managed and sustainable Noosa Shire

Noosa Shire is one of the most desirable places in the world to live and is an internationally recognised tourist destination…These long standing values and principles have shaped the development of Noosa Shire and have been the foundation of Noosa's planning schemes.

Noosa Shire has been shaped not only by nature but also by the actions of passionate and creative residents, developers, community groups, and planning and design professionals. Noosa Shire is a community that values, preserves and builds upon its core values…

Around three quarters of Noosa's population resides in Tewantin, Noosaville, Noosa Heads and the coastal communities from Sunshine Beach to Peregian Beach. Consequently, urban residential, business, community, industrial and recreational activity is consolidated close to the coast, which is the area most popular with visitors.

By 2041, Noosa's population is projected to reach around 63,000 persons and about three quarters of the additional residents will live between Tewantin and Peregian Beach. This amounts to a projected total increase of some 9,500 people from the 2016 census. Previous planning schemes have set development requirements to accommodate a growing population, which was built around the carrying capacity philosophy. Most of the remaining planned capacity is to be located within defined 'Urban Boundaries'…

A connected, safe and happy community

The Noosa community has a strong identity and sense of place. The community respects and appreciates its environment and has a strong commitment to the pursuit of environmental excellence, quality lifestyle and economic well-being…

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…

… 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…

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 …

Housing to meet diverse needs of the community

…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…

… 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. …

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.

… 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…

… 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…Providing housing choice for key workers to support key industry sectors is a particular focus...

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.

A diverse and resilient economy

Noosa Shire enjoys a strong and increasingly sustainable economy. Much of the economy is geared towards tourism and population driven industry sectors such as retail, health, construction, and accommodation and food services. …

The Noosa Local Economic Plan aims to broaden the economic structure of the local economy by achieving growth in 'smart' industry sectors that offer high economic value and low environmental impact. Sustainable tourism is supported as an ongoing economic driver. However, encouraging and developing new priority sectors is required to develop an economy less reliant on tourism and population driven industries…

Tourism is a key sector of the Noosa economy and will continue to be so into the future. Key visitor areas include Hastings Street, Gympie Terrace, Noosa River, Tewantin Marina, Noosa National Park, Sunshine Beach, Peregian Beach, Noosa North Shore and the hinterland.

Within the hinterland, focus is directed towards high quality nature-based and rural tourism experiences and events to diversify and balance the visitor experience across Noosa Shire…

Strategic Outcomes

Community Wellbeing

The relevant outcomes are outlined below.

- *Noosa Shire remains a special place with a unique identity and lifestyle derived from its natural advantages, including the subtropical climate, distinctive landforms, clean waterways and vegetated landscapes…*
- *Noosa Shire has an inclusive community of older people, families, children, young adults and other households.*
- *Local employment, housing, entertainment, services and facilities are provided to meet the needs of all generations…*

Housing Choice

The relevant outcomes are outlined below.

- *Residential development occurs on land that is suited and designated for the intended form of housing and avoids any unnecessary removal of significant vegetation.*
- *Residential development occurs where it is not in the vicinity of land uses that would adversely impact the amenity of residents.*

- *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.*
- *Residential development is designed within the planned capacity of infrastructure including roads, water and sewerage.*
- *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.*
- *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.*
- *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.*
- *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.*
- *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.*
- *Car parking associated with residential buildings is not the dominant built form element when viewed from the street front.*
- *Outside of the urban footprint limited areas for additional rural residential lifestyles provide residents with a semirural 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.*
- *The planning scheme protects sites for specific housing styles such as residential care, retirement villages and relocatable home parks.*
- *The planning scheme protects areas for visitor accommodation where a range of accommodation styles support the local tourism industry.*
- *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.*
- *Party houses, as defined under the Planning Act 2016, are restricted from being established in Noosa Shire.*

Economy and Employment

The relevant outcomes are outlined below.

- *Noosa's economy is diverse and resilient and development supports both established and emerging priority industry sectors by providing business growth pathways.*
- *Development supports positive business outcomes that are aligned with Noosa's point of difference and the 'Noosa Brand' and is focused around high levels of amenity, natural character and environmental sustainability.*

- *Development is encouraged that caters for industries with high economic yield and low environmental impacts, and where sustainable practices are the norm.*
- *Smart, innovative and sustainable businesses and industries are promoted and provided for, which are responsive to new technologies and changing market conditions.*
- *Noosa's diversified economy is underpinned by a complementary mix of business activities that support new technologies, new enterprises, new ways of doing business and flexible work arrangements. Opportunities for affordable workspaces, convenient work from home enterprises, shop-top housing and co-working spaces are encouraged. This includes providing a variety of business spaces that allow for natural growth from home-based businesses to small premises and then to larger premises.*
- *Co-location and industry clusters with flexible shared floor space and enterprise precincts are encouraged as they provide an opportunity to create hubs of creativity and support new business needs of the future…*

Visitor Centres - Hastings Street, Gympie Terrace, Noosa North Shore, Sunshine Beach and Noosa Marina

1. *Visitor Centres are located at significant key tourist locations in Noosa Shire and include a mix of uses such as accommodation, dining in the form of cafes and restaurants as well as complementary retail and leisure services to meet the needs of tourists.*
2. *Hastings Street, Noosa Heads, functions as the major visitor centre for Noosa Shire. It is predominantly mixed use and caters for national and international tourists as well as the Noosa community and is the location of a number of significant festivals and events for Noosa Shire. The extent of business premises in Hastings Street remains limited. It includes a concentration of entertainment and dining uses such as cafes, bars and restaurants. These offer a diversity of entertainment for visitors and locals, as well as provide evening and night activation to the area. The expansion of, or increase in, the number of retail tenancies is not encouraged. Small intimate destination shops that offer unique goods including locally made or designed products are desirable.*
3. *Gympie Terrace, Noosaville, is also a major visitor centre for Noosa providing a more family-focused environment adjacent to the Noosa River foreshore for visitors as well as the Noosa community. The centre has a mix of uses including accommodation as well as local cafes, restaurants, leisure and recreation services focused on the river.*
4. *Noosa North Shore is the gateway to the Great Sandy National Park and the World Heritage-listed Fraser Island. Much of the area of Noosa North Shore is dedicated to conservation and access is by a ferry across the Noosa River as it is not intended for a bridge to be constructed. Development is secondary to and dominated by the open space setting with a very low intensity and scale. Accommodation and services for visitors are available in the Tourist Accommodation zone and the Recreation and Open Space zone. There is no permanent residential living occurring in these zones.*
5. *Duke Street, Sunshine Beach and Noosa Marina offer a local level of visitor services with Sunshine Beach providing some accommodation, restaurants and convenience shops servicing visitors and the Sunshine Beach community. Noosa Marina has a river transport focus with some associated retail and restaurants and cafes with no accommodation uses.*

Landuse use definitions and levels of assessment for zones

Table 32 definitions and zones

Use definition	Zone	Application in zones NP2020
Dwelling house means a residential use of premises involving— one dwelling for a single household and any domestic outbuildings associated with the dwelling; or one dwelling for a single household, a secondary dwelling and any domestic outbuildings associated with either dwelling.	Low Density Residential	Accepted subject to requirements
	Medium Density Residential	Accepted subject to requirements
	High Density Residential	Accepted subject to requirements
	Rural Residential	Accepted subject to requirements
	Rural	Accepted subject to requirements
	Tourist Accommodation	Accepted subject to requirements
	Centres	Inconsistent impact
Dual occupancy means a residential use of premises for 2 households involving— 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 any domestic outbuilding associated with the dwellings; but does not include a residential use of premises that involves a secondary dwelling.	Low Density Residential	Inconsistent impact
	Medium Density Residential	Code assessment
	High Density Residential	Inconsistent impact
	Rural Residential	Inconsistent impact
	Rural	Inconsistent impact
	Tourist Accommodation	Inconsistent impact
	Centres	Code (or consistent impact on 1 site)
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.	Low Density Residential	Accepted / code / impact
	Medium Density Residential	Accepted / code / inconsistent impact
	High Density Residential	Accepted / code / inconsistent impact
	Rural Residential	Accepted / code / inconsistent impact
	Rural	Accepted / code / inconsistent impact
	Tourist Accommodation	Inconsistent impact
	Centres	Accepted / code / consistent impact
Hotel— means the use of premises for— selling liquor for consumption on the premises; or a dining or entertainment activity, or providing accommodation to tourists or travellers, if the use is ancillary to the use in subparagraph (i); but does not include a bar.	Low Density Residential	Inconsistent impact
	Medium Density Residential	Inconsistent impact
	High Density Residential	Inconsistent impact
	Rural Residential	Inconsistent impact
	Rural	Inconsistent impact
	Tourist Accommodation	Inconsistent impact
	Centres	Consistent impact (Major & District) Inconsistent impact (Local & District)

Multiple dwelling means a residential use of premises involving 3 or more dwellings, whether attached or detached, for separate households.	Low Density Residential	Inconsistent impact
	Medium Density Residential	Code
	High Density Residential	Code (Consistent Impact on 1 site)
	Rural Residential	Inconsistent impact
	Rural	Inconsistent impact
	Tourist Accommodation	Consistent impact (Except for visitor only sites listed)
	Centres	Code (Consistent impact on 1 site)
Nature-based tourism means the use of premises for a tourism activity, including accommodation for tourists, for the appreciation, conservation or interpretation of— an area of environmental, cultural or heritage value; or a local ecosystem; or the natural environment	Low Density Residential	Inconsistent impact
	Medium Density Residential	Inconsistent impact
	High Density Residential	Inconsistent impact
	Rural Residential	Code / Consistent impact /Inconsistent impact if not code on Noosa North Shore
	Rural	Accepted / code / consistent impact
	Tourist Accommodation	Code
	Centres	Inconsistent impact
Resort complex means the use of premises for— tourist and visitor accommodation that includes integrated leisure facilities (examples of integrated leisure facilities—bars, meeting and function facilities, restaurants, sporting and fitness facilities) or; staff accommodation that is ancillary to the use in paragraph (a); or transport facilities for the premises (a ferry terminal or air service, for example)	Low Density Residential	Inconsistent impact
	Medium Density Residential	Inconsistent impact
	High Density Residential	Inconsistent impact
	Rural Residential	Inconsistent impact
	Rural	Inconsistent impact
	Tourist Accommodation	Consistent impact
	Centres	Inconsistent impact
Short-term accommodation— means the use of premises for providing accommodation of less than three (3) consecutive months to tourists or travellers; or a manager's residence, office, or recreation facilities for the exclusive use of guests, if the	Low Density Residential	Accepted subject to requirements 4 x 60 days Inconsistent impact
	Medium Density Residential	Accepted subject to requirements 4 x 60 days Consistent impact
	High Density Residential	Accepted subject to requirements 4 x 60 days

use is ancillary to the use in subparagraph (i); but		Consistent impact
does not include a hotel, nature-based tourism, resort complex or tourist park.	Rural Residential	Accepted subject to requirements 4 x 60 days Consistent impact
	Rural	Accepted subject to requirements 4 x 60 days Code Consistent impact
	Tourist Accommodation	Accepted subject to requirements 4 x 60 days Code Consistent impact on key sites
	Centres	Consistent impact
Tourist attraction means the use of premises for– providing entertainment to, or a recreation facility for, the general public; or preparing and selling food and drink for consumption on the premises, if the use is ancillary to the use in paragraph (a).	Low Density Residential	Inconsistent impact
	Medium Density Residential	Inconsistent impact
	High Density Residential	Inconsistent impact
	Rural Residential	Inconsistent impact
	Rural	Consistent impact
	Tourist Accommodation	Consistent impact
	Centres	Inconsistent impact
Tourist park means the use of premises for— holiday, accommodation in caravans, self-contained cabins, tents or other similar structures; or amenity facilities, a food and drink outlet, a manager's residence, offices, recreation facilities for the use of occupants and their visitors, or staff accommodation, if the use is ancillary to the use in paragraph (a).	Low Density Residential	Inconsistent impact
	Medium Density Residential	Inconsistent impact
	High Density Residential	Inconsistent impact
	Rural Residential	Inconsistent impact
	Rural	Accepted subject to requirements Code Inconsistent impact
	Tourist Accommodation	Code
	Centres	Inconsistent impact
Party house means premises containing a dwelling that is used to provide, for a fee, accommodation or facilities for guests if— 1. guests regularly use all or part of the premises for parties (bucks parties, hens parties, raves, or wedding receptions, for example); and 2. the accommodation or facilities are provided for a period of less than 10 days; and	Inconsistent impact	Inconsistent impact

3. the owner of the premises does not occupy the premises during that period.		

Zones

Low Density Residential zone

NP2020 states the following relevant purpose and outcomes of the Low Density Residential zone:

The purpose of the Low density residential zone is to provide for:

(a) a variety of low density dwelling types, including dwelling houses; and

(b) community uses, and small-scale services, facilities and infrastructure, to support local residents.

The overall outcomes sought for the Low density residential zone are as follows:

(a) Low density residential neighbourhoods are home to permanent residents with minimal impact of visitors.

(b) The character of low density residential neighbourhoods varies due to factors such as proximity to centres, topography, lot sizes, the established vegetated character, the age of development and open space provision.

(c) The distinct look and feel of existing residential neighbourhoods is retained, and development makes a positive contribution to the streetscape, maintaining the low density and low scale character.

(d) Predominantly detached housing on a range of lot sizes meet the needs of different households.

(e) Secondary dwellings, community residences and rooming accommodation are integrated with the low density residential built form and increase housing choice.

(f) Outside of the urban boundaries, development is generally limited to a dwelling house on larger lots with limited levels of services and accessibility.

(g) Development caters for both the current and projected demographic and socio-economic profile of the area, including one and two-person households, households on low to moderate incomes and residents with reduced mobility.

(h) Home-based businesses provide for domestic workplaces and home-hosted guest accommodation of a scale and intensity compatible with the low density residential character and amenity of the locality.

(i) Visitor accommodation is limited to forms where guests stay within the home of their resident host.

(j) Development maintains a high level of residential amenity having regard to traffic, noise, dust, odour, lighting and other locally specific impacts….

NP2020 states the following relevant purpose and outcomes of the Medium and High Density Residential zones:

The purpose of the Medium density residential zones is to provide for:- medium density multiple dwellings; and

(a) *community uses, and small-scale services, facilities and infrastructure, to support local residents.*

The overall outcomes sought for the Medium density residential zone are as follows:-

(a) *Medium density residential neighbourhoods are predominantly home to permanent residents.*

(b) *The character of medium density residential neighbourhoods varies due to factors such as proximity to beaches, the Noosa River, recreation spaces, centres, topography, availability of views, the established vegetated character, the presence of visitor accommodation and the age of development.*

(c) *Development makes a positive contribution to the look and feel of residential neighbourhoods by maintaining a low scale character with well designed buildings and landscaping that enhance the streetscape.*

(d) *New uses are located, designed and managed to be compatible with surrounding uses.*

(e) *The intrusion of incompatible uses, or uses which are more appropriately accommodated in other zones is avoided to protect land for dual occupancies, community residences, rooming accommodation, multiple dwellings, retirement and relocatable home park facilities.*

(f) *Development caters for both the current and projected demographic and socio-economic profile of the area, including one and two-person households, households on low to moderate incomes and residents with reduced mobility.*

(g) *Small dwellings and co-housing models are integrated within the medium density residential built form to increase housing choice.*

(h) *Short-term visitor accommodation is predominately provided through well-established resorts and holiday units.*

(i) *Home-based businesses provide for domestic workplaces and home-hosted guest accommodation of a scale and intensity compatible with attached and semi-attached living and the residential character and amenity of the surrounding area and locality.*

(j) *Development maintains a high level of residential amenity having regard to traffic, noise, dust, odour, lighting and other locally specific impacts….*

The purpose of the High density residential zone is to provide for:

(a) *high density multiple dwellings; and*

(b) *community uses, and small-scale services, facilities and infrastructure, to support local residents.*

The overall outcomes sought for the High density residential zone are as follows:

(a) *High density residential neighbourhoods are predominantly home to permanent residents.*

(b) *The character of high density residential neighbourhoods varies due to factors such as proximity to beaches, the Noosa River, centres, topography, availability of views, the established vegetated character, the age of development and open space provision.*

(c) *The distinct look and feel of existing residential neighbourhoods is retained, and development makes a positive contribution to the streetscape by maintaining the predominant character of the area and providing well designed buildings and landscaping.*

(d) *New uses are located, designed and managed to be compatible with surrounding uses.*

(e) *The intrusion of incompatible uses, or uses which are more appropriately accommodated in other zones is avoided to protect land for higher density attached housing.*

(f) *Multiple dwellings of various sizes and some communal housing models, to the exclusion of dual occupancy and dwelling houses, are provided to meet the needs of different households.*

(g) *Development caters for both the current and projected demographic, economic and social profile of the area, including one and two-person households, households on low to moderate incomes and residents with reduced mobility.*

(h) *Small multiple dwellings are integrated within the high density residential built form to increase housing choice.*

(i) *Home-based businesses allow residents to operate discreet businesses which are compatible with high density living and the residential character and amenity of the surrounding area.*

(j) *Short-term visitor accommodation is predominately provided through well-established resorts and holiday units.*

(k) *Development maintains a high level of residential amenity having regard to traffic, noise, dust, odour, lighting and other locally specific impacts….*

NP2020 states the following relevant purpose and outcomes of the Tourist Accommodation zone:

The purpose of the Tourist accommodation zone is to provide for:

(a) *short-term accommodation; and*

(b) *community uses, and small-scale services, facilities and infrastructure, to support short-term accommodation and tourist attractions.*

The overall outcomes sought for the Tourist accommodation zone are as follows:

(a) *Development provides for a mix of medium to high density visitor accommodation in the form of resorts, hotels and short-term accommodation such as hostels and self-contained holiday units.*

(b) *Visitor accommodation in the urban areas is supported by a mix of business activities which create a vibrant atmosphere and complement and enhance the function and attractiveness of the area as a visitor destination. Cafes, restaurants, entertainment, function facilities and complementary shopping and personal services cater to the needs of visitors as well as Noosa Shire residents enjoying these areas.*

(c) *Business activities are ancillary to visitor accommodation and should be of a nature and scale compatible with the mixed-use character and coastal amenity of the area and not compromise the viability of the Noosa Shire centres hierarchy by introducing activities at a scale that should be accommodated within a centre. No business uses are appropriate on 215 David Low Way, Peregian Beach.*

(d) Development contributes to the economy of the Shire through the tourism and hospitality sectors and integrates with nearby public recreation and open space, promoting low impact nature and water-based recreation activities.

(e) In urban areas development incorporates a high standard of urban and landscape design that creates attractive, functional buildings and places with active or landscaped streetscapes whilst maintaining a human scale at street level.

(f) For the Noosa North Shore, development is low impact, low density and of a domestic scale within densely landscaped settings reflecting the seclusion and values of Noosa North Shore. Buildings are designed to be in character with the natural bushland setting of the locality with lightweight materials or colours that blend with the environment. Any business activities established in the zone servicing tourists have low environmental impacts and are related to recreational experiences offered in the locality such as nature-based tourism.

(g) Development incorporates a high level of residential amenity and safety and ensures that there is no unreasonable loss of amenity to surrounding premises….

Hastings Street Mixed Use Precinct

The purpose of the zone will also be advanced through the following additional outcomes of the Hastings Street mixed use precinct:

(a) Development in the Hastings Street mixed use precinct is consistent with the existing built form and the particular mix of accommodation, dining, retail and other entertainment and services that have created such a vibrant and successful centre dominated by independently operated local businesses.

(b) Because Hastings Street has more intensive building forms than other areas within the Tourist accommodation zone, the protection of character, retention of existing trees and built form presentation to any public spaces about the site, including beaches and other waterways and parks, is of particular significance.

(c) The Hastings Street mixed use precinct is identified as a destination suitable for much day time and night time activity including cafes, restaurants, bars and entertainment uses which generate late night noise.

NP2020 states the following relevant purpose and outcomes of the Rural Residential zone:

The purpose of the Rural residential zone is to provide for residential uses and activities on large lots, including lots for which Council has not provided infrastructure and services.

The overall outcomes sought for the Rural residential zone are as follows:-

(a) The Rural residential zone provides a high level of amenity for permanent residents.

(b) Development is low density and semi-rural in nature with houses on large lots being the dominant form of development.

(c) Non-residential activities are limited to small-scale activities that are compatible with and do not impact on the rural residential character and amenity of the zone.

(d) Home-based businesses are facilitated where the nature, scale and intensity of the activity is compatible with the low density rural residential character and amenity of the surrounding locality.

(e) *Small scale home hosted guest accommodation does not impact on the amenity or lifestyle of nearby residents….*

NP2020 states the following relevant purpose and outcomes of the Rural zone:

The purpose of the Rural zone is to:

(a) *provide for rural uses and activities; and*

(b) *provide for other uses and activities that are compatible with:*

i. *existing and future rural uses and activities; and*

ii. *the character and environmental features of the zone; and*

(c) *maintain the capacity of land for rural uses and activities by protecting and managing significant natural resources and processes.*

The overall outcomes sought for the Rural zone are as follows:-

…

(h) *The establishment of outdoor recreation and small-scale tourism facilities in suitable locations is facilitated in a manner that does not significantly compromise the rural productivity or ecological values of the land.*

(i) *Visitor accommodation complements rural uses and promotes the sustainable use of rural land.*

(j) *Houses or outbuildings may be available for short-term guests where there is no resultant changes to the rural amenity or rural production of the area.*

(k) *Nature based tourism adopts exemplary standards of ecologically sustainable design and facilitates appreciation of the natural environment.. ..*

(m) *Home-based businesses which add to the economic sustainability of the hinterland are established where the nature, scale and intensity of the activity is compatible with the character and amenity of the surrounding locality…*

Local Plans

Noosaville

NP2020 states the following relevant purpose and outcomes for Noosaville:

...

- The Noosaville local plan area maintains its roles for both the provision of much of the commercial, retail, administrative, industrial and social needs of the coastal urban portion of Noosa Shire and as a major focus area for visitor accommodation and services…
- In the vicinity of Gibson Road and Mary Street, the District centre zone provides a range of business, entertainment and community activities to service the needs of residents and visitors in a form and scale that does not detract from the role and function of the Noosa Business Centre…
- Residential development in the District Centre zone occurs in the form of small dwellings in conjunction with a non-residential use.
- Development in the Neighbourhood centre zone is a focal point for surrounding residential neighbourhoods and provides lower order goods and services to support the day-to-day needs of residents and *visitors*…
- Development in the Low Density Housing zone primarily accommodates permanent residents in detached dwelling houses.

- Development in the Medium Density and High Density Housing zones accommodates a greater diversity in housing types including dual occupancies, multiple dwellings, retirement facilities and residential care facilities.
- Development ensures permanent residents of Noosaville enjoy high levels of residential amenity and accessibility to urban services and recreational opportunities.
- Retirement living is established in Lake Weyba Drive and Walter Hay Drive (north).
- Development for home based businesses including bed and breakfast accommodation may locate in residential zones.
- New residential development in or adjacent to activity centres includes a high proportion of small dwellings…
- Development in the Tourist accommodation zone is for visitor accommodation and associated uses that serve visitors to preserve and support the role of Noosaville as a tourism focus area.
- Development in the Tourist Accommodation zone reinforces Gympie Terrace as the primary tourism focus for Noosaville with vibrant and pedestrian friendly active street frontages providing a range of small-scale boutique retail and outdoor dining experiences amongst visitor accommodation.
- Development in the Tourist Accommodation zone on Gympie Terrace provides a range of well-designed entertainment and catering activities which may operate late at night and include live music which creates a vibrant atmosphere…
- *Noosa River foreshore adjacent to Gympie Terrace is retained as an important recreational space for the local community and visitors. ..*

Appendix 10 Housing Needs Assessment 2021 Tables and Figures

Table 39Dwelling Structure 2021 census

AUSTRALIAN BUREAU OF STATISTICS 2021 Census of Population and Housing
Noosa (LGA35740) 869.9 sq Kms

List of tables
Find out more:
Dwelling structure

G36 DWELLING STRUCTURE
Count of private dwellings(a) and persons in occupied private dwellings(b)

	Dwellings	*Persons*
Occupied private dwellings:		
Separate house	17,361	44,036
Semi-detached, row or terrace house, townhouse etc. with:		
One storey	949	1,426
Two or more storeys	1,660	3,088
Total	*2,615*	*4,518*
Flat or apartment:		
In a one or two storey block	1,066	1,745
In a three storey block	420	774
In a four to eight storey block	168	347
In a nine or more storey block	0	0
Attached to a house	43	82
Total	*1,696*	*2,949*
Other dwelling:		
Caravan	45	77
Cabin, houseboat	14	25
Improvised home, tent, sleepers out	14	27
House or flat attached to a shop, office, etc.	3	12
Total	*72*	*140*
Dwelling structure not stated	97	191
Total occupied private dwellings	*21,847*	*51,829*
Unoccupied private dwellings	4,810	..
Total private dwellings	**26,658**	**51,829**

This table is based on place of enumeration.
(a) Excludes 'Visitors only' and 'Other non-classifiable' households.
(b) Count of all persons enumerated in the dwelling on Census Night, including visitors from within Australia. Excludes usual residents who were temporarily absent on Census Night. Excludes 'Visitors only' and 'Other non-classifiable' households.
.. Not applicable

Please note that there are small random adjustments made to all cell values to protect the confidentiality of data. These adjustments may cause the sum of rows or columns to differ by small amounts from table totals.

Table 40 Fully owned occupied prviate dwellings 2016

Area	Number of occupied private dwellings fully owned	Percentage of occupied private dwellings fully owned
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%
Noosa Shire	**7,879**	**39.1%**
Queensland	**471,407**	**28.5%**

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

Source: Noosa Housing Needs Assessment 2021

Table 41 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%
Noosa Shire	**6,325**	**31.4%**
Queensland	**558,439**	**33.7%**

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

Source: Noosa Housing Needs Assessment 2021

Table 42 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%
Noosa Shire	**5,087**	**25.3%**
Queensland	**566,478**	**34.2%**

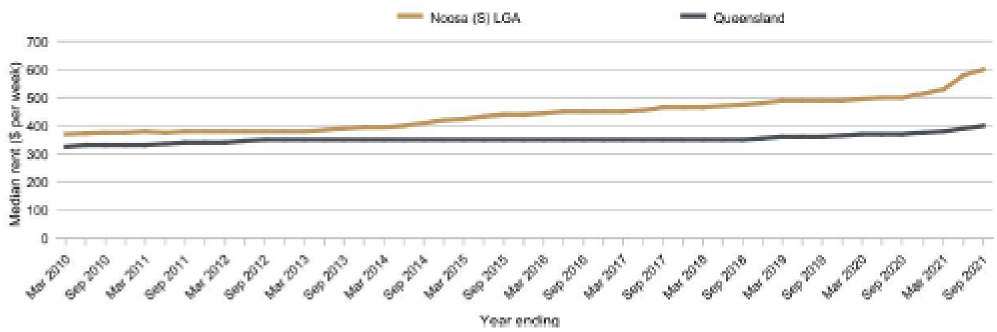
Source: ABS, Census of Population and Housing, 2016, General Community Profile - G33

Source: Noosa Housing Needs Assessment 2021

Table 43 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

Source: Noosa Housing Needs Assessment 2021

Table 44 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
Noosa LGA	**1,632**	**966**	**2,598**	**$950,000**	**$800,000**	**$900,000**
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
Queensland	**102,901**	**47,365**	**150,266**	**$525,000**	**$430,000**	**$490,000**

Table 45 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
Noosa LGA	**13**	**72**	**$1,060,000**	**$660,000**
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
Queensland	**3,631**	**21,763**	**$500,000**	**$229,000**

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

Source: Noosa Housing Needs Assessment 2021

Appendix 11 Economy and employment 2021 Tables and Figures

Figure 24 Covid-19 Quarterly Gross Regional Product ($m)

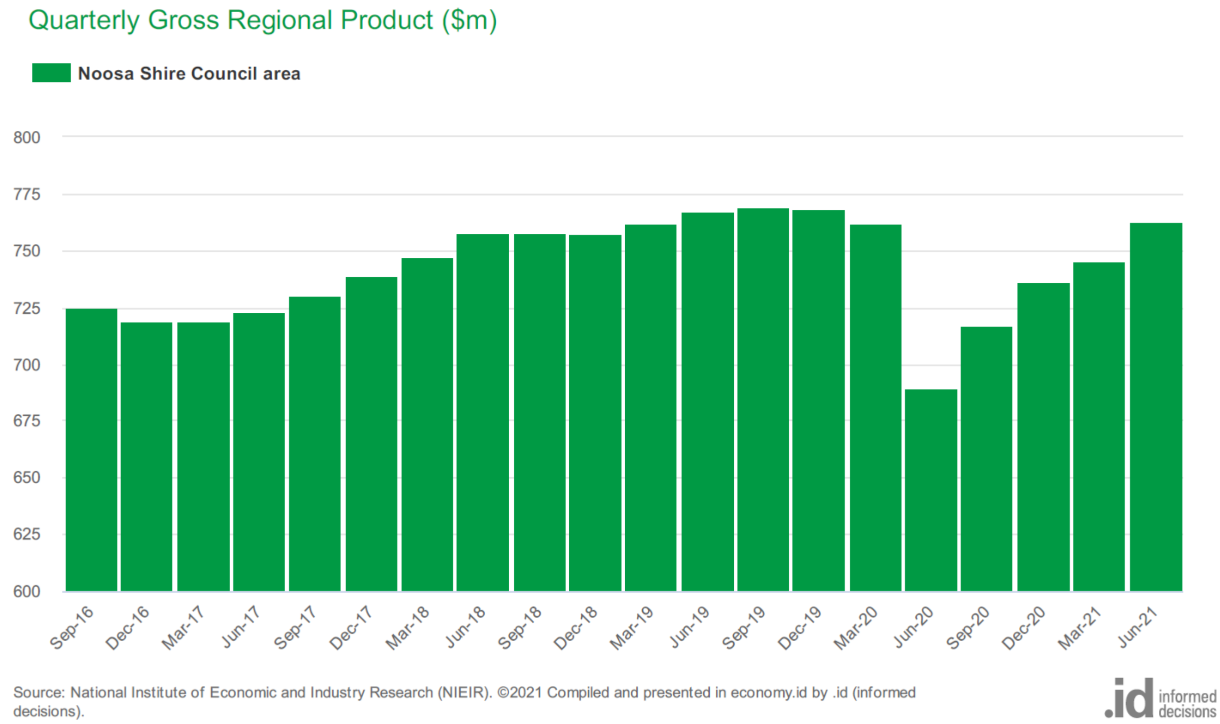


Table 46 Employment by Industry 2020/21 comparison with 2019/2020

Employment (total) by industry

reset export

Noosa Shire Council area	2020/21			2019/20			Change
Industry	**Number**	**%**	**Queensland**	**Number**	**%**	**Queensland**	**2019/20 - 2020/21**
Agriculture, Forestry and Fishing	504	2.1	3.2	456	1.9	3.2	+48
Mining	57	0.2	3.0	48	0.2	2.7	+9
Manufacturing	1,008	4.3	6.9	893	3.7	6.8	+115
Electricity, Gas, Water and Waste Services	142	0.6	1.2	126	0.5	1.2	+16
Construction	2,355	10.0	9.3	2,851	11.9	9.8	-496
Wholesale Trade	527	2.2	3.0	548	2.3	2.9	-21
Retail Trade	2,929	12.5	9.5	3,007	12.5	9.4	-78
Accommodation and Food Services	3,240	13.8	6.9	3,476	14.5	7.0	-236
Transport, Postal and Warehousing	501	2.1	5.1	500	2.1	5.0	+1
Information Media and Telecommunications	264	1.1	1.4	244	1.0	1.4	+20
Financial and Insurance Services	407	1.7	2.9	444	1.8	2.6	-38
Rental, Hiring and Real Estate Services	678	2.9	1.9	782	3.3	1.9	-104
Professional, Scientific and Technical Services	1,750	7.5	7.1	1,732	7.2	7.0	+18
Administrative and Support Services	1,185	5.1	3.2	1,046	4.4	3.3	+139
Public Administration and Safety	684	2.9	6.7	672	2.8	6.8	+12
Education and Training	2,039	8.7	9.1	2,219	9.2	9.2	-180
Health Care and Social Assistance	3,455	14.7	14.4	3,353	14.0	14.0	+102
Arts and Recreation Services	662	2.8	1.7	601	2.5	1.7	+61
Other Services	1,061	4.5	3.8	1,038	4.3	3.9	+22
Total industries	**23,446**	**100.0**	**100.0**	**24,036**	**100.0**	**100.0**	**-590**

Source: National Institute of Economic and Industry Research (NIEIR) ©2021. Compiled and presented in economy.id by .id (informed decisions). NIEIR-ID data are adjusted each year, using updated employment estimates. Each release may change previous years' figures. Learn more
Please refer to specific data notes for more information

Figure 25 Quarterly Local Jobs – Noosa Shire

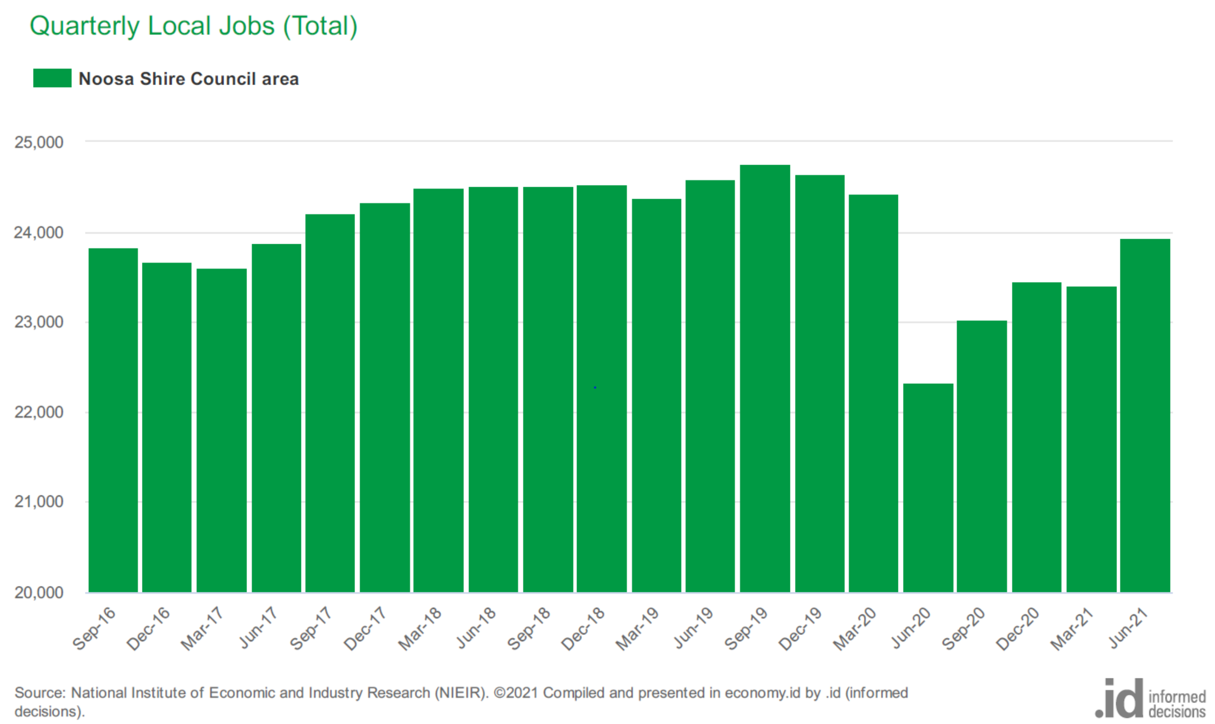


Figure 27 Quarterly change in employed residents – Noosa Shire

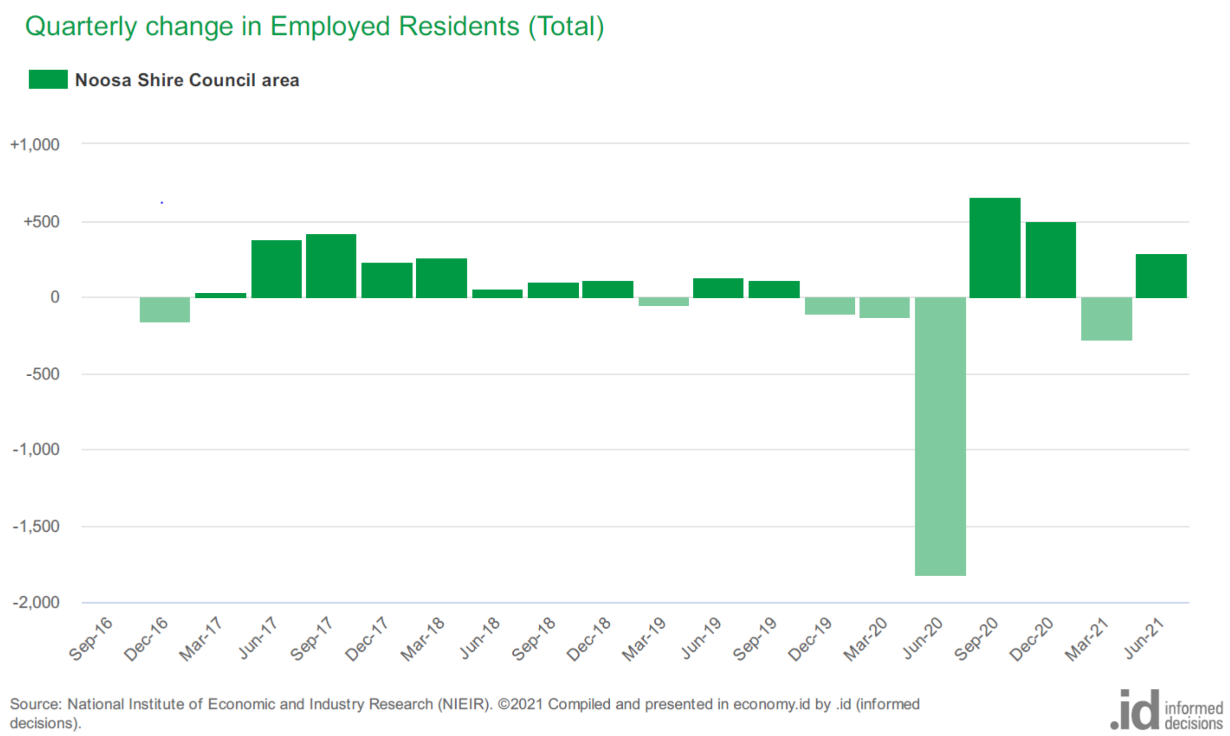


Table 47 Business by Industry registration

Noosa Shire Council area - total registered businesses	2021			2020			change
Industry	Number	%	% Queensland	Number	%	% Queensland	2020 to 2021
Agriculture, Forestry and Fishing	284	3.9	8.9	277	4.0	8.9	+7
Mining	15	0.2	0.4	14	0.2	0.4	+1
Manufacturing	270	3.7	3.7	243	3.5	3.7	+27
Electricity, Gas, Water and Waste Services	15	0.2	0.3	17	0.2	0.3	-2
Construction	1,332	18.4	17.2	1,288	18.7	17.2	+44
Wholesale Trade	200	2.8	3.0	196	2.8	3.0	+4
Retail Trade	512	7.1	6.0	503	7.3	6.0	+9
Accommodation and Food Services	414	5.7	4.0	396	5.8	4.0	+18
Transport, Postal and Warehousing	243	3.4	7.5	263	3.8	7.5	-20
Information Media and Telecommunications	64	0.9	0.8	63	0.9	0.8	+1
Financial and Insurance Services	332	4.6	4.0	304	4.4	4.0	+28
Rental, Hiring and Real Estate Services	1,140	15.8	11.8	1,093	15.9	11.8	+47
Professional, Scientific and Technical Services	1,020	14.1	12.3	925	13.4	12.3	+95
Administrative and Support Services	313	4.3	4.5	289	4.2	4.5	+24
Public Administration and Safety	18	0.2	0.3	17	0.2	0.3	+1
Education and Training	142	2.0	1.5	126	1.8	1.5	+16
Health Care and Social Assistance	466	6.4	6.9	450	6.5	6.9	+16
Arts and Recreation Services	107	1.5	1.3	103	1.5	1.3	+4
Other Services	341	4.7	5.3	314	4.6	5.3	+27
Industry not classified	8	0.1	0.1	5	0.1	0.1	+3
Total business	7,236	100.0	100.0	6,886	100.0	100.0	+350

Figure 28 Time series Tourism Nights

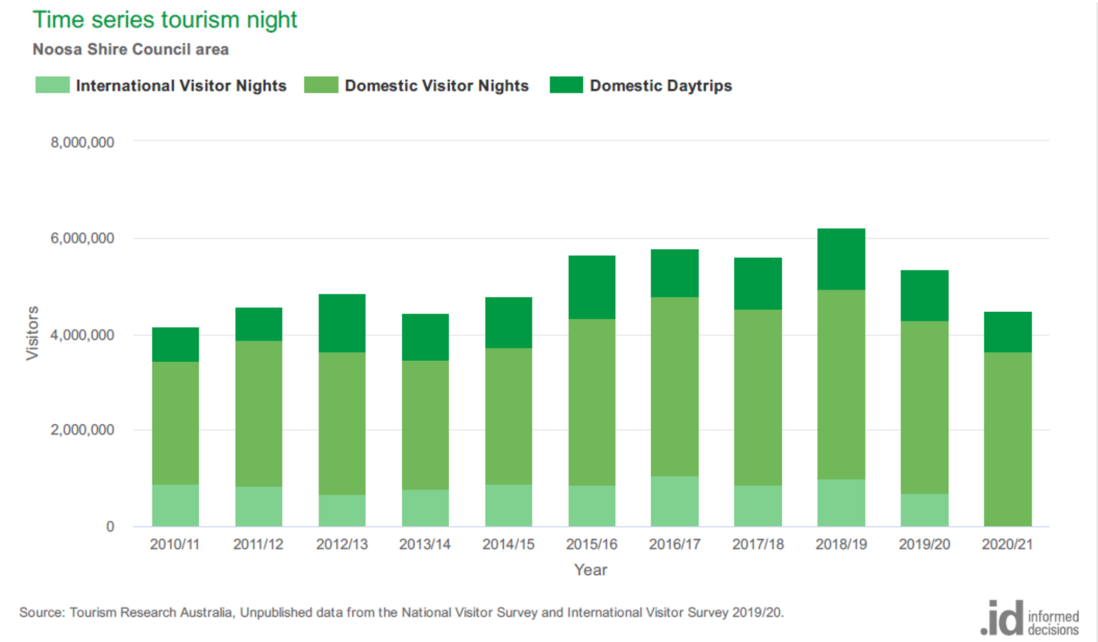


Table 48 Airbnb and Stayz listed properties

	Q4 2019	Q2 2021
Noosa Heads	999	957
Noosaville	525	508
Noosa North Shore	68	66
Sunshine Beach	506	442
Sunrise Beach	225	202
Marcus Beach	45	38
Peregian	336	246
Tewantin	112	86
TOTAL	**2816**	**2545**
Byron Bay	3855	3302
Coffs Harbour	1235	1032
Broome	207	189
Tweed	1638	1446
Gold Coast	9138	6694

Appendix 12 Noosa Customer Satisfaction Survey extracts

5 What do you think the greatest challenge will be for your local area in the next few years?

Respondents were asked what they thought would be the greatest challenge for their local area in the next few years. The responses received can be grouped into the following common themes -with the relevant comments shown below:

- Growth/Development
- Traffic/Congestion/Roads
- Economic Development/Employment
- Affordable housing
- Tourism

Below is a sample of these responses under these headings:

Growth/Development

- Population growth

• Influx in population bringing a burden on the infrastructure

• Loss of the rural identity. Increase of the population in the rural communities with little care for the environment

• Too much development

• Too many people wanting to move here, so we will need more houses and jobs but then the area will all change

• Council being pro Development

• Population growth and no infrastructure to support it.

• Managing population growth - housing density and employment

• Possibility of urban sprawl with population growth

• Noosa Council needs to control subdivision. Housing density ie Noosa needs to stay strong on their population cap.

• Management of the population growth

Inappropriate development of the area we don’t want to end up like the Sunshine coast of the Gold coast

• There is too much development, maintain the environment

• The increase in population will change the area where we live forever

• Very concerned about the changes happening in the local area. People say its progress, but we were promised a capped population

Traffic/Congestion/Roads

• Overcrowding

• Too many people allowed into the region causing crowded housing, parking in street a nightmare, congested roads. Get Beckman's Road bypass done, and I'll be even more happy. Grateful residents, if that was done

• Congestion on roads with so many people moving here or the madness of weekends

• Handling the traffic here because of the way the roads have been designed. You can't add roads because we're surrounded by national parks. The powers that be = planners do not live here or study local conditional.

• Congestion on our roads and street / big development if the council decides to that path

• Road congestion and lack of shopping facilities

• Overcrowding of housing and roads

• Keeping maintenance of roads and widen the ones outside of Noosa because Pomona gets so much tourist traffic

• Road congestion if more housing development done

• Housing and road congestion due to growth demand

• Congestion on streets and parking lots

• Traffic management and road maintenance

• The increase of traffic in the area

• Busy roads with tourist coming and going then deciding to stay

• Traffic is getting busier every day

• The roads won't be able to keep up with the volume of people coming here

Economic Development/Employment

• Supporting local businesses

• Job creation

• Finding long-term employment in my field

• Employment is a big issue

• Cooroy only has IGA need other shops. Jobs growth. Have to go to Nambour or Gympie as Aldi runs out of stock

• Cooroy needs a 'Woolies' or Coles when you've got family to feed. Population growth and not enough housing and jobs

• Unemployment of youth possibly leading to trouble in our small town

• Lifestyle. Business in the area, recovering after Covid

• Easy access to essential services. Housing and employment will be a problem

• Employment for local with the influx of people moving to the area

• Our town staying safe and peaceful if the council allows development here and there are not enough jobs

• Local employment for school leavers

• Local jobs for the future

• Managing after Covid. Trying to find work

• Recovering from loss of income and services with Covid scare

• Recovering from the economic downturn

• Maintaining the budget while maintaining to economic growth

• Sensible economic growth and expansion of revenue generating tourism

• Employment for young people

Affordable housing

• Affordable housing for the low-income earners

• Housing affordability

• Shortage of rentals long-term properties, especially for low income people

• Housing especially rentals, as since Covid interstate people are buying up older houses and demolishing them, splitting in two and building 2 new homes, living in one and putting family in the other

• Housing shortage especially for families trying to buy or rent affordability

• Enough affordable rental properties with all the people wanting to move to the Sunny Coast

• Affordable housing especially for the workers in the hospitality and retail areas as it's often casual and low income

- Affordable housing for our age group and younger as cashed up retirees moving here and buying everything
- Housing and employment to match rapid growth
- People boom causing shortage of homes overcrowding or street, shops etc
- Rental properties are too expensive for people to come here and it affects them coming to work here
- The lack of housing and the cost is ridiculous. I suppose they ask whatever they think they will get
- Managing the increase in property prices and the lack of accommodation for locals
- Homelessness.

Tourism

- Caring for the residents and keeping a balance when it comes to chasing the tourist dollar
- Managing the tourism
- The Region not coping with the Tourism
- Keeping up with the tourism of the other regions
- Covid 19 has been a problem here for tourist movement
- Catering for the tourists
- Finding a balance between tourist and locals wanting to run over said tourist
- Inability to deal with tourism, cars and traffic
- Short term accommodation; growth of tourism; pressure for development
- You will reap the seeds you have seen - over tourism
- Tourists are buying houses because they fall in love with the place
- Tourism is important brings money and most of all jobs

Appendix 13 Noosa Short Stay Accommodation Economic & Social Assessment Nov 2022 -AEC